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By the Committees on Rules; Rules Subcommittee on Ethics and Elections; and Rules; and Senator Gaetz

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A bill to be entitled

An act relating to ethics; amending s. 112.312, F.S.; redefining the term "gift" to exclude contributions or expenditures reported under federal election law; creating s. 112.3142, F.S.; providing for qualified blind trusts; providing legislative findings; providing conditions when a public officer has no conflict of interest; prohibiting a public officer from influencing or exercising control over the management of the blind trust; providing exceptions; providing conditions for certain communications between the public officer or other persons having a beneficial interest and the trustee; providing that the public officer report certain information relating to the blind trust; providing requirements for the public officer in creating a qualified blind trust; prohibiting the trustee from disclosing certain information to the public officer or other persons having a beneficial interest in the trust; requiring the public officer to provide notice and specified information to the Commission on Ethics; amending s. 112.3143, F.S.; providing for an exception to a provision authorizing a state public officer to vote in an official capacity on any matter, to conform to changes made by the act; creating s. 112.31435, F.S.; defining the term "relative"; prohibiting a member of the Legislature from voting upon any legislation inuring to his or her special private gain or loss; prohibiting a member of the Legislature from voting

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upon any legislation that the member knows would inure to the special private gain or loss of a principal by whom the member is retained or the corporate parent or subsidiary of a corporate principal by which the member is retained; prohibiting a member of the Legislature from voting on legislation that the member knows would inure to the special private gain or loss of a relative, a business associate, an employer, or a board upon which the member sits; requiring that a member disclose all such interests to the applicable legislative body or committee before the legislation is considered; requiring that the member disclose the specific nature of any such interests within a specified period after the date on which a vote on the legislation occurs; requiring that such disclosure be made by written memorandum and filed with the Secretary of the Senate or the Clerk of the House of Representatives; requiring that the memorandum be recorded in the journal of the house of which the legislator is a member; providing that the act does not prevent a member from voting on legislation that inures to the special private gain or loss of the member's employer, principal, or board upon which the member sits, if such entity is an agency; providing that a member's vote does not inure to the member's special private gain or loss under certain circumstances; providing that the act does not require disclosure if a member's vote will inure to the special private gain or loss of a member's employer,

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principal, or board upon which the member sits, if such entity is an agency; providing that a member of the Legislature who is serving as an independent contractor attorney or "of counsel" attorney in a law firm is not prohibited from voting on and is not required to make a disclosure concerning legislation that would inure to the special private gain or loss of any of the firm's clients; authorizing a member to request an advisory opinion from the general counsel of the house of which he or she is a member; providing that the act does not prevent the member from voting on a General Appropriations Act or implementing legislation; amending s. 112.3144, F.S.; requiring the Commission on Ethics to review certain filings of full and public disclosure of financial interests made by certain public officers, including supporting documentation; requiring the commission to provide notice of the sufficiency of the financial disclosure; requiring that an amended or corrected disclosure be filed if the filing is insufficient; providing that the amended or corrected disclosure is not subject to sufficiency review; providing for a fine if the amended or corrected disclosure is not filed by a certain date; relieving an officer of liability for fines and penalties if a complete and sufficient full and public disclosure of financial interests is filed by September 1; specifying that any full and public financial disclosure that is not timely received is not entitled to review; permitting the commission to

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delegate to the commission's staff the responsibilities to review and provide notices relating to the disclosure filings; amending s. 112.3145, F.S.; redefining the term "local officer" for the purposes of disclosing financial interests to include members of a community redevelopment agency board and any finance director of a county, municipality, or other political subdivision; amending s. 838.014, F.S.; deleting the definition of the term "corruptly" or "with corrupt intent" to conform provisions to changes made by the act; amending s. 838.015, F.S.; redefining the term "bribery" as it relates to the requisite mental state for the offense of bribery; amending s. 838.016, F.S.; revising provisions relating to the requisite mental state for the offenses of unlawful compensation and reward for official behavior and official misconduct, to conform to changes made by the act; amending s. 838.022, F.S.; revising provisions relating to the requisite mental state for the offenses of unlawful compensation and reward for official behavior and official misconduct, to conform to changes made by the act; adding actions by a public servant that are illegal; requiring the section be strictly enforced without discretion; amending s. 839.24, F.S.; revising the public servants who are affected and duties for which failure of performance is a misdemeanor of the first degree; requiring that the act be strictly enforced without discretion; amending s. 843.0855, F.S.; adding certain 595-05168A-11 20112088c2

actions under color of law by a public servant or
employee to be unlawful; providing penalties;
requiring that the act be strictly enforced without
discretion; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Paragraph (b) of subsection (12) of section 112.312, Florida Statutes, is amended to read:

112.312 Definitions.—As used in this part and for purposes of the provisions of s. 8, Art. II of the State Constitution, unless the context otherwise requires:

(12)

- (b) "Gift" does not include:
- 1. Salary, benefits, services, fees, commissions, gifts, or expenses associated primarily with the donee's employment, business, or service as an officer or director of a corporation or organization.
- 2. Contributions or expenditures reported pursuant to chapter 106 or federal election law, campaign-related personal services provided without compensation by individuals volunteering their time, or any other contribution or expenditure by a political party.
- 3. An honorarium or an expense related to an honorarium event paid to a person or the person's spouse.
- 4. An award, plaque, certificate, or similar personalized item given in recognition of the donee's public, civic, charitable, or professional service.
  - 5. An honorary membership in a service or fraternal

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organization presented merely as a courtesy by such organization.

- 6. The use of a public facility or public property, made available by a governmental agency, for a public purpose.
- 7. Transportation provided to a public officer or employee by an agency in relation to officially approved governmental business.
- 8. Gifts provided directly or indirectly by a state, regional, or national organization which promotes the exchange of ideas between, or the professional development of, governmental officials or employees, and whose membership is primarily composed of elected or appointed public officials or staff, to members of that organization or officials or staff of a governmental agency that is a member of that organization.

Section 2. Section 112.3142, Florida Statutes, is created to read:

## 112.3142 Qualified blind trusts.-

- (1) The Legislature finds that if a public officer creates a trust and does not control the interests held by the trust, his or her official actions will not be influenced or appear to be influenced by private considerations.
- (2) If a public officer holds an economic interest in a qualified blind trust as described in this section, he or she does not have a conflict of interest prohibited under s.

  112.313(3) or (7) or a voting conflict of interest under s.

  112.3143 with regard to matters pertaining to that economic interest.
- (3) Except as otherwise provided in this section, the public officer may not attempt to influence or exercise any

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control over decisions regarding the management of assets in a qualified blind trust. The public officer and each person having a beneficial interest in the qualified blind trust may not make any effort to obtain information with respect to the holdings of the trust, including obtaining a copy of any trust tax return filed or any information relating thereto, except as otherwise provided in this section.

- (4) Except for communications that consist solely of requests for distributions of cash or other unspecified assets of the trust, there shall be no direct or indirect communication with respect to the trust between the public officer or any person having a beneficial interest in the qualified blind trust and the trustee, unless such communication is in writing and unless it relates only to:
- (a) A request for a distribution from the trust which does not specify whether the distribution is to be made in cash or in kind;
- (b) The general financial interests and needs of the public officer or a person having a beneficial interest, including, but not limited to, an interest in maximizing income or long-term capital gain;
- (c) The notification of the trustee of a law or regulation subsequently applicable to the public officer which prohibits the officer from holding an asset and which notification directs that the asset not be held by the trust; or
- (d) Directions to the trustee to sell all of an asset initially placed in the trust by the public officer which, in the determination of the public officer, creates a conflict of interest or the appearance thereof due to the subsequent

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assumption of duties by the public officer.

- (5) The public officer shall report as an asset on his or her financial disclosure forms the beneficial interest in the qualified blind trust and its value, if the value is required to be disclosed. The public officer shall report the blind trust as a primary source of income on his or her financial disclosure forms and its amount, if the amount of income is required to be disclosed. The public officer is not required to report as a secondary source of income any source of income to the blind trust.
- (6) In order to constitute a qualified blind trust, the trust must be established by the public officer and meet the following requirements:
  - (a) The person appointed as a trustee must not be:
- 1. The public officer's spouse, child, parent, grandparent, grandchild, brother, sister, parent-in-law, brother-in-law, sister-in-law, aunt, uncle, or first cousin, or the spouse of any such person;
- 2. A person who is an elected or appointed public officer or a public employee; or
- 3. A person who has been appointed to serve in an agency by the public officer or by a public officer or public employee supervised by the public officer.
  - (b) The trust agreement that establishes the trust must:
- 1. Contain a statement that its purpose is to remove from the grantor control and knowledge of investment of trust assets so that conflicts between the grantor's responsibilities as a public officer and his or her private interests will be eliminated.

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2. Give the trustee complete discretion to manage the trust, including, but not limited to, the power to dispose of and acquire trust assets without consulting or notifying the covered public officer or any person having a beneficial interest in the trust.

- 3. Prohibit communication between the trustee and the public officer and any person having a beneficial interest in the trust concerning the holdings or sources of income of the trust, except amounts of cash value or net income or loss, if such report does not identify any asset or holding, except as provided in this section.
- 4. Provide that the trust tax return is prepared by the trustee or his or her designee and that any information relating thereto is not disclosed to the public officer or to any other beneficiary, except as provided in this section.
- 5. Permit the trustee to notify the public officer of the date of disposition and value at disposition of any original investment or interests in real property to the extent required by federal tax law so that the information can be reported on the public officer's applicable tax returns.
- 6. Prohibit the trustee from disclosing to the public officer and any person having a beneficial interest in the trust any information concerning replacement assets to the trust, except for the minimum tax information that lists only the totals of taxable items from the trust and does not describe the source of individual items of income.
- (c) Within 5 business days after the agreement is executed, the public officer shall file a notice with the commission setting forth:

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- 1. The date the agreement was executed;
- 2. The name and address of the trustee; and
- 3. Acknowledgement by the trustee that he or she has agreed to serve as trustee.

Section 3. Subsection (2) of section 112.3143, Florida Statutes, is amended to read:

112.3143 Voting conflicts.-

(2) Except as provided in s. 112.31435, no state public officer is prohibited from voting in an official capacity on any matter. However, any state public officer voting in an official capacity upon any measure that which would inure to the officer's special private gain or loss; that which he or she knows would inure to the special private gain or loss of any principal by whom the officer is retained or to the parent organization or subsidiary of a corporate principal by which the officer is retained; or that which the officer knows would inure to the special private gain or loss of a relative or business associate of the public officer shall, within 15 days after the vote occurs, disclose the nature of his or her interest as a public record in a memorandum filed with the person responsible for recording the minutes of the meeting, who shall incorporate the memorandum in the minutes.

Section 4. Section 112.31435, Florida Statutes, is created to read:

- 112.31435 Voting conflicts; state legislators.—
- (1) As used in this section, the term "relative" means any father, mother, son, daughter, husband, wife, brother, sister, father-in-law, mother-in-law, son-in-law, or daughter-in-law.
  - (2) (a) A member of the Legislature may not vote upon any

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291 legislation that would inure to his or her special private gain 292 or loss; that he or she knows would inure to the special private 293 gain or loss of any principal by whom the member is retained or 294 to the parent organization or subsidiary of a corporate 295 principal by which the member is retained; or that the member 296 knows would inure to the special private gain or loss of a 297 relative, a business associate, an employer, or a board upon 298 which the member sits. The member must, before a vote is taken 299 on the legislation by the legislative body of which he or she is 300 a member or any committee on which the member sits, publicly 301 state to the body or committee all of his or her interests and 302 all known interests of a relative, business associate, employer, 303 any principal by whom the member is retained, the parent 304 organization or subsidiary of a corporate principal by which the 305 member is retained, or a board upon which the member sits. 306 Within 15 days after the date on which the vote on the 307 legislation occurred, the member must disclose the specific 308 nature of those interests as a public record in a memorandum filed with the Secretary of the Senate, if the member is a 309 310 Senator, or filed with the Clerk of the House of 311 Representatives, if the member is a Representative. The 312 memorandum shall be spread upon the pages of the journal of the 313 house of which the legislator is a member. 314 (b) A vote on legislation does not inure to a member's 315 special private gain or loss if: 316 1. The vote being taken is preliminary or procedural in 317 nature; 318 2. The chance that any gain or loss received from the

legislation is remote or speculative; or

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3. The legislation affects a large number of people or entities but does not affect the member, the member's relative, business associate, employer, board upon which the member sits, principal, or corporate parent or subsidiary organization of a principal by whom the member is retained differently than the rest of those affected by the legislation.

- (c) A member of the Legislature is not prohibited from voting on, and is not required to make any disclosure concerning, any legislation that would inure to the special private gain or loss of the member's employer, principal, or a board upon which the member sits, if the entity is an agency as defined in s. 112.312(2).
- (d) A member of the Legislature serving as an independent contractor attorney or "of counsel" attorney in a law firm is not prohibited from voting on, and is not required to make any disclosure concerning, any legislation that would inure to the special private gain or loss of any of the firm's clients, if the member is not involved in the representation of the client, is not involved in the firm's management, and the member's compensation as an attorney is not derived from money received from that client.
- (3) This section does not prevent a member of the Legislature from voting on a General Appropriations Act or implementing legislation on the floor of the Senate or House of Representatives.
- (4) A member of the Legislature may request an advisory opinion from the general counsel of the house of which he or she is a member as to the application of this section to a specific situation. The general counsel shall issue the opinion within 10

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days after receiving the request. The member of the Legislature may reasonably rely on such opinion.

Section 5. Subsection (1) of section 112.3144, Florida Statutes, is amended to read:

112.3144 Full and public disclosure of financial interests.—

- (1) (a) An officer who is required by s. 8, Art. II of the State Constitution to file a full and public disclosure of his or her financial interests for any calendar or fiscal year shall file that disclosure with the Florida Commission on Ethics.
- (b) The commission shall review the information contained in each full and public disclosure of financial interests of, and any supporting or supplemental documentation filed concurrently by, an elected constitutional officer to determine whether the officer's disclosure is sufficient; provided that the commission receives the filing by July 1.
- (c)1. If the commission determines that the officer's disclosure is insufficient, the commission must send a notice by certified mail to the officer no later than 30 days after July 1. The notice must identify the specific insufficiency and state with particularity the basis for the determination.
- 2. Upon receipt of the notice of insufficiency, the officer must file an amended or corrected disclosure no later than

  September 1 of that year, which is not subject to sufficiency review. If the officer fails to file the amended or corrected disclosure by September 1, the automatic fine provided for in this section will begin to accrue. Any such officer accruing an automatic fine may appeal it as provided in subsection (5).
  - 3. A complaint may not be filed alleging a violation of

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378 this section for any insufficiency identified pursuant to
379 subparagraph 1. unless such insufficiency remains uncorrected
380 after September 1.

- (d) If the commission finds the disclosure legally sufficient, the commission must send a notice of sufficiency by certified mail to the officer no later than 30 days after July 1. To the extent that the disclosure of financial interests and the accompanying documentation filed with the commission fully identify all information that is required to be disclosed, an officer whose disclosure is sufficient is not liable for any fines or penalties for a violation of this section.
- (e) If an officer's full and public disclosure of financial interests is not received by 5 p.m. on July 1, the officer is not entitled to a sufficiency review.
- (f) The commission may delegate to its staff the authority to conduct the review required in this subsection.
- Section 6. Paragraph (a) of subsection (1) of section 112.3145, Florida Statutes, is amended to read:
- 112.3145 Disclosure of financial interests and clients represented before agencies.—
- (1) For purposes of this section, unless the context otherwise requires, the term:
  - (a) "Local officer" means:
- 1. Every person who is elected to office in any political subdivision of the state, and every person who is appointed to fill a vacancy for an unexpired term in such an elective office.
- 2. Any appointed member of any of the following boards, councils, commissions, authorities, or other bodies of any county, municipality, school district, independent special

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district, or other political subdivision of the state:

- a. The governing body of the political subdivision, if appointed;
- b. An expressway authority or transportation authority established by general law;
- c. A community college or junior college district board of trustees;
- d. A board having the power to enforce local code provisions;
- e. A planning or zoning board, board of adjustment, board of appeals, community redevelopment agency board, or other board having the power to recommend, create, or modify land planning or zoning within the political subdivision, except for citizen advisory committees, technical coordinating committees, and such other groups who only have the power to make recommendations to planning or zoning boards;
- f. A pension board or retirement board having the power to invest pension or retirement funds or the power to make a binding determination of one's entitlement to or amount of a pension or other retirement benefit; or
- g. Any other appointed member of a local government board who is required to file a statement of financial interests by the appointing authority or the enabling legislation, ordinance, or resolution creating the board.
- 3. Any person holding one or more of the following positions: mayor; county or city manager; chief administrative employee of a county, municipality, or other political subdivision; county or municipal attorney; finance director of a county, municipality, or other political subdivision; chief

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county or municipal building code inspector; county or municipal water resources coordinator; county or municipal pollution control director; county or municipal environmental control director; county or municipal administrator, with power to grant or deny a land development permit; chief of police; fire chief; municipal clerk; district school superintendent; community college president; district medical examiner; or purchasing agent having the authority to make any purchase exceeding the threshold amount provided for in s. 287.017 for CATEGORY ONE, on behalf of any political subdivision of the state or any entity thereof.

Section 7. Subsection (4) of section 838.014, Florida Statutes, is amended, and present subsections (5) through (7) of that section are renumbered as subsections (4) through (6), respectively, to read:

838.014 Definitions.—As used in this chapter, the term:

(4) "Corruptly" or "with corrupt intent" means acting knowingly and dishonestly for a wrongful purpose.

Section 8. Subsection (1) of section 838.015, Florida Statutes, is amended to read:

838.015 Bribery.-

(1) "Bribery" means knowingly corruptly to give, offer, or promise to any public servant, or, if a public servant, knowingly corruptly to request, solicit, accept, or agree to accept for himself or herself or another, any pecuniary or other benefit not authorized by law with an intent or purpose to influence the performance of any act or omission which the person believes to be, or the public servant represents as being, within the official discretion of a public servant, in

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violation of a public duty, or in performance of a public duty.

Section 9. Subsections (1) and (2) of section 838.016, Florida Statutes, are amended to read:

838.016 Unlawful compensation or reward for official behavior.—

- (1) It is unlawful for any person knowingly corruptly to give, offer, or promise to any public servant, or, if a public servant, knowingly corruptly to request, solicit, accept, or agree to accept, any pecuniary or other benefit not authorized by law, for the past, present, or future performance, nonperformance, or violation of any act or omission which the person believes to have been, or the public servant represents as having been, either within the official discretion of the public servant, in violation of a public duty, or in performance of a public duty. Nothing herein shall be construed to preclude a public servant from accepting rewards for services performed in apprehending any criminal.
- (2) It is unlawful for any person knowingly corruptly to give, offer, or promise to any public servant, or, if a public servant, knowingly corruptly to request, solicit, accept, or agree to accept, any pecuniary or other benefit not authorized by law for the past, present, or future exertion of any influence upon or with any other public servant regarding any act or omission which the person believes to have been, or which is represented to him or her as having been, either within the official discretion of the other public servant, in violation of a public duty, or in performance of a public duty.

Section 10. Subsection (1) of section 838.022, Florida Statutes, is amended, and subsection (4) is added to that

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494 section, to read:

838.022 Official misconduct.-

- (1) It is unlawful for a public servant, to knowingly with corrupt intent to obtain a benefit for any person or to cause harm to another, to:
- (a) Falsify, or cause another person to falsify, any official record or official document.
- (b) Conceal, cover up, destroy, mutilate, or alter any official record or official document or cause another person to perform such an act.; or
- (c) Obstruct, delay, or prevent the communication of information relating to the commission of a felony that directly involves or affects the public agency or public entity served by the public servant.
- (d) Render any ruling, order, or opinion, or action or inaction, adversely or contrary to the doctrine of stare decisis, binding precedent, the Supremacy Clause of the United States Constitution, or oath of office when clearly informed of such evidence or information, unless having the authority to overrule or recede from such rule of law, or distinguish such rule of law or set forth some other intervening or superseding evidence or information, and does so by such ruling, order, or opinion, or action or inaction.
- (e) Commit or cause any act in violation of 18 U.S.C. 241 or 18 U.S.C. 242 under federal law.
- (4) This section must be strictly enforced by law enforcement and state attorneys without discretion.
- Section 11. Section 839.24, Florida Statutes, is amended to read:

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839.24 Penalty for failure to perform duty required of officer.—A sheriff, judicial officer, quasi-judicial officer county court judge, prosecuting officer, court reporter, stenographer, interpreter, or other officer required to perform any duty under any provision of the Rules of Court or chapter 120 the criminal procedure law who willfully or negligently fails or knowingly refuses to perform his or her duty is shall be guilty of a misdemeanor of the first second degree, punishable as provided in s. 775.082 or s. 775.083. This section must be strictly enforced by law enforcement and state attorneys without discretion.

Section 12. Subsection (4) of section 843.0855, Florida Statutes, is amended to read:

843.0855 Criminal actions under color of law or through use of simulated legal process.—

- (4) (a) Any person who falsely under color of law attempts in any way to influence, intimidate, or hinder a public officer or law enforcement officer in the discharge of his or her official duties by means of, but not limited to, threats of or actual physical abuse or harassment, or through the use of simulated legal process, commits a felony of the third degree, punishable as provided in s. 775.082 or s. 775.083.
- (b) Any public servant or employee who, under color of law, in any manner intentionally obstructs or attempts to obstruct the due execution of the law, or with the intent to intimidate, hinder, deprive, or interrupt any officer, beverage enforcement agent, or other person or party in the legal performance of his or her duties or the exercise of his or her rights under the constitution or laws of this state or the United States in

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552 connection with or relating to any legal process, whether such
553 intent is effected or not, commits a felony of the third degree,
554 punishable as provided in s. 775.082 or s. 775.083.

- (c) Any public servant or employee who, under color of law, in any manner intentionally renders any ruling, order, or opinion, or action or inaction, adverse or contrary to the doctrines of stare decisis, binding precedent, the Supremacy Clause of the United States Constitution, or oath of office, in connection with or relating to any legal process affecting persons or property, when clearly informed of such evidence or information, unless having the authority to overrule or recede from such rule of law, or distinguish such rule of law or set forth some other intervening or superseding evidence or information, and does so by such ruling, order, or opinion, or action or inaction, commits a felony of the second degree, punishable as provided in s. 775.082 or s. 775.083.
- (d) Any public servant or employee or person who commits or causes any act in violation of 18 U.S.C. 241 or 18 U.S.C. 242 under federal law, in connection with or relating to any legal process affecting a person or property, is guilty of a felony of the second degree, punishable as provided in s. 775.082 or s. 775.083.
- (e) This section must be strictly enforced by law enforcement and state attorneys without discretion.

  Section 13. This act shall take effect July 1, 2011.

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