1 A bill to be entitled 2 An act relating to agency inspectors general; amending 3 s. 20.055, F.S.; providing additional hiring 4 requirements, employment qualifications, and terms of 5 employment for inspectors general and staff; 6 specifying additional records and personnel accessible 7 to inspectors general during an audit or 8 investigation; authorizing inspectors general to 9 administer oaths; requiring all personnel to comply 10 with requests of inspectors general under penalty of 11 loss of employment; clarifying that attorney-client 12 privilege is not waived when providing certain information to inspectors general; amending s. 14.32, 13 F.S.; authorizing the Chief Inspector General to issue 14 15 and enforce subpoenas under certain circumstances; providing an effective date. 16 17 Be It Enacted by the Legislature of the State of Florida: 18 19 20 Section 1. Section 20.055, Florida Statutes, is amended to 21 read: 22 20.055 Agency inspectors general.-23 As used in this section, the term: (1)24 "Agency head" means the Governor, a Cabinet officer, (a) 25 or a secretary or executive director as those terms are defined 26 in s. 20.03, the chair of the Public Service Commission, the Page 1 of 21

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27 Director of the Office of Insurance Regulation of the Financial 28 Services Commission, the Director of the Office of Financial 29 Regulation of the Financial Services Commission, the board of 30 directors of the Florida Housing Finance Corporation, and the 31 Chief Justice of the State Supreme Court.

32 "Entities contracting with the state" means for-profit (b) 33 and not-for-profit organizations or businesses that have a legal 34 existence, such as corporations or partnerships, as opposed to 35 natural persons, which have entered into a relationship with a 36 state agency to provide for consideration certain goods or 37 services to the state agency or on behalf of the state agency. 38 The relationship may be evidenced by payment by warrant or purchasing card, contract, purchase order, provider agreement, 39 or other such mutually agreed upon relationship. The term does 40 41 not apply to entities that are the subject of audits or investigations conducted pursuant to ss. 112.3187-112.31895 or 42 43 s. 409.913 or which are otherwise confidential and exempt under s. 119.07. 44

45 (C) "Individuals substantially affected" means natural persons who have established a real and sufficiently immediate 46 47 injury in fact due to the findings, conclusions, or 48 recommendations of a final report of a state agency inspector 49 general, who are the subject of the audit or investigation, and 50 who do not have or are not currently afforded an existing right 51 to an independent review process. The term does not apply to 52 employees of the state, including career service, probationary, Page 2 of 21

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53 other personal service, Selected Exempt Service, and Senior 54 Management Service employees; former employees of the state if 55 the final report of the state agency inspector general relates to matters arising during a former employee's term of state 56 employment; or persons who are the subject of audits or 57 58 investigations conducted pursuant to ss. 112.3187-112.31895 or 59 s. 409.913 or which are otherwise confidential and exempt under 60 s. 119.07.

"State agency" means each department created pursuant 61 (d) to this chapter and the Executive Office of the Governor, the 62 63 Department of Military Affairs, the Fish and Wildlife Conservation Commission, the Office of Insurance Regulation of 64 the Financial Services Commission, the Office of Financial 65 Regulation of the Financial Services Commission, the Public 66 67 Service Commission, the Board of Governors of the State University System, the Florida Housing Finance Corporation, the 68 Agency for State Technology, and the state courts system. 69

(2) <u>An</u> The office of inspector general is established in each state agency to provide a central point for coordination of and responsibility for activities that promote accountability, integrity, and efficiency in government. It is the duty and responsibility of each inspector general, with respect to the state agency in which the office is established, to:

(a) Advise in the development of performance measures,
standards, and procedures for the evaluation of state agency
programs.

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(b) Assess the reliability and validity of the information provided by the state agency on performance measures and standards, and make recommendations for improvement, if necessary, before submission of such information pursuant to s. 216.1827.

(c) Review the actions taken by the state agency to
improve program performance and meet program standards and make
recommendations for improvement, if necessary.

(d) Provide direction for, supervise, and coordinate audits, investigations, and management reviews relating to the programs and operations of the state agency, except that when the inspector general does not possess the qualifications specified in subsection (4), the director of auditing shall conduct such audits.

93 (e) Conduct, supervise, or coordinate other activities 94 carried out or financed by that state agency for the purpose of 95 promoting economy and efficiency in the administration of, or 96 preventing and detecting fraud and abuse in, its programs and 97 operations.

98 (f) Keep the agency head or, for state agencies under the 99 jurisdiction of the Governor, the Chief Inspector General 100 informed concerning fraud, abuses, and deficiencies relating to 101 programs and operations administered or financed by the state 102 agency, recommend corrective action concerning fraud, abuses, 103 and deficiencies, and report on the progress made in 104 implementing corrective action.

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105 (g) Ensure effective coordination and cooperation between 106 the Auditor General, federal auditors, and other governmental 107 bodies with a view toward avoiding duplication.

(h) Review, as appropriate, rules relating to the programs
and operations of such state agency and make recommendations
concerning their impact.

(i) Ensure that an appropriate balance is maintained
between audit, investigative, and other accountability
activities.

(j) Comply with the General Principles and Standards for Offices of Inspector General as published and revised by the Association of Inspectors General.

(3) (a)1. For state agencies under the jurisdiction of the 117 118 Cabinet or the Governor and Cabinet, the inspector general shall 119 be appointed by the agency head. For state agencies under the 120 jurisdiction of the Governor, the inspector general shall be 121 appointed by the Chief Inspector General. The agency head or 122 Chief Inspector General shall notify the Governor in writing of 123 his or her intention to hire the inspector general at least 7 124 days before an offer of employment. The inspector general shall 125 be appointed without regard to political affiliation.

2. Within 60 days after a vacancy or anticipated vacancy
 in the position of inspector general, the agency head or, for
 agencies under the jurisdiction of the Governor, the Chief
 Inspector General, shall initiate a national search for an
 inspector general and shall set the salary of the inspector

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131	general. In the event of a vacancy in the position of inspector
132	general, the agency head or, for agencies under the jurisdiction
133	of the Governor, the Chief Inspector General, may appoint other
134	office of inspector general management personnel as interim
135	inspector general until such time as a successor inspector
136	general is appointed.
137	3. A former or current elected official may not be
138	appointed inspector general within 5 years after the end of such
139	individual's period of service. Notwithstanding this
140	restriction, employees of the office of inspector general who
141	have served in the office for 4 or more years may be considered
142	eligible for appointment to the position of inspector general. A
143	former or current elected official may not be appointed
144	inspector general within 5 years after that individual's period
145	of service. This restriction does not prohibit the reappointment
146	of a current inspector general.
147	4. Upon appointment as inspector general, an individual's
148	initial term shall be 5 years. Subsequent 5-year terms may be
149	renewed at the discretion of the agency head or, for agencies
150	under the jurisdiction of the Governor, the Chief Inspector
151	General. Notwithstanding this term of appointment, an inspector
152	general may be removed from office at the discretion of the
153	agency head or, for agencies under the jurisdiction of the
154	Governor, the Chief Inspector General, as provided in paragraph
155	<u>(c).</u>
156	(b) The inspector general shall report to and be under the
1	Page 6 of 21

157 general supervision of the agency head and is not subject to supervision by any other employee of the state agency in which 158 159 the office is established. For state agencies under the 160 jurisdiction of the Governor, the inspector general shall be 161 under the general supervision of the agency head, shall report 162 to the Chief Inspector General, and may hire and remove staff 163 within the office of the inspector general in consultation with 164 the Chief Inspector General but independently of the agency. An 165 office of inspector general may include, but not be limited to, a division of investigations, a division of audit, or other 166 167 division as appropriate. The Chief Inspector General may hire or 168 retain legal counsel.

For state agencies under the jurisdiction of the 169 (C) 170 Cabinet or the Governor and Cabinet, the inspector general may 171 be removed from office by the agency head. For state agencies 172 under the jurisdiction of the Governor, the inspector general 173 may only be removed from office by the Chief Inspector General 174 for cause, including concerns regarding performance, 175 malfeasance, misfeasance, misconduct, or failure to carry out 176 his or her duties under this section. The Chief Inspector 177 General shall notify the Governor in writing of his or her 178 intention to remove the inspector general at least 21 days 179 before the removal. For state agencies under the jurisdiction of 180 the Governor and Cabinet, the agency head shall notify the 181 Governor and Cabinet in writing of his or her intention to 182 remove the inspector general at least 21 days before the Page 7 of 21

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183 removal. If the inspector general disagrees with the removal, 184 the inspector general may present objections in writing to the 185 Governor within the 21-day period.

(d) The Governor, the Governor and Cabinet, the agency head, or agency staff may not prevent or prohibit the inspector general from initiating, carrying out, or completing any audit or investigation.

(4) (a) To ensure that state agency audits are performed in
accordance with applicable auditing standards, the inspector
general or the director of auditing within the inspector
general's office shall possess the following qualifications:

194 1.(a) A bachelor's degree from an accredited college or 195 university with a major in accounting, or with a major in 196 business which includes five courses in accounting, and 5 years 197 of experience as an internal auditor or independent postauditor, 198 electronic data processing auditor, accountant, or any 199 combination thereof. The experience shall at a minimum consist 200 of audits of units of government or private business 201 enterprises, operating for profit or not for profit; or

202 <u>2.(b)</u> A master's degree in accounting, business 203 administration, or public administration from an accredited 204 college or university and 4 years of experience as required in 205 subparagraph 1. <del>paragraph (a)</del>; or

206 <u>3.(c)</u> A certified public accountant license issued 207 pursuant to chapter 473 or a certified internal audit 208 certificate issued by the Institute of Internal Auditors or Page 8 of 21

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209 earned by examination, and 4 years of experience as required in 210 paragraph (a). 211 4. The inspector general shall possess at appointment, or 212 seek within the first year after appointment, a certification 213 from the Association of Inspectors General as a certified 214 inspector general. A well-qualified inspector general shall have 215 two or more other professional certifications, such as certified 216 inspector general investigator, certified inspector general 217 auditor, certified public accountant, certified internal 218 auditor, certified governmental financial manager, or certified fraud examiner, or be a licensed attorney. 219 (b) 220 The inspector general shall have special training and experience in the administration and managing of programs for 221 222 prevention, examination, investigation, audit, detection, 223 elimination, and prosecution of fraud, corruption, waste, 224 mismanagement, or misconduct in the operation of government or 225 organizations. The inspector general shall be selected without 226 regard to political affiliation and on the basis of integrity, 227 leadership capability, and demonstrated ability in accounting, 228 auditing, financial analysis, law, management analysis, public 229 administration, investigation, criminal justice administration, 230 or other closely related field. In addition, the inspector 231 general should have demonstrated knowledge, skills, abilities, 232 and experience in conducting audits, investigations, 233 inspections, and performance reviews. A qualified candidate for 234 inspector general shall have a 4-year degree from an accredited Page 9 of 21

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235	institution of higher learning or have at least 5 years of
236	experience in at least one of the following areas:
237	1. Inspector general.
238	2. Local, state, or federal law enforcement officer.
239	3. Federal or state court judge.
240	4. Licensed attorney with expertise in the areas of audit
241	and investigation of fraud, mismanagement, waste, corruption,
242	and abuse of power.
243	5. Senior-level auditor or comptroller.
244	6. Supervisory experience in an office of inspector
245	general or an investigative public agency similar to an office
246	of inspector general.
247	
248	For agencies under the jurisdiction of the Governor, the Chief
249	Inspector General may consider other credentials,
250	certifications, education, and experience, as appropriate.
251	(c) In addition to the qualifications in paragraph (b), a
252	qualified candidate shall have:
253	1. Managed and completed complex investigations involving
254	allegations of fraud, waste, abuse, illegal acts, theft, public
255	corruption, deception and conspiracy;
256	2. Demonstrated the ability to liaise with local, state,
257	and federal law enforcement agencies and the judiciary; or
258	3. An advanced degree in law, accounting, public
259	administration, or other relevant field.
260	(d) The inspector general may not hold, or be a candidate
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261 for, an elective office while inspector general, and a current officer or employee of an office of inspector general may not 262 263 hold, or be a candidate for, an elective office. The inspector 264 general may not hold office in a political party or political 265 committee, may not participate in a political campaign of any 266 candidate for public office, and may not make a campaign 267 contribution or campaign endorsement. An employee of an office 268 of inspector general may not hold office in a political party or 269 political committee, participate in a political campaign of a candidate for public office, or make a campaign contribution or 270 271 campaign endorsement, while employed in the office of inspector 272 general.

273 In carrying out the auditing duties and (5) 274 responsibilities of this act, each inspector general shall 275 review and evaluate internal controls necessary to ensure the 276 fiscal accountability of the state agency. The inspector general 277 shall conduct financial, compliance, electronic data processing, 278 and performance audits of the agency and prepare audit reports 279 of his or her findings. The scope and assignment of the audits 280 shall be determined by the inspector general; however, the 281 agency head may at any time request the inspector general to perform an audit of a special program, function, or 282 283 organizational unit. The performance of the audit shall be under 284 the direction of the inspector general, except that if the 285 inspector general does not possess the qualifications specified 286 in subsection (4), the director of auditing shall perform the Page 11 of 21

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287 functions listed in this subsection.

288 Such audits shall be conducted in accordance with the (a) 289 current International Standards for the Professional Practice of 290 Internal Auditing as published by the Institute of Internal 291 Auditors, Inc., or, where appropriate, in accordance with 292 generally accepted governmental auditing standards. All audit 293 reports issued by internal audit staff shall include a statement 294 that the audit was conducted pursuant to the appropriate 295 standards.

296 (b) Audit workpapers and reports shall be public records to the extent that they do not include information which has 297 298 been made confidential and exempt from the provisions of s. 299 119.07(1) pursuant to law. However, when the inspector general 300 or a member of the staff receives from an individual a complaint 301 or information that falls within the definition provided in s. 302 112.3187(5), the name or identity of the individual may not be 303 disclosed to anyone else without the written consent of the 304 individual, unless the inspector general determines that such 305 disclosure is unavoidable during the course of the audit or 306 investigation.

307 (c) The inspector general and the staff shall have access
 308 to all records, information, data, reports, plans, projections,
 309 matters, contracts, memoranda, correspondence, audits, reviews,
 310 papers, books, documents, computer hard drives, e-mails, instant
 311 messages, recommendations, and any other material of the agency,
 312 agency head, or of an individual, partnership, corporation, or

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313	organization related to any financial or official function of
314	state government that the inspector general deems necessary to
315	facilitate an investigation, audit, inspection, or performance
316	review. The inspector general shall have access to all employees
317	of the agency. At all times the inspector general shall have
318	access to a building or facility that is owned, operated, or
319	leased by a department, agency, board, or commission, or a
320	property held in trust to the state to any records, data, and
321	other information of the state agency he or she deems necessary
322	to carry out his or her duties. The inspector general may also
323	request such information or assistance as may be necessary from
324	the state agency or from any federal, state, or local government
325	entity.
326	(d)1. For purposes of an investigation, audit, inspection,
327	or performance review, the inspector general and staff
328	designated by the inspector general may administer oaths and
329	affirmations, compel witness attendance and testimony under
330	oath, take evidence, and require the production of any records
331	that the inspector general deems relevant or material to an
332	investigation, audit, inspection, or performance review.
333	2.a. In carrying out the provisions of this paragraph, the
334	inspector general shall have access to all records; reports;
335	audits; reviews; papers; books; documents; computer hard drives;
336	e-mails; instant messages; recommendations; correspondence,
337	including information relative to the purchase of supplies and
338	services or anticipated purchase of supplies and services from
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339 any contractor by an agency, board, or commission; and other 340 data and material that is maintained by or available to the 341 agency, board, or commission that in any way relates to the 342 programs and operations with respect to which the inspector 343 general has duties and responsibilities. 344 The inspector general may request information, b. 345 cooperation, and assistance from an agency, special district, 346 board, or commission. Each person in charge of an agency, special district, board, or commission shall furnish the 347 inspector general with such information, cooperation, and 348 349 assistance upon receipt of such request. 350 c. The inspector general shall have direct and prompt 351 access to the head of any agency, special district, board, or 352 commission when necessary for any purpose pertaining to the 353 performance of his or her duties and responsibilities. The 354 inspector general may require the attendance and testimony under 355 oath of persons and the production of all records, reports, 356 audits, inspections, reviews, papers, books, documents, computer 357 hard drives, e-mails, instant messages, recommendations, 358 correspondence, and other data and material relevant to a matter 359 under audit, investigation, inspection, or performance review. 360 Such summons shall be served in the same manner as a summons for 361 the production of documents in civil cases issued on behalf of 362 the state. Failure to appear in response to a subpoena, answer a 363 question, or produce information requested, or to knowingly give false testimony during an investigation, audit, inspection, or 364 Page 14 of 21

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365	review shall be considered contempt of court and shall subject a
366	respondent to loss of employment with the agency, special
367	district, board, or commission.
368	d. It shall be the duty of every state officer, employee,
369	agency, special district, board, commission, contractor,
370	subcontractor, licensee, and applicant for certification of
371	eligibility for a contract or program, to cooperate with the
372	inspector general in any investigation, audit, inspection,
373	performance review, or hearing pursuant to this section. Each
374	contract, bid, proposal, and application or solicitation for a
375	contract shall contain a statement that the corporation,
376	partnership, or person understands and will abide by this
377	section. An employee, appointed officer, or elected official who
378	violates this section is subject to loss of employment.
379	e. Disclosure to an inspector general of communications
380	between an agency, special district, board, or commission and an
381	attorney representing the agency, special district, board, or
382	commission does not constitute a waiver of attorney-client
383	privilege.
384	<u>(e)</u> At the conclusion of each audit, the inspector
385	general shall submit preliminary findings and recommendations to
386	the person responsible for supervision of the program function
387	or operational unit who shall respond to any adverse findings
388	within 20 working days after receipt of the preliminary
389	findings. Such response and the inspector general's rebuttal to

390 the response shall be included in the final audit report.

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391 (f) (e) At the conclusion of an audit in which the subject 392 of the audit is a specific entity contracting with the state or 393 an individual substantially affected, if the audit is not 394 confidential or otherwise exempt from disclosure by law, the 395 inspector general shall, consistent with s. 119.07(1), submit 396 the findings to the entity contracting with the state or the 397 individual substantially affected, who shall be advised in 398 writing that they may submit a written response within 20 399 working days after receipt of the findings. The response and the inspector general's rebuttal to the response, if any, must be 400 included in the final audit report. 401

402 <u>(g)(f)</u> The inspector general shall submit the final report 403 to the agency head, the Auditor General, and, for state agencies 404 under the jurisdiction of the Governor, the Chief Inspector 405 General.

406 (h) (g) The Auditor General, in connection with the 407 independent postaudit of the same agency pursuant to s. 11.45, 408 shall give appropriate consideration to internal audit reports 409 and the resolution of findings therein. The Legislative Auditing 410 Committee may inquire into the reasons or justifications for 411 failure of the agency head to correct the deficiencies reported 412 in internal audits that are also reported by the Auditor General 413 and shall take appropriate action.

414 <u>(i) (h)</u> The inspector general shall monitor the 415 implementation of the state agency's response to any report on 416 the state agency issued by the Auditor General or by the Office Page 16 of 21

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417 of Program Policy Analysis and Government Accountability. No 418 later than 6 months after the Auditor General or the Office of 419 Program Policy Analysis and Government Accountability publishes 420 a report on the state agency, the inspector general shall 421 provide a written response to the agency head or, for state 422 agencies under the jurisdiction of the Governor, the Chief 423 Inspector General on the status of corrective actions taken. The 424 inspector general shall file a copy of such response with the 425 Legislative Auditing Committee.

(j) (i) The inspector general shall develop long-term and 426 annual audit plans based on the findings of periodic risk 427 assessments. The plan, where appropriate, should include 428 429 postaudit samplings of payments and accounts. The plan shall 430 show the individual audits to be conducted during each year and 431 related resources to be devoted to the respective audits. The 432 Chief Financial Officer, to assist in fulfilling the responsibilities for examining, auditing, and settling accounts, 433 434 claims, and demands pursuant to s. 17.03(1), and examining, 435 auditing, adjusting, and settling accounts pursuant to s. 17.04, 436 may use audits performed by the inspectors general and internal 437 auditors. For state agencies under the jurisdiction of the 438 Governor, the audit plans shall be submitted to the Chief 439 Inspector General. The plan shall be submitted to the agency 440 head for approval. A copy of the approved plan shall be 441 submitted to the Auditor General.

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(6) In carrying out the investigative duties and Page 17 of 21

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443 responsibilities specified in this section, each inspector 444 general shall initiate, conduct, supervise, and coordinate 445 investigations designed to detect, deter, prevent, and eradicate 446 fraud, waste, mismanagement, misconduct, and other abuses in 447 state government. For these purposes, each inspector general 448 shall:

(a) Receive complaints and coordinate all activities of
the agency as required by the Whistle-blower's Act pursuant to
ss. 112.3187-112.31895.

(b) Receive and consider the complaints which do not meet the criteria for an investigation under the Whistle-blower's Act and conduct, supervise, or coordinate such inquiries, investigations, or reviews as the inspector general deems appropriate.

457 (c) Report expeditiously to the Department of Law
458 Enforcement or other law enforcement agencies, as appropriate,
459 whenever the inspector general has reasonable grounds to believe
460 there has been a violation of criminal law.

(d) Conduct investigations and other inquiries free of
actual or perceived impairment to the independence of the
inspector general or the inspector general's office. This shall
include freedom from any interference with investigations and
timely access to records and other sources of information.

466 (e) At the conclusion of each investigation in which the
467 subject of the investigation is a specific entity contracting
468 with the state or an individual substantially affected as

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469 defined by this section, and if the investigation is not 470 confidential or otherwise exempt from disclosure by law, the 471 inspector general shall, consistent with s. 119.07(1), submit 472 findings to the subject that is a specific entity contracting 473 with the state or an individual substantially affected, who 474 shall be advised in writing that they may submit a written 475 response within 20 working days after receipt of the findings. 476 Such response and the inspector general's rebuttal to the 477 response, if any, shall be included in the final investigative 478 report.

(f) Submit in a timely fashion final reports on investigations conducted by the inspector general to the agency head, except for whistle-blower's investigations, which shall be conducted and reported pursuant to s. 112.3189.

(7) (a) Except as provided in paragraph (b), each inspector general shall, not later than September 30 of each year, prepare an annual report summarizing the activities of the office during the immediately preceding state fiscal year.

(b) The inspector general of the Florida Housing Finance Corporation shall, not later than 90 days after the end of each fiscal year, prepare an annual report summarizing the activities of the office of inspector general during the immediately preceding fiscal year.

492 (c) The final reports prepared pursuant to paragraphs (a)
493 and (b) shall be provided to the heads of the respective
494 agencies and, for state agencies under the jurisdiction of the
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495 Governor, the Chief Inspector General. Such reports shall 496 include, but need not be limited to:

497 1. A description of activities relating to the498 development, assessment, and validation of performance measures.

499 2. A description of significant abuses and deficiencies 500 relating to the administration of programs and operations of the 501 agency disclosed by investigations, audits, reviews, or other 502 activities during the reporting period.

3. A description of the recommendations for corrective
action made by the inspector general during the reporting period
with respect to significant problems, abuses, or deficiencies
identified.

507 4. The identification of each significant recommendation 508 described in previous annual reports on which corrective action 509 has not been completed.

510 5. A summary of each audit and investigation completed 511 during the reporting period.

512 The inspector general in each state agency shall (8) 513 provide to the agency head, upon receipt, all written complaints 514 concerning the duties and responsibilities in this section or any allegation of misconduct related to the office of the 515 inspector general or its employees, if received from subjects of 516 517 audits or investigations who are individuals substantially 518 affected or entities contracting with the state, as defined in 519 this section. For state agencies under the jurisdiction of the 520 Governor, the inspector general shall also provide the complaint Page 20 of 21

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to the Chief Inspector General. Each agency inspector general shall, to the extent (9) both necessary and practicable, include on his or her staff individuals with electronic data processing auditing experience. Section 2. Subsection (5) is added to section 14.32, Florida Statutes, to read: 14.32 Office of Chief Inspector General.-(5) In exercising authority under this section, the Chief Inspector General or his or her designee may: (a) Issue and serve subpoenas and subpoenas duces tecum to compel the attendance of witnesses and the production of documents, reports, answers, records, accounts, and other data in any medium. (b) Require or permit a person to file a statement in writing, under oath or otherwise, as to all the facts and circumstances concerning the matter to be audited, examined, or investigated. In the event of noncompliance with a subpoena issued pursuant to this subsection, the Chief Inspector General may petition the circuit court of the county in which the person subpoenaed resides or has his or her principal place of business for an order requiring the subpoenaed person to appear and testify and to produce documents, reports, answers, records, accounts, or other data as specified in the subpoena. Section 3. This act shall take effect July 1, 2015.

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