1 A bill to be entitled 2 An act relating to local government ethics reform; 3 amending s. 99.061, F.S.; requiring certain candidates 4 for the governing body of a municipality to file a 5 full and public financial disclosure upon qualifying; 6 amending s. 112.313, F.S.; providing that contractual 7 relationships held by business entities are deemed 8 held by public officers or employees in certain 9 situations; amending s. 112.3142, F.S.; requiring 10 certain ethics training for governing board members of 11 special districts and water management districts; 12 authorizing certain continuing education to satisfy the ethics training requirement; deleting a 13 14 requirement that the Commission on Ethics adopt certain rules relating to ethics training class course 15 16 content; providing course content requirements; 17 encouraging training providers to seek accreditation; amending s. 112.3143, F.S.; prohibiting governing 18 19 board members of special districts or school districts from voting in an official capacity on specified 20 21 matters; prohibiting county, municipal, or other local public officers or governing board members of special 22 23 districts or school districts from participating in specified matters; amending s. 112.3144, F.S.; 24 25 requiring certain governing board members of

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26 municipalities to file a full and public disclosure of 27 financial interests; providing disclosure 28 requirements; amending s. 112.3145, F.S.; providing 29 disclosure requirements; providing applicability; 30 amending s. 112.31455, F.S.; applying provisions relating to collecting unpaid fines for failing to 31 32 file such disclosures to school districts; providing 33 for the future repeal of s. 112.3261, F.S., relating to registration and reporting for lobbying water 34 35 management districts; creating s. 112.32612, F.S.; providing definitions; requiring lobbyists to register 36 37 with the commission before lobbying governmental entities; providing registration requirements; 38 39 providing responsibilities of the commission; providing civil penalties; authorizing the suspension 40 of certain lobbyists; providing responsibilities of 41 the governmental entity; authorizing the commission to 42 43 adopt rules; requiring the commission to render advisory opinions under certain conditions; declaring 44 45 that the act fulfills an important state interest; providing effective dates. 46 47 48 Be It Enacted by the Legislature of the State of Florida: 49 50 Section 1. Subsection (5) of section 99.061, Florida

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51 Statutes, is amended to read: 52 99.061 Method of qualifying for nomination or election to 53 federal, state, county, municipal, or district office.-54 (5) At the time of qualifying for office, each candidate 55 for the governing body of a municipality that had \$5 million or 56 more in total revenue as determined by the annual financial 57 report submitted to the Department of Financial Services in 58 accordance with s. 218.32 for the fiscal year ending prior to 59 the year the disclosure covers or a constitutional office shall file a full and public disclosure of financial interests 60 pursuant to s. 8, Art. II of the State Constitution, which must 61 62 be verified under oath or affirmation pursuant to s. 92.525(1)(a), and a candidate for any other office, including 63 64 local elective office, shall file a statement of financial 65 interests pursuant to s. 112.3145. Section 2. Subsection (7) of section 112.313, Florida 66 67 Statutes, is amended to read: 112.313 Standards of conduct for public officers, 68 69 employees of agencies, and local government attorneys.-70 (7) CONFLICTING EMPLOYMENT OR CONTRACTUAL RELATIONSHIP.-71 A No public officer or employee of an agency may not (a) 72 shall have or hold any employment or contractual relationship with any business entity or any agency that which is subject to 73 74 the regulation of, or is doing business with, an agency of which 75 he or she is an officer or employee, excluding those

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76 organizations and their officers who, when acting in their 77 official capacity, enter into or negotiate a collective 78 bargaining contract with the state or any municipality, county, 79 or other political subdivision of the state; and nor shall an 80 officer or employee of an agency may not have or hold any employment or contractual relationship that will create a 81 82 continuing or frequently recurring conflict between his or her 83 private interests and the performance of his or her public duties or that would impede the full and faithful discharge of 84 85 his or her public duties. For purposes of this subsection, if a public officer or employee of an agency holds a material 86 87 interest in a business entity other than a publicly traded entity, or is an officer, a director, or a member who manages 88 89 such an entity, any contractual relationship held by the 90 business entity is deemed to be held by the public officer or 91 employee of the agency.

92 1. When the agency referred to is a that certain kind of 93 special tax district created by general or special law and is 94 limited specifically to constructing, maintaining, managing, and 95 financing improvements in the land area over which the agency 96 has jurisdiction, or when the agency has been organized pursuant to chapter 298, then employment with, or entering into a 97 contractual relationship with, such a business entity by a 98 public officer or employee of such an agency is shall not be 99 100 prohibited by this subsection or be deemed a conflict per se.

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However, conduct by such officer or employee that is prohibited by, or otherwise frustrates the intent of, this section <u>must</u> shall be deemed a conflict of interest in violation of the standards of conduct set forth by this section.

105 2. When the agency referred to is a legislative body and 106 the regulatory power over the business entity resides in another 107 agency, or when the regulatory power that which the legislative 108 body exercises over the business entity or agency is strictly 109 through the enactment of laws or ordinances, then employment or a contractual relationship with such a business entity by a 110 public officer or employee of a legislative body is shall not be 111 112 prohibited by this subsection or be deemed a conflict.

(b) This subsection <u>does</u> shall not prohibit a public officer or employee from practicing in a particular profession or occupation when such practice by persons holding such public office or employment is required or permitted by law or ordinance.

Section 3. Subsection (2) of section 112.3142, Florida Statutes, is amended to read:

120 112.3142 Ethics training for specified constitutional 121 officers, and elected municipal officers, and members of a 122 governing board of a special district or water management 123 district.-

(2) (a) All constitutional officers must complete 4 hours
of ethics training each calendar year which addresses, at a

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minimum, s. 8, Art. II of the State Constitution, the Code of 126 127 Ethics for Public Officers and Employees, and the public records 128 and public meetings laws of this state. This requirement may be 129 satisfied by completion of a continuing legal education class or 130 other continuing professional education class, seminar, or 131 presentation if the required subjects are covered. 132 (b) Beginning January 1, 2015, All elected municipal 133 officers must complete 4 hours of ethics training each calendar 134 year which addresses, at a minimum, s. 8, Art. II of the State 135 Constitution, the Code of Ethics for Public Officers and

Employees, and the public records and public meetings laws of this state. This requirement may be satisfied by completion of a continuing legal education class or other continuing professional education class, seminar, or presentation if the required subjects are covered.

141 (C) Beginning January 1, 2018, all members of the 142 governing board of a special district or water management 143 district must complete 4 hours of ethics training each calendar 144 year which addresses, at a minimum, s. 8, Art. II of the State 145 Constitution, the Code of Ethics for Public Officers and 146 Employees, and the public records and public meetings laws of this state. 147 The requirements specified in paragraphs (a), (b), and 148 (d) 149 (c) may be satisfied by completion of a continuing legal education class or other continuing professional education 150

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151 class, seminar, or presentation if the required subjects are 152 covered. 153 The commission shall adopt rules establishing minimum (e) 154 Course content for the portion of an ethics training class which 155 addresses s. 8, Art. II of the State Constitution and the Code 156 of Ethics for Public Officers and Employees must include one or 157 more of the following: 158 1. Doing business with one's own agency; 159 2. Conflicting employment or contractual relationships; 160 3. Misuse of position; 4. Disclosure or use of certain information; 161 162 5. Gifts and honoraria, including solicitation and acceptance of gifts, and unauthorized compensation; 163 164 6. Post-officeholding restrictions; 165 7. Restrictions on the employment of relatives; 166 8. Voting conflicts if the officer is a member of a 167 collegial body and votes in his or her official capacity; 168 9. Financial disclosure requirements, including the 169 automatic fine and appeal process; 170 10. Commission procedures on ethics complaints and 171 referrals; and 172 11. The importance of and process for obtaining advisory opinions rendered by the commission. 173 Training providers are encouraged to seek 174 (f) 175 accreditation from any applicable licensing body for courses

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176 offered pursuant to this subsection. 177 (q) (d) The Legislature intends that a constitutional 178 officer, or elected municipal officer, or member of the 179 governing board of a special district or water management 180 district who is required to complete ethics training pursuant to 181 this section receive the required training as close as possible 182 to the date that he or she assumes office. A constitutional officer, or elected municipal officer, or member of the 183 184 governing board of a special district or water management district assuming a new office or new term of office on or 185 before March 31 must complete the annual training on or before 186 187 December 31 of the year in which the term of office began. A constitutional officer, or elected municipal officer, or member 188 189 of the governing board of a special district or water management 190 district assuming a new office or new term of office after March 191 31 is not required to complete ethics training for the calendar 192 year in which the term of office began. Section 4. Subsections (3) and (4) of section 112.3143, 193 194 Florida Statutes, are amended to read: 195 112.3143 Voting conflicts.-196 (3) (a) A No county, municipal, or other local public 197 officer or governing board member of a special district or school district may not shall vote in an official capacity upon 198 any measure which would inure to his or her special private gain 199 200 or loss; which he or she knows would inure to the special Page 8 of 21

private gain or loss of any principal by whom he or she is 201 202 retained or to the parent organization or subsidiary of a 203 corporate principal by which he or she is retained, other than 204 an agency as defined in s. 112.312(2); or which he or she knows 205 would inure to the special private gain or loss of a relative or 206 business associate of the public officer or board member. Such 207 public officer or board member shall, prior to the vote being 208 taken, publicly state to the assembly the nature of the 209 officer's or member's interest in the matter from which he or she is abstaining from voting and, within 15 days after the vote 210 211 occurs, disclose the nature of his or her interest as a public 212 record in a memorandum filed with the person responsible for 213 recording the minutes of the meeting, who shall incorporate the 214 memorandum in the minutes.

(b) However, a commissioner of a community redevelopment agency created or designated pursuant to s. 163.356 or s. 163.357, or an officer of an independent special tax district elected on a one-acre, one-vote basis, is not prohibited from voting, when voting in said capacity.

(4) <u>A county, municipal, other local public officer,</u>
<u>governing board member of a special district or school district,</u>
<u>or No appointed public officer, may not shall participate in any</u>
matter which would inure to the officer's <u>or member's special</u>
private gain or loss; which the officer <u>or member</u> knows would
inure to the special private gain or loss of any principal by

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whom he or she is retained or to the parent organization or subsidiary of a corporate principal by which he or she is retained; or which he or she knows would inure to the special private gain or loss of a relative or business associate of the public officer <u>or board member</u>, without first disclosing the nature of his or her interest in the matter.

232 (a) Such disclosure, indicating the nature of the 233 conflict, shall be made in a written memorandum filed with the person responsible for recording the minutes of the meeting, 234 235 prior to the meeting in which consideration of the matter will take place, and shall be incorporated into the minutes. Any such 236 237 memorandum shall become a public record upon filing, shall 238 immediately be provided to the other members of the agency, and 239 shall be read publicly at the next meeting held subsequent to 240 the filing of this written memorandum.

In the event that disclosure has not been made prior 241 (b) 242 to the meeting or that any conflict is unknown prior to the 243 meeting, the disclosure shall be made orally at the meeting when 244 it becomes known that a conflict exists. A written memorandum 245 disclosing the nature of the conflict shall then be filed within 246 15 days after the oral disclosure with the person responsible for recording the minutes of the meeting and shall be 247 incorporated into the minutes of the meeting at which the oral 248 disclosure was made. Any such memorandum shall become a public 249 250 record upon filing, shall immediately be provided to the other

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251 members of the agency, and shall be read publicly at the next 252 meeting held subsequent to the filing of this written 253 memorandum. 254 (c) For purposes of this subsection, the term 255 "participate" means any attempt to influence the decision by 256 oral or written communication, whether made by the officer or member or at the officer's or member's direction. 257 258 Section 5. Subsections (1) and (2) and paragraph (c) of 259 subsection (8) of section 112.3144, Florida Statutes, are 260 amended to read: 261 112.3144 Full and public disclosure of financial 262 interests.-263 In addition to officers specified in s. 8, Art. II of (1)264 the State Constitution or any other state law, a member of the 265 governing board of a municipality that had \$5 million or more in 266 total revenue as determined by the annual financial report 267 submitted to the Department of Financial Services in accordance with s. 218.32 for the fiscal year ending prior to the year the 268 269 disclosure covers is required to file a full and public 270 disclosure of financial interests. An officer or a member who is required by s. 8, Art. II of the State Constitution to file a 271 272 full and public disclosure of his or her financial interests for any calendar or fiscal year shall file that disclosure with the 273 274 Florida Commission on Ethics. Additionally, beginning January 1, $\frac{2015_{r}}{100}$ An officer or a member who is required to complete annual 275

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ethics training pursuant to s. 112.3142 must certify on his or her full and public disclosure of financial interests that he or she has completed the required training. <u>Additionally, beginning</u> <u>January 1, 2018, an officer or a member who is required to</u> <u>complete annual ethics training pursuant to s. 112.3142 must</u> <u>provide the name of the training provider on his or her full and</u> public disclosure of financial interests.

283 An officer or a member $\frac{1}{1}$ who is required, (2)pursuant to s. 8, Art. II of the State Constitution, to file a 284 285 full and public disclosure of financial interests and who has 286 filed a full and public disclosure of financial interests for 287 any calendar or fiscal year is shall not be required to file a statement of financial interests pursuant to s. 112.3145(2) and 288 289 (3) for the same year or for any part thereof notwithstanding 290 any requirement of this part. If an incumbent in an elective 291 office has filed the full and public disclosure of financial 292 interests to qualify for election to the same office or if a candidate for office holds another office subject to the annual 293 294 filing requirement, the qualifying officer shall forward an 295 electronic copy of the full and public disclosure of financial 296 interests to the commission no later than July 1. The electronic 297 copy of the full and public disclosure of financial interests satisfies the annual disclosure requirement of this section. A 298 299 candidate who does not qualify until after the annual full and public disclosure of financial interests has been filed pursuant 300

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301 to this section shall file a copy of his or her disclosure with 302 the officer before whom he or she qualifies.

303 (8)

304 For purposes of this section, an error or omission is (C) 305 immaterial, inconsequential, or de minimis if the original 306 filing provided sufficient information for the public to 307 identify potential conflicts of interest. However, failure to 308 certify completion of annual ethics training required under s. 112.3142 or provide the name of the training provider does not 309 constitute an immaterial, inconsequential, or de minimis error 310 311 or omission.

312 Section 6. Subsection (4) and paragraph (c) of subsection 313 (10) of section 112.3145, Florida Statutes, are amended to read:

314 112.3145 Disclosure of financial interests and clients 315 represented before agencies.-

Beginning January 1, 2015, an officer who is required 316 (4) 317 to complete annual ethics training pursuant to s. 112.3142 must 318 certify on his or her statement of financial interests that he 319 or she has completed the required training. Additionally, 320 beginning January 1, 2018, an officer or a member who is 321 required to complete annual ethics training pursuant to s. 322 112.3142 must provide the name of the training provider on his 323 or her statement of financial interests. 324 (10)325 For purposes of this section, an error or omission is (C)

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326 immaterial, inconsequential, or de minimis if the original 327 filing provided sufficient information for the public to 328 identify potential conflicts of interest. However, failure to 329 certify completion of annual ethics training required under s. 330 112.3142 or provide the name of the training provider does not 331 constitute an immaterial, inconsequential, or de minimis error 332 or omission. 333 Section 7. The amendments made to ss. 112.3144 and 334 112.3145, Florida Statutes, by this act apply to disclosures 335 filed for the 2017 calendar year and all subsequent calendar 336 years. 337 Section 8. Subsection (1) of section 112.31455, Florida 338 Statutes, is amended to read: 339 112.31455 Collection methods for unpaid automatic fines 340 for failure to timely file disclosure of financial interests.-Before referring any unpaid fine accrued pursuant to 341 (1) 342 s. 112.3144(5) or s. 112.3145(7) to the Department of Financial 343 Services, the commission shall attempt to determine whether the 344 individual owing such a fine is a current public officer or current public employee. If so, the commission may notify the 345 346 Chief Financial Officer or the governing body of the appropriate county, municipality, school district, or special district of 347 348 the total amount of any fine owed to the commission by such individual. 349 350 (a) After receipt and verification of the notice from the

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351 commission, the Chief Financial Officer or the governing body of the county, municipality, school district, or special district 352 353 shall begin withholding the lesser of 10 percent or the maximum 354 amount allowed under federal law from any salary-related 355 payment. The withheld payments shall be remitted to the 356 commission until the fine is satisfied. 357 (b) The Chief Financial Officer or the governing body of 358 the county, municipality, school district, or special district may retain an amount of each withheld payment, as provided in s. 359 360 77.0305, to cover the administrative costs incurred under this 361 section. Section 9. Effective October 1, 2018, section 112.3261, 362 363 Florida Statutes, is repealed. 364 Section 10. Section 112.32612, Florida Statutes, is 365 created to read: 366 112.32612 Lobbying before governmental entities.-367 (1) As used in this section, the term: 368 "Governmental entity" or "entity" means a water (a) 369 management district created in s. 373.069 and operating under 370 the authority of chapter 373, a hospital district, a children's 371 services district, an expressway authority as the term 372 "authority" is defined in s. 348.0002, a port authority as defined in s. 315.02, a county, a municipality, a school 373 374 district, or a special district. "Lobbies," "Lobby," or "Lobbying" means seeking, on 375 (b)

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376	behalf of another person, to influence a governmental entity
377	with respect to a decision of the entity in an area of policy or
378	procurement or an attempt to obtain the goodwill of an official
379	or employee of a governmental entity. The term does not include
380	making application for or seeking approval of an application for
381	a license, permit, or waiver of a regulation so long as the
382	issuance or granting of such application does not require
383	legislative discretion.
384	(c) "Lobbyist" means a person who is employed and receives
385	payment, or who contracts for economic consideration, for the
386	purpose of lobbying, or a person who is principally employed for
387	governmental affairs by another person or governmental entity to
388	lobby on behalf of such person or governmental entity. The term
389	does not include a person who:
390	1. Represents a client in a judicial proceeding or in a
391	formal administrative proceeding before a governmental entity.
392	2. Is an employee of an agency or of a legislative or
393	judicial branch entity acting in the normal course of his or her
394	duties.
395	3. Is a confidential informant who is providing, or wishes
396	to provide, confidential information to be used for law
397	enforcement purposes.
398	4. Lobbies to procure a contract which is less than
399	\$20,000 or a contract pursuant s. 287.056.
400	(d) "Principal" has the same meaning as in s. 112.3215.
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401	(2) Beginning October 1, 2018, a person may not lobby a				
402	governmental entity until such person has electronically				
403	registered as a lobbyist with the commission in the local				
404	government lobbyist registration system. Such initial				
405	registration shall be due upon being retained to lobby and may				
406	be renewed thereafter on a calendar-year basis. After initial				
407	registration, the lobbyist shall provide a statement signed by				
408	the principal or the principal's representative stating that he				
409	or she is authorized to represent the principal and designating				
410	the principal's main type of business pursuant to a				
411	classification system approved by the commission. Any changes to				
412	the information required by this subsection must be disclosed				
413	within 15 days by the lobbyist updating his or her registration.				
414	A person required to register as a lobbyist under this				
415	subsection must register through the electronic system and				
416	disclose in his or her registration:				
417	(a) Name, email address, and business address.				
418	(b) Name and business address of each principal.				
419	(c) Name of each governmental entity lobbied or intended				
420	to be lobbied on behalf of the principal.				
421	(d) Any direct or indirect business association,				
422	partnership, or financial relationship with an official or				
423	employee of a governmental entity lobbied or intended to be				
424	lobbied on behalf of the principal.				
425	(3) The annual lobbyist registration fee shall be				
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426	established by the commission by rule and may not exceed \$40 for
427	each principal represented.
428	(4) The commission shall publish a lobbyist directory of
429	all lobbyist registrations on its website.
430	(5) A lobbyist shall promptly provide a written statement
431	to the commission canceling the designation of a principal in
432	his or her registration upon termination of such representation.
433	The commission may cancel a lobbyist's designation of a
434	principal upon the principal's notification that the lobbyist is
435	no longer authorized to represent the principal.
436	(6) A governmental entity must ascertain whether a
437	lobbyist has registered pursuant to this section. A governmental
438	entity may not knowingly authorize an unregistered lobbyist to
439	lobby the entity.
440	(7)(a) Upon a first complaint to the commission alleging a
441	violation of subsection (2) against a lobbyist, or upon any
442	complaint against a lobbyist received before January 1, 2020,
443	the commission shall, within 30 days after receipt of the
444	complaint, issue a warning letter to the lobbyist directing him
445	or her to consult the obligations of lobbyists under this
446	section and then dismiss the complaint.
447	(b) On or after January 1, 2020, notwithstanding the civil
448	penalties in s. 112.317, a lobbyist found by the commission to
449	have violated subsection (2) is subject to:
450	1. For a first violation, a civil penalty not to exceed

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451	\$500.
452	2. For a second or subsequent violation committed within
453	12 months after the commission determines that a first violation
454	has been committed, a civil penalty of at least \$200 but not
455	more than \$1000 or a 1-year suspension from lobbying any
456	governmental entity associated with the violation. A
457	governmental entity may impose additional civil penalties not to
458	exceed \$500 per violation, and, notwithstanding paragraph (c),
459	may suspend the lobbyist from lobbying on its behalf for up to 2
460	years.
461	(c) The civil penalties and suspensions provided in this
462	subsection shall be applied on a per principal basis with
463	suspensions affecting only those principals for whom
464	unregistered lobbying occurred.
465	(8) By January 1, 2018, a governmental entity's governing
466	body, or the entity's designee, shall notify the commission of
467	any ordinance or rule that imposes additional or more stringent
468	obligations with respect to lobbyist registration, reporting, or
469	other conduct, and shall forward to the commission a copy of any
470	associated form that has been established to facilitate
471	compliance with such ordinance or rule. Beginning January 1,
472	2019, a governmental entity shall conform its registration
473	system, if any, to accommodate regular digital distribution of
474	registration data from the commission so that initial
475	registration of a lobbyist pursuant to subsection (2) is

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476 accomplished without having to supply the lobbyist and principal 477 information to more than one registration system. The commission 478 shall cooperate to the extent reasonably practicable to assure 479 such coordination of information. 480 (9) The commission may adopt rules to establish procedures to govern the local government lobbyist registration system, 481 482 including the adoption of forms, exchange of information with local governmental entities, and establishment of an annual 483 484 lobbyist registration fee. 485 (10) A person, when in doubt about the applicability and 486 interpretation of this section, may submit in writing to the 487 commission the facts of the situation with a request for an 488 advisory opinion to establish a standard of duty. An advisory 489 opinion shall be rendered by the commission and, until amended 490 or revoked, is binding on the conduct of the person who sought 491 the opinion, unless material facts were omitted or misstated in 492 the request. 493 Section 11. As provided in s. 112.322(3), Florida 494 Statutes, the Commission on Ethics shall render advisory 495 opinions to any public officer, candidate for public office, or public employee regarding the application of part III of chapter 496 112, Florida Statutes, including sections 1 through 9 of this 497 498 act. Section 12. The Legislature finds that a proper and 499 500 legitimate state purpose is served when mechanisms are

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501	established to secure and sustain the public's trust in public
502	officers. Therefore, the Legislature determines and declares
503	that this act fulfills an important state interest.
504	Section 13. Except as otherwise expressly provided in this
505	act, this act shall take effect July 1, 2017.

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