A bill to be entitled

An act relating to Broward County; providing a short title; providing definitions; creating the Broward County Office of Inspector General; providing functions, authority, and powers of the Inspector General; providing for qualifications, selection, contract, facilities, and staff; providing for reporting and budgeting; providing for removal; providing for funding; authorizing imposition of a contract fee; providing applicability with respect to the state attorney and United States Attorney for the Southern District of Florida; providing for a code of ethics for local governments within Broward County; providing for amendment by special act; providing that the act controls with respect to any conflict with the county charter or any county ordinance; providing for referenda; providing an effective date.

WHEREAS, various public officials throughout South Florida have recently been charged with public corruption and the misuse of office, and

WHEREAS, misconduct involving abuse, corruption, fraud, and mismanagement by elected and appointed local government officials and employees in Broward County agencies and instrumentalities, and by contractors and other parties doing business with Broward County and receiving local government funds, undermines public confidence in local government and prevents the local government in Broward County from operating honestly, efficiently, and effectively, and

Page 1 of 21

WHEREAS, it is critically important that elected and appointed local government officials and employees within Broward County discharge their duties and responsibilities in a lawful and ethical manner and be held accountable for their misconduct, inefficiency, and ineffectiveness, and

WHEREAS, imposing the duty on all elected and appointed local government officials and employees to cooperate with and report misconduct to the Inspector General will broaden and strengthen the Inspector General's ability to detect, investigate, eliminate, and deter misconduct by Broward County officials and employees, vendors, and government-funded entities and promote integrity, honesty, and efficiency in government, NOW, THEREFORE,

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

- Section 1. Short title.—This act may be cited as the "Broward County Office of Inspector General Act."
  - Section 2. Definitions.—As used in this act, the term:
- (1) "Board" means the Board of County Commissioners of Broward County.
- (2) "County" means the Charter Government of Broward County.
- (3) "Inspector General" means the Broward County Office of Inspector General created pursuant to this act.
- (4) "Local government" or "Broward County local government" means the Charter Government of Broward County, the Broward County School Board or Broward County School District,

Page 2 of 21

any municipality within Broward County, any constitutional officer of Broward County, as provided in s. 1, Art. VIII of the State Constitution, or any special district operating solely within Broward County.

- (5) "State attorney" means the State Attorney of the Seventeenth Judicial Circuit in and for Broward County or any elected or appointed successor or interim officers or special prosecutors acting in the state attorney's stead.
  - Section 3. Broward County Office of Inspector General.-
- (1) CREATED AND ESTABLISHED.—There is established the
  Broward County Office of Inspector General, which is created in
  order to detect misconduct involving abuse, corruption, fraud,
  waste, inefficiencies, and mismanagement by elected and
  appointed local government officials and employees, local
  government agencies and instrumentalities, and contractors and
  other parties doing business with local governments or receiving
  local government funds. The Inspector General shall head the
  Office of Inspector General. The organization and administration
  of the Office of Inspector General shall be independent to
  ensure that no interference or influence external to the Office
  of Inspector General adversely affects the independence and
  objectivity of the Inspector General.
  - (2) FUNCTIONS, AUTHORITY, AND POWERS.-
- (a) The Inspector General shall establish a form to receive complaints from identified persons. The complaint form shall require the person to verify the contents of the form by including the following statement: "Under penalties of perjury,"

  I declare that I have read the foregoing document and that the

Page 3 of 21

facts stated in it are true," followed by the signature of the person making the declaration. The written declaration shall be printed or typed at the end of or immediately below the document being verified and above the signature of the person making the declaration. The requirements of this paragraph must be completed before the Inspector General begins his or her investigation.

- (b) Upon receipt of a complaint filed under paragraph (a), the Inspector General may:
- 1. Make investigations of local government matters and publish the results of such investigations.
- 2. Review and audit past, present, and proposed local government programs, accounts, records, contracts, change orders, and transactions.
- 3. Prepare reports and recommendations to the local government based on investigations. All elected and appointed local government officials and employees, local government agencies and instrumentalities, and contractors and other parties doing business with the local government or receiving local government funds shall fully cooperate with the Inspector General.
- (c) When a complaint is filed under paragraph (a) that alleges a criminal violation, or in the scope of the investigation the Inspector General suspects a criminal violation has occurred, the Inspector General shall immediately notify the appropriate enforcing agency before continuing his or her investigation.

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The Inspector General may, upon receiving a complaint, conduct audits of, require reports from, and receive full and unrestricted access to the records of the local governments; all elected and appointed local government officials and employees; and local government departments, divisions, agencies, and instrumentalities. The Inspector General may also conduct audits of and review documents made or received by persons and entities doing business with local governments or receiving local government funds in conjunction with such transactions with Broward County local governments. The Inspector General's jurisdiction shall include, but is not limited to, all projects, programs, contracts, or transactions that are funded in whole or in part by Broward County local governments. The Inspector General may contract with outside entities as deemed necessary to perform the functions of that office. This paragraph does not apply to collective bargaining agreements.

(e) In the case of a refusal to obey a request by the

Inspector General for documents or for an interview in

investigating a complaint, the Inspector General may subpoena

witnesses, administer oaths, and require the production of

records. Seventy-two hours before serving a subpoena, the

Inspector General must provide written notice to the state

attorney and the United States Attorney for the Southern

District of Florida. The Inspector General may not interfere

with any ongoing criminal investigation or prosecution of the

state attorney or the United States Attorney for the Southern

District of Florida. When the state attorney or the United

States Attorney for the Southern District of Florida has

explicitly notified the Inspector General in writing that the Inspector General's investigation is interfering with an ongoing criminal investigation or prosecution, the Inspector General shall suspend service of subpoena, examination of witnesses, or other investigative activities as set forth in the notice. In the case of a refusal to obey a subpoena served to any person, the Inspector General may make application to any circuit court of this state, which shall have jurisdiction to order the witness to appear before the Inspector General and to produce evidence if so ordered or to give testimony concerning the matter in question. This act does not abridge an individual's rights under the Fifth Amendment to the United States Constitution.

- (f) The Inspector General may make a report or forward a complaint related to a possible violation of any state, federal, or local law or rule, regulation, or policy and shall notify the appropriate civil, criminal, or administrative agencies charged with enforcement of the violation. In the case of a possible violation of a rule, regulation, or policy governing a local government employee, the Inspector General shall also notify the chief administrative officer of the local government for which the employee works. After referring the matter to the appropriate entity for fact finding, the Inspector General may assist the entity in conducting the investigation.
- (a), the Inspector General may audit, investigate, monitor, inspect, and review the operations, activities, performance, and procurement processes, including, but not limited to,

Page 6 of 21

establishment of bid specifications; bid submittals; activities of the contractor and its officers, agents, and employees; lobbyists; local government staff; and officials in order to ensure compliance with contract specifications and detect corruption and fraud.

- (h) The Inspector General may receive, review, and investigate any complaints under paragraph (a) regarding projects, programs, contracts, or transactions funded by Broward County local governments.
- (i) The Inspector General may, upon the investigation of a complaint, attend all duly noticed local government meetings relating to the procurement of goods or services and may pose questions and raise concerns consistent with the functions, authority, and powers of the Inspector General.
- (j) The Inspector General shall investigate complaints received pursuant to section 112.3188(1), Florida Statutes, and shall establish procedures to investigate such complaints.
- (k) The Inspector General may recommend remedial actions and may provide prevention and training services to local government officials, employees, and any other persons covered by this act. The Inspector General may follow up to determine whether recommended remedial actions have been taken.
- (1) The Inspector General shall establish policies and procedures for investigations and monitor the costs of investigations undertaken. The Inspector General shall cooperate with other governmental agencies to recover such costs from other entities involved in willful misconduct in regard to local government funds.

(m) This subsection does not abridge an employee's constitutional right to collective bargaining.

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- REPORTS.—The Inspector General shall publish and deliver finalized reports and recommendations to any affected local government and to the offices represented on the Inspector General Selection Committee. Notwithstanding any other provision of this act, whenever the Inspector General determines that it is appropriate to publish and deliver a report or recommendation that contains findings as to the person or entity that is the subject of the report or the person or entity that is the subject of the recommendation, the Inspector General shall provide the affected person or entity with a copy of the report or recommendation. Such person or entity shall have 15 working days to submit a written explanation or rebuttal of the findings before the report or recommendation is finalized. Such timely submitted written explanation or rebuttal shall be attached to the finalized report or recommendation. This subsection does not apply when the Inspector General, in conjunction with the state attorney or the United States Attorney for the Southern District of Florida, determines that supplying the affected person or entity with such report will jeopardize a pending criminal investigation.
  - (4) QUALIFICATIONS AND SELECTION. -
- (a)1. The Inspector General shall be a person who has at least 7 years of experience in any one or a combination of the following:
- 222 <u>a. As a federal, state, or local law enforcement officer</u>
  223 or official.

Page 8 of 21

b. As a federal or state court judge.

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- 225 <u>c. As a federal, state, or local government attorney or</u>
  226 <u>private attorney with experience in investigating fraud,</u>
  227 corruption, and violations of law.
  - d. As an inspector general, certified public accountant, or internal auditor.
  - e. As a person with progressive supervisory and managerial experience in an investigative public agency similar to an inspector general's office.
  - f. As a person who has managed and completed complex investigations involving allegations of fraud, theft, deception, or conspiracy.
  - g. As a person who has demonstrated the ability to work with local, state, and federal law enforcement agencies and the judiciary.
  - h. As a person who has a 4-year degree from an accredited institution of higher learning.
  - 2. A candidate for Inspector General shall also have experience in the management of private business or a public entity or subdivision thereof.
  - 3. A highly qualified candidate for Inspector General shall also have audit-related skills or hold one or more of the following professional certifications at the time of selection:

    Certified Inspector General (CIG), Certified Inspector General Investigator (CIGI), Certified Inspector General Auditor (CIGA),

    Certified Public Accountant (CPA), Certified Internal Auditor (CIA), or Certified Fraud Examiner (CFE).
    - 4. A candidate for Inspector General shall not have been:

Page 9 of 21

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	a.	Employ	red	by	Broward	d Coi	unty	or or	any	other	governmental
entit	y s	ubject	to	the	author	rity	of	the	Off	ice of	Inspector
General during the 2-year period immediately preceding											
selec	tic	on.									

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- b. Found guilty of, regardless of adjudication, or entered a plea of nolo contendere to any felony, or misdemeanor involving a breach of public trust, by any court of record in the United States.
- (b) Responsibility for selecting the Inspector General shall be vested solely with the Inspector General Selection Committee ("selection committee"), which shall meet periodically to perform its duties required by this act subject to government-in-the-sunshine requirements.
  - 1. The selection committee shall be comprised of:
  - a. One person chosen by the Mayor of Broward County.
- b. One person chosen by the chairperson of the Broward Legislative Delegation.
- One person chosen by the chairperson of the Broward County School Board.
  - d. One person chosen by the Broward League of Cities.
- The State Attorney for the Seventeenth Judicial е. 273 Circuit.
- 274 f. The Public Defender for the Seventeenth Judicial 275 Circuit.
  - g. The President of the Broward County Chiefs of Police Association.

279 A person chosen pursuant to sub-subparagraph a., sub-

Page 10 of 21

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subparagraph b., sub-subparagraph c., or sub-subparagraph d.

must not have been a lobbyist, as defined by county ordinance or

general law, for 2 years preceding selection or be an elected or

appointed official or employee of any Broward County local

government at the time of selection.

- 2. The chairperson of the selection committee shall be selected by the members of the selection committee, and the selection committee shall determine its own rules of procedure.
- 3. After thoroughly reviewing qualifications, background information, and personal and professional referrals, the selection committee shall notify the County Attorney of Broward County of its selection. The county attorney shall assist the selected Inspector General as set forth in this section.
- (c) Within 30 days after the effective date of this act, the Human Resources Division of Broward County shall solicit qualified candidates for the position of Inspector General.

  Within 120 days after the effective date of this act, the selection committee shall in good faith endeavor to select the Inspector General.
- (d) The Human Resources Division of Broward County shall provide staff to the selection committee and as necessary shall advertise the acceptance of resumes for the position of Inspector General. All resumes received by the Human Resources Division shall be forwarded to the selection committee for consideration. The Human Resources Division shall identify applicants who have not been found guilty of, regardless of adjudication, or entered a plea of nolo contendere to any felony, or misdemeanor involving a breach of public trust, by

any court of record in the United States. Under penalty of perjury, all applicants shall attest to the accuracy of the information requested to qualify for employment. All candidates shall disclose all personal and business relationships with Broward County local government. After the initial selection of the Inspector General, the selection committee, for future selection processes as described in paragraph (b), may continue to employ the services of the Human Resources Division or may use the Inspector General's staff to solicit candidates for the position of Inspector General. All advertisements for the acceptance of resumes for the position of Inspector General shall include a salary range commensurate with public officials of like experience and expertise.

(e) The Inspector General shall serve for a term of 4

- years. At least 6 months before the end of each contract term, the selection committee shall determine whether to renew the Inspector General's contract for an additional term of 4 years and shall promptly notify the Inspector General of its decision. If the selection committee elects not to renew the Inspector General's contract, the selection committee shall promptly convene as necessary to solicit candidates for the selection of a new Inspector General in the same manner as described in paragraph (b). The incumbent Inspector General may submit his or her name as a candidate to be considered for selection. The incumbent Inspector General shall serve until a successor is selected and assumes office.
- (f) If there is a vacancy in the position of Inspector

  General, the chairperson of the selection committee may appoint

Page 12 of 21

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a member of the Inspector General's Office as interim Inspector

General within 10 days after the vacancy occurs until such time
as a successor Inspector General is selected and assumes office.

A successor Inspector General shall be selected in the same

manner as described in paragraph (b), except for the following
specific time constraints:

- 1. Solicitation for qualified candidates for selection should be published within 20 days, but must be published no later than 40 days, after the date the vacancy occurs; and
- 2. The selection committee must in good faith endeavor to convene and select an Inspector General within 90 days after the date the vacancy occurs.
- The selection committee, with the assistance of the (q) County Attorney of Broward County, shall negotiate a contract of employment with the Inspector General substantially consistent with the terms included in contracts of other contractual employees of Broward County. The Inspector General shall be paid at a rate commensurate with public officials of like experience and expertise. Before the selection committee approves a contract for the Inspector General, a public hearing on the contract must be scheduled by the Board of County Commissioners of Broward County. The contract shall cover the 4-year term, subject to the removal provisions in subsection (5). The contract shall include a provision that voids the contract if the Office of Inspector General ceases to exist and a provision requiring the selection committee to provide notice of its decision to renew or not to renew the contract at least 6 months before the termination of the contract. The contract shall

provide that the Inspector General may not represent a political party, be on any executive committee of a political party, or seek public office during his or her term of service or for 4 years after the end of the term of service. The limitation in this paragraph does not include seeking selection as Inspector General for a subsequent term. The contract shall further provide that the Inspector General may not be a lobbyist, as defined in Broward County ordinances or general law, for 2 years after the end of the term of service. The Office of Inspector General and the Inspector General Selection Committee shall be deemed a part of the Charter Government of Broward County and, except as provided in this act, shall be subject to all regularly enacted ordinances, rules, regulations, policies, and procedures of Broward County.

(5) REMOVAL.—The Inspector General may be removed only for cause based upon specified charges of the following: neglect of duty, abuse of power or authority, discrimination, or ethical misconduct. The removal process shall be initiated at a duly noticed public hearing of the selection committee. An affirmative vote of at least four members of the selection committee is required to present the Inspector General with the charges and to proceed to final public hearings. The selection committee must transmit a copy of the charges to the Inspector General at least 60 days before all final public hearings, which shall be convened by the selection committee. The Inspector General may be heard in person and by counsel at the final public hearings before the votes being taken on his or her removal. The Inspector General may be removed only upon the

affirmative vote of a majority of the members of the selection committee. A record of the proceedings, together with the charges and findings, shall be filed with the County

Administrator of Broward County. The Inspector General shall be removed without a public hearing if the Inspector General is convicted of or enters a plea of guilty or nolo contendere to a state or federal felony.

- (6) PHYSICAL FACILITIES AND STAFF.-
- (a) The county shall provide the Office of Inspector

  General with appropriately located office space and sufficient

  physical facilities, together with necessary office supplies,

  equipment, and furnishings, to enable the Inspector General to

  perform his or her functions.
- (b) The Inspector General shall have the power to appoint, employ, and remove such assistants, employees, and personnel and establish personnel procedures as deemed necessary for the efficient and effective administration of the activities of the Office of Inspector General.
  - (7) FUNDING.—

(a) Each Broward County local government is responsible for the funding of the Office of Inspector General. Pursuant to its annual budget process, the Board of County Commissioners of Broward County shall provide sufficient financial support for the Office of Inspector General to fulfill its duties as set forth in this act. In order to ensure adequate funding for the prompt establishment of the Office of Inspector General, the Board of County Commissioners of Broward County shall approve an amount equal to \$200,000 to fund all Inspector General related

Page 15 of 21

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operations for the remainder of the 2010-2011 fiscal year. The Inspector General shall timely deliver to the board of county commissioners a budget, including a reasonable estimate of operating and capital expenditures of the Office of Inspector General, and shall include revenues, including, but not limited to, projected Inspector General contract fee revenue, to be collected from the county and any other participating local governments and public agencies. The Inspector General's budget may not be implemented until a public hearing is held by the Board of County Commissioners of Broward County. The Inspector General shall establish a fiscal year that coincides with that of Broward County. This paragraph does not prohibit the Inspector General from transmitting to the Board of County Commissioners of Broward County supplemental budget requests, which shall be scheduled for a public hearing and, if approved by the commission, shall constitute amendments to the county budget.

- (b) To fund the Office of Inspector General, each local government's share of the Inspector General's budget as set forth in this section shall be calculated based on its representative share of the countywide total of taxes levied by all local governments in Broward County.
- (c) To defray the costs of reviews, audits, inspections, and investigations by the Inspector General, any local government may enact by ordinance or resolution imposition of an Inspector General contract fee, which shall be a maximum of 0.25 percent of the contract price added to each local government contract.

1. The Inspector General contract fee does not apply to the following local government contracts, grants, or agreements:

- a. Contracts for legal services.
- b. Auditing contracts.
- c. Grants funded by federal, state, or local government.
- d. Interlocal agreements.

- Notwithstanding this subparagraph, the local government may authorize the inclusion of the Inspector General contract fee in any contract to which the local government is a party.
- 2. This paragraph does not limit the power of the Inspector General under this act to perform audits, inspections, reviews, and investigations on all local government contracts, including, but not limited to, contracts specifically exempted from the Inspector General contract fee.
- 3. The Charter Government of Broward County shall provide a procedure in which each local government shall remit the Inspector General contract fees collected in order to fund the Office of Inspector General. Full payment from each local government must be made within 90 days after the enactment of the budget of Broward County or any amendment to the budget of Broward County representing funding for the Office of Inspector General.
- 4. The Inspector General contract fee may be used only to fund the Office of Inspector General and shall be held in a separate account by Broward County to be used only by the Inspector General in succeeding years. The Inspector General contract fee may not be used for any other purpose.

Page 17 of 21

Section 4. Code of ethics and ordinance violations.—

(1) Broward County and each municipality within Broward

County shall establish by ordinance, and each independent

special district within Broward County, and the School Board or

School District of Broward County, shall establish by binding

resolution, a code of ethics regulating the behavior of elected

and appointed officials and employees of that local government.

Broward County and each municipality within the county shall

adopt a code of ethics that is binding on each district that is

dependent on the county or the municipality.

(2) To assist local governments in developing ethics policies, the Inspector General shall develop a model policy that shall be provided to local governments no later than May 1, 2011. Any local government that has not established a code of ethics by November 1, 2011, shall be bound by the model policy until the time of such adoption.

Section 5. Amendment.—This act may be amended by special act of the Legislature.

Section 6. Conflict.—Pursuant to s. 1(g), Art. VIII of the State Constitution, any charter provision or ordinance of the Charter Government of Broward County which creates an Office of Inspector General or an officer or employees or agents that function substantially the same as the Office of Inspector General as provided in this act shall be deemed inconsistent with this act. Any such office or officers, employees, or agents created by the Charter Government of Broward County shall be determined to be a part of the Office of Inspector General as created in this act and subject to the direction of the

504 Inspector General created by this act along with all duties, 505 responsibilities, and requirements provided in this act. This 506 section does not apply to the Office of the County Auditor as 507 provided in Section 4.01 of the Charter of Broward County as it 508 exists on the effective date of this act. 509 Section 7. Referendum on continuation of the Office of 510 Inspector General. -511 The Board of County Commissioners of Broward County shall schedule a referendum on continuation of the Office of 512 513 Inspector General to be held in conjunction with the general 514 election of November 2016 in accordance with the provisions of 515 law relating to elections currently in force. 516 The item that shall appear on the ballot shall be as (2) 517 follows: 518 519 Continuation of the Broward County Office of Inspector General 520 521 Shall the Broward County Office of Inspector General be 522 continued? The Inspector General detects misconduct involving 523 abuse, corruption, fraud, waste, inefficiencies, or 524 mismanagement by elected and appointed officers, employees, and 525 contractors of Broward County, including Broward County 526 constitutional officers, the Broward County School District, 527 municipalities, and special districts operating solely within 528 Broward County. 529 530 Yes 531

Page 19 of 21

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No

532 533 (3) This act shall expire and be of no force and effect on 534 the date after the general election of November 2016 unless the 535 ballot question placed on such ballot as provided in subsection 536 (2) is approved by vote of the qualified electors of Broward 537 County voting in that referendum. 538 Section 8. Ballot statement.—The Broward County Board of 539 County Commissioners shall schedule a referendum to be held in 540 conjunction with the general election of November 2010 in accordance with the provisions of law relating to elections 541 542 currently in force. The item that shall appear on the ballot 543 shall be as follows: 544 545 Creation of the Broward County Office of Inspector General 546 547 Shall there be created the Broward County Office of Inspector 548 General, appointed by an independent selection committee and 549 funded by Broward County local governments to monitor each local 550 government's ethics code and to detect misconduct involving 551 abuse, corruption, fraud, waste, inefficiencies, or 552 mismanagement by elected and appointed officers, employees, and 553 contractors of Broward County, including Broward County 554 constitutional officers, the Broward County School District, 555 municipalities, and special districts operating solely within 556 Broward County? 557 558 Yes 559 No

Page 20 of 21

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Section 9. This act shall take effect only upon approval by a majority of those qualified electors of Broward County voting in a referendum to be held by the Board of County Commissioners of Broward County in conjunction with the November 2010 general election, except that this section and section 8 shall take effect upon this act becoming a law.