

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

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Prepared By: The Professional Staff of the Committee on Rules

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BILL: CS/CS/SB 182

INTRODUCER: Governmental Oversight and Accountability Committee; Higher Education Committee and Senator Hays

SUBJECT: Public Records and Meetings/Postsecondary Education Executive Search

DATE: March 25, 2015

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Scott</u>	<u>Klebacha</u>	<u>HE</u>	<u>Fav/CS</u>
2.	<u>Kim</u>	<u>McVaney</u>	<u>GO</u>	<u>Fav/CS</u>
3.	<u>Scott</u>	<u>Phelps</u>	<u>RC</u>	<u>Pre-meeting</u>

**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/CS/SB 182 creates exemptions from Florida's public records and open meetings laws for any identifying information of an applicant for state university or Florida College System (FCS) institution president, provost, or dean. The bill provides that identifying information of an applicant is exempt from public records requirements. The bill also closes meetings where applicants and potential applicants are discussed. Meetings held for the purpose of establishing the qualifications of potential applicants or formulating the compensation framework to be offered to applicants will continue to be public. No later than 30 days before a final action or vote is taken on hiring finalists, information and meetings related to the finalists will be subject to public records and open meetings laws.

As required by the Open Government Sunset Review Act, the bill provides for repeal of the exemptions on October 2, 2020, unless reviewed and saved from repeal by the Legislature. The bill also includes a statement of public necessity as required by the State Constitution.

The bill provides an effective date of October 1, 2015.

## II. Present Situation:

### Public Records and Open Meetings Requirements

The Florida Constitution provides that the public has the right to access government records and meetings. The public may inspect or copy any public record made or received in connection with the official business of any public body, officer, or employee of the state, or of persons acting on their behalf.<sup>1</sup> The public also has a right to be afforded notice and access to meetings of any collegial public body of the executive branch of state government or of any local government.<sup>2</sup> The Legislature's meetings must also be open and noticed to the public, unless there is an exception provided for by the Constitution.<sup>3</sup>

In addition to the Florida Constitution, the Florida Statutes specify conditions under which public access must be provided to government records and meetings. The Public Records Act<sup>4</sup> guarantees every person's right to inspect and copy any state or local government public record.<sup>5</sup> The Sunshine Law<sup>6</sup> requires all meetings of any board or commission of any state or local agency or authority at which official acts are to be taken to be noticed and open to the public.<sup>7</sup>

The Legislature may create an exemption to public records or open meetings requirements.<sup>8</sup> An exemption must specifically state the public necessity justifying the exemption<sup>9</sup> and must be tailored to accomplish the stated purpose of the law.<sup>10</sup>

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<sup>1</sup> FLA. CONST., art. I, s. 24(a).

<sup>2</sup> FLA. CONST., art. I, s. 24(b).

<sup>3</sup> FLA. CONST., art. I, s. 24(b).

<sup>4</sup> Chapter 119, F.S.

<sup>5</sup> Section 119.011(12), F.S., defines "public record" to mean "all documents, papers, letters, maps, books, tapes, photographs, films, sound recordings, data processing software, or other material, regardless of the physical form, characteristics, or means of transmission, made or received pursuant to law or ordinance or in connection with the transaction of official business by any agency." Section 119.011(2), F.S., defines "agency" to mean as "any state, county, district, authority, or municipal officer, department, division, board, bureau, commission, or other separate unit of government created or established by law including, for the purposes of this chapter, the Commission on Ethics, the Public Service Commission, and the Office of Public Counsel, and any other public or private agency, person, partnership, corporation, or business entity acting on behalf of any public agency." The Public Records Act does not apply to legislative or judicial records. *Locke v. Hawkes*, 595 So.2d 32 (Fla. 1992). The Legislature's records are public pursuant to section 11.0431, F.S.

<sup>6</sup> Section 286.011, F.S.

<sup>7</sup> Section 286.011(1)-(2), F.S. The Sunshine Law does not apply to the Legislature; rather, open meetings requirements for the Legislature are set out in the Florida Constitution. Article III, section 4(e) of the Florida Constitution provides that legislative committee meetings must be open and noticed to the public. In addition, prearranged gatherings, between more than two members of the Legislature, or between the Governor, the President of the Senate, or the Speaker of the House of Representatives, the purpose of which is to agree upon or to take formal legislative action, must be reasonably open to the public.

<sup>8</sup> FLA. CONST., art. I, s. 24(c). There is a difference between records the Legislature designates as exempt from public records requirements and those the Legislature designates *confidential* and exempt. A record classified as exempt from public disclosure may be disclosed under certain circumstances. *Williams v. City of Minneola*, 575 So.2d 687 (Fla. 5th DCA 1991). If the Legislature designates a record as confidential, such record may not be released, to anyone other than the persons or entities specifically designated in the statutory exemption. *WFTV, Inc. v. The School Board of Seminole*, 874 So.2d 48 (Fla. 5th DCA 2004).

<sup>9</sup> FLA. CONST., art. I, s. 24(c).

<sup>10</sup> FLA. CONST., art. I, s. 24(c).

## Open Government Sunset Review Act

The Open Government Sunset Review Act (referred to hereafter as the “OGSR”) prescribes a legislative review process for newly created or substantially amended public records or open meetings exemptions.<sup>11</sup> The OGSR provides that an exemption automatically repeals on October 2nd of the fifth year after creation or substantial amendment; in order to save an exemption from repeal, the Legislature must reenact the exemption.<sup>12</sup>

The OGSR provides that a public records or open meetings exemption may be created or maintained only if it serves an identifiable public purpose and is no broader than necessary.<sup>13</sup> An exemption serves an identifiable purpose if it meets one of the following purposes and cannot be accomplished without the exemption:

- It allows the state or its political subdivision to effectively and efficiently administer a program, and administration would be significantly impaired without the exemption;<sup>14</sup>
- Releasing sensitive personal information would be defamatory or would jeopardize an individual’s safety. If this public purpose is cited as the basis of an exemption, however, only personal identifying information is exempt;<sup>15</sup> or
- It protects trade or business secrets.<sup>16</sup>

In addition, the Legislature must find that the purpose of the exemption overrides the Florida’s public policy strongly favoring open government.

The OGSR also requires specified questions to be considered during the review process.<sup>17</sup> In examining an exemption, the OGSR asks the Legislature to carefully question the purpose and necessity of reenacting the exemption.

If, in reenacting an exemption, the exemption is expanded, then a public necessity statement and a two-thirds vote for passage are required.<sup>18</sup> If the exemption is reenacted without substantive changes or if the exemption is narrowed, then a public necessity statement and a two-thirds vote for passage are *not* required. If the Legislature allows an exemption to sunset, the previously exempt records will remain exempt unless provided for by law.<sup>19</sup>

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<sup>11</sup> Section 119.15, F.S. Section 119.15(4)(b), F.S., provides that an exemption is considered to be substantially amended if it is expanded to include more information or to include meetings. The OGSR does not apply to an exemption that is required by federal law or that applies solely to the Legislature or the State Court System pursuant to section 119.15(2), F.S.

<sup>12</sup> Section 119.15(3), F.S.

<sup>13</sup> Section 119.15(6)(b), F.S.

<sup>14</sup> Section 119.15(6)(b)1., F.S.

<sup>15</sup> Section 119.15(6)(b)2., F.S.

<sup>16</sup> Section 119.15(6)(b)3., F.S.

<sup>17</sup> Section 119.15(6)(a), F.S. The specified questions are:

- What specific records or meetings are affected by the exemption?
- Whom does the exemption uniquely affect, as opposed to the general public?
- What is the identifiable public purpose or goal of the exemption?
- Can the information contained in the records or discussed in the meeting be readily obtained by alternative means? If so, how?
- Is the record or meeting protected by another exemption?
- Are there multiple exemptions for the same type of record or meeting that it would be appropriate to merge?

<sup>18</sup> FLA. CONST., art. I, s. 24(c).

<sup>19</sup> Section 119.15(7), F.S.

## **State University and Florida College Systems**

### ***Board of Governors and State University Boards of Trustees***

The Board of Governors (BOG) has the authority to regulate the State University System pursuant to s. 7(d), Article IX of the State Constitution and the Florida Statutes.<sup>20</sup> The BOG may develop procedures for adopting regulations to implement its constitutional duties.<sup>21</sup>

Each state university is administered by a board of trustees, which is subject to public record and open meetings laws.<sup>22</sup> The BOG establishes the powers and duties of the boards of trustees and may delegate its constitutional or statutory powers and duties to the boards of trustees as its designee.<sup>23</sup> The BOG establishes the personnel system for all state university employees and confirms the selection and reappointment of presidents by state university boards of trustees.<sup>24</sup>

### ***State Board of Education and Florida College System Institution Boards of Trustees***

The Legislature created the Florida College System consisting of institutions<sup>25</sup> governed by boards of trustees.<sup>26</sup> The State Board of Education establishes the standards and guidelines for Florida College System (FCS) institutions.<sup>27</sup>

Each board of trustees is authorized to establish the personnel program for all employees of an FCS institution, including the president.<sup>28</sup> The established guidelines for the personnel program may include the recruitment, selection, or reappointment of personnel.<sup>29</sup> An FCS institution's board of trustees is authorized to appoint, suspend, or remove the president and may also appoint a search committee for the purpose of filling positions.<sup>30</sup>

FSC institutions normally establish search committees for filling vacant president, provost and dean positions.<sup>31</sup> The search committees may also utilize consultants to aid them in their search. Documentation held by a search committee or its consultants are public records, and all meetings of the search committee are open and noticed to the public.

<sup>20</sup> Sections 20.155 and 1001.70-1001.706, F.S. See s. 1001.705(a) and (d), F.S., defining the terms "Board of Governors" and "state universities" as used in the Florida K-20 Education Code.

<sup>21</sup> Section 1001.706(2), F.S.

<sup>22</sup> FLA. CONST. art. IX, s. 7(b) and (c); s. 1001.72(2), F.S.

<sup>23</sup> FLA. CONST. art. IX, s. 7(c); s. 1001.706(2)(b), F.S.

<sup>24</sup> Sections 1001.705(2)(k) and 1001.706(6)(a), F.S.

<sup>25</sup> See s. 1000.21(3), F.S., for a definition and list of each "Florida College System institution." Such institutions constitute political subdivisions of the state operated by boards of trustees. See s. 1004.67 and ss. 1001.61-1001.64, F.S.

<sup>26</sup> Sections 1001.60, 1001.61(1) and (2), and 1001.64(2), F.S.; See Ch. 2008-52, s. 2, Laws of Fla.; See also, s. 20.15(7), F.S.

<sup>27</sup> FLA. CONST. art. IX, s. 2; ss. 20.15(1), (2), and (5); and ss. 1001.02(1) and (6), F.S.

<sup>28</sup> Section 1001.64(18), F.S.; See s. 1001.02(6)(a), F.S.

<sup>29</sup> Section 1001.64(18), F.S.

<sup>30</sup> Section 1001.64(19), F.S.

<sup>31</sup> 2015 Legislative Bill Analysis from the State University System of Florida, Board of Governors for Bill Number SB 182, on file with the Committee on Education Pre-K-12.

### III. Effect of Proposed Changes:

CS/CS/SB 182 creates exemptions from Florida's public records and open meetings laws for the identifying information of any individual who applies for president, provost, or dean at a state university or Florida College System (FCS) institution.

The bill makes the identities of applicants for president, provost, or dean at a state university or FSC exempt from public records and open meetings laws. Identifying information of an applicant contained in records are exempt from public disclosure. Any portion of a meeting at which potential applicants are identified or vetted are closed to the public. Any portion of a meeting which would disclose the identity of an applicant are also closed to the public. All closed meetings must be noticed to the public and recorded. No portion of the closed meeting may be off the record and the recording of a closed meeting is exempt from public disclosure. The bill provides that all records and recordings are exempt (and not confidential and exempt)<sup>32</sup>, the records custodian will have the discretion to release protected information if necessary.

The bill provides that if the purpose of a meeting is to discuss the qualifications or compensation framework for potential applicants, the meeting will be noticed and open to the public.

Once a group of finalists is established, the identifying information of the finalists will be subject to public disclosure 30 days before the final action or vote is taken. Likewise, 30 days before a final action or vote is taken, all meetings must be noticed and open to the public. The identities of anyone who was not a finalist will remain exempt from public disclosure.

As required by the State Constitution, the bill provides a statement of public necessity stating that protecting the names and other personal information of applicants for state university and FCS institution president, provost, or dean will encourage qualified candidates to apply without the fear of reprisal from their current employers. The public necessity statement provides that the Legislature finds that the failure to have these exemptions in place could have a chilling effect on the number and quality of the pool of candidates for president, provost or dean.

Also, as required by the Open Government Sunset Review Act, the bill provides for the repeal of the exemptions on October 2, 2020, unless reviewed and saved from repeal by the Legislature.

The bill provides an effective date of October 1, 2015.

### IV. Constitutional Issues:

#### A. Municipality/County Mandates Restrictions:

None.

#### B. Public Records/Open Meetings Issues:

Article I, s. 24(c) of the State Constitution requires a two-thirds vote of the members of each house of the Legislature for final passage of a bill that creates an exemption for

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<sup>32</sup> See footnote 8.

public records or open meetings. The bill creates exemptions; thus, a two-thirds vote of the members of each house of the Legislature is required for final passage of the bill.

Article I, s. 24(c) of the State Constitution requires that a bill creating an exemption for public records or open meetings contain a public necessity statement justifying the exemption. The bill contains a public necessity statement.

C. Trust Funds Restrictions:

None.

V. **Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

None.

VI. **Technical Deficiencies:**

None.

VII. **Related Issues:**

None.

VIII. **Statutes Affected:**

This bill creates section 1004.097 of the Florida Statutes.

IX. **Additional Information:**

A. Committee Substitute – Statement of Substantial Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS/CS by Governmental Oversight and Accountability on March 4, 2015:**

The CS/CS makes the following changes:

- Reorganizes the bill for clarity.
- Replaces “personal identifying information” with identifying information.
- Provides that records are exempt and not confidential and exempt.
- Provides that closed meetings must be recorded and makes the recording exempt from public records.

- Clarifies that the records of finalists and meetings regarding finalists must be open to the public 30 days before a final vote or action is taken.
- Conforms the public necessity statement to the rest of the bill.

**CS by Higher Education on February 16, 2015:**

The committee substitute maintains the original substance of SB 182 with the following modifications:

- Clarifies that personal identifying information includes the name of any applicant for president, provost, or dean of a state university or Florida College System institution.
- Clarifies that any portion of a meeting held for the purpose of identifying and vetting applicants is exempt from Article I, s. 24(b) of the State Constitution and s. 286.011(1), F.S.
- Adds a provision requiring that reasonable notice be provided for any portion of a meeting that is otherwise exempt from Article I, s. 24(b) of the State Constitution and s. 286.011(1), F.S.

**B. Amendments:**

None.