2

3

4

5

6

7

8

9

10

11

12

13

1415

16

17

18

19

20

21

22

23

2425

2627

28

29

By the Committees on Appropriations; and Community Affairs; and Senator Stargel

576-04431-17 2017880c2

A bill to be entitled

An act relating to government accountability; amending s. 11.40, F.S.; specifying that the Governor, the Commissioner of Education, or the designee of the Governor or of the commissioner may notify the Legislative Auditing Committee of an entity's failure to comply with certain auditing and financial reporting requirements; amending s. 11.45, F.S.; defining the terms "abuse," "fraud," and "waste"; revising the definition of the term "local governmental entity"; excluding water management districts from certain audit requirements; removing a cross-reference; authorizing the Auditor General to conduct audits of tourist development councils and county tourism promotion agencies; revising reporting requirements applicable to the Auditor General; amending s. 28.35, F.S.; revising reporting requirements applicable to the Florida Clerks of Court Operations Corporation; amending s. 43.16, F.S.; revising the responsibilities of the Justice Administrative Commission, each state attorney, each public defender, the criminal conflict and civil regional counsel, the capital collateral regional counsel, and the Guardian Ad Litem Program, to include the establishment and maintenance of certain internal controls; amending s. 112.061, F.S.; revising certain lodging rates for the purpose of reimbursement to specified employees; authorizing an employee to expend his or her funds for certain lodging expenses;

31

32

33 34

35

36

37

38

39

40

41

42

43

44

45 46

47

48 49

50

51

52

53

54

55

56

57

58

576-04431-17 2017880c2

defining the term "statewide travel management system"; requiring agencies and the judicial branch to report certain travel information of public officers and employees in the statewide travel management system; requiring executive branch state agencies and the judicial branch to use the statewide travel management system for certain purposes; amending ss. 129.03, 129.06, and 166.241, F.S.; requiring counties and municipalities to maintain certain budget documents on the entities' websites for a specified period; amending s. 215.86, F.S.; revising the purposes for which management systems and internal controls must be established and maintained by each state agency and the judicial branch; amending s. 215.97, F.S.; revising certain audit threshold requirements; amending s. 215.985, F.S.; revising the requirements for a monthly financial statement provided by a water management district; amending s. 218.32, F.S.; revising the requirements for the annual financial audit report of a local governmental entity; authorizing the Department of Financial Services to request additional information from a local governmental entity; requiring a local governmental entity to respond to such requests within a specified timeframe; requiring the department to notify the Legislative Auditing Committee of noncompliance; amending s. 218.33, F.S.; requiring local governmental entities to establish and maintain internal controls to achieve specified purposes; amending s. 218.39,

60

61

62

63

64

65

66

67 68

6970

71

72

73

74

75

76

77

78

79 80

81

82

83

8485

86

87

576-04431-17 2017880c2

F.S.; requiring an audited entity to respond to audit recommendations under specified circumstances; amending s. 218.391, F.S.; revising the membership of the audit committee of certain governing bodies; prohibiting an audit committee member from being an employee, a chief executive officer, or a chief financial officer of the respective governmental entity; requiring an auditor to include certain information in a management letter; requiring the chair of a governmental entity's governing body to submit an affidavit containing certain information when the entity contracts with an auditor to conduct an audit; providing requirements and procedures for selecting an auditor; requiring the Legislative Auditing Committee to determine whether a governmental entity should be subject to state action under certain circumstances; amending s. 286.0114, F.S.; prohibiting a board or commission from requiring an advance copy of testimony or comments from a member of the public as a precondition to being given the opportunity to be heard at a public meeting; amending s. 373.536, F.S.; deleting obsolete language; requiring water management districts to maintain certain budget documents on the districts' websites for a specified period; amending s. 1001.42, F.S.; authorizing additional internal audits as directed by the district school board; amending s. 1002.33, F.S.; revising the responsibilities of the governing board of a charter school to include the establishment and maintenance of

576-04431-17 2017880c2

internal controls; removing obsolete provisions; amending s. 1002.37, F.S.; requiring completion of an annual financial audit of the Florida Virtual School; specifying audit requirements; requiring an audit report to be submitted to the board of trustees of the Florida Virtual School and the Auditor General: deleting obsolete provisions; amending s. 1010.01, F.S.; requiring each school district, Florida College System institution, and state university to establish and maintain certain internal controls; amending s. 1010.30, F.S.; requiring a district school board, Florida College System institution board of trustees, or university board of trustees to respond to audit recommendations under certain circumstances; amending ss. 218.503 and 1002.455, F.S.; conforming provisions and cross-references to changes made by the act; declaring that the act fulfills an important state interest; providing an effective date.

106107

88

89

90

91 92

9394

95

96

9798

99

100

101

102

103

104

105

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

108109

110

112

113

114

115116

- Section 1. Subsection (2) of section 11.40, Florida Statutes, is amended to read:
- 111 11.40 Legislative Auditing Committee.
  - (2) Following notification by the Auditor General, the Department of Financial Services, or the Division of Bond Finance of the State Board of Administration, the Governor or his or her designee, or the Commissioner of Education or his or her designee of the failure of a local governmental entity,

576-04431-17 2017880c2

district school board, charter school, or charter technical career center to comply with the applicable provisions within s. 11.45(5)-(7), s. 218.32(1), s. 218.38, or s. 218.503(3), the Legislative Auditing Committee may schedule a hearing to determine if the entity should be subject to further state action. If the committee determines that the entity should be subject to further state action, the committee shall:

- (a) In the case of a local governmental entity or district school board, direct the Department of Revenue and the Department of Financial Services to withhold any funds not pledged for bond debt service satisfaction which are payable to such entity until the entity complies with the law. The committee shall specify the date that such action must shall begin, and the directive must be received by the Department of Revenue and the Department of Financial Services 30 days before the date of the distribution mandated by law. The Department of Revenue and the Department of Financial Services may implement the provisions of this paragraph.
  - (b) In the case of a special district created by:
- 1. A special act, notify the President of the Senate, the Speaker of the House of Representatives, the standing committees of the Senate and the House of Representatives charged with special district oversight as determined by the presiding officers of each respective chamber, the legislators who represent a portion of the geographical jurisdiction of the special district, and the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the Department of Economic Opportunity shall proceed pursuant to s. 189.062 or s. 189.067.

576-04431-17 2017880c2

If the special district remains in noncompliance after the process set forth in s. 189.0651, or if a public hearing is not held, the Legislative Auditing Committee may request the department to proceed pursuant to s. 189.067(3).

- 2. A local ordinance, notify the chair or equivalent of the local general-purpose government pursuant to s. 189.0652 and the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the department shall proceed pursuant to s. 189.062 or s. 189.067. If the special district remains in noncompliance after the process set forth in s. 189.0652, or if a public hearing is not held, the Legislative Auditing Committee may request the department to proceed pursuant to s. 189.067(3).
- 3. Any manner other than a special act or local ordinance, notify the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the department shall proceed pursuant to s. 189.062 or s. 189.067(3).
- (c) In the case of a charter school or charter technical career center, notify the appropriate sponsoring entity, which may terminate the charter pursuant to ss. 1002.33 and 1002.34.

Section 2. Subsection (1), paragraph (j) of subsection (2), paragraph (u) of subsection (3), and paragraph (i) of subsection (7) of section 11.45, Florida Statutes, are amended, and paragraph (x) is added to subsection (3) of that section, to read:

- 11.45 Definitions; duties; authorities; reports; rules.-
- (1) DEFINITIONS.—As used in ss. 11.40-11.51, the term:
- (a) "Abuse" means behavior that is deficient or improper

576-04431-17 2017880c2

when compared with behavior that a prudent person would consider a reasonable and necessary operational practice given the facts and circumstances. The term includes the misuse of authority or position for personal gain.

- $\underline{\text{(b)}}_{\text{(a)}}$  "Audit" means a financial audit, operational audit, or performance audit.
- (c) (b) "County agency" means a board of county commissioners or other legislative and governing body of a county, however styled, including that of a consolidated or metropolitan government, a clerk of the circuit court, a separate or ex officio clerk of the county court, a sheriff, a property appraiser, a tax collector, a supervisor of elections, or any other officer in whom any portion of the fiscal duties of a body or officer expressly stated in this paragraph the above are under law separately placed by law.
- (d) (e) "Financial audit" means an examination of financial statements in order to express an opinion on the fairness with which they are presented in conformity with generally accepted accounting principles and an examination to determine whether operations are properly conducted in accordance with legal and regulatory requirements. Financial audits must be conducted in accordance with auditing standards generally accepted in the United States and government auditing standards as adopted by the Board of Accountancy. When applicable, the scope of financial audits <u>must shall</u> encompass the additional activities necessary to establish compliance with the Single Audit Act Amendments of 1996, 31 U.S.C. ss. 7501-7507, and other applicable federal law.
  - (e) "Fraud" means obtaining something of value through

576-04431-17 2017880c2

willful misrepresentation, including, but not limited to, the intentional misstatements or intentional omissions of amounts or disclosures in financial statements to deceive users of financial statements, theft of an entity's assets, bribery, or the use of one's position for personal enrichment through the deliberate misuse or misapplication of an organization's resources.

- $\underline{\text{(f)}}$  "Governmental entity" means a state agency, a county agency, or any other entity, however styled, that independently exercises any type of state or local governmental function.
- (g) (e) "Local governmental entity" means a county agency, municipality, tourist development council, county tourism promotion agency, or special district as defined in s. 189.012.

  The term, but does not include any housing authority established under chapter 421.
- $\underline{\text{(h)}}$  "Management letter" means a statement of the auditor's comments and recommendations.
- (i)(g) "Operational audit" means an audit whose purpose is to evaluate management's performance in establishing and maintaining internal controls, including controls designed to prevent and detect fraud, waste, and abuse, and in administering assigned responsibilities in accordance with applicable laws, administrative rules, contracts, grant agreements, and other guidelines. Operational audits must be conducted in accordance with government auditing standards. Such audits examine internal controls that are designed and placed in operation to promote and encourage the achievement of management's control objectives in the categories of compliance, economic and efficient operations, reliability of financial records and reports, and

576-04431-17 2017880c2

safeguarding of assets, and identify weaknesses in those internal controls.

- (j) (h) "Performance audit" means an examination of a program, activity, or function of a governmental entity, conducted in accordance with applicable government auditing standards or auditing and evaluation standards of other appropriate authoritative bodies. The term includes an examination of issues related to:
  - 1. Economy, efficiency, or effectiveness of the program.
- 2. Structure or design of the program to accomplish its goals and objectives.
- 3. Adequacy of the program to meet the needs identified by the Legislature or governing body.
- 4. Alternative methods of providing program services or products.
- 5. Goals, objectives, and performance measures used by the agency to monitor and report program accomplishments.
- 6. The accuracy or adequacy of public documents, reports, or requests prepared under the program by state agencies.
- 7. Compliance of the program with appropriate policies, rules, or laws.
- 8. Any other issues related to governmental entities as directed by the Legislative Auditing Committee.
- (k) (i) "Political subdivision" means a separate agency or unit of local government created or established by law and includes, but is not limited to, the following and the officers thereof: authority, board, branch, bureau, city, commission, consolidated government, county, department, district, institution, metropolitan government, municipality, office,

576-04431-17 2017880c2

officer, public corporation, town, or village.

(1) (j) "State agency" means a separate agency or unit of state government created or established by law and includes, but is not limited to, the following and the officers thereof: authority, board, branch, bureau, commission, department, division, institution, office, officer, or public corporation, as the case may be, except any such agency or unit within the legislative branch of state government other than the Florida Public Service Commission.

- (m) "Waste" means the act of using or expending resources unreasonably, carelessly, extravagantly, or for no useful purpose.
  - (2) DUTIES.—The Auditor General shall:
- (j) Conduct audits of local governmental entities when determined to be necessary by the Auditor General, when directed by the Legislative Auditing Committee, or when otherwise required by law. No later than 18 months after the release of the audit report, the Auditor General shall perform such appropriate followup procedures as he or she deems necessary to determine the audited entity's progress in addressing the findings and recommendations contained within the Auditor General's previous report. The Auditor General shall notify each member of the audited entity's governing body and the Legislative Auditing Committee of the results of his or her determination. For purposes of this paragraph, local governmental entities do not include water management districts.

The Auditor General shall perform his or her duties independently but under the general policies established by the

576-04431-17 2017880c2

Legislative Auditing Committee. This subsection does not limit the Auditor General's discretionary authority to conduct other audits or engagements of governmental entities as authorized in subsection (3).

- (3) AUTHORITY FOR AUDITS AND OTHER ENGAGEMENTS.—The Auditor General may, pursuant to his or her own authority, or at the direction of the Legislative Auditing Committee, conduct audits or other engagements as determined appropriate by the Auditor General of:
  - (u) The Florida Virtual School pursuant to s. 1002.37.
- (x) Tourist development councils and county tourism promotion agencies.
  - (7) AUDITOR GENERAL REPORTING REQUIREMENTS.-
- (i) The Auditor General shall annually transmit by July 15, to the President of the Senate, the Speaker of the House of Representatives, and the Department of Financial Services, a list of all school districts, charter schools, charter technical career centers, Florida College System institutions, state universities, and <a href="Local governmental entities">Local governmental entities</a> water management districts that have failed to comply with the transparency requirements as identified in the audit reports reviewed pursuant to paragraph (b) and those conducted pursuant to subsection (2).
- Section 3. Paragraph (d) of subsection (2) of section 28.35, Florida Statutes, is amended to read:
  - 28.35 Florida Clerks of Court Operations Corporation.-
- (2) The duties of the corporation shall include the following:
  - (d) Developing and certifying a uniform system of workload

321

322

323

324

325

326

327

328

329

330

331

332

333

334

335

336

337

338

339

340

341

342

343

344

345

346

347

348

576-04431-17 2017880c2

measures and applicable workload standards for court-related functions as developed by the corporation and clerk workload performance in meeting the workload performance standards. These workload measures and workload performance standards shall be designed to facilitate an objective determination of the performance of each clerk in accordance with minimum standards for fiscal management, operational efficiency, and effective collection of fines, fees, service charges, and court costs. The corporation shall develop the workload measures and workload performance standards in consultation with the Legislature. When the corporation finds a clerk has not met the workload performance standards, the corporation shall identify the nature of each deficiency and any corrective action recommended and taken by the affected clerk of the court. For quarterly periods ending on the last day of March, June, September, and December of each year, the corporation shall notify the Legislature of any clerk not meeting workload performance standards and provide a copy of any corrective action plans. Such notifications shall be submitted no later than 45 days after the end of the preceding quarterly period. As used in this subsection, the term:

- 1. "Workload measures" means the measurement of the activities and frequency of the work required for the clerk to adequately perform the court-related duties of the office as defined by the membership of the Florida Clerks of Court Operations Corporation.
- 2. "Workload performance standards" means the standards developed to measure the timeliness and effectiveness of the activities that are accomplished by the clerk in the performance

353

354

355

356

357

358

359

360

361

362

363

364

365

366

367

368

369

370

371

372373

374

375

376377

576-04431-17 2017880c2

of the court-related duties of the office as defined by the membership of the Florida Clerks of Court Operations
Corporation.

- Section 4. Present subsections (6) and (7) of section 43.16, Florida Statutes, are renumbered as subsections (7) and (8), respectively, and a new subsection (6) is added to that section to read:
- 43.16 Justice Administrative Commission; membership, powers and duties.—
- (6) The commission, each state attorney, each public defender, the criminal conflict and civil regional counsel, the capital collateral regional counsel, and the Guardian Ad Litem Program shall establish and maintain internal controls designed to:
- (a) Prevent and detect fraud, waste, and abuse as defined in s. 11.45(1).
- (b) Promote and encourage compliance with applicable laws, rules, contracts, grant agreements, and best practices.
  - (c) Support economical and efficient operations.
  - (d) Ensure reliability of financial records and reports.
    - (e) Safeguard assets.

Section 5. Subsection (6) of section 112.061, Florida Statutes, is amended, and subsection (16) is added to that section, to read:

- 112.061 Per diem and travel expenses of public officers, employees, and authorized persons.—
- (6) RATES OF PER DIEM AND SUBSISTENCE ALLOWANCE.—For purposes of reimbursement rates and methods of calculation, per diem and subsistence allowances are provided as follows:

576-04431-17 2017880c2

(a) All travelers shall be allowed for subsistence when traveling to a convention or conference or when traveling within or outside the state in order to conduct bona fide state business, which convention, conference, or business serves a direct and lawful public purpose with relation to the public agency served by the person attending such meeting or conducting such business, either of the following for each day of such travel at the option of the traveler:

- 1. Eighty dollars per diem; or
- 2. If actual expenses exceed \$80, the amounts permitted in paragraph (b) for subsistence, plus actual expenses for lodging at a single-occupancy rate, except as provided in paragraph (c), to be substantiated by paid bills therefor.

When lodging or meals are provided at a state institution, the traveler shall be reimbursed only for the actual expenses of such lodging or meals, not to exceed the maximum provided for in this subsection.

- (b) All travelers shall be allowed the following amounts for subsistence while on Class C travel on official business as provided in paragraph (5)(b):
  - 1. Breakfast \$6
  - 2. Lunch \$11
  - 3. Dinner \$19
- (c) Actual expenses for lodging associated with the attendance of an employee of a state agency or the judicial branch at a meeting, conference, or convention organized or sponsored in whole or in part by a state agency or the judicial branch may not exceed \$150 per day. However, an employee may

576-04431-17 2017880c2

expend his or her own funds for any lodging expenses that exceed \$150 per day. For purposes of this paragraph, a meeting does not include travel activities for conducting an audit, examination, inspection, or investigation or travel activities related to a litigation or an emergency response.

- (d) (e) No one, whether traveling out of state or in state, shall be reimbursed for any meal or lodging included in a convention or conference registration fee paid by the state.
  - (16) STATEWIDE TRAVEL MANAGEMENT SYSTEM.—
- (a) For purposes of this subsection, "statewide travel management system" means the system acquired by the Executive Office of the Governor to:
  - 1. Standardize and automate agency travel management;
- 2. Allow for travel planning and approval, expense reporting, and reimbursement; and
- 3. Allow a person to query travel information by public employee or officer name and position title, purpose of travel, dates and location of travel, mode of travel, confirmation of agency head or designee authorization if required, and total travel cost.
- (b) All agencies and the judicial branch must report public officer and employee travel information in the statewide travel management system, including, but not limited to, officer or employee name and position title, purpose of travel, dates and location of travel, mode of travel, confirmation of agency head or designee authorization if required, and total travel cost. At a minimum, such information must be reported in the statewide travel management system on a monthly basis.
  - (c) All executive branch state agencies and the judicial

437

438

439

440

441442

443

444

445

446

447

448

449

450451

452

453

454

455

456

457

458

459

460

461

462

463

464

576-04431-17 2017880c2

branch must use the statewide travel management system for purposes of travel authorization and reimbursement.

Section 6. Paragraph (c) of subsection (3) of section 129.03, Florida Statutes, is amended to read:

129.03 Preparation and adoption of budget.-

- (3) The county budget officer, after tentatively ascertaining the proposed fiscal policies of the board for the next fiscal year, shall prepare and present to the board a tentative budget for the next fiscal year for each of the funds provided in this chapter, including all estimated receipts, taxes to be levied, and balances expected to be brought forward and all estimated expenditures, reserves, and balances to be carried over at the end of the year.
- (c) The board shall hold public hearings to adopt tentative and final budgets pursuant to s. 200.065. The hearings shall be primarily for the purpose of hearing requests and complaints from the public regarding the budgets and the proposed tax levies and for explaining the budget and any proposed or adopted amendments. The tentative budget must be posted on the county's official website at least 2 days before the public hearing to consider such budget and must remain on the website for at least 45 days. The final budget must be posted on the website within 30 days after adoption and must remain on the website for at least 2 years. The tentative budgets, adopted tentative budgets, and final budgets shall be filed in the office of the county auditor as a public record. Sufficient reference in words and figures to identify the particular transactions must shall be made in the minutes of the board to record its actions with reference to the budgets.

576-04431-17 2017880c2

Section 7. Paragraph (f) of subsection (2) of section 129.06, Florida Statutes, is amended to read:

129.06 Execution and amendment of budget.-

- (2) The board at any time within a fiscal year may amend a budget for that year, and may within the first 60 days of a fiscal year amend the budget for the prior fiscal year, as follows:
- (f) Unless otherwise prohibited by law, if an amendment to a budget is required for a purpose not specifically authorized in paragraphs (a)-(e), the amendment may be authorized by resolution or ordinance of the board of county commissioners adopted following a public hearing.
- 1. The public hearing must be advertised at least 2 days, but not more than 5 days, before the date of the hearing. The advertisement must appear in a newspaper of paid general circulation and must identify the name of the taxing authority, the date, place, and time of the hearing, and the purpose of the hearing. The advertisement must also identify each budgetary fund to be amended, the source of the funds, the use of the funds, and the total amount of each fund's appropriations.
- 2. If the board amends the budget pursuant to this paragraph, the adopted amendment must be posted on the county's official website within 5 days after adoption and must remain on the website for at least 2 years.
- Section 8. Subsections (3) and (5) of section 166.241, Florida Statutes, are amended to read:
  - 166.241 Fiscal years, budgets, and budget amendments.-
- (3) The tentative budget must be posted on the municipality's official website at least 2 days before the

576-04431-17 2017880c2

budget hearing, held pursuant to s. 200.065 or other law, to consider such budget and must remain on the website for at least 45 days. The final adopted budget must be posted on the municipality's official website within 30 days after adoption and must remain on the website for at least 2 years. If the municipality does not operate an official website, the municipality must, within a reasonable period of time as established by the county or counties in which the municipality is located, transmit the tentative budget and final budget to the manager or administrator of such county or counties who shall post the budgets on the county's website.

(5) If the governing body of a municipality amends the budget pursuant to paragraph (4)(c), the adopted amendment must be posted on the official website of the municipality within 5 days after adoption and must remain on the website for at least 2 years. If the municipality does not operate an official website, the municipality must, within a reasonable period of time as established by the county or counties in which the municipality is located, transmit the adopted amendment to the manager or administrator of such county or counties who shall post the adopted amendment on the county's website.

Section 9. Section 215.86, Florida Statutes, is amended to read:

215.86 Management systems and controls.—Each state agency and the judicial branch as defined in s. 216.011 shall establish and maintain management systems and <u>internal</u> controls <u>designed</u> to:

 $\underline{\mbox{(1) Prevent and detect fraud, waste, and abuse as defined}}$  in s. 11.45(1). that

524

525

526

527

528

529

530

531

532

533

534

535

536

537

538

539

540

541

542

543

544

545

546

547

548

549

550

551

576-04431-17 2017880c2

(2) Promote and encourage compliance with applicable laws, rules, contracts, and grant agreements.

- (3) Support economical and economic, efficient, and effective operations.
  - (4) Ensure reliability of financial records and reports. +
- (5) Safeguard and safeguarding of assets. Accounting systems and procedures shall be designed to fulfill the requirements of generally accepted accounting principles.

Section 10. Paragraph (a) of subsection (2) of section 215.97, Florida Statutes, is amended to read:

215.97 Florida Single Audit Act.-

- (2) As used in this section, the term:
- (a) "Audit threshold" means the threshold amount used to determine when a state single audit or project-specific audit of a nonstate entity shall be conducted in accordance with this section. Each nonstate entity that expends a total amount of state financial assistance equal to or in excess of \$750,000 in any fiscal year of such nonstate entity shall be required to have a state single audit, or a project-specific audit, for such fiscal year in accordance with the requirements of this section. Every 2 years the Auditor General, After consulting with the Executive Office of the Governor, the Department of Financial Services, and all state awarding agencies, the Auditor General shall periodically review the threshold amount for requiring audits under this section and may recommend any appropriate statutory change to revise the threshold amount in the annual report submitted pursuant to s. 11.45(7)(h) to the Legislature adjust such threshold amount consistent with the purposes of this section.

576-04431-17 2017880c2

Section 11. Subsection (11) of section 215.985, Florida Statutes, is amended to read:

215.985 Transparency in government spending.-

(11) Each water management district shall provide a monthly financial statement in the form and manner prescribed by the Department of Financial Services to the district's its governing board and make such monthly financial statement available for public access on its website.

Section 12. Paragraph (d) of subsection (1) and subsection (2) of section 218.32, Florida Statutes, are amended to read:

218.32 Appual financial reports: local governmental

218.32 Annual financial reports; local governmental entities.—

(1)

- (d) Each local governmental entity that is required to provide for an audit under s. 218.39(1) must submit a copy of the audit report and annual financial report to the department within 45 days after the completion of the audit report but no later than 9 months after the end of the fiscal year. In conducting an audit of a local governmental entity pursuant to s. 218.39, an independent certified public accountant shall determine whether the entity's annual financial report is in agreement with the audited financial statements. If the audited financial statements are not in agreement with the annual financial report, the accountant shall specify and explain the significant differences that exist between the audited financial statements and the annual financial report.
- (2) The department shall annually by December 1 file a verified report with the Governor, the Legislature, the Auditor General, and the Special District Accountability Program of the

576-04431-17 2017880c2

Department of Economic Opportunity showing the revenues, both locally derived and derived from intergovernmental transfers, and the expenditures of each local governmental entity, regional planning council, local government finance commission, and municipal power corporation that is required to submit an annual financial report. In preparing the verified report, the department may request additional information from the local governmental entity. The information requested must be provided to the department within 45 days after the request. If the local governmental entity does not comply with the request, the department shall notify the Legislative Auditing Committee, which may take action pursuant to s. 11.40(2). The report must include, but is not limited to:

- (a) The total revenues and expenditures of each local governmental entity that is a component unit included in the annual financial report of the reporting entity.
- (b) The amount of outstanding long-term debt by each local governmental entity. For purposes of this paragraph, the term "long-term debt" means any agreement or series of agreements to pay money, which, at inception, contemplate terms of payment exceeding 1 year in duration.

Section 13. Present subsection (3) of section 218.33, Florida Statutes, is renumbered as subsection (4), and a new subsection (3) is added to that section to read:

- 218.33 Local governmental entities; establishment of uniform fiscal years and accounting practices and procedures.—
- (3) Each local governmental entity shall establish and maintain internal controls designed to:
  - (a) Prevent and detect fraud, waste, and abuse as defined

576-04431-17 2017880c2

in s. 11.45(1).

610

611

612613

614

615

616

617

618619

62.0

621

622623

624625

626

627

628

629

630

631

632

633

634

635

636

637

638

- (b) Promote and encourage compliance with applicable laws, rules, contracts, grant agreements, and best practices.
  - (c) Support economical and efficient operations.
  - (d) Ensure reliability of financial records and reports.
  - (e) Safeguard assets.

Section 14. Present subsections (8) through (12) of section 218.39, Florida Statutes, are renumbered as subsections (9) through (13), respectively, and a new subsection (8) is added to that section to read:

- 218.39 Annual financial audit reports.
- (8) If the audit report includes a recommendation that was included in the preceding financial audit report but remains unaddressed, the governing body of the audited entity, within 60 days after the delivery of the audit report to the governing body, shall indicate during a regularly scheduled public meeting whether it intends to take corrective action, the intended corrective action, and the timeframe for the corrective action. If the governing body indicates that it does not intend to take corrective action, it must explain its decision at the public meeting.

Section 15. Subsection (2) of section 218.391, Florida Statutes, is amended, and subsections (9) through (13) are added to that section, to read:

- 218.391 Auditor selection procedures.
- (2) The governing body of a charter county, municipality, special district, district school board, charter school, or charter technical career center shall establish an audit committee.

576-04431-17 2017880c2

(a) The audit committee for a county Each noncharter county shall establish an audit committee that, at a minimum, shall consist of each of the county officers elected pursuant to the county charter or s. 1(d), Art. VIII of the State Constitution or their respective designees a designee, and one member of the board of county commissioners or its designee.

- (b) The audit committee for a municipality, special district, district school board, charter school, or charter technical career center shall consist of at least three members.

  One member of the audit committee must be a member of the governing body of an entity specified in this paragraph, who shall also serve as the chair of the committee.
- (c) An employee, the chief executive officer, or the chief financial officer of the county, municipality, special district, district school board, charter school, or charter technical career center may not serve as a member of an audit committee established under this subsection.
- (d) The primary purpose of the audit committee is to assist the governing body in selecting an auditor to conduct the annual financial audit required in s. 218.39; however, the audit committee may serve other audit oversight purposes as determined by the entity's governing body. The public may shall not be excluded from the proceedings under this section.
- (9) For each audit required by s. 218.39, the auditor shall include the following information in the management letter prepared pursuant to s. 218.39(4):
- (a) The date the entity's governing body approved the selection of the auditor and the date the entity and the auditor executed the most recent contract pursuant to subsection (7);

576-04431-17 2017880c2

(b) The first fiscal year for which the auditor conducted the audit under the most recently executed contract pursuant to subsection (7); and

- (c) The contract period, including renewals, and conditions under which the contract may be terminated or renewed.
- (10) On each occasion that an entity contracts with an auditor to conduct an audit pursuant to s. 218.39, an affidavit shall be executed by the chair of the entity's governing body in a format prescribed in accordance with rules adopted by the Auditor General, affirming that the auditor was selected in compliance with the requirements of subsections (3)-(6). The affidavit must accompany the entity's first audit report prepared by the auditor under the most recently executed contract pursuant to subsection (7). The affidavit shall include the following information:
- (a) The date the entity's governing body approved the selection of the auditor;
- (b) The first fiscal year for which the auditor conducted the audit; and
- (c) The contract period, including renewals, and conditions under which the contract may be terminated or renewed.
- (11) If the entity fails to select the auditor in accordance with the requirements of subsections (3)-(6), the entity shall again perform the auditor selection process in accordance with this section to select an auditor to conduct audits for subsequent fiscal years if the original audit was performed under a multiyear contract.
- (a) If performing the auditor selection process again in accordance with this section would preclude the entity from

576-04431-17 2017880c2

timely completing the annual financial audit required by s.
218.39, the entity shall again perform the auditor selection
process in accordance with this section for the subsequent
annual financial audit. A multiyear contract entered into
between an entity and an auditor after the effective date of
this act may not prohibit or restrict an entity from complying
with the section.

- (b) If the entity fails to perform the auditor selection process again, pursuant to this subsection, the Legislative Auditing Committee shall determine whether the entity should be subject to state action pursuant to s. 11.40(2).
- with the affidavit required by subsection (10), the Auditor

  General shall request that the entity provide the affidavit. The

  affidavit must be provided within 45 days after the date of the

  request. If the entity does not comply with the Auditor

  General's request, the Legislative Auditing Committee shall

  determine whether the entity should be subject to state action

  pursuant to s. 11.40(2).
- (13) If the entity provides the Auditor General with the affidavit required in subsection (10) but failed to select the auditor in accordance with the requirements of subsections (3)-(6), the Legislative Auditing Committee shall determine whether the entity should be subject to state action pursuant to s. 11.40(2).
- Section 16. Subsection (2) of section 286.0114, Florida Statutes, is amended to read:
- 286.0114 Public meetings; reasonable opportunity to be heard; attorney fees.—

727

728

729

730

731

732

733

734

735

736

737

738

739

740

741

742

743

744

745

746

747

748

749

750

751

752

753

754

576-04431-17 2017880c2

(2) Members of the public shall be given a reasonable opportunity to be heard on a proposition before a board or commission. The opportunity to be heard need not occur at the same meeting at which the board or commission takes official action on the proposition if the opportunity occurs at a meeting that is during the decisionmaking process and is within reasonable proximity in time before the meeting at which the board or commission takes the official action. A board or commission may not require a member of the public to provide an advance written copy of his or her testimony or comments as a condition of being given the opportunity to be heard at a meeting. This section does not prohibit a board or commission from maintaining orderly conduct or proper decorum in a public meeting. The opportunity to be heard is subject to rules or policies adopted by the board or commission, as provided in subsection (4).

Section 17. Paragraph (e) of subsection (4), paragraph (d) of subsection (5), and paragraph (d) of subsection (6) of section 373.536, Florida Statutes, are amended to read:

373.536 District budget and hearing thereon.-

- (4) BUDGET CONTROLS; FINANCIAL INFORMATION. -
- (e) By September 1, 2012, Each district shall provide a monthly financial statement in the form and manner prescribed by the Department of Financial Services to the district's governing board and make such monthly financial statement available for public access on its website.
- (5) TENTATIVE BUDGET CONTENTS AND SUBMISSION; REVIEW AND APPROVAL.—
  - (d) Each district shall, by August 1 of each year, submit

576-04431-17 2017880c2

for review a tentative budget and a description of any significant changes from the preliminary budget submitted to the Legislature pursuant to s. 373.535 to the Governor, the President of the Senate, the Speaker of the House of Representatives, the chairs of all legislative committees and subcommittees having substantive or fiscal jurisdiction over water management districts, as determined by the President of the Senate or the Speaker of the House of Representatives, as applicable, the secretary of the department, and the governing body of each county in which the district has jurisdiction or derives any funds for the operations of the district. The tentative budget must be posted on the district's official website at least 2 days before budget hearings held pursuant to s. 200.065 or other law and must remain on the website for at least 45 days.

- (6) FINAL BUDGET; ANNUAL AUDIT; CAPITAL IMPROVEMENTS PLAN; WATER RESOURCE DEVELOPMENT WORK PROGRAM.—
- (d) The final adopted budget must be posted on the water management district's official website within 30 days after adoption and must remain on the website for at least 2 years.

Section 18. Paragraph (1) of subsection (12) of section 1001.42, Florida Statutes, is amended to read:

- 1001.42 Powers and duties of district school board.—The district school board, acting as a board, shall exercise all powers and perform all duties listed below:
- (12) FINANCE.—Take steps to assure students adequate educational facilities through the financial procedure authorized in chapters 1010 and 1011 and as prescribed below:
  - (1) Internal auditor.—May employ an internal auditor to

576-04431-17 2017880c2 784 perform ongoing financial verification of the financial records of the school district and such other audits and reviews as the 785 786 district school board directs for the purpose of determining: 787 1. The adequacy of internal controls designed to prevent 788 and detect fraud, waste, and abuse as defined in s. 11.45(1). 789 2. Compliance with applicable laws, rules, contracts, grant 790 agreements, district school board-approved policies, and best 791 practices. 792 3. The efficiency of operations. 793 4. The reliability of financial records and reports. 794 5. The safeguarding of assets. 795 796 The internal auditor shall report directly to the district school board or its designee. 797 798 Section 19. Paragraph (j) of subsection (9) of section 799 1002.33, Florida Statutes, is amended to read: 800 1002.33 Charter schools.-801 (9) CHARTER SCHOOL REQUIREMENTS.-802 (j) The governing body of the charter school shall be 803 responsible for: 804 1. Establishing and maintaining internal controls designed 805 to: 806 a. Prevent and detect fraud, waste, and abuse as defined in 807 s. 11.45(1). 808 b. Promote and encourage compliance with applicable laws, 809 rules, contracts, grant agreements, and best practices. 810 c. Support economical and efficient operations. 811 d. Ensure reliability of financial records and reports.

e. Safeguard assets.

 576-04431-17 2017880c2

2.1. Ensuring that the charter school has retained the services of a certified public accountant or auditor for the annual financial audit, pursuant to s. 1002.345(2), who shall submit the report to the governing body.

- 3.2. Reviewing and approving the audit report, including audit findings and recommendations for the financial recovery plan.
- $\underline{4.a.3.a.}$  Performing the duties in s. 1002.345, including monitoring a corrective action plan.
- b. Monitoring a financial recovery plan in order to ensure compliance.
- 5.4. Participating in governance training approved by the department which must include government in the sunshine, conflicts of interest, ethics, and financial responsibility.

Section 20. Present subsections (6) through (10) of section 1002.37, Florida Statutes, are renumbered as subsections (7) through (11), respectively, a new subsection (6) is added to that section, and present subsections (6) and (11) of that section are amended, to read:

1002.37 The Florida Virtual School.-

(6) The Florida Virtual School shall have an annual financial audit of its accounts and records conducted by an independent auditor who is a certified public accountant licensed under chapter 473. The independent auditor shall conduct the audit in accordance with rules adopted by the Auditor General pursuant to s. 11.45 and, upon completion of the audit, shall prepare an audit report in accordance with such rules. The audit report must include a written statement by the board of trustees describing corrective action to be taken in

576-04431-17 2017880c2

response to each of the recommendations of the independent auditor included in the audit report. The independent auditor shall submit the audit report to the board of trustees and the Auditor General no later than 9 months after the end of the preceding fiscal year.

- (7) (6) The board of trustees shall annually submit to the Governor, the Legislature, the Commissioner of Education, and the State Board of Education the audit report prepared pursuant to subsection (6) and a complete and detailed report setting forth:
- (a) The operations and accomplishments of the Florida Virtual School within the state and those occurring outside the state as Florida Virtual School Global.
- (b) The marketing and operational plan for the Florida Virtual School and Florida Virtual School Global, including recommendations regarding methods for improving the delivery of education through the Internet and other distance learning technology.
- (c) The assets and liabilities of the Florida Virtual School and Florida Virtual School Global at the end of the fiscal year.
- (d) A copy of an annual financial audit of the accounts and records of the Florida Virtual School and Florida Virtual School Global, conducted by an independent certified public accountant and performed in accordance with rules adopted by the Auditor General.
- (d) (e) Recommendations regarding the unit cost of providing services to students through the Florida Virtual School and Florida Virtual School Global. In order to most effectively

576-04431-17 2017880c2

develop public policy regarding any future funding of the Florida Virtual School, it is imperative that the cost of the program is accurately identified. The identified cost of the program must be based on reliable data.

- (e) (f) Recommendations regarding an accountability mechanism to assess the effectiveness of the services provided by the Florida Virtual School and Florida Virtual School Global.
- (11) The Auditor General shall conduct an operational audit of the Florida Virtual School, including Florida Virtual School Global. The scope of the audit shall include, but not be limited to, the administration of responsibilities relating to personnel; procurement and contracting; revenue production; school funds, including internal funds; student enrollment records; franchise agreements; information technology utilization, assets, and security; performance measures and standards; and accountability. The final report on the audit shall be submitted to the President of the Senate and the Speaker of the House of Representatives no later than January 31, 2014.

Section 21. Subsection (5) is added to section 1010.01, Florida Statutes, to read:

- 1010.01 Uniform records and accounts.-
- (5) Each school district, Florida College System institution, and state university shall establish and maintain internal controls designed to:
- (a) Prevent and detect fraud, waste, and abuse as defined in s. 11.45(1).
- (b) Promote and encourage compliance with applicable laws, rules, contracts, grant agreements, and best practices.

901902

903904

905

906

907

908

909

910

911

912

913

914915

916

917

918

919

920

921

922

923

924

925

926927

928

576-04431-17 2017880c2

(c) Support economical and efficient operations.

- (d) Ensure reliability of financial records and reports.
- (e) Safeguard assets.

Section 22. Subsection (2) of section 1010.30, Florida Statutes, is amended to read:

1010.30 Audits required.-

(2) If a school district, Florida College System institution, or university audit report includes a recommendation that was included in the preceding financial audit report but remains unaddressed an audit contains a significant finding, the district school board, the Florida College System institution board of trustees, or the university board of trustees, within 60 days after the delivery of the audit report to the school district, Florida College System institution, or university, shall indicate conduct an audit overview during a regularly scheduled public meeting whether it intends to take corrective action, the intended corrective action, and the timeframe for the corrective action. If the district school board, Florida College System institution board of trustees, or university board of trustees indicates that it does not intend to take corrective action, it shall explain its decision at the public meeting.

Section 23. Subsection (3) of section 218.503, Florida Statutes, is amended to read:

218.503 Determination of financial emergency.-

(3) Upon notification that one or more of the conditions in subsection (1) have occurred or will occur if action is not taken to assist the local governmental entity or district school board, the Governor or his or her designee shall contact the

930

931

932

933

934

935

936

937

938

939

940

941

942

943

944

945

946

947

948

949

950

951

952

953

954

955

956

957

576-04431-17 2017880c2

local governmental entity or the Commissioner of Education or his or her designee shall contact the district school board, as appropriate, to determine what actions have been taken by the local governmental entity or the district school board to resolve or prevent the condition. The information requested must be provided within 45 days after the date of the request. If the local governmental entity or the district school board does not comply with the request, the Governor or his or her designee or the Commissioner of Education or his or her designee shall notify the members of the Legislative Auditing Committee, which who may take action pursuant to s. 11.40(2)  $\frac{11.40}{11.40}$ . The Governor or the Commissioner of Education, as appropriate, shall determine whether the local governmental entity or the district school board needs state assistance to resolve or prevent the condition. If state assistance is needed, the local governmental entity or district school board is considered to be in a state of financial emergency. The Governor or the Commissioner of Education, as appropriate, has the authority to implement measures as set forth in ss. 218.50-218.504 to assist the local governmental entity or district school board in resolving the financial emergency. Such measures may include, but are not limited to:

- (a) Requiring approval of the local governmental entity's budget by the Governor or approval of the district school board's budget by the Commissioner of Education.
- (b) Authorizing a state loan to a local governmental entity and providing for repayment of same.
- (c) Prohibiting a local governmental entity or district school board from issuing bonds, notes, certificates of

576-04431-17 2017880c2

indebtedness, or any other form of debt until such time as it is no longer subject to this section.

- (d) Making such inspections and reviews of records, information, reports, and assets of the local governmental entity or district school board as are needed. The appropriate local officials shall cooperate in such inspections and reviews.
- (e) Consulting with officials and auditors of the local governmental entity or the district school board and the appropriate state officials regarding any steps necessary to bring the books of account, accounting systems, financial procedures, and reports into compliance with state requirements.
- (f) Providing technical assistance to the local governmental entity or the district school board.
- (g)1. Establishing a financial emergency board to oversee the activities of the local governmental entity or the district school board. If a financial emergency board is established for a local governmental entity, the Governor shall appoint board members and select a chair. If a financial emergency board is established for a district school board, the State Board of Education shall appoint board members and select a chair. The financial emergency board shall adopt such rules as are necessary for conducting board business. The board may:
- a. Make such reviews of records, reports, and assets of the local governmental entity or the district school board as are needed.
- b. Consult with officials and auditors of the local governmental entity or the district school board and the appropriate state officials regarding any steps necessary to bring the books of account, accounting systems, financial

576-04431-17 2017880c2

procedures, and reports of the local governmental entity or the district school board into compliance with state requirements.

- c. Review the operations, management, efficiency, productivity, and financing of functions and operations of the local governmental entity or the district school board.
- d. Consult with other governmental entities for the consolidation of all administrative direction and support services, including, but not limited to, services for asset sales, economic and community development, building inspections, parks and recreation, facilities management, engineering and construction, insurance coverage, risk management, planning and zoning, information systems, fleet management, and purchasing.
- 2. The recommendations and reports made by the financial emergency board must be submitted to the Governor for local governmental entities or to the Commissioner of Education and the State Board of Education for district school boards for appropriate action.
- (h) Requiring and approving a plan, to be prepared by officials of the local governmental entity or the district school board in consultation with the appropriate state officials, prescribing actions that will cause the local governmental entity or district school board to no longer be subject to this section. The plan must include, but need not be limited to:
- 1. Provision for payment in full of obligations outlined in subsection (1), designated as priority items, which are currently due or will come due.
- 2. Establishment of priority budgeting or zero-based budgeting in order to eliminate items that are not affordable.

576-04431-17 2017880c2

3. The prohibition of a level of operations which can be sustained only with nonrecurring revenues.

4. Provisions implementing the consolidation, sourcing, or discontinuance of all administrative direction and support services, including, but not limited to, services for asset sales, economic and community development, building inspections, parks and recreation, facilities management, engineering and construction, insurance coverage, risk management, planning and zoning, information systems, fleet management, and purchasing.

Section 24. Subsection (2) of section 1002.455, Florida Statutes, is amended to read:

1002.455 Student eligibility for K-12 virtual instruction.—

- (2) A student is eligible to participate in virtual instruction if:
- (a) The student spent the prior school year in attendance at a public school in the state and was enrolled and reported by the school district for funding during October and February for purposes of the Florida Education Finance Program surveys;
- (b) The student is a dependent child of a member of the United States Armed Forces who was transferred within the last 12 months to this state from another state or from a foreign country pursuant to a permanent change of station order;
- (c) The student was enrolled during the prior school year in a virtual instruction program under s. 1002.45 or a full-time Florida Virtual School program under s.  $\underline{1002.37(9)(a)}$   $\underline{1002.37(8)(a)}$ ;
- (d) The student has a sibling who is currently enrolled in a virtual instruction program and the sibling was enrolled in that program at the end of the prior school year;

1046 1047

1048 1049

1050

1051

1052

1053

1054

1055

1056

576-04431-17 2017880c2

(e) The student is eligible to enter kindergarten or first grade; or

(f) The student is eligible to enter grades 2 through 5 and is enrolled full-time in a school district virtual instruction program, virtual charter school, or the Florida Virtual School.

Section 25. The Legislature finds that a proper and legitimate state purpose is served when internal controls are established to prevent and detect fraud, waste, and abuse and to safeguard and account for government funds and property.

Therefore, the Legislature determines and declares that this act fulfills an important state interest.

Section 26. This act shall take effect July 1, 2017.