SYNOPSIS OF ETHICS BILLS

CHARTER ETHICS AMENDMENT: Passed into law November, 2010.

- -- Established that the Ethics Code has jurisdiction over all of consolidated government
- --Independent Ethics Commission; members with subject matter expertise; duties: same as in current code; added civil fines (set by Council) and hiring responsibility for the executives in the citywide Ethics Office
- --Established the "ECO" office: Ethics, Compliance and Oversight to <u>coordinate</u> training, compliance, and oversight issues and to staff the Ethics Commission

2011-232 (just rearranged the Ethics Code and took out irrelevant provisions; put into Chapter 601.

2011-167 Ethics Commission (most sections pulled from current law)

New: the 9 members must meet certain qualifications (attorney/CPA, etc.); the members are chosen from certain citizen groups (Bar Association, League of Women Voters, etc.)

Duties: Same as current code, <u>except:</u> penalties eliminated (section c); can issue fines if Council sets them up; can hire executives of the ECO office.

Due Process provisions added: can dismiss complaints; can fine for filing of frivolous ones; if it's a criminal or HR matter, deferred; 2 year statute of limitations; appeals

2011-197 Ethics, Compliance and Oversight Office

Coordination on training, compliance and oversight issues; shall ensure the investigation of all situations involving fraud, waste, corruption and conflicts of interest. (602.611)

Staff: a Director chosen by the Ethics Commission; 5 year term; separation for cause; minimum staff—a director and one support person; support of General Counsel (eliminate City Council Auditor); If a conflict, can ask for General Counsel to appoint outside counsel.

Duties: advice and training (same as current Ethics Officer duties); new: set up Ethics Coordination Council to coordinate best practices/assess risks; Respond to requests for assistance; serves as Executive Director of the Ethics Commission; sections k) and l): can investigate and report on fraud, waste and corruption and request data from relevant parties (including contractors); will not interfere with criminal or HR cases.

All city entities appoint an "Ethics Officer" to identify risks and come up with an "ethics plan" and to participate in the citywide Ethics Coordination Council. The director of the ECO office shall assist in receiving complaints (hotline) and make sure "that they get directed to the appropriate authority". If

any of the Ethics Officers are in doubt as to what to do, or worried about consequences of reporting a matter, they have a duty to report this to the Director of the ECO office. (602.622 (4)).

Protection of Whistleblowers, Ethics Officers (602.623); The ECO office shall be a "safe haven" for reporting ethics issues, fraud, waste, abuse and corruption. There shall be no retaliation for reporting matters to this office.

Transition: Office will be established for 2011-12 budget year; input from new Mayor's transition team; should be done with existing funds.

Ethics Commission and ECO office; Interaction

- 1. Ethics Commission hires the executives of the ECO office; Ethics Commission focuses on Chapter 602 Ethics Violations/ Conflicts of Interest
- 2. ECO Office: acts as the Executive Director of the Ethics Commission; in addition:
- (a) COORDINATES citywide ethics training, compliance and oversight issues; and ensures investigation of all situations involving fraud, waste and corruption;
- (b) coordinates the citywide Ethics Coordination Council with all city agencies (assess risks, develop ethics plans);
- (c) acts as a resource for city Ethics Officers if they are "concerned about consequences" of reporting matters.

CITY COUNCIL RULES SUBCOMMITTEE

ON

ETHICS BILLS

INDEX

- 1. 2010-616, CHARTER AMENDMENT NOW LAW
- 2. 2011-167, ETHICS COMMISSION
- 3. 2011-197, ETHICS COMPLIANCE AND OVERSIGHT OFFICE
- 4. 2011-232, REORGANIZATION OF CURRENT CODE
- 5. OPTIONS FOR SELECTION
- 6. PROPOSED RULES AMENDMENT

Introduced by Council Member Johnson and substituted by the Rules Committee:

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ORDINANCE 2010-616-E

AN ORDINANCE RELATING TO THE CHARTER OF THE CITY OF JACKSONVILLE, AS **ESTABLISHED** IN CHAPTER 67-1320, AND RECODIFIED IN CHAPTER 92-341, LAWS OF FLORIDA, AS AMENDED; RELATING TO ETHICS. THE CITY OF JACKSONVILLE'S **ETHICS** CODE, AND THE CITY OF JACKSONVILLE'S ETHICS COMMISSION; ARTICLE AMENDING 1 TO ADD Α CHAPTER 2 (ETHICS) TO ESTABLISH ANETHICS POLICY, TO AUTHORIZE THE ESTABLISHMENT OF AN ETHICS CODE AND AN ETHICS COMMISSION, AND TO PROVIDE THAT THE CITY'S CONSTITUTIONAL OFFICERS SHALL BE SUBJECT TO THE ETHICS CODE; REPEALING SECTION 18.10 OF THECHARTER: PROVIDING AN EFFECTIVE DATE.

WHEREAS, Section 3.01(e) of the Charter of the City of Jacksonville provides that the Council may repeal or amend most provisions of the Charter, and adopt other provisions of the Charter, with limited exceptions, by ordinance, to the same extent as could be done by the Legislature; and

WHEREAS, the Council deems it to be in the public interest to devote a chapter of the Charter to the promotion of an ethical government; now therefore

BE IT ORDAINED by the Council of the City of Jacksonville:

Section 1. Article 1, Charter, Amended. Part A, Article 1, of the Charter of the City of Jacksonville, as established in

Chapter 67-1320, and recodified in Chapter 92-341, Laws of Florida, as amended, is amended to divide Article 1 into chapters, to title Chapter 1 (Consolidated Government), and to create a new Chapter 2 (Ethics), all to read as follows:

CHARTER LAWS

CHARTER OF THE CITY OF JACKSONVILLE ARTICLE 1. GOVERNMENT AND ETHICS

CHAPTER 1. CONSOLIDATED GOVERNMENT

Section 1.101. Consolidated government.

* * *

Section 1.102. Cities of Jacksonville Beach, Atlantic Beach, and Neptune Beach and Town of Baldwin.

* * *

CHAPTER 2. ETHICS

Section 1.201. Declaration of Ethics Policy

The proper operation of responsible government requires that public officials and employees be independent, impartial, and responsible to the people; that government decisions and policy be made in the best interests of the people, the community and the government; that public office not be used for personal gain, and that the public have confidence in the integrity of its government.

Section 1.202. Ethics Code, Ethics Commission.

The City of Jacksonville, acting in its capacity as a county,

shall enact an ethics code with jurisdiction over the officers and employees of the consolidated government of the City of Jacksonville, its constitutional officers, and independent agencies and districts, whether elected or appointed, paid or unpaid, and to the officers and employees of the school district. The ethics code may, as allowed by law, supplement state ethics laws. The ethics code code shall provide for an independent ethics commission, whose

membership shall have appropriate subject matter expertise, and 1 2 which shall: 3 (a) manage a citywide ethics hotline for intakes 4 allegations of violations of the ethics code; manage and coordinate the training and education of 5 (b) local officers and employees in state and local 6 7 ethics; 8 (c) have the authority to refer ethics matters to 9 appropriate enforcement agencies; 10 (d) recommend changes in legislation to City Council in 11 areas of ethics laws and administration, 12 conflicts of interests, hotline policies, ethics 13 education, ethics in procurement, campaign ethics, 14 and lobbying; 15 (e) have jurisdiction to levy those civil fines or 16 penalties authorized by the City Council for 17 violations of the City's ethics code; 18 act as the hiring committee for the administrative (f) 19 staff of the ethics oversight and compliance office; 20 and whose enforcement power is limited to the ethics code authorized by this section and enacted by city council. A structure 21 shall be established for the ethics commission that ensures 22 23 independence and impartiality 24 Section 1.203 Ethics oversight and compliance office. 25 The ethics code shall include the establishment an independent citywide ethics oversight and compliance office to 26 coordinate ethics training, ethics compliance, and ethics oversight 27 28 issues and to staff the ethics commission. The ethics code, ethics 29 commission, and ethics oversight and compliance office in place at the time of enactment of this section shall continue until amended 30

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or altered by the Council.

Section 1.204 Administrative Support.

Appropriate support, as determined by City Council, shall be provided to the ethics commission and to the citywide ethics oversight and compliance office to carry out its duties and responsibilities. This support shall include a mechanism to obtain documents and testimony in connection with violations of the City's ethics code.

Section 1.205. Ethics Education and Application of Ethics Laws.

Within 90 days after taking office, every elected official within the consolidated government shall complete such ethics training as may be required by the ethics code. This requirement shall apply to all elected officials within the consolidated government, including, without limitation, the Mayor, all City Council Members, all Duval County School Board Members, the Sheriff, the Supervisor of Elections, the Property Appraiser, the Tax Collector, and the Clerk of the Circuit and County Court. Additionally, all such elected officials shall be included in the definition of the term "officer" regarding any ethics code definition referring to officers as any person elected to any City office and all such elected officials shall comply with all laws applicable to officers in the city's ethics code.

Section 2. Section 18.10, Charter, Repealed. Having enacted a new Chapter 2 to Article 1, which includes the provisions of Section 18.10 (Ethics education and application of ethics laws), Section 18.10 of the Charter of the City of Jacksonville, as established in Chapter 67-1320, and recodified in Chapter 92-341, Laws of Florida, as amended, is hereby repealed.

Section 3. This ordinance shall become effective upon signature by the Mayor or upon becoming effective without the Mayor's signature.

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_____/s/ Steven E. Rohan

Office of General Counsel

Legislation Prepared By: Steven E. Rohan

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ORDINANCE 2011-167

AN ORDINANCE REGARDING CHAPTER 602 (ETHICS CODE), PART 9 (ETHICS COMMISSION), ORDINANCE CODE, REPEALING THE EXISTING PART 9 OF CHAPTER 602; CREATING A NEW PART 9 (ETHICS COMMISSION) OF CHAPTER 602 (ETHICS CODE) TO IMPLEMENT THE SECTION 1.202, CHARTER OF THE CITY OF JACKSONVILLE AS AMENDED BY ORDINANCE 2010-616-PROVIDING FOR TRANSITION; PROVIDING EFFECTIVE DATE.

WHEREAS, Ordinance 2010-616-E amended the Charter of the City of Jacksonville to provide for an Ethics Code and an Ethics Commission; and

WHEREAS the Council is responsible for establishing the Ethics Code and the Ethics Commission; and

WHEREAS the Council finds that addressing the Chapter 602 generally (Ethics Code) and Part 9 (Ethics Commission) specifically, in separate ordinances, will provide for thoughtful and focused consideration of each; and that amendment of the structure of the Ethics Commission as set forth in Part 9 (Ethics Commission) of Chapter 602 will establish a proper predicate for the review and amendment of the Ethics Code generally, now therefore

BE IT ORDAINED by the Council of the City of Jacksonville:

Section 1. Part 9 (Ethics Commission, of Chapter 602 (Ethics Code) Repealed. Part 9 (Ethics Commission, of Chapter 602 (Ethics Code) is hereby repealed. A copy of the existing

experience; a certified public accountant with forensic audit experience; a former elected official; a former judge; a higher education faculty member or former faculty member with experience in ethics; a former law enforcement official with experience in investigating public corruption; a corporate official with a background in human resources or ethics; a former board member of a City of Jacksonville independent authority; a former government executive with ethics experience.

(c) Limitations.

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- (1) No member shall be an elected or appointed official, or an employee of the City of Jacksonville or any of its independent agencies, or of any governmental agency subject to the authority of the Commission. No member shall be an active state court judge, an assistant state attorney or assistant public defender, or an officer of a political party.
- (2) Ethics Commission members shall not use their position in any manner that decreases public trust or gives the appearance of impropriety.
- (3) Any Commission member who files to be a candidate for public office shall immediately resign from the Commission and their position shall be deemed vacant upon filing.
- No individual while a member of the Commission shall allow his or her name and title as a commission member to be used by a campaign in support of or against any candidate for public office. Nothing herein shall preclude a member from signing a petition in support of or against any referendum, ballot question candidate. orThis rule does not prohibit any campaign contributions by a member, or a member supporting any candidate in his or her own name.
- (d) Selection. Each of the following six persons shall appoint one Commission member, to wit: the Dean of Florida Coastal

	Sec	tion 2.	A	nev	v Pa	ırt .	9	(Ethic	cs (Commission,	of	Chapter
Divi	sion	•										
Part	9,	Chapter	602	is	on	fi1	е	with	the	: Legislativ	re :	Services

602 (Ethics Code) Created. A new Part 9 (Ethics Commission, of

Chapter 602 (Ethics Code) is hereby created to read as follows:

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CHAPTER 602. ETHICS CODE

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PART 9

JACKSONVILLE ETHICS COMMISSION

SUBPART A

CREATION AND ORGANIZATION

Sec. 602.911. - Jacksonville Ethics Commission; Creation

There is hereby created, pursuant to Section 1.202 of the Charter of the City of Jacksonville, the Jacksonville Ethics Commission, the purpose of which is to provide a local forum for consideration and investigation of ethical problems and issues.

Sec. 602.912. - Membership, terms, appointment.

- (a) Number; terms. The Commission shall be composed of nine members each of whom shall be appointed to serve for fixed January 1 to December 31 three-year terms. The terms of the members shall be so staggered that the terms of no more than three members shall expire in any one year. No person shall serve more than two consecutive full terms. If, because of a delay in appointment, a member serves less then two years during the term, then in that event, the term shall not have been considered a full term for purposes of reappointment. A member made ineligible by reason of service of two consecutive full terms may be appointed for another term following a waiting period of three years.
- (b) Qualifications. Each member shall have one or more of the following qualifications: an attorney with litigation

Law School, the Director of the University of North Florida Ethics Center, the President of the Jacksonville League of Women Voters; the President of the Perkins Bar Association; the Director of JCCI; and the President of Florida State College of Jacksonville. Three Commission members shall be appointed by the Ethics Commission. All appointment decision makers are encouraged to consider the cultural and ethnic diversity of the community in their selections. All appointments should be made within 30 days of a vacancy occurring. Vacancies. All appointees shall be confirmed by Council but shall serve until Council confirmation or denial.

SUBPART B. POWERS AND DUTIES

Sec. 602.921. - Duties and powers.

The Jacksonville Ethics Commission (Commission) shall be authorized to exercise such powers and shall be required to perform such duties as are hereinafter provided. The Commission shall be empowered to review, interpret, render advisory opinions and enforce Chapter 602, Ordinance Code; and, in accordance with Section 1.202 of the Charter, to exercise the following powers and duties:

(a) The Commission, in coordination with the Ethics Office, is authorized to receive, and to investigate and issue findings with regard to any complaint alleging a violation of this Chapter. All complaints and records shall be confidential as allowed by Section 112.324, Florida Statutes, or any other applicable state law. In support of this power, the Commission, in coordination with the Ethics Office, is authorized to establish an ethics "hotline" to receive tips and complaints, each of which shall be treated as a complaint with its related confidentiality as authorized by Florida law. The General Counsel, with the assistance of all appropriate and available offices of the City, shall assist the Ethics Commission and Ethics Office in the investigation of complaints.

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The Ethics Commission may refer matters brought to its attention to the State Attorneys' Office or the Florida Commission on Ethics if it determines jurisdiction is vested in, and action is more appropriate if taken by said agencies.

- (b) In coordination with the Office of General Counsel and the Ethics Office, manage and coordinate the training and education of local officers and employees in state and local ethics. The Commission shall work with the City Ethics Officer(s) and the City's Ethics Office in establishing, presenting, and expanding the City's Ethics Education Program as set forth in Section 602.1001, as well as all public records and sunshine law training throughout the government.
- (c) The Commission may, upon employee or citizen complaint, or upon its own initiative, seek information and gather facts for the purpose of investigating any circumstance or situation of which the Commission may become aware that appears to violate or may potentially violate an acceptable standard of ethics conduct for City officers and employees. Based upon such investigation and findings the Commission may make such recommendations to the Mayor and the Council as it deems appropriate;
- (d) Have jurisdiction to levy those civil fines or penalties authorized in this Chapter 602 for violations of the City's ethics code;
- (e) Act as the hiring committee for the administrative staff of the ethics oversight and compliance office;

SUBPART C. PROCEDURES AND DUE PROCESS

Sec. 602.931. - Process for the imposition of sanctions and penalties.

In accordance with Section 602.921(d), and the Charter, the Commission shall perform the following duties in association with the enforcement of Chapter 602 and the imposition of sanctions and

penalties including the imposition of public censures and civil penalties.

- (a) The Commission shall establish and post rules and procedures to provide for the investigation of citizen, hotline, employee and self- initiated complaints of violations of Chapter 602.
- (b) The Commission shall establish and post rules and procedures to provide for due process in the charging and prosecution of violations of Chapter 602.

Sec. 602.932. - Documents and testimony.

The Commission is authorized to exercise and utilize all procedures and processes available to city agencies, which are authorized by ordinance, the Charter, or Chapter 119, Florida Statutes, to secure the production of documents and testimonial evidence relevant to the investigation and prosecution of complaints and charges authorized by this Chapter.

Sec. 602.933. - Cooperation of other City agencies.

The services of other departments, boards and agencies of the City shall be made available to the Commission at its request, subject to their ability and capacity to provide them. Other City agencies shall cooperate with the Commission in the exercise of the Commission's responsibilities.

Sec. 602.934. - Dismissal of complaints.

Notwithstanding any other provisions of this Part, the Commission may, at its discretion: (a) dismiss any complaint at any stage of disposition should it determine that the public interest would not be served by proceeding further, or (b) dismiss any complaint at any stage of disposition and issue a letter of instruction to the respondent when it appears that the alleged violation was inadvertent, unintentional or insubstantial. In the event the Commission dismisses a complaint as provided in this

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subsection, the Commission shall issue a public report stating with particularity its reasons for the dismissal. The Commission, at the request of the state attorney or any other law enforcement agency, shall stay an ongoing proceeding. The Commission shall not interfere with any ongoing criminal investigation of the state attorney or the U.S. Attorney for the Middle District of Florida.

Sec. 602.935. - Frivolous or groundless complaints.

In any case in which the Commission determines that the complaining party filed a frivolous or groundless complaint as defined in Florida Statutes, § 57.105, or a complaint with malicious intent and with the knowledge that the complaint contains one or more false allegations, or with reckless disregard for whether the complaint contains material false allegations, the Commission may, upon proper notice and hearing, order the complaining party to pay any costs and attorney's fees incurred by the Commission and/or the alleged violator.

Sec. 602.936. -Effect on other laws.

The provisions of Chapter 602 shall be deemed supplemental to any other applicable county ordinance or state or federal law and are not intended to replace or repeal any provision of state or federal law, or of this Code.

Sec. 602.937. Prospective jurisdiction.

The Commission shall be empowered to consider alleged violations within its jurisdiction committed on or after the effective date of this Subpart.

Sec. 602.938. Personnel or other regulatory proceeding.

Where an officer or employee subject to the jurisdiction of this Chapter is alleged to have violated an ordinance within the jurisdiction of the Commission, and, based upon the same set of facts, is subject to an ongoing disciplinary, regulatory administrative, or criminal action initiated by the officer or employee's agency or employer, or by any other governmental entity with jurisdiction over the officer or employee, the Commission shall stay consideration of a complaint under this Part applicable to said officer or employee until the conclusion of the administrative, civil, or criminal proceeding. Nothing herein shall abridge employees' constitutional right to collective bargaining.

Sec. 602.939. - Statute of limitations.

No action may be taken on a complaint filed more than two (2) years after the violation is alleged to have occurred unless a person, by fraud or other device, prevents discovery of the violation. Where the allegations are the subject of a personnel, criminal or administrative proceeding or where the complainant is required to exhaust his or her administrative remedies prior to filing a complaint, the statute of limitations shall be tolled until the termination of said proceeding or the exhaustion of administrative remedies.

Sec. 602.940. - Advisory opinion.

Any person within the jurisdiction of the Commission, when in doubt about the applicability or interpretation of any provision within the Commission's jurisdiction to himself or herself in a particular context, may submit in writing the facts of the situation to the Commission with a request for an advisory opinion to establish the standard of public duty, if any. A person requesting an advisory opinion may withdraw the request at any time up to ten days before the Commission convenes a public meeting to consider the request. An advisory opinion shall be rendered by the Commission on a timely basis, and each such opinion shall be numbered, dated and published.

Sec. 602.941. - Appeals.

Any final order of the Commission imposing civil penalties, censure, or costs or attorneys' fees may be appealed by filing a

petition for writ of certiorari in the Fourth Judicial Circuit Court in and for Duval County.

Section 3. Transition. For the purposes of providing an orderly transition from the former Jacksonville Ethics Commission to the Jacksonville Ethics Commission approved by this ordinance, all former commissioners shall continue to serve until the expiration of their terms. As terms expire, appointments shall be made by and in the order of the selectors set forth in Section 602.912, with initial terms staggered for one, two, or three year terms in order to facilitate the staggering required therein. All initial one or two year terms shall not be considered full terms for purposes of the term limit provisions contained therein.

Section 4. Effective Date. This Ordinance shall become effective upon signature by the Mayor or upon becoming effective without the Mayor's signature.

Form Approved:

____/s/ Steven E. Rohan_

Office of General Counsel

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ORDINANCE 2011-197

ORDINANCE REGARDING CHAPTER 602 AN(ETHICS CODE), PURSUANT TOORDINANCE 2010-616-E; CREATING AND ESTABLISHING A NEW PART 6 (OFFICE OF ETHICS, COMPLIANCE AND OVERSIGHT), ESTABLISH AN OFFICE OF ETHICS, COMPLIANCE AND OVERSIGHT COORDINATE TOETHICS TRAINING, COMPLIANCE, AND OVERSIGHT ISSUES AND TO STAFF THE ETHICS COMMISSION; PROVIDING AN EFFECTIVE DATE.

WHEREAS, Ordinance 2010-616-E amended the Charter of the City Jacksonville to provide for an ethics code, of ethics commission, and an independent citywide Office οf Ethics, Compliance and Oversight to coordinate ethics training, ethics compliance, and oversight issues and to staff the ethics commission; and

WHEREAS, the citizens' trust in government is an essential foundation of democratic government; and citizens deserve to know that City officials are working exclusively for the good of the public as opposed to self interests; and

WHEREAS, the Council, in amending the Charter, recognized that a centralized independent and non-political citywide office with the power to address ethical issues, would further promote citizen trust in government; and

WHEREAS, the Council recognizes the importance of taking proactive measures in combating corruption, fraud and waste by training, increased transparency, use of a Hotline process and

obtaining citizen input on ethical issues; and

WHEREAS, the Council is responsible by Charter for establishing the ethics code, the Ethics Commission and the independent citywide Office of Ethics, Compliance and Oversight; and

WHEREAS, the Council finds that there is a need to coordinate the oversight, ethics and anti-corruption efforts of all agencies of the consolidated city of Jacksonville, including the Independent Authorities and Constitutional Officers in order to improve efficiencies and to enhance public trust; and

WHEREAS, through this ordinance, the Council can effect the consolidation and strengthening of oversight functions between the general government, constitutional officers, and independent agencies by utilizing and coordinating existing oversight resources; now therefore

BE IT ORDAINED by the Council of the City of Jacksonville:

Section 1. Part 6 (Office of Ethics, Compliance and Oversight) created. Part 6 (Office of Ethics, Compliance and Oversight) of Chapter 602 (Ethics Code) is hereby created to read as follows:

CHAPTER 602. ETHICS CODE

PART 6

OFFICE OF ETHICS, COMPLIANCE AND OVERSIGHT

SUBPART A

CREATION AND ORGANIZATION

Sec. 602.611. - Office of Ethics, Compliance and Oversight; Creation

(a) There is hereby created, pursuant to Section 1.203 of the Charter of the City of Jacksonville, the Office of Ethics,

Compliance and Oversight, the purpose of which is to coordinate and handle citywide ethics training, compliance, and oversight issues. furtherance of the above, the Office shall ensure investigation of all situations involving fraud, waste, corruption and conflicts of interest by city officials and employees, and to staff the Jacksonville Ethics Commission. The organization and administration of the office shall be independent to assure that no external interference influence oradversely affects the independence and objectivity of the office.

- (b) The Office of Ethics, Compliance and Oversight is an independent office which is:
- administratively housed in the Office of General Counsel, but separately budgeted and accounted for; and
- (2) whose executive employees are selected by the Ethics Commission pursuant to Section 1.202(f) of the Charter; and
- whose budget is recommended to the Mayor by the Director of the Office of Ethics, Compliance and Oversight and approved by Council.

Sec. 602.612. - Organization.

(a) Staffing.

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- General staffing. The Office of Ethics, Compliance (1)and Oversight shall be staffed, at the discretion of the Ethics Commission, and subject to available funding, with a director and such other executive positions approved by Council, each of whom must be knowledgeable and experienced in management, leadership, auditing, oversight, investigation, training, contract administration, clerical functions deemed necessary to the proper functioning of the office.
- (2) Director. The director of the Office of Ethics, 30 Compliance and Oversight shall be appointed for a term of five (5)

years by the Jacksonville Ethics Commission, and shall be exempt from civil service.

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Separation. The director may be separated from (i) employment by the Jacksonville Ethics Commission before completion of his or her term for cause, which shall include misfeasance, malfeasance, or conduct unbecoming or detrimental to the performance of his or her position or the integrity of the Office of Ethics, Compliance and Oversight. Separation shall only be effected at a public meeting, and only after the employee has been provided a minimum of 60 business days written notice of the basis for cause and has been provided an opportunity to be informally heard at the public The 60 day written notice shall be reduced to 15 days written notice in the event of the director's arrest for a felony.

- (ii) Vacancy. In the event of a director vacancy, the Ethics Commission shall appoint an interim person to fill the position. Upon expiration of a five year term, the Jacksonville Ethics Commission by majority vote of the members present may, in its sole discretion, reappoint the director to another term. At least six (6) months prior to the end of each term, the Ethics Commission will determine whether or not to renew the appointment for an additional term of five (5) years, and shall promptly notify the director of its decision. In the event the Commission elects not to renew the appointment, they shall promptly convene as necessary to solicit candidates for and to select a new director. In lieu of reappointment, the Commission will coordinate with the Human Resources Division regarding a new appointment. A11 selection processes may be conducted with an ex-officio non-voting representative from the Office of the Mayor and the President of City Council for input as to the selection.
- (3) Minimal staffing. The minimal staffing of the Office of Ethics, Compliance and Oversight, subject to annual

1 budgeting by Council, shall be composed of a full or part time 2 director, and at least one full time administrative clerical position.

Volunteers. The Director may utilize the services (4)of such volunteer personnel who have agreed to perform services without compensation, in accordance with the volunteer policies of the Division of Human Resources. Such volunteer personnel shall act with such authority as granted by the director.

(b) Administrative support.

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- (1)Additional staffing. The director of the Office of Ethics, Compliance and Oversight shall have the power to appoint, 11 | employ, and remove such other personnel as deemed necessary for the efficient and effective administration of the activities of the office, subject to the budget approval of City Council. All such appointees shall serve at the pleasure of the director and shall be exempt from civil service.
 - (2) Offices. The Office of Ethics, Compliance and Oversight shall be provided such office space in City Hall that is commensurate with its staffing, and that maintains the dignity of the Office.
 - (3) Supplemental support. To the extent that administrative support is necessary beyond that which is funded by Council, such support shall be provided by the Office of General Counsel and the City Council Auditor's Office at the request of the Director of the Office of Ethics Compliance and Oversight.
 - (4)Legal Support. Pursuant to the Charter, the Office of General Counsel shall provide legal services to the Office of Ethics, Compliance and Oversight. Recognizing that legal conflicts may present themselves from time to time, upon request by the Office of Ethics, Compliance and Oversight to the General Counsel, and his or her concurrence, and subject to available funding in the

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OGC Ancillary Legal Account, the General Counsel is authorized to retain special counsel, acceptable to the director of the Office of Ethics, Compliance and Oversight, and set reasonable compensation and other terms of the engagement. In the event the Office of Ethics Compliance and Oversight cannot agree with a General Counsel decision to not retain special counsel, the decision may be informally appealed to the Chief Judge of the Fourth Judicial Circuit whose decision, after hearing the positions of the parties, shall be final.

(c) Qualifications. The Executive Director shall have a bachelor's degree or higher from an accredited college or university, with a preference for an advanced degree in applied ethics. or public administration; law, at least ten years experience in related activities such as administration of an ethics office or activity, ethics related legal work, criminal justice administration; and administrative experience.

SUBPART B. DUTIES

Sec. 602.621. - Duties.

The Office of Ethics, Compliance and Oversight, through its executive officials, and based upon available resources, shall have authority to:

- Encourage compliance with the spirit and letter of ethics (a) laws, and provide advice and training to departments and agencies;
- Develop policies, programs and strategies to deal with (b) all ethics-related matters;
- Develop training and education programs with assistance (c) of the General Counsel and City training personnel;
- Organize a citywide Ethics Coordination Council with one (d) representative each from the executive branch, the legislative branch, each constitutional officer and each independent agency,

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- (e) Review periodically this Code and other applicable laws and regulations and recommend appropriate changes to this Code;
- (f) Administer a confidential "Hotline" for the discovery of government waste, fraud, and ethics violations;
- (g) Respond to requests for assistance from all public officers and employees subject to this Ethics Code;
- (h) Act as the executive officer of the Jacksonville Ethics Commission, responsible for its administration and operation;
- (i) Work with the human resources and procurement offices and other appropriate divisions to integrate ethics into procurement, hiring, retention and promotion policies of the executive branch of the City and to share these practices with the Ethics Coordination Council;
- (j) Lead, direct, and be responsible for the development of the citywide ethics plan and report to be created by the Ethics Coordination Council;
- (k) Investigate, review and report on City issues, and past, present and proposed programs, activities, accounts, records, contracts and transactions all as related to the prevention and remediation of conflicts of interest, fraud, waste, and corruption;
- Request and obtain data relevant to its authorized investigations and to receive full access to the records of all elected and city officials appointed and employees, and departments, divisions, agencies and contractors and other persons and entities doing business with the City and/or receiving City funds regarding any such contracts or transactions with the City. All elected and appointed City and county officials and employees, and contractors and other parties doing business with the City

and/or receiving City funds shall fully cooperate with the Office of Ethics, Compliance and Oversight.

- (m) Where possible violations of any state, federal or local law are suspected, to notify the appropriate civil, criminal or administrative agencies, and assist those agencies as appropriate. In the case of a possible violation of a human resource rule, regulation or policy governing a City employee, the official shall also notify the City administrator and the head of the department for which the employee works, unless to do so would otherwise jeopardize an ongoing investigation.
- (n) Personnel within the office shall not interfere with any ongoing criminal investigation or prosecution of the state attorney or the U.S. Attorney for the Middle District of Florida. When the state attorney or the U.S. Attorney for the Middle District of Florida has explicitly notified the office in writing that the investigation is interfering with an ongoing criminal investigation or prosecution, then all investigative activities shall be suspended.
- (o) Respond to requests for assistance from all public officers subject to this Ethics Code.

Sec. 602.622 Department/Independent Agency Ethics Officers

(a) The Mayor, the Council President, each constitutional officer, and each executive director of the independent agencies of the City shall designate one of their employees as an "Ethics Officer." Each Ethics Officer's duties are in addition to his or her principal operational role unless there is an approved budget for a separate position dealing exclusively with ethics and oversight functions. Specific responsibilities assigned to these Ethics Officers include, but are not limited to the following:

- (2) Assist their department head or senior management in the development of an overall internal ethics plan;
- (3) Participate in a citywide Ethics Coordination Council, which shall identify risks, recommend programs to implement national best practices to combat fraud, waste and corruption, and provide department and agency reports to be included in the citywide ethics.
- (4) Assist in the receipt of ethics, fraud, waste, and corruption complaints from employees and the general public, and to assure that such complaints and information are directed to an appropriate authority, in a manner that best protects the complaining parties. When an Ethics Officer is in doubt about the relief available within a chain of command, or the consequences of reporting within the chain of command, the Ethics Officer shall have a duty to report complaints to the Director of the Office of Ethics, Compliance and Oversight.
- (b) In addition to those Ethics Officers set forth in subsection (a) above, there may be appointed within the executive branch additional department ethics officers (DEOs) to assist the Ethics Officer in the duties required by this section at the department or division level. These duties shall be in addition to the principal operational role of the department ethics officer.

Sec. 602.623 Confidentiality / Whistleblowing

(a) It is the policy of the City that employees, ethics officers, administrators, complainants, whistleblowers and innocent parties shall be protected to the maximum extent of the law.

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- (b) All records of complaints and investigations shall remain confidential to the extent authorized by F.S. 112.3188 (2) and any other state law so applicable.
- (c) In furtherance of the City policy set forth herein, the director and such authorized personnel in the Office of Ethics, Compliance and Oversight are deemed "safe havens" and whistleblower report-to authorities for the receipt of information and complaints related to ethics, waste, fraud, and corruption. A complainant or ethics officer shall not be penalized or retaliated against in any way for disclosing information to the Office of Ethics, Compliance and Oversight. The director shall take all such action as is appropriate under the circumstances to address the allegations disclosed to them.

SUBPART C.

INDEPENDENT AUTHORITIES

Sec. 602.631 Investigations related to officers and employees of independent agencies.

In accordance with section 1.202 of the Charter, officers and employees of independent agencies are subject to the jurisdiction of the Ethics Code. The Office of Ethics, Compliance and Oversight shall defer handling any investigations when the applicable independent agency has established ethics an program with investigatory functions and is appropriately undertaking investigation. Nothing contained herein shall limit an independent agency from seeking cooperation and assistance from the Office of Ethics, Compliance and Oversight and such assistance being provided.

Section 2. Transition. For the purposes of recommending the budgeting and staffing of the initial Office of Ethics, Compliance and Oversight, the City's existing Ethics Officer, with

input and assistance from the Council Auditor, the General Counsel, and the Inspector General, and in consultation with the new Mayor's transition team, shall present a recommendation to the Mayor for the first year fiscal year funding and staffing of the Office of Ethics, Compliance, and Oversight.

It is the intention of Council that the Office of Ethics, Compliance, and Oversight be budgeted and operational commencing with the 2011-2012 fiscal year, and that all positions of this office be filled with existing budgeted city positions and that no additional funding be necessary to staff the office.

Section 3. Effective Date. This Ordinance shall become effective upon signature by the Mayor or upon becoming effective without the Mayor's signature.

15 Form Approved:

____/s/ Steven E. Rohan_

Office of General Counsel

Legislation Prepared By: Steven E. Rohan

and Carla Miller, Ethics Officer

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ORDINANCE 2011-232

AN ORDINANCE REGARDING CHAPTERS 601 (OFFENSES AGAINST OPERATIONS OF GOVERNMENT) AND 602 (ETHICS CODE), ORDINANCE CODE, REORGANIZING AND RENUMBERING EXISTING PARTS AND SECTIONS, AND REPEALING AND REENACTING OTHER PARTS AND SECTIONS, FOR TRANSPARENCY AND ORGANIZATIONAL PURPOSES; PROVIDING AN EFFECTIVE DATE.

WHEREAS, Ordinance 2010-616-E amended the Charter of the City Jacksonville to provide for an ethics code, an ethics commission, independent citywide Office and an of Ethics, Compliance and Oversight to coordinate ethics training, ethics compliance, and oversight issues and to staff the ethics commission; and

WHEREAS, the citizens' trust in government is an essential foundation of democratic government, and citizens deserve to know that City officials are working exclusively for the good of the public as opposed to self interests; and

WHEREAS, Chapters 601 (Offenses Against The Operations Of Government) and 602 (Ethics Code), Ordinance Code, are in need of reorganization so as to eliminate duplications and redundancies and to better inform public employees and the citizenry of the standards set by the Council; and

whereas, the amendment of ethics related ordinances is an ongoing process which most recently has included Ordinance 2011-167 and 2011-197, which such process may continue into the near future so as to build transparency and trust in government; now therefore

BE IT ORDAINED by the Counc	cil of the City of Jacksonville:
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Section 1. Chapter 601 (Offenses Against The Operations Of Government) amended and reformatted. Chapter 601 (Offenses Against The Operations Of Government), Ordinance Code, is hereby amended and reformatted to create the following Parts:

PART 1. USE OF PUBLIC PROPERTY AND POSITION

PART 2. LAW ENFORCEMENT

PART 3. OBSTRUCTION OF PROCEEDINGS

PART 4. FINANCIAL GAIN

PART 5. PENALTIES

Section 2. Chapter 601 (Offenses Against The Operations Of Government) amended and renumbered. Those certain sections found below of Chapter 601 (Offenses Against The Operations Of Government) and Chapter 602 (Ethics Code), Ordinance Code, are renumbered into Chapter 601 so as to amend Chapter 601 (Offenses Against The Operations Of Government):

CHAPTER 601. OFFENSES AGAINST THE OPERATIONS OF GOVERNMENT.

PART 1. USE OF PUBLIC PROPERTY AND POSITION

19	Former Section	New Section	<u>Title</u>
20	602.302	601.101	Use of public property
21	601.101	601.102	Damaging and improper use
22			of public property unlawful
23	601.103	601.103	Refusal to leave school
24			premises
25	601.104	601.104	Solicitation of employees on
26			City property
27	601.110	601.105	Official badges,
28			identification cards and
29			other insignia
30	601.112	601.106	Use of City seal, flag or
31			other insignia

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1	Former Section	New Section	<u>Title</u>
2	602.308	601.107	City seal wrongfully used
3			and instruments wrongfully
4			sealed; permitting use under
5			certain procedures
6	601.118	601.108	Official representation of
7			City of County
8	602.309	601.109	Prohibited activities
9			relating to promotion or
10			appointment
11	602.504	601.110	Interference with civil
12			service examinations
13	602.311	601.111	Private use of City vehicles
14			prohibited
15	601.102	601.112	Restrictions on commercial
46			activities and motor
17			vehicular traffic in Kathryn
18			Abbey Hanna Park area
19	601.119	601.113	Fishing in Colonial Manor
20			Lake prohibited
21	602.301	601.114	Coercion of specific
22			business trading prohibited
23	602.502	601.115	Title records.
24	602.503	601.116	Officer or employee failing
25			to make returns or reports
26	PART 2. LAW ENFOR	CEMENT	
27	Former Section	New Section	<u>Title</u>
28	601.106	601.201	Resisting police officer
9	601.107	601.202	Unauthorized use of insignia
30			of Office Sheriff
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1	Former Section	New Section	Title
2	601.108	601.203	Impersonating law
3			enforcement officers
4	601.109	601.204	Escape of person in custody
5			of law enforcement or
6			correctional officer
7	601.120	601.205	Striking or interfering with
8			law enforcement animals
9	602.501	601.206	Officer permitting escape
10			
11	PART 3. OBSTRUCTION	OF PROCEEDINGS	
12	Former Section	New Section	<u>Title</u>
13	601.114	601.301	Obstruction of proceeding
14			before City agencies
15	PART 4. FINANCIAL G	AIN	
16	Former Section	New Section	Title
17	602.304	601.401	Accounting generally for
18			public money
19	602.305	601.402	Officer, employee or agent
20			falsely certifying full
21			payment .
22	602.306	601.403	Officer or employee
23			converting property or
24			another
25	602.307	601.404	Officer or employee trading
26			in public property
27	601.111	601.405	False advertising or misuse
28			of names to indicate City
29			agency
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1	Former Section	New Section	Title
2	601.113	601.406	Compromise, adjustment or
3			cancellation of indebtedness
4			to City
5	601.116	601.407	Fraudulent receipt of payments
6			deducted from salary or wage
7	601.117	601.408	Solicitation or use of gifts
8			for wrongful purpose
9	PART 5. PENALTIES		

PART 5. PENALTIES

Former Section	New Section	<u>Title</u>
602.312	601.501	Penalty provisions

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Section 3. Chapter 602 (Ethics Code) amended and renumbered. Those certain sections found below of Chapter 602 (Ethics Code), Ordinance Code, are renumbered so as to amend Chapter 602:

CHAPTER 602. ETHICS CODE

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PART 4. CONFLICTS OF INTEREST

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19	Former Section	New Section	<u>Title</u>
20	602.310	602.401	Misuse of position,
21			information, etc.
22	602.401	602.402	Activities of officers and
23			employees in matters
24			affecting City
25	602.403	602.403	Moonlighting provisions
26	602.404(a) and (b)	602.404	Soliciting future employment
27			or compensation
28	602.405	602.405	Responsibility of contracts
9			with former employer
30			prohibited
~ -			

1	Former Section	New Section	Title		
2	602.453	602.406	Public official bid and		
3			contract disclosure		
4	602.507	602.407	Obstruction of proceedings		
5			by City officers or		
6			employees		
7	602.402	602.411	Disqualification of former		
8			officers and employees in		
9			matters connected with		
10			former duties or official		
11			responsibilities;		
12			disqualification of partners		
13	602.404(c)	602.412	Prohibited future employment		
14	PART 7. GIFTS AND HONORARIA				
15	Former Section	New Section	Title		
16	602.303	602.703	Receipt or charge of		
17			commissions or gifts for		
1/			COMMITSSIONS OF GILES TO		
18			official transactions		
	PART 12. GENERAL PI	ROVISIONS			
18	PART 12. GENERAL PI				
18 19			official transactions		
18 19 20	Former Section	New Section	official transactions <u>Title</u>		
18 19 20 21	Former Section	New Section	official transactions Title Liability for Breach of Public		
18 19 20 21 22	Former Section 602.505	New Section 602.1204	official transactions Title Liability for Breach of Public Trust		
18 19 20 21 22 23	Former Section 602.505	New Section 602.1204	official transactions Title Liability for Breach of Public Trust Cooperation by appointed		
18 19 20 21 22 23 24	Former Section 602.505	New Section 602.1204	official transactions Title Liability for Breach of Public Trust Cooperation by appointed employees in official		
18 19 20 21 22 23 24 25	Former Section 602.505 602.409	New Section 602.1204 602.1210	Title Liability for Breach of Public Trust Cooperation by appointed employees in official investigations		
18 19 20 21 22 23 24 25 26	Former Section 602.505 602.409	New Section 602.1204 602.1210	Title Liability for Breach of Public Trust Cooperation by appointed employees in official investigations Testimony and questioning		
18 19 20 21 22 23 24 25 26 27	Former Section 602.505 602.409	New Section 602.1204 602.1210	Title Liability for Breach of Public Trust Cooperation by appointed employees in official investigations Testimony and questioning Of public officials and		
18 19 20 21 22 23 24 25 26 27 28	Former Section 602.505 602.409	New Section 602.1204 602.1210	Title Liability for Breach of Public Trust Cooperation by appointed employees in official investigations Testimony and questioning Of public officials and employees relating to public		

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A new Section 602.1213 (Penalty Provisions), similar to former section 602.312 is created to read as follows:

Sec. 602.1213. - Penalty provisions.

Unless otherwise set forth in this Chapter, any violation of this Chapter, which is declared to be unlawful, shall be a class C offense.

Section 4. New Section 602.1213 (Penalty Provisions) created.

Section 5. Sections of Chapters 601 (Offenses Against The Operations Of Government) and 602 (Ethics Code) repealed. following sections of Chapters 601 (Offenses Against The Operations Of Government) and 602 (Ethics Code), Ordinance Code, are hereby repealed:

	0 40 01110401011
601.105	Already found in Sec. 350.304
602.450	State law governs financial disclosure
602.452	State law governs financial disclosure
602.455	Redundant
602.506	Controlled by Sec. 112.3173(1984) F.S.

Justification

Subpart B of Part 4

Section Repealed

(Reporting Requirements)

Of Chapter 602 All sections therein renumbered or repealed

Section 6. Ordinances and information placed on The following information is placed on file with the Legislative Services Division:

- 1. Chapter 601 (Offenses The Against Operations Of: Government), Ordinance Code, as it existed prior to the enactment of this ordinance.
- Chapter 602 (Ethics Code), Ordinance Code, as it existed prior to the enactment of this ordinance.

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1	3. An Old Section / New Section index of the ordinance					
2	renumbering and repeals made by this ordinance, ordered by old					
3	sections.					
4	Section 7. Effective Date. This Ordinance shall become					
5	effective upon signature by the Mayor or upon becoming effective					
6	without the Mayor's signature.					
7						
8	Form Approved:					
9						
10	/s/ Steven E. Rohan					
11	Office of General Counsel					
12	Legislation Prepared By: Steven E. Rohan					
13	and Carla Miller, Ethics Officer					
14						
15	G:\SHARED\LEGIS.CC\2011\ord\Shad Chapters 601.602 Rewrite.Final 4.5.11.doc					

ETHICS BILL 2011-167 Ethics Commission

602.912

1. Membership - Who Chooses Commission Members

Note: * = Recommended by everyone

Original Bill

Dean of Coastal Law
*Director, UNF Ethics Center
*Pres. League of Women Voters
Pres. Perkins Bar Assoc.
*Director JCCI
Pres FL State College

Ethics Officer Recommendations

*Director of the UNF Ethics Center *Pres. of League of Women Voters

President of the Jax Bar Ass.

*Director of JCCI State Attorney Board of One Jax

Ethics Comm. Recommendations (7)

*The Dean of Florida Coastal Law School

*Director of the UNF Ethics Center

*President of the League of Women Voters President of the Jacksonville Bar Association

*Director of JCCI

State Attorney for the Fourth Judicial Circuit

Board of One Jax

Amendment

*Director of the UNF Ethics Center

*President of the League of Women Voters President of the Jacksonville Bar Association

*Director of JCCI State Attorney Board of One Jax

2. Membership - Qualifications;

Original Bill

All subject to 602.912(b) qualifications

Ethics Comm. Recommendations

The 3 seats chosen by the Commission members open to registered voters

Ethics Officer proposed options

Duval County Registered voters Adjoining county with business interests in Jacksonville

RULES AMENDMENT

The Rules Committee offers its first amendment to File No. 2011-167:

- (1) On page 3, line 30, after "Qualifications." <u>Delete</u> "Éach" and <u>insert</u> "Except as provided for in subsection (d) below, each";
- (2) On page 3, line 30, delete:
 - "(d) Selection. Each of the following six persons shall appoint one Commission member, to wit: the Dean of Florida Coastal Law School, the Director of the University of North Florida Ethics Center, the President of the Jacksonville League of Women Voters; the President of the Perkins Bar Association; the Director of JCCI; and the President of Florida State College of Jacksonville. Three Commission members shall be appointed by the Ethics Commission. All appointment decision makers are encouraged to consider the cultural and ethnic diversity of the community in their selections. All appointments should be made within 30 days of a vacancy occurring. Vacancies. All appointees shall be confirmed by Council but shall serve until Council confirmation or denial.

and <u>insert:</u>

"(d) Selection. Each of the following persons shall make an appointment of one of six Commission members whose qualifications are set forth above, to wit: the Director of the UNF Ethics Center; the President of the League of Women Voters; the President of the Jacksonville Bar Association; the Director of JCCI; the State Attorney for the Fourth Judicial Circuit; the Executive Director of One Jax. Three Commission members, whose only qualifications are that they are registered voters in the State of Florida, shall be appointed by the Ethics Commission. All appointment decision makers are encouraged to consider the cultural and ethnic diversity of the community in their selections. All appointments should be made within 30 days of a vacancy occurring. All appointees shall be confirmed by Council but shall serve until Council confirmation or denial.

Form Approved:

Office of General Counsel

Legislation Prepared By: Steven E. Rohan

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