Code of Ethics Training



For county and municipal officials and employees

Christie E. Kelley Executive Director

PBC Commission on Ethics

Five volunteer members, each appointed by the following community "stakeholders" to serve fouryear terms:

- PBC Association of Chiefs of Police (Carol DeGraffenreidt)
- PBC League of Cities (Rodney Romano)
- President of Florida Atlantic University (Peter Cruise)
- PBC Bar Association in conjunction with the Hispanic Bar Association and the F. Malcolm Cunningham Bar Association (Michael Kugler)

COE Staff-What We Do

- Investigate complaints
- Questions about the Code of Ethics
- Provide advisory opinions
- Training and community outreach
- > Understand your responsibilities

Frequently Asked Questions What is the purpose of the Code of Ethics?

<u>Promote</u> honest and ethical conduct.

<u>Protect</u> confidential information.

> <u>Increase</u> public trust in local government.

As public officials and employees, we must be transparent in all of our actions.

Frequently Asked Questions Who does the Code of Ethics apply to?

<u>All</u> county and municipal employees, elected officials, and advisory board members.

> Not state officers or employees, and not constitutional officers or their employees.

Overview of Today's Training

Ethics Decision Tree Steps to avoid violations and problems

- The Code of Ethics
 - Prohibited Conduct
 - Gift Law
 - Miscellaneous Provisions

Ethics Decision Tree

Step 1

A four-step process designed to help you identify things to consider before taking some action.



Is it legal?

Is it legal?

Does it comply with the Code of Ethics?

Does it comply with with the Code of Ethics?

Is it legal?

Could your actions create problems for your public employer or the people you serve?

Does it comply with county/ municipal policy?

Does it comply with the Code of Ethics?

Is it legal?



Prohibited Conduct

- Sec. 2-443(a), Misuse of public office or employment
- > Sec. 2-443(b), Corrupt misuse of official position
- > Sec. 2-443(c), Disclosure of voting conflicts
- Sec. 2-443(d), Contractual relationships

Misuse of Office Section 2-443(a)

Public employees and officials are prohibited from using their official position in a manner that results in a "<u>special</u> financial benefit" being given to...

No Special Financial Benefit given to:

- 1. Themselves
- 2. A household member, spouse, or domestic partner
- 3. Outside business or employer of theirs or their spouse or domestic partner
- 4. A close family relative or their business or employer
- 5. A customer or client of their outside business or employer
- A debtor or creditor of the official or employee, who owes or is owed more than \$10,000 (except banking and mortgage institutions)
- Any organization <u>of which</u> the official/employee or their spouse/domestic partner serves as an officer or director of that organization

Special Financial Benefit

- Financial benefit anything of value that is obtained through your official position:
 - Your government employment;
 Your elected position in government;
 Your advisory board appointment.

Special Financial Benefit

- One <u>not</u> shared with "similarly situated" members of the general public
 - similarly situated
 - ✓ <u>everyone</u> affected by a decision is <u>affected</u> in essentially the <u>same manner</u>, and
 - ✓ the group impacted <u>must be large enough</u> to allow a significant number of people to benefit.
 - 1% percent rule

The Code Enforcement Officer

A code enforcement officer is assigned to inspect property owned by his son.

May he inspect his son's property?



The Code Enforcement Officer

> A code enforcement officer is assigned to inspect property owned by his son.

May he inspect his son's property?

Yes. There is no prohibited conflict of interest based solely on the parent-child relationship. Where the public employee simply does his job and does not give his son a "special financial interest," there is no prohibition under the Code.



The Code Enforcement Officer

> A code enforcement officer is assigned to inspect property owned by his son.

Should he inspect his son's property?

Probably not. Think about the appearance of impropriety.



The Code Enforcement Officer

The code enforcement officer noticed that his son's sidewalk as well as the two houses on either side of his son's house need to have their sidewalks pressure washed. The code enforcement officer cites the other two houses but not his son's.

Has he violated the misuse of office section of the code?

The Code Enforcement Officer

The code enforcement officer noticed that his son's sidewalk as well as the two houses on either side of his son's house need to have their sidewalks pressure washed. The code enforcement officer cites the other two houses but not his son's.

Has he violated the misuse of office section of the code?

Yes! He used his position to give a special financial benefit to his son.

Disclosure of Voting Conflicts Section 2-443(c)

An official may not <u>vote on</u> or <u>participate in</u> any matter which will provide a **special financial benefit** to specific persons or entities.

- Officials may <u>not</u> vote on or <u>participate</u> in a matter that will result in a special financial benefit being given to:
- 1. Themselves
- 2. Their spouse, domestic partner, or household member
- 3. An outside employer or business of theirs or their spouse or domestic partner
- 4. A close family relative or their business or employer
- 5. A customer or client of the official's outside employer or business
- 6. A substantial debtor or creditor
- 7. Any organization serves as an officer or director

The Vote on Waterlines

- A proposal comes before the town council for a vote on whether to install new waterlines in a neighborhood.
- A Council Member <u>lives</u> in a home in this neighborhood.
- There are <u>150 homes</u> within this neighborhood that are affected.

The Vote on Waterlines

May the council member vote on this project without violating the Code of Ethics?



Yes!

Where the public official votes on a measure that affects all members of a class equally, <u>and</u> the class is <u>sufficiently large</u>, there is <u>no</u> "<u>special financial benefit</u>" to the council member.

Road Improvement

- A city councilman is on the board of directors of a local church, which is a not-for-profit organization. The city council will be voting on whether to pave the road that the church sits on. There are 25 properties on the road that may be paved.
 - <u>May</u> the city councilman, who is a member of the church board of directors, <u>discuss or vote</u> on the road project taking place in front of the church?



Disclosure of Voting Conflicts No! He would <u>not</u> be allowed to

- participate in the discussion of whether to approve this road project or
- 2) vote on that matter,

because he is a board member of the church and size of the class impacted by this project is small.



Corrupt Misuse of Official Position Section 2-443(b)

You <u>may not</u> use your <u>official position</u>... (your government employment, advisory board membership, or elected title or powers)

...to <u>corruptly</u> secure...
...a "<u>special benefit</u>"...
(does <u>not</u> have to be a financial benefit)

✓...for <u>any</u> person

✤ …a "<u>special benefit</u>"…

• <u>any</u> benefit you or another person are not entitled to have or to give

 <u>not</u> necessarily financial, although it <u>could</u> be

✤... <u>"corruptly" means</u>...

- Done with <u>wrongful intent</u>, and which is...
- Inconsistent with the "proper performance" of your public duties

The Parking Ticket

> The city manager received a parking citation after parking in a restricted city parking lot. The city manager approached the parking officer and told her that he was the city manager and has a special city placard that allows him to park in any city lot. The parking officer voided the ticket. The city manager does not have a special placard that allows him to park in any city lot.

The Parking Ticket

Did the city manager violated the corrupt misuse section of the code of ethics by his actions?



Corrupt Misuse of Official Position The Parking Ticket



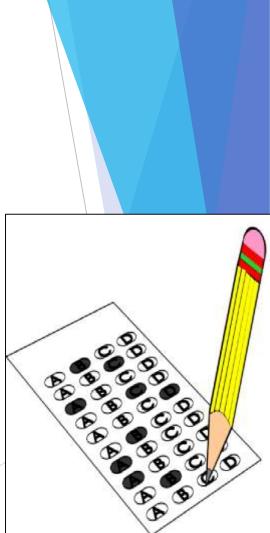
He improperly used his authority to act in a way that had "<u>wrongful intent</u>" and was "<u>inconsistent with the proper performance</u> <u>of his public duties.</u>"



Corrupt Misuse of Official Position <u>The Tricky Test-Taker</u>

- > Every employee in a city department is required to sit for an annual certification examination.
- It is paid for by the city and half of the employees take the exam on Monday and the other half take the exam on Friday.
- A test-taker from Monday's sitting made copies of the exam and his answers and distributed it to his fellow co-workers.

Is the employee in violation of the corrupt misuse of official position?



Corrupt Misuse of Official Position

The Tricky Test-taker

<u>Yes</u>

The employee improperly used his position, as a city employee, to give a special benefit to his co-workers.

His action was done with a wrongful intent and was inconsistent with the proper performance of his duties as a city employee.

Contractual Relationships Section 2-443(d)

The Code regulates <u>some</u> contracts you may enter into in your <u>private</u> capacity <u>because</u> of your public employment or position.

General Rule

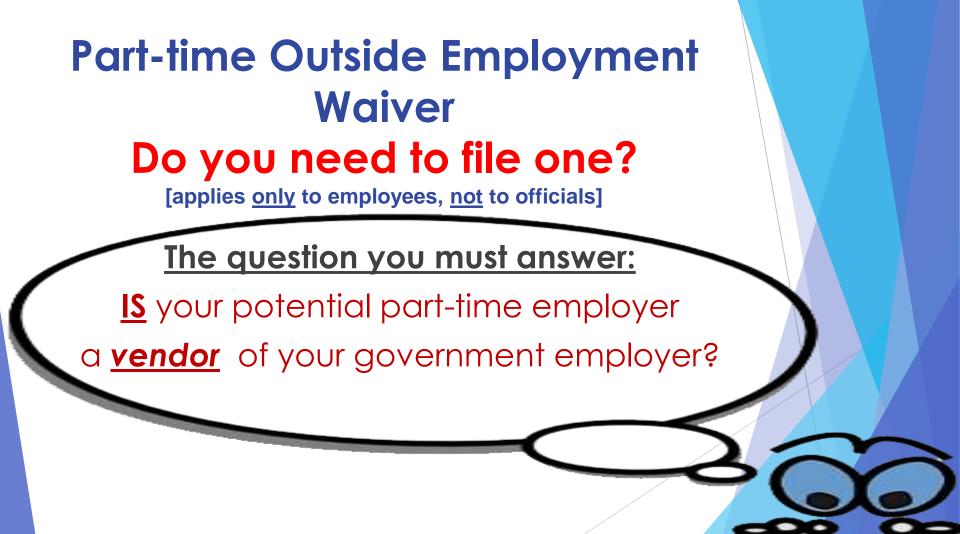
- ♦ You,
- Your outside employer, or
- Your outside business

cannot contract with or provide any goods or services for payment to your public employer or the public entity you serve.



Exceptions

- 1. Your outside employer is another governmental entity
- 2. It is a sealed bid/low-bid contract (and you meet the additional requirements within this exception)
- 3. Emergency purchases
- 4. Sole source of supply
- 5. Contract or goods supplied are valued at less than \$500 per year
- 6. You are a public <u>employee</u> and you meet the part-time outside employment exception and obtain a waiver employees, not elected or appointed officials) (this only applies to
- 7. For extra-duty details (Police and Fire exception)
 - This does <u>not</u> apply for outside employment of businesses, but applies <u>only</u> to off duty details where these employees are hired through their public employer.



Outside Employment Waiver

- If your potential part-time employer IS a vendor of your public employer, in order for you to work there, you must file a conflict of interest waiver.
- If your potential part-time employer is not a vendor of your public employer, you DO NOT need to file a conflict of interest waiver, because there is no conflict of interest to waive.

Outside Employment Waiver What are the requirements?

- Your potential outside employer does <u>not</u> have contracts that you <u>or</u> your department or section will <u>oversee</u>, <u>administer or enforce</u>.
- You did <u>not</u> participate in <u>awarding</u> the contract to your potential outside employer in any way.
- This part-time employment will <u>not</u> impair or interfere with your government job. (This should be determined by your supervisor)
- You have <u>complied</u> with any internal <u>policy</u> of your government employer concerning outside employment.

Outside Employment Waiver

- Complete and sign. (Acknowledge each of the five declarations.)
- > Review and signed by Supervisor.
- Review and signed by Chief Administrative Officer.

SEND ORIGINAL TO HR AND COPY TO COE

Remember, this is <u>only</u> needed <u>if</u> the potential part-time employer is a <u>vendor</u> of your public employer, <u>and</u> the potential part-time employer is not one of the exceptions already allowed within the code! (such as other governmental entities)

Misuse of Office

The Employee Entrepreneur

- A city employee would like to start a part-time business where she performs IT consulting work.
- She is employed full-time by the city in the IT Department.



Solves 99.9% of computer problems

Misuse of Office

The Employee Entrepreneur

<u>May</u> the employee privately contract to perform IT work when she is a city employee in the IT Department?





Solves 99.9% of computer problems

Misuse of Office The Employee Entrepreneur



- As long as she is not providing those services to her city, directly or indirectly, and she follows her public employer's rules for outside employment, she can perform such work privately.
- However, she <u>cannot</u> use city resources to complete such work.

IT Department



Solves 99.9% of computer problems

Misuse of Office

The Employee Entrepreneur

The employee thinks she should refrain from identifying or alluding to her position with the town, wearing her work shirt with the city logo on it, and driving a town vehicle while soliciting potential clients to her private IT consulting business.

Is she correct?

Misuse of Office

The Employee Entrepreneur



The use of her "<u>official position</u>" to attract potential clients to hire her private business would violate the misuse of office section of the code of ethics.

The child of a city employee <u>solely</u> <u>owns</u> a pressure cleaning business.

The child employee does no work for the business and is not involved with the business in any way.

May the child of the employee enter into a contract with the city to provide pressure cleaning services under the Code of Ethics?

Section 2-442 of the Code defines an outside business as "Any entity located within the county which does business with or is regulated by the county or municipality as applicable, in which the official or employee has an ownership interest. For the purposes of this definition, an "ownership interest" shall mean at least 5% of the total *assets* or common stock owned by the official or employee *or* any combination of the employee's household members, spouse, child, step-child, brother, sister, parent or step-parent, or a person claimed as a dependent on the official or employee's latest individual federal tax return.

May the child of the employee enter into a contract with the town to provide pressure cleaning services under the Code of Ethics?

Answer: In general, <u>NO</u>!

- The child <u>may not</u> enter into an agreement to provide services to the municipality...<u>unless</u> one or more of the 7 <u>exceptions</u> applies:
 - □ If it is a sealed bid, low bid contract.
 - □ If services would be under \$500
 - They are the only local pressure cleaning company in that municipality
 - Any other exception that may apply

Exceptions

- 1. Your outside employer is another governmental entity
- 2. It is a sealed bid/low-bid contract
- 3. Emergency purchases
- 4. Sole source of supply
- 5. Contract or goods supplied are valued at less than \$500 per year
- 6. You are a government <u>employee</u> and you meet the parttime outside employment exception
- 7. For extra-duty details (Police and Fire exception)



What is a gift?

 transfer of anything of economic value without adequate and lawful consideration Gift Law Section 2-444

 \otimes Tips (with one exception)



LIMITED EXCEPTION FOR TIPS

Advisory Opinion - RQO 11-028

Question:

May employees working as town employees in service-related fields, such as bartenders and servers at the town's country club restaurant, continue to receive tips?

LIMITED EXCEPTION FOR TIPS

<u>Yes!!</u>

Government employees in <u>service-related jobs</u>, who were hired with the understanding that they would receive tips as a portion of their work compensation <u>and</u> where this is the "<u>standard compensation within this service</u> <u>occupation</u>," may receive tips.

<u>\$100 limit</u> (annually in the aggregate) on accepting gifts from any

- Vendor of your public employer
- Bidder/proposer (trying to become a vendor)
- Lobbyist who lobbies your public employer
- Principal or employer of lobbyists who lobby your public employer

Prohibition on **soliciting** any gift from

- Vendor of your public employer
- Bidder/proposer (trying to become a vendor)
- Lobbyist who lobbies your public employer
- Principal or employer of lobbyists who lobby your public employer

where the gift is for the personal benefit of you, another official or employee, or any relative or household member of yours.

Reporting Requirements (State reporters)

- While the <u>prohibitions</u> against taking gifts from certain individuals or entities within the Palm Beach County Code of Ethics <u>does apply</u> to state reporting officials and employees, the <u>reporting</u> requirements for state reporters are <u>governed by state law</u> under Section 112.3148, Florida Statutes.
- If state law requires a gift to be reported on a state of Florida Quarterly gift report, a copy <u>must</u> also be sent to the PBC COE within <u>ten days (10)</u> of filing such gift report.

Gift Law Reporting Requirements

State Reporting Individuals

- "Local Officers" and certain administrative managers.
- Quarterly reporting may be required.
- File your state form with your Clerk <u>and</u> a copy to the County Commission on Ethics within ten (10) days of doing so.

*FLORIDA COE: (850) 488-7864

Form	9	QUARTERLY GIFT DISCLOSURE (GIFTS OVER \$100)				
LAST NAME - FIRST NAME - MODUL NAME			DIAME OF AGENCY OFFICE OR POSITION HBLD:			

PART A --- STATEMENT OF GIFTS

RT & -- RECEIPT PROVIDED BY PERSON MAKING THE GIF

Farly montpl for a gift linked above was provided to you by the person making the gift, you are required to above a copy of that mental to this form. You may about an explanation of any differences between the information disclosed on this form and the information an the recently.

CHECK HERE IF A RECEIPT IS ATTACHED TO THIS FORM

MART C - OATH

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<u>Reporting Requirements</u> (Non-state Reporters/Local Reporting Individuals)

- Gifts valued in <u>excess of \$100 per year given</u> by anyone to a public employee <u>must</u> be reported on an annual basis to the PBC Commission on Ethics.
 - <u>unless</u> it is one of the <u>exceptions</u> to the Gift Law found in Section 2-444(g)

Gift Law Disclosure Requirements

Local Reporting Individuals/Non-state Reporters

- Yearly reporting (calendar year) but <u>only</u> if you have a gift that must be reported.
- Due January 31st of the next year after the gift was received.
- Send to COE by Fax, Email or U.S. Mail.
 - If you have no reportable gifts, please <u>do not</u> file a blank form. (you have <u>no obligation</u> to file a gift report if you have accepted no reportable gifts that year!)

PBC Gift Form		GIFT DISC S OVER \$1	
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PART D - FILING INSTRUCTIONS

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profile that day of "Sciencias" for the powersaus reporting year.				

Projection and a set

** Even if you are <u>not</u> the <u>final recipient</u> of the gift, a gift that you solicited or received for the purpose of giving it to another is a "<u>pass through gift</u>," and you <u>may</u> be responsible to report it as such. **

Exceptions to the Definition of Gifts

- o Gifts from relatives or members of your household
- Personal gifts, if given by a <u>personal friend or co-worker</u> and the <u>motivation</u> of the gift is that friendship or work relationship
- o Awards for civic or professional achievement
- <u>Advertising</u> materials (even if from vendors)
- o Gifts solicited on behalf of your public employer for a public purpose
- Any inheritance (regardless of who it is from)
- o Lawful political contributions
- Registration fees and other costs for educational conferences where attendance is for governmental purposes and related to public duties and responsibilities.



Thank You Gift

A city library employee received a \$25 gift card from a member of the public after helping that person locate certain books in the library for research.

Can the employee accept the gift?

Thank You Gift

<u>No</u>!!

The employee <u>cannot</u> accept a gift for completing tasks their public employer employs them to do. This is a tip, and tips cannot be accepted <u>unless</u> it meets the <u>one</u> exception to tips. (Unlikely for that particular position)

Hotel Stay for Conference

A city employee is attending a conference on behalf of the city. The attendance at the conference and hotel stay was approved by the city and paid for by the city.

Does the employee have to report the attendance fee and hotel room as a gift?

Hotel Stay for Conference

<u>No</u>!

The employee <u>does not</u> have to report the travel expenses because they are <u>excluded</u> from definition of gift (one of the exceptions)

EXCEPTIONS TO THE DEFINITION OF GIFTS (ONLY FOR NON-STATE REPORTING INDIVIDUALS)

- Gifts from relatives or members of your household
 Personal gifts over \$100, if given by a personal friend or coworker and motivation of is friendship/social relationship
 Awards for civic/professional achievement
 Advertising materials (from vendors)
 - Gift solicited for a public purpose
 - Inheritance
 - Political contributions
 - Registration fees and other costs for educational conferences where attendance is for governmental purposes and related to public duties and responsibilities



You "<u>inadvertently</u>" accepted a gift valued at greater than \$100 from a prohibited source (vendor, lobbyist, etc.), what can you do?

You can <u>fix</u> the problem <u>IF</u> you
reimburse the gift giver the amount in excess of \$100, or
return the entire gift.

But, you <u>must</u> do this within <u>90</u> <u>days</u> of accepting the gift.

Charitable Solicitations

Section 2-444(h)

How does the \$100 gift limit rule apply to solicitations and donations from a <u>vendor or lobbyist</u> that are meant for a <u>charitable purpose?</u>

Are they prohibited?

Charitable Solicitations

There is an exception!

- An employee or official <u>may</u> solicit donations of more than \$100 from a <u>vendor or lobbyist</u> of their public employer on behalf of any non-profit charitable organization, <u>providing</u> the person or entity soliciting:
 - Files a Charitable Solicitation Log with the COE
 - And, <u>does not</u> solicit any person or entity with a "current" bid or proposal still outstanding (even if they are already a current vendor)

OTHER ISSUES (next few slides)

➢ Payment of Travel Expenses by a <u>vendor</u>

Disclosure of Inside Information

>Nepotism (hiring/promoting a relative)

> Honesty in applications for employment, promotion, or transfer to another position

Travel Expenses

Officials and employees are **prohibited** from accepting travel expenses, directly or indirectly, from any:

- ➤ Contractor
- ≻Vendor
- Service Provider
- ➢ Bidder
- ▶ Proposer

of their public employer, or the public entity they serve as an elected or appointed official.

Travel Expenses - EXCEPTIONS

1.If <u>waived</u> by the municipal governing body... or

2. If the expenses are reimbursed or paid by...

a. Another governmental entity, or

b. An organization that your employer is a member, and the travel is <u>related</u> to your job or position (*i.e. League of Cities*)

Disclosure of Inside Information

Prohibition against **using information**

- that is gained through your public employment or official position,
- for your personal benefit or the personal benefit of any other person or entity
- when that information <u>is not</u> available to the general public



Nepotism

Employees and officials who are authorized to:

- > Appoint,
- > Employ,
- Promote, or
- > Advance anyone

are prohibited from doing so (and prohibited from advocating) if that person is a close family relative, spouse, or domestic partner.



Nepotism - EXCEPTION

Certain Advisory Boards

Cities with a population <u>under</u> <u>35,000 may</u> appoint these persons to boards <u>other than</u> those with land-planning and/or zoning responsibilities



Honesty in Applications for Positions

Any person

- seeking to become an official or employee, or
- seeking any promotion with their public employer, or
- seeking a contract with a county or municipal government

is prohibited from lying or making any false statement on their application, submitting any false document, or knowingly withholding information about wrongdoing in connection with employment

Enforcement by the COE

The COE is a **Civil Code Enforcement Board**.

≻Sanctions that <u>may</u> be imposed:

- 1. Letter of Reprimand or Letter of Instruction.
- 2. Fine up to \$500 per violation.
- 3. Restitution where indicated.

ENFORCEMENT

≻ <u>Criminal</u>:

- Knowing and willful violations may be referred to the State Attorney's Office and may be punishable upon conviction with the same sanctions as a first degree misdemeanor carries:
 - Up to 1 year in jail and/or
 - Fine of up to \$1000 per violation
- Government employer <u>may</u> also still discipline or terminate employees as allowed under their policies and/or rules.



PALM BEACH COUNTY COMMISSION ON ETHICS "Honesty, Integrity, Character"

Call Us: Email Us: Visit Us:

HOTLINE: 877-766-5920 Ethics@palmbeachcountyethics.com www.PalmBeachCountyEthics.com

ETHICS

"Ask First, Act Later"

Like Us:



The Historic 1916 Palm Beach County Courthouse 300 North Dixie Highway, Suite 450, West Palm Beach, FL 33401