SB186

135125-2

By Senators Whatley, Blackwell, Ward and Dial

RFD: Constitution, Campaign Finance, Ethics, and Elections

First Read: 07-FEB-12
SYNOPSIS: Under existing law, gifts to public school teachers from a student or parents of the students with a specific monetary value are not permissible; however, gifts of nominal value are acceptable.

This bill would further define the term "thing of value" by providing that seasonal gifts from a pupil or his or her immediate family member to a principal, teacher, or other person employed by a local school system of an insignificant economic value of less than $100 if the aggregate value of the gifts is less than $250 during any one calendar year under circumstances which make it clear that no quid pro quo was understood or implied.

A BILL
TO BE ENTITLED
AN ACT
To amend Section 36-25-1, Code of Alabama 1975, relating to ethics; to further define the term "thing of value" by providing that seasonal gifts from a pupil or his or her immediate family member to a principal, teacher, or other person employed by a local school system of an insignificant economic value of less than $100 if the aggregate value of the gifts is less than $250 during any one calendar year under circumstances which make it clear that no quid pro quo was understood or implied.

BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:

Section 1. Section 36-25-1, Code of Alabama 1975, is amended to read as follows:

"§36-25-1. Whenever used in this chapter, the following words and terms shall have the following meanings:

'(1) BUSINESS. Any corporation, partnership, proprietorship, firm, enterprise, franchise, association, organization, self-employed individual, or any other legal entity.

'(2) BUSINESS WITH WHICH THE PERSON IS ASSOCIATED. Any business of which the person or a member of his or her family is an officer, owner, partner, board of director member, employee, or holder of more than five percent of the fair market value of the business."
"(3) CANDIDATE. This term as used in this chapter shall have the same meaning ascribed to it in Section 17-22A-2.

"(4) COMMISSION. The State Ethics Commission.

"(5) COMPLAINT. Written allegation or allegations that a violation of this chapter has occurred.

"(6) COMPLAINANT. A person who alleges a violation or violations of this chapter by filing a complaint against a respondent.

"(7) CONFIDENTIAL INFORMATION. A complaint filed pursuant to this chapter, together with any statement, conversations, knowledge of evidence, or information received from the complainant, witness, or other person related to such complaint.

"(8) CONFLICT OF INTEREST. A conflict on the part of a public official or public employee between his or her private interests and the official responsibilities inherent in an office of public trust. A conflict of interest involves any action, inaction, or decision by a public official or public employee in the discharge of his or her official duties which would materially affect his or her financial interest or those of his or her family members or any business with which the person is associated in a manner different from the manner it affects the other members of the class to which he or she belongs. A conflict of interest shall not include any of the following:
"a. A loan or financial transaction made or conducted in the ordinary course of business.

"b. An occasional nonpecuniary award publicly presented by an organization for performance of public service.

c. Payment of or reimbursement for actual and necessary expenditures for travel and subsistence for the personal attendance of a public official or public employee at a convention or other meeting at which he or she is scheduled to meaningfully participate in connection with his or her official duties and for which attendance no reimbursement is made by the state.

d. Any campaign contribution, including the purchase of tickets to, or advertisements in journals, for political or testimonial dinners, if the contribution is actually used for political purposes and is not given under circumstances from which it could reasonably be inferred that the purpose of the contribution is to substantially influence a public official in the performance of his or her official duties.

"(9) DAY. Calendar day.

"(10) DEPENDENT. Any person, regardless of his or her legal residence or domicile, who receives 50 percent or more of his or her support from the public official or public employee or his or her spouse or who resided with the public
official or public employee for more than 180 days during the
reporting period.

"(11) ECONOMIC DEVELOPMENT FUNCTION. Any function
reasonably and directly related to the advancement of a
specific, good-faith economic development or trade promotion
project or objective.

"(12) EDUCATIONAL FUNCTION. A meeting, event, or
activity held within the State of Alabama, or if the function
is predominantly attended by participants from other states,
held within the continental United States, which is organized
around a formal program or agenda of educational or
informational speeches, debates, panel discussions, or other
presentations concerning matters within the scope of the
participants' official duties or other matters of public
policy, including social services and community development
policies, economic development or trade, ethics, government
services or programs, or government operations, and which,
taking into account the totality of the program or agenda,
could not reasonably be perceived as a subterfuge for a purely
social, recreational, or entertainment function.

"(13) FAMILY MEMBER OF THE PUBLIC EMPLOYEE. The
spouse or a dependent of the public employee.

"(14) FAMILY MEMBER OF THE PUBLIC OFFICIAL. The
spouse, a dependent, an adult child and his or her spouse, a
parent, a spouse's parents, a sibling and his or her spouse,
of the public official.
(15) GOVERNMENTAL CORPORATIONS AND AUTHORITIES. Public or private corporations and authorities, including but not limited to, hospitals or other health care corporations, established pursuant to state law by state, county or municipal governments for the purpose of carrying out a specific governmental function. Notwithstanding the foregoing, all employees, including contract employees, of hospitals or other health care corporations and authorities are exempt from the provisions of this chapter.

(16) HOUSEHOLD. The public official, public employee, and his or her spouse and dependents.

(17) LAW ENFORCEMENT OFFICER. A full-time employee of a governmental unit responsible for the prevention or investigation of crime who is authorized by law to carry firearms, execute search warrants, and make arrests.

(18) LEGISLATIVE BODY. The Senate of Alabama, the House of Representatives of Alabama, a county commission, city council, city commission, town council, or municipal council or commission, and any committee or subcommittee thereof.

(19) LOBBY or LOBBYING. The practice of promoting, opposing, or in any manner influencing or attempting to influence the introduction, defeat, or enactment of legislation before any legislative body; opposing or in any manner influencing the executive approval, veto, or amendment of legislation; or the practice of promoting, opposing, or in any manner influencing or attempting to influence the
enactment, promulgation, modification, or deletion of
regulations before any regulatory body. The term does not
include providing public testimony before a legislative body
or regulatory body or any committee thereof.

"(20) LOBBYIST.

"a. The term lobbyist includes any of the following:

"1. A person who receives compensation or
reimbursement from another person, group, or entity to lobby.

"2. A person who lobbies as a regular and usual part
of employment, whether or not any compensation in addition to
regular salary and benefits is received.

"3. A consultant to the state, county, or municipal
levels of government or their instrumentalities, in any manner
employed to influence legislation or regulation, regardless
whether the consultant is paid in whole or part from state,
county, municipal, or private funds.

"4. An employee, a paid consultant, or a member of
the staff of a lobbyist, whether or not he or she is paid, who
regularly communicates with members of a legislative body
regarding pending legislation and other matters while the
legislative body is in session.

"b. The term lobbyist does not include any of the
following:

"1. An elected official on a matter which involves
that person's official duties.
"2. A person or attorney rendering professional services in drafting bills or in advising clients and in rendering opinions as to the construction and effect of proposed or pending legislation, executive action, or rules or regulations, where those professional services are not otherwise connected with legislative, executive, or regulatory action.

"3. Reporters and editors while pursuing normal reportorial and editorial duties.

"4. Any citizen not lobbying for compensation who contacts a member of a legislative body, or gives public testimony on a particular issue or on particular legislation, or for the purpose of influencing legislation and who is merely exercising his or her constitutional right to communicate with members of a legislative body.

"5. A person who appears before a legislative body, a regulatory body, or an executive agency to either sell or purchase goods or services.

"6. A person whose primary duties or responsibilities do not include lobbying, but who may, from time to time, organize social events for members of a legislative body to meet and confer with members of professional organizations and who may have only irregular contacts with members of a legislative body when the body is not in session or when the body is in recess.
7. A person who is a member of a business, professional, or membership organization by virtue of the person's contribution to or payment of dues to the organization even though the organization engages in lobbying activities.

8. A state governmental agency head or his or her designee who provides or communicates, or both, information relating to policy or positions, or both, affecting the governmental agencies which he or she represents.

(21) MINOR VIOLATION. Any violation of this chapter in which the public official or public employee receives an economic gain in an amount less than two hundred fifty dollars ($250) or the governmental entity has an economic loss of less than two hundred fifty dollars ($250).

(22) PERSON. A business, individual, corporation, partnership, union, association, firm, committee, club, or other organization or group of persons.

(23) PRINCIPAL. A person or business which employs, hires, or otherwise retains a lobbyist. A principal is not a lobbyist but is not allowed to give a thing of value.

(24) PROBABLE CAUSE. A finding that the allegations are more likely than not to have occurred.

(25) PUBLIC EMPLOYEE. Any person employed at the state, county, or municipal level of government or their instrumentalities, including governmental corporations and authorities, but excluding employees of hospitals or other
health care corporations including contract employees of those hospitals or other health care corporations, who is paid in whole or in part from state, county, or municipal funds. For purposes of this chapter, a public employee does not include a person employed on a part-time basis whose employment is limited to providing professional services other than lobbying, the compensation for which constitutes less than 50 percent of the part-time employee's income.

"(26) PUBLIC OFFICIAL. Any person elected to public office, whether or not that person has taken office, by the vote of the people at state, county, or municipal level of government or their instrumentalities, including governmental corporations, and any person appointed to a position at the state, county, or municipal level of government or their instrumentalities, including governmental corporations. For purposes of this chapter, a public official includes the chairs and vice-chairs or the equivalent offices of each state political party as defined in Section 17-13-40.

"(27) REGULATORY BODY. A state agency which issues regulations in accordance with the Alabama Administrative Procedure Act or a state, county, or municipal department, agency, board, or commission which controls, according to rule or regulation, the activities, business licensure, or functions of any group, person, or persons.
"(28) REPORTING PERIOD. The reporting official's or employee's fiscal tax year as it applies to his or her United States personal income tax return.

"(29) REPORTING YEAR. The reporting official's or employee's fiscal tax year as it applies to his or her United States personal income tax return.

"(30) RESPONDENT. A person alleged to have violated a provision of this chapter and against whom a complaint has been filed with the commission.

"(31) STATEMENT OF ECONOMIC INTERESTS. A financial disclosure form made available by the commission which shall be completed and filed with the commission prior to April 30 of each year covering the preceding calendar year by certain public officials and public employees.

"(32) SUPERVISOR. Any person having authority to hire, transfer, suspend, lay off, recall, promote, discharge, assign, or discipline other public employees, or any person responsible to direct them, or to adjust their grievances, or to recommend personnel action, if, in connection with the foregoing, the exercise of the authority is not of a merely routine or clerical nature but requires the use of independent judgment.

"(33) THING OF VALUE.

"a. Any gift, benefit, favor, service, gratuity, tickets or passes to an entertainment, social or sporting event, unsecured loan, other than those loans and forbearances
made in the ordinary course of business, reward, promise of
future employment, or honoraria or other item of monetary
value.

"b. The term, thing of value, does not include any
of the following, provided that no particular course of action
is required as a condition to the receipt thereof:

"1. A contribution reported under Chapter 5 of Title
17 or a contribution to an inaugural or transition committee.

"2. Anything given by a family member of the
recipient under circumstances which make it clear that it is
motivated by a family relationship.

"3. Anything given by a friend of the recipient
under circumstances which make it clear that it is motivated
by a friendship and not given because of the recipient's
official position. Relevant factors include whether the
friendship preexisted the recipient's status as a public
employee, public official, or candidate and whether gifts have
been previously exchanged between them.

"4. Greeting cards, items, services with little
intrinsic value which are intended solely for presentation,
such as plaques, certificates, and trophies, promotional items
commonly distributed to the general public, and items or
services of de minimis value.

"5. Loans from banks and other financial
institutions on terms generally available to the public.
"6. Opportunities and benefits, including favorable rates and commercial discounts, available to the public or to a class consisting of all government employees.

"7. Rewards and prizes given to competitors in contests or events, including random drawings, which are open to the public.

"8. Anything that is paid for by a governmental entity or an entity created by a governmental entity to support the governmental entity or secured by a governmental entity under contract, except for tickets to a sporting event offered by an educational institution to anyone other than faculty, staff, or administration of the institution.

"9. Anything for which the recipient pays full value.

"10. Compensation and other benefits earned from a non-government employer, vendor, client, prospective employer, or other business relationship in the ordinary course of employment or non-governmental business activities under circumstances which make it clear that the thing is provided for reasons unrelated to the recipient's public service as a public official or public employee.

"11. Any assistance provided or rendered in connection with a safety or a health emergency.

"12. Payment of or reimbursement for actual and necessary transportation and lodging expenses, as well as waiver of registration fees and similar costs, to facilitate
the attendance of a public official or public employee, and
the spouse of the public official or public employee, at an
educational function or widely attended event of which the
person is a primary sponsor. This exclusion applies only if
the public official or public employee meaningfully
participates in the event as a speaker or a panel participant,
by presenting information related to his or her agency or
matters pending before his or her agency, or by performing a
ceremonial function appropriate to his or her official
position; or if the public official's or public employee's
attendance at the event is appropriate to the performance of
his or her official duties or representative function.

"13. Payment of or reimbursement for actual and
necessary transportation and lodging expenses to facilitate a
public official's or public employee's participation in an
economic development function.

"14. Hospitality, meals, and other food and
beverages provided to a public official or public employee,
and the spouse of the public official or public employee, as
an integral part of an educational function, economic
development function, work session, or widely attended event,
such as a luncheon, banquet, or reception hosted by a civic
club, chamber of commerce, charitable or educational
organization, or trade or professional association.
"15. Any function or activity pre-certified by the Director of the Ethics Commission as a function that meets any of the above criteria.

"16. Meals and other food and beverages provided to a public official or public employee in a setting other than any of the above functions not to exceed for a lobbyist twenty-five dollars ($25) per meal with a limit of one hundred fifty dollars ($150) per year; and not to exceed for a principal fifty dollars ($50) per meal with a limit of two hundred fifty dollars ($250) per year. Notwithstanding the foregoing, the lobbyist's limits herein shall not count against the principal's limits and likewise, the principal's limits shall not count against the lobbyist's limits.

"17. Anything either (i) provided by an association or organization to which the state or, in the case of a local government official or employee, the local government pays annual dues as a membership requirement or (ii) provided by an association or organization to a public official who is a member of the association or organization and, as a result of his or her service to the association or organization, is deemed to be a public official. Further included in this exception is payment of reasonable compensation by a professional or local government association or corporation to a public official who is also an elected officer or director of the professional or local government association or corporation for services actually provided to the association
or corporation in his or her capacity as an officer or
director.

"18. Any benefit received as a discount on
accommodations, when the discount is given to the public
official because the public official is a member of an
organization or association whose entire membership receives
the discount.

"19. Seasonal gifts from a pupil or his or her
immediate family member to a principal, teacher, or other
person employed by a local school system under circumstances
which make it clear that no quid pro quo was understood or
implied.

c. Nothing in this chapter shall be deemed to
limit, prohibit, or otherwise require the disclosure of gifts
through inheritance received by a public employee or public
official.

"(34) VALUE. The fair market price of a like item if
purchased by a private citizen. In the case of tickets to
social and sporting events and associated passes, the value is
the face value printed on the ticket.

"(35) WIDELY ATTENDED EVENT. A gathering, dinner,
reception, or other event of mutual interest to a number of
parties at which it is reasonably expected that more than 12
individuals will attend and that individuals with a diversity
of views or interest will be present."
Section 2. This act shall become effective on the first day of the third month following its passage and approval by the Governor, or its otherwise becoming law.