Initiative Petition for a Constitutional Amendment Relative to Public Knowledge of Conflicts of Interest of Government Officers and Candidates Thereof Be it enacted by the People, and by their authority:

SECTION 1. Chapter VI of the Constitution of the Commonwealth of Massachusetts is hereby amended by inserting after Article XI the following new Article:

Article XII. Public Reporting and Disclosure

Section 1. Definitions.

For the purposes of this article, a "state officer" shall include every person holding a position of public trust in or under an executive, legislative, or judicial office of the state. A state officer shall include all judges of the Massachusetts court system; members of the legislature together with the chief clerk of the senate and chief clerk of the house of representatives; holders of elective offices in the executive branch of state government; chief executive officers of state agencies, including quasi-public agencies; members of boards, commissions, or committees with authority over one or more state agencies or institutions including quasi-public agencies and quasi-public institutions and employees of the state who are engaged in supervisory, policy-making, or policy-enforcing work. A state officer also includes any person exercising or undertaking to exercise the powers or functions of a state officer.

For the purposes of this Article, a "municipal officer" shall include any elected and appointed officers of a municipality holding a position of public trust, and anyone exercising or undertaking to exercise the powers or functions of a municipal officer such as but not limited to city managers and city or county administrators, and shall include municipal officers in all types of municipal and quasi-municipal corporations including cities, towns, counties, and special purpose districts.

For the purposes of this Article, an "officer" shall mean an officer that is a municipal, state, or federal officer, the latter being a member of the Massachusetts delegation to the United States House of Representatives and Senate as well as the United States President and Vice-President.

For the purposes of this Article, an "income tax return" or "tax return" shall have

mi

De Du

ZMP.

SER-

100 200 H3

Oby.

3

the same meaning as "individual income tax return" in section 6011(e)(3)(C) of the Internal Revenue Code of 1986, as amended, and also means any tax or information return, declaration of estimated tax, or claim for refund required by, or provided for or permitted under, the provisions of the Internal Revenue Code, and that is filed on behalf of, or with respect to any person, and any amendment or supplement thereto, including supporting schedules, attachments, or lists that are supplemental to, or part of, the return so filed.

For the purposes of this Article, a "financial disclosure" shall be list of existing, current financial interests and potential conflicts of interest of an officer or candidate thereof, including immediate family members in the household. A financial disclosure shall provide information regarding anything of monetary value received from anyone seeking to obtain government business in relation to the officer, as well as from anyone who conducts activities that are regulated by the officer and from anyone who has interests that may be substantially affected by the performance or nonperformance of the officer's officer duties. Financial disclosures shall include but not be limited to details regarding employers, creditors; investments including ownership of individual stocks as well as ownership of stocks in any particular industry; price and terms of sale or purchase of stock or of other personal property; offers to the officer or candidate thereof of anything of monetary value including in future tense; description of personal property ownership; description of business ownership; nonprofits where the officer or candidate thereof has influence as a board member, administrator, advisor, or where the officer has another direct or indirect personal benefit; and during term of office any other employment and employer of the officer, including consulting, advisory work, and speaking engagements. Financial disclosure shall include the identity of all securities and other investments with a fair market value beneficially owned and the name and address of each creditor and the general nature of the security pledged for each such obligation; provided, however, that obligations arising out of educational loans, medical and dental expenses, debts incurred in the ordinary course of business, and any obligation to make alimony or support payments, shall not be reported. Financial disclosure shall include the description of all real property in which a direct or indirect financial interest was or is held and, if the property was or is transferred during the year, the name and address of the person providing or receiving it in respect to such transfer; providing however that the address shall be redacted from the public copy. Ulm

on to

Touls

NOW PERLU

For the purposes of this Article, "disclosure of potential favoritism" shall mean disclosure of potential nepotism, cronyism, and patronage of major donors with regards to contracts and employment which are under the influence of the officer directly or indirectly.

For the purposes of this Article, "disclosures" or simply "disclosure" shall mean the sum of all disclosures required by this Article including financial disclosure, disclosure of potential favoritism, and tax returns.

For the purposes of this Article, a "qualified candidate" shall mean a candidate for office that meets any state statutory and constitutional requirements for candidacy; who, if for elected office, proceeds to fulfill statutory requirements to be listed on the ballot; and who, if candidate for federal office, meets requirements for office set by the United States Constitution.

Section 2. Officer and candidate office. For the fulfillment of the intent of this Article, the intent being to enhance government accountability and representation, there shall be an office of government officers and candidate information, henceforth also called the office, that shall be directed by an elected official henceforth called director in this Article who shall have the assistance of an appointee of the state auditor as approved by the state attorney general and state senate. The appointee, henceforth called administrator, shall be appointed solely on the basis of integrity and demonstrated ability in accounting, auditing, financial analysis, law, management analysis, public administration and serve for an 11-year term. Any candidate seeking to serve in elected office as director shall be required to have demonstrated ability in investigative reporting and journalism in order to be placed upon the ballot and considered as a viable candidate for director. The director shall serve a 15-year term and shall at all times keep an ordered list of acting directors who shall in the order listed, in the event of sudden vacancy of the director's office, manage the director's responsibilities until an election can be scheduled cost-effectively and reasonably by the Secretary of State within 400 days. The director shall provide a copy of this list of acting directors to the Secretary of State, and the director and acting director shall notify the Secretary of State in the event of any sudden or pending vacancy. If the director wishes to keep this list confidential, the director may legally make arrangements to do so.

The administrator shall report to the director and shall be responsible for

1/19

CA

technical administrative, auditing, and financial functions, may be removed with just cause, including performance of duties, by the factual request of the director and acquiescence of any two of the following officers: state auditor, state attorney general, state senate president, and governor. In the event of a sudden or pending vacancy by the administrator, a new appointment shall be made following the same procedure.

The office of officer and candidate information shall provide public reporting and disclosure of government officers and candidates thereof regarding potential conflicts of interests, including campaign financing, and relationship to actual policies or work in a manner that is timely, comprehensive, and easy for the public to understand and access. The office shall provide for a public centralization of the available relevant information on officers and candidates thereof as summarized and gathered from other parts of local, state, and federal government as well as of the histories of officers and candidates thereof, with references to further information as appropriate. In providing information, the office shall balance privacy interests with the right of the public to information on public servants or candidates thereof.

The director of the office of government officer and candidate information, who shall henceforth in this Article be named simply director, shall have a term of fifteen years.

The director shall have such investigators, writers, accountants, clerks, and other personnel and resources as necessary to attain required objectives and to advance its mission.

The office shall provide a centralized, comprehensive listing of all state appointees, elected officers, departments, boards, commissions, quasi-public corporations, and any other state officer and state entity including memberships. The office shall also provide information on officers as specified in this Article and, in doing so, shall provide that the information is presented in a format easy for the public to understand, review, and research. The office shall work with other state officers and departments to advance its mission and may combine or support listings of public information with other agencies or government entities provided the director maintains control of insuring information is properly represented and accessible.

Likewise, the state auditor, the comptroller, inspector general, and the attorney general and other Commonwealth officers and entities shall make available

TR

UM

m d

Binn Mb

JJ BREC.

11 aus

W.

3

3

appropriate information, shall support collaboration where such collaboration does not interfere with their duties and mission, and may make available personnel and other assistance as the director may request.

The office shall conduct investigations and audits of officers and candidates thereof as stipulated in this Article so as to provide and ascertain information regarding potential conflicts of interests. The auditing shall differ from other types of auditing in focusing upon accuracy of reported conflicts of interest and disclosures rather than focusing upon the misuse of government funds. Suspicious activity shall be reported to the appropriate authorities for further investigation.

The office shall be confined to investigation and factual reporting and so shall not initiate proceedings, provide accusations, conduct partisan lobbying excepting, however, that the director and administrator shall have the right to reasonably promote the office and make requests for personnel and resources. The director and the office shall provide information for the public to evaluate without rendering its own judgment and shall adhere to confidentiality where information is identified as private or redacted, but shall, however, report the failure of officers and candidates thereof to comply with disclosure requirements and the office shall also respond to lawful requests including court orders to provide gathered information.

Section 3. State officer disclosure. Each state officer as well as qualified candidates for office thereof shall file with the director a financial disclosure along with 2 copies of every income tax return the candidate filed with the Internal Revenue Service in the 3 most recent taxable years in which an income tax return was required. At the same time a disclosure of potential favoritism shall also be supplied by state officers, and, if relevant, by candidates thereof.

On an individual basis, the tax return requirement shall not apply to any year in which an officer or a candidate was not required to file. One copy of each tax return shall be identical to the version submitted to the Internal Revenue Service, without redaction. The tax returns shall be provided to the director in hard-copy form. The financial disclosure and the disclosure of potential favoritism may be provided in electronic form or in hard copy form based on

por CP

CONS

RMN

AP

my Brec

procedures set by the director, and if supplied in hard copy then two copies shall be required.

The second copy of each disclosure shall redact, if listed, the social security numbers, home address, telephone number, email address, medical information, names of dependent minors, and optionally the following information may be redacted: employer identification number, business addresses, and the preparer tax identification number, address, telephone number, and email address of paid tax return preparers.

A written consent form, signed by the state officer or the candidate thereof, shall be required granting the director permission to publicly release a version of the candidate's or state officer's disclosures as redacted and summarized as pursuant to this Article. The director shall prepare a standard consent form consistent with this section and shall review disclosures for compliance and, if necessary, prepare new versions with only the redactions here allowed and specified. The director shall prepare standard forms for disclosures, including an asset disclosure form, to ease the process.

The director shall promptly report compliance and noncompliance with disclosure requirements to the Secretary of State, the Attorney General, Inspector General and any other parties with authority to establish penalties, initiate proceedings, or consider whether investigation is warranted.

The director shall retain disclosures until the completion of the officer canvass of the ensuing general election and, if elected or in office, shall preserve all disclosures filed for a period of six years from the date of receipt. Thereafter, the disclosures shall be destroyed as soon as practicable, unless the director has received a court order, or a lawful written request from a state or federal governmental agency, directing the director to preserve specific submitted disclosures.

However, disclosures of any candidate for elected office who does not win or ever serve as an officer shall promptly be destroyed as soon as practicable.

CINS

CB

RMN pp

Son Ho PEC

Section 4. *Immediate family*. Officers shall provide two copies of disclosures with regard to the officer's spouse and relatives within the second degree of consanguinity and affinity to the best of their knowledge; provided, however, that no dollar amount need be given for such information with regard to the officer's family within the second degree of consanguinity or affinity and shall be redacted from the second copy. Additionally, names and relationship of the officer's and spouse's family shall be redacted from the second copy unless there is a direct or indirect financial interest of the relative in matters under the influence of the officer. All information redacted as described in section 3 shall also be redacted in disclosure forms for the officer's spouse and relatives within the second degree of consanguinity and affinity.

Section 5. Deadlines. Disclosures from any candidate campaigning for election as state officer shall be provided at the same time as nomination papers or, if a primary write-in candidate wins, shall be provided by the primary write-in candidate 5 days after the acceptance of nomination. Submission of disclosures may be requested in advance of any appointment or employment by an appointing or hiring state authority or required by statute.

Required tax returns for the preceding calendar year shall be filed on or before the last Tuesday in May of the year in which the officer first enters such public office and of each year that such officer holds such office, and on or before May first of the year after such officer leaves such office.

Any missing required disclosures shall be submitted at the time of employment or appointment, if not already available, and shall be kept current throughout the year. If for any reason the tax return from a preceding year is revised, then all tax return documents party to the revision shall be filed within 5 days of receipt and within 5 days of delivery of any corrective documents. If for any reason the circumstances of the financial disclosure or the disclosure of potential favoritism changes, changes shall reported within 10 days of changes and within 10 days of receipt the director shall make such disclosures public as described in section 3. The director shall prepare standard forms for reporting changes regarding disclosures.

The director shall provide dated receipts for submission of required disclosures.

Section 6. Public information. Within 10 days of receipt the director shall make an initial summary of the state officer's disclosures relevant to potential conflicts

0

2MN pr

Son & REC

aus

9

2

of interest freely and easily accessible to the public and continue to do so during the state officer's term and shall do the same for each candidate for state office.

Redacted disclosures shall be available to the public and press for viewing upon request, although the office may require a reasonable charge for copies and free viewing only in a central location or central locations of its choice.

In addition to an initial summary, the office shall insure in-depth reporting to help understand and identify potential conflicts of interest of officers and candidates thereof. Information shall include, as relevant, but not be limited to major political donors, property interests, unusual business terms, scorecards, and the nature or thrust of the officer's or candidate thereof's work, policy, votes, opinions and accomplishments.

The office shall also provide information that indicates the officer or candidate thereof has managed conflicts of interest well, has recused from conflicts of interest, or has made decisions contrary the personal interest.

The office may also provide references to external analysis and opinions of the officer's or candidate thereof positions in relation to work, criticisms, endorsements, and to conflicts of interest, with a caveat regarding any partisanship indicated in the external references and provided sources of opinions are specifically and carefully identified through careful research regarding financial backers of organizations.

Where nothing relative to conflicts of interests exists, then the office need not provide information at request of the officer or the candidate thereof.

Whenever the office lacks resources to accomplish all tasks promptly, the office shall focus on providing information as ordered: elected officers and candidates thereof; officers and candidates thereof reported for conflicts of interest; and officers and candidates in the executive branch.

on 7. Federal candidates. Each candidate qualified for the Massachusetts

ballot for the United States' House of Representatives, the United States' Senate, United States' President, and the United States' Vice-President shall file a financial disclosure and income tax return in the same form and manner as described in this Article, in particular in section 3 through 6 and section 8, excepting that the Massachusetts legislators of the United States' Senate shall be required to provide income tax returns filed with the Internal Revenue Service for the 6 most recent taxable years in which an income tax return was required and the United States President and Vice-President shall be required to provide the income tax returns filed with the Internal Revenue Service for the 6 most recent taxable years in which an income tax return was required.

Section 8. *Municipalities*. By statute the Commonwealth may apply the disclosure conditions and processes to municipal officers or, upon petition to the General Court of a municipality, the Commonwealth shall allow the municipal officers of the municipality to be subject to the same disclosure processes and reporting as defined for state officers in this Article.

Section 9. *Perjury and penalties*. Disclosures shall be signed under penalty of perjury by the officer and, if relevant, by the reporting person.

Unless a candidate complies with the conditions for disclosure as required by this Article, the name of a candidate for elected office shall be removed from the ballot; providing however, that a candidate filing the financial disclosure 30 days before any deadline necessary to allow for reliable ballot printing and secure delivery, as set by the Secretary of State in coordination with the director, may be listed on the ballot with a notice specifying the date of the late filing, the number of days passed since the relevant deadline, and a statement failing to submit disclosures can result in a candidate's loss of ballot access. The director shall provide such information to the Secretary of State.

Where within the purview or jurisdiction of the Commonwealth, no officer shall be allowed to continue his or her duties or to receive compensation from public funds unless the officer has filed disclosures as required by this Article.

Section 10. Audits. Where the Commonwealth has purview or jurisdiction, the director shall assign auditors to conduct independent audits to confirm the

(1N)

C(3

RMN

on Bre

validity of disclosures, and shall coordinate with the state auditor as appropriate to avoid overlapping efforts. Audits shall be conducted upon reports of misconduct and also by random selection through lottery. A summary of the audit findings shall be made public. As the director cannot self-audit independently, the state auditor shall have the right to at intervals provide personnel to conduct such an audit upon the request of the governor or state attorney general and approval of the other. Audits must be administered such that complaints of harassment cannot be borne out by the facts. The state attorney general and state auditor shall have the right to review audit information revealing any concerning disclosure errors.

Section 10. Security. The director shall insure the security of private information redacted as described in section 3 of this Article and shall further set procedures to prevent access to redacted information except to the minimum staff as necessary to fulfill only specific requirements of this Article.

Section 11. Improper reporting. The director shall not be responsible for determining whether failure to report constitutes a potentially serious conflict of interest or breach of the public trust, but shall simply provide information to the public regarding mistaken reporting of any officer or candidate thereof, and noting corrections and any ensuing repercussions. The Attorney General shall be informed of improper reporting and shall retain the right to pursue a case charging a breach of public trust. Further, the General Court shall provide for an independent, non-partisan procedure, allowing for appeal to the judicial branch and approved by the executive branch, to determine whether failure to report constitutes a potentially serious conflict of interest for which misreporting cannot be excused by substantiated calamity or acute illness and which thus is grounds for removal of an officer.

Section 12. Whistle-blowers. Multiple avenues to privately and anonymously report conflicts of interest left unreported in financial disclosures, disclosures of potential favoritism, and tax returns shall exist for reporting individually to the director and the Attorney General.

SECTION 2. If any provision of this amendment, or the application thereof to

an

(Mi Ci

AN SON BEEC

any person or circumstance, is held invalid, the invalidity does not affect other provisions or applications of the Act that can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.

Firstin Beatly R. L Washut PUDCAY FIN NEWRON Kelt News Sarah Rose John Davis med Im by Mh Alex Glacken William Soney WILLIAM SENEY

DL CORE

RMN Som PERCO