

State Contractors Guide to the Code of Ethics

Contact Us



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| ➤ Legal Advice Regarding Code of Ethics | ethics.code@ct.gov |
| ➤ Lobbyist Filing/Reporting Questions | lobbyist.ose@ct.gov |
| ➤ Public Official Filing/Reporting Questions | sfi.ose@ct.gov |
| ➤ Enforcement / Filing a Complaint | ethics.enforcement@ct.gov |
| ➤ All Other Inquires | ose@ct.gov |

Staff Phone Number Listing

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OFFICE OF STATE ETHICS

Introduction

The Connecticut Office of State Ethics was created on July 1, 2005, pursuant to Public Act [05-183](#), and is an independent regulatory division of the Office of Governmental Accountability, charged with administering and enforcing the Connecticut Codes of Ethics, located in Chapter 10 of the Connecticut General Statutes.

The Connecticut Office of State Ethics educates all those covered by the Ethics Codes; provides information to the public; interprets and applies the Connecticut Codes of Ethics; and investigates violations of, and otherwise enforces, the Ethics Codes.

The Office of State Ethics consists of:

- Citizen's Ethics Advisory Board
- Executive Director
- Legal Division
- Enforcement Division

The Office of State Ethics has the following jurisdiction:

- **Part I** The Code of Ethics for Public Officials
General Statutes [§§ 1-79](#) to [1-90a](#);
- **Part II** The Code of Ethics for Lobbyists
General Statutes [§§ 1-91](#) to [1-101a](#); and
- **Part IV** Ethical Considerations Concerning Bidding
and State Contracts
General Statutes [§§ 1-101mm](#) to [1-101rr](#).

Citizen's Ethics Advisory Board

The governing body of the OSE is the Citizen's Ethics Advisory Board (CEAB), comprised of nine members appointed by the Governor and legislative leadership. The CEAB holds monthly meetings that are open to the public. A schedule of CEAB meeting dates, times and locations is available at www.ct.gov/ethics.

Board Members:

- Attend monthly Citizen's Ethics Advisory Board meetings
- Appoint and evaluate the Executive Director of the Office of State Ethics
- Serve as a Hearing Officer for non-confidential UAPA hearings
- Attend hearings to determine whether violations occurred and assess penalties
- Attend special meetings if necessary
- Oversee legislative agenda

THE BIG PICTURE

All state officials and employees (except judges) are covered by Part I of the Code of Ethics for Public Officials (henceforth, Part I, or the Code). It is important to remember that certain provisions of the Code also apply to public officials and state employees after they leave state service.

As you read through this guide, be aware that these laws were enacted to prevent individuals from using their public position or authority for personal, financial benefit.

Each state agency also has its own ethics policy, which may be more restrictive than what follows, particularly in connection with which benefits a lobbyist, or a person regulated by, doing or seeking to do business with a state agency (e.g., a state contractor) may provide to public officials and state employees.

GIFTS

As a current or potential state contractor, you are presumably doing business with or seeking to do business with a state agency, and are therefore considered to be a **restricted donor**. For a public official or state employee, there are rules in place regarding the acceptance of gifts from both restricted and non-restricted donors. In general, they may not accept gifts from restricted donors.

A **gift** is defined as anything of value that is directly and personally received by a public official or state employee (or sometimes family members) *unless* he or she provides consideration of equal or greater value (e.g., pays for the item). Conn. Gen. Stat. [§ 1-79 \(e\)](#).

Restricted Donors

Restricted donors include:

- Registered lobbyists (a list is available on the OSE's website) or a lobbyist's representative;
- Individuals or entities doing business with a state department or agency;
- Individuals or entities seeking to do business with a state department or agency;
- Individuals or entities engaged in activities regulated by a state department or agency; or
- Contractors pre-qualified by the Connecticut Department of Administrative Services (Conn. Gen. Stat. [§ 4a-100](#)).

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Gift Exceptions

There are, however, certain exceptions to this definition of gift. Not all exceptions are covered below; see Conn. Gen. Stat. [§ 1-79 \(e\) \(1\) – \(18\)](#) for the complete list.

- *Token Items* – Restricted donors such as registered lobbyists may provide any item of value that is not more than \$10 (such as a pen, mug, or inexpensive baseball cap), provided that the annual aggregate of such items from a single source is \$50 or less. Conn. Gen. Stat. [§ 1-79 \(e\) \(16\)](#).
- *Food and Beverage* – Restricted donors may also provide up to \$50 worth of food and beverage in a calendar year, provided that the restricted donor or his/her representative is in attendance when the public official/state employee consumes the food and/or beverage. Conn. Gen. Stat. [§ 1-79 \(e\) \(9\)](#).
- *Training* – Vendors may provide training for a product purchased by a state or quasi-public agency provided such training is offered to all customers of that vendor. Conn. Gen. Stat. [§ 1-79 \(e\) \(17\)](#).
- *Gifts to the State* – Restricted donors may provide what are typically referred to as “gifts to the state.” These gifts are goods and services provided to a state agency or quasi-public agency for use on state or quasi-public agency property or that support an event, and which facilitate state or quasi-public action or functions. Conn. Gen. Stat. [§ 1-79 \(e\) \(5\)](#).
- *Other Exceptions* – There are a total of 18 separate gift exceptions in the Code. Also exempt from the definition of gift are items such as informational materials germane to state action, ceremonial plaques or awards costing less than \$100, or promotional items, rebates or discounts also available to the general public. See Conn. Gen. Stat. [§ 1-79 \(e\) \(1\) – \(18\)](#).

Major Life Event

The popularly-cited exception for major life events does not apply to those who are regulated by, doing business with or seeking to do business with a state agency. Please note: Registered lobbyists are the only restricted donors who may make use of the “major life event” gift exception.

This list of major life events is exhaustive. Regs., Conn. State Agencies [§ 1-92-53](#).

Gift Reporting Requirements

Should you or your representative give anything of value to a public official or state employee, you must, within **10 days**, give the gift recipient and the head of that individual's department or agency a written report stating:

- Name of the donor;
- Description of item(s) given;
- Value of such item(s); and
- Total cumulative value of all items given by you during the calendar year.

This helps both you and the state employee keep track of the gift exceptions noted above, so that permissible limits are not exceeded. Conn. Gen. Stat. [§ 1-84 \(o\)](#).

NECESSARY EXPENSES

Necessary expenses may be received by a public official or state employee **only** if the official or employee, in his/her official capacity, is actively participating in an event (giving a speech or presentation, running a workshop, etc.).

Conn. Gen. Stat. [§ 1-84 \(k\)](#).

Necessary expenses can include:

- Travel (coach);
- Lodging (standard cost of room for the night before, of, and immediately following the event);
- Meals; and
- Related conference expenses.

Entertainment costs (tickets to sporting events, golf outings, night clubs, etc.) are **not** necessary expenses.

Necessary expense payments **do not** include payment of expenses for family members or other guests.

Within 30 days of receiving payment or reimbursement of necessary expenses for **lodging or out-of-state travel**, state employees must file an ETH-NE form with the Office of State Ethics (OSE). Conn. Gen. Stat. [§ 1-84 \(k\)](#).

Fees and Honoraria

Public officials and state employees may **not** accept fees and/or honoraria for an article, appearance, speech or participation at an event in their official capacity.

Fees or honoraria for such activities, if offered based solely on expertise and without any regard to official position, may be acceptable. Contact the OSE before offering any such payment.

ETHICS AT WORK

Post-State Employment (Revolving Door) Hiring State Personnel

If you are considering hiring a *former* state employee seeking post-state employment, you should be aware of the Code's revolving-door provisions:

Lifetime Bans

- Certain former state employees may **never** disclose any confidential information they learned during the course of their state service for anyone's financial gain. Conn. Gen. Stat. [§ 1-84a](#). (Excludes judicial employees.)
- Certain former state employees may **never** represent anyone other than the state regarding a particular matter in which they were personally or substantially involved while in state service and in which the state has a substantial interest. This prevents side-switching in the midst of on-going state proceedings. Conn. Gen. Stat. [§ 1-84b \(a\)](#). (Excludes judicial employees.)

One-year Bans

- Certain former state employees may not represent the new employer for compensation before their former agency for a period of **one year** after leaving state service. Conn. Gen. Stat. [§ 1-84b \(b\)](#). (See Advisory Opinion No. 2003-3, which provides a limited exception to this provision if the employee is providing purely technical expertise to help implement a previously-awarded contract. This exception applies to extremely limited circumstances; contact the OSE for guidance.) (Excludes judicial employees.)
- Former state employees are prohibited from being hired for a period of **one year** after they leave state service by a party to a state contract valued at \$50,000 or more if they were substantially involved in, or supervised, the negotiation or award of that contract and it was signed within their last year of state service. Conn. Gen. Stat. [§ 1-84b \(f\)](#).
- An Employee who held certain specifically-designated positions (with significant decision-making or supervisory responsibility) at certain state regulatory agencies are prohibited from negotiating for, seeking or accepting employment with any business subject to regulation by the individual's agency within **one year** of leaving the agency. Note that there is an exception for (among others) *ex-officio* board or commission members. Conn. Gen. Stat. [§ 1-84b \(c\)](#).

Outside Employment for Public Officials and State Employees

If you are considering hiring a *current* state employee, especially from a state agency that is regulated by or does business with your organization, you should be aware of the following rules regarding the employment of current state employees:

- A current state employee may not accept outside employment that impairs his or her independence of judgment regarding their state duties, or that encourages them to disclose confidential information learned in their job. Conn. Gen. Stat. [§ 1-84 \(b\)](#).
- A current state employee may not use his or her position for their own financial gain, or the gain of their family (spouse, child, child's spouse, parent, brother or sister) or an associated business, however inadvertent that use may be. Conn. Gen. Stat. [§ 1-84 \(c\)](#).
- A current state employee may not accept employment with an entity that represents others before the following 13 agencies: Department of Banking, the Claims Commissioner, the Office of Health Care Access division within the Department of Public Health, the Insurance Department, the Department of Consumer Protection, the Department of Motor Vehicles, the State Insurance and Risk Management Board, the Department of Energy and Environmental Protection, the Public Utilities Regulatory Authority, the Connecticut Siting Council, the Gaming Policy Board within the Department of Consumer Protection or the Connecticut Real Estate Commission. Conn. Gen. Stat. [§1-84 \(d\)](#).
- You may not utilize state time, materials or personnel in completing tasks for outside employment.

Other Outside Employment Considerations

Certain present or former Gaming Policy Board or Division of Special Revenue public officials or employees should be aware of specific provisions relating to their involvement with businesses engaged in Indian gaming activities. See Conn. Gen. Stat. [§§ 1-84b](#) (d) and (e).

In [Advisory Opinion 2008-5](#), the Citizen's Ethics Advisory Board concluded that it is impermissible, under the Code of Ethics, for a state employee-supervisor to employ a state employee-subordinate in the supervisor's outside business. Likewise, it is impermissible under the Code for a subordinate to employ a supervisor in the subordinate's outside business. Both situations would involve an impermissible impairment of independence of judgment. The Board noted that this prohibition extends to all supervisors and subordinates up and down the chain of command.

OTHER PROVISIONS

Prohibited Activities for Consultants or Independent Contractors

Consultants or independent contractors are prohibited from the following:

- Using the authority provided to the person under the contract, or any confidential information acquired in the performance of the contract, to obtain financial gain for the person, an employee of the person or a member of the immediate family of any such person or employee;
- Accepting another state contract which would impair the independent judgment of the person in the performance of the existing contract; or
- Accepting anything of value based on an understanding that the actions of the person on behalf of the state would be influenced.

Gift and/or Campaign Contribution Certifications

Contractors seeking large state contracts must provide certifications regarding gifts and/or campaign contributions made to certain state employees or public officials in the two-year period prior to the submission of a bid or proposal. Copies of these certifications and other updated information regarding state contractors can be found on the Web sites of the Department of Administrative Services and the Office of Policy and Management.

Investment Services and the Office of the Treasurer

If you or your business provides investment services, as defined in the Code, and you or one of your firm's principals make a political contribution in connection with the Office of the Treasurer, you may be prohibited from contracting with that office. Conn. Gen. Stat. [§ 1-84 \(n\)](#).

Registering as a Lobbyist

If you or your business spends or receives over \$2,000 in a calendar year for activities that constitute lobbying under Part II of the Code of Ethics (whether to affect legislation or the actions of an administrative state agency), you/your business may have to register as a lobbyist with the Office of State Ethics. Lobbyist registration information is available at www.ct.gov/ethics.

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Prohibited Activities Involving State Contractors
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Conn. Gen. Stat. [§ 1-101nn](#) prohibits anyone who is:

- (1) Seeking to be, prequalified under section [4a-100](#),
- (2) Is a party to a large state construction or procurement contract or seeking to enter into such a contract with a state agency, board, commission or institution or a quasi-public agency, or
- (3) Is a party to a consultant services contract or seeking to enter into such a contract with a state agency, board, commission or institution or a quasi-public agency, from:
 - Soliciting information from a public official or state employee that is not available to other bidders for that contract, with the intent to obtain a competitive advantage;
 - Intentionally or recklessly charging a state agency for work not performed or goods or services not provided;
 - Falsifying invoices or bills; or
 - Intentionally violating or circumventing state competitive bidding and ethics laws.

This Act also requires any prospective state contractor to affirm in writing that he or she has received a summary of the state's ethics laws and that his or her key employees have read and understood the summary and agree to comply with the applicable provisions. Conn. Gen. Stat. [§ 1-101qq](#).

An affirmation form is available through the Department of Administrative Services.

Executive Orders

Governor Rell Executive Order 3

Under this Order, the Department of Administrative Services established and maintains on its Web site the State Contracting Portal for purposes of posting all contracting opportunities with state agencies and providing information on contracting processes and procedures.

Governor Rell Executive Order 7C

This Order covers the State Contracting Standards Board, established to conduct a comprehensive review of existing procurement and contracting laws and prepare a uniform code to govern all aspects of procurement and contracting by January 1, 2007.

ETHICS ENFORCEMENT

Procedures and Penalties

Enforcement of the Code is initiated by a complaint, filed by the Ethics Enforcement Officer or any member of the public. In most cases, a complaint by the Ethics Enforcement Officer is preceded by a confidential staff evaluation.

A two-stage process follows:

1. Confidential investigation and confidential probable cause hearing; and
2. If probable cause is found, a public hearing to determine if a violation has occurred.

At any stage of this process, the Office of State Ethics and the Respondent may negotiate a settlement.

After a finding or admission of a violation, the Citizen's Ethics Advisory Board ("Board") can order the Respondent to comply with the Code in the future, file any required report or statement, and/or pay a civil penalty.

For failure to file a report, statement, or other information required by the Code, the Board can, after a single hearing, impose a civil penalty of up to \$10 per day, for which the aggregate penalty for any one violation may not exceed \$10,000.

The Office of State Ethics may refer matters to the Chief State's Attorney for criminal prosecution. An intentional violation of the Code is a misdemeanor for the first violation, unless the individual has derived a financial benefit of at least \$1,000. In that case, the violation is a class D felony.

The Attorney General may sue for up to three times the economic gain received through knowingly committing or knowingly profiting from a violation of the Code.

The "[*Citizen's Guide to Filing a Complaint*](#)," available on the OSE's Web site, provides a detailed overview of the complaint process and associated confidentiality provisions.

