SLS 10RS-955 ORIGINAL

Regular Session, 2010

SENATE BILL NO. 531

BY SENATOR CLAITOR

CIVIL PROCEDURE. Creates State Spending Programs Integrity Act authorizing actions and qui tam actions for certain matters. (8/15/10)

1	AN ACT
2	To enact Chapter 22-A of Title 39 of the Louisiana Revised Statutes of 1950, comprised of
3	R.S. 39:2165 through 2165.10, relative to actions and qui tam actions; to authorize
4	actions and qui tam actions for certain matters related to public entities and spending
5	programs; to provide definitions, terms, procedures, conditions, and requirements;
6	to provide relative to damages and awards; and to provide for related matters.
7	Be it enacted by the Legislature of Louisiana:
8	Section 1. Chapter 22-A of Title 39 of the Louisiana Revised Statutes of 1950,
9	comprised of R.S. 39:2165 through 2165.10, is hereby enacted to read as follows:
10	CHAPTER 22-A. STATE SPENDING PROGRAMS INTEGRITY ACT
11	§2165. Short title
12	This Chapter may be cited as the "State Spending Programs Integrity
13	<u>Act''.</u>
14	§2165.1. Legislative intent and purpose
15	The legislature intends the attorney general and private citizens of
16	Louisiana to be agents of this state with the ability, authority, and resources to
17	pursue civil monetary penalties or other remedies to protect the fiscal and

1 programmatic integrity of state spending programs in Louisiana from persons 2 who engage in fraud, misrepresentation, abuse, or other ill practices, as set forth in this Chapter, and obtain funds, property, or other compensation to which 3 they are not entitled. 4 5 §2165.2. Definitions As used in this Chapter, the following terms shall have the following 6 7 meanings: 8 (1) "Claim" includes any request or demand, including any and all 9 documents or information required by federal or state law or by rule, made 10 against state program funds for payment. Each claim may be treated as a 11 separate claim or several claims may be combined to form one claim. (2) "False or fraudulent claim" means a claim which a person submits 12 13 knowing the claim to be false, fictitious, untrue, or misleading in regard to any material information. "False or fraudulent claim" shall include a claim which 14 is part of a pattern of incorrect submissions in regard to material information 15 or which is otherwise part of a pattern in violation of applicable federal or state 16 17 law or rule. (3) "Knowing" or "knowingly" means that the person has actual 18 19 knowledge of the information or acts in deliberate ignorance or reckless disregard of the truth or falsity of the information. 20 21 (4) "Misrepresentation" means the knowing failure to truthfully or fully 22 disclose any and all information required, or the concealment of any and all information or the making of a false or misleading statement to any local, state, 23 24 or federal agency for the purpose of obtaining funds, property, use of property, 25 or other compensation from state spending programs. 26 (5) "Person" means a natural person or a juridical person. 27 (6) "Property" means any and all property, movable and immovable, 28 corporeal and incorporeal.

(7) "Recovery" means the recovery of overpayments, damages, fines,

1 penalties, costs, expenses, restitution, attorney fees, interest, or settlement 2 amounts 3 (8) "State spending program" means a program under which funds are expended by a department or other public entity for contracts or projects, 4 5 including but not limited to, contract or project awards made under the state public bid law or state procurement law, projects for the construction or 6 7 maintenance of, or improvements to, highways or other public facilities, 8 contracts for professional services, and other contracts for services, materials 9 or supplies whether let by bid or otherwise awarded. It shall not include any 10 matter specifically subject to other qui tam action by law, including qui tam 11 actions on behalf of hurricane relief programs and on behalf of medical 12 assistance programs. 13 §2165.3. False or fraudulent claim; misrepresentation 14 A. No person shall knowingly present or cause to be presented a false or 15 fraudulent claim for funds, property, use of property, or other compensation from a state spending program. 16 17 B. No person shall knowingly engage in misrepresentation to obtain, or attempt to obtain, funds, property, use of property, or other compensation from 18 19 a state spending program. 20 C. No person shall conspire to defraud, or attempt to defraud, a state 21 spending program through misrepresentation or by obtaining, or attempting to 22 obtain, payment, goods or other compensation that he is not authorized to 23 receive. 24 D. No person shall knowingly make, use, or cause to be made or used a 25 false, fictitious, or misleading statement on any form or document for the 26 purpose of receiving any funds, property, use of property, or other

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receive.

compensation from a state spending program that he is not authorized to

or may be combined into one violation at the option of the attorney general. 1 2 F. No action brought pursuant to this Section shall be instituted later 3 than ten years after the date upon which the alleged violation occurred; however, the action shall be instituted within one year of when the attorney 4 5 general knew that the prohibited conduct occurred. §2165.4. Civil actions authorized 6 7 A. In addition to any other civil, criminal, or administrative action 8 authorized by law, the attorney general may institute a civil action in the courts 9 of this state to seek recovery from persons who violate the provisions of this 10 Chapter. 11 B. An action to recover costs, expenses, fees, and attorney fees shall be 12 ancillary to, and shall be brought and heard in the same court as, the civil action 13 brought under the provision of Subsection A of this Section. 14 C.(1) A prevailing defendant may only seek recovery for costs, expenses, fees, and attorney fees if the court finds, following a contradictory hearing, that 15 either of the following apply: 16 17 (a) The action was instituted by the attorney general pursuant to Subsection A of this Section after it should have been determined by the 18 19 attorney general to be frivolous, vexatious, or brought primarily for the purpose 20 of harassment. 21 (b) The attorney general proceeded with the action instituted pursuant 22 to Subsection A of this Section after it should have been determined by the 23 attorney general that proceeding would be frivolous, vexatious, or for the 24 purpose of harassment. (2) Recovery awarded to a prevailing defendant shall be awarded only 25 26 for those reasonable, necessary, and proper costs, expenses, fees, and attorney 27 fees actually incurred by the prevailing defendant. 28 D. An action to recover costs, expenses, fees, and attorney fees may be

brought no later than sixty days after the rendering of judgment by the district

court, unless the district court decision is appealed. If the district court decision is appealed, such action may be brought no later than sixty days after the rendering of the final opinion on appeal by the court of appeal or, if applicable, by the supreme court.

§2165.5. Damages; fines; penalties; interest

A. Actual damages incurred as a result of a violation of the provisions of this Chapter shall be recovered only once on behalf of the state spending program and shall not be waived by the court. Actual damages shall equal the difference between the amounts received by the person from the state spending program and the amounts that the person would have received had not a violation of this Chapter occurred plus interest at the maximum rate of legal interest provided by R.S. 13:4202 from the date the damage occurred to the date of repayment.

B. Except as limited by this Section, any person who is found to have violated any provision of this Chapter shall be subject to a civil fine in an amount not to exceed three times the amount of actual damages sustained by the state spending program as a result of the violation.

C. In addition to any other penalty or fine imposed herein, any person who is found to have violated any provision of this Chapter shall be subject to a civil monetary penalty of not more than ten thousand dollars for each false or fraudulent claim, misrepresentation, illegal remuneration, or other act prohibited by this Chapter.

D. Costs, expenses, fees, and attorney fees. (1) Any person who is found to have violated this Chapter shall be liable for all costs, expenses, and fees related to investigations and proceedings associated with the violation, including attorney fees.

(2) All awards of costs, expenses, fees, and attorney fees are subject to review by the court using a reasonable, necessary, and proper standard of review.

of who provided the information.

1	E.(1) A person who is or was a public employee or public official or a
2	person who is or was acting on behalf of the state shall not bring a qui tam
3	action if the person has or had a duty or obligation to report, investigate, or
4	pursue allegations of wrongdoing or misconduct by persons receiving funds
5	pursuant to a state spending program.
6	(2) A person who is or was a public employee or public official or a
7	person who is or was acting on behalf of the state shall not bring a qui tam
8	action if the person has or had access to records of the state through the normal
9	course and scope of his employment or other relationship with the state.
10	F. No employer of a qui tam plaintiff shall discharge, demote, suspend,
11	threaten, harass, or discriminate against a qui tam plaintiff at any time arising
12	out of the fact that the qui tam plaintiff brought an action pursuant to this
13	Chapter unless the court finds that the qui tam plaintiff has instituted or
14	proceeded with an action that is frivolous, vexatious, or harassing.
15	G. The court shall allow the attorney general to intervene and proceed
16	with the qui tam action in the district court at any time during the qui tam
17	action proceedings.
18	H. Notwithstanding any other law to the contrary, a qui tam complaint
19	and information filed with the attorney general shall not be subject to discovery
20	or become public record until judicial service of the qui tam action is made on
21	any of the defendants, except that the information contained therein may be
22	given to other governmental entities or their authorized agents for review and
23	investigation. Such entities and their authorized agents shall maintain the
24	confidentiality of the information provided to them under this Subsection.
25	§2165.7. Qui tam action procedures
26	A. The following procedures shall be applicable to a qui tam action:
27	(1) The complaint shall be captioned: "State Spending Program Ex Rel.:
28	[insert name of qui tam plaintiff(s)] v. [insert name of defendant(s)]".
29	(2)(a) A copy of the qui tam complaint and written disclosure of

1 substantially all material evidence and information each qui tam plaintiff 2 possesses shall be filed with the attorney general. 3 (b) The qui tam complaint and written disclosure of substantially all material evidence and information shall be filed with the attorney general 4 5 within one year of the date the qui tam plaintiff knew or should have known of the information forming the basis of the complaint. No qui tam action shall be 6 7 instituted by a qui tam plaintiff if he fails to timely file a complaint with the 8 attorney general. 9 (3)(a) At least thirty days after filing with the attorney general, the qui 10 tam complaint and information may be filed with the appropriate state district 11 court. On the same date as the qui tam action is filed, the qui tam plaintiff shall 12 serve the attorney general with notice of the filing. 13 (b) If more than one qui tam action arising out of the same information and allegations is filed, the court shall dismiss all qui tam actions where the 14 complaint and information filed with the attorney general were filed thirty days 15 or more after the first qui tam complaint and information which serve as the 16 17 basis for the alleged violation were filed with the attorney general. (4)(a) The complaint and information filed with the court shall be made 18 19 under seal, shall remain under seal for at least ninety days from the date of 20 filing, and shall be served on the defendant when the seal is removed. 21 (b) For good cause shown, the attorney general may request one 22 extension of the ninety-day time period for the complaint and information to 23 remain under seal and unserved on the defendant. This request shall be 24 supported by affidavit or other submission in camera and under seal. B.(1) If the attorney general elects to intervene in the action, the attorney 25 26 general shall not be bound by any act of a qui tam plaintiff. The attorney 27 general shall control the qui tam action proceedings on behalf of the state and 28 the qui tam plaintiff may continue as a party to the action.

(2) The qui tam plaintiff and his counsel shall cooperate fully with the

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(3) If requested by the attorney general and notwithstanding the objection of the qui tam plaintiff, the court may dismiss the qui tam action provided the qui tam plaintiff has been notified by the attorney general of the filing of the motion to dismiss and the court has provided the qui tam plaintiff a contradictory hearing on the motion.

(4) If the attorney general does not intervene, the qui tam plaintiff may

(4) If the attorney general does not intervene, the qui tam plaintiff may proceed with the qui tam action unless the attorney general shows that proceeding would adversely affect the prosecution of any pending criminal actions or criminal investigations into the activities of the defendant. Such a showing shall be made to the court in camera and neither the qui tam plaintiff or the defendant shall be informed of the information revealed in camera. In which case, the qui tam action shall be stayed for no more than one year.

(5) If the qui tam plaintiff objects to a settlement of the qui tam action proposed by the attorney general, the court may authorize the settlement only after a hearing to determine whether the proposed settlement is fair, adequate, and reasonable under the circumstances.

C. If a qui tam plaintiff fails to comply with any provision of this Chapter, after a contradictory hearing, the court may dismiss the qui tam plaintiff on its own motion or on motion made by the attorney general.

D. A defendant shall have thirty days from the time a qui tam complaint is served on him to file a responsive pleading.

E. The qui tam plaintiff and the defendant shall serve all pleadings and papers filed, as well as discovery, in the qui tam action on the attorney general.

F.(1) Whether or not the attorney general proceeds with the action, upon showing by the attorney general that certain actions of discovery by the qui tam plaintiff or defendant would interfere with a criminal or civil investigation or proceeding arising out of the same facts, the court shall stay the discovery for a period of not more than ninety days.

1	(2) Upon a further showing that federal or state authorities have pursued
2	the criminal or civil investigation or proceeding with reasonable diligence and
3	any proposed discovery in the qui tam action would unduly interfere with the
4	criminal or civil investigation or proceeding, the court may stay the discovery
5	for an additional period, not to exceed one year.
6	(3) Such showings shall be conducted in camera and neither the
7	defendant nor the qui tam plaintiff shall be informed of the information
8	presented to the court.
9	(4) If discovery is stayed pursuant to this Subsection, the trial and any
10	motion for summary judgment in the qui tam action shall likewise be stayed.
11	§2165.8. Administrative or civil action
12	Notwithstanding any other provision of this Chapter, the attorney
13	general may elect to pursue an administrative or civil action against a qui tam
14	defendant through any alternative remedy available to the attorney general.
15	§2165.9. Recovery awarded to a qui tam plaintiff
16	A.(1) Except as provided by Subsection D of this Section and Paragraph
17	(3) of this Subsection, if the attorney general intervenes in the action brought
18	by a qui tam plaintiff, the qui tam plaintiff shall receive at least ten percent, but
19	not more than twenty percent, of actual damages and civil fines awarded by the
20	court.
21	(2) In making a determination of award to the qui tam plaintiff, the court
22	shall consider the extent to which the qui tam plaintiff substantially contributed
23	to investigations and proceedings related to the qui tam action.
24	(3) If the court finds the allegations in the qui tam action to be based
25	primarily on disclosures of specific information other than information
26	provided by the qui tam plaintiff, the court may award less than ten percent of
27	actual damages and civil fines awarded by the court, exclusive of the civil
28	monetary penalty provided in R.S. 39:2165.5(C), taking into account the

significance of the information and the role of the qui tam plaintiff in advancing

the qui tam action to judgment or settlement.

B. Except as provided by Subsection D of this Section, if the attorney general does not intervene in the qui tam action, the qui tam plaintiff shall receive an amount, not to exceed thirty percent of actual damages, civil fines, and the civil monetary penalty provided for in R.S. 39:2165.5(C), which the court decides is reasonable for the qui tam plaintiff pursuing the action to judgment or settlement.

C.(1) In addition to all other recovery to which he is entitled and if he prevails in the qui tam action, the qui tam plaintiff shall be entitled to an award against the defendant for costs, expenses, fees, and attorney fees, subject to review by the court using a reasonable, necessary, and proper standard of review.

(2) If the attorney general does not intervene and the qui tam plaintiff conducts the action, the court shall award costs, expenses, fees, and attorney fees to a prevailing defendant if the court finds that the allegations made by the qui tam plaintiff were meritless or brought primarily for the purposes of harassment. A finding by the court that qui tam allegations were meritless or brought primarily for the purposes of harassment may be used by the prevailing defendant in the qui tam action or any other civil proceeding to recover losses or damages sustained as a result of the qui tam plaintiff filing and pursuing such a qui tam action.

D. Whether or not the attorney general intervenes, if the court finds that the action was brought by a person who participated in the violation which is the subject of the action, then the court may, to the extent the court considers appropriate, reduce the share of the proceeds of the action which the qui tam plaintiff would otherwise receive under Subsection A or B of this Section, taking into account the role that the qui tam plaintiff played in advancing the case to judgment or settlement and any relevant circumstances pertaining to the qui tam plaintiff's participation in the violation. A person who planned the violation

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E. When more than one party serves as a qui tam plaintiff, the share of recovery each receives shall be determined by the court. In no case, however, shall the total award to multiple qui tam plaintiffs be greater than the total award allowed to a single qui tam plaintiff under Subsection A or B of this Section.

F. In no instance shall the attorney general or the state be liable for any costs, expenses, fees, or attorney fees incurred by the qui tam plaintiff or for any award entered against the qui tam plaintiff.

G. The percentage of the share awarded to or settled for by the qui tam plaintiff shall be determined using the total amount of the award. However, the total amount of funds lost from the state spending program must be made whole through the payment of any and all actual damages prior to the disbursement of any funds related to the percentage of the damages to be received by the qui tam plaintiff.

§2165.10. Whistleblower protection and cause of action

A. No employee shall be discharged, demoted, suspended, threatened, harassed, or discriminated against in any manner in the terms and conditions of his employment because of any lawful act engaged in by the employee or on behalf of the employee in furtherance of any action taken pursuant to this Chapter in regard to a person from whom recovery is or could be sought. Such an employee may seek any and all relief for his injury to which he is entitled under state or federal law.

B. No individual shall be threatened, harassed, or discriminated against in any manner by a business organization, government agency, or other person because of any lawful act engaged in by the individual or on behalf of the individual in furtherance of any action taken pursuant to this Chapter in regard to a person from whom recovery is or could be sought. Such an individual may seek any and all relief for his injury to which he is entitled under state or federal SLS 10RS-955

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2	C.(1) An employee of a private entity may bring his action for relief
3	against his employer in the same court as the action or actions were brought
4	pursuant to this Chapter.
5	(2) A person aggrieved of a violation of Subsection A or B of this Section
5	shall be entitled to treble damages.
7	D. A qui tam plaintiff shall not be entitled to recovery pursuant to this
3	Section if the court finds that the qui tam plaintiff instituted or proceeded with
)	an action that was frivolous, vexatious, or harassing.

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The original instrument and the following digest, which constitutes no part of the legislative instrument, were prepared by Jerry G. Jones.

DIGEST

Proposed law creates State Spending Programs Integrity Act authorizing certain actions and qui tam actions.

<u>Proposed law</u> provides certain findings. Provides that the legislature intends the attorney general and private citizens of Louisiana to be agents of this state with the ability, authority, and resources to pursue civil monetary penalties or other remedies to protect the fiscal and programmatic integrity of state spending programs in Louisiana from persons who engage in fraud, misrepresentation, abuse, or other ill practices, and obtain funds, property, or other compensation to which they are not entitled.

<u>Proposed law</u> provides definitions. Provides that "state spending program" means a program under which funds are expended by a department or other public entity for contracts or projects, including but not limited to, contract or project awards made under the state public bid law or state procurement law, projects for the construction or maintenance of, or improvements to, highways or other public facilities, contracts for professional services, and other contracts for services, materials or supplies whether let by bid or otherwise awarded. It shall not include any matter specifically subject to other qui tam action by law, including qui tam actions on behalf of hurricane relief programs and on behalf of medical assistance programs.

<u>Proposed law</u> provides that no person shall knowingly present or cause to be presented a false or fraudulent claim for funds, property, use of property, or other compensation from a state spending program; that no person shall knowingly engage in misrepresentation to obtain, or attempt to obtain, funds, property, use of property, or other compensation from a state spending program; that no person shall conspire to defraud, or attempt to defraud, a spending program through misrepresentation or by obtaining, or attempting to obtain, payment that he is not authorized to receive; and that no person shall knowingly make, use, or cause to be made or used a false, fictitious, or misleading statement on any form or document for the purpose of receiving any funds, property, use of property, or other compensation from a state spending program that he is not authorized to receive.

Proposed law provides that in addition to any other civil, criminal, or administrative action authorized by law, the attorney general may institute a civil action in the courts of this state to seek recovery from persons who violate the provisions of the proposed law.

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Proposed law provides relative to recovery of damages, costs, expenses, fees, and attorney fees, including recovery by the defendant if the court determines the action was frivolous.

<u>Proposed law</u> further provides that, subject to certain limitations, a person who is found to have violated the proposed law shall be subject to a civil fine in an amount not to exceed three times the amount of actual damages sustained by the state spending programs as a result of the violation, and a civil monetary penalty of not more than ten thousand dollars for each false or fraudulent claim, misrepresentation, illegal remuneration, or other act prohibited by the proposed law.

<u>Proposed law</u> further provides that a private person may institute a civil action to seek recovery on behalf of state spending programs and himself, except for the civil monetary penalty provided, for a violation of the proposed law. The institutor shall be known as a "qui tam plaintiff" and the civil action shall be known as a "qui tam action".

Proposed law provides that a qui tam plaintiff shall be an original source of the information which serves as the basis for the alleged violation. More than one person may serve as a qui tam plaintiff in a qui tam action arising out of the same information and allegations provided each person qualifies as an original source.

<u>Proposed law</u> provides that no court shall have jurisdiction over a qui tam action based upon a disclosure of allegations or transactions in a criminal, civil, or administrative hearing or as the result of disclosure of a governmental audit report, investigation, or hearing unless the person bringing the action is an original source of the information.

Proposed law provides that no court shall have jurisdiction over a qui tam action based upon a disclosure through the media unless the person bringing the action is an original source of the information and that fact is confirmed by a person with knowledge of who provided the information.

<u>Proposed law</u> provides that a person who is or was a public employee or public official or a person who is or was acting on behalf of the state shall not bring a qui tam action if the person has or had a duty or obligation to report, investigate, or pursue allegations of wrongdoing or misconduct by persons receiving funds from state spending programs.

Proposed law provides that a person who is or was a public employee or public official or a person who is or was acting on behalf of the state shall not bring a qui tam action if the person has or had access to records of the state through the normal course and scope of his employment or other relationship with the state.

<u>Proposed law</u> provides that no employer of a qui tam plaintiff shall discharge, demote, suspend, threaten, harass, or discriminate against a qui tam plaintiff at any time arising out of the fact that the qui tam plaintiff brought an action under the proposed law unless the court finds that the qui tam plaintiff has instituted or proceeded with an action that is frivolous, vexatious, or harassing.

Proposed law provides that the court shall allow the attorney general to intervene and proceed with the qui tam action in the district court at any time during the qui tam action proceedings. Also provides that a qui tam complaint and information filed with the attorney general shall not be subject to discovery or become public record until judicial service of the qui tam action is made on any of the defendants, except that the information contained therein may be given to other governmental entities or their authorized agents for review and investigation.

Proposed law provides qui tam action procedures.

<u>Proposed law</u> provides that, subject to certain limitations, if the attorney general intervenes in the action brought by a qui tam plaintiff, the qui tam plaintiff shall receive at least 10%

percent, but not more than 20%, of actual damages and civil fines awarded by the court. The court may award less if it finds the action to be based primarily on disclosures of specific information other than information provided by the qui tam plaintiff. If the attorney general does not intervene in the action, the court may award up to 30% of damages. Also provides for award of costs, expenses, fees, and attorney fees. Further provides for the making whole of the state spending program.

<u>Proposed law</u> further provides that a qui tam plaintiff shall not be entitled to recovery if the court finds that the plaintiff instituted or proceeded with an action that was frivolous, vexatious, or harassing. Provides for recovery by the defendant against a qui tam plaintiff under certain circumstances. Also provides that in no instance shall the attorney general or the state be liable for any costs, expenses, fees, or attorney fees incurred by the qui tam plaintiff or for any award entered against the qui tam plaintiff.

<u>Proposed law</u> provides that no employee shall be discharged, demoted, suspended, threatened, harassed, or discriminated against in any manner in the terms and conditions of his employment because of any lawful act engaged in by the employee or on behalf of the employee in furtherance of any action taken pursuant to the <u>proposed law</u> in regard to a person from whom recovery is or could be sought. Such an employee may seek any and all relief for his injury to which he is entitled under state or federal law.

<u>Proposed law</u> provides that no individual shall be threatened, harassed, or discriminated against in any manner by a business organization, government agency, or other person because of any lawful act engaged in by the individual or on behalf of the individual in furtherance of any action taken pursuant to the proposed law in regard to a person from whom recovery is or could be sought. Such an individual may seek any and all relief for his injury to which he is entitled under state or federal law.

<u>Proposed law</u> provides that an employee of a private entity may bring his action for relief against his employer in the same court as the action or actions were brought pursuant to the proposed law. Further provides for treble damages. Also provides for no recovery if court finds action was frivolous, vexatious, or harassing.

Effective August 15, 2010.

(Adds R.S. 39:2165 - 2165.10)