## **Senator Scott K. Jenkins** proposes the following substitute bill:

1	GOVERNMENT LAW CHANGES
2	2007 GENERAL SESSION
3	STATE OF UTAH
4	Chief Sponsor: Sheldon L. Killpack
5	House Sponsor:
6	
7	LONG TITLE
8	General Description:
9	This bill modifies provisions in the Lobbyist Disclosure and Regulation Act, the Utah
10	Public Officers' and Employees' Ethics Act, and the campaign finance requirements of
11	the Election Code.
12	Highlighted Provisions:
13	This bill:
14	<ul> <li>requires that officeholders file annual campaign finance summary reports;</li> </ul>
15	<ul><li>provides and modifies definitions;</li></ul>
16	<ul> <li>removes reporting exemptions from certain travel, lodging, and meal expense</li> </ul>
17	reimbursements;
18	<ul> <li>clarifies disclosure requirements for public officials, elected officials of local</li> </ul>
19	governments, and certain state employees under the Lobbyist Disclosure and
20	Regulation Act;
21	<ul> <li>requires that financial expenditure reports be filed on a quarterly schedule;</li> </ul>
22	<ul> <li>requires that lobbyists file quarterly expense reports even when no expenses have</li> </ul>
23	been made;
24	<ul> <li>requires that lobbyists and principals be subject to reporting requirements until they</li> </ul>
25	cease lobbying;



26	<ul><li>requires that details be reported on gifts valued at over \$3;</li></ul>
27	<ul> <li>establishes conflict of interest standards for lobbyists;</li> </ul>
28	<ul> <li>modifies a provision in the Public Officers' and Employees' Ethics Act; and</li> </ul>
29	<ul><li>makes technical changes.</li></ul>
30	Monies Appropriated in this Bill:
31	None
32	Other Special Clauses:
33	This bill coordinates with H.B. 62, Lobbyist Disclosure Technical Amendments, by
34	providing superseding amendments.
35	<b>Utah Code Sections Affected:</b>
36	AMENDS:
37	20A-11-401, as last amended by Chapter 355, Laws of Utah 1997
38	<b>36-11-102</b> , as last amended by Chapter 13, Laws of Utah 1998
39	<b>36-11-201</b> , as last amended by Chapter 27, Laws of Utah 2003
40	67-16-5, as last amended by Chapter 25, Laws of Utah 2005
41	ENACTS:
42	<b>36-11-306</b> , Utah Code Annotated 1953
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44	Be it enacted by the Legislature of the state of Utah:
45	Section 1. Section 20A-11-401 is amended to read:
46	20A-11-401. Officeholder financial reporting requirements Year-end summary
47	report.
48	(1) (a) Each officeholder shall file a summary report by January 5 of [the year after the
49	regular general election] each year.
50	(b) An officeholder that is required to file a summary report both as an officeholder and
51	as a candidate for office under the requirements of this chapter may file a single summary
52	report as a candidate and an officeholder, provided that the combined report meets the
53	requirements of:
54	(i) this section; and
55	(ii) the section that provides the requirements for the summary report that must be filed
56	by the officeholder in the officeholder's capacity of a candidate for office.

57	(2) (a) Each summary report shall include the following information as of December 31
58	of the last [regular general election] year:
59	(i) the net balance of the last summary report, if any;
60	(ii) a single figure equal to the total amount of receipts received since the last summary
61	report, if any:
62	(iii) a single figure equal to the total amount of expenditures made since the last
63	summary report, if any;
64	[(ii)] (iv) a detailed listing of each contribution and public service assistance received
65	since the last summary report;
66	[(iii)] (v) for each nonmonetary contribution, the fair market value of the contribution;
67	[(iv)] (vi) a detailed listing of each expenditure made since the last summary report;
68	[(v)] (vii) for each nonmonetary expenditure, the fair market value of the expenditure;
69	and
70	[(vi)] (viii) a net balance for the year consisting of the net balance from the last
71	summary report plus all receipts minus all expenditures.
72	(b) (i) For all individual contributions or public service assistance of \$50 or less, a
73	single aggregate figure may be reported without separate detailed listings.
74	(ii) Two or more contributions from the same source that have an aggregate total of
75	more than \$50 may not be reported in the aggregate, but shall be reported separately.
76	(c) In preparing the report, all receipts and expenditures shall be reported as of
77	December 31 of the [last regular general election] previous calendar year.
78	(3) The summary report shall contain a paragraph signed by the officeholder certifying
79	that, to the best of the officeholder's knowledge, all receipts and all expenditures have been
80	reported as of December 31 of the [last regular general election] previous calendar year and
81	that there are no bills or obligations outstanding and unpaid except as set forth in that report.
82	Section 2. Section <b>36-11-102</b> is amended to read:
83	<b>36-11-102.</b> Definitions.
84	As used in this chapter:
85	(1) "Aggregate daily expenditures" means the total expenditures made within a 24-hour
86	period.
<b>97</b>	(2) "Executive action" means:

88	(a) nominations and appointments by the governor;
89	(b) the proposal, drafting, amendment, enactment, or defeat by a state agency of any
90	rule made in accordance with Title 63, Chapter 46a, Utah Administrative Rulemaking Act; and
91	(c) agency ratemaking proceedings.
92	(3) (a) "Expenditure" means any of the items listed in this Subsection when given to or
93	for the benefit of a public official or [his] the public official's immediate family:
94	(i) a purchase, payment, distribution, loan, gift, advance, deposit, subscription,
95	forbearance, services, or goods, unless consideration of equal or greater value is received; and
96	(ii) a contract, promise, or agreement, whether or not legally enforceable, to provide
97	any of the items listed in Subsection (3)(a)(i).
98	(b) "Expenditure" does not mean:
99	(i) a commercially reasonable loan made in the ordinary course of business;
100	(ii) a campaign contribution reported in accordance with Title 20A, Chapter 11,
101	[Corrupt Practices in Elections] Campaign and Financial Reporting Requirements;
102	(iii) printed informational material that is related to the performance of the recipient's
103	official duties;
104	(iv) a devise or inheritance;
105	(v) any item listed in Subsection (3)(a) if given by a relative;
106	(vi) a modest item of food or refreshment such as a beverage or pastry offered other
107	than as part of a meal, the value of which does not exceed \$3;
108	(vii) a greeting card or other item of little intrinsic value that is intended solely for
109	presentation; <u>or</u>
110	[(viii) plaques, commendations, or awards; or]
111	[(ix) reimbursement of reasonable expenses for or providing travel, lodging, or meals
112	to a public official when:
113	[(A) those expenses are directly related to the public official's attendance and
114	participation in a regularly scheduled meeting of an organization, association, or group; and]
115	[(B) that organization, association, or group pays or provides those expenses.]
116	(viii) a plaque, commendation, or award that:
117	(I) does not consist of cash;
118	(II) is presented public; and

119	(III) does not exceed \$50 in value;
120	(4) (a) "Government officer" means:
121	(i) an individual elected to a position in state or local government, when acting within
122	his official capacity; or
123	(ii) an individual appointed to or employed in a full-time position by state or local
124	government, when acting within the scope of his employment.
125	(b) "Government officer" does not mean a member of the legislative branch of state
126	government.
127	(5) "Immediate family" means a spouse, a child residing in the household, or an
128	individual claimed as a dependent for tax purposes.
129	(6) "Interested person" means an individual defined in Subsections (9)(b)(ii) and
130	[ <del>(viii)</del> ] <u>(vii)</u> .
131	(7) "Legislative action" means:
132	(a) bills, resolutions, amendments, nominations, and other matters pending or proposed
133	in either house of the Legislature or its committees or requested by a legislator; and
134	(b) the action of the governor in approving or vetoing legislation.
135	(8) "Lobbying" means communicating with a public official for the purpose of
136	influencing the passage, defeat, amendment, or postponement of legislative or executive action.
137	(9) (a) "Lobbyist" means:
138	(i) an individual who is employed by a principal; or
139	(ii) an individual who contracts for economic consideration, other than reimbursement
140	for reasonable travel expenses, with a principal to lobby a public official.
141	(b) "Lobbyist" does not include:
142	[(i) a public official while acting in his official capacity on matters pertaining to his
143	office or a state employee while acting within the scope of his employment;]
144	(i) a member or employee of the legislative branch of government;
145	(ii) any person appearing at, or providing written comments to, a hearing conducted in
146	accordance with Title 63, Chapter 46a, Utah Administrative Rulemaking Act or Title 63,
147	Chapter 46b, Administrative Procedures Act;
148	(iii) any person participating on or appearing before an advisory or study task force,
149	commission, board, or committee, constituted by the Legislature or any agency or department

150	of state government, except legislative standing, appropriation, or interim committees;
151	(iv) a representative of a political party;
152	(v) an individual representing a bona fide church solely for the purpose of protecting
153	the right to practice the religious doctrines of the church unless the individual or church makes
154	an expenditure that confers a benefit on a public official;
155	(vi) a newspaper, television station or network, radio station or network, periodical of
156	general circulation, or book publisher for the purpose of publishing news items, editorials,
157	other comments, or paid advertisements that directly or indirectly urge legislative or executive
158	action; or
159	[(vii) an elected official of a local government while acting within the scope of his
160	official capacity on matters pertaining to his office or an employee of a local government while
161	acting within the scope of his employment; or]
162	[(viii)] (vii) an individual who appears on his own behalf before a committee of the
163	Legislature or an executive branch agency solely for the purpose of testifying in support of or
164	in opposition to legislative or executive action.
165	(10) "Person" includes individuals, bodies politic and corporate, partnerships,
166	associations, and companies.
167	(11) "Principal" means a person who employs [a lobbyist] an individual to perform
168	lobbying either as an employee or as an independent contractor.
169	(12) "Public official" means:
170	(a) a member of the Legislature;
171	(b) an individual elected to a position in the executive branch; or
172	(c) an individual appointed to or employed in the executive or legislative branch if that
173	individual:
174	(i) occupies a policymaking position or makes purchasing or contracting decisions;
175	(ii) drafts legislation or makes rules;
176	(iii) determines rates or fees; or
177	(iv) makes adjudicative decisions.
178	(13) "Quarterly reporting period" means the three-month period covered by each
179	financial report required under Subsection 36-11-201(2)(a)(i).
180	[(13)] (14) "Related person" means any person, or agent or employee of a person, who

181	knowingly and intentionally assists a lobbyist, principal, or government officer in lobbying.
182	[(14)] (15) "Relative" means a spouse, child, parent, grandparent, grandchild, brother,
183	sister, parent-in-law, brother-in-law, sister-in-law, nephew, niece, aunt, uncle, first cousin, or
184	spouse of any of these individuals.
185	Section 3. Section <b>36-11-201</b> is amended to read:
186	36-11-201. Lobbyist, principal, and government officer financial reporting
187	requirements Prohibition for related person to make expenditures.
188	(1) As used in this section, "public official type" means a notation to identify whether
189	the public official is:
190	(a) a member of the Legislature;
191	(b) an individual elected to a position in the executive branch;
192	(c) an individual appointed to or employed in a position in the legislative branch who
193	meets the definition of public official in Section 36-11-102; or
194	(d) an individual appointed to or employed in a position in the executive branch who
195	meets the definition of public official in Section 36-11-102.
196	(2) (a) (i) Each lobbyist, principal, and government officer that makes an expenditure,
197	as defined by Section 36-11-102, during any of the following quarterly reporting periods shall
198	file [an annual] a quarterly financial report with the lieutenant governor on [January 10 of each
199	year or] the following dates:
200	(A) April 10, for the period of January 1 through March 31;
201	(B) July 10, for the period of April 1 through June 30;
202	(C) October 10, for the period of July 1 through September 30; and
203	(D) January 10, for the period of October 1 through December 31 of the previous year.
204	(ii) If the due date for a financial report falls on a Saturday, Sunday, or legal holiday,
205	the report shall be considered to be due on the next succeeding business day [if January 10 falls
206	on a Saturday, Sunday, or legal holiday].
207	(iii) The report shall be considered timely filed if postmarked on its due date.
208	[(ii)] (iv) The report shall disclose expenditures made to benefit public officials or
209	members of their immediate families as provided in this section.
210	[(iii) If] (v) (A) Notwithstanding Subsection (2)(a)(i), a lobbyist shall file a quarterly
211	financial report whether or not the lobbyist has made [no expenditures since the last

212	expenditure reported on the last report filed,] an expenditure during the quarterly reporting
213	period.
214	(B) If the lobbyist has made no expenditures during the quarterly reporting period, the
215	lobbyist shall file a quarterly financial report listing the amount of expenditures as "none."
216	(C) The report shall be filed in accordance with the dates specified under Subsections
217	(2)(a)(i) and (ii).
218	(b) The [January 10] quarterly financial report shall contain:
219	(i) (A) the total amount of expenditures made to benefit public officials during the last
220	[calendar year] quarterly reporting period; and
221	(B) the total amount of expenditures made to benefit public officials by public official
222	type during the last [calendar year] quarterly reporting period;
223	(ii) (A) the total travel expenditures that the lobbyist, principal, or government officer
224	made to benefit public officials and their immediate families during the [last calendar year;
225	and] quarterly reporting period;
226	(B) the total travel expenditures that the lobbyist, principal, or government officer
227	made to benefit public officials and their immediate families, by public official type, during the
228	last [calendar year] quarterly reporting period; and
229	(C) a travel expenditure statement for the last quarterly reporting period that:
230	(I) describes the destination of each trip and its purpose;
231	(II) identifies the total amount of expenditures made to benefit each public official and
232	members of the public official's immediate family for each trip;
233	(III) names all individuals that took each trip;
234	(IV) identifies the public official type to which each public official belongs;
235	(V) provides the name and address of the organization that sponsored each trip; and
236	(VI) identifies specific expenditures for food, lodging, gifts, and sidetrips;
237	(iii) for each aggregate daily [expenditures] expenditure made during the quarterly
238	reporting period to benefit a public [officials or members of their] official or a member of the
239	public official's immediate [families] family that exceeds \$3 per person and that [are] is not
240	otherwise reportable under Subsection (2)(b)(ii):
241	[(A) when the amount does not exceed \$50 per person:]
242	[ <del>(I) the date of the expenditure:</del> ]

243	[(H) the purpose of the expenditure;]
244	[(III) the public official type to which each public official belongs; and]
245	[(IV) the total monetary worth of the benefit conferred on the public officials or
246	members of their immediate families;
247	[(B) when the amount exceeds \$50 per person:]
248	[(1)] (A) the date, location, and purpose of the event, activity, or expenditure;
249	[(H)] (B) the name of the public official or member of the public official's immediate
250	family who attended the event or activity or received the benefit of the expenditure;
251	[(III)] (C) the public official type to which each public official belongs; and
252	[(IV)] (D) the total monetary worth of the benefit conferred on the public official or
253	member of the public official's immediate family by the lobbyist, principal, or government
254	officer filing the financial report;
255	(iv) a list of each public official who was employed by the lobbyist, principal, or
256	government officer or who performed work as an independent contractor for the lobbyist,
257	principal, or government officer during the last year that details the nature of the employment
258	or contract;
259	(v) each bill or resolution by number and short title on behalf of which the lobbyist,
260	principal, or government officer made an expenditure to a public official for which a report is
261	required by this section, if any;
262	(vi) a description of each executive action on behalf of which the lobbyist, principal, or
263	government officer made an expenditure to a public official for which a report is required by
264	this section, if any; and
265	(vii) the general purposes, interests, and nature of the organization or organizations that
266	the lobbyist, principal, or government officer filing the report represents.
267	(c) In reporting expenditures under this section for events to which all legislators are
268	invited, each lobbyist, principal, and government officer:
269	(i) may not divide the cost of the event by the number of legislators who actually attend
270	the event and report that cost as an expenditure made to those legislators;
271	(ii) shall divide the total cost by the total number of Utah legislators and others invited
272	to the event and report that quotient as the amount expended for each legislator who actually
273	attended the event; and

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required by this section, if any; and

- 274 (iii) may not report any expenditure as made to a legislator who did not attend the 275 event. 276 (3) (a) As used in this Subsection (3): 277 (i) "Lobbyist group" means two or more lobbyists, principals, government officers, 278 [and] or any combination of lobbyists, principals, and government officers who each contribute 279 a portion of an expenditure made to benefit a public official or member of his immediate 280 family. 281 (ii) "Multiclient lobbyist" means a single lobbyist, principal, or government officer 282 who represents two or more clients and divides the aggregate daily expenditure made to benefit 283 a public official or member of his immediate family between two or more of those clients. 284 (b) When a lobbyist group combines to make aggregate daily expenditures to benefit 285 public officials or members of their immediate families, and the total aggregate daily 286 expenditure of the lobbyist group exceeds [\$50] \$3 per person, each member of the lobbyist 287 group shall disclose on the reports required by this section: 288 (i) the date, location, and purpose of the event, activity, or expenditure; 289 (ii) the name of the public official or member of the public official's immediate family 290 who attended the event or activity or received the benefit of the expenditure; 291 (iii) the public official type to which each public official belongs; 292 (iv) the total monetary worth of the benefit conferred on the public official or member 293 of the public official's immediate family by the lobbyist group [and]; 294 (v) the total monetary worth of the benefit conferred upon the public official or 295 member of the public official's immediate family by the lobbyist, principal, or government 296 officer filing the financial report; 297 [(v)] (vi) each bill or resolution by number and short title on behalf of which the 298 lobbyist, principal, or government officer made an expenditure to a public official for which a 299 report is required by this section, if any;
  - [(viii)] (viii) the general purposes, interests, and nature of the organization or organizations that the lobbyist, principal, or government officer filing the report represents.

[(vi)] (vii) a description of each executive action on behalf of which the lobbyist,

principal, or government officer made an expenditure to a public official for which a report is

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305 (c) When a multiclient lobbyist makes aggregate daily expenditures to benefit public 306 officials or members of their immediate families, and the sum of the total aggregate daily 307 expenditure for all of the lobbyist's clients exceeds [\$50] \$3 for a public official or family 308 member, the multiclient lobbyist shall, for each client, disclose on the reports required by this 309 section: 310 (i) the date, location, and purpose of the event, activity, or expenditure; 311 (ii) the name of the public official or member of the public official's immediate family 312 who attended the event or activity or received the benefit of the expenditure; 313 (iii) the public official type to which each public official belongs; 314 (iv) the total monetary worth of the benefit conferred on the public official or member 315 of the public official's immediate family by all clients [and]; 316 (v) the total monetary worth of the benefit conferred on the public official or member 317 of the public official's immediate family by the client upon whose behalf the report is filed; [(v)] (vi) each bill or resolution by number and short title on behalf of which the 318 319 lobbyist, principal, or government officer made an expenditure to a public official for which a 320 report is required by this section, if any; 321 [(vi)] (vii) a description of each executive action on behalf of which the lobbyist, 322 principal, or government officer made an expenditure to a public official for which a report is 323 required by this section, if any; and 324 [(viii)] (viii) the general purposes, interests, and nature of the organization or 325 organizations that the lobbyist, principal, or government officer filing the report represents. 326 (4) A related person may not, while assisting a lobbyist, principal, or government 327 officer in lobbying, make an expenditure that benefits a public official or member of the public 328 official's immediate family under circumstances which would otherwise fall within the 329 disclosure requirements of this chapter if the expenditure was made by the lobbyist, principal, 330 or government officer. 331 [(5) (a) Each lobbyist, principal, and government officer who makes expenditures 332 totaling \$50 or more to benefit public officials or members of their immediate families since 333 the date of the last financial report filed shall file a financial report with the lieutenant governor 334 on:

(i) the date ten days after the last day of each annual general session;

336	(ii) the date seven days before a regular general election; and
337	[(iii) the date seven days after the end of a special session or veto override session.]
338	[(b) (i) If any date specified in this Subsection (5) falls on a Saturday, Sunday, or legal
339	holiday, the report is due on the next business day or on the next succeeding business day, if
340	the due date falls on a Saturday, Sunday, or legal holiday.]
341	[(ii) The report shall be considered timely filed if it is postmarked on its due date.]
342	[(c) Each report shall contain a listing of all expenditures made since the last
343	expenditure reported on the last report filed in the form specified in Subsection (2)(b) and,
344	when applicable, Subsection (3).]
345	[(d) In preparing each financial report, all expenditures shall be reported as of five days
346	before the required filing date of the report.]
347	[(6)] (5) Each quarterly financial report filed by a lobbyist shall contain a certification
348	that the information provided in the report is true, accurate, and complete to the lobbyist's best
349	knowledge and belief.
350	[ <del>(7)</del> ] <u>(6)</u> The lieutenant governor shall:
351	(a) develop preprinted suggested forms for all statements required by this section; and
352	(b) make copies of the forms available to each person who requests them.
353	[(8)] (7) (a) Each lobbyist and each principal shall continue to file the quarterly
354	financial reports required by this section [until the lobbyist or principal has filed the report due
355	on the first January 10 that is more than 12 months after the date that the lobbyist surrenders,]
356	until the lobbyist or principal files a statement with the lieutenant governor that:
357	(i) states:
358	(A) for a lobbyist, that the lobbyist has ceased lobbying activities; or
359	(B) for a principal, that the principal no longer employs an individual as a lobbyist;
360	(ii) in the case of a lobbyist, states that the lobbyist is surrendering the lobbyist's
361	license;
362	(iii) contains a listing, as required by this section, of all previously unreported
363	expenditures that have been made through the date of the statement; and
364	(iv) states that the lobbyist or principal will not make any additional expense that is not
365	disclosed on the statement unless the lobbyist or principal complies with the disclosure and
366	licensing requirements of this chapter.

367	(b) A lobbyist that fails to renew[5] the lobbyist's license or otherwise ceases to be
368	licensed[-] shall be required to file quarterly reports until the lobbyist files the statement
369	required by Subsection (7)(a).
370	Section 4. Section <b>36-11-306</b> is enacted to read:
371	36-11-306. Conflicts of interest.
372	(1) As used in this section, "conflict of interest" means a circumstance where:
373	(a) the representation of one principal or client will be directly adverse to another
374	principal or client; or
375	(b) there is a significant risk that the representation of one or more principals or clients
376	will be materially limited by the lobbyist's responsibilities to:
377	(i) another principal or client;
378	(ii) a former principal or client;
379	(iii) a third person; or
380	(iv) a personal interest of the lobbyist.
381	(2) Except as provided in Subsection (3), a lobbyist may not represent a principal or
382	client if the representation involves a conflict of interest.
383	(3) Notwithstanding the existence of a conflict of interest, a lobbyist may represent a
384	principal or client if:
385	(a) the lobbyist reasonably believes that the lobbyist will be able to provide competent
386	and diligent representation to each principal or client;
387	(b) the representation is not otherwise prohibited by law;
388	(c) the representation does not require the lobbyist to assert a position on behalf of one
389	principal or client that is opposed to the position of another principal or client represented by
390	the lobbyist involving the same legislative issue; and
391	(d) each affected principal or client gives informed consent to the conflict of interest in
392	writing.
393	Section 5. Section <b>67-16-5</b> is amended to read:
394	67-16-5. Accepting gift, compensation, or loan When prohibited.
395	(1) As used in this section, "economic benefit tantamount to a gift" includes:
396	(a) a loan at an interest rate that is substantially lower than the commercial rate then
397	currently prevalent for similar loans; and

398	(b) compensation received for private services rendered at a rate substantially
399	exceeding the fair market value of the services.
400	(2) It is an offense for a public officer[-,] or public employee, [or legislator-,] under
401	circumstances not amounting to a violation of Section 63-56-1001 or 76-8-105, to knowingly
402	receive, accept, take, seek, or solicit, directly or indirectly for himself or another a gift of
403	substantial value or a substantial economic benefit tantamount to a gift:
404	(a) that would tend improperly to influence a reasonable person in the person's position
405	to depart from the faithful and impartial discharge of the person's public duties;
406	(b) that the person knows or that a reasonable person in that position should know
407	under the circumstances is primarily for the purpose of rewarding the person for official action
408	taken; or
409	(c) if he recently has been, is now, or in the near future may be involved in any
410	governmental action directly affecting the donor or lender, unless a disclosure of the gift,
411	compensation, or loan and other relevant information has been made in the manner provided in
412	Section 67-16-6.
413	(3) Subsection (2) does not apply to:
414	(a) an occasional nonpecuniary gift, having a value of not in excess of \$50;
415	(b) an award publicly presented in recognition of public services;
416	(c) any bona fide loan made in the ordinary course of business; or
417	(d) a political campaign contribution.
418	Section 6. Coordinating S.B. 246 with H.B. 62 Superseding amendments.
419	If this S.B. 246 and H.B. 62, Lobbyist Disclosure Technical Amendments, both pass, it
420	is the intent of the Legislature that the amendments to Section 36-11-201 in this bill supersede
421	the amendments to Section 36-11-201 in H.B. 62 when the Office of Legislative Research and
422	General Counsel prepares the Utah Code database for publication.