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	 requires that officeholders file annual campaign finance summary reports;
15	provides and modifies definitions;
16	 removes reporting exemptions from certain travel, lodging, and meal expense
17	reimbursements;
18	 clarifies disclosure requirements for public officials, elected officials of local
19	governments, and certain state employees under the Lobbyist Disclosure and
20	Regulation Act;
21	 requires that financial expenditure reports be filed on a quarterly schedule;
22	 requires that lobbyists file quarterly expense reports even when no expenses have
23	been made;
24	 requires that lobbyists and principals be subject to reporting requirements until they
25	cease lobbying;



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26	 requires that lobbyists, principals, and government officials report all expenses
27	made to benefit a public official;
28	establishes conflict of interest standards for lobbyists;
29	 modifies a provision in the Public Officers' and Employees' Ethics Act; and
30	makes technical changes.
31	Monies Appropriated in this Bill:
32	None
33	Other Special Clauses:
34	This bill coordinates with H.B. 62, Lobbyist Disclosure Technical Amendments, by
35	providing superseding amendments.
36	Utah Code Sections Affected:
37	AMENDS:
38	20A-11-401 , as last amended by Chapter 355, Laws of Utah 1997
39	36-11-102 , as last amended by Chapter 13, Laws of Utah 1998
40	36-11-201 , as last amended by Chapter 27, Laws of Utah 2003
41	67-16-5, as last amended by Chapter 25, Laws of Utah 2005
42	ENACTS:
43	36-11-306 , Utah Code Annotated 1953
44 45	Be it enacted by the Legislature of the state of Utah:
46	Section 1. Section 20A-11-401 is amended to read:
47	20A-11-401. Officeholder financial reporting requirements Year-end summary
48	report.
49	(1) (a) Each officeholder shall file a summary report by January 5 of [the year after the
50	regular general election] each year.
51	(b) An officeholder that is required to file a summary report both as an officeholder and
52	as a candidate for office under the requirements of this chapter may file a single summary
53	report as a candidate and an officeholder, provided that the combined report meets the
54	requirements of:
55	(i) this section; and
56	(ii) the section that provides the requirements for the summary report that must be filed

57	by the officeholder in the officeholder's capacity of a candidate for office.
58	(2) (a) Each summary report shall include the following information as of December 31
59	of the last [regular general election] year:
60	(i) the net balance of the last summary report, if any;
61	(ii) a single figure equal to the total amount of receipts received since the last summary
62	report, if any;
63	(iii) a single figure equal to the total amount of expenditures made since the last
64	summary report, if any;
65	[(ii)] (iv) a detailed listing of each contribution and public service assistance received
66	since the last summary report;
67	$[\frac{(iii)}{(v)}]$ for each nonmonetary contribution, the fair market value of the contribution;
68	[(iv)] (vi) a detailed listing of each expenditure made since the last summary report;
69	[(v)] (vii) for each nonmonetary expenditure, the fair market value of the expenditure;
70	and
71	[(vi)] (viii) a net balance for the year consisting of the net balance from the last
72	summary report plus all receipts minus all expenditures.
73	(b) (i) For all individual contributions or public service assistance of \$50 or less, a
74	single aggregate figure may be reported without separate detailed listings.
75	(ii) Two or more contributions from the same source that have an aggregate total of
76	more than \$50 may not be reported in the aggregate, but shall be reported separately.
77	(c) In preparing the report, all receipts and expenditures shall be reported as of
78	December 31 of the [last regular general election] previous calendar year.
79	(3) The summary report shall contain a paragraph signed by the officeholder certifying
80	that, to the best of the officeholder's knowledge, all receipts and all expenditures have been
81	reported as of December 31 of the [last regular general election] previous calendar year and
82	that there are no bills or obligations outstanding and unpaid except as set forth in that report.
83	Section 2. Section 36-11-102 is amended to read:
84	36-11-102. Definitions.
85	As used in this chapter:
86	[(1) "Aggregate daily expenditures" means the total expenditures made within a
87	24-hour period.]

88	$\left[\frac{(2)}{(1)}\right]$ "Executive action" means:
89	(a) nominations and appointments by the governor;
90	(b) the proposal, drafting, amendment, enactment, or defeat by a state agency of any
91	rule made in accordance with Title 63, Chapter 46a, Utah Administrative Rulemaking Act; and
92	(c) agency ratemaking proceedings.
93	[(3)] (2) (a) "Expenditure" means any of the items listed in this Subsection when given
94	to or for the benefit of a public official or [his] the public official's immediate family:
95	(i) a purchase, payment, distribution, loan, gift, advance, deposit, subscription,
96	forbearance, services, or goods, unless consideration of equal or greater value is received; and
97	(ii) a contract, promise, or agreement, whether or not legally enforceable, to provide
98	any of the items listed in Subsection [(3)] $(2)(a)(i)$.
99	(b) "Expenditure" does not mean:
100	(i) a commercially reasonable loan made in the ordinary course of business;
101	(ii) a campaign contribution reported in accordance with Title 20A, Chapter 11,
102	[Corrupt Practices in Elections] Campaign and Financial Reporting Requirements;
103	(iii) printed informational material that is related to the performance of the recipient's
104	official duties;
105	(iv) a devise or inheritance;
106	(v) any item listed in Subsection $[(3)]$ (2)(a) if given by a relative;
107	[(vi) a modest item of food or refreshment such as a beverage or pastry offered other
108	than as part of a meal;]
109	[(vii)] (vi) a greeting card or other item of little intrinsic value that is intended solely
110	for presentation; <u>or</u>
111	[(viii) plaques, commendations, or awards; or]
112	[(ix) reimbursement of reasonable expenses for or providing travel, lodging, or meals
113	to a public official when:
114	[(A) those expenses are directly related to the public official's attendance and
115	participation in a regularly scheduled meeting of an organization, association, or group; and]
116	[(B) that organization, association, or group pays or provides those expenses.]
117	(vii) a plaque, commendation, or award that:
118	(A) does not consist of cash;

119	(B) is presented publicly; and
120	(C) does not exceed \$50 in value;
121	[(4)] <u>(3)</u> (a) "Government officer" means:
122	(i) an individual elected to a position in state or local government, when acting within
123	his official capacity; or
124	(ii) an individual appointed to or employed in a full-time position by state or local
125	government, when acting within the scope of his employment.
126	(b) "Government officer" does not mean a member of the legislative branch of state
127	government.
128	[(5)] (4) "Immediate family" means a spouse, a child residing in the household, or an
129	individual claimed as a dependent for tax purposes.
130	[(6)] (5) "Interested person" means an individual defined in Subsections $[(9)]$ (8)(ii)
131	and [(viii)] <u>(vii)</u> .
132	[(7)] <u>(6)</u> "Legislative action" means:
133	(a) bills, resolutions, amendments, nominations, and other matters pending or proposed
134	in either house of the Legislature or its committees or requested by a legislator; and
135	(b) the action of the governor in approving or vetoing legislation.
136	[(8)] (7) "Lobbying" means communicating with a public official for the purpose of
137	influencing the passage, defeat, amendment, or postponement of legislative or executive action.
138	[(9)] (8) (a) "Lobbyist" means:
139	(i) an individual who is employed by a principal; or
140	(ii) an individual who contracts for economic consideration, other than reimbursement
141	for reasonable travel expenses, with a principal to lobby a public official.
142	(b) "Lobbyist" does not include:
143	[(i) a public official while acting in his official capacity on matters pertaining to his
144	office or a state employee while acting within the scope of his employment;]
145	(i) a member or employee of the legislative branch of government;
146	(ii) any person appearing at, or providing written comments to, a hearing conducted in
147	accordance with Title 63, Chapter 46a, Utah Administrative Rulemaking Act or Title 63,
148	Chapter 46b, Administrative Procedures Act;
149	(iii) any person participating on or appearing before an advisory or study task force,

150	commission, board, or committee, constituted by the Legislature or any agency or department
151	of state government, except legislative standing, appropriation, or interim committees;
152	(iv) a representative of a political party;
153	(v) an individual representing a bona fide church solely for the purpose of protecting
154	the right to practice the religious doctrines of the church unless the individual or church makes
155	an expenditure that confers a benefit on a public official;
156	(vi) a newspaper, television station or network, radio station or network, periodical of
157	general circulation, or book publisher for the purpose of publishing news items, editorials,
158	other comments, or paid advertisements that directly or indirectly urge legislative or executive
159	action; or
160	[(vii) an elected official of a local government while acting within the scope of his
161	official capacity on matters pertaining to his office or an employee of a local government while
162	acting within the scope of his employment; or]
163	[(viii)] (vii) an individual who appears on his own behalf before a committee of the
164	Legislature or an executive branch agency solely for the purpose of testifying in support of or
165	in opposition to legislative or executive action.
166	[(10)] (9) "Person" includes individuals, bodies politic and corporate, partnerships,
167	associations, and companies.
168	[(11)] (10) "Principal" means a person who employs [a lobbyist] an individual to
169	perform lobbying either as an employee or as an independent contractor.
170	[(12)] (11) "Public official" means:
171	(a) a member of the Legislature;
172	(b) an individual elected to a position in the executive branch; or
173	(c) an individual appointed to or employed in the executive or legislative branch if that
174	individual:
175	(i) occupies a policymaking position or makes purchasing or contracting decisions;
176	(ii) drafts legislation or makes rules;
177	(iii) determines rates or fees; or
178	(iv) makes adjudicative decisions.
179	(12) "Quarterly reporting period" means the three-month period covered by each
180	financial report required under Subsection 36-11-201(2)(a)(i).

181	(13) "Related person" means any person, or agent or employee of a person, who
182	knowingly and intentionally assists a lobbyist, principal, or government officer in lobbying.
183	(14) "Relative" means a spouse, child, parent, grandparent, grandchild, brother, sister,
184	parent-in-law, brother-in-law, sister-in-law, nephew, niece, aunt, uncle, first cousin, or spouse
185	of any of these individuals.
186	Section 3. Section 36-11-201 is amended to read:
187	36-11-201. Lobbyist, principal, and government officer financial reporting
188	requirements Prohibition for related person to make expenditures.
189	(1) As used in this section, "public official type" means a notation to identify whether
190	the public official is:
191	(a) a member of the Legislature;
192	(b) an individual elected to a position in the executive branch;
193	(c) an individual appointed to or employed in a position in the legislative branch who
194	meets the definition of public official in Section 36-11-102; or
195	(d) an individual appointed to or employed in a position in the executive branch who
196	meets the definition of public official in Section 36-11-102.
197	(2) (a) (i) Each lobbyist, principal, and government officer that makes an expenditure.
198	as defined by Section 36-11-102, during any of the following quarterly reporting periods shall
199	file [an annual] a quarterly financial report with the lieutenant governor on [January 10 of each
200	year or] the following dates:
201	(A) April 10, for the period of January 1 through March 31;
202	(B) July 10, for the period of April 1 through June 30;
203	(C) October 10, for the period of July 1 through September 30; and
204	(D) January 10, for the period of October 1 through December 31 of the previous year.
205	(ii) If the due date for a financial report falls on a Saturday, Sunday, or legal holiday,
206	the report shall be considered to be due on the next succeeding business day [if January 10 falls
207	on a Saturday, Sunday, or legal holiday].
208	(iii) The report shall be considered timely filed if postmarked on its due date.
209	[(ii)] (iv) The report shall disclose expenditures made to benefit public officials or
210	members of their immediate families as provided in this section.
211	[(iii) If] (v) (A) Notwithstanding Subsection (2)(a)(i), a lobbyist shall file a quarterly

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

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

2/4	attended the event, and
275	(iii) may not report any expenditure as made to a legislator who did not attend the
276	event.
277	[(3) (a) As used in this Subsection (3):]
278	[(i) "Lobbyist group" means two or more lobbyists, principals, government officers,
279	and any combination of lobbyists, principals, and officers who each contribute a portion of an
280	expenditure made to benefit a public official or member of his immediate 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 per person, each member of the lobbyist group
287	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 the total monetary worth of
294	the benefit conferred upon the public official or member of the public official's immediate
295	family by the lobbyist, principal, or government officer filing the report;]
296	[(v) each bill or resolution by number and short title on behalf of which the lobbyist,
297	principal, or government officer made an expenditure to a public official for which a report is
298	required by this section, if any;]
299	[(vi) a description of each executive action on behalf of which the lobbyist, principal,
300	or government officer made an expenditure to a public official for which a report is required by
301	this section, if any; and]
302	[(vii) the general purposes, interests, and nature of the organization or organizations
303	that the lobbyist, principal, or government officer filing the report represents.]
304	[(c) When a multiclient lobbyist makes aggregate daily expenditures to benefit public

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

336	[(b) (i) If any date specified in this Subsection (5) falls on a Saturday, Sunday, or legal
337	holiday, the report is due on the next business day or on the next succeeding business day, if
338	the due date falls on a Saturday, Sunday, or legal holiday.]
339	[(ii) The report shall be considered timely filed if it is postmarked on its due date.]
340	[(c) Each report shall contain a listing of all expenditures made since the last
341	expenditure reported on the last report filed in the form specified in Subsection (2)(b) and,
342	when applicable, Subsection (3).]
343	[(d) In preparing each financial report, all expenditures shall be reported as of five days
344	before the required filing date of the report.]
345	[(6)] (4) Each quarterly financial report filed by a lobbyist shall contain a certification
346	that the information provided in the report is true, accurate, and complete to the lobbyist's best
347	knowledge and belief.
348	$\left[\frac{(7)}{(5)}\right]$ The lieutenant governor shall:
349	(a) develop preprinted suggested forms for all statements required by this section; and
350	(b) make copies of the forms available to each person who requests them.
351	[(8)] (6) (a) Each lobbyist and each principal shall continue to file the quarterly
352	financial reports required by this section [until the lobbyist or principal has filed the report due
353	on the first January 10 that is more than 12 months after the date that the lobbyist surrenders,]
354	until the lobbyist or principal files a statement with the lieutenant governor that:
355	(i) states:
356	(A) for a lobbyist, that the lobbyist has ceased lobbying activities; or
357	(B) for a principal, that the principal no longer employs an individual as a lobbyist;
358	(ii) in the case of a lobbyist, states that the lobbyist is surrendering the lobbyist's
359	license;
360	(iii) contains a listing, as required by this section, of all previously unreported
361	expenditures that have been made through the date of the statement; and
362	(iv) states that the lobbyist or principal will not make any additional expense that is not
363	disclosed on the statement unless the lobbyist or principal complies with the disclosure and
364	licensing requirements of this chapter.
365	(b) A lobbyist that fails to renew[7] the lobbyist's license or otherwise ceases to be
366	licensed[-] shall be required to file quarterly reports until the lobbyist files the statement

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

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

General Counsel prepares the Utah Code database for publication.

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