

**Representative Bill Wright** proposes the following substitute bill:

**GUEST WORKER PROGRAM ACT**

2011 GENERAL SESSION

STATE OF UTAH

**Chief Sponsor: Bill Wright**

Senate Sponsor: Stuart C. Reid

---

**LONG TITLE**

**General Description:**

This bill modifies the Utah Workforce Services Code to establish a guest worker program that provides for the issuance of permits to undocumented individuals.

**Highlighted Provisions:**

This bill:

▶ enacts the Guest Worker Program Act, including:

- defining terms;
- directing the Department of Workforce Services to administer the program;
- requiring the department and governor to seek waivers, exemptions, or authorizations;
- addressing the timing of implementation;
- creating a restricted account;
- addressing coordination with other laws or programs;
- providing for two types of permits;
- establishing eligibility criteria;
- creating an application and renewal process;
- imposing conditions during permit term;
- addressing English proficiency;



- 26           • providing for verification of a valid permit;
- 27           • addressing protected status of records;
- 28           • prohibiting certain conduct;
- 29           • creating administrative and criminal penalties; and
- 30           • providing for the sharing of information related to enforcement; and
- 31       ▶ enacts the Identification Enforcement Act, including:
  - 32           • defining terms;
  - 33           • imposing requirements related to identification;
  - 34           • allowing for fingerprinting and photographing under certain circumstances;
  - 35           • creating an identification database; and
  - 36           • providing for the sharing of information with federal agencies.

37 **Money Appropriated in this Bill:**

38           None

39 **Other Special Clauses:**

40           None

41 **Utah Code Sections Affected:**

42 **AMENDS:**

43           **63G-2-206**, as last amended by Laws of Utah 2009, Chapter 344

44           **63G-2-305**, as last amended by Laws of Utah 2010, Chapters 6, 113, and 247

45           **63G-11-102**, as last amended by Laws of Utah 2010, Chapter 281

46           **63J-1-602.2**, as enacted by Laws of Utah 2010, Chapter 265 and last amended by

47           Coordination Clause, Laws of Utah 2010, Chapter 265

48 **ENACTS:**

49           **35A-8-101**, Utah Code Annotated 1953

50           **35A-8-102**, Utah Code Annotated 1953

51           **35A-8-201**, Utah Code Annotated 1953

52           **35A-8-202**, Utah Code Annotated 1953

53           **35A-8-203**, Utah Code Annotated 1953

54           **35A-8-204**, Utah Code Annotated 1953

55           **35A-8-301**, Utah Code Annotated 1953

56           **35A-8-302**, Utah Code Annotated 1953



- 88 (e) the undocumented individual's nephew;
- 89 (f) the undocumented individual's niece;
- 90 (g) a spouse of an individual described in this Subsection (2); or
- 91 (h) an individual who is similar to one listed in this Subsection (2).
- 92 (3) "Guest worker" means an undocumented individual who holds a guest worker
- 93 permit.
- 94 (4) "Guest worker permit" means a permit issued in accordance with Section
- 95 35A-8-304 to an undocumented individual who meets the eligibility criteria of Section
- 96 35A-8-302.
- 97 (5) "Immediate family" means for an undocumented individual:
- 98 (a) the undocumented individual's spouse; or
- 99 (b) a child of the undocumented individual if the child is:
- 100 (i) under 21 years of age; and
- 101 (ii) unmarried.
- 102 (6) "Immediate family permit" means a permit issued in accordance with Section
- 103 35A-8-304 to an undocumented individual who meets the eligibility criteria of Section
- 104 35A-8-303.
- 105 (7) "Lawfully present in the United States" is as defined in 8 C.F.R. Sec. 103.12.
- 106 (8) "Permit" means a permit issued under this chapter and includes:
- 107 (a) a guest worker permit; and
- 108 (b) an immediate family permit.
- 109 (9) "Permit holder" means an individual who holds a permit.
- 110 (10) "Program" means the Guest Worker Program described in Section 35A-8-201.
- 111 (11) "Relevant contact information" means the following for an undocumented
- 112 individual:
- 113 (a) the undocumented individual's name;
- 114 (b) the undocumented individual's residential address;
- 115 (c) the undocumented individual's residential telephone number;
- 116 (d) the undocumented individual's personal email address;
- 117 (e) the name of the person with whom the undocumented individual has a contract for
- 118 hire;

- 119 (f) the name of the contact person for the person listed in Subsection (11)(e);
- 120 (g) the address of the person listed in Subsection (11)(e);
- 121 (h) the telephone number for the person listed in Subsection (11)(e);
- 122 (i) the names of the undocumented individual's immediate family members;
- 123 (j) the names of the family members who reside with the undocumented individual;

124 and

125 (k) any other information required by the department by rule made in accordance with  
126 Title 63G, Chapter 3, Utah Administrative Rulemaking Act.

127 (12) "Restricted account" means the Guest Worker Permit Restricted Account created  
128 in Section 35A-8-203.

129 (13) "Serious felony" means a felony under:

- 130 (a) Title 76, Chapter 5, Offenses Against the Person;
- 131 (b) Title 76, Chapter 5a, Sexual Exploitation of Children;
- 132 (c) Title 76, Chapter 6, Offenses Against Property;
- 133 (d) Title 76, Chapter 7, Offenses Against the Family;
- 134 (e) Title 76, Chapter 8, Offenses Against the Administration of Government;
- 135 (f) Title 76, Chapter 9, Offenses Against Public Order and Decency; and
- 136 (g) Title 76, Chapter 10, Offenses Against Public Health, Safety, Welfare, and Morals.

137 (14) "Undocumented individual" means an individual who:

- 138 (a) lives or works in the state; and
- 139 (b) is not lawfully present in the United States.

140 Section 3. Section **35A-8-201** is enacted to read:

141 **Part 2. Guest Worker Program**

142 **35A-8-201. Department to create program.**

143 (1) The department shall administer a program known as the "Guest Worker Program"  
144 created by this chapter. Under this program, the department shall:

- 145 (a) seek one or more waivers, exemptions, or authorizations to implement the program  
146 as provided in Section 35A-8-202;
- 147 (b) issue a permit as provided in Section 35A-8-304;
- 148 (c) establish fees in accordance with Section 63J-1-504 for a filing or service required

149 by this chapter;

150 (d) take action under Part 4, Enforcement; and  
151 (e) report annually to the governor and the Legislature.  
152 (2) The department may make rules in accordance with Title 63G, Chapter 3, Utah  
153 Administrative Rulemaking Act, to the extent expressly provided for in this chapter.

154 (3) In implementing this chapter, the department shall cooperate with other state  
155 agencies to minimize any duplication in databases or services required under this chapter.

156 Section 4. Section **35A-8-202** is enacted to read:

157 **35A-8-202. Federal waivers, exemptions, or authorizations -- Implementation**  
158 **without waiver, exemption, or authorization.**

159 (1) The department, under the direction of the governor, shall seek one or more federal  
160 wavers, exemptions, or authorizations to implement the program.

161 (2) The governor shall actively participate in the effort to obtain one or more federal  
162 wavers, exemptions, or authorizations under this section.

163 (3) The department shall implement the program the sooner of:

164 (a) 120 days after the day on which the governor finds that the state has the one or  
165 more federal wavers, exemptions, or authorizations needed to implement the program; or

166 (b) July 1, 2013.

167 Section 5. Section **35A-8-203** is enacted to read:

168 **35A-8-203. Guest Worker Permit Restricted Account.**

169 (1) There is created a restricted account within the General Fund known as the "Guest  
170 Worker Permit Restricted Account."

171 (2) (a) The restricted account shall consist of:

172 (i) a fee collected under this chapter;

173 (ii) a fine collected under Section 35A-8-304;

174 (iii) civil penalties imposed under Part 4, Enforcement;

175 (iv) money appropriated to the restricted account by the Legislature; and

176 (v) interest earned on the restricted account.

177 (b) The restricted account shall earn interest.

178 (3) The Legislature may appropriate money from the restricted account to:

179 (a) the department and the Office of the Governor to pay the costs associated with the  
180 implementation of Section 35A-8-202;

- 181 (b) the department to administer the program;  
182 (c) the State Tax Commission for costs associated with implementing Section  
183 35A-8-204;  
184 (d) the attorney general for costs associated with:  
185 (i) litigation related to this chapter;  
186 (ii) a multi-agency strike force created under Section 67-5-22.7; or  
187 (iii) a memorandum of understanding executed under Section 67-5-28; or  
188 (e) fund the costs associated with Title 76, Chapter 8, Part 15, Identification  
189 Enforcement Act.

190 Section 6. Section **35A-8-204** is enacted to read:

191 **35A-8-204. Coordination with other federal or state laws or programs.**

192 (1) To the extent feasible, the department shall coordinate the implementation of the  
193 program with other existing state and federal laws that relate to immigration and labor,  
194 including laws pertaining to obtaining the privilege to drive and to report citizenship status.

195 (2) (a) If a permit holder is not issued a Social Security number, the State Tax  
196 Commission shall, by rule made in accordance with Title 63G, Chapter 3, Utah Administrative  
197 Rulemaking Act, provide a means for a person who receives services from a permit holder to  
198 withhold from compensation paid to the permit holder an amount to be determined by State  
199 Tax Commission rule that, as closely as possible, equals the income and employment taxes that  
200 would be imposed by state and federal law if the permit holder were an employee with a Social  
201 Security number.

202 (b) If a waiver, exemption, or authorization described in Section 35A-8-202 provides  
203 for the issuance of a Social Security number to a permit holder, a person who receives services  
204 from a permit holder is required to withhold from compensation as provided in Title 59,  
205 Chapter 10, Part 4, Withholding of Tax.

206 (c) The rules described in Subsection (2)(a) shall be substantially similar to Title 59,  
207 Chapter 10, Part 4, Withholding of Tax.

208 (d) (i) The State Commission by rules described in Subsection (2)(a) shall provide a  
209 method by which the state remits to the federal government the money collected under  
210 Subsection (1)(a) that would be owed the federal government if the permit holder were an  
211 employee with a Social Security number.

212 (ii) If a waiver, exemption, or authority is entered into under Section 35A-8-202, the  
213 method by which the state remits to the federal government the money collected under (2)(a)  
214 shall be consistent with the waiver, exemption, or authority.

215 (3) The department shall facilitate the use in this state of other employer based work  
216 programs that meet the needs of Utah employers by using workers who are not working in Utah  
217 and who are not United States citizens. Nothing in this chapter prevents a person from using  
218 an employer based work program described in this Subsection (3) that exists under the auspices  
219 of a foreign government in cooperation with the United States government.

220 (4) A permit holder is not eligible for unemployment compensation.

221 Section 7. Section **35A-8-301** is enacted to read:

222 **Part 3. Permits**

223 **35A-8-301. Requirement to have permit -- Purpose of permit.**

224 (1) (a) An undocumented individual who is eligible to obtain a permit under this  
225 chapter may obtain a permit in accordance with this chapter.

226 (b) An undocumented individual shall obtain permit:

227 (i) before providing services to a person in this state under a contract for hire; or

228 (ii) in accordance with Subsection 35A-8-307(2), by no later than 30 days from the day  
229 on which the undocumented individual enters into a contract for hire.

230 (2) Subject to Subsection (3), a permit is considered an identification document for  
231 purposes of Title 63G, Chapter 11, Identity Documents and Verification, and may be used as  
232 identification or proof of the permit holder's age for any state or local government required  
233 purpose.

234 (3) An individual may not use a permit:

235 (a) to establish entitlement to a federal, state, or local benefit as described in Section  
236 63G-11-104; or

237 (b) to obtain work or provide services in a state other than Utah.

238 (4) A permit holder is not considered an employee for purposes of:

239 (a) Title 13, Chapter 47, Private Employer Verification Act; and

240 (b) Title 63G, Chapter 11, Identity Documents and Verification.

241 Section 8. Section **35A-8-302** is enacted to read:

242 **35A-8-302. Eligibility criteria to obtain and maintain a guest worker permit.**



243 (1) To be eligible to obtain or maintain a guest worker permit, an undocumented  
244 individual shall:

245 (a) (i) be 18 years of age or older; or

246 (ii) if younger than 18 years of age, have the permission of a parent or guardian;

247 (b) live in Utah, but not be lawfully present in the United States;

248 (c) have worked or lived in the United States before May 10, 2011;

249 (d) provide relevant contact information and regularly update the relevant contact  
250 information in a manner required by rule made in accordance with Title 63G, Chapter 3, Utah  
251 Administrative Rulemaking Act;

252 (e) provide documentation of a contract for hire under which the undocumented  
253 individual begins to provide services within at least 30 days of the day on which the  
254 undocumented individual obtains the permit;

255 (f) (i) provide a criminal background check conducted by the Utah Bureau of Criminal  
256 Identification; and

257 (ii) not have been convicted of, pled guilty to, pled no contest to, pled guilty in a  
258 similar manner to, or resolved by diversion or its equivalent to a serious felony;

259 (g) provide evidence satisfactory to the department that the person would not be  
260 inadmissible for public health grounds under 8 U.S.C. Sec. 1182;

261 (h) (i) be covered by a basic health insurance plan; or

262 (ii) provide evidence satisfactory to the department that the individual has no medical  
263 debt that is past due and agrees to have no medical debt that is past due during the term of the  
264 permit; and

265 (i) (i) hold a driving privilege card issued in accordance with Section 53-3-207; or

266 (ii) provide evidence satisfactory to the department that the undocumented individual  
267 will not drive a motor vehicle in the state.

268 (2) The department may by rule made in accordance with Title 63G, Chapter 3, Utah  
269 Administrative Rulemaking Act, provide for the documentation required to establish eligibility  
270 under Subsection (1). When making a rule under this section, the department shall use federal  
271 standards as a guideline to avoid unnecessary duplication and additional costs.

272 Section 9. Section **35A-8-303** is enacted to read:

273 **35A-8-303. Eligibility to obtain and maintain an immediate family permit.**

274 To be eligible to obtain or maintain an immediate family permit, an undocumented  
275 individual shall:  
276 (1) live in Utah, but not be lawfully present in the United States;  
277 (2) be a member of a guest worker's immediate family; and  
278 (3) provide relevant contact information and regularly update the relevant contact  
279 information in a manner required by rule made in accordance with Title 63G, Chapter 3, Utah  
280 Administrative Rulemaking Act.

281 Section 10. Section **35A-8-304** is enacted to read:

282 **35A-8-304. Application and renewal process.**

283 (1) The department may not issue a permit under this chapter until the program is  
284 implemented under Section 35A-8-202.

285 (2) The department shall:

286 (a) create a permit that:

287 (i) is of impervious material that is resistant to wear or damage; and

288 (ii) minimizes the risk that the permit may be forged, falsified, or counterfeited; and

289 (b) ensure that a permit:

290 (i) includes a photograph of the individual to whom the permit is issued;

291 (ii) prominently states the day on which the permit expires; and

292 (iii) prominently states the type of permit.

293 (3) A permit expires two years from the day on which the department issues the permit.

294 (4) To apply for or renew a permit, an undocumented individual shall submit to the  
295 department, in a form acceptable under this chapter:

296 (a) an application;

297 (b) documentation of meeting the criteria in Section 35A-8-302 or 35A-8-303;

298 (c) for a renewal, documentation of efforts to comply with Section 35A-8-306;

299 (d) a signed statement verifying the information in the application and documentation;

300 (e) a fee established by the department in accordance with Section 63J-1-504; and

301 (f) for an initial guest worker permit, a fine of \$750 unless the undocumented

302 individual provides evidence satisfactory to the department that the undocumented individual is  
303 covered by a basic health insurance plan.

304 (5) If an undocumented individual submits a complete application and the department

305 determines that the undocumented individual meets the criteria of Section 35A-8-302 or  
306 35A-8-303, the department shall issue or renew:

307 (a) a guest worker permit if the undocumented individual qualifies under Section  
308 35A-8-302; and

309 (b) an immediate family permit if the undocumented individual qualifies under Section  
310 35A-8-303.

311 (6) An undocumented individual may appeal a denial of a permit under this section in  
312 accordance with Title 63G, Chapter 4, Administrative Procedures Act.

313 Section 11. Section **35A-8-305** is enacted to read:

314 **35A-8-305. Conditions during permit term.**

315 (1) A permit holder shall continue to meet the eligibility criteria under Section  
316 35A-8-302 or 35A-8-303 for the type of permit held by the permit holder.

317 (2) A permit is automatically revoked if after issuance of the permit:

318 (a) the permit holder to whom it is issued is convicted of, pleads guilty to, pleads no  
319 contest to, pleads guilty in a similar manner to, or resolved by diversion or its equivalent a  
320 serious felony;

321 (b) for a guest worker permit, the permit holder to whom it is issued does not provide  
322 services under a contract for hire for more than one year; or

323 (c) for an immediate family permit, the guest worker permit under which the  
324 immediate family member's permit is issued is revoked or expires under this chapter.

325 Section 12. Section **35A-8-306** is enacted to read:

326 **35A-8-306. Proficiency standards for English.**

327 (1) A permit holder shall in good faith use best efforts to become proficient in the  
328 English language at or above the equivalent to an intermediate level on a language proficiency  
329 assessment test used by the State Office of Education for purposes of secondary school  
330 students.

331 (2) An individual shall pay the costs of complying with this section.

332 Section 13. Section **35A-8-307** is enacted to read:

333 **35A-8-307. Verification of valid permit -- Protected status of information.**

334 (1) (a) A person who hires a permit holder shall verify with the department that the  
335 permit is valid in accordance with a procedure established by the department by rule made in

336 accordance with Title 63G, Chapter 3, Utah Administrative Rulemaking Act.

337 (b) The verification procedure adopted under this Subsection (1) shall be substantially  
338 similar to the employer requirements to verify federal employment status under:

339 (i) Title 13, Chapter 47, Private Employer Verification Act; and

340 (ii) Title 63G, Chapter 11, Identity Documents and Verification.

341 (c) Subject to Subsection (2), a person shall terminate an undocumented individual if  
342 the undocumented individual is determined by the department to not hold a valid permit.

343 (2) (a) By rule made in accordance with Title 63G, Chapter 3, Utah Administrative  
344 Rulemaking Act, the department shall provide a procedure under which a person may hire an  
345 undocumented individual who does not hold a permit pending the undocumented individual  
346 obtaining a permit within 30 days of the day on which the undocumented individual is hired to  
347 provide services.

348 (b) An undocumented individual may not provide services under a contract for hire to a  
349 person for more than 30 days during a two-year calendar period without obtaining a permit as  
350 provided under this chapter.

351 (3) An undocumented individual may appeal a determination that a permit is invalid in  
352 accordance with Title 63G, Chapter 4, Administrative Procedures Act.

353 (4) Subject to Section 35A-8-404, a record under this chapter is a protected record  
354 under Title 63G, Chapter 2, Government Records Access and Management Act, except that a  
355 record may not be shared under Section 63G-2-206, unless:

356 (a) requested by the Office of Legislative Auditor General in accordance with Section  
357 36-12-15; or

358 (b) disclosed to a federal government entity in accordance with this chapter or a  
359 waiver, exemption, or authorization described in Section 35A-8-202.

360 (5) The state is not liable to any person for:

361 (a) the design, implementation, or operation of a verification procedure under this  
362 chapter;

363 (b) the collection and disclosure of information as part of a verification procedure  
364 under this chapter; or

365 (c) the determination that a permit is invalid.

366 Section 14. Section **35A-8-401** is enacted to read:

Part 4. Enforcement

**35A-8-401. Prohibited conduct.**

(1) A permit holder may not file for or receive unemployment benefits.

(2) A person may not:

(a) furnish false or forged information or documentation in support of an application;

(b) alter the information on a permit;

(c) if the person is a guest worker, be reported absent from work for 10 consecutive days without the approval of the person who hires the guest worker;

(d) allow an individual to use a permit if the individual is not entitled to use the permit;

(e) display or represent that a permit is issued to an individual, if the permit is not issued to the individual;

(f) display a revoked permit as a valid permit;

(g) knowingly or with reckless disregard acquire, use, display, or transfer an item that purports to be a valid permit, but that is not a valid permit; or

(h) otherwise violate this chapter.

Section 15. Section **35A-8-402** is enacted to read:

**35A-8-402. Administrative penalties.**

For a violation described in Section 35A-8-401, the department may:

(1) suspend, limit, or revoke and repossess a permit;

(2) impose a civil penalty not to exceed \$750 for each violation; or

(3) take a combination of actions under this section.

Section 16. Section **35A-8-403** is enacted to read:

**35A-8-403. Criminal penalties.**

A person is guilty of a class C misdemeanor if the person:

(1) furnishes false or forged information or documentation in support of an application;

or

(2) alters the information on a permit.

Section 17. Section **35A-8-404** is enacted to read:

**35A-8-404. Sharing of information related to enforcement.**

(1) The department shall provide the notice described in Subsection (2), if the department determines that an undocumented individual who is not lawfully present in the

398 United States:

399 (a) has the undocumented individual's permit revoked; or

400 (b) permits the undocumented individual's permit to expire.

401 (2) (a) The department shall provide the notice required by Subsection (1) to:

402 (i) Utah's attorney general;

403 (ii) the Department of Public Safety; and

404 (iii) United States Immigration and Customs Enforcement.

405 (b) The notice described in Subsection (2)(a) shall:

406 (i) include:

407 (A) the last known address of the undocumented individual; and

408 (B) the basis of the notice described in Subsection (1); and

409 (ii) be sent promptly after the day on which the time to appeal, if any, the action that is

410 the basis for the notification under Subsection (1) ends.

411 Section 18. Section **63G-2-206** is amended to read:

412 **63G-2-206. Sharing records.**

413 (1) A governmental entity may provide a record that is private, controlled, or protected  
414 to another governmental entity, a government-managed corporation, a political subdivision, the  
415 federal government, or another state if the requesting entity:

416 (a) serves as a repository or archives for purposes of historical preservation,  
417 administrative maintenance, or destruction;

418 (b) enforces, litigates, or investigates civil, criminal, or administrative law, and the  
419 record is necessary to a proceeding or investigation;

420 (c) is authorized by state statute to conduct an audit and the record is needed for that  
421 purpose;

422 (d) is one that collects information for presentence, probationary, or parole purposes; or

423 (e) (i) is:

424 (A) the Legislature;

425 (B) a legislative committee;

426 (C) a member of the Legislature; or

427 (D) a legislative staff member acting at the request of the Legislature, a legislative  
428 committee, or a member of the Legislature; and

- 429 (ii) requests the record in relation to the Legislature's duties including:
- 430 (A) the preparation or review of a legislative proposal or legislation;
- 431 (B) appropriations; or
- 432 (C) an investigation or review conducted by the Legislature or a legislative committee.
- 433 (2) (a) A governmental entity may provide a private, controlled, or protected record or
- 434 record series to another governmental entity, a political subdivision, a government-managed
- 435 corporation, the federal government, or another state if the requesting entity provides written
- 436 assurance:
- 437 (i) that the record or record series is necessary to the performance of the governmental
- 438 entity's duties and functions;
- 439 (ii) that the record or record series will be used for a purpose similar to the purpose for
- 440 which the information in the record or record series was collected or obtained; and
- 441 (iii) that the use of the record or record series produces a public benefit that outweighs
- 442 the individual privacy right that protects the record or record series.
- 443 (b) A governmental entity may provide a private, controlled, or protected record or
- 444 record series to a contractor or a private provider according to the requirements of Subsection
- 445 (6)(b).
- 446 (3) (a) A governmental entity shall provide a private, controlled, or protected record to
- 447 another governmental entity, a political subdivision, a government-managed corporation, the
- 448 federal government, or another state if the requesting entity:
- 449 (i) is entitled by law to inspect the record;
- 450 (ii) is required to inspect the record as a condition of participating in a state or federal
- 451 program or for receiving state or federal funds; or
- 452 (iii) is an entity described in Subsection (1)(a), (b), (c), (d), or (e).
- 453 (b) Subsection (3)(a)(iii) applies only if the record is a record described in Subsection
- 454 63G-2-305(4).
- 455 (4) Before disclosing a record or record series under this section to another
- 456 governmental entity, another state, the United States, a foreign government, or to a contractor
- 457 or private provider, the originating governmental entity shall:
- 458 (a) inform the recipient of the record's classification and the accompanying restrictions
- 459 on access; and

460 (b) if the recipient is not a governmental entity to which this chapter applies, obtain the  
461 recipient's written agreement which may be by mechanical or electronic transmission that it  
462 will abide by those restrictions on access unless a statute, federal regulation, or interstate  
463 agreement otherwise governs the sharing of the record or record series.

464 (5) A governmental entity may disclose a record to another state, the United States, or a  
465 foreign government for the reasons listed in Subsections (1) and (2) without complying with  
466 the procedures of Subsection (2) or (4) if disclosure is authorized by executive agreement,  
467 treaty, federal statute, compact, federal regulation, or state statute.

468 (6) (a) Subject to Subsections (6)(b) and (c), an entity receiving a record under this  
469 section is subject to the same restrictions on disclosure of the record as the originating entity.

470 (b) A contractor or a private provider may receive information under this section only  
471 if:

472 (i) the contractor or private provider's use of the record or record series produces a  
473 public benefit that outweighs the individual privacy right that protects the record or record  
474 series;

475 (ii) the record or record series it requests:

476 (A) is necessary for the performance of a contract with a governmental entity;

477 (B) will only be used for the performance of the contract with the governmental entity;

478 (C) will not be disclosed to any other person; and

479 (D) will not be used for advertising or solicitation purposes; and

480 (iii) the contractor or private provider gives written assurance to the governmental  
481 entity that is providing the record or record series that it will adhere to the restrictions of this  
482 Subsection (6)(b).

483 (c) The classification of a record already held by a governmental entity and the  
484 applicable restrictions on disclosure of that record are not affected by the governmental entity's  
485 receipt under this section of a record with a different classification that contains information  
486 that is also included in the previously held record.

487 (7) Notwithstanding any other provision of this section, if a more specific court rule or  
488 order, state statute, federal statute, or federal regulation prohibits or requires sharing  
489 information, that rule, order, statute, or federal regulation controls.

490 (8) The following records may not be shared under this section:



491 (a) records held by the Division of Oil, Gas, and Mining that pertain to any person and  
492 that are gathered under authority of Title 40, Chapter 6, Board and Division of Oil, Gas, and  
493 Mining; ~~and~~

494 (b) records of publicly funded libraries as described in Subsection 63G-2-302(1)(c)[-];  
495 and

496 (c) subject to Section 35A-8-307, a record under Title 35A, Chapter 8, Guest Worker  
497 Program Act.

498 (9) Records that may evidence or relate to a violation of law may be disclosed to a  
499 government prosecutor, peace officer, or auditor.

500 Section 19. Section **63G-2-305** is amended to read:

501 **63G-2-305. Protected records.**

502 The following records are protected if properly classified by a governmental entity:

503 (1) trade secrets as defined in Section 13-24-2 if the person submitting the trade secret  
504 has provided the governmental entity with the information specified in Section 63G-2-309;

505 (2) commercial information or nonindividual financial information obtained from a  
506 person if:

507 (a) disclosure of the information could reasonably be expected to result in unfair  
508 competitive injury to the person submitting the information or would impair the ability of the  
509 governmental entity to obtain necessary information in the future;

510 (b) the person submitting the information has a greater interest in prohibiting access  
511 than the public in obtaining access; and

512 (c) the person submitting the information has provided the governmental entity with  
513 the information specified in Section 63G-2-309;

514 (3) commercial or financial information acquired or prepared by a governmental entity  
515 to the extent that disclosure would lead to financial speculations in currencies, securities, or  
516 commodities that will interfere with a planned transaction by the governmental entity or cause  
517 substantial financial injury to the governmental entity or state economy;

518 (4) records the disclosure of which could cause commercial injury to, or confer a  
519 competitive advantage upon a potential or actual competitor of, a commercial project entity as  
520 defined in Subsection 11-13-103(4);

521 (5) test questions and answers to be used in future license, certification, registration,

522 employment, or academic examinations;

523 (6) records the disclosure of which would impair governmental procurement  
524 proceedings or give an unfair advantage to any person proposing to enter into a contract or  
525 agreement with a governmental entity, except, subject to Subsections (1) and (2), that this  
526 Subsection (6) does not restrict the right of a person to have access to, once the contract or  
527 grant has been awarded, a bid, proposal, or application submitted to or by a governmental  
528 entity in response to:

529 (a) a request for bids;

530 (b) a request for proposals;

531 (c) a grant; or

532 (d) other similar document;

533 (7) records that would identify real property or the appraisal or estimated value of real  
534 or personal property, including intellectual property, under consideration for public acquisition  
535 before any rights to the property are acquired unless:

536 (a) public interest in obtaining access to the information outweighs the governmental  
537 entity's need to acquire the property on the best terms possible;

538 (b) the information has already been disclosed to persons not employed by or under a  
539 duty of confidentiality to the entity;

540 (c) in the case of records that would identify property, potential sellers of the described  
541 property have already learned of the governmental entity's plans to acquire the property;

542 (d) in the case of records that would identify the appraisal or estimated value of  
543 property, the potential sellers have already learned of the governmental entity's estimated value  
544 of the property; or

545 (e) the property under consideration for public acquisition is a single family residence  
546 and the governmental entity seeking to acquire the property has initiated negotiations to acquire  
547 the property as required under Section 78B-6-505;

548 (8) records prepared in contemplation of sale, exchange, lease, rental, or other  
549 compensated transaction of real or personal property including intellectual property, which, if  
550 disclosed prior to completion of the transaction, would reveal the appraisal or estimated value  
551 of the subject property, unless:

552 (a) the public interest in access outweighs the interests in restricting access, including

553 the governmental entity's interest in maximizing the financial benefit of the transaction; or

554 (b) when prepared by or on behalf of a governmental entity, appraisals or estimates of  
555 the value of the subject property have already been disclosed to persons not employed by or  
556 under a duty of confidentiality to the entity;

557 (9) records created or maintained for civil, criminal, or administrative enforcement  
558 purposes or audit purposes, or for discipline, licensing, certification, or registration purposes, if  
559 release of the records:

560 (a) reasonably could be expected to interfere with investigations undertaken for  
561 enforcement, discipline, licensing, certification, or registration purposes;

562 (b) reasonably could be expected to interfere with audits, disciplinary, or enforcement  
563 proceedings;

564 (c) would create a danger of depriving a person of a right to a fair trial or impartial  
565 hearing;

566 (d) reasonably could be expected to disclose the identity of a source who is not  
567 generally known outside of government and, in the case of a record compiled in the course of  
568 an investigation, disclose information furnished by a source not generally known outside of  
569 government if disclosure would compromise the source; or

570 (e) reasonably could be expected to disclose investigative or audit techniques,  
571 procedures, policies, or orders not generally known outside of government if disclosure would  
572 interfere with enforcement or audit efforts;

573 (10) records the disclosure of which would jeopardize the life or safety of an  
574 individual;

575 (11) records the disclosure of which would jeopardize the security of governmental  
576 property, governmental programs, or governmental recordkeeping systems from damage, theft,  
577 or other appropriation or use contrary to law or public policy;

578 (12) records that, if disclosed, would jeopardize the security or safety of a correctional  
579 facility, or records relating to incarceration, treatment, probation, or parole, that would interfere  
580 with the control and supervision of an offender's incarceration, treatment, probation, or parole;

581 (13) records that, if disclosed, would reveal recommendations made to the Board of  
582 Pardons and Parole by an employee of or contractor for the Department of Corrections, the  
583 Board of Pardons and Parole, or the Department of Human Services that are based on the

584 employee's or contractor's supervision, diagnosis, or treatment of any person within the board's  
585 jurisdiction;

586 (14) records and audit workpapers that identify audit, collection, and operational  
587 procedures and methods used by the State Tax Commission, if disclosure would interfere with  
588 audits or collections;

589 (15) records of a governmental audit agency relating to an ongoing or planned audit  
590 until the final audit is released;

591 (16) records prepared by or on behalf of a governmental entity solely in anticipation of  
592 litigation that are not available under the rules of discovery;

593 (17) records disclosing an attorney's work product, including the mental impressions or  
594 legal theories of an attorney or other representative of a governmental entity concerning  
595 litigation;

596 (18) records of communications between a governmental entity and an attorney  
597 representing, retained, or employed by the governmental entity if the communications would be  
598 privileged as provided in Section 78B-1-137;

599 (19) (a) (i) personal files of a state legislator, including personal correspondence to or  
600 from a member of the Legislature; and

601 (ii) notwithstanding Subsection (19)(a)(i), correspondence that gives notice of  
602 legislative action or policy may not be classified as protected under this section; and

603 (b) (i) an internal communication that is part of the deliberative process in connection  
604 with the preparation of legislation between:

605 (A) members of a legislative body;

606 (B) a member of a legislative body and a member of the legislative body's staff; or

607 (C) members of a legislative body's staff; and

608 (ii) notwithstanding Subsection (19)(b)(i), a communication that gives notice of  
609 legislative action or policy may not be classified as protected under this section;

610 (20) (a) records in the custody or control of the Office of Legislative Research and  
611 General Counsel, that, if disclosed, would reveal a particular legislator's contemplated  
612 legislation or contemplated course of action before the legislator has elected to support the  
613 legislation or course of action, or made the legislation or course of action public; and

614 (b) notwithstanding Subsection (20)(a), the form to request legislation submitted to the

615 Office of Legislative Research and General Counsel is a public document unless a legislator  
616 asks that the records requesting the legislation be maintained as protected records until such  
617 time as the legislator elects to make the legislation or course of action public;

618 (21) research requests from legislators to the Office of Legislative Research and  
619 General Counsel or the Office of the Legislative Fiscal Analyst and research findings prepared  
620 in response to these requests;

621 (22) drafts, unless otherwise classified as public;

622 (23) records concerning a governmental entity's strategy about collective bargaining or  
623 pending litigation;

624 (24) records of investigations of loss occurrences and analyses of loss occurrences that  
625 may be covered by the Risk Management Fund, the Employers' Reinsurance Fund, the  
626 Uninsured Employers' Fund, or similar divisions in other governmental entities;

627 (25) records, other than personnel evaluations, that contain a personal recommendation  
628 concerning an individual if disclosure would constitute a clearly unwarranted invasion of  
629 personal privacy, or disclosure is not in the public interest;

630 (26) records that reveal the location of historic, prehistoric, paleontological, or  
631 biological resources that if known would jeopardize the security of those resources or of  
632 valuable historic, scientific, educational, or cultural information;

633 (27) records of independent state agencies if the disclosure of the records would  
634 conflict with the fiduciary obligations of the agency;

635 (28) records of an institution within the state system of higher education defined in  
636 Section 53B-1-102 regarding tenure evaluations, appointments, applications for admissions,  
637 retention decisions, and promotions, which could be properly discussed in a meeting closed in  
638 accordance with Title 52, Chapter 4, Open and Public Meetings Act, provided that records of  
639 the final decisions about tenure, appointments, retention, promotions, or those students  
640 admitted, may not be classified as protected under this section;

641 (29) records of the governor's office, including budget recommendations, legislative  
642 proposals, and policy statements, that if disclosed would reveal the governor's contemplated  
643 policies or contemplated courses of action before the governor has implemented or rejected  
644 those policies or courses of action or made them public;

645 (30) records of the Office of the Legislative Fiscal Analyst relating to budget analysis,

646 revenue estimates, and fiscal notes of proposed legislation before issuance of the final  
647 recommendations in these areas;

648 (31) records provided by the United States or by a government entity outside the state  
649 that are given to the governmental entity with a requirement that they be managed as protected  
650 records if the providing entity certifies that the record would not be subject to public disclosure  
651 if retained by it;

652 (32) transcripts, minutes, or reports of the closed portion of a meeting of a public body  
653 except as provided in Section 52-4-206;

654 (33) records that would reveal the contents of settlement negotiations but not including  
655 final settlements or empirical data to the extent that they are not otherwise exempt from  
656 disclosure;

657 (34) memoranda prepared by staff and used in the decision-making process by an  
658 administrative law judge, a member of the Board of Pardons and Parole, or a member of any  
659 other body charged by law with performing a quasi-judicial function;

660 (35) records that would reveal negotiations regarding assistance or incentives offered  
661 by or requested from a governmental entity for the purpose of encouraging a person to expand  
662 or locate a business in Utah, but only if disclosure would result in actual economic harm to the  
663 person or place the governmental entity at a competitive disadvantage, but this section may not  
664 be used to restrict access to a record evidencing a final contract;

665 (36) materials to which access must be limited for purposes of securing or maintaining  
666 the governmental entity's proprietary protection of intellectual property rights including patents,  
667 copyrights, and trade secrets;

668 (37) the name of a donor or a prospective donor to a governmental entity, including an  
669 institution within the state system of higher education defined in Section 53B-1-102, and other  
670 information concerning the donation that could reasonably be expected to reveal the identity of  
671 the donor, provided that:

672 (a) the donor requests anonymity in writing;

673 (b) any terms, conditions, restrictions, or privileges relating to the donation may not be  
674 classified protected by the governmental entity under this Subsection (37); and

675 (c) except for an institution within the state system of higher education defined in  
676 Section 53B-1-102, the governmental unit to which the donation is made is primarily engaged

677 in educational, charitable, or artistic endeavors, and has no regulatory or legislative authority  
678 over the donor, a member of the donor's immediate family, or any entity owned or controlled  
679 by the donor or the donor's immediate family;

680 (38) accident reports, except as provided in Sections 41-6a-404, 41-12a-202, and  
681 73-18-13;

682 (39) a notification of workers' compensation insurance coverage described in Section  
683 34A-2-205;

684 (40) (a) the following records of an institution within the state system of higher  
685 education defined in Section 53B-1-102, which have been developed, discovered, disclosed to,  
686 or received by or on behalf of faculty, staff, employees, or students of the institution:

687 (i) unpublished lecture notes;

688 (ii) unpublished notes, data, and information:

689 (A) relating to research; and

690 (B) of:

691 (I) the institution within the state system of higher education defined in Section  
692 53B-1-102; or

693 (II) a sponsor of sponsored research;

694 (iii) unpublished manuscripts;

695 (iv) creative works in process;

696 (v) scholarly correspondence; and

697 (vi) confidential information contained in research proposals;

698 (b) Subsection (40)(a) may not be construed to prohibit disclosure of public  
699 information required pursuant to Subsection 53B-16-302(2)(a) or (b); and

700 (c) Subsection (40)(a) may not be construed to affect the ownership of a record;

701 (41) (a) records in the custody or control of the Office of Legislative Auditor General  
702 that would reveal the name of a particular legislator who requests a legislative audit prior to the  
703 date that audit is completed and made public; and

704 (b) notwithstanding Subsection (41)(a), a request for a legislative audit submitted to the  
705 Office of the Legislative Auditor General is a public document unless the legislator asks that  
706 the records in the custody or control of the Office of Legislative Auditor General that would  
707 reveal the name of a particular legislator who requests a legislative audit be maintained as

708 protected records until the audit is completed and made public;

709 (42) records that provide detail as to the location of an explosive, including a map or  
710 other document that indicates the location of:

711 (a) a production facility; or  
712 (b) a magazine;

713 (43) information:

714 (a) contained in the statewide database of the Division of Aging and Adult Services  
715 created by Section 62A-3-311.1; or  
716 (b) received or maintained in relation to the Identity Theft Reporting Information  
717 System (IRIS) established under Section 67-5-22;

718 (44) information contained in the Management Information System and Licensing  
719 Information System described in Title 62A, Chapter 4a, Child and Family Services;

720 (45) information regarding National Guard operations or activities in support of the  
721 National Guard's federal mission;

722 (46) records provided by any pawn or secondhand business to a law enforcement  
723 agency or to the central database in compliance with Title 13, Chapter 32a, Pawnshop and  
724 Secondhand Merchandise Transaction Information Act;

725 (47) information regarding food security, risk, and vulnerability assessments performed  
726 by the Department of Agriculture and Food;

727 (48) except to the extent that the record is exempt from this chapter pursuant to Section  
728 63G-2-106, records related to an emergency plan or program prepared or maintained by the  
729 Division of Homeland Security the disclosure of which would jeopardize:

730 (a) the safety of the general public; or  
731 (b) the security of:

732 (i) governmental property;  
733 (ii) governmental programs; or  
734 (iii) the property of a private person who provides the Division of Homeland Security  
735 information;

736 (49) records of the Department of Agriculture and Food relating to the National  
737 Animal Identification System or any other program that provides for the identification, tracing,  
738 or control of livestock diseases, including any program established under Title 4, Chapter 24,



739 Utah Livestock Brand and Anti-theft Act or Title 4, Chapter 31, Livestock Inspection and  
740 Quarantine;

741 (50) as provided in Section 26-39-501:

742 (a) information or records held by the Department of Health related to a complaint  
743 regarding a child care program or residential child care which the department is unable to  
744 substantiate; and

745 (b) information or records related to a complaint received by the Department of Health  
746 from an anonymous complainant regarding a child care program or residential child care;

747 (51) unless otherwise classified as public under Section 63G-2-301 and except as  
748 provided under Section 41-1a-116, an individual's home address, home telephone number, or  
749 personal mobile phone number, if:

750 (a) the individual is required to provide the information in order to comply with a law,  
751 ordinance, rule, or order of a government entity; and

752 (b) the subject of the record has a reasonable expectation that this information will be  
753 kept confidential due to:

754 (i) the nature of the law, ordinance, rule, or order; and

755 (ii) the individual complying with the law, ordinance, rule, or order;

756 (52) the name, home address, work addresses, and telephone numbers of an individual  
757 that is engaged in, or that provides goods or services for, medical or scientific research that is:

758 (a) conducted within the state system of higher education, as defined in Section  
759 53B-1-102; and

760 (b) conducted using animals;

761 (53) an initial proposal under Title 63M, Chapter 1, Part 26, Government Procurement  
762 Private Proposal Program, to the extent not made public by rules made under that chapter;

763 (54) information collected and a report prepared by the Judicial Performance  
764 Evaluation Commission concerning a judge, unless Section 20A-7-702 or Title 78A, Chapter  
765 12, Judicial Performance Evaluation Commission Act, requires disclosure of, or makes public,  
766 the information or report;

767 (55) (a) records of the Utah Educational Savings Plan created under Section  
768 53B-8a-103 if the disclosure of the records would conflict with its fiduciary obligations;

769 (b) proposals submitted to the Utah Educational Savings Plan; and

770 (c) contracts entered into by the Utah Educational Savings Plan and the related  
771 payments;

772 (56) records contained in the Management Information System created in Section  
773 62A-4a-1003;

774 (57) records provided or received by the Public Lands Policy Coordinating Office in  
775 furtherance of any contract or other agreement made in accordance with Section 63J-4-603;

776 (58) information requested by and provided to the Utah State 911 Committee under  
777 Section 53-10-602;

778 (59) recorded Children's Justice Center investigative interviews, both video and audio,  
779 the release of which are governed by Section 77-37-4; ~~and~~

780 (60) in accordance with Section 73-10-33:

781 (a) a management plan for a water conveyance facility in the possession of the Division  
782 of Water Resources or the Board of Water Resources; or

783 (b) an outline of an emergency response plan in possession of the state or a county or  
784 municipality[-];

785 (61) subject to Section 35A-8-307, a record under Title 35A, Chapter 8, Guest Worker  
786 Program Act; and

787 (62) subject to Section 76-8-1505, the database created in Section 76-8-1504.

788 Section 20. Section **63G-11-102** is amended to read:

789 **63G-11-102. Creation of identity documents -- Issuance to citizens, nationals, and**  
790 **legal permanent resident aliens -- Exceptions.**

791 (1) The following entities may create, publish, or otherwise manufacture an  
792 identification document, identification card, or identification certificate and possess an  
793 engraved plate or other device for the printing of an identification document:

794 (a) a federal, state, or local government agency for employee identification, which is  
795 designed to identify the bearer as an employee;

796 (b) a federal, state, or local government agency for purposes authorized or required by  
797 law or a legitimate purpose consistent with the duties of the agency, including such documents  
798 as voter identification cards, identification cards, passports, birth certificates, and Social  
799 Security cards; and

800 (c) a public school or state or private educational institution to identify the bearer as an

801 administrator, faculty member, student, or employee.

802 (2) The name of the issuing entity shall be clearly printed upon the face of the  
803 identification document.

804 (3) Except as otherwise provided in Subsections (4) and (5) or by federal law, an entity  
805 providing an identity document, card, or certificate under Subsection (1)(b) or (c) shall issue  
806 the document, card, or certificate only to:

- 807 (a) a United States citizen;
- 808 (b) a national; or
- 809 (c) a legal permanent resident alien.

810 (4) (a) Subsection (3) does not apply to an applicant for an identification document  
811 who presents, in person, valid documentary evidence of the applicant's:

- 812 (i) unexpired immigrant or nonimmigrant visa status for admission into the United  
813 States;
- 814 (ii) pending or approved application for asylum in the United States;
- 815 (iii) admission into the United States as a refugee;
- 816 (iv) pending or approved application for temporary protected status in the United  
817 States;
- 818 (v) approved deferred action status; or
- 819 (vi) pending application for adjustment of status to legal permanent resident or  
820 conditional resident.

821 (b) (i) An entity listed in Subsection (1)(b) or (c) may issue a Subsection (1)(b) or (c)  
822 identification document to an applicant who satisfies the requirements of Subsection (4)(a).

823 (ii) Except as otherwise provided by federal law, the document is valid only:

- 824 (A) during the period of time of the individual's authorized stay in the United States; or
- 825 (B) for one year from the date of issuance if there is no definite end to the individual's  
826 period of authorized stay.

827 (iii) An entity issuing an identification document under this Subsection (4) shall clearly  
828 indicate on the document:

- 829 (A) that it is temporary; and
- 830 (B) its expiration date.

831 (c) An individual may renew a document issued under this Subsection (4) only upon

832 presentation of valid documentary evidence that the status by which the individual originally  
833 qualified for the identification document has been extended by the United States Citizenship  
834 and Immigration Services or other authorized agency of the United States Department of  
835 Homeland Security.

836 (5) (a) Subsection (3) does not apply to an identification document issued under  
837 Subsection (1)(c) that:

838 (i) is only valid for use on the educational institution's campus or facility; and  
839 (ii) includes a statement of the restricted use conspicuously printed upon the face of the  
840 identification document.

841 (b) Subsection (3) does not apply to a license certificate, driving privilege card, or  
842 identification card issued or renewed under Title 53, Chapter 3, Uniform Driver License Act.

843 (c) Subsection (3) does not apply to a public transit pass issued by a public transit  
844 district as defined in Title 17B, Chapter 2a, Part 8, Public Transit District Act, that:

845 (i) is only valid for use on the public transit system; and  
846 (ii) includes a statement of the restricted use conspicuously printed on the face of the  
847 public transit pass.

848 (d) Subsection (3) does not apply to a permit issued by the Department of Workforce  
849 Services under Title 35A, Chapter 8, Guest Worker Program Act.

850 (6) This section shall be enforced without regard to race, religion, gender, ethnicity, or  
851 national origin.

852 Section 21. Section **63J-1-602.2** is amended to read:

853 **63J-1-602.2. List of nonlapsing funds and accounts -- Title 31 through Title 45.**

854 (1) Appropriations from the Technology Development Restricted Account created in  
855 Section 31A-3-104.

856 (2) Appropriations from the Criminal Background Check Restricted Account created in  
857 Section 31A-3-105.

858 (3) Appropriations from the Captive Insurance Restricted Account created in Section  
859 31A-3-304, except to the extent that Section 31A-3-304 makes the money received under that  
860 section free revenue.

861 (4) Appropriations from the Title Licensee Enforcement Restricted Account created in  
862 Section 31A-23a-415.

863 (5) The fund for operating the state's Federal Health Care Tax Credit Program, as  
864 provided in Section 31A-38-104.

865 (6) The Special Administrative Expense Account created in Section 35A-4-506.

866 ~~(7) The Guest Worker Permit Restricted Account created in Section 35A-8-205.~~

867 ~~[(7)] (8) Funding for a new program or agency that is designated as nonlapsing under~~  
868 Section 36-24-101.

869 ~~[(8)] (9) The Oil and Gas Conservation Account created in Section 40-6-14.5.~~

870 ~~[(9)] (10) The Off-Highway Access and Education Restricted Account created in~~  
871 Section 41-22-19.5.

872 Section 22. Section **76-8-1501** is enacted to read:

873 **Part 15. Identification Enforcement Act**

874 **76-8-1501. Title.**

875 This part is known as the "Identification Enforcement Act."

876 Section 23. Section **76-8-1502** is enacted to read:

877 **76-8-1502. Definitions.**

878 As used in this part:

879 (1) "Database" means the identification database created in Section 76-8-1504.

880 (2) "Department" means the Department of Public Safety created in Section 53-1-103.

881 (3) "Guest worker program permit" means a permit issued under Title 35A, Chapter 8,  
882 Guest Worker Program Act.

883 (4) (a) "Identification" means a document that is a form of positive identification that:

884 (i) is issued by a federal, state, or tribal government entity; and

885 (ii) contains a numerical identifier and a photograph of the person identified.

886 (b) "Identification" includes:

887 (i) an identification card issued by the state;

888 (ii) an identification card issued by another state that is similar to an identification card  
889 issued by this state;

890 (iii) a driver license issued by any state;

891 (iv) a United States military identification card;

892 (v) one of the following if it contains a photograph of the individual:

893 (A) a valid tribal identification card;

894 (B) a Bureau of Indian Affairs card; or

895 (C) a tribal treaty card; or

896 (vi) a guest worker program permit.

897 (5) "Law enforcement agency" means an entity of the federal government, a state, or a  
898 political subdivision of a state, including a state institution of higher education, that exists  
899 primarily to prevent and detect crime and enforce criminal laws, statutes, and ordinances.

900 (6) "Law enforcement officer" has the same meaning as in Section 53-13-103.

901 Section 24. Section **76-8-1503** is enacted to read:

902 **76-8-1503. Identification requirements -- Fingerprinting and photographing.**

903 (1) On and after July 1, 2013, a person shall display at least one form of identification  
904 to a law enforcement officer on demand of the law enforcement officer if the law enforcement  
905 officer conducts a lawful stop, detention, or arrest of the individual when acting in the  
906 enforcement of a state law or local ordinance.

907 (2) If an individual fails to display to a law enforcement officer identification as  
908 required under Subsection (1), the law enforcement officer may:

909 (a) make a record of the time and location where the lawful stop, detention, or arrest  
910 occurs;

911 (b) fingerprint the individual; and

912 (c) take a photograph of the individual.

913 (3) It is a defense to a charge under this section that the person charged produces in  
914 court identification that is issued to the person and is valid at the time of citation or arrest.

915 (4) (a) An individual is guilty of a class C misdemeanor if the individual violates  
916 Subsection (1).

917 (b) An individual is guilty of a class B misdemeanor if the individual refuses to allow a  
918 law enforcement officer to do the following as required by Subsection (2):

919 (i) fingerprint the individual; or

920 (ii) take a photograph of the individual.

921 (5) An arrest made under this section shall be conducted in accordance with Section  
922 77-7-2.

923 (6) A law enforcement officer may not consider race, color, or national origin in  
924 implementing this section, except to the extent permitted by the constitutions of the United

925 States and this state.

926 Section 25. Section **76-8-1504** is enacted to read:

927 **76-8-1504. Identification database.**

928 (1) A law enforcement agency shall forward the information described in Subsection  
929 76-8-1503(2) to the department in an electronic format.

930 (2) The department shall maintain a database of the information provided to the  
931 department under Subsection (1).

932 (3) The department shall develop and maintain the database to facilitate the disclosures  
933 required by Section 76-8-1505.

934 (4) The database created under this section is a protected record under Title 63G,  
935 Chapter 2, Government Records Access and Management Act.

936 (5) The department shall maintain a record created as part of the database for at least  
937 three years from the day on which the record is created in the database.

938 Section 26. Section **76-8-1505** is enacted to read:

939 **76-8-1505. Sharing of information with federal agencies.**

940 (1) In accordance with a memorandum of understanding entered into by the state under  
941 Section 67-5-28, the department shall share one or more records in the database with the  
942 United States Department of Justice or the United States Department of Homeland Security as  
943 provided in 8 U.S.C. Sec. 1357(g) for the enforcement of federal immigration and customs  
944 laws.

945 (2) Notwithstanding Subsection (1), the department may not share a record under this  
946 section related to the holder of a valid guest worker program permit.

---

---

**Legislative Review Note**  
**as of 2-18-11 7:38 AM**

As required by legislative rule and practice, the Office of Legislative Research and General Counsel provides the following legislative review note to assist the Legislature in making its own determination as to the constitutionality of the bill. The note is based on an analysis of relevant state and federal constitutional law as applied to the bill. The note is not written for the purpose of influencing whether the bill should become law, but is written to provide information relevant to legislators' consideration of this bill. The note is not a substitute for the judgment of the judiciary, which has authority to determine the constitutionality of a law in the context of a specific case.

The Constitution of the United States grants authority to the federal government to regulate foreign commerce and to adopt a uniform rule of naturalization. The United States Supreme Court has also found inherent federal authority to regulate immigration on the basis of federal sovereignty and the power to engage in foreign affairs, this is sometimes referred to as the "plenary power," which in more recent years has been made subject to certain constitutional limits. *See, e.g., Zadvydas v. Davis*, 533 U.S. 678 (2001); *Fong Yue Ting v. United States*, 149 U.S. 698 (1893); *Hernandez-Carrera v. Carlson*, 547 F.3d 1237 (10th Cir. 2009). Federal immigration law generally consists of both civil and criminal laws regarding admission of foreign nationals, including the criteria and means for selection and the basis and procedure for removal; citizenship by birth or by naturalization; criminal actions, such as transporting or harboring an alien; and related laws such as access to public benefits, employment of unauthorized aliens, issuance of driver licenses, *etc.* The key federal statute is the Immigration and Nationality Act (INA).

When a state regulates in the area of immigration, the issue arises of whether the state action is preempted by federal law. To determine whether preemption exists, courts generally examine whether the state regulation fails at least one of three tests: Is it preempted because of a conflict with federal law? Is it preempted because federal law has so occupied the field that states are not allowed to regulate in the area? Is there an express preemption of state action?

The bill addresses areas also addressed by federal law such as accessing and disclosing immigration information. Significantly, this bill provides a means by which a person may employ an unauthorized alien in this state if the unauthorized alien is issued a state permit. Federal law, in 8 U.S.C. Sec. 1324a, makes it unlawful to hire, recruit, or refer for a fee, an alien for employment in the United States knowing that the alien is an unauthorized alien.

The bill requires the executive branch to seek waivers that would authorize the state program, but provides for implementation in the absence of such a waiver. Although federal law contains measures to allow cooperation between the federal government and a state, the INA and related regulations do not have an express process to provide a waiver that grants states authority to related to state laws in areas that are governed by federal law. In the absence of an effective waiver recognized as valid by the courts, under current law, there is a high probability that a court would find that portions of this bill unconstitutional because they are preempted by federal law as applied through the Supremacy Clause of the Constitution of the United States.

**Office of Legislative Research and General Counsel**



# FISCAL NOTE

H.B. 116 2nd Sub. (Gray)

SHORT TITLE: **Guest Worker Program Act**

SPONSOR: **Wright, B.**

2011 GENERAL SESSION, STATE OF UTAH

## STATE GOVERNMENT (UCA 36-12-13(2)(b))

Enactment of this bill will cost the Department of Workforce Services \$701,600 one-time from the General Fund in FY 2012 and \$2,867,000 one-time from the General Fund in FY 2013 for program start-up costs. The bill will cost the Utah State Tax Commission \$854,400 one-time from the General Fund in FY 2013 for programming costs. The bill may cost the Department of Public Safety \$300,000 in one-time General Fund in FY 2013 for renovation costs.

Enactment of the bill may allow additional income tax withholding of an estimated \$11.5 million ongoing to the Education Fund beginning in FY 2014.

Ongoing costs for the Department of Workforce Services are estimated at \$3.3 million per year from the newly created Guest Worker Permit Restricted Account for program operation beginning in FY 2014. An equal amount of revenue will presumably accrue to the account from fees authorized in this bill.

The Department of Public Safety (DPS) will collect as much as \$867,900 per year beginning in FY 2014 for criminal history checks. Annual DPS costs associated with such criminal history checks could be as much as \$354,000 from dedicated credits beginning in FY 2014.

The Legislative General Counsel has attached a detailed Legislative Review Note to this bill. If provisions in the bill are challenged in court, there will be costs associated with defending those provisions.

## STATE BUDGET DETAIL TABLE

	FY 2011	FY 2012	FY 2013
<b>Revenue:</b>			
Education Fund	\$0	\$11,543,500	\$11,543,500
Education Fund, One-Time	\$0	(\$11,543,500)	(\$11,543,500)
<b>Total Revenue</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Expenditure:</b>			
General Fund, One-Time	\$0	\$701,600	\$4,021,400
<b>Total Expenditure</b>	<b>\$0</b>	<b>\$701,600</b>	<b>\$4,021,400</b>
<b>Net Impact, All Funds (Rev.-Exp.)</b>	<b>\$0</b>	<b>(\$701,600)</b>	<b>(\$4,021,400)</b>
<b>Net Impact, General/Education Funds</b>	<b>\$0</b>	<b>(\$701,600)</b>	<b>(\$4,021,400)</b>

# FISCAL NOTE

H.B. 116 2nd Sub. (Gray)

SHORT TITLE: **Guest Worker Program Act**

SPONSOR: **Wright, B.**

2011 GENERAL SESSION, STATE OF UTAH

## LOCAL GOVERNMENTS (UCA 36-12-13(2)(c))

To the extent that local law enforcement officials choose to detain additional individuals under Section 24 of the bill, enactment of the bill could cost local governments \$122 per stop beginning in FY 2014.

## DIRECT EXPENDITURES BY UTAH RESIDENTS AND BUSINESSES (UCA 36-12-13(2)(d))

Approximately 58,000 individuals that apply for a guest worker permit would pay about \$71.26 per year generating \$4.1 million per year in revenue. Individuals that file for a guest worker permit but cannot demonstrate health insurance coverage would pay a \$750 fine. Individuals guilty of prohibited conduct may pay a \$750 civil penalty.

NOTE: All of the above estimates assume the programs established in this bill comes into effect on July 1, 2013 as per Section 4 of this bill. Should the State receive federal waivers before that time, the costs estimated here may be incurred earlier than anticipated in this note.