

# JOINT RULE

## LOBBYIST REGISTRATION AND REPORTING

### 1.1—Those Required to Register; Exemptions; Committee Appearance Records

(1) All lobbyists before the Florida Legislature must register with the Joint Legislative Management Committee. Registration is required for each principal represented.

(2) As used in this rule, unless the context otherwise requires:

(a) "Designated lobbyist" means a lobbyist who is appointed by the principal to file the Consolidated Expenditure Report.

(b) "Legislative action" means introduction, sponsorship, testimony, debate, voting, or any other official action on any measure, resolution, amendment, nomination, appointment, or report of, or any matter which may be the subject of action by, either house of the Legislature or any committee thereof.

(c) "Lobby" or "lobbying" means influencing or attempting to influence legislative action or nonaction through oral or written communication or an attempt to obtain the goodwill of a member or employee of the Legislature.

(d) "Lobbyist" means a person who is employed and receives payment, or who contracts for economic consideration, for the purpose of lobbying, or a person who is principally employed for governmental affairs by another person or governmental entity to lobby on behalf of that other person or governmental entity. An employee of the principal is not a "lobbyist" unless the employee is principally employed for governmental affairs. "Principally employed for governmental affairs" means that one of the principal or most significant responsibilities of the employee to the employer is overseeing the employer's various relationships with government or representing the employer in its contacts with government. Any person employed by any executive, judicial, or quasi-judicial department of the state or any community college of the state who seeks to encourage the passage, defeat, or modification of any legislation by personal appearance or attendance before the House of Representatives or the Senate, or any member or committee thereof, is a lobbyist.

(e) "Payment" or "salary" means wages or any other consideration provided in exchange for services, but does not include reimbursement for expenses.

(f) "Principal" means the person, firm, corporation, or other entity which has employed or retained a lobbyist. When an association has employed or retained a lobbyist, the association is the principal; the individual members of the association are not principals merely because of their membership in the association.

(3) For purposes of this rule, the terms "lobby" and "lobbying" do not include any of the following:

(a) Response to an inquiry for information by any member, committee, or staff of the Legislature.

(b) An appearance in response to a legislative subpoena.

(c) Advice or services which arise out of a contractual obligation with the Legislature, a member, a committee, any staff, or any legislative entity to render the advice or services where such obligation is fulfilled through the use of public funds.

(d) Representation of a client before the House of Representatives or the Senate, or any member or committee thereof, when the client is subject to disciplinary action by the House of Representatives or the Senate, or any member or committee thereof.

(4) For purposes of registration and reporting, the term "lobbyist" does not include any of the following:

(a) A member of the Legislature.

(b) A person who is employed by the Legislature.

(c) A judge who is acting in that judge's official capacity.

(d) A person who is a state officer holding elective office or an officer of a political subdivision of the state holding elective office and who is acting in that officer's official capacity.

(e) A person who appears as a witness or for the purpose of providing information at the written request of the chair of a committee, subcommittee, or legislative delegation.

(f) A person employed by any executive, judicial, or quasi-judicial department of the state or community college of the state who makes a personal appearance or attendance before the House of Representatives or the Senate, or any member or committee thereof, while that person is on approved leave or outside normal working hours, and who does not otherwise meet the definition of lobbyist.

(5) When a person, whether or not the person is registered as a lobbyist, appears before a committee of the Legislature, that person must submit a Committee Appearance Record on a form to be provided by the respective house.

## **1.2—Method of Registration**

(1) Each person who is required to register under Joint Senate and House Rule 1.1 must register on forms furnished by the Joint Legislative Management Committee, on which that person must state, under oath, that person's name, business address, and phone number, the name and business address of each principal that person represents, the areas of that person's legislative interest, and the extent of any direct business association or partnership that person has with any member of the Legislature. The Joint Legislative Management Committee or its designee is authorized to acknowledge the oath of any person who registers in person. Any changes to the information provided in the registration form must be reported to the Joint Legislative Management Committee in writing within 15 days.

(2) Any person required to register must do so with respect to each principal prior to commencement of lobbying on behalf of that principal.

Any person required to register must renew the registration annually, in accordance with Joint Senate and House Rule 1.3.

(3) If a principal has one lobbyist registered, another lobbyist for that principal shall not be allowed to register until one of the lobbyists has been appointed by the principal in writing to the Joint Legislative Management Committee as the principal's designated lobbyist for expenditure reporting. A principal may appoint its first registered lobbyist as the designated lobbyist upon that lobbyist's registration and may change its designated lobbyist at any time.

(4) Each person who registers must submit quarterly to the Joint Legislative Management Committee, on forms furnished by the committee, a signed and certified statement listing all lobbying expenditures and sources of funds for those expenditures as required in Joint Senate and House Rule 1.4. Reporting statements shall be filed on April 15, July 15, October 15, and January 15 of each year and shall include the expenditures for the periods from January 1 through March 31, April 1 through June 30, July 1 through September 30, and October 1 through December 31, respectively. The reporting statement filed on January 15 shall also include cumulative totals for the previous calendar year. A reporting statement shall be considered timely filed if it is postmarked by the specified date. A request for an extension of time may be filed with the Joint Legislative Management Committee, on forms provided by the committee. The request for an extension must be signed and indicate that expenditures were incurred for the reporting period. An extension of 75 days shall be automatically granted as long as an extension request is filed by the date the reporting statement is due. To obtain an extension for a Consolidated Expenditure Report, the designated lobbyist must request the extension, and the extension shall cover all reports necessary to prepare the Consolidated Expenditure Report. A statement need not be filed for a reporting period if no expenditures have been made during that reporting period. However, the registrant shall certify in the report due January 15 that there were no expenditures during any reporting period for which a report was not filed. Reporting statements, when feasible, may be filed by electronic means.

(5) The Joint Legislative Management Committee shall publish on the first Monday of each regular session and weekly thereafter through the end of that session a compilation of the names of persons who have registered and the information contained in their registrations.

(6) The Joint Legislative Management Committee shall retain all original documents submitted under this section.

(7) A person who is required to register under this rule, or who chooses to register, shall be considered a lobbyist of the Legislature for the purposes of sections 112.3148 and 112.3149, Florida Statutes, relating to reporting and prohibited receipt of gifts and honoraria.

### **1.3—Registration Costs; Exemptions**

(1) To cover the costs incurred in administering this joint policy, each person who registers under Joint Senate and House Rule 1.1 must pay

an annual registration fee to the Joint Legislative Management Committee. The annual period runs from January 1 to December 31. These fees must be paid at the time of registration.

(2) The following persons are exempt from paying the fee, provided they are designated in writing by the agency head or person designated in this subsection:

(a) Two employees of each department of the executive branch created under chapter 20, Florida Statutes.

(b) Two employees of the Game and Fresh Water Fish Commission.

(c) Two employees of the Executive Office of the Governor.

(d) Two employees of the Commission on Ethics.

(e) Two employees of the Florida Public Service Commission.

(f) Two employees of the judicial branch designated in writing by the Chief Justice of the Florida Supreme Court.

(3) The annual fee is up to \$50 per each house for a person to register to represent one principal and up to an additional \$10 per house for each additional principal that the person registers to represent. The amount of each fee shall be established annually by the Joint Legislative Management Committee. The fees set shall be adequate to ensure operation of the lobbyist registration and reporting operations of the Joint Legislative Management Committee. The fees collected by the Joint Legislative Management Committee under this joint policy shall be deposited in the State Treasury and credited to the appropriation for legislative expenses specifically to cover the costs incurred in administering this joint policy.

#### **1.4—Periodic Reports Required**

(1) **MANNER OF REPORTING.**—All lobbying expenditures shall be reported on an Individual Lobbyist's Expenditure Report or a Consolidated Expenditure Report. An "expenditure" means a payment, distribution, loan, advance, reimbursement, deposit, or anything of value made or controlled, directly or indirectly, by a lobbyist or principal for the purpose of lobbying. Each reporting individual shall make a good faith effort to report an expenditure and to report it in the appropriate category. If an expenditure fits in two or more categories, it shall be reported in the category to which the expense primarily relates. When an expenditure is not within any defined category, it should be reported in the "Other" category. Expenditures shall be accounted for and reported on either a cash or accrual accounting basis. The basis selected shall be designated in the space provided on the applicable expenditure report and shall be the basis consistently used, during the entire calendar year, for reporting quarterly and annual expenditures.

(2) **GOODWILL EXPENDITURES.**—An expenditure shall be considered to have been intended to be for the purpose of engendering goodwill if it is a gift, an entertainment, any food or beverage, or any other item or service of similar personal benefit to a member or an employee of the

Legislature unless the member or employee is a relative of the lobbyist. A relative is an individual who is related to the member or employee as father, mother, son, daughter, brother, sister, uncle, aunt, first cousin, nephew, niece, husband, wife, father-in-law, sister-in-law, stepfather, stepmother, stepson, stepdaughter, stepbrother, stepsister, half brother, half sister, grandparent, great grandparent, grandchild, great grandchild, step grandparent, step great grandparent, step grandchild, or step great grandchild; any person who is engaged to be married to the member or employee or who otherwise holds himself or herself out as or is generally known as the person whom the member or employee intends to marry or with whom the member or employee intends to form a household; or any other natural person having the same legal residence as the member or employee.

(3) EXPENDITURE CATEGORIES.—The categories of expenditures used in this rule are as follows:

(a)1. “Communications” means dissemination of information, including, but not limited to, by means of the following:

a. Audio-visual materials; and

b. Signs, placards, banners, buttons, promotional materials, and other display materials;

together with any associated production services.

2. This category does not include media advertising, publications, or research.

(b) “Entertainment” means amusement or recreation, including, but not limited to, sporting, hunting, fishing, theatrical, artistic, cultural, and musical activities or events.

(c) “Food and Beverages” means meals, snacks or other edible substances, or liquids for drinking, including services associated therewith.

(d) “Lodging” means sleeping or living accommodations for an individual for one or more nights.

(e) “Media Advertising” means newspaper and magazine advertising, radio and television advertising, and outdoor advertising, including production services and copyrighting services.

(f) “Other” means any item or service that is not included within one of the specified categories, but does not include any item or service that is not required by law to be reported.

(g) “Publications” means mass-produced, printed materials, including, but not limited to, magazines, newsletters, brochures, or pamphlets, which expressly encourage persons to communicate with members or employees of the Legislature to influence the official actions of members or employees of the Legislature or which are designed to communicate with members or employees of the Legislature.

(h) "Research" means procurement of information relating to a specific issue, regardless of the form or medium in which that information is provided, including, but not limited to, surveys, bill-tracking services, information services, periodicals, and consultants or consultant services to gather data or statistics.

(i) "Special Events" means large-scale occurrences, including, but not limited to, receptions, banquets, dinners, or legislative days, to which more than 250 persons are invited and for which the expenditures associated with hosting the occurrence are negotiated with a catering service or facility at a single, set price or which include multiple expenditure categories.

(j) "Travel" means transporting an individual from one place to another, regardless of the means used.

(4) ITEMS THAT ARE NOT EXPENDITURES.—The term "expenditure" does not include:

(a) Contributions or expenditures reported pursuant to chapter 106, Florida Statutes; campaign-related personal services provided without compensation by individuals volunteering their time; or any other contribution or expenditure by a political party.

(b) A lobbyist's or principal's salary, office expenses, and personal expenses for lodging, meals, and travel. If the principal is a firm, corporation, association, or person, other than a natural person, the office expenses of the entity and the salaries of the officers of the entity, as well as expenses for their lodging, meals, and travel, are not lobbying expenditures. Office expenses include, but are not limited to, payment or obligation for rent or mortgage, utilities, postage, telephone service, employees' salaries, furniture, copies, computers, software, paper supplies, and custodial or maintenance services. Communications, publications, and research are office expenses if performed or produced by the lobbyist or principal or their employees. If those functions are performed by independent contractors, other than the lobbyist or principal or an affiliate controlled by the principal, they are expenditures reportable under the appropriate expenditure category.

(c) If an expense is incurred for a nonlobbying business purpose and the product of that expense is later used for a lobbying purpose, a reportable expenditure is not created.

(5) VALUATION OF EXPENDITURES.—

(a) In calculating the amount of aggregate expenditures, a lobbyist or principal may, prior to prorating, round each entry up or down to the nearest \$5. A record is not required to be maintained for any amount that rounds to zero.

(b) The amount to be reported for an expenditure shall be determined using the actual cost to the lobbyist or principal or other person making the payment on behalf of the lobbyist or principal, less any compensation received by such lobbyist or principal in payment for the object of the

expenditure. If a lobbyist or principal makes a contribution to an expenditure by another lobbyist or principal, the person making the contribution shall report the amount of the contribution as an expenditure, and the person receiving the contribution shall subtract the value of the contribution from the expenditure to be reported by that person.

(c) When a lobbyist has multiple principals, expenditures made for the purpose of engendering goodwill that are not attributable to one principal may be prorated among the lobbyist's principals or may be attributed to one principal.

(d) When a lobbyist has multiple principals, expenditures for research or other expenditures that may benefit several principals may be reported to the principal for whom the research was done or other expenditures incurred or prorated to those principals that may benefit from the research or other expenditures.

(e) The amount reported as an expenditure shall not include the amount of any additional expenses that are required as a condition precedent to eligibility to make an expenditure if the amount expended for the condition precedent is primarily intended to be for a purpose other than lobbying or if it is paid to a charitable organization. If the amount expended for the condition precedent is primarily intended to be for a lobbying purpose and is not paid to a charitable organization, the total amount of the expenditure shall be reported as a lobbying expenditure. Initiation fees, membership fees, and booster fees are examples, although not exclusive examples, of additional expenses that are regularly required as conditions precedent for eligibility to make other expenditures.

(f) A person providing transportation in a private automobile shall be considered to be making an expenditure at the rate of 20 cents per mile, and the amount of an expenditure made for transportation provided in other private conveyances shall be determined in accordance with the provisions of section 112.3148(7), Florida Statutes.

(g) A person providing lodging in a private residence shall be considered to be making an expenditure of \$29 per night.

(h) Expenditures made for more than one person may be attributed, on a pro rata basis, among all of the persons for whom the expenditure is made.

#### (6) INDIVIDUAL LOBBYIST'S EXPENDITURE REPORT.—

(a) When a principal has only one lobbyist, the lobbyist shall file quarterly, as provided in Joint Senate and House Rule 1.2, an Individual Lobbyist's Expenditure Report on forms provided by the Joint Legislative Management Committee. The report shall include the name of the lobbyist and the name of the principal on whom the report is prepared. Expenditures for the quarter shall be reported by the following categories: Food and Beverages; Entertainment; Research; Communications; Media Advertising; Publications; Travel; Lodging; Special Events; and Other. For each expenditure category, the report must identify the amount paid directly by the lobbyist, directly by the principal, initiated

or expended by the lobbyist and paid for by the principal, or initiated or expended by the principal and paid for by the lobbyist. The report filed on January 15 shall contain cumulative totals for the calendar year.

(b) A lobbyist shall file an Individual Lobbyist's Expenditure Report for each principal represented, unless a Consolidated Expenditure Report is required to be filed for that principal.

(7) CONSOLIDATED EXPENDITURE REPORT.—

(a) When a principal has two or more lobbyists, the principal shall designate one lobbyist who will be responsible for filing the Consolidated Expenditure Report. Every lobbyist so designated shall file quarterly, as provided in Joint Senate and House Rule 1.2, a Consolidated Expenditure Report on forms provided by the Joint Legislative Management Committee. The Consolidated Expenditure Report shall include the name of the principal and the names of all of the lobbyists for that principal. A cumulative total by the expenditure categories of Food and Beverages; Entertainment; Research; Communications; Media Advertising; Publications; Travel; Lodging; Special Events; and Other shall be provided for all lobbyists on the report. The Consolidated Expenditure Report filed on January 15 shall contain cumulative totals for the calendar year.

(b) Each lobbyist identified on the Consolidated Expenditure Report must provide an Individual Lobbyist's Expenditure Report to the designated lobbyist, who shall attach all the Individual Lobbyist's Expenditure Reports for that principal, including the Individual Lobbyist's Expenditure Report of the designated lobbyist, to the Consolidated Expenditure Report. The designated lobbyist is responsible for attaching each Individual Lobbyist's Expenditure Report to the Consolidated Expenditure Report and completing the Consolidated Expenditure Report. The designated lobbyist is responsible for making a good faith effort to obtain the figures reported as lobbying expenditures made by the principal; however, the principal is responsible for the accuracy of the figures submitted to the designated lobbyist by the principal. The designated lobbyist is not responsible for the failure of another lobbyist to provide the Individual Lobbyist's Expenditure Report to the designated lobbyist and is not responsible for the contents of any Individual Lobbyist's Expenditure Report submitted by another lobbyist.

(c) When there are multiple lobbyists, only the designated lobbyist is to report expenditures made directly by the principal on the Consolidated Expenditure Report. When there are multiple lobbyists, only unduplicated amounts should be reported for expenditures initiated or expended by the lobbyist and paid for by the principal.

**1.5—Questions Regarding Registration**

(1) A person may request in writing an informal opinion from the general counsel of the Joint Legislative Management Committee as to the application of this rule to a specific situation. The general counsel shall issue the opinion within 10 days after receiving the request. The informal opinion may be relied upon by the person who requested the informal opinion. A copy of each informal opinion which is issued shall be pro-

vided to the presiding officer of each house. The committees designated under section 11.045(4), Florida Statutes, may revise any informal opinion rendered by the general counsel through an advisory opinion to the person who requested the informal opinion. The advisory opinion shall supersede the informal opinion as of the date the advisory opinion is issued.

(2) Persons in doubt about the applicability or interpretation of this rule may submit in writing the facts for an advisory opinion to the committee of the respective house designated pursuant to section 11.045(4), Florida Statutes, and may appear in person before the committee in accordance with section 11.045(4), Florida Statutes.

### **1.6—Open Records**

All of the lobbyist registration and expenditure reports received by the Joint Legislative Management Committee shall be available for public inspection and for duplication at reasonable cost.

### **1.7—Records Retention and Inspection**

Each lobbyist and each principal shall preserve for a period of 4 years all accounts, bills, receipts, computer records, books, papers, and other documents and records necessary to substantiate lobbying expenditures. Upon receipt of a complaint based upon the personal knowledge of the complainant made pursuant to the Senate Rules or Rules of the House of Representatives, any such documents and records may be inspected when authorized by the President of the Senate or the Speaker of the House of Representatives, as applicable. The person authorized to perform the inspection shall be designated in writing and shall be a member of The Florida Bar or a certified public accountant licensed in Florida. Any information obtained by such an inspection may only be used for purposes authorized by law, this rule, Senate Rules, or Rules of the House of Representatives, which purposes may include the imposition of sanctions against a person subject to this rule or Senate Rules or the Rules of the House of Representatives. Any employee who uses that information for an unauthorized purpose is subject to discipline. Any member who uses that information for an unauthorized purpose is subject to discipline under the applicable rules of each house. The right of inspection may be enforced by appropriate writ issued by any court of competent jurisdiction.

(1) For the period from July 1, 1993, to September 30, 1993, the statement of expenditures required by section 11.045, Florida Statutes (1991), shall be filed no later than January 15, 1994. For the period from October 1, 1993, to December 31, 1993, the applicable lobbyist report shall be filed as provided in Joint Senate and House Rule 1.4; however, cumulative totals are not required for calendar year 1993.

(2) Until January 1, 1995, the annual fee is \$50 per each house of the Legislature for a person to register to represent a principal and an addi-

tional \$10 per house for each additional principal that the person registers to represent.

(3) For persons who have paid the registration fee for the period July 1, 1992, to June 30, 1994, the registration is valid through June 30, 1994, and those persons may renew their registration for calendar year 1994 at a rate of one-half the rate specified in subsection (2). Those renewal registrations expire on December 31, 1994.

(4) All persons who were required to register under Joint Senate and House Rule One as it existed on October 1, 1993, and who registered between that date and the date of adoption of the revisions to Joint Senate and House Rule One by this concurrent resolution, but who, under the revisions to Joint Senate and House Rule One by this concurrent resolution are no longer required to register, may, within 14 days after adoption of the revisions to Joint Senate and House Rule One by this concurrent resolution, withdraw from registration and receive a refund of all fees paid.

(5) All persons who were not required to register under Joint Senate and House Rule One as it existed on October 1, 1993, but who are required to register under the revisions to Joint Senate and House Rule One by this concurrent resolution, are given until January 1, 1994, to comply with the registration requirements of this rule.

## JOINT RULE

### GENERAL APPROPRIATIONS BILL

#### 2.1—General Appropriations Bill; Review Period

(1) A general appropriations bill shall be subject to a 72-hour public review period before a vote is taken on final passage in the house in which the bill originates.

(2) A review period is not required prior to a vote being taken on final passage of the same bill in the nonoriginating house, provided the bill is not amended. If a bill is amended, the amendment being a bill previously furnished pursuant to this rule, another review period is not required. If, however, the amendment was not previously furnished pursuant to this rule, another 72-hour public review period shall be provided before a vote is taken on final passage.

(3) If a bill is returned to the house in which the bill originated and the originating house does not concur in all the amendments or adds additional amendments, no further action shall be taken on the bill by the nonoriginating house, and a conference committee shall be established by operation of this rule to consider the bill.

(4) If a bill is referred to a conference committee by operation of this rule, a 72-hour public review period shall be provided prior to a vote being taken on the conference committee report by either house.

(5) A copy of the bill, a copy of the bill with amendments adopted by the nonoriginating house, or the conference committee report shall be furnished to each member of the Legislature, the Governor, the Chief Justice of the Supreme Court, and each member of the Cabinet. Copies for the Governor, Chief Justice and members of the Cabinet shall be furnished to the official's office in the Capitol or Supreme Court Building. A member's copy shall be furnished to the member's desk in the appropriate chamber. The Secretary of the Senate shall be responsible for furnishing copies under this rule for Senate bills, House bills as amended by the Senate, and conference committee reports on Senate bills. The Clerk of the House shall be responsible for furnishing copies under this rule for House bills, Senate bills as amended by the House, and conference committee reports on House bills.

(6) The 72-hour public review period shall begin to run upon completion of the furnishing of copies required to be provided herein. The Speaker of the House or the President of the Senate, as appropriate, shall be informed of the completion time and such time shall be announced on the floor prior to vote on final passage in each house and shall be entered in the journal of each house. Saturdays, Sundays, and holidays shall be included in the computation under this rule.

## **2.2—General Appropriations Bill; Definition**

For the purposes of Joint Rule 2, the term “general appropriations bill” means a bill which provides for the salaries of public officers and other current expenses of the state and contains no subject other than appropriations. A bill which contains appropriations which are incidental and necessary solely to implement a substantive law is not included within this term.