

**CITY OF OAKLAND
AGENDA REPORT**

OFFICE OF THE CITY CLERK
OAKLAND

2005 MAY -5 PM 5:18

To: Oakland City Council
From: Oakland Public Ethics Commission
Date: May 17, 2005

RE: A Report and Recommendation From the Public Ethics Commission To Amend Chapter 3.13 Of The Oakland Municipal Code (aka "The Limited Public Financing Act") To Provide, Among Other Things, That 1) Matching Funds Be Available Only To Candidates For City Council And The Oakland School Board; 2) The Maximum Amount Which A Candidate May Receive In Matching Funds Be Raised From 15 percent to 25/30 Percent Of The Voluntary Expenditure Limit; 3) Require Candidates To Collect Eligible Contributions Only From Sources Located Within The City Of Oakland; 4) Candidates May Receive An Initial Grant Of Matching Funds Upon A Determination Of Eligibility; And 5) Run-off Candidates Shall Be Limited In The Receipt Of Matching Funds.

SUMMARY

At its regular meetings of January 4, 2005, and February 1, 2005, the City Council considered a series of proposed amendments from the Oakland Public Ethics Commission ("Commission") and the City Council Rules and Legislation Committee to amend the Limited Public Financing Act.

Central to these amendments are the proposals to limit the matching fund program to candidates for City Council races only. These amendments alone could reduce general fund expenditures for the program by approximately 44 to 53 percent from projections based on current law.

Other proposals are designed to improve the administration of the program and to clarify existing provisions. In February, 2005, the City Council amended the Act to require participants to file all campaign statements as a condition of receiving matching funds, and to prohibit matching contributions made with cash, money orders or cashiers checks.

A copy of the Commission's original proposal is submitted in redline format as **Attachment 1**. A copy of how the Rules Committee's proposals would add to or supersede the Commission's proposals is submitted in redline format as **Attachment 2**.

FISCAL IMPACT

Under current law, the City will be required to appropriate into a special fund an amount of money sufficient to fund all candidates for City office eligible to receive public matching funds

Item: _____
ORA/Council
May 17, 2005

for the 2006 election cycle. The City offices involved in the next election will be the offices of Mayor, City Auditor, City Council districts 2, 4 and 6, and School Board districts 2, 4 and 6. Commission staff has previously estimated total program costs under existing law to range between \$398,625 and \$239,175, depending on the funding scenarios selected. These figures do not include money for any run-off races which are currently funded under the program.

Under the Commission's proposal to fund only City Council candidates, **including** the at-large seat, at 25 percent of the candidate's voluntary expenditure ceiling, costs for the June, 2006, election are anticipated to range between \$185,626 and \$111,375, a 53 percent reduction from the projections under current law.

Under the Rules Committee proposal, in which the at-large seat would **not** be eligible for matching funds and district candidates would be entitled to receive 30 percent of their voluntary expenditure ceiling in matching funds, costs are anticipated to range between \$222,750 and \$178,200, a 44 percent reduction from the projections under current law.

All amounts discussed above will have to be applied to the FY 2005-2007 Budget Development Process within the General Purpose Fund.

KEY ISSUES AND IMPACTS

To assist the City Council in evaluating the Commission's and Rules Committee's proposals, Commission staff has prepared the following matrix summarizing the proposals and referencing them to the specific language contained in the redlines:

SIGNIFICANT ISSUES TO DETERMINE	COMMISSION PROPOSAL (REDLINE ATTACHMENT 1)	RULES COMMITTEE PROPOSAL (REDLINE ATTACHMENT 2)
To what offices should matching funds apply?	All City Council races (including at-large); and School Board after state administration ends. Red 1; §3.13.060(A)	Only district City Council (not at-large); and School Board after state administration ends. Red 2; §3.13.060(A)
At what amount should matching funds be paid?	25 percent of voluntary expenditure ceilings. Red 1; §3.13.110(B)	30 percent of voluntary expenditure ceilings. Red 2; §3.13.110(B)
Should matching funds apply only to contributions raised from sources within the City of Oakland?	Yes; for contributions in which the donor's "principal residence" or "primary place of doing business" is located within the City. Red 1; §3.13.110(A)	No alternative proposal, but establishes specific definitions for "principal residence" and "primary place of doing business." Red 2; §3.13.040 Staff also recommends that the address printed on the check be deemed correct unless contradicted by clear evidence to the contrary. Red 2; §3.13.110(A)

Should the program provide initial, lump-sum grants to eligible candidates?	Yes; would provide an initial grant equaling 20 percent of the amount a candidate is allocated to receive upon certification of eligibility. Red 1; §3.13.110(D)	Yes; but would split the grant to provide half upon certification of eligibility and the other half after candidate raises contributions totaling 10 percent of expenditure ceiling. Red 2; §3.13.110(D)
Should matching funds be provided to run-off candidates?	Partially; run-off candidates would receive only a lump-sum grant equaling 20 percent of the amount a candidate is allocated to receive upon certification of eligibility. No other funds shall be provided to run-off candidates. Red 1; §3.13.110(E)	No alternative proposal.
Should candidates be required to return any matching funds if they later return the contribution to the donor?	No proposal.	Yes; would require candidates to return within seven business days any matching funds that were based and received on a returned contribution. Red 2; §3.13.110(F)

SUSTAINABLE OPPORTUNITIES

None.

DISABILITY AND SENIOR CITIZEN ACCESS

Not applicable.

RECOMMENDATION AND ACTION REQUESTED:

The Oakland Public Ethics Commission recommends that the City Council adopt the amendments it initially proposed to the Limited Public Financing Act as contained in the attached redline. The City Council Rules and Legislation Committee recommends that the City Council consider the alternative proposals contained in this staff report.

Respectfully submitted,



Daniel D. Purnell, Executive Director
 Public Ethics Commission

FORWARDED TO THE OAKLAND CITY COUNCIL



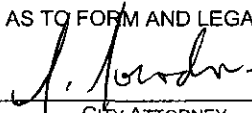
OFFICE OF THE CITY ADMINISTRATOR

Item: _____
 ORA/Council
 May 17, 2005

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2005 MAY -5 PM 5:19 APPROVED AS TO FORM AND LEGALITY

INTRODUCED BY COUNCILMEMBER _____


CITY ATTORNEY

ORDINANCE NO. _____ C.M.S.

AN ORDINANCE AMENDING OAKLAND MUNICIPAL CODE CHAPTER 3.13, THE LIMITED PUBLIC FINANCING ACT OF THE CITY OF OAKLAND, ORIGINALLY ADOPTED DECEMBER 14, 1999

WHEREAS, the Limited Public Financing Act Of The City Of Oakland (hereinafter the "Act") was passed by the City Council on December 14, 1999 and became effective on January 1, 2001; and

WHEREAS, the City Council duly considered and adopted at its regular meeting of November 28, 2000, a report from the Oakland Public Ethics Commission proposing various specific amendments to the Act and administrative regulations thereto; and

WHEREAS, the City Council intends for such amendments to the Act to apply to the District Six special election to be held on April 17, 2001;

NOW THEREFORE BE IT ORDAINED, that Oakland Municipal Code Chapter 3.13 is amended to read as follows:

Article I. Findings and Purpose

3.13.010 Title

This Act shall be known as the "Limited Public Financing Act of the City of Oakland."

3.13.020 Findings and Declarations

The findings of this Act are as follows:

A. The financial strength of certain individuals or organizations should not enable them to exercise a disproportionate or controlling influence on the election of candidates.

B. The rapidly increasing costs of political campaigns have forced many candidates to raise larger and larger percentages of money from interest groups with a specific financial stake in matters under consideration by city government. This has caused the public perception that votes are being improperly influenced by monetary contributions.

C. High campaign costs are forcing officeholders to spend more time on fundraising and less time on the public's business. The constant pressure to raise contributions is distracting officeholders from urgent governmental matters.

3.13.030 Purpose of this Act

The purpose of this act is to accomplish the objectives stated in Oakland's Campaign Reform Act as follows:

A. To ensure that all individuals and interest groups in our city have a fair and equal opportunity to participate in elective and governmental processes.

B. To reduce the influence of large contributors with a specific financial stake in matters under consideration by the City of Oakland, and to counter the perception that decisions are influenced more by the size of contributions than by the best interests of the people of Oakland.

C. To reduce the pressure on candidates to raise large campaign war chests for defensive purposes, beyond the amount necessary to communicate reasonably with voters.

D. To encourage competition for elective office.

E. To allow candidates and office holders to spend a smaller proportion of their time on fundraising and a greater proportion of their time dealing with issues of importance to their constituents and the community.

F. To ensure that serious candidates are able to raise enough money to communicate their views and positions adequately to the public, thereby promoting public discussion of important issues involved in political campaigns.

G. To help preserve public trust in governmental and electoral institutions.

Article II. Definitions

3.13.040 Interpretation of this Act

Unless the term is specifically defined in this Act or the contrary is stated or clearly appears from the text, the definitions set forth in Chapter 3.12 of the Oakland Municipal Code and in *Government Code sections 81000 et seq. as amended* govern the interpretation of this Act.

For purposes of this Act, contributions shall be "matchable contributions" only if they are: 1) the first \$100 or less of a contribution received and deposited by the candidate for the office being sought from each contributor to the candidate or the candidate's controlled committee, 2) received no more than one-hundred eighty (180) days before the date of the election, and 3) made on a

written instrument containing the name of the donor, the name of the payee and drawn on the account of the donor.

Article III. Election Campaign Fund

3.13.050 Election Campaign Fund

There is hereby established an account within a special revenue fund of the City of Oakland to be known as the "Election Campaign Fund."

3.13.060 Appropriation of Funds

A. The Oakland City Council shall appropriate to the Election Campaign Fund, under the City's current two year budget cycle, an amount sufficient to fund all candidates ~~for city office~~ eligible to receive limited matching funds for the following City offices: City Councilmember-at-large, District City Councilmember and School Board Director. Notwithstanding this or any other provision of law, this Act shall not apply to the elected office of School Board Director until the first election after the Oakland Unified School District regains all of its rights, duties and powers upon the completion of the from the Election Campaign Fund conditions set forth in 2003 Cal. Stats., Chapter 14, Section 5.

B. The Oakland Public Ethics Commission shall provide in the form and at the time directed by the Mayor and City Manager a written estimate of the amount necessary to be appropriated for any two-year budget cycle according to the provisions of this Act for all eligible candidates. The amount of funds to be allocated to the Election Campaign Fund shall be based on a consideration of anticipated campaign activity, anticipated administrative costs, and existing unspent funds within the account. The amount of funds to be allocated to the Election Campaign Fund shall not exceed \$460,000 for any two-year budget cycle, except that the allocation may exceed \$460,000 to reflect changes in the consumer price index. The Public Ethics Commission may limit the allocation of funds for any primary election to assure that sufficient funds remain available for the general election.

C. The Election Campaign Fund shall be established as an interest bearing account. Unspent funds in the Election Campaign Fund at the end of a two year budget cycle shall remain in the Fund and accrue for disbursement to candidates eligible for matching funds in future elections and for administrative costs pursuant to subsection 3.13.060(d) below. In no event shall additional allocations to the Fund be made to cause the available balance in the Fund to exceed five hundred thousand dollars (\$500,000), to include allocations made to the Public Ethics Commission pursuant to subsection 3.13.060(d) below.

D. Up to 7.5% of the amount allocated to the Election Campaign Fund pursuant to subsections 3.13.060 (a) and (b) may be utilized by the Public Ethics Commission to cover the anticipated cost of administering the provisions of this Act. The Public Ethics Commission shall

make a sufficient proportion of such funds available to the City Auditor to conduct compliance reviews as provided in section 3.13.100.

Article IV. Eligibility for Matching Funds

3.13.070 Application and Withdrawal Procedures

A. Each candidate for city office ~~no later than the time of filing his or her declaration of candidacy~~, shall file a statement with the City Clerk on a form approved for such purpose indicating acceptance or rejection of the voluntary spending ceilings ~~under~~ pursuant to Oakland Municipal Code section Section 3.12.190.

B. A candidate who intends to accept public matching funds from the Election Campaign Fund shall sign an oath under penalty of perjury that the candidate and the candidate's controlled committee have, to the best of his or her knowledge, complied with all applicable contribution and expenditure limitations under the Oakland Campaign Reform Act and intends to comply with such contribution and expenditure limitations at all times in which the limitations apply.

C. If a candidate declines to accept the voluntary expenditure ceilings prescribed in Oakland Municipal Code ~~section~~ Section 3.12.200, the candidate shall be subject to the contribution limits of Sections 3.12.050(a) and 3.12.060 (a) and shall not be eligible for matching funds.

D. If a candidate agrees to accept the voluntary expenditure ceilings prescribed in Oakland Municipal Code, ~~section~~ Section 3.12.200, the candidate shall be subject to the contribution limits of Oakland Municipal Code ~~sections~~ Sections 3.12.050 (e)(b) and 3.12.060 (e)(b) as adjusted pursuant to sections ~~3.12.050(d) and 3.12.060(d)~~, 3.12.050(g) and 3.12.060(g), and shall be eligible for public matching funds upon meeting the qualification requirements as provided in this Act.

E. A candidate who agrees to accept the expenditure ceilings in Oakland Municipal Code ~~section~~ Section 3.12.200 shall not change the decision, unless an opposing candidate files a statement of rejection, or as otherwise provided in Oakland Municipal Code ~~section~~ Section 3.12.220. In the event an opposing candidate files a statement of rejection, any candidate for the same office may rescind his or her acceptance within 10 calendar days of the deadline for filing nomination papers, provided that the candidate has not accepted any contributions in amounts greater than the limitations set forth in Oakland Municipal Code ~~section~~ Section 3.12.050 (a) and 3.12.060(a). Any candidate rescinding his or her acceptance of the expenditure ceilings shall not be eligible for public matching funds. In the event expenditures ceilings are lifted pursuant to Oakland Municipal Code ~~section~~ Section 3.12.220, a candidate who accepted expenditure ceilings shall be permitted to continue receiving matching public funds but shall no longer be subject to expenditure ceilings.

3.13.080 Qualification Procedures

An eligible candidate shall be approved to receive public matching funds if the candidate meets all of the following requirements:

- A. The candidate has filed a timely statement of acceptance of the voluntary spending ceilings and acceptance of public matching funds.
- B. The candidate is certified to appear on the ballot for the election for which matching funds are sought.
- C. ~~Any disclosures required by the Public Ethics Commission to be filed by the candidate or candidate's controlled committee indicate that the~~ The candidate has received matchable contributions in an aggregate amount of at least 5 percent of the expenditure ceiling for the office being sought from contributors whose principal residence or whose primary place of doing business is located within the City of Oakland and which residence sought. Matchable contributions shall consist of only the first \$100 or less of a contribution or contributions received and deposited by the candidate for the office sought from each individual contributor to the candidate or candidate's controlled committee and do not include any contributions received eighty eight or more days prior to closing of the nomination period for the office sought. No contribution shall be matched unless it is made on a financial instrument containing the name of the donor, the name of the payee and drawn on the account of the donor. or business address appears on the written instrument used to make the contribution. Contributions from the candidate's own funds shall not be counted towards meeting this 5 percent threshold.
- D. The candidate is opposed by another candidate for the same office who has qualified for matching funds, or the candidate is opposed by another candidate for the same office who has received contributions or made expenditures or has cash on hand in an amount of at least 7 percent of the voluntary expenditure ceiling for that office.
- E. The candidate agrees to all conditions and requirements of the use of public funds set forth in the Act and submits to any reasonable audits or compliance reviews deemed appropriate by the Public Ethics Commission or other civil authorities.
- F. The candidate or his or her campaign treasurer or designee attends a training program conducted or sponsored by the Public Ethics Commission. The Public Ethics Commission shall conduct or sponsor at least three training programs before the nomination period closes in any general municipal election.
- G. The candidate has filed, and completely and accurately executed, all pre-election campaign statements that are due at the time matching funds are payable. All candidates receiving matching funds shall timely file, and completely and accurately execute, all post-election campaign statements for each election in which they receive matching funds.

3.13.090 Use of Personal Funds

Unless the voluntary expenditure ceilings are lifted in accordance with Oakland Municipal Code ~~section~~ Section 3.12.220, a candidate who accepts public matching funds shall not receive a ~~contribution or contributions or loans~~ from the candidate's own funds that exceed which aggregate total exceeds 5 percent of the voluntary expenditure ceiling for the office being sought. If the voluntary expenditure ceilings for the office being sought are lifted, this provision shall not apply.

Article V. Disbursement of Public Matching Funds.

3.13.100 Duties of the Public Ethics Commission

A. The Public Ethics Commission shall develop any and all forms necessary to carry out the provisions of the Act, including forms for statements of acceptance or rejection of expenditure ceilings and forms for candidate requests for public matching funds. The Public Ethics Commission may, in its discretion, require any document or form to be filed in an electronic format that is provided by the Public Ethics Commission to the candidates free of charge.

B. The Public Ethics Commission shall cause the review of the statements of acceptance or rejection, nomination papers, requests for public subsidies and other campaign financial reports in a timely fashion to certify a candidate's eligibility to receive public matching funds.

C. The certification of a candidate's eligibility for public matching funds shall provide the reasons why a candidate is or is not eligible, the amount of the public matching funds disbursed, and what actions a candidate may take to correct any insufficiencies.

D. The City Auditor shall conduct mandatory audits or compliance reviews of all candidates accepting public matching funds. Audits or compliance reviews shall be conducted of other candidates only when necessary to determine if compliance with the eligibility requirements of section 3.13.080(d) were met. The results of any audit(s) or compliance review(s) conducted shall be provided to the Public Ethics Commission. The City Auditor shall propose administrative standards for conducting audits and compliance reviews consistent with the requirements of this Act to be duly approved by resolution of the City Council.

3.13.110 Matching Fund Formula

A. A certified candidate shall receive public matching funds according to the following formula:

A.—One formula: One dollar of public matching funds for each dollar received and deposited of the first \$100 or less contributed by each individual contributor provided that the contribution is made by contributors whose per election principal residence or whose primary place of doing business is located within the City of Oakland and which residence or business address appears on the written instrument used to make the contribution.

B. The total amount of public funds allocated to each candidate shall not exceed 4525 percent of the voluntary expenditure ceiling per election for the office being sought.

C. In no event shall the Public Ethics Commission match a contribution which it has determined to be aggregated with a previously matched contribution from another person pursuant to Section 3.12.080.

D. Upon certification of a candidate's eligibility, the candidate shall receive an initial lump-sum payment representing twenty percent of the total amount of available matching funds for which he or she is allocated to receive. Thereafter, a certified candidate shall receive matching funds according to the formula contained in Section 3.13.110(A).

E. Each candidate who qualifies for a run-off election shall receive a lump-sum payment equal to the lump-sum payment he or she received pursuant to Section 3.13.110(D). No other matching funds shall be available to a run-off candidate.

3.13.120 Disbursement of Public Funds

A. A candidate or candidate's controlled committee, certified as eligible to receive public matching funds, shall submit a request for public matching funds to the Public Ethics Commission each time a threshold of \$3,000 or more in matchable funds is reached.

B. A candidate or candidate's controlled committee, certified as eligible to receive public matching funds, may submit a request for public matching funds of \$1,000 or more 10 calendar days before the election.

C. The Public Ethics Commission shall have 10 calendar days to cause the review and approval or denial of the request and disburse the public funds to the candidate or candidate's controlled committee.

D. The request for public matching funds shall be made on a form determined by the Commission, and shall include copies of each check eligible to be matched by public funds.

3.13.130 Deposit of Public Funds

All public funds shall be deposited directly into the candidate's campaign checking account.

3.13.140 Use of Matching Funds

Public matching funds may only be used for lawful qualified campaign expenditures incurred by a candidate during the election for which the funds were allocated.

3.13.150 Return of Matching Funds

A. Public matching funds provided by this Act remain the property of the City until disbursed or encumbered for lawful qualified campaign expenditures.

B. Unencumbered matching funds must be returned to the Election Campaign Fund ~~within thirty (30) no later than thirty-one (31) calendar days from the day following the defeat, withdrawal or election to office by the certified candidate earlier of the last day of the semi-annual reporting period following the election, or the candidate's withdrawal from the election.~~ Any unencumbered campaign funds remaining ~~after the defeat, withdrawal or election to office by the certified candidate, as of the last day of the semi-annual reporting period following the election, or the candidate's withdrawal from the election, up to the amount of matching funds received for that election by the candidate,~~ shall be considered unencumbered matching funds to be returned to the Election Campaign Fund pursuant to this section. Fund, up to the amount of matching funds received for that election by the candidate.

C. Public matching funds shall not be disbursed to the certified candidate from the Election Campaign Fund to match any contribution following the defeat, withdrawal, or election to office by the candidate except that public matching funds may be disbursed to a certified candidate after the date of the election for which matching funds are sought provided that the candidate submitted a properly documented claim form for public matching funds before the date of the election.

3.13.160 Proof of Payment

A. Each certified candidate or candidate's controlled committee which received public matching funds shall provide to the Public Ethics Commission sufficient proof of all disbursements made from matching funds no later than the due date for the next campaign finance report.

B. The Public Ethics Commission shall determine what constitutes sufficient proof of payment.

3.13.170 Public Debates

While not a condition for receiving matching funds, candidates receiving public matching funds are strongly encouraged to participate in one or more nonpartisan candidate debates for each election.

3.13.180 Enforcement

The Public Ethics Commission is the sole body for civil enforcement of this Act. In the event criminal violations of the Act come to the attention of the Public Ethics Commission, the Commission shall promptly advise in writing the City Attorney and the appropriate prosecuting enforcement agency.

3.13.190 Criminal Misdemeanor Actions

Any person who knowingly or willfully 1) misrepresents his or her eligibility for matching funds, 2) violates sections 3.13.090, 3.13.130, 3.13.140 or 3.13.150(b), or 3) causes, aids or abets any other person to violate the provisions set forth in this section, is guilty of a misdemeanor. Prosecution shall be commenced within four (4) years after the date on which the violation occurred.

3.13.200. Enforcement Actions

A. Any person who intentionally or negligently 1) misrepresents his or her eligibility for matching funds, 2) violates sections 3.13.130, 3.13.140 or 3.13.150(b), or 3) causes, aids or abets any other person to violate the provisions set forth in this section, is subject to enforcement proceedings before the Public Ethics Commission pursuant to the Public Ethics Commission General Rules of Procedure.

B. If two or more persons are responsible for any violation, they shall be jointly and severally liable.

C. Any person alleging a violation of this Act shall first file with the Public Ethics Commission a written complaint on a form approved for such purpose. The complaint shall contain a statement of the grounds for believing a violation has occurred. The Public Ethics Commission shall review, investigate and make determinations regarding any alleged violation consistent with the Public Ethics Commission's General Complaint Procedures.

D. The Commission has full authority to settle any action involving public matching funds in the interest of justice.

E. If the Commission determines a violation has occurred, the Commission is hereby authorized to administer appropriate penalties and fines not to exceed \$1,000 per violation and to order the repayment of matching funds received or expended in violation of law.

F. The Public Ethics Commission may sue for injunctive relief to enjoin violations or to compel compliance with the provisions of this Act.

G. No complaint alleging a violation of any provision of this Act shall be filed more than two (2) years after the date the violation occurred.

3.13.220 Construction

The Act shall be liberally construed to accomplish its purposes.

3.13.240 Applicability of Other Laws

Attachment 1 redline

Item: _____
ORA/Council
May 17, 2005

Nothing in this Act shall exempt any person from applicable provisions of any other laws of the city, state or other appropriate jurisdiction.

3.13.260 Severability

If any provision of this Act, or the application of such provision to any person or circumstance, shall be held invalid, the remainder of this Act to the extent it can be given effect, or the application of such provision to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby, and to this extent the provisions of this Act are severable.

3.13.270 Effective Date

The effective date of this Act shall be January 1, 2001.

3.13.280 Effect On Run-off Municipal Elections

Chapter 3.13 of this code (Sections 3.13.010 - 3.13.260 inclusive) shall have no effect for the 2004 general and runoff municipal elections.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, AND PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST:

LaTONDA SIMMONS
INTERIM CITY CLERK AND CLERK OF THE
COUNCIL OF THE CITY OF OAKLAND, CALIFORNIA

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2005 MAY -5 PM 5:19 APPROVED AS TO FORM AND LEGALITY



CITY ATTORNEY

INTRODUCED BY COUNCILMEMBER _____

ORDINANCE NO. _____ C.M.S.

AN ORDINANCE AMENDING OAKLAND MUNICIPAL CODE CHAPTER 3.13, THE LIMITED PUBLIC FINANCING ACT OF THE CITY OF OAKLAND, ORIGINALLY ADOPTED DECEMBER 14, 1999

WHEREAS, the Limited Public Financing Act Of The City Of Oakland (hereinafter the "Act") was passed by the City Council on December 14, 1999 and became effective on January 1, 2001; and

WHEREAS, the City Council duly considered and adopted at its regular meeting of November 28, 2000, a report from the Oakland Public Ethics Commission proposing various specific amendments to the Act and administrative regulations thereto; and

WHEREAS, the City Council intends for such amendments to the Act to apply to the District Six special election to be held on April 17, 2001;

NOW THEREFORE BE IT ORDAINED, that Oakland Municipal Code Chapter 3.13 is amended to read as follows:

Article I. Findings and Purpose

3.13.010 Title

This Act shall be known as the "Limited Public Financing Act of the City of Oakland."

3.13.020 Findings and Declarations

The findings of this Act are as follows:

A. The financial strength of certain individuals or organizations should not enable them to exercise a disproportionate or controlling influence on the election of candidates.

B. The rapidly increasing costs of political campaigns have forced many candidates to raise larger and larger percentages of money from interest groups with a specific financial stake in matters under consideration by city government. This has caused the public perception that votes are being improperly influenced by monetary contributions.

C. High campaign costs are forcing officeholders to spend more time on fundraising and less time on the public's business. The constant pressure to raise contributions is distracting officeholders from urgent governmental matters.

3.13.030 Purpose of this Act

The purpose of this act is to accomplish the objectives stated in Oakland's Campaign Reform Act as follows:

A. To ensure that all individuals and interest groups in our city have a fair and equal opportunity to participate in elective and governmental processes.

B. To reduce the influence of large contributors with a specific financial stake in matters under consideration by the City of Oakland, and to counter the perception that decisions are influenced more by the size of contributions than by the best interests of the people of Oakland.

C. To reduce the pressure on candidates to raise large campaign war chests for defensive purposes, beyond the amount necessary to communicate reasonably with voters.

D. To encourage competition for elective office.

E. To allow candidates and office holders to spend a smaller proportion of their time on fundraising and a greater proportion of their time dealing with issues of importance to their constituents and the community.

F. To ensure that serious candidates are able to raise enough money to communicate their views and positions adequately to the public, thereby promoting public discussion of important issues involved in political campaigns.

G. To help preserve public trust in governmental and electoral institutions.

Article II. Definitions

3.13.040 Interpretation of this Act

Unless the term is specifically defined in this Act or the contrary is stated or clearly appears from the text, the definitions set forth in Chapter 3.12 of the Oakland Municipal Code and in Government Code sections 81000 et seq. as amended govern the interpretation of this Act.

For purposes of this Act, contributions shall be "matchable contributions" only if they are: 1) the first \$100 or less of a contribution received and deposited by the candidate for the office being sought from each contributor to the candidate or the candidate's controlled committee, 2) received no more than one-hundred eighty (180) days before the date of the election, and 3) made on a

written instrument containing the name of the donor, the name of the payee and drawn on the account of the donor.

For purposes of this Act, "principal residence" shall mean the place in which a person's habitation is fixed, wherein the person has the intention of remaining, and to which, whenever he or she is absent, the person has the intention of returning.

For purposes of this Act, "primary place of doing business" shall mean the street address or a corporation's or association's principal executive office as filed with the California Secretary of State or the street address of an unincorporated association's principal office as filed with the California Secretary of State.

Article III. Election Campaign Fund

3.13.050 Election Campaign Fund

There is hereby established an account within a special revenue fund of the City of Oakland to be known as the "Election Campaign Fund."

3.13.060 Appropriation of Funds

A. The Oakland City Council shall appropriate to the Election Campaign Fund, under the City's current two year budget cycle, an amount sufficient to fund all candidates ~~for city office~~ eligible to receive limited matching funds for the following City offices: District City Councilmember and School Board Director. Notwithstanding this or any other provision of law, this Act shall not apply to the elected office of School Board Director until the first election after the Oakland Unified School District regains all of its rights, duties and powers upon the completion of the conditions set forth in 2003 Cal. from the Election Campaign Fund Stats., Chapter 14, Section 5.

B. The Oakland Public Ethics Commission shall provide in the form and at the time directed by the Mayor and City Manager a written estimate of the amount necessary to be appropriated for any two-year budget cycle according to the provisions of this Act for all eligible candidates. The amount of funds to be allocated to the Election Campaign Fund shall be based on a consideration of anticipated campaign activity, anticipated administrative costs, and existing unspent funds within the account. The amount of funds to be allocated to the Election Campaign Fund shall not exceed \$460,000 for any two-year budget cycle, except that the allocation may exceed \$460,000 to reflect changes in the consumer price index. The Public Ethics Commission may limit the allocation of funds for any primary election to assure that sufficient funds remain available for the general election.

C. The Election Campaign Fund shall be established as an interest bearing account. Unspent funds in the Election Campaign Fund at the end of a two year budget cycle shall remain in the Fund and accrue for disbursement to candidates eligible for matching funds in future elections and for administrative costs pursuant to subsection 3.13.060(d) below. In no event shall

additional allocations to the Fund be made to cause the available balance in the Fund to exceed five hundred thousand dollars (\$500,000), to include allocations made to the Public Ethics Commission pursuant to subsection 3.13.060(d) below.

D. Up to 7.5% of the amount allocated to the Election Campaign Fund pursuant to subsections 3.13.060 (a) and (b) may be utilized by the Public Ethics Commission to cover the anticipated cost of administering the provisions of this Act. The Public Ethics Commission shall make a sufficient proportion of such funds available to the City Auditor to conduct compliance reviews as provided in section 3.13.100.

Article IV. Eligibility for Matching Funds

3.13.070 Application and Withdrawal Procedures

A. Each candidate for city officer ~~later than the time of filing his or her declaration of candidacy~~, shall file a statement with the City Clerk on a form approved for such purpose indicating acceptance or rejection of the voluntary spending ceilings ~~under~~ pursuant to Oakland Municipal Code section Section 3.12.190.

B. A candidate who intends to accept public matching funds from the Election Campaign Fund shall sign an oath under penalty of perjury that the candidate and the candidate's controlled committee have, to the best of his or her knowledge, complied with all applicable contribution and expenditure limitations under the Oakland Campaign Reform Act and intends to comply with such contribution and expenditure limitations at all times in which the limitations apply.

C. If a candidate declines to accept the voluntary expenditure ceilings prescribed in Oakland Municipal Code ~~section~~ Section 3.12.200, the candidate shall be subject to the contribution limits of Sections 3.12.050(a) and 3.12.060 (a) and shall not be eligible for matching funds.

D. If a candidate agrees to accept the voluntary expenditure ceilings prescribed in Oakland Municipal Code, ~~section~~ Section 3.12.200, the candidate shall be subject to the contribution limits of Oakland Municipal Code ~~sections~~ Sections 3.12.050 (e)(b) and 3.12.060 (e)(b) as adjusted pursuant to sections ~~3.12.050(d) and 3.12.060(d)~~, 3.12.050(g) and 3.12.060(g), and shall be eligible for public matching funds upon meeting the qualification requirements as provided in this Act.

E. A candidate who agrees to accept the expenditure ceilings in Oakland Municipal Code ~~section~~ Section 3.12.200 shall not change the decision, unless an opposing candidate files a statement of rejection, or as otherwise provided in Oakland Municipal Code ~~section~~ Section 3.12.220. In the event an opposing candidate files a statement of rejection, any candidate for the same office may rescind his or her acceptance within 10 calendar days of the deadline for filing nomination papers, provided that the candidate has not accepted any contributions in amounts

greater than the limitations set forth in Oakland Municipal Code ~~section~~Section 3.12.050 (a) and 3.12.060(a). Any candidate rescinding his or her acceptance of the expenditure ceilings shall not be eligible for public matching funds. In the event expenditures ceilings are lifted pursuant to Oakland Municipal Code ~~section~~Section 3.12.220, a candidate who accepted expenditure ceilings shall be permitted to continue receiving matching public funds but shall no longer be subject to *expenditure ceilings*.

3.13.080 Qualification Procedures

An eligible candidate shall be approved to receive public matching funds if the candidate meets all of the following requirements:

- A. The candidate has filed a timely statement of acceptance of the voluntary spending ceilings and acceptance of public matching funds.
- B. The candidate is certified to appear on the ballot for the election for which matching funds are sought.
- C. ~~Any disclosures required by the Public Ethics Commission to be filed by the candidate or candidate's controlled committee indicate that the~~The candidate has received matchable contributions in an aggregate amount of at least 5 percent of the expenditure ceiling for the office being sought from contributors whose principal residence or whose primary place of doing business is located within the City of Oakland and which residence sought. Matchable contributions shall consist of only the first \$100 or less of a contribution or contributions received and deposited by the candidate for the office sought from each individual contributor to the candidate or candidate's controlled committee and do not include any contributions received eighty eight or more days prior to closing of the nomination period for the office sought. No contribution shall be matched unless it is made on a financial instrument containing the name of the donor, the name of the payee and drawn on the account of the donor. or business address appears on the written instrument used to make the contribution. Contributions from the candidate's own funds shall not be counted towards meeting this 5 percent threshold.
- D. The candidate is opposed by another candidate for the same office who has qualified for matching funds, or the candidate is opposed by another candidate for the same office who has received contributions or made expenditures or has cash on hand in an amount of at least 7 percent of the voluntary expenditure ceiling for that office.
- E. The candidate agrees to all conditions and requirements of the use of public funds set forth in the Act and submits to any reasonable audits or compliance reviews deemed appropriate by the Public Ethics Commission or other civil authorities.
- F. The candidate or his or her campaign treasurer or designee attends a training program conducted or sponsored by the Public Ethics Commission. The Public Ethics

Commission shall conduct or sponsor at least three training programs before the nomination period closes in any general municipal election.

G. The candidate has filed, and completely and accurately executed, all pre-election campaign statements that are due at the time matching funds are payable. All candidates receiving matching funds shall timely file, and completely and accurately execute, all post-election campaign statements for each election in which they receive matching funds.

3.13.090 Use of Personal Funds

Unless the voluntary expenditure ceilings are lifted in accordance with Oakland Municipal Code ~~section~~Section 3.12.220, a candidate who accepts public matching funds shall not receive a ~~contribution or contributions or loans from the candidate's own funds that exceed~~which aggregate total exceeds 5 percent of the voluntary expenditure ceiling for the office being sought. If the voluntary expenditure ceilings for the office being sought are lifted, this provision shall not apply.

Article V. Disbursement of Public Matching Funds.

3.13.100 Duties of the Public Ethics Commission

A. The Public Ethics Commission shall develop any and all forms necessary to carry out the provisions of the Act, including forms for statements of acceptance or rejection of expenditure ceilings and forms for candidate requests for public matching funds. The Public Ethics Commission may, in its discretion, require any document or form to be filed in an electronic format that is provided by the Public Ethics Commission to the candidates free of charge.

B. The Public Ethics Commission shall cause the review of the statements of acceptance or rejection, nomination papers, requests for public subsidies and other campaign financial reports in a timely fashion to certify a candidate's eligibility to receive public matching funds.

C. The certification of a candidate's eligibility for public matching funds shall provide the reasons why a candidate is or is not eligible, the amount of the public matching funds disbursed, and what actions a candidate may take to correct any insufficiencies.

D. The City Auditor shall conduct mandatory audits or compliance reviews of all candidates accepting public matching funds. Audits or compliance reviews shall be conducted of other candidates only when necessary to determine if compliance with the eligibility requirements of section 3.13.080(d) were met. The results of any audit(s) or compliance review(s) conducted shall be provided to the Public Ethics Commission. The City Auditor shall propose administrative standards for conducting audits and compliance reviews consistent with the requirements of this Act to be duly approved by resolution of the City Council.

3.13.110 Matching Fund Formula

Attachment 2 redline

Item: _____
ORA/Council
May 17, 2005

A. A certified candidate shall receive public matching funds according to the following formula:

A.—One formula: One dollar of public matching funds for each dollar received and deposited of the first \$100 or less contributed by each individual contributor provided that the contribution is made by contributors whose principal residence or whose primary place of doing business is located within the City of Oakland and which residence or business address appears on the written instrument used to make the contribution. The address appearing on the written instrument shall be presumed to be the contributor's per election principal residence or primary place of doing business. No complaint shall be filed with the Public Ethics Commission unless accompanied by evidence that demonstrates a high probability that the presumption is incorrect.

B. The total amount of public funds allocated to each candidate shall not exceed 4530 percent of the voluntary expenditure ceiling per election for the office being sought.

C. In no event shall the Public Ethics Commission match a contribution which it has determined to be aggregated with a previously matched contribution from another person pursuant to Section 3.12.080.

D. Upon certification of a candidate's eligibility, the candidate shall receive an initial lump-sum payment representing ten percent of the total amount of available matching funds for which he or she is allocated to receive. An eligible candidate shall receive a second lump-sum payment in an amount equal to the initial lump-sum payment upon demonstration that he or she has received and deposited contributions totaling at least ten percent of the expenditure ceiling for the office being sought and which contributions originate from donors whose principal residence or primary place of doing business is located within the City of Oakland. Any lump-sum payment made pursuant to this section shall be inclusive of, and shall not cause a candidate to exceed, the total amount of available matching funds he or she is allocated to receive.

E. Each candidate who qualifies for a run-off election shall receive a lump-sum payment equal to the lump-sum payment he or she received pursuant to Section 3.13.110(D). No other matching funds shall be available to a run-off candidate.

F. In the event matching funds are paid to a candidate based on a contribution that is returned to the donor for any reason, the candidate shall return to the Public Ethics Commission the amount received in matching funds based on the returned contribution no later than seven (7) business days after the contribution is returned to the donor.

3.13.120 Disbursement of Public Funds

A. A candidate or candidate's controlled committee, certified as eligible to receive public matching funds, shall submit a request for public matching funds to the Public Ethics Commission each time a threshold of \$3,000 or more in matchable funds is reached.

B. A candidate or candidate's controlled committee, certified as eligible to receive public matching funds, may submit a request for public matching funds of \$1,000 or more 10 calendar days before the election.

C. The Public Ethics Commission shall have 10 calendar days to cause the review and approval or denial of the request and disburse the public funds to the candidate or candidate's controlled committee.

D. The request for public matching funds shall be made on a form determined by the Commission, and shall include copies of each check eligible to be matched by public funds.

3.13.130 Deposit of Public Funds

All public funds shall be deposited directly into the candidate's campaign checking account.

3.13.140 Use of Matching Funds

Public matching funds may only be used for lawful qualified campaign expenditures incurred by a candidate during the election for which the funds were allocated.

3.13.150 Return of Matching Funds

A. Public matching funds provided by this Act remain the property of the City until disbursed or encumbered for lawful qualified campaign expenditures.

B. Unencumbered matching funds must be returned to the Election Campaign Fund ~~within thirty (30) no later than thirty-one (31) calendar days from the day following the defeat, withdrawal or election to office by the certified candidate.~~ earlier of the last day of the semi-annual reporting period following the election, or the candidate's withdrawal from the election. Any unencumbered campaign funds remaining ~~after the defeat, withdrawal or election to office by the certified candidate,~~ as of the last day of the semi-annual reporting period following the election, or the candidate's withdrawal from the election, up to the amount of matching funds received for that election by the candidate, shall be considered unencumbered matching funds to be returned to the Election Campaign Fund pursuant to this section. Fund, up to the amount of matching funds received for that election by the candidate.

C. Public matching funds shall not be disbursed to the certified candidate from the Election Campaign Fund to match any contribution following the defeat, withdrawal, or election to office by the candidate except that public matching funds may be disbursed to a certified candidate after the date of the election for which matching funds are sought provided that the candidate submitted a properly documented claim form for public matching funds before the date of the election.

3.13.160 Proof of Payment

A. Each certified candidate or candidate's controlled committee which received public matching funds shall provide to the Public Ethics Commission sufficient proof of all disbursements made from matching funds no later than the due date for the next campaign finance report.

B. The Public Ethics Commission shall determine what constitutes sufficient proof of payment.

3.13.170 Public Debates

While not a condition for receiving matching funds, candidates receiving public matching funds are strongly encouraged to participate in one or more nonpartisan candidate debates for each election.

3.13.180 Enforcement

The Public Ethics Commission is the sole body for civil enforcement of this Act. In the event criminal violations of the Act come to the attention of the Public Ethics Commission, the Commission shall promptly advise in writing the City Attorney and the appropriate prosecuting enforcement agency.

3.13.190 Criminal Misdemeanor Actions

Any person who knowingly or willfully 1) misrepresents his or her eligibility for matching funds, 2) violates sections 3.13.090, 3.13.130, 3.13.140 or 3.13.150(b), or 3) causes, aids or abets any other person to violate the provisions set forth in this section, is guilty of a misdemeanor. Prosecution shall be commenced within four (4) years after the date on which the violation occurred.

3.13.200. Enforcement Actions

A. Any person who intentionally or negligently 1) misrepresents his or her eligibility for matching funds, 2) violates sections 3.13.130, 3.13.140 or 3.13.150(b), or 3) causes, aids or abets any other person to violate the provisions set forth in this section, is subject to enforcement proceedings before the Public Ethics Commission pursuant to the Public Ethics Commission General Rules of Procedure.

B. If two or more persons are responsible for any violation, they shall be jointly and severally liable.

C. Any person alleging a violation of this Act shall first file with the Public Ethics Commission a written complaint on a form approved for such purpose. The complaint shall

contain a statement of the grounds for believing a violation has occurred. The Public Ethics Commission shall review, investigate and make determinations regarding any alleged violation consistent with the Public Ethics Commission's General Complaint Procedures.

D. The Commission has full authority to settle any action involving public matching funds in the interest of justice.

E. If the Commission determines a violation has occurred, the Commission is hereby authorized to administer appropriate penalties and fines not to exceed \$1,000 per violation and to order the repayment of matching funds received or expended in violation of law.

F. The Public Ethics Commission may sue for injunctive relief to enjoin violations or to compel compliance with the provisions of this Act.

G. No complaint alleging a violation of any provision of this Act shall be filed more than two (2) years after the date the violation occurred.

3.13.220 Construction

The Act shall be liberally construed to accomplish its purposes.

3.13.240 Applicability of Other Laws

Nothing in this Act shall exempt any person from applicable provisions of any other laws of the city, state or other appropriate jurisdiction.

3.13.260 Severability

If any provision of this Act, or the application of such provision to any person or circumstance, shall be held invalid, the remainder of this Act to the extent it can be given effect, or the application of such provision to persons or circumstances other than those as to which it is held invalid, shall not be affected thereby, and to this extent the provisions of this Act are severable.

3.13.270 Effective Date

The effective date of this Act shall be January 1, 2001.

3.13.280 Effect On Run-off Municipal Elections

Chapter 3.13 of this code (Sections 3.13.010 - 3.13.260 inclusive) shall have no effect for the 2004 general and runoff municipal elections.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, NADEL, QUAN, REID, AND PRESIDENT DE LA
FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST:

LaTONDA SIMMONS
INTERIM CITY CLERK AND CLERK OF THE
COUNCIL OF THE CITY OF OAKLAND, CALIFORNIA