

File No. 111275

Committee Item No. 7

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Rules

Date 6/7/12

Board of Supervisors Meeting

Date _____

Cmte Board

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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Legislative Digest |
| <input type="checkbox"/> | <input type="checkbox"/> | Budget Analyst Report |
| <input type="checkbox"/> | <input type="checkbox"/> | Legislative Analyst Report |
| <input type="checkbox"/> | <input type="checkbox"/> | Youth Commission Report |
| <input type="checkbox"/> | <input type="checkbox"/> | Introduction Form (for hearings) |
| <input type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
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| <input type="checkbox"/> | <input type="checkbox"/> | Grant Information Form |
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OTHER

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Completed by: Linda Wong

Date 6/4/12

Completed by: _____

Date _____

An asterisked item represents the cover sheet to a document that exceeds 25 pages. The complete document is in the file.

1 [Campaign Finance Reform Ordinance Amendments]

2
3 **Ordinance amending the Campaign Finance Reform Ordinance, Article I, Chapter 1 of**
4 **the Campaign and Governmental Conduct Code, to modify and streamline disclaimer**
5 **and reporting requirements for candidates and third parties raising and spending funds**
6 **in local elections, to require the Ethics Commission to provide public notice when**
7 **thresholds are met, to eliminate the overall contribution limit on contributions to all**
8 **candidates on the ballot in a single election, and to make various reporting and**
9 **disclaimer requirements parallel to requirements in State law.**

10 NOTE: Additions are *single-underline italics Times New Roman*;
11 deletions are *strike through italics Times New Roman*.
12 Board amendment additions are double-underlined;
Board amendment deletions are ~~strikethrough normal~~.

13 Be it ordained by the People of the City and County of San Francisco:

14 Section 1. The San Francisco Campaign and Governmental Conduct Code is hereby
15 amended by amending Sections 1.104, 1.109, 1.114, 1.122, 1.128, 1.134, 1.135, 1.140,
16 1.142, 1.143, 1.148, 1.150, 1.152 and 1.160.5, to read as follows:

17 SEC. 1.104. - DEFINITIONS.

18 Whenever in this Chapter the following words or phrases are used, they shall mean:

19 (a) "Candidate" shall be defined as set forth in the California Political Reform Act,
20 California Government Code section 81000, et seq., but shall include only candidates for City
21 elective office.

22 (b) "Candidate committee" shall mean a committee controlled by a candidate, and
23 primarily formed to support that candidate's election for City elective office.

24 (c) "Charitable organization" shall mean an entity exempt from taxation pursuant to
25 Title 26, Section 501 of the United State Code.

1 (d) "City elective office" shall mean the offices of Mayor, Member of the Board of
2 Supervisors, City Attorney, District Attorney, Treasurer, Sheriff, Assessor, Public Defender,
3 Member of the Board of Education of the San Francisco Unified School District and Member
4 of the Governing Board of the San Francisco Community College District. The Board of
5 Supervisors consists of eleven separate City elective offices, the San Francisco Community
6 College District consists of seven separate City elective offices, and the Board of Education of
7 the San Francisco Unified School District consists of seven separate City elective offices.

8 (e) "Clearly identifies" with respect to a candidate shall mean the communication contains the
9 candidate's name, nickname or image or makes any other unambiguous reference to the candidate such
10 as "your Supervisor" or "the incumbent," and with respect to a measure shall mean the communication
11 contains an unambiguous reference to the measure such as "Proposition A" or "the school bond
12 measure."

13 ~~(e)~~(f) "Code" shall mean the San Francisco Campaign and Governmental Conduct
14 Code.

15 ~~(f)~~(g) "Committee" shall be defined as set forth in the California Political Reform Act,
16 California Government Code section 81000, et seq.

17 (h) "Communication" shall mean any communication, including but not limited to any
18 broadcast, cable, satellite, radio, internet, or telephone communication, and any mailing, flyer, email,
19 door hanger, pamphlet, brochure, card, poster, sign, billboard, facsimile, or printed advertisement in a
20 newspaper, magazine or other medium.

21 (i) "Compliance Costs" shall mean expenses incurred by a candidate committee to pay for
22 accounting costs and legal fees associated with the preparation, filing, review and/or audit of
23 campaign finance disclosure reports required by the California Political Reform Act and the provisions
24 of this Chapter. For the purposes of this Chapter, a candidate committee's total "compliance costs"
25 shall not exceed: \$147,500 for a candidate committee supporting a candidate for Mayor; \$24,300 for a

1 candidate committee supporting a candidate for Assessor, Public Defender, City Attorney, District
2 Attorney, Treasurer, or Sheriff; \$14,300 for a candidate committee supporting a candidate for
3 Supervisor; or \$10,400 for a candidate committee supporting a candidate for the Board of Education of
4 the San Francisco Unified School District or the Governing Board of the San Francisco Community
5 College District.

6 ~~(g)~~(j) "Contribution" shall be defined as set forth in the California Political Reform Act,
7 California Government Code section 81000, et seq.; provided, however, that "contribution"
8 shall include loans of any kind or nature.

9 ~~(h)~~(k) "Controlled committee" shall be defined as set forth in the California Political
10 Reform Act, California Government Code section 81000, et seq.

11 (l) "Disclosure Deadline" shall mean the following dates: each Wednesday more than 21 days
12 before the date of the election; each Monday and Wednesday between 21 and seven days before the
13 date of the election; and the last Wednesday, Thursday, Friday and Monday immediately preceding the
14 date of the election, and Election Day.

15 (m) "Distribute" or "distribution" shall mean any act that permits a communication to be
16 viewed, read or heard.

17 ~~(i)~~(n) "Election" shall mean any general, or special municipal election held in the City
18 and County of San Francisco for City elective office or for a local measure, regardless of
19 whether the election is conducted by district or Citywide.

20 ~~(j)~~(o) "Enforcement authority" shall mean the District Attorney for criminal enforcement,
21 the City Attorney for civil enforcement, and the Ethics Commission for administrative
22 enforcement. Nothing in this Chapter shall be construed as limiting the authority of any law
23 enforcement agency or prosecuting attorney to enforce the provisions of this Chapter under
24 any circumstances where such law enforcement agency or prosecuting attorney otherwise
25 has lawful authority to do so.

1 ~~(k)~~(p) "Ethics Commission" shall mean the San Francisco Ethics Commission.

2 ~~(h)~~(q) "Executive Director" shall mean the Executive Director of the Ethics Commission,
3 or the Executive Director's designee.

4 ~~(m)~~(r) "General purpose committee" shall be defined as set forth in the California
5 Political Reform Act, California Government Code section 81000 et seq.

6 ~~(n)~~(s) "Independent expenditure" shall be defined as set forth in the California Political
7 Reform Act, California Government Code section 81000 et seq. An expenditure is not
8 considered independent and shall be treated as a contribution from the person making the
9 expenditure to the candidate on whose behalf or for whose benefit the expenditure is made, if
10 the expenditure is made at the request, suggestion, or direction of, or in cooperation,
11 consultation, concert or coordination with, the candidate on whose behalf, or for whose
12 benefit, the expenditure is made.

13 ~~(o)~~(t) "Individual Expenditure Ceiling" shall mean the expenditure ceiling established for
14 each individual candidate for Mayor or the Board of Supervisors whom the Ethics Commission
15 has certified as eligible to receive public funds under this Chapter.

16 (u) "Internet advertisement" shall mean paid internet advertisements such as "banner" and "pop
17 up" advertisements, paid emails or emails sent to addresses purchased from another person, and
18 similar types of internet communications as defined by the Ethics Commission by regulation, but shall
19 not include web blogs, listserves sent to persons who have contacted the sender, discussion forums, or
20 comments and similar unpaid postings on web pages.

21 ~~(p)~~(v) "Itemized disclosure statement" shall mean a form promulgated by the Ethics
22 Commission that provides a detailed description of the separate costs associated with a
23 communication, including but not limited to photography, design, production, printing,
24 distribution, and postage.

1 ~~(g)~~(w) "Mass mailing" shall be defined as set forth in the California Political Reform Act,
2 California Government Code section 81000 et seq., provided that the mass mailing advocates
3 for or against one or more candidates for City elective office.

4 ~~(r)~~(x) "Matching contribution" shall mean a contribution up to \$500, made by an
5 individual, other than the candidate, who is a resident of San Francisco. Matching
6 contributions shall not include loans, contributions received more than 18 months before the
7 date of the election, qualifying contributions or contributions made by the candidate's spouse,
8 registered domestic partner or dependent child. Matching contributions must also comply with
9 all requirements of this Chapter. Matching contributions under \$100 that are not made by
10 written instrument must be accompanied by written documentation sufficient to establish the
11 contributor's name and address. The Ethics Commission shall set forth, by regulation, the
12 types of documents sufficient to establish a contributor's name and address for the purpose of
13 this subsection.

14 ~~(s)~~(y) "Measure" shall mean any City, San Francisco Unified School District or San
15 Francisco Community College District referendum, recall or ballot proposition, whether or not
16 it qualifies for the ballot.

17 ~~(t)~~(z) "Member communication" shall mean a communication made by an organization
18 or its committee for ~~the publication, dissemination or communication~~ distribution to the
19 organization's members, employees or shareholders, or to the families of the organization's
20 members, employees or shareholders, by newsletter, letter, flyer, ~~e-mail~~ email or similar written
21 or spoken material, that supports or opposes a candidate or measure.

22 ~~(u)~~(aa) "Person" shall mean any individual, partnership, corporation, association, firm,
23 committee, club or other organization or group of persons, however organized.

24 ~~(v)~~(bb) "Qualified campaign expenditure" for candidates shall mean all of the following:
25

1 (1) Any expenditure made by a candidate ~~committee, or by a committee controlled by the~~
2 ~~candidate,~~ for the purpose of influencing or attempting to influence the actions of the voters for
3 the election of the candidate to City elective office.

4 (2) A nonmonetary contribution provided to the candidate ~~committee, officeholder or~~
5 ~~committee controlled by the candidate.~~

6 (3) The total cost actually paid or incurred by the candidate ~~committee or controlled~~
7 ~~committee of the candidate~~ for a slate mailing or other campaign literature produced or
8 authorized by more than one candidate.

9 ~~(4) Expenses incurred, but for which payment has not yet been made.~~

10 ~~(5) Expenses associated with complying with applicable laws, including but not limited to the~~
11 ~~California Political Reform Act, California Government Code Section 81000, et seq., and the~~
12 ~~provisions of this Chapter.~~

13 (46) "Qualified campaign expenditure" shall not include Compliance Costs: filing fees;
14 ~~expenses incurred in connection with an administrative or judicial proceeding,~~ payments for
15 administrative, civil or criminal fines, including late filing fees;
16 costs incurred after the election that do not directly affect the outcome of the election, including but not limited to utility bills
17 ~~and,~~ expenses associated with an audit;
18 ~~and expenses related to preparing post-election campaign~~
19 ~~finance disclosure reports as required by the California Political Reform Act, California Government~~
20 ~~Code Section 81000, et seq., and the provisions of this Chapter,~~ or payments for inaugural activities
or officeholder expenses.

21 ~~(w)(cc)~~ "Qualifying contribution" shall mean a contribution of not less than \$10 and not
22 more than \$100 that is made by an individual who is a resident of San Francisco and that
23 complies with all requirements of this Chapter. Qualifying contributions shall not include
24 loans, contributions received more than 18 months before the date of the election or
25 contributions made by the candidate or the candidate's spouse, registered domestic partner or

1 dependent child. Qualifying contributions under \$100 that are not made by written instrument
2 must be accompanied by written documentation sufficient to establish the contributor's name
3 and address. The Ethics Commission shall set forth, by regulation, the types of documents
4 sufficient to establish a contributor's name and address for the purpose of this subsection.

5 ~~(x) "Recorded telephone message" shall mean a recorded audio message that expressly~~
6 ~~supports or opposes a candidate for City elective office that is distributed by telephone.~~

7 ~~(y)(dd)~~ "Surplus funds" shall mean funds remaining in a candidate's campaign account
8 at the time the candidate leaves City elective office, or at the end of the post-election reporting
9 period following the defeat of the candidate for City elective office, whichever occurs last, and
10 funds remaining in the campaign account of a committee primarily formed to support or
11 oppose a measure at the end of the post-election reporting period following the election at
12 which the measure appeared on the ballot.

13 ~~(z)(ee)~~ "Total Opposition Spending" shall mean the sum of any expenditures made or
14 expenses incurred by any person or persons for the purpose of making independent
15 expenditures, ~~electioneering communications or~~ member communications or other
16 communications in opposition to a ~~specific~~ clearly identified candidate for Mayor or the Board of
17 Supervisors.

18 ~~(aa)(ff)~~ "Total Supportive Funds" shall mean the sum of (i) all contributions and public
19 funds received by a candidate committee supporting a candidate for Mayor or the Board of
20 Supervisors, ~~other than~~ excluding any funds used by the candidate committee to pay for Compliance
21 Costs and any funds in the candidate's Campaign Contingency Account exceeding the
22 candidate committee's Trust Account Limit, plus (ii) the expenditures made or expenses
23 incurred by any person or persons for the purpose of making independent expenditures,
24 ~~electioneering communications or~~ member communications or other communications that clearly
25 identify and ~~in~~ support ~~of~~ that same candidate.

1 ~~(bb)~~(gg) "Trust Account Limit" shall mean the amount of funds in the Campaign
2 Contribution Trust Account of a candidate committee supporting a candidate for Mayor or the
3 Board of Supervisors whom the Ethics Commission has certified as eligible to receive public
4 funds under this Chapter such that the expenditure of this amount would cause the candidate
5 to reach, but not exceed, the candidate's Individual Expenditure Ceiling. The Trust Account
6 Limit shall be reduced as the candidate spends money and shall be increased when his or her
7 Individual Expenditure Ceiling increases.

8 ~~(cc)~~(hh) "Unexpended public funds" shall mean all funds remaining in the candidate
9 committee's account on the 30th day after the candidate controlling the committee is either
10 elected or not elected to office, regardless of the source of the funds, but shall not exceed the
11 amount of public funds provided to the candidate. Funds raised after this date are not
12 unexpended funds.

13 ~~(dd)~~(ii) "Voter" shall mean an individual registered to vote in San Francisco.

14 ~~(ee)~~(jj) "Withdrawal" or "withdraw" shall mean, prior to an election, ending one's
15 candidacy or failing to qualify for an office for which a candidate has solicited or accepted
16 contributions.

17 ~~(ff)~~(kk) "Written instrument" shall mean a check, credit card receipt, or record of
18 electronic transfer of funds.

19
20 SEC. 1.109. RETENTION OF RECORDS.

21 (a) All candidates and committees that are required to file statements prescribed by this
22 Chapter shall maintain detailed accounts, records, bills, and receipts as necessary to prepare
23 those statements. Each candidate or committee shall retain for a period of four years detailed
24 information and original source documentation supporting those statements, including original
25 copies of all documents filed in electronic format with the Ethics Commission under section 1.158 or

1 1.160. The Ethics Commission may by regulation describe the information and documentation
2 required to be retained for each type of statement.

3 (b) Within ten business days of a request by the Ethics Commission, a committee shall
4 provide the Ethics Commission with any documents required to be retained under this Section
5 or state law, including but not limited to California Code of Regulations, Title 2, section 18401
6 and any subsequent amendments, modifications or administrative or judicial interpretations of
7 that regulation. When the Ethics Commission requests documents under this subsection, it
8 shall provide the committee with the reasons for the request in writing.

9
10 SEC. 1.114. - CONTRIBUTION LIMITS.

11 (a) LIMITS ON CONTRIBUTIONS TO CANDIDATES.

12 ~~(1) Per Candidate Limit.~~ No person other than a candidate shall make, and no campaign
13 treasurer for a candidate committee shall solicit or accept, any contribution which will cause
14 the total amount contributed by such person to such candidate committee in an election to
15 exceed \$500. The Ethics Commission shall adjust this limit to reflect changes in the California
16 Consumer Price Index beginning February 2012, provided that such adjustments shall be rounded off
17 to the nearest \$100. The Ethics Commission shall annually report the adjustment calculations on its
18 website, and shall advise the City Attorney to add a notation to this Section of the published municipal
19 code whenever the limit is raised by \$100. Notwithstanding the provisions of this subsection, the
20 contribution limit shall not be adjusted except by an affirmative vote of the majority of the
21 Commission's members.

22 ~~(2) Overall Limit. No person shall make any contribution which will cause the total amount~~
23 ~~contributed by such person to all candidate committees in an election to exceed \$500 multiplied by the~~
24 ~~number of City elective offices to be voted on at that election.~~

25 (b) LIMITS ON CONTRIBUTIONS FROM CORPORATIONS. No corporation organized

1 pursuant to the laws of the State of California, the United States, or any other state, territory,
2 or foreign country, whether for profit or not, shall make a contribution to a candidate
3 committee, provided that nothing in this subsection shall prohibit such a corporation from
4 establishing, administering, and soliciting contributions to a separate segregated fund to be
5 utilized for political purposes by the corporation, provided that the separate segregated fund
6 complies with the requirements of Federal law including Sections 432(e) and 441b of Title 2 of
7 the United States Code and any subsequent amendments to those Sections.

8 ~~(c) LIMITS ON CONTRIBUTIONS TO COMMITTEES.~~

9 ~~(1) Per Committee Limit. No person shall make, and no committee treasurer shall solicit or~~
10 ~~accept, any contribution which will cause the total amount contributed by such person to the committee~~
11 ~~to exceed \$500 per calendar year.~~

12 ~~(2) Overall Limit. No person shall make, and no committee treasurer shall solicit or accept, any~~
13 ~~contribution which will cause the total amount contributed by such person to all committees to exceed~~
14 ~~\$3,000 per calendar year.~~

15 ~~(3) Definitions. For purposes of this Subsection, "committee" shall mean any committee making~~
16 ~~expenditures to support or oppose a candidate, but shall not include candidate committees.~~

17 ~~(cd) AGGREGATION OF AFFILIATED ENTITY CONTRIBUTIONS.~~

18 (1) General Rule. For purposes of the contribution limits imposed by this Section and
19 Section 1.120 the contributions of an entity whose contributions are directed and controlled by
20 any individual shall be aggregated with contributions made by that individual and any other
21 entity whose contributions are directed and controlled by the same individual.

22 (2) Multiple Entity Contributions Controlled by the Same Persons. If two or more
23 entities make contributions that are directed and controlled by a majority of the same persons,
24 the contributions of those entities shall be aggregated.

1 (3) Majority-Owned Entities. Contributions made by entities that are majority-owned by
2 any person shall be aggregated with the contributions of the majority owner and all other
3 entities majority-owned by that person, unless those entities act independently in their
4 decisions to make contributions.

5 (4) Definition. For purposes of this Section, the term "entity" means any person other
6 than an individual and "majority-owned" means a direct or indirect ownership of more than 50
7 percent.

8 *(de)* CONTRIBUTOR INFORMATION REQUIRED. If the cumulative amount of
9 contributions received from a contributor is \$100 or more, the committee shall not deposit any
10 contribution that causes the total amount contributed by a person to equal or exceed \$100
11 unless the committee has the following information: the contributor's full name; the
12 contributor's street address; the contributor's occupation; and the name of the contributor's
13 employer or, if the contributor is self-employed, the name of the contributor's business. A
14 committee will be deemed not to have had the required contributor information at the time the
15 contribution was deposited if the required contributor information is not reported on the first
16 campaign statement on which the contribution is required to be reported.

17 *(ef)* FORFEITURE OF UNLAWFUL CONTRIBUTIONS. In addition to any other penalty,
18 each committee that receives a contribution which exceeds the limits imposed by this Section
19 or which does not comply with the requirements of this Section shall pay promptly the amount
20 received or deposited in excess of the amount permitted by this Section to the City and
21 County of San Francisco and deliver the payment to the Ethics Commission for deposit in the
22 General Fund of the City and County; provided that the Ethics Commission may provide for
23 the waiver or reduction of the forfeiture.

24 ~~*(g) RECEIPT OF CONTRIBUTIONS. A contribution to a candidate committee or committee*~~
25 ~~*making expenditures to support or oppose a candidate shall not be considered received if it is not*~~

1 ~~ashed, negotiated, or deposited and in addition it is returned to the donor before the closing date of~~
2 ~~the campaign statement on which the contribution would otherwise be reported, except that a~~
3 ~~contribution to a candidate committee or committee making expenditures to support or oppose a~~
4 ~~candidate made before an election at which the candidate is to be voted on but after the closing date of~~
5 ~~the last campaign statement required to be filed before the election shall not be considered to be~~
6 ~~deemed received if it is not cashed, negotiated or deposited and is returned to the contributor within 48~~
7 ~~hours of receipt. For all committees not addressed by this Section, the determination of when~~
8 ~~contributions are considered to be received shall be made in accordance with the California Political~~
9 ~~Reform Act, California Government Code Section 81000, et seq.~~

10
11 SEC. 1.122. - SOLICITATION OR ACCEPTANCE OF CAMPAIGN
12 CONTRIBUTIONS— LIMITATIONS.

13 (a) DECLARATION OF INTENT REQUIRED. No candidate or candidate committee
14 shall solicit or accept, or cause to be solicited or accepted, any contribution unless and until
15 the candidate has filed a declaration of intention to become a candidate for a specific City
16 elective office with the Department of Elections on a form prescribed by the Director of
17 Elections.

18 No person shall file a declaration of intention to become a candidate for more than one
19 City elective office.

20 (b) USE OF CAMPAIGN FUNDS.

21 (1) GENERAL. Except as otherwise provided in this Chapter, funds in a candidate
22 committee's campaign account may be used only on behalf of the candidacy for the office
23 specified in the candidate's declaration of intention filed under Subsection (a) or for expenses
24 associated with holding that office, provided that such expenditures are reasonably related to
25 a legislative, governmental, or political purpose. Contributions Except as provided in Subsection

1 (2), contributions solicited or accepted under this Section for one candidate shall not be
2 expended for the candidacy of any other candidate for local, state or federal office, in support
3 of or opposition to any measure or in support of or opposition to any state ballot proposition,
4 or for donations to a charitable organization. ~~Nothing in this section shall prohibit a candidate~~
5 ~~committee for a candidate in a ranked choice election from expending funds to support the ranking of~~
6 ~~another candidate if the primary purpose of the expenditure is to further the candidate's own campaign.~~

7 (2) EXCEPTIONS. A candidate committee may expend funds in its campaign account for the
8 following purposes if the primary purpose of the expenditure is to advance the candidacy for the office
9 specified in the candidate's declaration of intention:

10 (A) Supporting the subsidiary ranking of an opposing candidate in a ranked choice election; or

11 (B) Paying for the attendance of the candidate at a fundraiser for a charitable organization.

12 ~~(2)(3)~~ WITHDRAWAL FROM CANDIDACY. If a candidate has withdrawn his or her
13 candidacy, campaign funds held by that candidate's committee's Campaign Contribution Trust
14 Account shall be:

15 (A) returned on a "last in, first out" basis to those persons who have made said
16 contributions;

17 (B) donated to the City and County of San Francisco;

18 (C) donated to a charitable organization;

19 (D) used to pay outstanding campaign debts or accrued expenses;

20 (E) used to pay expenses associated with terminating the committee, such as
21 bookkeeping, legal fees, preparation of campaign statements, and audits; or

22 (F) used for other permissible purposes established by the Ethics Commission by
23 regulation.

24 ~~(3)(4)~~ SURPLUS FUNDS. Surplus funds held by a candidate or committee shall be:

1 (A) returned on a "last in, first out" basis to those persons who have made said
2 contributions;

3 (B) donated to a charitable organization;

4 (C) donated to the City and County of San Francisco;

5 (D) used to pay outstanding campaign debts or accrued expenses;

6 (E) used to pay expenses associated with terminating the committee, such as
7 bookkeeping, legal fees, preparation of campaign statements, and audits; or

8 (F) used for other permissible purposes established by the Ethics Commission by
9 regulation.

10 (c) TRANSFER OF FUNDS. Subject to the restrictions set forth in Subsection (b), at
11 any time; before funds held in a candidate committee's Campaign Contribution Trust Account
12 become surplus, the funds may be transferred to any legally constituted committee established
13 by the candidate under the California Political Reform Act, California Government Code
14 section 81000 et seq. Contributions transferred under this subsection shall be attributed to
15 specific contributors using a "first in, first out" or "last in, first out" accounting method.
16

17 SEC. 1.128. - ACCEPTANCE OR REJECTION OF VOLUNTARY EXPENDITURE
18 CEILINGS.

19 (a) Candidates for Assessor, City Attorney, District Attorney, Public Defender, Sheriff,
20 Treasurer, the Board of Education of the San Francisco Unified School District or the
21 Governing Board of the San Francisco Community College District may accept the applicable
22 voluntary expenditure ceiling. Candidates for the Board of Supervisors or Mayor may not
23 accept a voluntary expenditure ceiling.

24 (b) To accept the applicable voluntary expenditure ceiling, a candidate must file a
25 statement with the Ethics Commission accepting the applicable voluntary expenditure ceiling.

1 The candidate shall file this statement no later than the deadline for filing nomination papers
2 with the Department of Elections. A candidate may not withdraw the statement accepting the
3 voluntary expenditure ceiling after filing the statement. A candidate may not file the statement
4 accepting the applicable voluntary expenditure ceiling if the Ethics Commission has lifted the
5 voluntary expenditure ceiling under Section 1.134 of this Chapter.

6 (c) Within two business days of receiving a filed statement that at least one candidate has
7 accepted the voluntary expenditure ceiling, the Ethics Commission shall post a notice on its website
8 and send written notice by email to all other candidates running for the same City elective office and to
9 any other person who has requested such notice. Thereafter, the The Ethics Commission shall
10 maintain, on its website, a list of the candidates who have accepted the voluntary expenditure
11 ceiling in the race. If the Ethics Commission has lifted a voluntary expenditure ceiling for a
12 particular race under Section 1.134 of this Chapter, the Ethics Commission shall instead
13 maintain a list of the candidates who have accepted, but are no longer subject to the voluntary
14 expenditure ceiling in that race.

15 (d) A candidate who has accepted the applicable voluntary expenditure ceiling and
16 makes qualified campaign expenditures in excess of the voluntary expenditure ceiling, at a
17 time when the Ethics Commission has not lifted the applicable voluntary expenditure ceiling, is
18 subject to the penalties in Section 1.170 for violation of this Chapter.

19
20 SEC. 1.134. - LIFTING OF VOLUNTARY EXPENDITURE CEILINGS;
21 SUPPLEMENTAL REPORTING IN ELECTIONS FOR ASSESSOR, PUBLIC DEFENDER,
22 CITY ATTORNEY, DISTRICT ATTORNEY, TREASURER, SHERIFF, THE BOARD OF
23 EDUCATION OF THE SAN FRANCISCO UNIFIED SCHOOL DISTRICT, OR THE
24 GOVERNING BOARD OF THE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT.

1 This Section shall apply only if at least one candidate for the City elective office has
2 accepted the applicable voluntary expenditure ceiling, and the Ethics Commission has not
3 lifted that voluntary expenditure ceiling. This Section applies only to candidates for Assessor,
4 Public Defender, City Attorney, District Attorney, Treasurer, Sheriff, the Board of Education of
5 the San Francisco Unified School District, or the Governing Board of the San Francisco
6 Community College District.

7 (a) The voluntary expenditure ceiling shall no longer be binding on a candidate:

8 (1) if a candidate committee for a candidate seeking election to the same City elective office,
9 who has declined to accept the voluntary expenditure ceiling in the same race, ~~receives~~
10 ~~contributions or~~ makes qualified campaign expenditures, or receives contributions that the
11 candidate committee has not spent to pay for Compliance Costs, in excess of 100 percent of the
12 applicable voluntary expenditure ceiling,

13 (2) If a person or persons other than a candidate committee make expenditures or
14 payments, or incur expenses for the purpose of making independent expenditures,
15 ~~electioneering communications or~~ member communications or other communications that total
16 more than 100 percent of the applicable voluntary expenditure ceiling, and those expenditures
17 or communications clearly identify a candidate seeking election to the same City elective
18 office, or

19 (3) if a candidate committee for a candidate seeking election to the same City elective office,
20 who has accepted the voluntary expenditure ceiling in the same race, makes qualified campaign
21 expenditures in excess of 100 percent of the voluntary expenditure ceiling.

22 (b) Any candidate committee that ~~receives contributions,~~ makes qualified campaign
23 expenditures or receives contributions that the candidate committee has not spent to pay for
24 Compliance Costs, ~~incurs expenses or has funds in its Campaign Contribution Trust Account~~ that total
25 more than 100 percent of the applicable voluntary expenditure ceiling shall, ~~within 24 hours of~~

1 by the next Disclosure Deadline after exceeding 100 percent of the applicable voluntary
2 expenditure ceiling, file a statement with the Ethics Commission, on forms to be provided by
3 the Ethics Commission, stating that fact and any additional information required by the Ethics
4 Commission.

5 ~~(c) Any person other than a candidate committee who makes expenditures or payments, or~~
6 ~~incurs expenses for the purpose of distributing independent expenditures, electioneering~~
7 ~~communications or member communications that clearly identify any candidate in an amount that in~~
8 ~~the aggregate equals or exceeds \$5,000 per candidate shall, within 24 hours of reaching or exceeding~~
9 ~~this threshold, file a statement with the Ethics Commission. The statement shall include a legible copy~~
10 ~~of the communication if it is conveyed in writing or an electronic recording if it is conveyed via audio~~
11 ~~or video, disclose the cost of each communication, and provide any additional information required by~~
12 ~~the Ethics Commission.~~

13 ~~Thereafter, until the Ethics Commission lifts the applicable voluntary expenditure ceiling, any~~
14 ~~such person shall file a supplemental statement with the Ethics Commission each time the person makes~~
15 ~~expenditures for the purpose of distributing independent expenditures, electioneering communications~~
16 ~~or member communications that clearly identify any candidate in an amount that in the aggregate~~
17 ~~equals or exceeds an additional \$5,000 per candidate. The supplemental statements shall be filed~~
18 ~~within 24 hours of reaching or exceeding this threshold, and shall include a legible copy of the~~
19 ~~communication if it is conveyed in writing or an electronic recording if it is conveyed via audio or~~
20 ~~video, disclose the cost of each communication, and provide any additional information required by the~~
21 ~~Ethics Commission.~~

22 (c~~d~~) Within one business day after receiving a notice indicating that the thresholds in
23 subsection (a) have been met, the Ethics Commission shall post a notice on its website and send
24 written notice by email to all other candidates running for the same City elective office and to any other
25

1 person who has requested such notice. ~~inform every candidate in the same race that the expenditure~~
2 ~~ceiling has been lifted.~~

3
4 SEC. 1.135. - SUPPLEMENTAL PRE-ELECTION STATEMENTS.

5 (a) Supplemental Preelection Statements. In addition to the campaign disclosure
6 requirements imposed by the California Political Reform Act and other provisions of this
7 Chapter, all San Francisco general purpose committees that make contributions or independent
8 expenditures related to any candidate for City elective office or City measure that total \$500 or more
9 during the period covered by the preelection statement shall file preelection statements before any
10 election held in the City and County of San Francisco at which ~~a~~ the candidate ~~for City elective~~
11 ~~office or City measure is~~ appears on the ballot, ~~if the committee makes contributions or expenditures~~
12 ~~totaling \$500 or more during the period covered by the preelection statement.~~

13 (b) Time for Filing Supplemental Preelection Statements. In even-numbered years,
14 preelection statements required by this Section shall be filed pursuant to the preelection
15 statement filing schedule established by the Fair Political Practices Commission for county
16 general purpose recipient committees. In odd-numbered years, the filing schedule is as
17 follows:

18 (1) For the period ending 45 days before the election, the statement shall be filed no
19 later than 40 days before the election;

20 (2) For the period ending 17 days before the election, the statement shall be filed no
21 later than 12 days before the election.

22 (c) The Ethics Commission may require that these statements be filed electronically.

23
24 SEC. 1.140. - ELIGIBILITY TO RECEIVE PUBLIC FINANCING.

1 (a) REQUIREMENTS FOR ALL CANDIDATES. To be eligible to receive public funds
2 financing of campaign expenses under this Chapter, a candidate must:

3 ~~(1) Have filed a statement indicating that he or she intends to participate in the public financing~~
4 ~~program under Section 1.142 of this Chapter.~~

5 ~~(12)~~ Agree to the following conditions:

6 (A) The candidate bears the burden of providing that each contribution the candidate
7 relies upon to establish eligibility is a qualifying contribution;

8 (B) The candidate bears the burden of proving that expenditures made with public
9 funds provided under this Chapter comply with Section 1.148 of this Chapter;

10 ~~(C) The candidate will not make any payments to a contractor or vendor in return for the~~
11 ~~contractor or vendor making a campaign contribution to the candidate or make more than a total of 50~~
12 ~~payments, other than the return of a contribution, to contractors or vendors that have made~~
13 ~~contributions to the candidate;~~

14 ~~(CD)~~ Notwithstanding Sections 1.114 and 1.116, the candidate shall not loan or donate,
15 in total, more than \$5,000 of his or her own money to the candidate committee campaign;

16 ~~(DE)~~ The candidate committee shall not accept any loans ~~to his or her campaign~~ with the
17 exception of a candidate's loan to his or her own candidate committee campaign as permitted by
18 this Section; and

19 ~~(EF)~~ The candidate shall agree to participate in at least three debates with the
20 candidate's opponents.

21 ~~(23)~~ Have paid any outstanding late fines or penalties, owed to the City by the
22 candidate or any of the candidate's previous campaign committees, which were imposed for
23 violations of this Code or the campaign finance provisions of the California Political Reform
24 Act (Government Code Sections 84100 - 85704), provided that the Ethics Commission had
25 notified the candidate of such fines or penalties by the time of certification.

1 (34) Have filed any outstanding forms, owed to the City by the candidate or any of the
2 candidate's previous campaign committees, which were required to be filed pursuant to this
3 Code or the campaign finance provisions of the Political Reform Act (Government Code
4 Sections 84100—85704), provided that the Ethics Commission had notified the candidate of
5 such outstanding forms by the time of certification.

6 (45) Have no finding by a court or by the Ethics Commission after a hearing on the
7 merits, within the prior five years, that the candidate knowingly, willfully, or intentionally
8 violated any Section of this Code or the campaign finance provisions of this California Political
9 Reform Act (Government Code Sections 84100 - 85704). For purposes of this Section, a plea
10 of nolo contendere constitutes a finding by a court of a willful violation.

11 (b) ADDITIONAL REQUIREMENTS FOR CANDIDATES FOR THE BOARD OF
12 SUPERVISORS. To be eligible to receive public ~~funds financing of campaign expenses~~ under
13 this Chapter, a candidate for the Board of Supervisors must:

14 (1) Be seeking election to the Board of Supervisors and be eligible to hold the office
15 sought;

16 (2) Have a candidate committee that has received at least \$5,000 in qualifying
17 contributions from at least 75 contributors before the 70th day before the election;

18 (3) Be opposed by another candidate who has either established eligibility to receive
19 public financing, or whose candidate committee has received contributions or made
20 expenditures which in the aggregate equal or exceed \$5,000; and

21 (4) Agree that his or her candidate committee will not make qualified campaign
22 expenditures that total more than the candidate's Individual Expenditure Ceiling of \$143,000,
23 or as adjusted under Section 1.143 of this Chapter.
24
25

1 (c) ADDITIONAL REQUIREMENTS FOR CANDIDATES FOR MAYOR. To be eligible
2 to receive public ~~funds financing of campaign expenses~~ under this Chapter, a candidate for Mayor
3 must:

4 (1) Be seeking election to the office of Mayor and be eligible to hold the office sought;

5 (2) Have a candidate committee that has received at least \$25,000 in qualifying
6 contributions from at least 250 contributors by the 70th day before the election.

7 (3) Be opposed by another candidate who has either established eligibility to receive
8 public financing, or whose candidate committee has received contributions or made
9 expenditures that in the aggregate equal or exceed \$50,000; and

10 (4) Agree that his or her candidate committee will not make qualified campaign
11 expenditures that total more than the candidate's Individual Expenditure Ceiling of
12 \$1,475,000, or as adjusted under Section 1.143 of this Chapter.

13 (d) ADJUSTMENT OF EXPENDITURE LIMITS AND THRESHOLDS. The Ethics
14 Commission is authorized to adjust:

15 (1) The figures in Subsections (b)(4) and (c)(4) to reflect changes in the California
16 Consumer Price Index, provided that such adjustments shall be rounded off to the nearest
17 \$1,000 for candidates for the Board of Supervisors and the nearest \$5,000 for candidates for
18 Mayor;

19 (2) The figure in Subsection (a)(12)(D) of this Section to reflect changes in the
20 California Consumer Price Index, provided that such adjustments shall be rounded off to the
21 nearest \$1,000;

22 (3) The figures in Subsections (b)(2) and (b)(3) of this Section to reflect changes in the
23 California Consumer Price Index, provided that such adjustments shall be rounded off to the
24 nearest \$500;

1 (4) The figures in Subsections (c)(2) and (c)(3) of this Section to reflect changes in the
2 California Consumer Price Index, provided that such adjustments shall be rounded off to the
3 nearest \$5,000; and

4 (5) The maximum amount of a contribution that constitutes a qualifying contribution
5 pursuant to Section 1.104 to reflect changes in the California Consumer Price Index, provided
6 that such adjustments shall be rounded off to the nearest \$10.

7
8 SEC. 1.142. - PROCESS FOR ESTABLISHING ELIGIBILITY; CERTIFICATION BY
9 THE ETHICS COMMISSION.

10 ~~(a) STATEMENT OF PARTICIPATION OR NON PARTICIPATION. Each candidate for the~~
11 ~~Board of Supervisors or Mayor must sign and file a Statement of Participation or Non Participation in~~
12 ~~the public financing program. The statement must be filed by the candidate with the Ethics Commission~~
13 ~~no later than the deadline for filing nomination papers. On the statement, each candidate shall indicate~~
14 ~~whether he or she intends to participate in the public financing program. A statement of participation~~
15 ~~or non participation may not be amended after the deadline for filing nomination papers.~~

16 (ab) DECLARATION BY CANDIDATE. To become eligible to receive public unds
17 ~~financing of campaign expenses~~ under this Chapter, a candidate shall declare, under penalty of
18 perjury, that the candidate satisfies the requirements specified in Section 1.140. Candidates
19 ~~shall be permitted to~~ may submit the declaration and any supporting material required by the
20 Ethics Commission to the Ethics Commission no earlier than nine months before the date of
21 the election, but no later than the 70th day before the election. Once the declaration and
22 supporting material are submitted, they may not be amended. The declaration and supporting
23 material may be withdrawn and refiled, provided that the refiled is made no later than the 70th
24 day before the election.

1 If any deadline imposed by this Subsection falls on a Saturday, Sunday, or legal
2 holiday, the deadline shall be the next business day.

3 (be) DETERMINATION OF ELIGIBILITY. The Executive Director of the Ethics
4 Commission shall review the candidate's declaration and supporting material to determine
5 whether the candidate is eligible to receive public funds under this Chapter. The Executive
6 Director may audit the candidate's records, interview contributors and take whatever steps the
7 Executive Director deems necessary to determine eligibility. At the request of the Executive
8 Director, the Controller shall assist in this review process.

9 (ce) DETERMINATION OF OPPOSITION. To determine whether a candidate ~~for the~~
10 ~~Board of Supervisors~~ is opposed as required under Section 1.140(b)(3) ~~or of this Chapter or a~~
11 ~~candidate for Mayor is opposed as required under Section 1.140(c)(3)~~ of this Chapter, the Executive
12 Director shall review the material filed pursuant to Section 1.152(a)(1) and (b)(1) of this
13 Chapter, and may review any other material.

14 (de) CERTIFICATION. If the Executive Director determines that a candidate ~~for Mayor~~
15 ~~or the Board of Supervisors~~ has satisfied the requirements of Section 1.140, the Executive
16 Director shall notify the candidate and certify to the Controller that the candidate is eligible to
17 receive public funds financing under this Chapter. The Executive Director shall not certify that
18 a candidate is eligible to receive public funds financing if the candidate's declaration or
19 supporting material is incomplete or otherwise inadequate to establish eligibility. The
20 Executive Director shall determine whether to certify a candidate no later than 30 days after
21 the date the candidate submits his or her declaration and supporting material, provided that
22 the Executive Director shall make all determinations regarding whether to certify a candidate
23 no later than the 55th day before the election.

24 (ef) RESUBMISSION. If the Executive Director declines to certify that a candidate is
25 eligible to receive public funds financing under this Chapter, the Executive Director shall notify

1 the candidate. Notwithstanding Section 1.142(b) of this Chapter, the candidate may, within
2 five business days of the date of notification, resubmit the declaration and supporting material.
3 If the candidate does not timely resubmit, the Executive Director's determination is final.

4 If, after viewing resubmitted material, the Executive Director declines to certify that a
5 candidate is eligible to receive public funds financing under this Chapter, the Executive Director
6 shall notify the candidate of this fact. Additional resubmissions may be permitted in the
7 Executive Director's discretion. If the candidate fails to resubmit in the time specified by the
8 Executive Director, or if no further resubmissions are permitted, the Executive Director's
9 determination is final.

10 (fg) APPEAL TO THE ETHICS COMMISSION. If the Executive Director declines to
11 certify that a candidate is eligible to receive public funds financing under this Chapter, the
12 candidate may appeal the Executive Director's final determination to the Ethics Commission.
13 The candidate must deliver the written appeal to the Ethics Commission within five days of the
14 date of notification of the Executive Director's determination.

15 (g) NOTICE. Within two business days of certifying that at least one candidate in a contest is
16 eligible to receive public funds under this Chapter, the Ethics Commission shall post a notice on its
17 website and send written notice by email to all other candidates running for the same City elective
18 office and to any other person who has requested such notice.

19
20 SEC. 1.143. - ADJUSTING INDIVIDUAL EXPENDITURE CEILINGS.

21 This Section shall apply only if the Ethics Commission has certified that at least one
22 candidate for Mayor or the Board of Supervisors is eligible to receive public funds under this
23 Chapter.

24 (a) The Executive Director shall adjust the Individual Expenditure Ceiling of a candidate
25 for Mayor to an amount equal to the sum of the Total Opposition Spending against that

1 candidate and the highest level of the Total Supportive Funds of any other candidate for
2 Mayor if such amount is greater than \$1,475,000, provided that the Executive Director may
3 adjust a candidate's Individual Expenditure Ceilings only in increments of \$100,000.

4 (b) The Executive Director shall adjust the Individual Expenditure Ceiling of a candidate
5 for the Board of Supervisors to an amount equal to the sum of the Total Opposition Spending
6 against that candidate and the highest level of the Total Supportive Funds of any other
7 candidate for the same office on the Board of Supervisors if such amount is greater than
8 \$143,000, provided the Executive Director may adjust a candidate's Individual Expenditure
9 Ceiling only in increments of \$10,000.

10 (c) No later than the second business day after a statement is filed pursuant to Section
11 ~~1.152(a)(3) or (b)(3)~~ 1.160 of this Chapter pertaining to a race for Mayor or Board of Supervisors,
12 the Executive Director shall determine whether the communication supports or opposes one
13 or more candidates.

14 Factors the Executive Director shall use to determine whether the communication
15 supports or opposes one or more candidates include the following:

16 (1) whether the communication clearly identifies one or more candidates;

17 (2) the timing of the communication;

18 (3) the voters targeted by the communication;

19 (4) whether the communication identifies any candidate's position on a public policy
20 issue and urges the reader or viewer to take action, including calling the candidate to support
21 or oppose the candidate's position;

22 (5) whether the position of one or more candidates on a public policy issue has been
23 raised as distinguishing these candidates from others in the campaign, either in the
24 communication itself or in other public communications;

1 (6) whether the communication is part of an ongoing series of substantially similar
2 advocacy communications by the organization on the same issue; and

3 (7) any other factors the Executive Director deems relevant.

4 (d) Within one business day of the date that the Executive Director makes a
5 determination under Subsection (c), either the candidate(s) identified in the communication or
6 any candidate seeking the same City elective office as the candidate identified in the
7 communication may object to the Executive Director's determination. The Executive Director
8 shall respond to any objection within one business day of receiving the objection.

9 (e) Within one business day of the Executive Director's response, either the
10 candidate(s) identified in the communication or any candidate seeking the same City elective
11 office as the candidate identified in the communication may submit to the Executive Director a
12 request that the Ethics Commission review the Executive Director's determination. Within one
13 business day of receiving the request, the Executive Director shall notify each Commissioner
14 of the candidate's request.

15 If within one business day of the Executive Director's notice, two or more members of
16 the Commission inform the Executive Director that they would like to review the determination,
17 the Executive Director shall schedule a meeting of the Commission on a date that occurs
18 within one week of the Commissioners' requests. If three members of the Commission vote to
19 overrule the Executive Director's determination, the Commission shall make a final
20 determination based on the factors set forth above.

21 (f) If no candidate objects to the Executive Director's determination, if no candidate
22 requests review by the Commission of the Executive Director's determination, if a request is
23 made and two or more members of the Commission do not request to review the
24 determination, or *if* within one week of two members of the Commission requesting to review
25 the Executive Director's determination, at least three members of the Commission do not vote

1 to overrule the Executive Director's determination, then the Executive Director's determination
2 shall become final.

3 The Executive Director shall determine whether to adjust the Individual Expenditure
4 Ceilings of each candidate for Mayor or the Board of Supervisors pursuant to either
5 Subsection (a) or (b) of this Section within one business day of a final determination.
6

7 SEC. 1.148. - RESTRICTIONS ON USE OF PUBLIC FUNDS; UNEXPENDED PUBLIC
8 FUNDS.

9 (a) ~~USE FOR QUALIFIED CAMPAIGN EXPENDITURES ONLY ALLOWABLE USES OF~~
10 PUBLIC FUNDS. Candidates who receive public financing may use the public funds solely for
11 the following purposes:

12 (1) to pay for qualified campaign expenditures;

13 (2) ~~and~~ to repay loans used to pay for qualified campaign expenditures;

14 (3) ~~except that public funds may be used~~ to pay filing fees and costs incurred after the
15 election that do not directly affect the outcome of the election, including but not limited to utility
16 bills, expenses associated with an audit, and expenses related to preparing post-election
17 campaign finance disclosure reports as required by the California Political Reform Act,
18 Government Code Section 81000, et seq., and the provisions of this Chapter.;

19 (4) to pay for Compliance Costs, except as provided in Subsection (b)(1); and

20 (5) to pay expenses associated with complying with applicable laws, including the California
21 Political Reform Act and this Chapter, that exceed the Compliance Costs monetary limits set forth in
22 section 1.104(i).

23 (b) PROHIBITED USES OF PUBLIC FUNDS. Candidates may not use public funds to
24 pay for:
25

1 (1) expenses incurred in connection with an administrative or judicial proceeding;-

2 ~~Candidates may not use public funds~~

3 (2) ~~to pay~~ administrative, civil or criminal fines, including late filing fines; ~~or~~

4 (3) ~~to pay for~~ inaugural activities, election victory celebrations or similar post-election
5 campaign events;

6 (4) ~~or~~ officeholder expenses: incurred in connection with the office to which the candidate
7 holds after the election; or

8 (5) ~~Candidates may not use public funds to pay~~ post-election bonuses to campaign
9 employees. ~~or for election victory celebrations or similar post-election campaign events.~~

10 (bc) WITHDRAWAL OR FAILURE TO QUALIFY. Any candidate who receives public
11 financing but who withdraws or fails to qualify to have his or her name printed on the ballot in
12 the election for which the public funds were provided shall repay the Election Campaign Fund
13 the full sum received from the Fund.

14 (ed) UNEXPENDED PUBLIC FUNDS. Any candidate who receives public financing and
15 whose committee has unexpended public funds shall pay to the City and County of San
16 Francisco and deliver to the Ethics Commission those funds for deposit in the Election
17 Campaign Fund no later than 30 days after the Ethics Commission completes its audit of the
18 candidate's committee. Unexpended funds may be used to pay for expenses associated with
19 an audit such as bank fees, treasurer fees and storage fees until the Ethics Commission
20 completes its audit of the candidate's committee.

21
22 SEC. 1.150. AUDIT; REPAYMENT.

23 (a) AUDIT.

24 The Ethics Commission shall audit all candidate committees whose candidates have
25 received public financing under this Chapter. Audits of candidate committees conducted under

1 this Subsection shall begin within 60 days after the date the candidate committees' first post-
2 election campaign disclosure report is required to be filed pursuant to Section 1.106 of this
3 Chapter. In his or her discretion, the Executive Director may initiate additional targeted or
4 randomly selected audits of any committee, irrespective of whether the committee received
5 any public funds. At the request of the Executive Director, the Controller shall assist in
6 conducting these audits.

7 (b) REPAYMENT.

8 (1) If the Ethics Commission determines that any portion of the payments made to a
9 candidate from the Election Campaign Fund exceeded the aggregate amount of payments to
10 which the candidate was entitled under this Chapter, the Commission shall notify the
11 Controller and the candidate. In addition to any other penalties, the candidate shall pay to the
12 City and County of San Francisco, ~~and deliver~~ by delivering to the Ethics Commission an
13 amount equal to the amount of the excess payments, and if the Commission determines that
14 any amount of any payment made to a candidate from the Election Campaign Fund was used
15 for something other than ~~qualified campaign expenditures~~ the uses permitted under Section 1.148 of
16 this Chapter, the candidate shall pay to the Ethics Commission an amount equal to the
17 improper expenditure.

18 (2) Any candidate who receives public funds under this Chapter and exceeds his or
19 her Individual Expenditure Ceiling by ten percent or more shall, in addition to any other
20 penalties, pay to the Ethics Commission an amount equal to the amount of public funds the
21 candidate received under this Chapter.

22 (3) All payments delivered to the Ethics Commission under this Section shall be
23 deposited in the Election Campaign Fund.
24
25

1 SEC. 1.152. - SUPPLEMENTAL REPORTING IN ELECTIONS FOR BOARD OF
2 SUPERVISORS AND MAYOR.

3 (a) ELECTIONS FOR THE BOARD OF SUPERVISORS.

4 (1) In addition to the campaign disclosure requirements imposed by the California
5 Political Reform Act and other provisions of this Chapter, each candidate committee
6 supporting a candidate for the Board of Supervisors shall file a statement with the Ethics
7 Commission indicating when the committee has received funds, including contributions and
8 public funds, contributions to be deposited into its Campaign Contribution Trust Account or made
9 expenditures, including in-kind contributions and expenses incurred but for which payment has not
10 yet been made, that equal or exceed \$5,000 within 24 hours of \$10,000 no later than the first
11 Disclosure Deadline after reaching or exceeding that amount.

12 (2) In addition to the supplemental report in Subsection (a)(1) of this Section, each
13 candidate committee supporting a candidate for the Board of Supervisors shall file a
14 statement with the Ethics Commission disclosing when the committee has received funds,
15 including contributions and public funds, contributions to be deposited into its Campaign Contribution
16 Trust Account or made expenditures, including in-kind contributions and expenses incurred but for
17 which payment has not yet been made, that in the aggregate equal or exceed \$100,000. The
18 candidate committee shall file this report within 24 hours of no later than the first Disclosure
19 Deadline after reaching or exceeding the threshold. Thereafter, the candidate committee shall
20 file an additional supplemental report within 24 hours of every no later than the first Disclosure
21 Deadline after each time the candidate committee receives additional funds, including
22 contributions and public funds, contributions to be deposited into its Campaign Contribution Trust
23 Account or makes additional expenditures, including in-kind contributions and expenses incurred
24 but for which payment has not yet been made, that in the aggregate equal or exceed \$10,000.
25 Each report required by this Subsection shall also include a statement of the candidate committee's

1 total accrued expenditures for Compliance Costs and an itemized accounting of the accrued
2 expenditures for Compliance Costs during the period covered by the report.

3 ~~(3) Any person other than a candidate committee who makes expenditures for the purpose of~~
4 ~~distributing independent expenditures, electioneering communications, or member communications~~
5 ~~that clearly identify any candidate for the Board of Supervisors, and the amount of those expenditures~~
6 ~~in the aggregate equals or exceeds \$5,000 per candidate, shall, within 24 hours of reaching or~~
7 ~~exceeding this threshold, file a statement with the Ethics Commission. Such statement shall include a~~
8 ~~legible copy of the communication if it is conveyed in writing or an electronic recording if it is~~
9 ~~conveyed via audio or video, disclose the cost of each communication, and provide any additional~~
10 ~~information required by the Ethics Commission. Every person who is required to file a statement with~~
11 ~~the Ethics Commission pursuant to this Subsection shall indicate on the statement which candidate or~~
12 ~~candidates for the Board of Supervisors the independent expenditures, electioneering communications,~~
13 ~~or member communications disclosed on the statement support or oppose, or whether they are neutral.~~
14 ~~For the purposes of this Subsection, the costs of a communication that supports or opposes more than~~
15 ~~one candidate or ballot measure shall be apportioned among each candidate and measure in the~~
16 ~~communication.~~

17 ~~Thereafter, any such person shall file a supplemental statement with the Ethics Commission~~
18 ~~each time the person makes expenditures for the purpose of distributing independent expenditures,~~
19 ~~electioneering communications or member communications that clearly identify any candidate for the~~
20 ~~Board of Supervisors in an amount that in the aggregate equals or exceeds an additional \$5,000 per~~
21 ~~candidate. The supplemental statements shall be filed within 24 hours of reaching or exceeding this~~
22 ~~threshold, and shall include a legible copy of the communication if it is conveyed in writing or an~~
23 ~~electronic recording if it is conveyed via audio or video, disclose the cost of each communication, and~~
24 ~~provide any additional information required by the Ethics Commission.~~

1 ~~The Executive Director shall post the information disclosed on statements required by this~~
2 ~~subsection on the website of the Ethics Commission within two business days of the statement's filing.~~

3 (b) ELECTIONS FOR MAYOR.

4 (1) In addition to the campaign disclosure requirements imposed by the California
5 Political Reform Act and other provisions of this Chapter, each candidate committee
6 supporting a candidate for Mayor shall file a statement with the Ethics Commission indicating
7 when the candidate committee has received funds, including contributions and public funds,
8 ~~contributions to be deposited into its Campaign Contribution Trust Account~~ or made expenditures,
9 including in-kind contributions and expenses incurred but for which payment has not yet been made,
10 that equal or exceed \$50,000 ~~within 24 hours of~~ no later than the first Disclosure Deadline after
11 reaching or exceeding that amount.

12 (2) In addition to the supplemental report in Subsection (b)(1) of this Section, each
13 candidate committee supporting a candidate for Mayor shall file a statement with the Ethics
14 Commission disclosing when the candidate committee has received funds, including
15 contributions and public funds, ~~contributions to be deposited into its Campaign Contribution Trust~~
16 ~~Account~~ or made expenditures, including in-kind contributions and expenses incurred but for which
17 payment has not yet been made, that in the aggregate equal or exceed \$1,000,000. The
18 candidate committee shall file this report ~~within 24 hours of~~ no later than the first Disclosure
19 Deadline after reaching or exceeding the threshold. Thereafter, the candidate committee shall
20 file an additional supplemental report ~~within 24 hours of every~~ no later than the first Disclosure
21 Deadline after each time the candidate committee receives additional funds, including
22 contributions and public funds, ~~contributions to be deposited into its Campaign Contribution Trust~~
23 ~~Account~~ or makes additional expenditures, including in-kind contributions and expenses incurred
24 but for which payment has not yet been made, that in the aggregate equal or exceed \$50,000.
25 Each report required by this Subsection shall also include a statement of the candidate committee's

1 total accrued expenditures for Compliance Costs and an itemized accounting of the accrued
2 expenditures for Compliance Costs during the period covered by the report.

3 ~~(3) Any person other than a candidate committee who makes expenditures for the purpose of~~
4 ~~distributing independent expenditures, electioneering communications, or member communications~~
5 ~~that clearly identify any candidate for Mayor, and the amount of those expenditures in the aggregate~~
6 ~~equals or exceeds \$5,000 per candidate, shall, within 24 hours of reaching or exceeding this threshold,~~
7 ~~file a statement with the Ethics Commission. Such statement shall include a legible copy of the~~
8 ~~communication if it is conveyed in writing or an electronic recording if it is conveyed via audio or~~
9 ~~video, disclose the cost of each communication, and provide any additional information required by the~~
10 ~~Ethics Commission. Every person who is required to file a statement with the Ethics Commission~~
11 ~~pursuant to this Subsection shall indicate on the statement which candidate or candidates for Mayor~~
12 ~~the independent expenditures, electioneering communications, or member communications disclosed on~~
13 ~~the statement support or oppose, or whether they are neutral. For the purposes of this Subsection, the~~
14 ~~costs of a communication that supports or opposes more than one candidate or ballot measure shall be~~
15 ~~apportioned among each candidate and measure in the communication.~~

16 ~~Thereafter, any such person shall file a supplemental statement with the Ethics Commission~~
17 ~~each time the person makes expenditures for the purpose of distributing independent expenditures,~~
18 ~~electioneering communications or member communications that clearly identify any candidate for~~
19 ~~Mayor in an amount that in the aggregate equals or exceeds an additional \$5,000 per candidate. The~~
20 ~~supplemental statements shall be filed within 24 hours of reaching or exceeding this threshold, and~~
21 ~~shall include a legible copy of the communication if it is conveyed in writing or an electronic recording~~
22 ~~if it is conveyed via audio or video, disclose the cost of each communication, and provide any~~
23 ~~additional information required by the Ethics Commission.~~

24 ~~The Executive Director shall post the information disclosed on statements required by this~~
25 ~~subsection on the website of the Ethics Commission within two business days of the statement's filing.~~

1 (c) The supplemental statements required by Subsections (a)(2), ~~(a)(3)~~, and (b)(2) ~~and~~
2 ~~(b)(3)~~ are not required until the Ethics Commission has certified that at least one candidate is
3 eligible to receive public funds under this Chapter, provided that within two business days of
4 the date that the Ethics Commission provides notice under ~~this subsection~~ Section 1.142(g) that
5 it has certified that a candidate is eligible to receive public funds under this Chapter, any
6 report that previously would have been required under (a)(2), ~~(a)(3)~~, or (b)(2) ~~or (b)(3)~~ must be
7 filed. ~~Within two business days of certifying that at least one candidate is eligible to receive public~~
8 ~~financing under this Chapter, the Ethics Commission shall post a notice on its website, send out a press~~
9 ~~release and send written notice by regular or electronic mail to all other candidates running for the~~
10 ~~same City elective office and to any other person who has requested such notice.~~

11 (d) For each threshold reached, candidate committees are required to file only one
12 supplemental statement under this section, irrespective of whether the committee reaches the threshold
13 as a result of funds received or expenditures made.

14 15 SEC. 1.160.5. - DISCLOSURE AND FILING FOR PERSUASION POLLS

16 (a) Definitions. Whenever in this Section the following words or phrases are used, they
17 shall mean:

18 (1) "Persuasion poll" shall mean any telephone survey, or series of telephone surveys
19 that are substantially similar or identical, that

20 (A) refers to a clearly identified candidate for City elective office or a City elective
21 officer, other than in a basic preference question;

22 (B) includes at least one call made within 60 days prior to an election for the City
23 elective office sought by the candidate named in the survey or a recall election regarding the
24 City elective officer named in the survey;

1 (C) includes at least 1,000 completed calls, such as person-to-person discussions
2 following the survey script; and

3 (D) for which at least two of the following are true:

4 (i) Each phone conversation in the survey takes less than four minutes on average to
5 complete, excluding any sponsorship identification;

6 (ii) The survey includes fewer than three demographic inquiries regarding factors such
7 as age, educational level, or marital status, sufficient to allow for the tabulation of results
8 based on relevant subset(s) of the population consistent with standard polling industry
9 practices;

10 (iii) The persons conducting the survey do not collect or tabulate survey results for all
11 the phone conversations;

12 (iv) The survey includes an untrue statement about the candidate or officer described in
13 section (a)(1)(A); or

14 (v) The survey is designed or intentionally conducted in a manner calculated to
15 influence the vote of the respondent in the election described in Subsection (a)(1)(B).

16 (2) "Basic preference question" shall mean:

17 (A) a question which provides a respondent with a list of names of candidates for City
18 elective office without providing or implying any information regarding any candidate and asks
19 which candidate the respondent supports in a particular race, or

20 (B) a question which names a City elective officer without providing or implying any
21 information regarding the officer and asks whether the respondent supports or opposes the
22 recall of that officer.

23 (3) "Payment" shall be defined as set forth in Government Code of the State of
24 California (commencing at Section 81000); provided, however, that "payment" shall also
25 include any enforceable promise to make a payment.

1 ~~(4) "Refers to a clearly identified candidate for City elective office or a City elective officer"~~
2 ~~shall mean any communication that contains the candidate's or officer's name or nickname or makes~~
3 ~~any other unambiguous reference to the candidate or officer such as "your Supervisor" or "the~~
4 ~~incumbent."~~

5 ~~(5) (4) "Triggering event~~Disclosure date" shall mean:

6 (A) The date that a written formal agreement regarding the persuasion poll is made
7 between the person making the calls and the poll sponsor(s) or the sponsor(s) agent;

8 (B) The date of the 1,000th call in the poll; and

9 (C) After a person has met the threshold under Subsection (B), the date of each
10 1,000th additional call in the poll.

11 (b) Telephonic disclosure. No person shall authorize, administer or make payment for a
12 persuasion poll unless, at the beginning of each call, the person making the call identifies the
13 person(s) making payments for or authorizing the call by stating "This is a paid political
14 advertisement by [Name of person(s)]," and, identifies the person making the call, if different
15 from the sponsor, by stating "This call is conducted by [Name of person]." These disclosures
16 shall be spoken at the same volume and speed as the rest of the communication so as to be
17 clearly audible by the call recipient and otherwise appropriately conveyed for the hearing
18 impaired. These disclosures shall be repeated upon request of the call recipient.

19 (c) Filing.

20 (1) Any person who authorizes, administers or makes payment for a persuasion poll
21 shall, ~~within 48 hours of each disclosure date~~ by no later than the next Disclosure Deadline following
22 each triggering event, file an itemized statement with the San Francisco Ethics Commission. A
23 person authorizing, administering or making payment for a persuasion poll is not required to
24 file an itemized statement under this Section if the person is aware that another person
25

1 authorizing, administering or making payment for the same persuasion poll has filed an
2 authorized statement for the persuasion poll as required by this Section.

3 (2) Each itemized statement required to be filed under this Section shall be filed on a
4 form promulgated by the San Francisco Ethics Commission and shall contain the following
5 information:

6 (A) the full name, street address, city, state and zip code of each person who
7 authorizes, administers or makes payment for the persuasion poll;

8 (B) the full name, street address, city, state and zip code of each person sharing or
9 exercising direction and control over the person authorizing, administering or making
10 payments for the survey;

11 (C) the dates during which the persuasion poll was conducted;

12 (D) for each day, the number of calls attempted to households in the City and County of
13 San Francisco if the election described in Subsection (a)(1)(B) is a City-wide election, or the
14 number of calls to households in the district if the election described in Subsection (a)(1)(B) is
15 a district election;

16 (E) for each day, the number of individuals contacted and the number of messages left
17 in households in the City and County of San Francisco if the election described in Subsection
18 (a)(1)(B) is a City-wide election, or the number of individuals contacted and the number of
19 messages left in households in the district if the election described in Subsection (a)(1)(B) is a
20 district election;

21 (F) a detailed accounting of any payments of \$100.00 or more that the person has
22 received from another person, which were used for conducting or administering the
23 persuasion poll; such detailed accounting shall include the dollar amount or value of each
24 payment; the date of the payment's receipt; the name, street address, city, state, and zip code
25 of the person who made such payment; the occupation and employer of the person who made

1 such payment, if any, or, if the person is self-employed, the name of the person's business;
2 and the cumulative amount of payments received for the purpose of conducting or
3 administering persuasion polls from that person during the calendar year;

4 (G) a copy of the script used in conducting the persuasion poll, if any, and a copy of
5 every question asked in the survey and every statement made to respondents in the survey;
6 and

7 (H) any other information required by the Ethics Commission consistent with the
8 purposes of this Section.

9 (3) The filer shall verify, under penalty of perjury, the accuracy and completeness of the
10 information provided in the itemized statement, and shall retain for a period of five years all
11 books, papers and documents necessary to substantiate the itemized statements required by
12 this Section.

13 (4) The Ethics Commission may require any itemized statement to be filed
14 electronically and may permit any required statement to be filed by facsimile. The Ethics
15 Commission shall promulgate regulations to implement this subsection before any person
16 shall be required to file an itemized statement electronically or permitted to file a statement by
17 facsimile.

18 ~~(5) If any person files an itemized statement after any deadline imposed by this Section, the~~
19 ~~Ethics Commission shall, in addition to any other penalties or remedies established in this Chapter,~~
20 ~~fine the person \$10 per day after the deadline until the statement is received by the Ethics Commission.~~
21 ~~The Ethics Commission may reduce or waive a fine if the Commission determines that the late filing~~
22 ~~was not willful and that enforcement will not further the purposes of this Chapter. The Ethics~~
23 ~~Commission shall deposit funds collected under this Section in the General Fund of the City and~~
24 ~~County of San Francisco.~~

1 (d) The Ethics Commission may adopt regulations exempting additional types of polls
2 from the provisions of this Section to effectuate the purpose of this Section.
3

4 Section 2. The San Francisco Campaign and Governmental Conduct Code is hereby
5 amended by adding Sections 1.158 and 1.160, to read as follows:

6 1.158. DISCLOSURE AND DISCLAIMER REQUIREMENTS FOR COMMUNICATIONS BY
7 CANDIDATE COMMITTEES.

8 (a) Disclaimer Statements. A communication distributed by a candidate committee shall
9 include the words "paid for by _____ (insert candidate committee's name)" in the form
10 provided in this Section if the communication is distributed to 200 or more individuals and is any of the
11 following: a mass mailing; an email communication; a paid advertisement on television, radio,
12 newspaper or periodical; an internet advertisement; or posters, door hangers, yard signs or billboards.

13 (1) Written communications. If the communication is distributed in writing, the disclaimer
14 required by this Section shall appear in legible typeface no smaller than 14 point and in a color or
15 print that contrasts with the background so as to be easily legible. If the written communication is
16 mailed through the United States Postal Service, the disclaimer shall appear on the exterior of the
17 mailing and shall also include the candidate committee's street address or, if the candidate committee's
18 address is a matter of public record with the Ethics Commission, the disclaimer may include a post
19 office box.

20 (2) Non-written communications. If the communication is a non-written communication, the
21 disclaimer required by this Section shall be spoken at the same volume and speed as the rest of the
22 communication so as to be clearly audible and understood by the listener and otherwise appropriately
23 conveyed for the hearing impaired.

24 (b) Disclosure of Mass Mailings. Each candidate committee that pays for a mass mailing shall
25 file with the Ethics Commission an itemized disclosure statement for the mailing and a clearly legible

1 copy of the mailing, including the envelope used, in electronic format. The candidate committee shall
2 submit the filing no later than the first Disclosure Deadline after distributing the mailing.

3
4 SECTION 1.160. DISCLOSURE AND DISCLAIMER REQUIREMENTS FOR
5 COMMUNICATIONS BY THIRD PARTIES.

6 (a) Disclosure And Disclaimer Requirements.

7 (1) Third Party Expenditures Made Within 90 Days Of An Election. Any person other than a
8 candidate committee shall provide a disclaimer statement under Subsection (b) and file a disclosure
9 report under Subsection (c) when:

10 (A) the person distributes one or more communications that clearly identify a candidate within
11 90 days prior to an election for the City elective office sought by the candidate or a recall election
12 regarding the candidate, and

13 (B) the aggregate cost of the communications is \$5,000 or more per candidate.

14 The person shall file a disclosure report with the Ethics Commission under Subsection (c) no
15 later than the first Disclosure Deadline after distributing the communications that reach or exceed this
16 threshold, and thereafter shall file a supplemental report no later than the first Disclosure Deadline
17 after each time the person distributes additional communications with an aggregate cost that equals or
18 exceeds an additional \$5,000 per candidate.

19 (2) Third Party Expenditures Made More Than 90 Days Before An Election In Races With
20 Publicly-Financed Candidates. More than 90 days prior to the election, any person other than a
21 candidate committee shall provide a disclaimer statement under Subsection (b) and file a disclosure
22 report under Subsection (c) when:

23 (A) the person distributes one or more communications that clearly identify a candidate for
24 Mayor or the Board of Supervisors.

25 (B) the aggregate cost of the communications is \$5,000 or more per candidate, and

1 (C) the Ethics Commission has certified under Section 1.142 that at least one candidate for the
2 office is eligible to receive public funds under this Chapter.

3 The person shall file a disclosure report with the Ethics Commission under Subsection (c) no
4 later than the first Disclosure Deadline after distributing the communications that reach or exceed the
5 \$5,000 threshold, and thereafter shall file a supplemental report no later than the first Disclosure
6 Deadline after each time the person distributes additional communications with an aggregate cost that
7 equals or exceeds an additional \$5,000 per candidate. Within two business days of the date that the
8 Ethics Commission provides notice under Section 1.142(g) that it has certified that a candidate is
9 eligible to receive public funds under this Chapter, any report that previously would have been
10 required under this Subsection must be filed.

11 (3) Third Party Expenditures Made More Than 90 Days Before An Election In Races Subject
12 To Voluntary Expenditure Ceilings. More than 90 days prior to the election, any person other than a
13 candidate committee shall provide a disclaimer statement under Subsection (b) and file a disclosure
14 report under Subsection (c) when:

15 (A) the person distributes one or more communications that clearly identify a candidate for
16 Assessor, City Attorney, District Attorney, Public Defender, Sheriff, Treasurer, the Board of Education
17 of the San Francisco Unified School District or the Governing Board of the San Francisco Community
18 College District,

19 (B) the aggregate cost of the communications is \$5,000 or more per candidate,

20 (C) at least one candidate for the office has accepted the applicable voluntary expenditure
21 ceiling, and

22 (D) the Ethics Commission has not lifted the voluntary expenditure ceiling under Section 1.134.

23 The person shall file a disclosure report with the Ethics Commission under Subsection (c) no
24 later than the first Disclosure Deadline after distributing the communications that reach or exceed the
25 \$5,000 threshold, and thereafter shall file a supplemental report no later than the first Disclosure

1 Deadline after each time the person distributes additional communications with an aggregate cost that
2 equals or exceeds an additional \$5,000 per candidate, until the Ethics Commission lifts the applicable
3 voluntary expenditure ceiling. Within two business days of the date that the Ethics Commission
4 provides notice under Section 1.128 that at least one candidate in the race has accepted the voluntary
5 expenditure ceiling, any report that previously would have been required under this Subsection must be
6 filed.

7 (4) Calculation of costs. For the purpose of this section, the cost of a communication includes
8 the total amount paid or incurred in the preparation and distribution of the communication, including
9 the cost of preparing content, design, copying, mailing, and paid staff time. The cost of a
10 communication that identifies more than one candidate or measure shall be apportioned among each
11 candidate and measure in the communication.

12 (b) Content and Form of Disclaimer Statements.

13 (1) Content of disclaimer. Any communication described in Subsection (a) shall include a
14 disclaimer statement identifying the person who paid for the communication. The disclaimer statement
15 shall, at a minimum, contain the words, "paid for by _____ (insert the name of the person who
16 paid for the communication and committee identification number)."

17 (2) Form of Disclaimer.

18 (A) Written communications.

19 (i) Any disclaimer required by this Section on a written communication shall appear in legible
20 typeface no smaller than 14 point and in a color or print that contrasts with the background so as to be
21 easily legible.

22 (ii) If the written communication is mailed through the United States Postal Service, the
23 disclaimer statement shall appear on at least one of the inserts of each piece of mail, as provided in
24 Subsection (i), and shall also appear on the exterior of the mailing with the additional words: "Notice
25

1 to Voters (Required by City and County of San Francisco): This mailing is not authorized or approved
2 by any candidate for City and County office or by any election official."

3 (B) Non-written communications. Any disclaimer required by this Section in a non-written
4 communication shall be spoken at the same volume and speed as the rest of the communication so as to
5 be clearly audible and understood by the listener and otherwise appropriately conveyed for the hearing
6 impaired.

7 (c) Content and Form Of Disclosure Reports.

8 (1) Content of Disclosure Reports. Any report required under Subsection (a) shall contain the
9 following information:

10 (A) the full name, address, city and state, email address and telephone number of the person
11 making the expenditures;

12 (B) the total cost of each communication;

13 (C) the names of all candidates identified in each communication;

14 (D) which candidate or candidates each communication supports or opposes or whether the
15 communication is neutral;

16 (E) the cost of support or opposition allocated to each candidate identified in the
17 communication;

18 (F) a legible copy of each communication if the communication was conveyed in writing,
19 including the envelope used;

20 (G) an electronic recording of each communication if the communication was conveyed via
21 audio or video; and

22 (H) any other information required by the Ethics Commission.

23 (2) Form of Disclosure Reports. The Ethics Commission shall specify the format of the
24 disclosure reports, and may permit any required information to be filed by facsimile, email or other
25 electronic media.

1 (d) Exceptions. The following communications shall not be subject to this Section:

2 (1) communications paid for by the City or any other local, state or federal government agency;

3 (2) non-recorded communications between two or more individuals in direct conversation

4 unless such communications are made by telephone and at least one of the individuals is compensated
5 for the purposes of making the telephone communication;

6 (3) communications that appear on bumper stickers, pins, stickers, hat bands, badges, ribbons
7 and other similar memorabilia;

8 (4) news stories, commentaries or editorials distributed through any newspaper, radio station,
9 television station, or other recognized news medium unless such news medium is owned or controlled
10 by any political party, political committee or candidate;

11 (5) communications made solely to promote a candidate debate or forum made by or on behalf
12 of the person sponsoring the debate or forum, provided that such communications do not otherwise
13 discuss the positions or experience of a candidate;

14 (6) unpaid internet communications such as web blogs, listserves sent to persons who have
15 contacted the sender, discussion forums, or comments and similar unpaid postings on web pages,
16 provided that internet advertisements shall be subject to this Section.

17
18 Section 3. The San Francisco Campaign and Governmental Conduct Code is hereby
19 amended by deleting Sections 1.161, 1.161.5, 1.162, and 1.163, to read as follows:

20 ~~SEC. 1.161. DISCLOSURE AND FILING REQUIREMENTS FOR MASS MAILINGS.~~

21 ~~(a) MASS MAILINGS BY CANDIDATES.~~

22 ~~(1) Disclosure. In addition to the requirements set forth in California Government Code~~
23 ~~Section 84305, each mass mailing paid for by a candidate committee shall include on the outside of~~
24 ~~each piece of mail in the mass mailing the following statement in not less than 14 point type and in a~~
25 ~~color or print which contrasts with the background so as to be easily legible: "paid for by _____"~~

1 ~~(insert candidate committee's name and street address)." A post office box may be stated in lieu of a~~
2 ~~street address if the candidate committee's address is a matter of public record with the Ethics~~
3 ~~Commission.~~

4 ~~(2) Filing.~~

5 ~~(i) Each candidate committee that pays for a mass mailing shall, within five working days after~~
6 ~~the date of the mailing, file two pieces of the mailing with the Ethics Commission.~~

7 ~~(ii) Each candidate committee that pays for a mass mailing shall, within five business days~~
8 ~~after the date of the mailing, file an itemized disclosure statement with the Ethics Commission for that~~
9 ~~mailing.~~

10 ~~(iii) Each candidate committee that pays for a mass mailing shall file two pieces of mail and~~
11 ~~the itemized disclosure statement required by Subsections (a)(2)(i) and (a)(2)(ii) within 48 hours of the~~
12 ~~date of the mailing if the date of the mailing occurs within the final 16 days before the election.~~

13 ~~(iv) Every mass mailing filed pursuant to this subsection shall be clearly legible.~~

14 ~~(b) MASS MAILINGS BY PERSONS OTHER THAN CANDIDATES.~~

15 ~~(1) Disclosure. Any person who makes independent expenditures for a mass mailing which~~
16 ~~supports or opposes any candidate for City elective office shall place the following statement on the~~
17 ~~mailing in typeface no smaller than 14 points:~~

18 ~~Notice to Voters (Required by City and County of San Francisco) This mailing is not authorized~~
19 ~~or approved by any candidate for City and County office or by any election official. It is paid for by~~
20 ~~{name and committee identification number}. {address, city, state}. Total Cost of this mailing is~~
21 ~~{amount}.~~

22 ~~(2) Filing.~~

23 ~~(i) Each person who makes independent expenditures of \$1,000 or more for a mass mailing~~
24 ~~which supports or opposes any candidate for City elective office shall, file two pieces of the mailing~~
25 ~~and an itemized disclosure statement for the mailing with the Ethics Commission, unless that person is~~

1 otherwise required to file disclosures regarding the communication under Section 1.134, 1.152, or
2 1.161.5 of this Code.

3 (ii) Any filing required by this Section shall be submitted within five business days after the
4 date of the mailing if the date of the mailing is more than 16 days before the election, and within 48
5 hours after the mailing if the date of the mailing occurs within the final 16 days before the election.

6 (iii) Every piece of mail filed pursuant to this Section shall be clearly legible.

7 (iv) The Ethics Commission may permit any required statement or mailing to be filed by
8 facsimile.

9
10 ~~SEC. 1.161.5.—DISCLOSURE AND FILING FOR ELECTIONEERING COMMUNICATIONS.~~

11 ~~(a) DISCLOSURE STATEMENTS.~~

12 (1) Every electioneering communication shall include a disclosure statement identifying the
13 person who paid for the communication. Such disclosure statement shall, at a minimum, contain the
14 following words, "paid for by _____ (insert the name of the person who paid for the
15 communication)."

16 (2) Any disclosure statement required by this section to be in printed form shall be printed in a
17 type and color so as to be easily legible to the intended public. Such disclosure statement shall be
18 printed in at least 14 point type and in a color or print that contrasts with the background so as to be
19 easily legible to the intended public.

20 (3) Any disclosure statement required by this Section to be in spoken form shall be spoken at the
21 same volume and speed as the rest of the communication so as to be clearly audible and understood by
22 the intended public and otherwise appropriately conveyed for the hearing impaired.

23 ~~(b) REPORTING OBLIGATIONS.~~

24 (1) Every person who makes payments for electioneering communications in an aggregate
25 amount of \$1,000 during any calendar year shall, within 48 hours of each disclosure date, file an

1 ~~itemized disclosure statement with the Ethics Commission, unless that person is otherwise required to~~
2 ~~file disclosures regarding the communication under Section 1.134, 1.152, or 1.161 of this Code.~~

3 ~~(2) Each itemized disclosure statement required to be filed under this Section shall contain the~~
4 ~~following information:~~

5 ~~(A) the full name, street address, city, state and zip code of the person making payments for~~
6 ~~electioneering communications;~~

7 ~~(B) the name of any individual sharing or exercising direction and control over the person~~
8 ~~making payments for electioneering communications;~~

9 ~~(C) the total amount of payments made by the person for electioneering communications during~~
10 ~~the calendar year;~~

11 ~~(D) a detailed description of each payment made by the person for electioneering~~
12 ~~communications during the calendar year, provided that the person has not already reported such~~
13 ~~payments on an itemized disclosure statement filed under this Section; such detailed description shall~~
14 ~~include the date the payment was made, the full name and address of the person to whom the payment~~
15 ~~was made; the amount of the payment, and a brief description of the consideration for which each~~
16 ~~payment was made;~~

17 ~~(E) a detailed accounting of any payments of \$100 or more that the person has received from~~
18 ~~another person, which were used for making electioneering communications, provided that the person~~
19 ~~has not already reported such payments received on an itemized disclosure statement filed under this~~
20 ~~Section; such detailed accounting shall include the dollar amount or value of each payment, the date of~~
21 ~~the payment's receipt, the name, street address, city, state, and zip code of the person who made such~~
22 ~~payment, the occupation and employer of the person who made such payment, if any, or, if the person is~~
23 ~~self-employed, the name of the person's business, and the cumulative amount of payments received for~~
24 ~~the purpose of making electioneering communications from that person during the calendar year;~~

25 ~~(F) the total amount of all payments reported under Subsection (E) during the calendar year;~~

1 ~~(G) a legible copy of the electioneering communication if in printed form, or a transcript of the~~
2 ~~electioneering communication if in spoken form; and~~

3 ~~(H) any other information required by the Ethics Commission consistent with the purposes of~~
4 ~~this Section.~~

5 ~~(3) The filer shall verify, under penalty of perjury, the accuracy and completeness of the~~
6 ~~information provided in the itemized disclosure statement, and shall retain for a period of five years all~~
7 ~~books, papers and documents necessary to substantiate the itemized statements required by this~~
8 ~~Section.~~

9 ~~(4) The Ethics Commission may permit any required statement or mailing to be filed by~~
10 ~~facsimile.~~

11 ~~(c) DEFINITIONS. Whenever in this Section the following words or phrases are used, they shall~~
12 ~~mean:~~

13 ~~(1) "Disclosure Date" shall mean:~~

14 ~~(A) the first date during any calendar year when an electioneering communication is distributed~~
15 ~~after a person has made payments aggregating \$1,000.00 for electioneering communications; and~~

16 ~~(B) after a person has met the threshold under Subsection (A), any date during that same~~
17 ~~calendar year when an electioneering communication is distributed, if that same person made any~~
18 ~~payments for such electioneering communication.~~

19 ~~(2) "Distributed" shall mean any act that permits an electioneering communication to be~~
20 ~~viewed, read or heard.~~

21 ~~(3) "Electioneering Communication" shall mean any communication, including but not limited~~
22 ~~to any broadcast, cable, satellite, radio, internet, or telephone communication, and any mailing, flyer,~~
23 ~~doorhanger, pamphlet, brochure, card, sign, billboard, facsimile, or printed advertisement, that:~~

24 ~~(A) refers to a clearly identified candidate for City elective office or a City elective officer who~~
25 ~~is the subject of a recall election; and~~

1 ~~(B) is distributed within 90 days prior to an election for the City elective office sought by the~~
2 ~~candidate or a recall election regarding the City elective officer to 500 or more individuals who are~~
3 ~~registered to vote or eligible to register to vote in the election or recall election. There shall be a~~
4 ~~rebuttable presumption that any that any broadcast, cable, satellite, or radio communication and any~~
5 ~~sign, billboard or printed advertisement is distributed to 500 or more individuals who are eligible to~~
6 ~~vote for or against the candidate clearly identified in the communication.~~

7 ~~(C) The term "Electioneering Communication" shall not include:~~

8 ~~(i) communications that constitute independent expenditures under this Chapter;~~

9 ~~(ii) communications made by a slate mailer organization if such communications are required~~
10 ~~to be disclosed under the California Political Reform Act, California Government Code Section 81000,~~
11 ~~et seq.;~~

12 ~~(iii) communications paid for by the City or any other local, State or Federal government~~
13 ~~agency;~~

14 ~~(iv) non-recorded communications between two or more individuals in direct conversation~~
15 ~~unless such communications are made by telephone and at least one of the individuals is compensated~~
16 ~~for the purposes of making the telephone communication;~~

17 ~~(v) communications that appear on bumper stickers, pins, stickers, hat bands, badges, ribbons~~
18 ~~and other similar memorabilia;~~

19 ~~(vi) news stories, commentaries or editorials distributed through any newspaper, radio station,~~
20 ~~television station, or other recognized news medium unless such news medium is owned or controlled~~
21 ~~by any political party, political committee or candidate;~~

22 ~~(vii) communications to all members, employees and shareholders of an organization, other~~
23 ~~than a political party, provided that such communications do not constitute general public advertising~~
24 ~~such as, but not limited to, broadcasting, billboards, and newspaper advertisements;~~

25 ~~(viii) communications that occur during a candidate debate or forum; and~~

1 ~~(ix) communications made solely to promote a candidate debate or forum made by or on behalf~~
2 ~~of the person sponsoring the debate or forum, provided that such communications do not otherwise~~
3 ~~discuss the positions or experience of a candidate for City elective office or a City elective officer who~~
4 ~~is the subject of a recall election.~~

5 ~~(4) "Internet Communication" shall include paid internet advertisements such as "banner" and~~
6 ~~"pop up" advertisements, paid emails or emails sent to addresses purchased from another person, and~~
7 ~~similar types of internet communications as defined by the Ethics Commission by regulation, but shall~~
8 ~~not include web blogs, listserves sent to persons who have contacted the sender, discussion forums, or~~
9 ~~general postings on web pages.~~

10 ~~(5) "Payment" shall be defined as set forth in Government Code of the State of California~~
11 ~~(commencing at Section 81000); provided, however, that "payment" shall also include any enforceable~~
12 ~~promise to make a payment.~~

13 ~~(6) "Refers to a clearly identified candidate for City elective office or a City elective officer who~~
14 ~~is the subject of a recall election" shall mean any communication that contains the candidate's or~~
15 ~~officer's name, nickname or image or makes any other unambiguous reference to the candidate or~~
16 ~~officer such as "your Supervisor" or "the incumbent."~~

17 ~~(D) REGULATIONS. The Ethics Commission shall issue regulations implementing this Section,~~
18 ~~including regulations defining all members, employees and shareholders of an organization.~~

19
20 ~~SEC. 1.162. DISCLOSURE REQUIREMENTS—CAMPAIGN ADVERTISEMENTS.~~

21 ~~(a) Disclosure. Any campaign advertisement that urges support for or opposition to one or more~~
22 ~~candidates for City elective office shall include a disclosure statement identifying the person who paid~~
23 ~~for the advertisement. Such disclosure statement shall, at a minimum, contain the following words,~~
24 ~~"paid for by _____ (insert the name of the person who paid for the communication)" and~~
25 ~~appear at least once on the advertisement.~~

1 ~~(1) Any disclosure statement required by this section to be in printed form shall be printed in a~~
2 ~~type and color so as to be easily legible to the intended public. Such disclosure statement shall be~~
3 ~~printed in at least 14 point type and in a color or print that contrasts with the background so as to be~~
4 ~~easily legible to the intended public.~~

5 ~~(2) Any disclosure statement required by this section to be in spoken form shall be spoken at the~~
6 ~~same volume and speed as the rest of the communication so as to be clearly audible and understood by~~
7 ~~the intended public and otherwise appropriately conveyed for the hearing impaired.~~

8 ~~(b) Definitions. For the purposes of this Section, the term "campaign advertisement" means:~~

9 ~~(1) Programming received by a television or radio;~~

10 ~~(2) A communication placed in a newspaper, periodical or magazine of general circulation;~~

11 ~~(3) Posters, door hangers, and yard signs produced in quantities of 200 or more; and~~

12 ~~(4) A billboard.~~

13
14 ~~SEC. 1.163. DISCLOSURE REQUIREMENTS RECORDED TELEPHONE MESSAGES.~~

15 ~~Any recorded telephone message distributed to 500 or more individuals or households must~~
16 ~~include the following statement: "paid for by _____ (insert name of person who paid for the~~
17 ~~recorded telephone message)." Statements required pursuant to this Section shall be audible and~~
18 ~~played at the same volume and speed as the rest of the recorded telephone message. Any person paying~~
19 ~~for a recorded telephone message must maintain a transcript of the message and a record of the~~
20 ~~number of distributed calls for each message.~~

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Section 4. Effective date. This ordinance shall become effective 30 days from the date of its passage.

APPROVED AS TO FORM:
DENNIS J. HERRERA, City Attorney

By: 
JON GIVNER
Deputy City Attorney

LEGISLATIVE DIGEST

[Campaign Finance Reform Ordinance Amendments]

Ordinance amending the Campaign Finance Reform Ordinance, Article I, Chapter 1 of the Campaign and Governmental Conduct Code, to modify and streamline disclaimer and reporting requirements for candidates and third parties raising and spending funds in local elections, to require the Ethics Commission to provide public notice when thresholds are met, to eliminate the overall contribution limit on contributions to all candidates on the ballot in a single election, and to make various reporting and disclaimer requirements parallel to requirements in State law.

Existing Law

1. Third-party "paid for by" disclaimers and disclosure reports: Under current law, third parties (non-candidates) must file disclosure reports and make "paid for by" disclaimers when they pay for certain communications about local candidates. The law specifies separate rules for four different types of third-party communications about candidates: (a) *mass mailings* with over 200 pieces of mail for or against a candidate (disclosure report and "paid for by" disclaimers required); (b) *electioneering communications* that clearly identify a candidate within 90 days of an election and are distributed to 500 or more people (disclosure report and "paid for by" disclaimers required); and (c) *campaign advertisements* for or against candidates, including TV or radio programming, newspaper ads and billboards ("paid for by" disclaimer required); and (d) *communications costing \$5,000 or more* that refer to candidates in races where there is at least one publicly financed candidate (which is available in Board and Mayor races) or where at least one candidate has accepted a voluntary expenditure ceiling (which is available in races for all other local offices) (expedited disclosure report required). State law also imposes additional filing requirements. For each type of communication, the law requires different disclosures and imposes different filing schedules.

2. Candidate "paid for by" disclaimers: Under current law, candidates are also subject to disclaimer and disclosure laws. Candidates must indicate that they paid for communications by making disclaimers on mass mailings and campaign advertisements. Candidates are also subject to public filing obligations, which the proposed legislation would not change.

3. Filing deadlines: Disclosure reports filed by candidates and third parties are filed on different schedules depending on the type of report and the race. Many filings are due within 24 hours of a candidate or committee distributing a campaign communication that meets certain spending thresholds.

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4. Spending caps: Candidates for Mayor and the Board of Supervisors who choose to participate in the City's public financing program must agree to an individual expenditure ceiling ("IEC"). The IEC is a spending cap. The Ethics Commission raises the IECs for publicly-financed candidates in response to spending by third parties and other candidates in the race. The Commission increases the IEC incrementally for each candidate depending on the amount of money spent to support the candidate's opponents and to oppose that candidate. Candidates for City elective offices other than Mayor or Board of Supervisors may accept the applicable voluntary expenditure ceiling ("VEC"). Like the IEC, the VEC is a spending cap. But unlike the IEC, the Commission does not increase the VEC incrementally for each candidate in the race. Rather, the Commission will lift the VEC as to all candidates in a race when candidate spending and fundraising or third party spending exceed certain levels.

5. \$500 per-candidate contribution limit: The current limit on contributions to candidates is \$500 per person per candidate.

6. Cumulative contribution limit: Under current law, no person may contribute—to all candidates in an election combined—more than \$500 multiplied by the number of City elective offices to be voted on at that election.

7. Use of campaign funds: Candidates may use campaign funds only on behalf of their candidacy and for officeholder expenses after their election. Candidates may not use campaign funds to make charitable contributions.

8. Eligibility for public financing: Among other requirements, current law requires applicants for public financing to agree (a) not to pay any campaign vendors or contractors in return for a contribution and (ii) not to make more than 50 total payments to a vendor or contractor that has made a contribution to the candidate.

9. Recorded telephone messages: Current law requires "paid-for by" disclaimers in all recorded telephone messages distributed to 500 or more households.

Amendments to Current Law

This legislation would amend several provisions in the City's campaign finance law. The legislation would effect a number of technical changes and amend the law in the following ways:

1. Third-party "paid for by" disclaimers and disclosure reports: The proposed legislation would consolidate third-party reporting requirements by mandating disclosures and disclaimers for third-party communications about candidates in three situations: (a) within 90 days before an election, regardless of the race that the communication addresses; (b) more than 90 days before an election in races where there is at least one publicly financed candidate (which is possible in Board and Mayor races); and (c) more than 90 days before an election in races where at least one candidate has accepted the voluntary expenditure ceiling

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and the Commission has not yet lifted that ceiling (which is possible in all other local races). The legislation would impose consistent disclosure and disclaimer requirements whenever a third-party spends \$5,000 or more for any such communications.

2. Candidate "paid for by" disclaimers: The proposed legislation would consolidate the candidate disclaimer requirements. The legislation would require a "paid for by" disclaimer whenever a candidate distributes: (a) a mass mailing; (b) a paid advertisement on television, radio, newspaper or periodical; (c) an internet advertisement; (d) posters, door hangers, or yard signs produced in quantities of 200 or more; or (e) a billboard.

3. Filing deadlines: The proposed legislation would adopt fixed reporting deadlines for all reports required by local law for candidates and third party committees. Under the legislation, the frequency of the required disclosures would increase as Election Day approaches. The filing dates would be each Wednesday more than 21 days before Election Day; each Monday and Wednesday between 21 and seven days before Election Day; the last Wednesday, Thursday, Friday and Monday immediately preceding Election Day; and Election Day. Whenever candidates or third parties reach the spending thresholds mandating a disclosure report, their disclosure reports would be due on the next filing date.

4. Spending caps: The proposed legislation would exclude certain "compliance costs" when determining whether to adjust a publicly financed candidate's IEC or to lift the VEC in a race without public financing. "Compliance costs" are costs that candidates incur in order to comply with local and state campaign finance laws, including accounting costs and legal fees. In races with public financing or candidates who have accepted a VEC, funds spent on compliance costs would not count toward spending caps. But the legislation would limit the total amount that any candidate could exclude under the "compliance costs" exception. The total excludable compliance costs could not exceed specified thresholds (\$14,300 in races for Supervisor, \$147,500 in races for Mayor, etc.). Under the proposal, a candidate could choose to spend more than the stated threshold on compliance, but only the amount set in the ordinance would be excluded when the Commission calculates figures for the purposes of monitoring and raising the spending caps.

All campaign expenditures would continue to be reported as under current law, whether or not those expenditures are used for compliance costs or other goals. The legislation would add a new requirement for candidates to report their compliance costs separately as well.

5. \$500 per-candidate contribution limit: The proposal would retain the \$500 per-candidate contribution limit but would require the Ethics Commission to adjust the limit according to changes in the Consumer Price Index after February 2012, rounding to the nearest hundred dollars. The Commission would annually report the adjustment calculations on its website.

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6. Cumulative contribution limit: The proposed legislation would eliminate the cumulative contribution limit. There would be no cap on the total amount of contributions a person could make to all candidates combined in an election.

7. Use of campaign funds: The proposed legislation would allow a candidate to use campaign funds to pay for the costs of attending a fundraiser for a charitable organization. The legislation would also clarify that publicly-financed candidates could not use their remaining public funds to cover office expenses after winning election.

8. Eligibility for public financing: The proposed legislation would eliminate the requirement that applicants for public financing agree to limit their payments to vendors.

9. Recorded telephone messages: The proposed legislation would delete the current disclaimer requirements for recorded telephone messages, because those disclaimers are already required under State law.

Background Information

The proposal amends the Article I, Chapter 1 of the Campaign & Governmental Conduct Code (the "Campaign Finance Reform Ordinance" or "CFRO"). The Campaign Finance Reform Ordinance, which was originally approved by the voters, expressly authorizes amendment by the Board of Supervisors only if:

- 1) the amendment furthers the purposes of the CFRO;
- 2) the amendment is submitted to the Ethics Commission and recommended by its members by a four-fifths vote;
- 3) the legislation is made available for public review for 30 days; and
- 4) the Board of Supervisors adopts the legislation by a two-thirds vote.

See S.F. Campaign and Governmental Conduct Code Sec. 1.103.

At its meetings on October 19, 2011 and November 14, 2011, the Ethics Commission adopted all the provisions in the proposed legislation by at least a four-fifths vote.