

ROBERT E. SHANNON City Attorney

HEATHER A. MAHOOD Chief Assistant City Attorney

MICHAEL J. MAIS Assistant City Attorney

February 9, 2010

## HONORABLE MAYOR AND CITY COUNCIL City of Long Beach California

# **RECOMMENDATION:**

Recommendation that the City Council review and consider draft proposed Lobbyist Ordinance, and, after public input, request the City Attorney to prepare a Lobbyist Ordinance for first reading.

#### DISCUSSION

I submit, for your review, a draft proposed Lobbyist Ordinance. The document was formulated after a review of the November 18, 2008, City Council streaming video discussion of a previously proposed Ordinance. Additionally, Lobbyist Ordinances in other large California cities were considered (a matrix is attached).

## MAJOR PROVISIONS OF PROPOSED ORDINANCE

## A. City Officials Covered

All City and Redevelopment officials and board members, including employees, unless the employee's participation is purely clerical or secretarial.

## B. When Registration is Required

Registration is required when a lobbying firm receives more than \$3,200 in compensation in three months, or when an employee of a company spends more than 50 hours in three months lobbying on behalf of that company. If someone pays more than \$5,000 in three months to encourage others to contact public officials, registration is also required.

## C. Persons Exempt From Registration

1. Persons whose communications relate to working conditions or an MOU with a City employee organization.

PRINCIPAL DEPUTIES

Dominic Holzhaus Anne C. Lattime Monte H. Machit J. Charles Parkin DEPUTIES

C. Geoffrey Allred Gary J. Anderson Richard F. Anthony Amy R.Burton Christina L. Checel Randall C. Fudge Charles M. Gale Barbara J. McTigue Barry M. Meyers Cristyl Meyers Howard D. Russell Tiffani L. Shin Linda Trang Theodore B. Zinger

- 2. Members of neighborhood organizations and project area committees.
- 3. Board members and employees of non-profit 501(c)(3) corporations, and uncompensated board members of all other non-profit corporations.
- 4. Persons whose only communications occur at a public City meeting.

#### D. Annual Fee

\$100, plus \$25 for each client paying more than \$500 to the lobbyist in one year.

E. Gifts

It is unlawful for a lobbyist to deliver or cause to be delivered any gift to any City official.

#### F. <u>Subsequent Review</u>

One year after the effective date, the City Council is required to examine the effectiveness of the regulations and suggest any necessary amendments.

#### SURVEY OF LOBBYIST REGULATIONS IN OTHER CALIFORNIA CITIES

For illustrative purposes, this office has surveyed the lobbyist regulations in the 10 largest California cities. A chart is attached which sets forth the major provisions of these regulations. For the purposes of the chart, the term "contract lobbyist" means a firm that lobbies on behalf of others, "organizational lobbyist" means an employee of a company that lobbies for that company and "expenditure lobbyist" means a person who pays to encourage others to contact public officials regarding an issue.

## SUGGESTED ACTION:

Approve recommendation.

Very truly yours,

ROBERT E. SHANNON City Attorney

Attachments

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City	Minimum Threshold for Registration	Activity Reports Required? What is Disclosed?	Council- members Required to Disclose Contact?	City Unions Exempt?	Non-Profits Exempt?	Fee Required	Gifts from Lobbyists Restricted or Prohibited?
1. Draft Long Beach Ordinance	Contract Lobbyist: \$3,200 per quarter Organizational Lobbyist: 50 hours per quarter Expenditure Lobbyist: \$5,000	Yes, quarterly Contract Lobbyist: Names of employees, clients, issues Organizational Lobbyist: Names of employees, issues Expenditure Lobbyist: Issues	Yes	Yes*	Yes	\$100 per year	Prohibited

\* With respect to communications which relate to working conditions or a City employee Memorandum of Understanding.

Gifts from Lobbyists Restricted or Prohibited?	Prohibited
Fee Required	<b>Contract</b> <b>Lobbyist:</b> \$450 per year, plus \$75 per client <b>Organization</b> <b>al Lobbyist:</b> \$75
Non-Profits Exempt?	Yes, only if the organizations receive government funding to represent indigent persons, exist primarily to provide direct services to indigent persons, and do not require payment from those persons for representation apply when an organization attempts to influence decisions regarding City funding on its own behalf.
City Unions Exempt?	2
Council- members Required to Disclose Contact?	S
Activity Reports Required? What is Disclosed?	Yes, quarterly Contract Lobbyist: Employees, contacts, issues expenditures made, compensation received, political contributions made Dorganizational Lobbyist: Contacts, issues, expenditures made by employee who lobbies, political contributions made, political contacts, issues, expenditures made, political contributions made, political
Minimum Threshold for Registration	Contract Lobbyist: \$1,000 per quarter or 30 hours per quarter Organizational Lobbyist: 30 hours per quarter Expenditure Lobbyist: \$5,000 \$5,000
City	2. Los Angeles

City	Minimum Threshold for Registration	Activity Reports Required? What is Disclosed?	Council- members Required to Disclose Contact?	City Unions Exempt?	Non-Profits Exempt?	Fee Required	Gifts from Lobbyists Restricted or Prohibited?
3. San Diego	Contract Lobbyist: \$2,700 per year Organization Lobbyist: 10 contacts within 60 days Expenditure Lobbyist: \$5,000	Yes, quarterly. Contract Lobbyist: Names of employees, clients, contacts, issues and compensation from each client Organization Lobbyist: Number of contacts, issues Expenditure Lobbyist: Amount spent and issues	No	Yes	No	Contract Lobbyist: \$20 per employee, plus \$10 per client Organization Lobbyist: \$20	Limited to \$10 per month
4. San Jose	Contract Lobbyist: \$1,000 per quarter Organizational Lobbyist: 10 hours per year Expenditure Lobbyist: \$5,000	Yes, quarterly Contract Lobbyist: Names of employees, clients, contacts and issues Organizational Lobbyist: Contacts, issues Expenditure Lobbyist: Name and issues	Yes	Yes	Uncompensat ed members of boards of directors, neighborhood associations exempt	\$350 per year, plus \$60 per client	No prohibition

City	Minimum Threshold for Registration	Activity Reports Required? What is Disclosed?	Council- members Required to Disclose Contact?	City Unions Exempt?	Non-Profits Exempt?	Fee Required	Gifts from Lobbyists Restricted or Prohibited?
5. San Francisco	Contract Lobbyist: \$3,200 per quarter Organization Lobbyist: 25 contacts within 2 months Expenditure Lobbyist: \$3,200 per quarter	Yes quarterly Contract Lobbyist: Employees, clients, contacts, issues, campaign contributions Organizational Lobbyist: Employees, contacts, issues, expenditures, campaign contributions Expenditure Lobbyists: Expenditures, issues	No	No	No	\$500 per year, plus \$75 per client	Limited to \$50 within 3 months of contact
6. Fresno	No threshold	Yes, annually <b>All Lobbyists:</b> Name of employees, clients	No	No	Yes, unless is employee whose primary duty is lobbying	\$25 per year	No prohibition

City	Minimum Threshold for Registration	Activity Reports Required? What is Disclosed?	Council- members Required to Disclose Contact?	City Unions Exempt?	Non-Profits Exempt?	Fee Required	Gifts from Lobbyists Restricted or Prohibited?
7. Sacramento	Contract Lobbyist: \$3,200 per quarter Organizational Lobbyist: 100 hours per quarter Expenditure Lobbyist: \$5,000	Yes, quarterly Contract Lobbyist: Names of employees, clients, issues Organizational Lobbyist: Names of employees, issues Expenditure Lobbyist: Name and issues	No	Yes	Uncompensat ed members of boards of directors, such as chambers of commerce, exempt	\$100 per year, plus \$25 per client	No prohibition
8. Oakland	Contract Lobbyist: \$1,000 per month Organizational Lobbyist: Salaried employee whose duties include lobbying	Yes, quarterly Contract Lobbyist: Names of employees, contacts, issues Organizational Lobbyist: Names of employees, contacts, issues	No	Yes	No	None	Limited to \$240 per year

City	Minimum Threshold for Registration	Activity Reports Required? What is Disclosed?	Council- members Required to Disclose Contact?	City Unions Exempt?	Non-Profits Exempt?	Fee Required	Gifts from Lobbyists Restricted or Prohibited?
9. Santa Ana	No Lobbyist Registration Requirements	N/A		N/A	N/A	N/A	Limited to \$50 per year
10. Anaheim	No Lobbyist Registration Requirements	N/A		N/A	N/A	N/A	No

07-02213

	1	ORDINANCE NO.						
	2							
	3	AN ORDINANCE OF THE CITY COUNCIL OF THE						
	4	CITY OF LONG BEACH AMENDING THE LONG BEACH						
	5	MUNICIPAL CODE BY ADDING CHAPTER 2.08						
	6	REGARDING REGULATION OF PERSONS WHO LOBBY						
	7	PUBLIC OFFICIALS						
	8							
	9	NOW, THEREFORE, the City Council of the City of Long Beach ordains as						
	10	follows:						
. <u>&gt;</u> 5	11	Section 1. Chapter 2.08 is hereby added to the Long Beach Municipal						
' ATTORNEY  , City Attorney ard, 11th Floo 3802-4664	12	Code to read in its entirety as follows:						
TY ATTO N, City / evard, 11 90802-4(	13	Chapter 2.08						
E CITY NNON Boulev	14	LOBBYISTS						
	15	2.08.010 Interpretation.						
OFFICE OF THI OBERT E. SHA 33 West Ocean Long Beach,	16	Unless the term is specifically defined in this Chapter or the						
OFFICE ROBERT 333 West Long	17	contrary is stated or clearly appears from the context, the definitions set						
	18	forth in Government Code Sections 81000, et seq., shall govern the						
	19	interpretation of this Chapter.						
	20	2.08.020 Definitions.						
	21	For the purposes of this Chapter, the following definitions shall be						
	22	applicable.						
	23	A. "Activity expense" means any payment made by a lobbyist to or						
	24	directly benefiting any City official, City official-elect or member of his or						
	25	her immediate family. Activity expenses include gifts, honoraria, consulting						
	26	fees, salaries and any other form of compensation, but do not include						
	27	campaign contributions.						
	28	B. "Administrative action" means the proposal, drafting,						
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development, consideration, advocacy, or recommendation of any rule, regulation, agreement or contract, permit, license or hiring action.

C. "City official" means any public official, legislative staff member or City employee who participates in the consideration of any legislative or administrative action other than in a purely clerical, secretarial or ministerial capacity. It shall also include any City board or commission member, or City representative to any joint powers authority to which the City is a party, and any consultant to the City.

D. "Consultant" means an individual who, pursuant to a contract with the City:

1. Makes a governmental decision whether to:

a. Approve a rate, rule, or regulation;

b. Adopt or enforce a law;

c. Issue, deny, suspend, or revoke any permit,

license, application, certificate, approval, order, or similar authorization or entitlement;

d. Authorize the City to enter into, modify, or renew a contract provided it is the type of contract which requires City approval;

e. Grant City approval to a contract which requires

City approval and in which the City is a party or to the specifications for such a contract;

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 f. Grant City approval to a plan, design, report, study

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 or similar item;

g. Adopt or grant City approval of policies, standards or guidelines for the City, or for any subdivision thereof.

Serves in a staff capacity with the City and in the capacity
 performs the same or substantially all the same duties for the City that
 would otherwise be performed by an individual holding a position specified

in the City's conflict of interest code.

E. "Client" means a person who is represented by a lobbyist.

F. "Compensation" includes, but is not limited to, money of any denomination or origin; goods or services or anything of value, delivered or rendered; or promises to perform or provide services or contractual arrangements or awards.

G. "Gift" means gift as defined in the California Political Reform Act, Government Code Section § 81000, et seq., as amended from time to time.

H. "Influencing" means the purposeful communication, either directly or through agents, promoting, supporting, modifying, opposing, causing the delay or abandonment of conduct, or otherwise intentionally affecting the behavior of a City official or official-elect, by any means, including, but not limited to, providing or using persuasion, information, incentives, statistics, studies or analyses; excepted from this definition is communication made as a part of a noticed governmental public meeting;

 "Legislative action" means the drafting, introduction, consideration, modification, enactment or defeat of any resolution, ordinance, amendment thereto, report, nomination or other action of the Mayor, City Council, Redevelopment Agency of the City of Long Beach, Housing Authority of City of Long Beach, any joint powers authority of which the City is a party, or City board or commission, acting in its official capacity.

J. "Lobbying" is the influencing or attempting to influence a legislative or administrative action of the City.

K. "Lobbyist", unless exempt under subsection 4 hereunder, means:

1. Contract Lobbyist. A person who engages in lobbying on

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behalf of one or more clients (acting individually or through agents, associates, employees or contractors) and who has received or has entered into an agreement for compensation of three thousand two hundred dollars (\$3,200.00) or more ("threshold compensation") for engaging in lobbying during any consecutive three-month period.

2. Business or Organization Lobbyist. Any business or organization, whose owner(s), officer(s) or employee(s) carry out lobbying on its behalf, in an aggregate amount of fifty (50) hours or more within any three month period, whether or not such officers or employees are specifically compensated to engage in lobbying; provided that the activities of officers shall be considered lobbying only if those officers receive compensation by the business or organization beyond reimbursement for their reasonable, travel, meals or incidental expenses; or

3. Expenditure Lobbyist. A person who makes payments or incurs expenditures of five thousand dollars (\$5,000,00) or more during any calendar year in connection with carrying out public relations, advertising or similar activities with the intent of soliciting or urging, directly or indirectly, other persons to communicate directly with any City official in order to attempt to influence legislative or administrative action. The five thousand dollars (\$5,000.00) threshold shall not include:

22 a. Compensation paid to contract lobbyists or 23 employees for lobbying; or

b. Dues payments, donations, or other economic consideration paid to an organization, regardless of whether the dues payments, donations or other economic consideration are used in whole or in part to lobby.

4. Exemptions to "lobbyist" are:

a. Any public official acting in his or her official capacity or acting within the scope of his or her employment or appointment;

b. The media, when limiting its action to the ordinary course of news gathering or editorial activity, as carried out by members of the press. "Media" shall mean newspapers or any other regularly published periodical, radio or television station or network or information published on the Internet. This exemption shall also apply to neighborhood newsletters, flyers or gazettes;

c. Persons reimbursed for only their reasonable travel, meals or incidental expenses, including but not limited to, uncompensated members or directors of non-profit organizations such as chambers of commerce;

d. Persons whose communications regarding any
legislative or administrative action are limited to appearing or submitting
testimony at any public meeting held by the City or any of its agencies,
offices, or departments, as long as the communications thereto are public
records available for public review. Notwithstanding the foregoing, persons
who otherwise qualify as lobbyists must register and disclose their
lobbying activities directed toward City officials, in the same manner and
to the same extent such registration and disclosure is required of all other
lobbyists;

e. Persons submitting bids or responding to requests for proposals, provided the provision of such information is limited to direct conversation or correspondence with the official or department specifically designated to receive such information;

f. Persons providing oral or written information pursuant to a subpoena or otherwise compelled by law or regulation, or in

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response to an official request provided that the request and response thereto are public records available for public review;

g. Persons whose communications relate to:

(i) The establishment, amendment,
 administration, implementation or interpretation of a collective bargaining
 agreement or a memorandum of understanding between the City and a
 recognized employee association.

(ii) Management decisions as to the working
 conditions of represented employees that clearly relate to the terms of a
 collective bargaining agreement or memorandum of understanding
 between the City and a recognized employee association.

(iii) Proceedings before the City's Civil Service Commission.

h. Boardmembers or employees of non-profit 501(c)

(3) corporations.

i. Members of neighborhood associations or project area committees.

L. "Organization" means any person that is not an individual.

M. "Person" means any individual, domestic or foreign corporation, for-profit or non-profit entity, firm, association, syndicate, union, chamber of commerce, joint-stock company, partnership of any kind, limited liability company, common-law trust, society, or any other group of persons acting in concert.

2.08.030 Registration.

Lobbyists shall register with the City Clerk within fifteen (15) days after qualifying as a lobbyist under Section 2.08.020.

2.08.040 Annual registration renewal.

A lobbyist shall renew his or her registration by January 15 or each

year unless he or she has terminated their status as a lobbyist pursuant to Section 2.08.050, by such date.

2.08.050 Termination of lobbyist status.

After initial registration, annual registration renewal will not be required if a declaration attesting to the termination of lobbying services within the City has been filed with the City Clerk no later than January 15. 2.08.060 Active status.

All registrations, renewals and terminations will be deemed filed on the date received by the City Clerk. A lobbyist shall be deemed active for the duration of the year of registration ending December 31, unless a declaration attesting to termination of lobbying services within the City is filed.

2.08.070 Registration fees.

Persons subject to the registration requirements of this ordinance shall pay an annual fee of one hundred dollars (\$100.00). Persons registering for the first time on or after June 30 of a given year shall pay a reduced registration fee of fifty dollars (\$50.00).

A. The applicable registration fee is due at the time of registration or registration renewal. Payment will be deemed delinquent thereafter.Delinquency fees may be assessed as specified in subsection (C) below, if payment occurs after the due date.

B. In addition to the annual fee, each registrant shall pay twentyfive dollars (\$25.00) per client for whom lobbying is undertaken for compensation in excess of five hundred dollars (\$500.00). The fees for clients as of the date of initial registration shall be submitted with the registration. The fees for subsequent clients will be due and submitted at the time of the submission of the relevant quarterly report as required pursuant to Section 2.08.110 below.

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OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664 C. A fine of twenty-five dollars (\$25.00) per day for delinquent fees, up to a maximum of five hundred dollars (\$500.00), will be assessed until compliance with the registration provisions herein.

2.08.080 Required registration information.

Registration statements shall contain the information set forth in Section 2.08.090.

2.08.090 Disclosure.

The initial registration shall contain the name, business address, telephone and fax numbers of all persons required to register pursuant to this Chapter, including the names of all owners of sole proprietorships and partnerships of fewer than ten (10) persons. If the registrant is a corporation, it shall also include the names of the president, secretary, chief financial officer, and agent for service of process, if any. Any business or organization registering under this act shall also briefly describe the nature of its business or organization and contacted individual. In addition to this information, the report shall contain the following:

A. Contract Lobbyist. The name, business address, telephone number of each client, the nature of each client's business and the item(s) of legislative or administrative action the lobbyist is seeking to influence on behalf of the client; and the name of each person employed or retained by the lobbyist to lobby on behalf of each client.

B. Business or Organization Lobbyist. The names of owners, officers or employees conducting lobbying activities and the item(s) of legislative or administrative action the lobbyist is seeking to influence.

C. Expenditure Lobbyists. The item(s) of municipal legislative or administrative action the lobbyist is seeking to influence.

D. Payment received by the reporting lobbyist for services as a

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consultant or in any other capacity for services rendered to a City agency, any City official or any City official-elect or their controlled committees, any officeholder committee, or ballot measure committee. The dates of payment and name of each payer shall be included.

E. The name, address, title and telephone number of the person responsible for preparing the report, together with that individual's signature attesting to the authority of the signatory and the accuracy and truthfulness of the information submitted.

2.08.100 Subsequent disclosures.

For each calendar quarter following the quarter in which the lobbyist was required to register, the lobbyist must file a quarterly report in duplicate with the City Clerk not later than fifteen (15) calendar days after the end of the qualifying quarter whether or not any lobbying activities have occurred during such period. Electronic reporting may also be permitted by the City Clerk. Each quarterly report shall contain the same information as required to be disclosed in the initial registration, for those activities occurring in that quarter. If a lobbyist has terminated all lobbying activities during such quarter, the lobbyist may file a declaration of termination with the quarterly report. The final quarterly report shall include disclosure of any lobbying activities during the quarter of termination.

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2.08.110 Quarterly reports.

Quarterly reports are to be filed in duplicate by April 15, July 15, October 15 and January 15, for the prior calendar quarter, and are delinquent thereafter. Electronic reporting may also be permitted by the City Clerk.

2.08.120 Records retention.

Copies of the records pertaining to the above-required reports shall

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be preserved by the lobbyist for inspection and audit for a period of four years from date of production.

2.08.130 Lobbyist identification.

When appearing in a lobbying capacity at a public meeting of the City Council or other City board or commission, a contract lobbyist shall identify himself/herself and the client(s) on whose behalf he/she is appearing, and a business or organization lobbyist shall identify himself/herself and the business or organization he/she represents. 2.08.140 Prohibitions.

It shall be unlawful for any lobbyist to commit any one of the following acts:

A. Unauthorized Communications. Sending or causing any communication to be sent to any City official in the name of any non-existent person or in the name of an existing person without the express or implied consent of such person.

B. Fictitious Persons. Contacting any officer of the City in the name of any non-existent person or in the name of any existing person, except with the consent of such existing person.

C. Indirect Violations. Attempting to evade the requirements of this ordinance through indirect efforts or through the use of agents, associates, intermediaries or employees.

D. Creation of Obligations. Performing or sponsoring any act with the purpose and intent of placing any City official under personal obligation to the lobbyist.

2.08.150 Gifts.

It shall be unlawful for any lobbyist to deliver or cause to be
delivered any gift to any City official, and for any City official to accept any
gift from a lobbyist.

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2.08.160 The City Clerk.

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OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor

-ong Beach, CA 90802-4664

The City Clerk shall:

A. Oversee compliance with this Chapter including creation of all forms and explanatory materials.

B. Provide quarterly reports to the Mayor and City Council on lobbyist activities, and pending complaints and enforcement proceedings and provide an annual report to the Mayor and City Council including a description of educational programs and materials that have been produced regarding this Chapter and providing any recommendations for amendment of this Chapter. Press releases summarizing the contents of the reports shall be prepared and distributed with the respective reports.

C. Accept all required filings under this Chapter.

2.08.170 Criminal penalties.

Any person who knowingly or willfully violates or causes any other person to violate any provision of this Chapter is guilty of a misdemeanor. 2.08.180 Injunction.

The City Attorney may seek injunctive relief in the courts to enjoin violations of or to compel compliance with the provisions of this Chapter. 2.08.190 Practice restrictions.

No person convicted of a violation of this Chapter may act as a lobbyist or otherwise attempt to influence municipal legislation for compensation for one year after such conviction.

2.08.200 Limitation of actions.

Prosecution for violation of any provision of this Chapter shall be commenced within four (4) years after the date on which the violation occurred.

27 2.08.210 Cost of litigation.

The court may award costs of litigation including reasonable

	1	attorney's fees to the prevailing party in any action to compel compliance							
	2	with the provisions of this Chapter.							
	3	2.08.220 Review of regulations.							
	4	On or before the first anniversary of the effective date of this Chapter, the							
	5	City Council shall review the effectiveness of these regulations, and shall enact							
	6	modifications, if necessary.							
	7								
	8	Section 2. The City Clerk shall certify to the passage of this ordinance by							
	9	the City Council and cause it to be posted in three (3) conspicuous places in the City of							
	10	Long Beach, and it shall take effect on the thirty-first (31st) day after it is approved by the							
	11	Mayor.							
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