



1400 K Street, Suite 400 • Sacramento, California 95814
Phone: 916.658.8200 Fax: 916.658.8240
www.cacities.org

City Attorneys Department
League of California Cities
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Chris McKenzie
Executive Director, League of California Cities

The League's Ballot Initiative and an Overview of the League

THE LOCAL TAXPAYERS AND PUBLIC SAFETY PROTECTION ACT

SECTION ONE. Short Title.

These amendments to the California Constitution shall be known and may be cited as the LOCAL TAXPAYERS AND PUBLIC SAFETY PROTECTION ACT.

SECTION TWO. Findings and Purposes

(a) The People of the State of California find that restoring local control over local tax dollars is vital to insure that local tax dollars are used to provide critical local services including, but not limited to, police, fire, emergency and trauma care, public health, libraries, criminal justice, and road and street maintenance. Reliable funding for these services is essential for the security, well-being and quality of life of all Californians.

(b) For many years, the Legislature has taken away local tax dollars used by local governments so that the State could control those local tax dollars. In fact, the Legislature has been taking away billions of local tax dollars each year, forcing local governments to either raise local fees or taxes to maintain services, or cut back on critically needed local services.

(c) The Legislature's diversion of local tax dollars from local governments harms local governments' ability to provide such specific services as police, fire, emergency and trauma care, public health, libraries, criminal justice, and road and street maintenance.

(d) In recognition of the harm caused by diversion of local tax dollars and the importance placed on voter control of major decisions concerning government finance, and consistent with existing provisions of the California Constitution that give the people the right to vote on fiscal changes, the People of the State of California want the right to vote upon actions by the State government that take local tax dollars from local governments.

(e) The Local Taxpayers and Public Safety Protection Act is designed to insure that the People of the State of California shall have the right to approve or reject the actions of state government to take away local revenues that fund vitally needed local services.

(f) The Local Taxpayers and Public Safety Protection Act strengthens the requirement that if the State mandates local governments to implement new or expanded programs, then the State shall reimburse local governments for the cost of those programs.

(g) The Local Taxpayers and Public Safety Protection Act does not amend or modify the School Funding Initiative, Proposition 98 (Article XVI, section 8 of the California Constitution).

(h) Therefore, the People declare that the purposes of this Act are to:

- (1) require voter approval before the Legislature removes local tax dollars from the control of Local Government, as described in this measure;
- (2) insure that local tax dollars are dedicated to local governments to fund local public services;
- (3) insure that the Legislature reimburses local governments when the State mandates local governments to assume more financial responsibility for new or existing programs; and
- (4) prohibit the Legislature from deferring or delaying annual reimbursement to local governments for state-mandated programs.

SECTION THREE. Article XIII E is hereby added to the California Constitution to read as follows:

ARTICLE XIII E Local Taxpayers and Public Safety Protection Act

Section 1. State-wide Voter Approval Required.

(a) Approval by a majority vote of the electorate, as provided for in this section, shall be required before any act of the Legislature takes effect that removes the following funding sources, or portions thereof, from the control of any Local Government as follows:

- (1) Reduces, or suspends or delays the receipt of, any Local Government's proportionate share of the Local Property Tax when the Legislature exercises its power to apportion the Local Property Tax; or requires any Local Government to remit Local Property Taxes to the State, a state-created fund, or, without the consent of the affected Local Governments, to another Local Government;
- (2) Reduces, or delays or suspends the receipt of, the Local Government Base Year Fund to any Local Government, without appropriating funds to offset the reduction, delay or suspension in an equal amount;
- (3) Restricts the authority to impose, or changes the method of distributing, the Local Sales Tax;
- (4) Reduces, or suspends or delays the receipt of, the 2003 Local Government Payment Deferral; or
- (5) Fails to reinstate the suspended Bradley-Burns Uniform Sales Tax Rate in accordance with Section 97.68 of the Revenue and Taxation Code added by Chapter 162 of 2003 Statutes; or reduces any Local Government's allocation of the Property Tax required by Section 97.68 while the Sales Tax Rate is suspended.

(b) Prior to its submission to the electorate, an act subject to voter approval under this section must be approved by the same vote of the Legislature as is required to enact a budget bill and shall not take effect until approved by a majority of those voting on the measure at the next statewide election in accordance with subdivision (c).

(c) When an election is required by this section, the Secretary of State shall present the following question to the electorate: "Shall that action taken by the Legislature in [Chapter ___ of the Statutes of ___], which affects local revenues, be approved?"

Section 2. Definitions

(a) "Local Government" means any city, county, city and county, or special district.

(b) "Local Government Base Year Fund" means the amount of revenue appropriated in the 2002-2003 fiscal year in accordance with Chapters 1 through 5, commencing with section 10701 of Part 5 of Division 2 of the Revenue and Taxation Code, adjusted annually based upon the change in assessed valuation of vehicles that are subject to those provisions of law. In the event that the fees imposed by those provisions of law are repealed, then the Fund shall be adjusted annually on July 1 by an amount not less than the percentage change in per capita personal income and the change in population, as calculated pursuant to Article XIIB.

(c) "2003 Local Government Payment Deferral" means the amount of revenues required to be transferred to Local Government from the General Fund specified in subparagraph D of paragraph 3 of subdivision (a) of section 10754 of the Revenue and Taxation Code in effect on August 11, 2003.

(d) "Local Property Tax" means any Local Government's January 1, 2003 proportionate share of ad valorem taxes on real property and tangible personal property apportioned pursuant to the Legislature's exercise of its power to apportion property taxes as specified in Article XIII A, section 1. "Local Property Tax" also means any Local Government's allocation of the ad valorem tax on real property and tangible personal property pursuant to Article XVI, section 16.

(e) "Local Sales Tax" means any sales and use tax imposed by any city, county, or city and county pursuant to the terms of the Bradley-Burns Uniform Sales and Use Tax (Chapter 1 of Part 1.5 of Division 2 of the Revenue and Taxation Code) in accordance with the law in effect on January 1, 2003.

(f) "Special District" means an agency of the State, formed pursuant to general law or special act, for the local performance of governmental or proprietary functions with limited geographic boundaries, including redevelopment agencies, but not including school districts, community college districts, or county offices of education.

(g) "State" means the State of California.

Section 3. Interim Measures

(a) The operation and effect of any statute, or portion thereof, enacted between November 1, 2003 and the effective date of this Act, that would have required voter approval pursuant to Section 1 if enacted on or after the effective date of this Act (the "Interim Statute"), shall be suspended on that date and shall have no further force and effect until the date the Interim Statute is approved by the voters at the first statewide election following the effective date of this Act in the manner specified in Section 1. If the Interim Statute is not approved by the voters, it shall have no further force and effect.

(b) If the Interim Statute is approved by the voters, it shall nonetheless have no further force and effect during the period of suspension; provided, however, that the statute shall have force and effect during the period of suspension if the Interim Statute or separate act of the Legislature appropriates funds to affected local governments in an amount which is not less than the revenues affected by the Interim Statute.

(c) A statute or other measure that is enacted by the Legislature and approved by the voters between November 1, 2003 and the effective date of this Act is not an Interim Statute within the meaning of this section.

SECTION FOUR. Article XIII B Section Six (6) is hereby amended as follows:

SEC. 6. (a) Whenever the Legislature or any state agency mandates a new program or higher level of service on any local government, the State shall annually provide a subvention of funds to reimburse such local government for the costs of such program or increased level of service, except that the Legislature may, but need not, provide such subvention of funds for the following mandates:

- ~~(a)~~ (1) Legislative mandates requested by the local agency affected;
- ~~(b)~~ (2) Legislation defining a new crime or changing an existing definition of a crime; or
- ~~(c)~~ (3) Legislative mandates enacted prior to January 1, 1975, or executive orders or regulations initially implementing legislation enacted prior to January 1, 1975.

(b) The annual subvention of funds required by this section shall be transmitted to the local government within 180 days of the effective date of the statute or regulation or order by a State officer or agency that mandates a new program or higher level of service, or within 180 days of a final adjudication that a subvention of funds is required pursuant to this section. For purposes of this section, the Legislature or any State agency or officer mandates a new program or higher level of service when it creates a new program, requires services not previously required to be provided, increases the frequency or duration of required services, increases the number of persons eligible for services, or transfers to local government complete or partial financial responsibility for a program for which the State previously had complete or partial financial responsibility.

(c) If during the fiscal year in which a claim for reimbursement is filed for a subvention of funds, the Legislature does not appropriate a subvention of funds that provides full reimbursement as required by subdivision (a), or does not appropriate a subvention of funds that provides full reimbursement as part of the state budget act in the fiscal year immediately following the filing of that claim for reimbursement, then a local government may elect one of the following options:

(1) Continue to perform the mandate. The local government shall receive reimbursement for its costs to perform the mandate through a subsequent appropriation and subvention of funds; or

(2) Suspend performance of the mandate during all or a portion of the fiscal year in which the election permitted by this subdivision is made. The local government may continue to suspend performance of the mandate during all or a portion of subsequent fiscal years until the fiscal year in which the Legislature appropriates the subvention of funds to provide full reimbursement as required by subdivision (a). A local government shall receive reimbursement for its costs for that portion of the fiscal year during which it performed the mandate through a subsequent appropriation and subvention of funds.

The terms of this subdivision do not apply to, and a local government may not make the election provided for in this subdivision, for a mandate that either requires a local government to provide or modify any form of protection, right, benefit or employment status for any local government employee or retiree, or provides or modifies any procedural or substantive right for any local government employee or employee organization, arising from, affecting, or directly relating to future, current, or past local government employment.

(d) For purposes of this section, "mandate" means a statute, or action or order of any state agency, which has been determined by the Legislature, any court, or the Commission on State Mandates or its designated successor, to require reimbursement pursuant to this section.

SECTION FIVE. Construction.

(a) This measure shall be liberally construed to effectuate its purposes, which include providing adequate funds to Local Government for local services including, but not limited to, such services as police, fire, emergency and trauma care, public health, libraries, criminal justice, and road and street maintenance.

(b) This measure shall not be construed either to alter the apportionment of the ad valorem tax on real property pursuant to Section 1 of Article XIII A by any statute in effect prior to January 1, 2003 or to prevent the Legislature from altering that apportionment in compliance with the terms of this measure.

(c) Except as provided in Section 3 of Article XIII E added by Section Three of this Act, the provisions of Section 1 of Article XIII E added by Section Three of this Act apply to all statutes adopted on or after the effective date of this Act.

SECTION SIX. If any part of this measure or its application to any person or circumstance is held invalid by a court of competent jurisdiction, the invalidity shall not affect other provisions or applications that reasonably can be given effect without the invalid provision or application.

A RULE OF THUMB:

*A city official should
always first consult
with the city's attorney
concerning the propriety
of any given course
of conduct.*

Need more information? To learn more about the League's ballot measure, and rules for city officials, please visit the League's website at www.cacities.org.

The League thanks Steven Tuchs of the law firm Nielsen, Merksamer, Pasinello, Mueller & Naylor, LLP, for his contributions to this publication.

WORKING ON A
BALLOT MEASURE CAMPAIGN:
**SOME RULES FOR
CITY OFFICIALS**



1400 K Street, Suite 400
Sacramento, California 95814
Phone 916/658-8200 • Fax 916/658-8240
www.cacities.org

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DO'S AND DON'TS

FOR CITY OFFICIALS AND CITY EMPLOYEES

THE DON'TS: City officials and city employees may **NOT**:

- DON'T • Distribute campaign literature through the city's internal mail system.
- DON'T • Place campaign literature on employee bulletin boards, on the city's web page, or elsewhere on city government premises.
- DON'T • Make public appearances speaking in favor of the ballot measure during compensated work hours.
- DON'T • Make telephone calls about the campaign during compensated work hours.
- DON'T • Walk precincts, draft campaign ads, or perform other campaign tasks during compensated work hours, or assign subordinates to do same.
- DON'T • Add a link from the city website to a campaign website.
- DON'T • Send or receive campaign-related emails on city computers.
- DON'T • Urge other city employees to vote for the measure during compensated work hours.
- DON'T • Use city copy machines, telephones, fax machines, computers, stationery, etc. for campaign purposes.

THE DO'S: City officials and city employees **MAY**:

- Work on the campaign during their personal time, including lunch hours, coffee breaks, vacations, etc.
- Make a campaign contribution to a ballot measure campaign committee using personal funds, and/or attend a campaign fundraiser during personal time.
- Make public appearances during personal time advocating the ballot measure.
- Have the city council adopt a resolution that officially endorses the ballot measure and confirms the prohibition on using government funds for political purposes at a public meeting.

"City officials interested in working for the League ballot measure, including participating in CITIPAC fundraising, should start by contacting their League Regional Representative."

There are two simple, but very important rules city officials and employees should follow if they want to get involved in campaign activities in support of the League's ballot measure to strengthen constitutional protections for local revenues.

DON'T USE PUBLIC FUNDS

All contributions to the ballot measure of your time and resources must be made with non-public funds. This means no public facilities or equipment (phones, computers, email accounts, vehicles, copy machines or any other equipment) may be used to plan or promote ballot measure activities, including fundraising. No public funds may be used in support of your campaign activities.

CAMPAIGN ON YOUR OWN TIME

Keep good records. Track your time and your use of private equipment used in ballot measure activities, so you are able to document that no public funds were used.

City officials interested in working for the League ballot measure, including participating in CITIPAC fundraising, should start by contacting their League Regional Representative.



**BALLOT MEASURE ADVOCACY AND THE LAW:
LEGAL ISSUES ASSOCIATED WITH
CITY PARTICIPATION IN BALLOT MEASURE CAMPAIGNS**

September 2003

This paper was prepared with the assistance of:

*Steven S. Lucas
Nielsen, Merksamer, Parrinello, Mueller & Naylor, LLP
slucas@NMGovLaw.com*

and

*Betsy Strauss
Special Counsel, League of California Cities
City Attorney, City of Rohnert Park
Munilaw@aol.com*

INTRODUCTION

The electorate through the initiative and referendum process is increasingly making important policy decisions affecting California cities.¹ Whereas cities have specific statutory authority to participate in the legislative process at the state and federal levels,² their authority to take part in the initiative and referendum process is more limited.

What role may cities and city officials play in the initiative and referendum process? The following series of questions and answers provide some general guidelines.

USE OF PUBLIC RESOURCES TO SUPPORT A BALLOT MEASURE

May cities contribute public funds to a ballot measure campaign that has qualified for the ballot?

No, the courts have made it clear that government cannot use public funds to "take sides" in a campaign.³ Doing so gives one side an unfair advantage that may distort the electoral process. But this does not mean that cities cannot prepare and disseminate a fair and impartial analysis of the measure.

Is there a difference between using public resources to develop a measure for the ballot and to support the measure once it has qualified?

Yes, public resources may be used to develop a measure for the ballot.⁴ And local agencies have prepared ballot measures for years.⁵

May cities form a nonprofit corporation and use public funds to finance its operation for the purpose of qualifying a statewide initiative measure that relates to the day-to-day functions of every city in the state?

No, the money for such an effort may not come from public funds. Because a city cannot directly fund such an operation, it cannot do so indirectly.⁶

Is there a difference between the generally accepted practice of using public funds for legislative lobbying efforts and using such funds to promote a ballot measure?

Yes, courts have drawn a clear distinction between the two activities.⁷ Various statutes specifically authorize the use of public funds for lobbying activities, such as traveling to Sacramento to testify at a legislative hearing.⁸ There are no similar provisions permitting the use of public funds in election campaigns.⁹

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The legislative process contemplates public involvement to assist in explaining the potential benefits or detriments of proposed legislation. Courts do not see public agency lobbying as undermining or distorting this process.

However, the use of public funds to directly influence the electorate is seen as a potential threat to the integrity of the electoral process. According to California courts, permitting a public agency to “take sides” in an election campaign may give one side an unfair advantage.¹⁰ The importance of governmental impartiality in electoral matters cannot be overstated.¹¹

What is the difference between “informational” and “express advocacy” materials?

Purely informational materials present a fair and balanced presentation of the relevant facts.¹² Materials of express advocacy are those that explicitly and by their own terms urge the election or defeat of an identified candidate or the passage or defeat of an identified measure.¹³ Express terms of advocacy include “vote for,” “cast your ballot,” and “defeat.”¹⁴

May individual city officials use public resources to support a ballot measure?

No, a city official may not use public resources to support or oppose a ballot measure or engage in campaign activity.¹⁵ “Public resources” include any property owned by the local agency, including buildings, facilities, funds, equipment, telephones, supplies, computers, vehicles, and travel.¹⁶ The misuse of public resources for campaign purposes may result in civil and criminal penalties.¹⁷

May cities use city staff, equipment, and supplies to generate promotional materials on behalf of ballot measures that have already qualified for the ballot?

No, just like public funds, cities may not use public resources to support a ballot measure. To do so raises the possibility that the electoral process may be distorted by giving one side an unfair advantage in the campaign.

There are two simple, but very important rules city officials and employees should follow if they want to get involved in campaign activities: Don't use public funds and campaign on your own time.

TAKING A POSITION ON A BALLOT MEASURE

May a city council officially endorse or oppose a ballot measure?

Yes, the decision by a city council to go on record in support of or in opposition to a ballot measure has been held to be a permissible use of public resources. The council's decision should be made during a regular meeting that is open to the public and to the expression of the public's views.¹⁸ If the City Council adopts a resolution endorsing or opposing a ballot measure, the resolution should include a statement that no public funds shall be used in the campaign for or against the measure.

May an elected official take a position on a ballot measure?

Yes, a public official has a first amendment right to speak out on governmental matters upon being elected to office.¹⁹ However, a public official should not use public resources to campaign for or against a ballot measure. City officials should not take part in ballot measure campaigns while on "city time" and should be careful to separate their official work from their political and campaign work.

May a public employee support or oppose ballot measures?

Yes, a public employee does not give up his or her constitutional rights upon joining a public agency.²⁰ With certain exceptions, no restrictions may be placed on the political activities of public employees.²¹

However, public employees must be careful not to use public resources to advocate a position on a ballot measure.²² As a precautionary measure, many cities prohibit or restrict their employees from engaging in political activities during work hours or while on city property.²³

May cities analyze the effect of ballot measures on cities and publicize this information?

Yes, cities may use public resources to objectively evaluate a ballot measure's impact on the city.²⁴ The results of a fair and impartial analysis may then be made available to the newspapers, advocacy groups, and others who may make use of the information if they choose.²⁵

Public funds must be used only for materials that are strictly informational and not for those that expressly advocate a position.

Public resources may not be used for campaign materials that expressly advocate a position on a ballot measure. Terms of express advocacy include:

- Vote for
- Elect
- Cast your ballot
- Defeat
- Vote against

CAMPAIGN ACTIVITIES IN SUPPORT OF A BALLOT MEASURE

May city officials respond to telephone calls, letters, and e-mails about a ballot measure while on city time?

Yes, but only as long as their response is limited to (1) stating that the city has either endorsed or opposed the measure and (2) presenting fair and impartial information about the measure.²⁶ An official must be careful not use public resources to "take sides" on the measure. Incidental and minimal use of public resources by a local officer is not subject to criminal prosecution.²⁷

May a public employee respond to a request for information on a public agency's analysis of or position on a ballot measure?

Yes, as long as the employee provides a fair and impartial representation of the facts.²⁸ The response may include speaking to public or private organizations interested in the city's position.²⁹

May city officials add a link from the city's website to a ballot campaign website?

No, this would be an inappropriate expenditure of public resources.

May city officials hold a campaign rally in support of or in opposition to a ballot measure on the steps of city hall or elsewhere on city property?

Yes, as long as city officials do not take part in the rally while on city time and the public facility is open and available for the expression of all viewpoints on the measure or for any other political activity.³⁰ It is a good practice for a city official to inform the audience that he or she is appearing as a private party and not as an official of the city.

May a public employee wear his or her uniform when engaged in political activities after work hours?

No, a public employee is specifically prohibited from participating in any sort of political activity while in uniform.³¹

May a public employee make a presentation on a public agency's position on a ballot measure at local organizations, such as the Chamber of Commerce?

Yes, as long as the employee presents fair and impartial information on the ballot measure. It is good practice to use a prepared script that may be used each time the presentation is made.

FUNDRAISING ACTIVITIES IN SUPPORT OF A BALLOT MEASURE

May city officials use city funds to attend a fundraiser in support of a ballot measure?

No, it is a crime to use city funds to attend a political fundraiser.³²

May elected officials solicit ballot measure campaign contributions from city vendors?

Yes, because it is not a conflict of interest for an elected city official to solicit or receive a campaign contribution from a vendor.³³ However, public resources must not be used in making these solicitations. Elected officials should not engage in such fundraising activities while on city time. Any solicitation should admonish and advise vendors that they may not charge back the amount contributed to the city either directly or indirectly.

City officials and employees may NOT:

Distribute campaign materials through the city's internal mail system.

Place campaign literature on employee bulletin boards.

Make public appearances speaking in favor of the ballot measure during compensated work hours.

Walk precincts, draft campaign ads, or perform other campaign tasks during compensated work hours.

Use city copy machines, telephones, fax machines, computers, stationery, etc. for campaign purposes.

Urge other city employees to vote for the measure during compensated work hours.

Send or receive campaign-related e-mails on city computers.

May a city official obtain a list of city vendors for fundraising activities?

Yes, if such a list exists, it is a public record and therefore is available to anyone asking for it. If no vendor list exists, it is not a misuse of public resources if the city would create a list for anyone who asked for such a list. If the city creates the list for the purpose of allowing fundraising from the list, this would be a misuse of public resources.

May city officials solicit financial support from their colleagues for a ballot measure?

No, city officials may not directly or indirectly solicit campaign contributions from other local officials or employees. The only exception is if the solicitation is part of a general effort that incidentally includes local officials and employees.³⁴

May a public employee ask his or her fellow public employees for contributions to a ballot measure campaign?

No, local public employees may not solicit contributions from fellow employees unless:

- The solicitation is made to a significant segment of the public in which the fellow employees are included,³⁵ or
- The funds are solicited to promote or defeat a ballot measure affecting the rate of pay, working hours, retirement, civil service, or other working conditions.³⁶

Such solicitations should not take place during city time or make use of public resources.

In addition, an employee or officer of one city may solicit contributions from officials and employees of a different city.

May an elected official contribute his or her own campaign political action committee funds to qualify, support, or oppose a measure for the ballot?

Yes, as long as the contribution is reasonably related to a political, legislative, or governmental purpose of the committee.³⁷ However, there may be federal income tax implications for doing so. Candidate campaign funds are tax-exempt under Internal Revenue Code section 527 only when used primarily for "exempt functions."³⁸ Such purposes are generally limited to expenditures for a candidate to get elected or for officeholder purposes once a candidate is elected.³⁹

How should such contributions from campaign funds be reported?

City officials and employees MAY:

Work on the campaign during their personal time, including lunch hours, coffee breaks, vacations, etc.

Make a campaign contribution to a ballot measure campaign committee using personal funds, and/or attend a campaign fundraiser during personal time.

Make public appearances during personal time advocating the ballot measure.

Have the city council adopt a resolution at a public meeting that officially endorses the ballot measure and confirms the prohibition on using governments funds for political purposes.

The Fair Political Practices Commission says the recipient of the funds should report the receipt of funds as contributions received; the local official's campaign committee should report the contribution as an expenditure made and as a contribution made.⁴⁰

Are there any other restrictions in the Political Reform Act that might restrict a local elected official's participation in ballot measure campaigns?

The Fair Political Practices Commission notes that a local elected official who also serves as an appointed, voting member of another agency (e.g., a Local Agency Formation Commission, special district board, joint powers authority or regional planning agency) may, under certain circumstances, be prohibited from accepting, soliciting, or directing contributions on behalf of a ballot measure committee.⁴¹

CIVIL AND CRIMINAL PENALTIES FOR MISUSE OF PUBLIC RESOURCES

Are there potential criminal consequences for misusing public resources?

Yes, improper use of public resources can be a criminal offense.⁴² Local officials should be careful to separate their official city work from their political and campaign work. One potential consequence of a criminal conviction for misappropriation of public resources is disqualification from holding any office in the state.⁴³

Are there potential civil consequences for misusing public resources?

Yes, the individual involved may be required to reimburse the agency for the value of the resources used.⁴⁴ The person may also be responsible for the attorney fees of the party challenging the use of resources.⁴⁵ In addition, engaging in such activities gives rise to reporting obligations for public agencies under the Political Reform Act.⁴⁶ Failure to comply with the requirements may subject an agency to additional penalties.⁴⁷

CONCLUSION

Public officials and employees have many ways to exercise their right to promote or oppose ballot measures. The key is ***not to use the public's time, money, or other resources*** to do so. Public resources may be used, however, to provide objective analysis and information about a ballot measure.

Charges that a city official or employee has misused and misappropriated public resources are extremely serious. When the propriety of any activity is in doubt, it is the League's view to err on the side of caution.

A city official should always first consult with the city's attorney concerning the propriety of any given course of conduct.

ENDNOTES

¹ Through the initiative process, groups originate and seek to pass laws and constitutional amendments without resort to the Legislature. No subject is exempt from the process and the only constitutional restrictions are that an initiative proposal must deal with only one main subject and must not constitute a "revision" (as opposed to a mere "amendment") of the state Constitution. *See* Cal. Const. art. II, § 8.

Up through the 1998 election, over 560 initiatives have appeared on California ballots, with about one-fourth of them being approved. The average cost to qualify an initiative for the ballot was approximately \$700,000. (It is believed that average cost to qualify an initiative for the ballot in 2003 would be over \$1 million.)

Bernard L. Hyink & David H. Provost, *Politics and Government in California* 98-103 (15th ed. 2001).

² Government Code section 50023 provides:

The legislative body of a local agency, directly or through a representative, may attend the Legislature and Congress, and any committees thereof, and present information to aid the passage of legislation that the legislative body deems beneficial to the local agency or to prevent the passage of legislation that the legislative body deems detrimental to the local agency. The legislative body of a local agency, either directly or through a representative, may meet with representatives of executive or administrative agencies of the state, federal, or local government to present information requesting action that the legislative body deems beneficial to, or opposing action deemed detrimental to, such local agency. The cost and expense incident thereto are proper charges against the local agency.

Cal. Gov't Code § 50023.

³ *See Stanson*, 17 Cal.3d at 217. *See also Schroeder v. Irvine City Council*, 97 Cal.App.4th 174, 118 Cal.Rptr.2d 330 (4th Dist. 2002) (governmental agency cannot spend public funds for a partisan campaign advocating the passage or defeat of a ballot measure).

⁴ *See League of Women Voters v. Countrywide Criminal Justice Coordination Committee*, 203 Cal.App.3d 529, 250 Cal.Rptr. 161 (2nd Dist. 1988).

⁵ *See* Cal. Elec. Code § 9222.

⁶ *See* California Legislative Counsel Op. No. 154 (September 18, 1980).

⁷ *See Stanson v. Mott*, 17 Cal.3d 206, 130 Cal. Rptr. 697 (1976) (holding that California Department of Parks and Recreation could not spend public money to prepare promotional material and pay for speakers expenses to support a 1974 park bond measure).

⁸ *See* Cal. Govt. Code §§ 50023, 53060.5, 82039, and 86300.

⁹ *See Stanson*, 17 Cal.3d at 218.

¹⁰ *See id.* at 217.

¹¹ *See id.* at 218-219.

¹² *See Stanson*, 17 Cal.3d at 220 (discussing with approval *Citizens to Protect Public Funds v. Board of Education*, 13 N.J. 172, 179-180, 98 A.2d 673, 676 (1953), which recognized the broad legislative and fiscal authority possessed by locally autonomous schools boards to make reasonable expenditures to give voters relevant facts to aid them in making an informed judgment when voting).

¹³ *See Governor Gray Davis Committee v. American Taxpayers Alliance*, 102 Cal.App.4th 449, 125 Cal.Rptr.2 534 (1st Dist. 2002).

¹⁴ See Cal. Code Regs., tit. 2, § 18225(b)(2).

¹⁵ California Government Code section 8314 provides:

It shall be unlawful for any elected state or local officer, including any state or local appointee, employee, or consultant, to use or permit others to use public resources for a campaign activity, or personal or other purposes that are not authorized by law.

Cal. Gov't Code § 8314(a). See also Cal. Gov't Code § 54964.

¹⁶ See Cal. Gov't Code 8314(h)(3).

¹⁷ California Government Code section 8314 provides for civil penalties including fines of up to one thousand dollars for each day a violation occurs, plus three times the value of the unlawful use of public resources. California Penal Code section 424 provides for criminal penalties of up to four years in state prison. Furthermore, a conviction disqualifies the party from holding any office in the state. See also *People v. Battin*, 77 Cal.App.3d 635 (1978) (county supervisor prosecuted for misusing public funds for improper political purposes); *People v. Sperl*, 54 Cal.App.3d 640, 126 Cal.Rptr. 970 (2nd Dist. 1976) (county marshal convicted of Penal Code section 424 for having deputies make telephone calls in connection with testimonial dinner for political candidate).

¹⁸ See *League of Women Voters*, 203 Cal.App.3d at 560. See also *Choice-in-Education League v. Los Angeles Unified School District*, 17 Cal.App.4th 415, 21 Cal.Rptr.2d 303 (2nd Dist. 1993) (schools district's expenditure of funds to broadcast a public meeting where the school board adopted a resolution opposing an initiative was permissible and serves purposes unrelated to advocating a partisan position on an initiative.)

¹⁹ See *City of Fairfield v. Superior Court of Solano County*, 14 Cal.3d 768, 780-82, 122 Cal.Rptr. 543, 550-51 (1975) (city councilman has not only a right but an obligation to discuss issues of vital concern with his constituents).

²⁰ See *Bagley v. Washington Township Hospital District*, 65 Cal.2d 499, 55 Cal.Rptr. 401 (1966) (hospital district's prohibition of employees from participating in any ballot measures pertaining to the district was unconstitutionally overbroad); *Rosenfield v. Malcolm*, 65 Cal.2d 559, 55 Cal.Rptr. 505 (1967) (holding that county cannot dismiss a county employee on the grounds that it disagrees with the employee's activities).

²¹ See Cal. Gov't Code § 3207.

²² California Government Code section 54964(a) provides:

An officer, employee, or consultant of a local agency may not expend or authorize the expenditure of any of the funds of the local agency to support or oppose the approval or rejection of a ballot measure or the election or defeat of a candidate, by the voters.

Cal. Gov't Code § 54964.

²³ See *Fair Political Practices Commission v. Suitt*, 90 Cal.App.3d 125, 153 Cal.Rptr. 311 (3rd Dist. 1979) (state employees may not participate in campaign activities during work hours or use public resources for campaign activities).

²⁴ See *Stanson*, 17 Cal.3d at 221. See also Cal. Elec. Code § 9212 (permitting local agency to prepare a report analyzing the effects a proposed local initiative measure may have on the city).

²⁵ See *id.* at fn.6 (The need for the dissemination of a fair and impartial analysis of a ballot measure by a local agency is somewhat diminished by the preparation of pro and con ballot arguments and an impartial analysis of the ballot measure by the Legislative Analysis. But nothing "suggests that other public agencies are foreclosed from providing objective information on a proposed ballot measure").

²⁶ California Government Code section 8314(d) provides:

Nothing in this section shall prohibit the use of public resources for providing information to the public about the possible effects of any bond issue or other ballot measure on state activities, operations, or policies, provided that (1) the information activities are otherwise authorized by the constitution or laws of this state, and (2) the information provided constitutes a fair and impartial presentation of relevant facts to aid the electorate in reaching an informed judgment regarding the bond issue or ballot measure.

Cal. Gov't Code § 8314(d).

²⁷ California Government Code section 8314(e) provides:

The incidental and minimal use of public resources by an elected state or local officer, including any state or local appointee, employee, or consultant, pursuant to this section shall not be subject to prosecution under Section 424 of the Penal Code.

Cal. Gov't Code § 8314(e).

²⁸ *See Stanson*, 17 Cal.3d at 221, 130 Cal.Rptr. at 707-08.

²⁹ *Id.*

³⁰ *See* Cal. Gov't Code § 3207 (allowing local agencies to prohibit or restrict officers and employees from engaging in prohibited activity during work hours and on the local agency's premises).

³¹ *See* Cal. Gov't Code § 3206.

³² California Penal Code section 72.5(b) provides:

Every person who, knowing a claim seeks public funds for reimbursement of costs incurred to gain admittance to a political function expressly organized to support or oppose any ballot measure, presents such a claim for allowance or for payment to any state board or officer, or to any county, city, or district board or officer authorized to allow or pay such claims is punishable either by imprisonment in the county jail for a period of not more than one year, by a fine of not exceeding one thousand dollars (\$1,000), or by both such imprisonment and fine, or by imprisonment in the state prison, by a fine of not exceeding ten thousand dollars (\$10,000), or by both such imprisonment and fine.

Cal. Penal Code § 72.5.

³³ *See* Cal. Gov't Code § 82030. *See also Breakzone Billiards v. City of Torrance*, 81 Cal.App.4th 1205 (2000) (an elected official does not have a financial interest in a contract between a vendor and the city).

³⁴ California Government Code section 3205(a) provides:

An officer or employee of a local agency shall not, directly or indirectly, solicit a political contribution from an officer or employee of that agency, or from a person on an employment list of that agency, with knowledge that the person from whom the contribution is solicited is an officer or employee of that agency.

Cal. Gov't Code § 3205(a).

³⁵ *See* Cal. Gov't Code § 3205

³⁶ California Government Code section 3209 provides:

Nothing in this chapter prevents an officer or employee of a state or local agency from soliciting or receiving political funds or contributions to promote the passage or defeat of a ballot measure which would

affect the rate of pay, hours of work, retirement, civil service, or other working condition of officers or employees of such state or local agency, except that a state or local agency may prohibit or limit such activities by its employees during working hours and may prohibit or limit entry into governmental offices for such purposes during working hours.

Cal. Gov't Code § 3209.

¹⁷ See Cal. Gov't Code § 89512.5.

³⁸ See 26 U.S.C. § 527(c).

³⁹ See 26 U.S.C. § 527(e)(2) (definition of "exempt function").

⁴⁰ See California Fair Political Practices Commission, Response to League of California Cities' Request for Informal Assistance No. 1-92-567, September 11, 1992, at 2-4.

⁴¹ See California Fair Political Practices Commission, Response to League of California Cities' Request for Informal Assistance No. 1-89-669, February 7, 1990, at 5-6. See also Cal. Gov't Code § 84302.

⁴² See Cal. Penal Code §§ 72.5(b) (use of public funds to attend a political function to support or oppose a ballot measure); 424 (misappropriation of public funds); 484-87 (theft).

⁴³ See Cal. Penal Code § 424(a)(7).

⁴⁴ See Cal. Gov't Code § 8314.

⁴⁵ See generally *Tenwolde v. County of San Diego*, 14 Cal.App.4th 1083, 17 Cal.Rptr.2d 789 (4th Dist. 1993), rev. denied June 10, 1993.

⁴⁶ See Cal. Gov't Code § 84203.5.

⁴⁷ See Cal. Gov't Code § 83116 (sanctions include cease and desist orders, the filing of required reports, statements, or other documents, and monetary penalties of up to five thousand dollars for each violation).



VISION

To be recognized and respected as the leading advocate for the common interests of California's Cities

MISSION and CORE BELIEFS

To restore and protect the greatest measure of local control for cities through education and advocacy in order to enhance the quality of life for all Californians

We believe...

- *local self-governance is the cornerstone of democracy.*
- *our strength lies in the unity of our diverse communities of interest.*
- *in the involvement of all stakeholders in establishing goals and in solving problems.*
- *in conducting the business of government with openness, respect, and civility.*
- *the spirit of public service is what builds communities.*
- *open decision-making that is of the highest ethical standards honors the public trust.*
- *cities are the economic engine of California.*
- *the vitality of cities is dependent upon their fiscal stability and local autonomy.*
- *the active participation of all city officials increases the League's effectiveness.*
- *focused advocacy and lobbying is most effective through partnerships and collaboration.*
- *well-informed city officials mean responsive, visionary leadership, and effective and efficient city operation.*



1400 K Street, Suite 400 • Sacramento, California 95814
Phone: 916.658.8200 Fax: 916.658.8240
www.cacities.org

2004 Strategic Goals

The board adopted the League's strategic goals for 2004 in November 2003 following a workshop including participation by board members and leaders of the League's divisions, departments, policy committees and caucuses. The goals produced by this consensus-building process are:

- Secure passage to the Local Taxpayers and Public Safety Protection Act in the November 2004 election.
- Expand the Supply of Housing in California In Balance With Transportation and the Location of Jobs.
- Restore Public Confidence in Government, Particularly City Government.



1400 K Street, Suite 400 • Sacramento, California 95814
Phone: 916.658.8200 Fax: 916.658.8240
www.cacities.org

Municipal Departments

- City Attorneys
- City Clerks
- City Managers
- Fire Chiefs
- Fiscal Officers
- Mayors & Council Members
- Personnel & Employee Relations
- Planning & Community Development
- Police Chiefs
- Public Works Officers
- Recreation & Community Service

About the League Departments

Over the years, the League board and departments have defined departments' roles as involving the following:

- Fostering professional development of department members by providing opportunities to exchange ideas, consult with one another and meet with others in the field
- Encouraging professional accomplishment and the highest ethical standards in city service
- Cooperating with other departments to promote the overall purposes and goals established in the League's bylaws and by the League's board
- Serving as a technical and advisory resource to the League
- Supporting high-quality service to cities and their citizens by assisting the League with continuing education programs, newsletters, and other works of interest to department members

Departments within the League of California Cities are much like the functional departments within a city. Departments serve as a catalyst for networking and training of city officials within specific fields. The departments make appointments to League policy committees, assist the League with conference program planning and are represented on the League's board of directors.



1400 K Street, Suite 400 • Sacramento, California 95814
 Phone: 916.658.8200 Fax: 916.658.8240
www.cacities.org

Department Contacts

Below are the staff contacts for each of the League's eleven municipal departments.

City Attorneys

	Alisa Fong	fong@cacities.org	916.658.8266
--	------------	--	--------------

City Clerks

	Lorraine Okabe	okabel@cacities.org	916.658.8236
--	----------------	--	--------------

City Managers

	Liisa Lawson	l Lawson@cacities.org	916.658.8249
--	--------------	--	--------------

Fire Chiefs

	Liisa Lawson	l Lawson@cacities.org	916.658.8249
--	--------------	--	--------------

Fiscal Officers

	Frances Medema	medemaf@cacities.org	916.658.8218
--	----------------	--	--------------

Mayors and Council Members

	Tony Cardenas	tcardenas@cacities.org	626.305.1344
--	---------------	--	--------------

Recreation, Parks and Community Services

	Genevieve Morelos	gmorelos@cacities.org	916.658.8254
--	-------------------	--	--------------

Personnel and Employee Relations

	Tony Cardenas	tcardenas@cacities.org	626.305.1344
--	---------------	--	--------------

Planning and Community Development

	Jessica Mullen	jmullen@cacities.org	916.658.8243
--	----------------	--	--------------

Police Chiefs

	Liisa Lawson	l Lawson@cacities.org	916.658.8249
--	--------------	--	--------------

Public Works Officers

	Genevieve Morelos	gmorelos@cacities.org	916.658.8254
--	-------------------	--	--------------



POLICY COMMITTEES

Subject Area Responsibilities

Administrative Services

This committee is concerned with election law and administration, insurance and tort reform, open meeting law (the Brown Act), the Public Records Act, the Political Reform Act and other conflict of interest laws, and regulation of smoking and tobacco products.

Community Services

This committee is concerned with issues related to childcare, parks and recreation, libraries, cultural arts and community and human services programs.

Employee Relations

This committee is concerned with the many facets of human resource management, including employee and labor relations, retirement, and workers' compensation issues.

Environmental Quality

This committee is concerned with all aspects of air and water quality, solid waste and recycling, hazardous materials, coastal issues, noise pollution, and CEQA. In addition, the committee is concerned with the issues related to energy and utilities.

Housing, Community and Economic Development

This committee is concerned with building regulations and code enforcement, community and economic development, urban renewal, housing, planning, zoning, incorporation, annexation and redevelopment.

Public Safety

This committee is concerned with law enforcement, fire and life safety policies including emergency communications, and emergency services including ambulance and disaster preparedness

Revenue and Taxation

This committee is concerned with finance administration, taxation reform, revenue needs and revenue sources at the federal, state and local levels.

Transportation, Communication and Public Works

This committee is concerned with issues of transportation funding, construction, public works, telecommunications, and other related areas.

City Attorneys Legislative Committee — 2004

League Staff: Steve Traylor, Assistant General Counsel
E-mail: straylor@cacities.org; Phone 916\658-8281

Chair

Craig Labadie**
City Attorney, Concord
City Hall
1950 Parkside Drive MS/08
Concord, CA 94519925/671-3160
Fax: 925/671-3769E-mail
clabadie@ci.concord.ca.us

Administrative Services Policy Committee

Tom Brown**
City Attorney, Napa
95 School Street
Napa, CA 94559-0660
707-257-9516
Fax: 707-257-9274
E-mail: tbrown@cityofnapa.org

Community Services Policy Committee

Jean Savaree**
City Attorney, Belmont and Foster
City
Aaronson, Dickerson, Cohn &
Lanzone
939 Laurel Street, Suite D
San Carlos, CA 94070
650/593-3117
Fax: 650/637-1401
E-mail jbs@adcl.com

Employee Relations Policy Committee

Jerold Goddard*
City Attorney, Redondo Beach
P.O. Box 270
415 Diamond Street
Redondo Beach, CA 90277
310/318-0655
Fax: 310/372-3886
E-mail jerry.Goddard@redondo.org

Environmental Quality Policy Committee

Tamara Smith**
City Attorney, Del Mar
McDougal, Love, Eckis, Smith &
Boelmer
460 N. Magnolia Ave. Box 1466
El Cajon, CA 92022-1466
619-440-4444
Fax: 619-440-4907
E-mail: tsmith@mclex.com

Housing, Community and Economic Development Policy Committee

Bob Herrick**
City Attorney, Moreno Valley
P.O. Box 88005
14177 Frederick Street
Moreno Valley, CA 92552-0805
909-413-3036
Fax: 909-413-3034
E-mail boh@moval.org

Public Safety Policy Committee

Greg Priamos**
City Attorney, Riverside
3900 Main Street
Riverside CA 92522
909/826-2312
Fax: 909/826-5470
E-mail gpriamos@riversideca.gov

Revenue and Taxation Policy Committee

Dorji Roberts*
Deputy City Attorney, San
Francisco
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102
415/
Fax: 415/
Email: dorji.Roberts@sfgov.org

Transportation, Communication and Public Works Policy Committee

Michael Barrett*
Sr. Deputy City Attorney, Fremont
39100 Liberty Street
Fremont, CA 94537-5006
510/494-4610
Fax: 510/494-4836
E-mail mbarrett@ci.fremont.ca.us

* Appointed in November of even-numbered years.
** Appointed in November of odd-numbered years.

LEAGUE OF CALIFORNIA CITIES
2004 Board of Directors

OFFICERS

RON LOVERIDGE

President
Mayor, Riverside
3900 Main Street
Riverside, CA 92522
909/826-5312
FAX: 909/826-2543
E-mail: rloveridge@riversideca.gov
city: www.ci.riversideca.gov

PAT EKLUND

1st Vice President
Mayor, Novato
36 White Oak Way
Novato, CA 94949-7227
415/883-9116
FAX: 415/884-2602
E-mail: peklund@cmc.net
city: www.novato.ca.us

ALEX PADILLA

2nd Vice President
Council President, Los Angeles
200 N. Spring Street, Room 465
Los Angeles, CA 90012
213/847-7777
FAX: 213/847-0707
E-mail: apadilla@council.lacity.org

JOHN RUSSO

Immediate Past President
City Attorney, Oakland
One Frank Ogawa Plaza, 6th Floor
Oakland, CA 94612
510/238-3814
FAX: 510/238-6500
E-mail: jrusso@oaklandcityattorney.org
city: www.oaklandnet.com

CHRIS MCKENZIE

League Executive Director
1400 K Street, Suite 400
Sacramento, Ca 95814
916/658-8226 (assistant)
916/658-8275 (direct)
FAX: 916/658-8240
E-mail: mckenzie@cacities.org
League: www.cacities.org

DIRECTORS

MANUELA ALBUQUERQUE

City Attorneys Department
City Attorney, Berkeley
2180 Milvia Street, 4th Floor
Berkeley, CA 94704
510/981-6950
FAX: 510/981-6960
E-mail: malbuquerque@ci.berkeley.ca.us

MARIA ALEGRIA, At-Large

Mayor, Pinole
3781 Brazil Court
Pinole, CA 94564
510/758-7642
FAX: 510/758-9292
E-mail: faith_works@cclabor.net
city: www.ci.pinole.ca.us

HARRY ARMSTRONG

South San Joaquin Valley Division
Council Member, Clovis
655 W. Stuart
Clovis, CA 93612
559/297-9091
FAX: 559/297-9090
E-mail: HarryA@ci.clovis.ca.us
city: www.ci-clovis.ca.us

ALAN AUTRY

Mayor, Fresno
2600 Fresno Street
Fresno, CA 93721
559/621-8000
FAX: 559/621-7990
E-mail: alan.autry@fresno.gov

RON BATES

Council Member, Los Alamitos
10171 King St.
Los Alamitos, CA 90720
562/493-4588
FAX: 562/493-4588
E-mail: ronrbates@aol.com

VINCE BERTONI

Planning & Community Dev. Dept.
Planning Manager, Santa Clarita
23920 Valencia Blvd., Suite 300
Santa Clarita, CA 91355
661/255-4330
FAX: 661/259-8125
E-mail: vbertoni@santa-clarita.com

MARY BRADLEY

Fiscal Officers Department
Director of Finance, Sunnyvale
650 W. Olive Ave.
Sunnyvale, CA 94086
408/730-7398
FAX: 408/737-4950
E-mail: mbradley@ci.sunnyvale.ca.us
city: www.ci.sunnyvale.ca.us

ANNA CABALLERO, At-Large

Mayor, Salinas
546 Lincoln Avenue (Partners for Peace)
Salinas, CA 93901
831/751-7310
FAX: 831/751-7762
E-mail: c4peace@pacbell.net or
mayor@ci.salinas.ca.us

RAY CASTILLO

Imperial County Division
Council Member, El Centro
1275 Main Street
El Centro, CA 92243
760/337-4540
FAX: 760/352-6177
E-mail: rcastillo@cityofelcentro.org

MARGARET CLARK, At-Large

Council Member, Rosemead
3109 N. Prospect Ave.
Rosemead, CA 91770
626/288-7308
FAX: 626/307-9218
E-mail: None

PAT DANDO

Vice Mayor, San Jose
801 North First Street
San Jose, CA 95110
408/277-5251
FAX: 408/277-5192
E-mail: pat.dando@ci.sj.ca.us
city: www.ci.san-jose.ca.us

MIKE DOYLE

East Bay Division
Council Member, Danville
30 Harmony Court
Danville, CA 94526
925/837-5406
FAX: 925/837-3283
E-mail: miked90830@aol.com
city: www.ci.danville.ca.us

HEATHER FARGO, At-Large

Mayor, Sacramento
915 I Street
Sacramento, CA 95814
916/808-5300
FAX: 916/264-7680
E-mail: hfargo@cityofsacramento.org
city: www.cityofsacramento.ca.us

ANDREW FOX, At-Large

Mayor Pro Tem, Thousand Oaks
2100 Thousand Oaks Blvd.
Thousand Oaks, CA 91362
213/978-3878
FAX: 213/978-3817
E-mail: cnclmanfox@aol.com

LEE ANN GARCIA

Inland Empire Division
Mayor, Grand Terrace
22997 Jensen Court
Grand Terrace, CA 92313
909/783-0922
FAX: 909/783-1880
E-mail: leeann03@pacbell.net
city: www.ci.grand-terrace.ca.us

AUDRA GIBSON, At-Large

Mayor, Mt. Shasta
305 N. Mt. Shasta Blvd.
Mt. Shasta, CA 96067
530/926-5966
FAX: 530/926-0339
E-mail: gibson@snowcrest.net

TERRY HENDERSON

Riverside County Division
Council Member, La Quinta
78-495 Calle Tampico
La Quinta, CA 92253
760/777-7030
FAX: 760/777-7101
E-mail: thenderson@la-quinta.org

CAROL HERRERA

Los Angeles County Division
Council Member, Diamond Bar
1963 White Star Drive
Diamond Bar, CA 91765
909/861-7651
FAX: 909/861-3690
E-mail: carol.herrera@ci.diamond-bar.ca.us

SANDRA HILLIARD

Sacramento Valley Division
Vice Mayor, Yuba City
750 Lincoln Road #9
Yuba City, CA 95991
530/671-1979
FAX: 530/671-5168
E-mail: Sandra@otn.net
city: www.yubacity.net

ROBERT JEHN

Redwood Empire Division
Council Member, Cloverdale
128 N. Cloverdale Blvd.
Cloverdale, CA 95425
707/894-9550
FAX: 707/894-9019
E-mail: bob@robertjehn.com

HELEN KAWAGOE, At-Large, NLC

City Clerk, Carson
701 E. Carson St.
Carson, CA 90745
310/952-1720
FAX: 310/513-6243
E-mail: hkawagoe@carson.ca.us

ROBIN LOWE, At-Large

Riverside County Division
Council Member, Hemet
1718 San Lorenzo Drive
Hemet, CA 92543
909/765-2303
FAX: 909/765-3785
E-mail: rlowe@ci.hemet.ca.us

PAUL LUELLIG, JR.

Desert-Mountain Division
Council Member, Barstow
220 E. Mountain View St.
Barstow, CA 92311
760/985-4678
FAX: 760/256-4473
E-mail: pluellig@barstowca.us

JIM MADAFFER, At-Large

Council Member, San Diego
202 C Street, 10th Floor
San Diego, CA 92101
619/236-6677
Fax 619/238-1360
E-mail: jmadaffer@sandiego.gov
city: www.sandiego.gov

ART MADRID

San Diego County Division
Mayor, La Mesa
8130 Allison Avenue
La Mesa, CA 91941
619/463-6611
FAX: 619/462-7528
E-mail: artmadrid@cox.net
city: www.ci.la-mesa.com

SOPHIE MAXWELL, At-Large

Supervisor, City/County of San Francisco
One Dr. Carlton B. Goodlett Place, Rm 279
San Francisco, CA 94102
415/554-7670
FAX 415/554-7674
E-mail: maxwell@ci.sf.ca.us
city: www.ci.sf.ca.us

JERE MELO

Mayors and Council Members Dept.
Mayor, Fort Bragg
416 North Franklin Street
Fort Bragg, CA 95437
707/961-2823
FAX: 707/961-2802
E-mail: jmelo@ci.fort-bragg.ca.us

RUDY NATOLI

Channel Counties Division
Council Member, Pismo Beach
215 Houston Way
Pismo Beach, CA 93449
805/773-4657
FAX: 805/473-2880
E-mail: rnatoli@charter.net

PAMYLA NIGLIAZZO

City Clerks Department
City Clerk, Napa
955 School Street/P.O. Box 660
Napa, CA 94559-0660
707/257-9503
FAX: 707/257-9534
E-mail: pnigliaz@cityofnapa.org

BEVERLY O'NEILL, At-Large
Mayor, City of Long Beach
333 W. Ocean Blvd.
Long Beach, CA 90802
562/570-6801
FAX: 562/570-6538
E-mail: mayor@ci.long-beach.ca.us

KEVIN O'ROURKE
City Managers Department
City Manager, Fairfield
1000 Webster Street
Fairfield, CA 94533
707/428-7400
FAX: 707/428-7798
E-mail: korourke@ci.fairfield.ca.us

BEV PERRY
Orange County Division
Mayor, Brea
One Civic Center Circle
Brea, CA 92821
714/990-7700
FAX: 714/671-0663
E-mail: bev@ci.brea.ca.us

GREGORY PETTIS, At-Large
Mayor Pro Tem, Cathedral City
38073 Chris Drive
Cathedral City, CA 92234
760/861-8755
FAX: 760/321-0887
E-mail: gpettis@cathedralcity.gov

RALPH QUALLS, JR.
Public Works Department
Director of Public Works, Cupertino
10300 Torres Avenue
Cupertino, CA 95014-3202
408/777-3354
FAX: 408/777-3333
E-mail: ralphq@cupertino.org

DON ROGERS
Rec., Parks & Community Services Dept.
Parks, Rec&Com Svcs Dir., Culver City
4117 Overland Avenue
Culver City, CA 90230
310/253-6682
FAX: 310/253-6666
E-mail: don.rogers@culvercity.ca.us

CAMERINO SANCHEZ
Police Chiefs Department
Police Chief, Santa Barbara
215 E. Figueroa St.
Santa Barbara, CA 93102
805/897-2396
FAX: 805/897-2439
E-mail: csanchez@sbgpd.com

MIKE SEGALA
North Bay Division
Vice Mayor, Suisun City
701 Civic Center Boulevard
Suisun City, CA 94585
707/421-7300
FAX: 707/429-7153
E-mail: msegala@suisun.com
city: www.suisun.com

GERALD SIMON
Fire Chiefs Department
Fire Chief, Oakland Fire Services Agency
150 Frank H. Ogawa Plaza, 3rd Floor
Oakland, CA 94612
510/238-4050
FAX: 510/238-2284
E-mail: gsimon@oaklandnet.com
city: www.oaklandnet.com

MARLAND TOWNSEND
Peninsula Division
Mayor, Foster City
610 Foster City Boulevard
Foster City, CA 94404
650/286-3504 or 650/571-9207
FAX: 650/577-0983
E-mail: none
city: www.fostercity.org

ANA VENTURA PHARES
Monterey Bay Division
Council Member, Watsonville
250 Main Street
Watsonville, CA 95076
831/763-8102
FAX: N/A
E-mail: anavphares@charter.net

BILLY WALLEN
Central Valley Division
Vice Mayor, Turlock
156 S. Broadway, Suite 230
Turlock, CA 95380
209/668-5540
FAX: 209/668-5668
E-mail: bawramu@charter.net

EDWARD H. J. WILSON, At-Large

Council Member, Signal Hill
2175 S. Cherry Avenue
Signal Hill, CA 90755
562/989-7301
FAX: 562/989-7393
E-mail: ewilson@ci.signal-hill.ca.us

BEN WONG, At-Large

Council Member, West Covina
1104 Promontory
West Covina, CA 91791
626/429-4249 (cell)
work: 213/239-8512
FAX: 626/339-7805
E-mail: BenWongWestCovina@earthlink.net

GORDON YOUNGS

Personnel/Employee Relations Department
Personnel Director, Brea
One Civic Center Circle
Brea, CA 92821
714/990-7719
FAX: 714/671-3663
E-mail: gordony@ci.brea.ca.us
city: www.ci.brea.ca.us



Department Directory

Main Telephone Number	(916) 658-8200	Publications	(916) 658-8257
Communications	(916) 658-8228	Public Service Skills	(916) 757-4495
Education & Conferences	(916) 658-8227		
Legal Department	(916) 658-8233	Western City Magazine	
Library Inquiries	(916) 658-8236	Subscriptions/Classifieds	(916) 658-8223
Policy Committee Information	(916) 658-8224	Advertising	(916) 658-8256
Discount Air Travel Program	(916) 658-8262	Editorial	(916) 658-8234

Staff Contact Information

Executive Director

Chris K. McKenzie, Executive Director
(916) 658-8275; mckenzie@cacities.org
Mimi Sharpe, Executive Assistant/MSR Coordinator
(916) 658-8232; sharpem@cacities.org

Administrative Services

Dan Harrison, Director of Administrative Services
(916) 658-8267; harrisod@cacities.org
Vicki Gorr, Building Services Coordinator
(916) 658-8217; backroom@cacities.org
Craig Matsumoto, Mail Room/Print Shop/
Building Services
(916) 658-8217; backroom@cacities.org
Florence Nakai, Print Shop Coordinator
(916) 658-8217; backroom@cacities.org
John McElligott, Information Technology Manager
(916) 658-8235; mcelligi@cacities.org
Roger Espiritu, Information Technology Analyst
(916) 658-8268; espiritu@cacities.org
Sussan Nasirian, Reception/Data Base Assistant
(916) 658-8219; database@cacities.org
Sara Rounds, Reception/Database/Mailing Labels
(916) 658-8202; frontdsk@cacities.org
Perry Stottlemeyer, Controller
(916) 658-8215; pstottlemeyer@cacities.org
Kaye Brewer, Accounts Receivable
(916) 658-8260; brewerk@cacities.org
Maurine Asghari, Accounts Payable
(916) 658-8241; asgharim@cacities.org
Edre Dassler, Accounting Clerk
(916) 658-8270; intema@cacities.org
Norman Coppinger, Personnel Director
(916) 658-8277; coppinger@cacities.org
Karen Durham, Personnel Assistant
(916) 658-8262; durhamk@cacities.org

Communications

Megan Taylor, Director of Communications
(916) 658-8228; taylorm@cacities.org
Erin Maurie, Communications/Marketing
Specialist
(916) 658-8271; mauriee@cacities.org
Robert Korinke, Marketing/Communications
Assistant
(916) 658-8258; rkorinke@cacities.org
Adrienne Schmeling, Communications Asst.
(916) 658-8278; schmeling@cacities.org

Jude Hudson, *Western City* Editor
(916) 658-8234; exlondon@mymail.net
Sara Brown, *Western City* Subscriptions/
Classifieds
(916) 658-8223; wctyinfo@cacities.org
Pam Maxwell-Blodgett, *Western City* Advertising
Manager
(916) 658-8256; maxwellp@cacities.org
Patty Chazen, *Western City* Administrative
Assistant
(916) 658-8283; chazenp@cacities.org

Education & Conference Services

Terry Dugan, Director of Education Services,
Corporate
Programs & Exhibit Services
(916) 658-8265; dugant@cacities.org
Paul Flint, Conference Program Director
(916) 658-8238; flint@cacities.org
Kanat Tibet, Conference Program Director
(916) 658-8261; ktibet@cacities.org
Julia Williams, Exposition Manager
(916) 658-8237; williams@cacities.org
Dayna Casper, Administrative Assistant
(916) 658-8227; dcasper@cacities.org
Liz Birmingham, Conference Coordinator
(916) 658-8251; birmingham@cacities.org
Kerri Lofte, Conference Registrar
(916) 658-8291; klofte@cacities.org
Lodema Bee, Meeting Coordinator/Board Liaison
(626) 305-0001; beel@cacities.org
Pat Parker, Membership Services Representative
(916) 658-8248; parkerp@cacities.org
Helen Marshall, CityBooks/Publications Coordinator
(916) 658-8257; marshall@cacities.org
Lorraine Okabe, Inquiry Services Manager
(916) 658-8236; okabel@cacities.org
Mary McCullough, Library Assistant
(916) 658-8247; mccullom@cacities.org

Legal - Institute for Local Self Government

JoAnne Speers, General Counsel
(916) 658-8233; speersj@cacities.org
Stephen Traylor, Assistant General Counsel
(916) 658-8281; straylor@cacities.org
Alisa Fong, Deputy General Counsel
(916) 658-8266; fong@cacities.org
Kristy Jensen, Administrative Assistant
(916) 658-8276; kjensen@cacities.org