Guide to Qualifying Initiative Charter Amendments



November 4, 2014 Consolidated General Election

DEPARTMENT OF ELECTIONS
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In order to qualify for the ballot, proponents for a charter amendment must gather at least **43,200** valid signatures of registered San Francisco voters. This number equals 10% of the total number of San Francisco registered voters stated in the Official Report of Registration on December 31, 2013. CAEC § 9255(a)(4),(c)

IMPORTANT DATES FOR BALLOT INITIATIVES

DEADLINE TO QUALIFY FOR NOVEMBERB 4, 2014 ELECTION

Monday, July 7 (E-120) 5 PM	Last day to submit initiative petitions to qualify a charter amendment, ordinance, or declaration of policy for the ballot (MEC 300 (c))
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DESIGNATION OF LETTERS FOR BALLOT MEASURES

(E-92) Designation of Letters for Ballot Measures (MEC 505)	Monday, August 4	11 AM	Designation of Letters for Ballot Measures (MEC 505)
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BALLOT QUESTIONS, BALLOT SIMPLIFICATION COMMITTEE DIGESTS, FINANCIAL ANALYSES

Monday, August 11 (E-85)	5 PM	Last day for City Attorney to submit ballot statement or questions for local measures
Monday, August 11 (E-85)	5 PM	Last day for Ballot Simplification Committee to submit digest of each measure to be published in the local voter information pamphlet
Monday, August 11 (E-85)	5 PM	Last day for Controller to submit a financial analysis of each local measure

PROPONENT AND OPPONENT ARGUMENTS* TO APPEAR IN THE VOTER INFORMATION PAMPHLET (300 WORD LIMIT)

Thursday, August 14 (E-82)	12 Noon	Last day to submit Proponent & Opponent Arguments
Thursday, August 14 (E-82)	2 PM	Lottery to select Proponent & Opponent Arguments
Friday, August 15 (E-81)	12 Noon	Last day to correct grammatical, spelling or factual errors contained in Proponent & Opponent Arguments
Friday, August 15 (E-81) Monday, August 25 (E-71)	12 Noon 12 Noon	Public inspection period for Proponent & Opponent Arguments

REBUTTAL ARGUMENTS* TO APPEAR IN THE VOTER INFORMATION PAMPHLET (250 WORD LIMIT)

Monday, August 18(E-78)	12 Noon	Last day to submit Rebuttal Arguments
Tuesday, August 19(E-77)	12 Noon	Last day to correct grammatical, spelling or factual errors contained in Rebuttal Arguments
Tuesday, August 19(E-77) Friday, August 29(E-67)	12 Noon 12 Noon	Public inspection period for Rebuttal Arguments

^{*}For more information, please review our Ballot Argument Guide.

INTRODUCTION

This guide summarizes the procedures and requirements for qualifying Charter Amendments, through the initiative process, for the election. This guide does not have the force and effect of law, regulation, or rule, and interested parties should not rely on this guide as a substitute for consulting with an attorney. If there is a conflict between this guide and any applicable law, regulation, or rule, the law, regulation or rule applies. The San Francisco Charter and San Francisco Municipal Elections Code are available online at www.municode.com. The California Elections Code is available online at www.municode.com. The

This guide applies only to the qualification of initiative *Charter Amendments* for San Francisco. For information on how to qualify an initiative *ordinance or declaration of policy* for the San Francisco ballot, see the Department of Elections' *Guide for Qualifying Initiative Ordinances and Declarations of Policy*. For information about the State (rather than local) initiative process, see the California Secretary of State's *California Ballot Initiative Manual*. Copies of this manual are available from the Secretary of State at 1500 11th Street, 6th Floor, Sacramento, CA 95814. You may also find links to applicable election codes via our website http://www.sfelections.org under the *Candidates and Campaigns* page.

For each election, the Department of Elections publishes an *Election Calendar* with dates and deadlines governing submission of measures, meetings of and preparation of digests by the Ballot Simplification Committee, and submission of other materials for publication in the Voter Information Pamphlet. For information about dates and deadlines, please refer to the *Election Calendar*, which is available at the Department of Elections and on our website http://www.sfelections.org.

Note: If you are circulating an initiative petition, you may be required to file campaign financial disclosure statements under the State's Political Reform Act. Consult your legal counsel, the Technical Assistance Division of the Fair Political Practices Commission ((866) 275-3772 or www.fppc.ca.gov) or the San Francisco Ethics Commission (415) 252-3100 or www.sfethics.org for more information.

If you have questions about this guide, please call the Department of Elections at (415) 554-4375.

The Department of Elections strongly recommends that proponents consult with an attorney on the initiative process, including technical requirements for the format of initiative petitions. The Department does not review initiative petitions prior to circulation, and accepts initiative petitions after a prima facie review. The Department of Elections will not verify signatures on initiative petitions that fail to meet the requirements of this review. The Department's receipt of an initiative petition is not an indication that the petition meets all legal requirements.

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ATTACHMENTS

- 1. Sample Request for City Attorney Title and Summary
- 2. Sample Notice of Intent to Circulate Petition
- 3. Sample Signed Statement- Proponent, Official, Circulator
- 4. Sample Disclaimer Letter for Petition Circulators
- 5. *Sample* In-Lieu-of-Filing-Fee Petition
- 6. *Sample* Petition Format

Please note that the Department of Elections strongly recommends that proponents of initiative measures consult an attorney about the initiative process, including the format of the initiative petition. Initiative proponents may not rely on these samples or this guide as a substitute for legal advice.

I. SUMMARY OF REQUIREMENTS

Cal. Const., Art. XI, § 3; CAEC § 9200, et seq.; MEC §§ 300 (c), 310, 820, 840

An initiative proponent must gather at least 43,200 (as of April 4th, 2014) valid signatures of registered San Francisco voters to qualify a proposed Charter Amendment on the ballot through the initiative process. This number equals 10% of the total number of registered San Francisco voters as reported by the Department of Elections in its most recent official report of registration to the Secretary of State. (CAEC § 9255(a)(4), (c)) Note: In order to qualify for the ballot, the signature requirement is based on the official report of registration at the time a "Notice of Intent to Circulate Petition" is published.

An initiative proponent must pay a <u>\$200 fee</u>, or submit up to 400 signatures in lieu of part or all of the filing fee, when filing the text of the proposed measure and the Notice of Intent to Circulate an Initiative Petition. (MEC §§ 820, 840)

An initiative proponent has a maximum of <u>180 days</u>, from the date of receipt of the City Attorney's title and summary of the proposed initiative measure, to obtain all required signatures and file the initiative petition with the Department of Elections. (CAEC § 9265)

In order to appear on a specific election, the complete initiative petition (which may consist of many separate "sections") must be received by the Department of Elections 120 days before that election. (MEC § 300 (c)) Qualified petitions received after 120-days deadline, but within the 180-day limit, will be placed on the ballot at a later election.

Unless otherwise specified, this guide refers to the California Elections Code (CAEC) or the San Francisco Municipal Elections Code (MEC).

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II. QUALIFYING AN INITIATIVE CHARTER AMENDMENT FOR THE SAN FRANCISCO BALLOT

There are six steps to qualifying an initiative Charter Amendment for the San Francisco ballot:

- 1. <u>Write the Charter Amendment</u>. The initiative proponent writes the text of the proposed Charter Amendment. The Department of Elections strongly advises that the proponent consult with an attorney in writing the proposed measure.
- 2. <u>Submit required materials to the Department of Elections</u>. The initiative proponent submits the following materials to the Department of Elections:
 - a. The full text of the proposed measure;
 - b. A *Notice of Intent to Circulate an Initiative Petition* signed by at least one, but not more than three proponent(s), and which may, but need not, include a written statement of up to 500 words stating the reasons for the proposed measure (see Attachment 2; CAEC §§ 9202, 9256); and
 - c. A request that the City Attorney prepare a ballot title and summary of the proposed measure (see Attachment 1; CAEC §§ 9203, 9256) This request must include the proponent's mailing address (CAEC §§ 9203, 9256)
 - d. At the time the request for title and summary is submitted, the proponent(s) must also execute and submit a signed statement that reads as follows (see Attachment 3; CAEC § 9608):

l,, acknowl (Section 18650 of the Elesignatures on an initiative qualification of the proposition of t	re petition to be upsed measure for t	knowingly or wil used for any pur he ballot. I certif	Ifully allow the pose other than by that I will not
any purpose other than qu		measure for the	
	Dated this	day of	, 20

This statement shall be kept on file at the Department of Elections for not less than eight months after the certification of the results of the election for which the petition qualified, or if the measure did not qualify, eight months after the deadline for submission of the petition to elections officials.

Failure to comply with this section shall not invalidate any signatures on a state or local initiative petition. (CAEC § 9608)

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3. Pay the fee or submit signatures in lieu of the fee. The initiative proponent pays the filing fee, submits signatures in lieu of the filing fee, or both.

The \$200 filing fee is due at the time the proponent files the *Notice of Intent to Circulate an Initiative Petition*, and is payable by check made out to the San Francisco Department of Elections. In lieu of the filing fee, the initiative proponent may submit valid signatures of 400 registered San Francisco voters. Each valid signature reduces the amount of the filing fee by fifty cents. (See Attachment 6; MEC §§ 320, 820, 840)

Upon receipt of the minimum number of signatures in-lieu of filing fee, or a sufficient combination of signatures and a pro-rated filing fee, the Director of Elections will provisionally accept the filing of the *Notice of Intent to Circulate an Initiative Petition*. (MEC § 330 (a)) Within seven days after the receipt of the petition, the Director of Elections will notify the proponent of any deficiency in the in-lieu signatures. The proponent may, within seven days of such notification, submit additional signatures or pay a pro-rated portion of the filing fee to cover the deficiency. If the proponent does not remedy the deficiency within the seven-day period, the Department of Elections will not accept the *Notice of Intent to Circulate an Initiative Petition* and the proponent will forfeit any filing fee paid to the Department. (MEC § 330 (a))

The *Notice of Intent to Circulate an Initiative Petition* will be deemed filed upon the date that the Department of Elections verifies a sufficient number of in-lieu signatures, or the date upon which any deficiency has been cured. (MEC § 330 (b))

The filing fee is refundable if, within one year of the date of filing the *Notice of Intent to Circulate an Initiative Petition*, the Director of Elections certifies that the petition qualifies for the ballot. (CAEC §§ 9202, 9256; MEC § 320 (a)) When an initiative measure qualifies for ballot, the proponent must submit a *Request for Refund* form to the Department.

4. Obtain the City Attorney's Title & Summary. Within 15 days after the date the proponent files the proposed measure to the Department of Elections (if signatures are submitted in lieu of the filing fee, then the initiative is deemed filed upon the certification of the signatures), the City Attorney prepares a ballot title and summary of the proposed measure. The ballot title, which may differ from the title given by the proponent, must provide a true and impartial statement of the purpose of the proposed measure and may not exceed 500 words. (CAEC §§ 9203, 9256)

If any elector disagrees with the City Attorney's title and summary, he/she may file a lawsuit for a writ of mandate. The court can make changes to the City Attorney's title and summary only if the proponent demonstrates by clear and convincing evidence that the City Attorney's title and summary is false, misleading, or inconsistent with the requirements of Section 9203. (CAEC §§ 9204, 9256)

5. Publish the Notice of Intention to Circulate an Initiative Petition. Before circulating the initiative petition, the initiative proponent must publish, at least once in a newspaper of general circulation, the *Notice of Intent to Circulate an Initiative Petition* and the City Attorney's title and summary of the proposed measure. The text of the proposed measure is not required for publication (CAEC §§ 9205, 9256)

6. Submit proof of publication to the Department of Elections. Within 10 days after the date of publication, the initiative proponent must submit to the Department of Elections proof of publication. The proponent must submit a copy of the published material together with an affidavit made by a representative of the newspaper in which the material was published that certifies the fact of publication. (CAEC §§ 9206, 9256) If the proponent does not submit proof of publication within the ten-day period, the Department of Elections will not accept the petition for filing.

How many signatures are required to qualify a proposed initiative charter amendment for the San Francisco ballot?

An initiative proponent must gather at least 43,200 (as of April 4th, 2014) valid signatures of registered San Francisco voters to qualify a proposed Charter Amendment on the ballot through the initiative process. This number equals 10% of the total number of registered San Francisco voters as reported by the Department of Elections in its most recent official report of registration to the Secretary of State. (CAEC § 9255(a)(4), (c))

<u>Note</u>: In order to qualify for the ballot, the signature requirement is based on the official report of registration at the time a "Notice of Intent to Circulate Petition" is published.

III. <u>INITIATIVE CHARTER AMENDMENT PETITION FORMAT</u> CAEC §§ 9203, 9207, 9257 et seq.

There are specific formatting requirements for charter amendment initiative petitions. The Department of Elections cannot accept petitions that do not substantially conform to these requirements. Please refer to the sample petition (Attachment 6) as you review this section of the Guide. Italicized language must be worded exactly as indicated below.

STEP 1: INSERT HEADING (CAEC § 9260)

Petition for Submission to Voters of Proposed Amendment to the Charter of the City and County of San Francisco

STEP 2: INSERT LANGUAGE BELOW FOLLOWED BY TITLE AND SUMMARY

NOTE: Title and Summary must appear at the top of each page on which signatures are to appear. (CAEC § 9260)

The city attorney has prepared the following title and summary of the chief purpose and points of the proposed measure:

(INSERT CITY ATTORNEY'S TITLE AND SUMMARY in Roman **boldface** type 12 point or larger)

STEP 3: INSERT LANGUAGE BELOW (CAEC § 9260)

To the Board of Supervisors of the City and County of San Francisco:

We, the undersigned, registered and qualified voters of the State of California, residents of the City and County of San Francisco, pursuant to Section 3 of Article XI of the California Constitution and Chapter 2 (commencing with Section 34450) of Part 1 of Division 2 of Title 4 of the Government Code, present to the Board of Supervisors of the city and county, this petition and request that the following proposed amendment to the charter of the city and county be submitted to the registered and qualified voters of the city and county for their adoption or rejection at the next statewide general, statewide primary, or regularly scheduled municipal election date pursuant to Section 1200, 1201, or 1301.

STEP 4: INSERT LANGUAGE BELOW (CAEC §§ 9257, 9260)

The proposed charter amendment reads as follows: First. [INSERT FULL TEXT OF THE AMENDMENT in 10 point type or larger]

<u>STEP 5</u>: INSERT NOTICE OF INTENT TO CIRCULATE PETITION which shall be contained in each section where there are signatures. (CAEC § 9207)

Notice of Intent to Circulate Petition

Notice is hereby given by the persons whose names appear hereon of their intention to circulate the petition within the City and County of San Francisco for the purpose of [INSERT PURPOSE OF MEASURE]. A Statement of Reasons of the proposed action as contemplated in the petition is as follows: [INSERT OPTIONAL 500 WORD STATEMENT OF REASONS IF ONE HAS BEEN SUBMITTED WITH THE NOTICE OF INTENT.]

STEP 6: INSERT THE FOLLOWING LANGUAGE in 12 point type:

NOTICE TO THE PUBLIC THIS PETITION MAY BE CIRCULATED BY A PAID OR VOLUNTEER SIGNATURE GATHERER. YOU HAVE THE RIGHT TO ASK FOR IDENTIFICATION.

STEP 7: CREATE SIGNATURE BOX, INDENTICAL TO PETITION SAMPLE (CAEC §§ 101, 9020, 9201)

- Signature box should be numbered consecutively starting with number one (1).
- Include space for voter's printed name, signature, residence address, city and zip code.

• Include at least one inch after each name for use by the Department of Elections' staff. (CAEC §§ 101, 9020, 9201)

STEP 8: INSERT THE DECLARATION OF CIRCULATOR (CAEC §§ 102, 104, 9022, 9261)

A declaration of the petition circulator must be included following the end of the petition signature box. Each blank in the declaration must be completed in circulators own handwriting and signed by circulator.

A Declaration of the Petition Circulator must include:

- The printed name of the circulator;
- The residence address of the circulator at the time of the signing of the declaration, including the street number or, if no street number exists, enough information so that the Department of Elections can readily determine the location;
- The circulator's statement that he or she circulated that section of the petition and witnessed the signatures;
- The circulator's statement that he or she is 18 years or older
- The dates between which the circulator obtained all the signatures on the petition.
- The circulator's statement that, on his or her information or belief, each signature is the genuine signature of the person whose name it purports to be; and
- The circulator's certification as to the truth and correctness of the declaration, signed under penalty of perjury. The circulator must include his or her given name and middle name or initial, and must indicate the date and place of signing the declaration.

IV. PETITION CIRCULATORS

A. The proponent(s) of an initiative measure are required to ensure that any person, company, or other organization who solicits signatures to qualify the proposed initiative measure, whether they are paid or volunteers, receives instruction on the requirements and prohibitions imposed by state law with respect to the circulation of petitions and the gathering of signatures. Such instructions must emphasize the prohibition of the use of signatures on an initiative petition for a purpose other than qualification of the proposed measure for the ballot. (CAEC § 9607) The petition may be circulated by a number of individuals carrying separate, identical parts of the petition called sections. Each petition circulator who obtains signatures must complete the attached declaration to the petition. Preprinted dates or generalized dates, other than the particular range of dates during which the petition section was actually circulated, are not allowed (Assembly v. Deukmejian 30 Cal.3d 638, 653 (1982)). The declaration must be signed under penalty of perjury under the laws of the State of California. It need not be sworn before a notary public or other officer authorized to administer oaths, but must include the circulator's signature, date, and place of signing (Cal. Civ. Proc. Code Section 2015.5).

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Prior to allowing a person to circulate an initiative petition for signatures, the personal official, or other organizational officer who is in charge of signature gathering shall submit to the proponent(s) a signed statement that reads as follows (see Attachmen 9609):	l execute and
I,, acknowledge that it is a misdemeanor under state law (Sec 18650 of the Elections Code) to knowingly or willfully allow the signature an initiative petition to be used for any purpose other than qualification of proposed measure for the ballot. I certify that I will not knowingly or will allow the signatures for this initiative to be used for any purpose other qualification of the measure for the ballot.	es on of the fully
(Signature of Official)	
Dated this day of) <u> </u>
This statement shall be kept on file by the proponent(s) for not less than eight mor certification of the results of the election for which the petition qualified or, if the not qualify, eight months after the deadline for submission of the petition to elections. Failure to comply with this section shall not invalidate any signatures on a state or lopetition. In addition, all <u>paid circulators</u> shall execute and submit to the person, company office.	measure did s officials. ocal initiative icial, or other
organizational officer who is in charge of signature gathering a signed statement soliciting signatures on an initiative petition, that reads as follows (see Attachment 9610):	ent, prior to t 5; CAEC §
I,, acknowledge that it is a misdemeanor under state law (Section 18650 of the Elections Code) to knowingly or willfully allow the signatures on an initiative petition to be used for any purpose other than qualification of the proposed measure for the ballot. I certify that will not knowingly or willfully allow the signatures for this initiative to be used for any purpose other than qualification of the measure for the ballot.	w er I o
(Signature of Paid Circulator)	
Dated this day of, 20	

Revised: 4/14/2014 Page 7 This statement shall be kept on file by the person, company official, or other organizational officer who is in charge of signature gathering for not less than eight months after the certification of the results of the election for which the petition qualified or, if the measure did not qualify, eight months after the deadline for submission of the petition to elections officials. This section does not apply to unpaid circulators.

Failure to comply with this section shall not invalidate any signatures on a state or local initiative petition.

B. Petition Circulator Identification Requirements

Upon request, the Elections Department will provide to any petition circulator or person in charge of petition circulators badges, indicating whether a circulator is paid or is a volunteer. Any person who intentionally fails to wear the appropriate badge is guilty of an infraction. (MEC § 335) In addition, upon request by any person, petition circulators must disclose the names of the proponents of the petition. (MEC § 335)

V. GATHERING SIGNATURES

CAEC §§ 100, 9207, 9208, 9209; MEC § 300(c)

How much time does the proponent have to gather signatures and submit the initiative petition?

The initiative proponent has a <u>maximum</u> of **180 days** from the date of receipt of the title and summary. (CAEC § 9265) The proponent may begin circulating the petition as soon as he or she publishes the *Notice of Intent to Circulate an Initiative Petition* and the City Attorney title and summary. (CAEC §§ 9207, 9256)

In order for an initiative Charter Amendment to be put on the ballot, the petition must be submitted **no later than 120 days** before the election. If the petition is submitted after that date, but within 180 days from the date of receipt of the title and summary, and if the petition has sufficient valid signatures, the proposed measure will be placed on the ballot at a later election. (MEC § 300(c))

Who may circulate a local initiative petition?

Any person who is 18 years or older may circulate a petition to place an initiative Charter Amendment on the San Francisco ballot. (CAEC §§ 102, 9261

Who may sign an initiative petition?

Any eligible registered voter in San Francisco may sign a petition to place an initiative Charter Amendment on the San Francisco ballot. (CAEC § 100)

May a circulator register a person to vote and at the same time obtain that person's signature on an initiative petition?

Yes. As long as the voter registration card is received and processed by the Department of Elections on or before submission of the initiative petition, the petition signature is valid. (CAEC § 2102 (b)) The Department recommends that the circulator keep a small supply of voter registration cards on hand to register anyone who wishes to sign the petition. If the completed voter registration cards are turned in before the petitions are submitted, please advise the Department that voter registration cards are from voters who have signed a petition so that the information will be entered into the database immediately. NOTE: The proponent is responsible for training his/her circulators on proper registration steps. (Refer to Proponent Guidelines to Registration Drives on page 10)

What if a voter has moved within the city and does not remember if he or she has updated their registration?

As instructed in the previous paragraph, it is recommended that the circulator have voter registration cards on hand to have the voter complete a new voter registration card to update their information.

What if a voter wants to sign an initiative petition but is unable (due to a disability or other reason) to personally complete and sign the petition?

The voter may request another person to print the voter's name and residence information on the initiative petition, but the voter must personally mark or sign the petition, and the mark or signature must be witnessed by another person. The witness must also sign the petition to indicate that the witness in fact witnessed the mark or signature. (CAEC § 100.5)

May a person who signs an initiative petition withdraw her or his signature?

Any voter may withdraw his or her signature by filing a written request with the Department of Elections prior to the day the petition is filed. Once the petition is filed, **no** signatures may be withdrawn. (CAEC §§ 103, 9264, 9602; S.F. Charter § 14.104)

Who may file a petition?

Only the proponent, or a person authorized in writing by the proponent, may file the petition. (CAEC § 9265) The petition must be filed with the Director of Elections.

Can the proponent turn in sections of the petition on a rolling basis, until reaching the required number of signatures?

No. The proponent must turn in all sections of the petition at one time. Once a petition is filed, the Department of Elections cannot accept additional petition sections. (CAEC § 9265)

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VI. Proponent Guidelines to Registration Drives

- 1. Each person or entity that pays individuals to register voters shall withhold payment unless the information required by Section 2159 has been affixed personally on the affidavit in the handwriting of the individual. (CAEC § 2159.5)
- 2. Each person or entity that pays individuals to register voters shall, at the time of submission of voter registration affidavits to the elections official, identify and separate affidavits that do not comply with certain legal requirements. The person or entity shall attach a signed acknowledgement to each group of affidavits identifying whether the group is in compliance. (CAEC § 2159.5)
- 3. Any person or entity that agrees to pay individuals to register voters by receiving the completed affidavit of registration who fails to comply with CAEC Section 2159.5 shall be guilty of a misdemeanor and punishable by a fine of up to \$1,000, or imprisonment up to one year, or both. (CAEC §18108.5)
- 4. Persons who are paid to register voters must sign the voter registration affidavit and provide his or her full name, telephone and address, and the name and contact information for the individual or entity that pays for the completed registrations. (CAEC § 2159.5) Failure to comply with these requirements may result in a criminal fine of up to \$1,000 or imprisonment of up to one year or both. (CAEC §18108(a)) Repeated failure to comply with these requirements may result in a criminal fine of up to \$10,000, imprisonment of up to one year, or both. (CAEC §18108(b))
- No voter registration card shall be altered, defaced, or changed in any way, other than by the insertion of a mailing address and the affixing of postage, if mailed, or as otherwise specifically authorized by the Secretary of State, prior to distribution of the cards. (CAEC §2162)
- 6. No affidavit of voter registration shall be marked, stamped, or partially or fully completed by any person other than the registrant or by a person assisting the registrant at his or her request. (CAEC §2162)
- 7. Any person who willfully causes, procures, or allows himself or herself or any other person to be registered as voter, knowing that he or she or that other person is not entitled to register, is punishable by imprisonment for up to three years. (CAEC §18100)
- 8. Any elections official or deputy elections official who knowingly registers a nonexistent person, knowingly registers a person under a false name or address, or knowingly registers a person who is ineligible to register is punishable by imprisonment up to three years. (CAEC §18102)
- 9. Any person who knowingly or negligently interferes with the transfer of a completed affidavit of registration to the county election official, or retains a completed affidavit without the voter's consent for more than three days or after the close of registration, or denies a voter the right to return the voter's own completed affidavit, is guilty of a misdemeanor punishable by fine up to \$1,000. (CAEC §18103)

- 10. Any deputy registrar of voters who knowingly neglects or refuses to return affidavits of registration as required by the CAEC is guilty of a misdemeanor. The county election official shall report to the district attorney, under oath, the names of any deputies who have failed to return affidavits. (CAEC §18104)
- 11. Any person who, without the consent of the registrant, willfully causes the completion, alteration, or defacement of the registrant's party affiliation shall be punishable by imprisonment for up to three years. (CAEC §18106)
- 12. Individuals and organizations that register voters must deliver the executed affidavits to the county elections official or deposit the affidavits in the mail within three days of receipt of the executed affidavit (excluding weekends and holidays). (CAEC § 2138)
- 13. The elections official shall report to the District Attorney the name of any deputy registrar of voters who fails to comply with specified registration procedures. (CAEC § 2140)

VII. <u>IMPROPER SIGNATURES GATHERING</u>

CAEC §§ 18600, 18601, 18602, 18603

What happens if a circulator intentionally misrepresents concerning the contents of the petition?

Any person circulating or having charge or control of the circulation of, or obtaining signatures to, any state or local initiative, referendum or recall petition, intentionally misrepresents or intentionally makes any false statement concerning the contents, purport or effect of the petition to any prospective signer, is guilty of a misdemeanor. (CAEC § 18600 (a))

What happens if a circulator intentionally circulates any false statement concerning an initiative?

Any person willfully and knowingly circulates any false statement or misrepresentation concerning the contents, purport or effect of any state or local initiative, referendum, or recall petition for the purpose of obtaining any signature to, or persuading or influencing any person to sign, that petition, is guilty of a misdemeanor. (CAEC § 18600 (b))

What happens if a circulator falsifies their status as paid signature gatherer or volunteer?

Any person circulating any state or local initiative intentionally makes any false statement in response to any inquiry by any voter as to whether he or she is a paid signature gatherer or a volunteer is guilty of a misdemeanor. (CAEC § 18600 (c))

Can a circulator deny a prospective signer from reading the measure?

No. Any person working for the proponent or proponents of an initiative or referendum measure or recall petition that refuses to allow a prospective signer to read the measure or petition is guilty of a misdemeanor. (CAEC § 18601)

Can a circulator of a statewide initiative or referendum prevent a prospective signer from viewing the summary of the measure?

No. Any person working for the proponent or proponents of a statewide initiative or referendum measure who covers or otherwise obscures the summary of the measure prepared by the Attorney General from the view of a prospective signer is guilty of a misdemeanor. (CAEC § 18602)

Can a circulator offer prospective signers monetary incentives to sign the petition?

No. Every person who offers or gives money or other valuable consideration to another in exchange for his or her signature on a state, county, municipal, or district initiative, referendum, or recall petition is guilty of a misdemeanor. (CAEC § 18603)

VIII. VERIFICATION OF SIGNATURES

How long will it take to determine whether there are enough signatures to qualify the proposed Charter amendment for the ballot?

Within 30 days from the date of filing (excluding Saturdays, Sundays and holidays), the Department of Elections will notify the initiative proponent whether the proposed measure qualifies for the ballot. If the measure qualifies — if the petition contains a sufficient number of valid signatures — the Director of Elections will certify the results to the Board of Supervisors. (CAEC §§ 9114, 9115, 9266; MEC § 300(c))

<u>NOTE:</u> The Department of Elections strongly encourages initiative proponents to separate petition sections into groups with ten (10) signatures per page, nine (9) signatures per page, etc. This will facilitate signature verification and certification of results.

Does the Department of Elections verify every signature on the petition?

The California Elections Code provides that if a petition contains more than 500 signatures, the Department of Elections may use a random sampling technique to verify petition signatures. (CAEC §§ 9115, 9266) The sampling technique is described in detail in California Administrative Code sections 20520-20540 (2 C.C.R. §§ 20520-40). The random sample must be drawn so that each petition signature is given equal opportunity to be included in the sample. The random sampling shall include an examination of at least 500, or 3 percent of the signatures, whichever is greater. (CAEC §§ 9115, 9266)

Random Sample Example:

- 1. 50,000 signatures are submitted in which 45,000 valid signatures are needed to qualify
- 2. 3% of 50,000 signatures= 1,500 signatures to be checked for validity
- 3. If 750 signatures are found to be invalid out of the 1500 random sampling, then only 50% of the signatures were valid
- 4. The 50% validity rate would be applied to the total submission of 50,000 signatures
- 5. 25,000 signatures are deemed valid under the random sampling rule

Submitted	Random Sample	Verify	If 50% correct =
50,000 signatures	3% = 1,500	1,500 signatures	25,000

What are the reasons for determining that a petition signature is invalid?

The California Elections Code imposes strict rules governing verification of petition signatures. For example, a petition signature is invalid and cannot be counted if:

- The signer is not a registered voter in the City and County of San Francisco;
- The signer does not provide a San Francisco residence address on the petition;
- The residence address provided on the petition is different from the residence address listed on the signer's Voter Registration Card;
- The residence address provided on the petition is a post office box or mail drop;
- The signature on the petition does not match the signature on the Voter Registration Card;
- A person other than the signer pre-printed the signer's address on the petition; and
- The petition circulator failed to complete or sign the affidavit portion of the petition.

Note: The Department of Elections recommends that all initiative proponents consult an attorney concerning the validity of petition signatures.

Duplicate Signatures on a Random Sample

Duplicate signatures are weighted more heavily than other types of invalid signatures and, therefore, count more heavily against the total number of valid signatures.

If within the 3% of the signatures being verified, the petition is found to contain "duplicate" signatures (invalid) the weight of the duplicate signatures and how that value is counted against the number of valid sample signatures is determined by a formula set forth by the Secretary of State. It is therefore very important for Circulators to ask the voter if he/she has already signed a petition for the same office, trying to limit the number of duplicate signatures because of the penalty they incur. (CAEC § 20531)

IX. SUBMISSION OF PROPOSED CHARTER AMENDMENTS TO THE VOTERS

If the initiative petition contains a sufficient number of signatures to qualify for the ballot, when will the measure be submitted to the voters?

If an initiative petition conforms to all legal requirements, contains a sufficient number of valid signatures, and is submitted to the Department of Elections on or before <u>120 days prior to election</u>, the measure will qualify for the ballot. (S.F. Charter § 14.101; MEC § 300 (c)) If the proponent submits the petition after <u>120 days</u> but within the 180-day period for gathering signatures, the measure will be submitted to the voters at a future election.

How many votes does it take to adopt a Charter Amendment?

In most cases, a simple majority (50% of the total number of votes cast on the measure plus one) is required to adopt a Charter Amendment. (Cal. Const., Art. 11, § 3)

If adopted by the voters, when will the Charter Amendment become effective?

Charter Amendments go into effect when the Amendment is filed by the California Secretary of State. (CA Gov't Code §§ 34459, 34460; MEC § 380)

What if the voters adopt two conflicting Charter Amendments at the same election?

If two or more ballot measures that concern the same subject matter are adopted by the voters at the same election, and if there is a conflict between provisions of these measures, then the provisions of the measure receiving the greatest number of votes would go into effect. In case two or more measures adopted at the same election have conflicting provisions and are tied for the highest vote, they shall be resubmitted at the next ensuing general election. (CA Const., Art. 11, § 3; MEC § 360)

X. <u>BALLOT SIMPLIFICATION COMMITTEE DIGEST, VOTER INFORMATION PAMPHLET & ARGUMENTS FOR AND AGAINST PROPOSED MEASURES</u>

A. The Ballot Simplification Committee Digest

San Francisco's Ballot Simplification Committee (BSC) reviews and writes a digest for each local measure placed on the San Francisco ballot. The digests are printed in the Voter Information Pamphlet, which is mailed to all registered voters in advance of the election.

The BSC digest consists of four subsections:

- (1) The Way It Is Now;
- (2) The Proposal;
- (3) A "Yes" Vote Means; and
- (4) A "No" Vote Means.

The digest may not exceed 300 words unless the BSC determines that the complexity or scope of the proposed measure requires a longer digest. The BSC must draft the digest using language as close to the eighth-grade reading level as possible. (MEC § 515)

It is the responsibility of the BSC to ensure that the digest informs voters of the character and purpose of a proposed measure in a fair and impartial manner. See Horneff v. City and County of San Francisco, 110 Cal. App. 4th 814, 823 (2003); Brennan v. Board of Supervisors, 125 Cal.App.3d 87, 92-93 (1981). The digest must explain the primary purposes and points of the measure, but it need not include auxiliary or subsidiary information. In addition, the digest may not contain false or misleading information and may not be argumentative or likely to create prejudice for or against the measure.

The BSC conducts its work in public meetings, adheres to applicable open meeting laws, and to the extent possible, provides at least one-week's advance notice of any meeting. (MEC § 620) Specific notice of BSC meetings is provided to the Mayor, the Board of Supervisors, the official proponents of any initiative measure, and any other person who has notified the Director of Elections of his or her interest in a measure.

The BSC must complete its work and file with the Director of Elections a final digest for each measure no fewer than 85 days before the election. (MEC § 610) (These digests are available for further public review for ten calendar days starting at noon 84 days before the election) Following the submission of the digests to Department of Elections, there will be a period for public inspection lasting ten calendar days. (CAEC §§ 9295, 13313) During that ten-day period, any San Francisco voter may seek a writ of mandate or an injunction requiring that the digest be amended or deleted.

A court may order an amendment to a digest prepared by the BSC only if a plaintiff can demonstrate by clear and convincing evidence that the digest is false, misleading or fails to include a "chief point or purpose of the measure." *Horneff*, 110 Cal. App. 4th at 822; CAEC § 9295. "Within certain limits, what is and what is not an important provision is a question of opinion. Within those limits the opinion of the Ballot Simplification Committee should be accepted by [the reviewing] court." *Horneff*, 110 Cal. App. 4th at 823, (*quoting Brennan*, 110 Cal.App.4th at 92). For this reason, a court may not substitute its opinion for that of the BSC merely because a digest could be more complete or comprehensive.

B. Ballot Title, Ballot Question and Financial Analysis

The Director of Elections shall determine the letter designation for each measure (MEC § 505), the City Attorney prepares the question that is printed on the ballot for each measure (MEC § 510), and the Controller prepares a financial analysis of each measure (MEC § 520). The City Attorney and the Controller must complete their work and file the ballot questions and financial analyses with the Director of Elections no fewer than 85 days before the election. These materials are available for public review for ten calendar days immediately following the filing deadline for submission of digests with the Department of Elections. (CAEC §§ 9295, 13313) During that ten-day period, any San Francisco voter may seek a writ of mandate or an injunction to amend or delete the material on the grounds that the material is false, misleading or inconsistent with the purposes of the voter pamphlet.

C. Submission and Publication of Arguments For and Against Proposed Ballot Measures; Rebuttals

San Francisco's Voter Information Pamphlet includes arguments for and against local ballot measures. In most cases, proponents of initiative measures have the opportunity to publish in the Voter Information Pamphlet, free of charge, an argument in support of the initiative measure. In order to be published, proponent and opponent ballot arguments must be submitted to the department **no later than noon** on the 82nd day prior to the election. (MEC § 535) Upon receipt of arguments for and against a ballot measure, the Department of Elections shall send copies of both to the persons whose arguments have been selected. Each person may submit a rebuttal argument not to exceed 250 words. The rebuttal argument must be submitted to the Department of Elections **no later than noon** on the 78th day prior to the election. (MEC § 535) For more information about ballot arguments, please refer to the Department of Elections' *Ballot Argument Guide*.

XI. CAMPAIGN FINANCIAL DISCLOSURE AND OTHER REQUIREMENTS

A. Campaign Financial Disclosure

State and local law regulate money raised and spent to qualify, support or oppose ballot measures. Anyone who raises or spends \$1,000 or more to qualify an initiative measure for the San Francisco ballot, or to support or defeat a San Francisco ballot measure, must file campaign financial disclosure statements with the San Francisco Ethics Commission. (Cal. Gov't Code §§ 82013, 84101, 84200 *et. seq.*; S.F. Charter § C3.699-11; S.F. Campaign & Governmental Conduct Code § 1.113)

Section 1.113 of the S.F. Campaign & Governmental Conduct Code requires committees that have raised or spent funds to support or oppose a measure during the signature-gathering period to file campaign financial disclosure documents with the San Francisco Ethics Commission. Committees subject to this requirement include: committees primarily formed to support or oppose the measure, general purpose recipient committees that are the proponents of the measure, and committees making independent expenditures of \$1,000 or more to support or oppose the measure. These committees must file campaign financial disclosure statements reporting their contributions and spending from the date that the proponent(s) or their agent(s) begin to circulate the petition until the end of the circulation period. The committees must file statements on the 20th day of each month (covering the committee's activities in the first 15 days of the month), and on the 5th day of each month (covering activities in the last half of the previous month).

In addition, within 24 hours of the first date that a petition is circulated for signatures, the proponent(s) must notify the Ethics Commission by e-mail or facsimile that they have begun to circulate the petition.

Further details regarding the forms that must be used to comply with Section 1.113 are available on the Ethics Commission's website at http://www.sfethics.org. You may also call the Ethics Commission at (415) 252-3100 with any questions or concerns regarding this reporting requirement, or any other campaign financial disclosure requirements.

B. Campaign Signs

Both state and local law regulate the posting of political signs and distribution of handbills on public property. Copies of San Francisco's Sign Ordinance (S.F. PWC Art. 5.6, § 184.56-185.68, and Art. 5.7, § 184.69-184.78), and material from the California Department of Transportation concerning the California Outdoor Advertising Act are available at the Department of Elections. For more information about posting political signs on public property, please contact the San Francisco Department of Public Works at (415) 554-5810, or the California Department of Transportation at (916) 651-9378.

XII. IMPORTANT POINTS

- California law prohibits the use of signatures, names and addresses gathered on initiative petitions for any purpose other than to qualify the initiative measure for the ballot. This means that the petitions cannot be used to create or add to mailing lists or similar lists for any purpose, including fundraising or requests for support. Any such misuse constitutes a crime under California law. CAEC§ 18650; Bilofsky v. Deukmejian (1981) 124 Cal.App.3d 825, 177 Cal.Rptr. 621; 63 Ops.Cal.Atty.Gen.37 (1980)
- Please refer to California Election Code 100, 101, 104, 9008, 9009, 9013, 9021, and 9022 for appropriate format and type consideration in printing, typing and otherwise preparing your initiative petition for circulation and signatures
- For campaign disclosure requirements, direct your questions to the **San Francisco Ethics Commission**. They are located at 25 Van Ness Avenue # 220, San Francisco, CA 94102; and can be reached at (415) 252-3100.
- When writing or calling the Department of Election, provide the official title of the initiative, which was prepared by the City Attorney. Use of this title will assist elections staff in referencing the proper file.
- When a petition is presented to the Department of Elections for filing by someone other than the proponent, the required authorization shall include the name or names of the persons filing the petition.
- When filing the petition with the Department of Election, please provide 4 blank petitions for elections official use

XIII. SAMPLE DOCUMENT CHECKLIST FOR BALLOT INITIATIVES

	ase check √ one.
†□	Charter Amendment
†□	Ordinance
† □	Declaration of Policy

City & County of San Francisco Department of Elections



Proponent (s):	
Address:	
Phone:	Fax:
Organization:	
Contact Person:	
Phone:	Fax:
Unofficial title	(for identification only):

FOR OFFICE USE ONLY

Date Submitted:	*All of the following must be filed at the same time:
	*Text of the measure
	*Request for the City Attorney to prepare a ballot title and summary
	*Notice of Intent to Circulate an Initiative Petition signed by at least one, but no more than three proponents.
	*\$200 filing fee (refundable if, within one year of the date of filing the notice of intent) Original receipt must be given to the proponent and copy of receipt in file.
	Receipt number: Cash/Check#:
	Petition In Lieu of \$200 Filing Fee: <u>DO NOT</u> date stamp, Request for Title and Summary until all signatures are verified. Verification process is 7 days to:
	Proponent may remedy deficiency within 7 days to:
	*(Optional) A written statement of not more than 500 words, setting forth the reasons for the proposed petition.
	*Signed statement by Proponent pursuant to CAEC 9608 acknowledging the misuse of petition signatures.

REQUEST FOR CITY ATTORNEY TITLE AND SUMMARY

(date)

John Arntz	\sim
Director San Francisco Department of Elections	
City Hall, Rm. #48	
1 Dr. Carlton B. Goodlett Place	
San Francisco, CA 94102	$\mathcal{N}_{\mathcal{L}}$
Dear Mr. Arntz:	
Enclosed is the draft text of a proposed to the voters of the City and County of copy be forwarded to the City Attorney	Charter Amendment to be submitted San Francisco. We request that a
copy be forwarded to the City Attorney may be prepared.	so that a ballot title and summary
Please send the title and summary to:	
Name:	
Address:	
City:	Zip Code:
3/04	
If you have any questions, please call n	ne at: (days) or
nights & we	eekends).
Since	rely,
\	

NOTICE OF INTENT TO CIRCULATE PETITION

NOTICE OF INTENT TO CIRCULATE PETITION Notice is hereby given by the persons whose names appear hereon of intention to circulate the petition within the City and County of San	of their
Francisco for the purpose of	
A statement of the reasons of the proposed action as contemplat petition is as follows (optional, maximum of 500 words):	ed in the
NAME OF PROPONENT (PRINTED) PROPONENT'S (SIGNATURE)	DATE
NAME OF PROPONENT (ORTIONAL) PROPONENT'S (SIGNATURE)	DATE
NAME OF PROPONENT (OPTIONAL) PROPONENT'S (SIGNATURE)	DATE

SIGNED STATEMENT

$\langle \gamma \rangle$	
I,	dge that it is
Print Name	
a misdemeanor under state law (Section 18650 of the Elections	s Code) to
knowingly or willfully allow the signatures on an initiative peti	tion to be
used for any purpose other than qualification of the proposed m	neasure for
the ballot. I certify that I will not knowingly or willfully allow	the signatures
for this initiative to be used for any purpose other than qualifica	ation of the
measure for the ballot.	
Signature	Date
Please check v one:	
↑ Proponent	
↑ Authorized Official	
† ⊓ Circulator	

Attachment 5

NOTE: THIS IS A SAMPLE FORM TO BE RECREATED BY THE PROPONENT

PETITION IN LIEU OF FILING FEE FOR NOTICE OF INTENTION TO CIRCULATE INITIATIVE PETITION

We, the undersigned registered San Francisco voters, petition the Director of Elections to waive the filing fee for the following proposed initiative **charter amendment**:

Notice of Intention to Circulate Petition

Notice is hereby given by the persons whose names appear hereon of their intention to circulate the petition within the City and County of San Francisco for the purpose of (*insert purpose of measure*). A statement of reasons of the proposed action as contemplated in the petition is as follows:

A 500-word statement outlining the reasons for the proposed petition may be printed here. The statement is **optional**. The notice shall contain the printed name of at least one, but not more than three, proponents. (CAEC § 9202 (a)) The Notice of Intent and optional statement should not be less than 8-point font.

NOTICE TO THE PUBLIC

THIS PETITION MAY BE CIRCULATED BY A PAID SIGNATURE GATHERER OR A VOLUNTEER. YOU HAVE THE RIGHT TO ASK.

Use Pen Only -- PLEASE PRINT ALL INFORMATION EXCEPT SIGNATURE

Print in 12-point type, prior to the portion for voters' signatures. (CAEC § 101)

Official Use Only

1.			>
	Print Name	Residence Address ONLY	
	Sign as registered to vote	City	
2.			
	Print Name	Residence Address ONLY	
	Sign as registered to vote	City	
3.			
	Print Name	Residence Address ONLY	
	Sign as registered to vote	City	
l,	(Print Name of Circulator)	, am 18 years or older.	BE ENTERED BY CLERK – AFTER VALIDATION Le # Valid – This Section By Deputy I I
wy residend	ce address is:	(Addre	ess, city, state, zip)
the best of r		sed each of the appended signatures being written e signature of the person whose name it purports to and I declare under penalty	o be. All signatures on this document
State of Cal	ifornia that the foregoing is true and	correct.	
Executed on:	(Month and day), (Year)	(Place of signing)	
	(1ear)	(Face of signing)	
		(Circulate	or's Signature)

PETITION FOR SUBMISSION TO VOTERS OF PROPOSED AMENDMENT TO THE CHARTER OF THE CITY AND COUNTY OF SAN FRANCISCO

The City Attorney has prepared the following title and summary for the chief purpose and points of the proposed measure:

INSERT HERE: EXACT WORDING IN CITY ATTORNEY'S TITLE & SUMMARY (In Roman boldface type, no smaller than 12-point font)

To the Board of Supervisors of the City and County of San Francisco:

We, the undersigned, registered and qualified voters of the State of California, residents of the City and County of San Francisco, pursuant to Section 3 of Article XI of the California Constitution and Chapter 2 (commencing with Section 34450) of Part 1 of Division 2 of Title 4 of the Government Code, present to the Board of Supervisors of the city and county this petition and request that the following proposed amendment to the charter of the city and county be submitted to the registered and qualified voters of the city and county for their adoption or rejection at the next statewide general, statewide primary, or regularly scheduled municipal election date pursuant to Section 1200, 1201, or 1301. CAEC § 9260

The proposed charter amendment reads as follows: First.

Print Name

Print Name

6.

Sign as registered to vote

Sign as registered to vote

INSERT HERE

Full text of the proposed amendment in no less than 10 point type

Notice of Intent to Circulate Petition

Notice is hereby given by the persons whose names appear hereon of their intention to circulate the petition within the City and County of San Francisco for the purpose of [INSERT Purpose of measure]. A Statement of Reasons of the proposed action as contemplated in the petition is as follows: [INSERT optional 500 word statement of reasons if one has been submitted with the Notice of Intent].

NOTICE TO THE PUBLIC

THIS PETITION MAY BE CIRCULATED BY A PAID SIGNATURE GATHERER OR A VOLUNTEER. YOU HAVE THE RIGHT TO ASK. (No smaller than 12-point font)

Use Pen Only -- PLEASE PRINT ALL INFORMATION EXCEPT SIGNATURE

Print Name Residence Address ONLY Zip Sign as registered to vote 2. Print Name Residence Address ONLY Sign as registered to vote 3. Residence Address ONLY Print Name Sign as registered to vote City Zip 4. Print Name Residence Address ONLY Sign as registered to vote City Zip

Residence Address ONLY

Residence Address ONLY

Zip

EP'

Official Use Only

STEP

NOTE: THIS IS A SAMPLE FORM TO BE RECREATED BY THE PROPONENT

PETITION FOR SUBMISSION TO VOTERS OF PROPOSED AMENDMENT TO THE CHARTER OF THE CITY AND COUNTY OF SAN FRANCISCO

The City Attorney has prepared the following title and summary for the chief purpose and points of the proposed measure:

INSERT HERE: EXACT WORDING IN CITY ATTORNEY'S TITLE & SUMMARY (In Roman boldface type, no smaller than 12-point font)

NOTICE TO THE PUBLIC

THIS PETITION MAY BE CIRCULATED BY A PAID SIGNATURE GATHERER OR A VOLUNTEER. YOU HAVE THE RIGHT TO ASK. (No smaller than 12-point font)

City

Residence Address ONLY

Zip

Use Pen Only -- PLEASE PRINT ALL INFORMATION EXCEPT SIGNATURE

Print Name

Sign as registered to vote

8.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
9.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
10.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
11.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
12.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
13.					
	Print Name	Residence Address ONLY			
	Sign as registered to vote	City Zip			
TO BE ENTERED BY CLERK – AFTER VALIDATION Date # Valid – This Section By Deputy I I I					
	(to be completed in Circulator's own handw	riting after above signatures have been obtained)			
l,	Print Na me of Circulator	18 years or older.			
My residence	e address is:				
Wiy residence	, dadress is	(Address, city, state, zip)			
I circulated this section of the petition and witnessed each of the appended signatures being written. Each signature on this petition is, to the best of my information and belief, the genuine signature of the person whose name it purports to be. All signatures on this document were obtained between the dates of and I declare under penalty (Month, day, year)					
	der the laws of the State of California that the foreg				
Executed on	:, at	(Place of signing)			
		(Circulator's Signature)			

Official Use Only