10/27/98 Louise Miller Dwight Pelz Maggi Fimia Larry Gossett Larry Phillips Cynthia Sullivan Rob McKenna **Greg Nickels** an Chris Vance clerk 11/10/98 Introduced By: Jane Hague Proposed No.: 98-046 ORDINANCE NO. 13320 AN ORDINANCE relating to lobbyist disclosure; requiring the registration of lobbyists and the reporting of lobbying activity; and prescribing penalties. BE IT ORDAINED BY THE COUNCIL OF KING COUNTY: PREAMBLE: The council supports the constitutional right of the people to petition their government for the redress of grievances and to freely express their opinions on legislation and issues, and hereby reaffirms its obligation to hear the requests and opinions of all people, and to preserve and maintain the integrity and accessibility of the legislative processes. The council recognizes that groups of citizens may choose one among them to present their views and, because of the amount and complexity of the proposed legislation, may employ persons knowledgeable in the legislative process to present their views. Such activities are proper methods for expressing the opinions of a group of citizens. The council also recognizes that such activities must be carried out openly so that other citizens are aware of the opinions and requests made in this manner. Legislative decisions can more fully reflect the interests of the broadest crosssection of the people only if the opinions expressed by citizens are known and debated, and if the representatives of citizens or groups are identified and their expenditures and activities are regularly disclosed.

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government process and citizen participation in that process. The execution of this

legislation must be carried out in a manner that will not discourage the broadest

The intent of the council in enacting such legislation is to encourage an open

citizen participation or dissuade individuals from representing their own self interest.

The council believes that the operation of King County government relies on a close working relationship between the employees of King County and the council. Accordingly, open communication between the employees of King County and the council is essential to the internal operation of county government.

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. Policy.

It is the policy of King County to encourage the full participation and expression of interest of all of the people of King County in the legislative process. The provisions of this ordinance shall be liberally construed to promote full disclosure of lobbying in order to protect the openness and integrity of the legislative process.

SECTION 2. Definitions.

For the purposes of this ordinance, certain terms are defined as follows:

- A. "Compensation" means anything of economic value, however designated, which is paid, granted or transferred, or is to be paid, granted or transferred for, or in consideration of, personal services to any person, except that minor incidental personal expenses, such as mileage, parking, meals, photocopying, telephone, and facsimiles for persons not employed or retained as lobbyists are not included in "compensation".
- B. "Council staff" means any person employed in the legislative branch of King County government.
- C. "County employee" means any individual who is appointed as an employee by the appointing authority of a county department, agency, or office. The term "county employee" also includes any person elected at a general or special election to any county elected office and any person appointed to fill a vacancy in any such office. The term "county employee" also includes members of county boards, commissions, committees or other multi-member county bodies established by ordinance or motion.

- F. "Gift" means the same as the definition of "gift" in the employee code of ethics, K.C.C. 3.04.017G.
- G. "Legislation" means any ordinance or motion that is proposed to be or is introduced before the council under the provisions of Sections 230 and 240 of the county charter or any other matter that may be the subject of action by the council or any of its committees and any ordinance or motion that, having been adopted by the council, is required to be presented for approval or veto by the executive provided that the following shall not be considered legislation for the purposes of this ordinance:
 - 1. Ordinances introduced on matters considered to be quasi-judicial under state law;
 - 2. Motions introduced to confirm or reject appointments by the executive; and
 - 3. Motions introduced to exercise the council's power of appointment or removal.
- G. "Lobby" and "lobbying" each mean attempting to influence, by communicating with councilmembers or council staff, the metropolitan King County council to develop, adopt, modify or reject legislation, or attempting to influence, by communicating with the executive or executive staff, the King County executive to approve or veto adopted legislation, or part thereof, presented to him or her.

For purposes of this ordinance the terms "lobby" and "lobbying" do not include any of the following:

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engaged, employed or utilized by such person to lobby.

2. The officers and employees of such person and/or any third party who is

- M. "Month" is a calendar month.
- N. "Person" includes an individual, partnership, joint venture, public or private corporation, association, federal, state or local governmental entity or agency however constituted, candidate, committee, political committee, political party, executive committee thereof, or any other organization or group of persons, however organized.
- O. "Polling" means contacting individuals or groups to determine or change their positions using telephone interviews, face to face interviews or focus groups.
- P. "Public relations" means any activity, and research to support such activity, that is intended to inform, educate, persuade or reinforce public opinion including, but not limited to, advertising, press conferences, editorial boards and speakers bureaus.
- Q. "Quarter" is a calendar quarter, i.e., January through March, April through June, July through September, and October through December.
- R. "Representatives of labor organizations" means any employee or designated spokesperson of a bargaining representative that represents county employees.

SECTION 3. Registration of Lobbyists.

- A. A lobbyist shall file a lobbyist registration statement for each of his or her lobbyist's employers. The lobbyist registration statement shall be filed with the department of information and administrative services within seven days after being employed or otherwise retained as a lobbyist. The lobbyist registration statement shall show, in such detail as shall be prescribed by rule:
- His or her name, permanent business address and, if the permanent business address is not in King County, any temporary address in King County;
 - 2. The name, address and occupation or business of the lobbyist's employer;
 - 3. The duration of his or her employment;
- 4. His or her compensation for lobbying, how much he or she is to be paid for expenses and what expenses are to be reimbursed;

- 5. Whether the person from whom he or she receives that compensation employs him or her solely as a lobbyist or whether he or she is a regular employee performing services for his or her employer which include, but are not limited to, lobbying;
 - 6. The general subject or subjects of his or her lobbying interest;
- 7. A written authorization from each of the lobbyist's employers confirming such employment;
- 8. The name and address of the person who will have custody of the accounts, bills, receipts, books, papers and documents required to be kept by Section 8 of this ordinance; and
- 9. If the lobbyist's employer is an entity, including, but not limited to, a business or trade association whose members include businesses, groups, associations, or organizations or which as a representative entity undertakes lobbying activities for businesses, groups, associations, or organizations, the name and address of each member of such entity, or person represented by such entity, whose fees, dues, payments or other consideration paid to such entity during either of the prior two years have exceeded five hundred dollars or who is obligated to or has agreed to pay fees, dues, payments or other consideration exceeding five hundred dollars to such entity during the current year.
- B. Whenever a termination or significant modification of the lobbyist's employment occurs, the lobbyist shall furnish full information regarding the same within seven calendar days of such termination or modification by filing with the department an amended registration statement.

<u>SECTION 4.</u> Exemption of Citizen Lobbyists

Persons who lobby without compensation or with compensation or other consideration limited to reimbursement for minor incidental personal expenses, such as mileage, parking, meals, photocopying, telephone, and facsimiles, for acting as a lobbyist shall be considered citizen lobbyists and shall be exempt from registration. The exemption contained in this section is intended to permit and encourage citizens of the county to lobby any councilmember or the executive without incurring

any registration or reporting obligation. Any person exempt under this section may at his or her option register and report under this ordinance.

SECTION 5. Exemption of Technical Experts.

It is understood that businesses may employ a specific person or persons as lobbyists. In addition, other employees of a business, or contracted experts, may have occasion to meet on an irregular basis with councilmembers or the executive or appear before public sessions of the council or its committees to provide information or expert testimony. Such other employees or contracted experts shall not be required to register or report under this ordinance provided they restrict their lobbying activities to no more than six days or parts thereof during any quarter, and provided further that appearing before public sessions of the council and committees of the council are not counted towards the six days. Any person exempt under this section may at his or her option register and report under this ordinance.

<u>SECTION 6.</u> Exemption of governmental officials, officers and employees.

Except for a person or persons specifically employed or otherwise retained by a government agency to lobby, elected officials, officers and employees of any local, state or federal government agency acting within the scope of their representation of or employment with such agency are not required to register or report under this ordinance.

SECTION 7. Exemptions of media persons.

News or feature reporting activities and editorial comment by working members of the press, radio or television and the publication or dissemination thereof by a newspaper, book publisher, regularly published periodical, radio station or television station shall be exempt from registration and reporting under this ordinance. Any person exempt under this section may at his or her option register and report under this ordinance.

SECTION 8. Reporting by Lobbyists.

A. Each lobbyist shall file a report with the department of his or her activities for each employer. Such reports must be signed by the lobbyist. The reports shall be made in the form and manner prescribed by the department. The department shall design the reporting forms to match as closely as reasonably possible the forms required for lobbyist reporting to the Washington state Public Disclosure Commission. The reports shall be filed within fifteen calendar days after the last day of the calendar quarter. The due dates for such reports are January 15, April 15, July 15 and October 15. The January report shall cover the preceding calendar year; the April, July and October reports shall each cover the preceding calendar quarter.

B. Each periodic report shall contain:

1. The totals of all expenditures for lobbying activities made or incurred by such lobbyist. The totals of all expenditures for lobbying activities made or incurred on behalf of such lobbyist by the lobbyist's employer or any other person with the lobbyist's knowledge. Such total expenditures for lobbying activities shall include the following: food and refreshments, entertainment and other expenses or services. The report shall specify the amount of the expenditure, the person to whom the amount was paid and a brief description of the activity. Notwithstanding the preceding, lobbyists are not required to report any expenses incurred for their personal travel or meals, telephone and any office expenses including rent and salaries and wages paid for staff and secretarial assistance;

documents necessary to substantiate the financial reports required to be made under this ordinance

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for a period of at least five years from the date of filing of the statement containing such items.

These accounts, bills, receipts, books, papers and documents shall be made available for inspection by the department during regular business hours.

C. Information supporting any activities which are required to be reported under this section is subject to audit by the department. However, the person subject to audit is not required to disclose information which is covered by the attorney-client privilege.

SECTION 10. Professional Grass Roots Lobbying Campaign.

- A. Any person who has made expenditures exceeding ten thousand dollars in the aggregate within any consecutive twelve month period or who knows he or she will expend ten thousand dollars within any consecutive twelve month period presenting a program addressed to the public which is specifically intended, designed or calculated to influence legislation that may be the subject of action by the council shall be required to register and report, as provided in subsection B of this section, as a sponsor of a professional grass roots lobbying campaign.
- B. Within seven days after becoming a sponsor of a professional grass roots lobbying campaign, the sponsor shall register by filing with the department a registration statement, as shall be prescribed by rule, showing:
- The sponsor's name, address and business or occupation, and, if the sponsor is not an individual, the names, addresses and titles of the controlling persons responsible for managing the sponsor's affairs;
- The name, address and business or occupation of all persons organizing and managing the grass roots lobbying campaign, or hired to assist the campaign, and the terms of compensation for all such persons;
- The name and address of each person contributing services or money with a value of one hundred dollars or more to the grass roots lobbying campaign;

- 5. The total of all expenditures made or incurred to date on behalf of the grass roots lobbying campaign, which totals shall be segregated according to financial category, including, but not limited to, the following: advertising segregated by media; telemarketing or polling; public relations; entertainment, including food and refreshments; office expenses, including rent, salaries and wages paid for staff and secretarial assistance, or the proportionate amount thereof paid or incurred for lobbying activities; consultants; printing and mailing expenses; and other expenditures as shall be prescribed by rule.
- C. Every sponsor who has registered under this section shall file quarterly reports with the department. The reports shall be filed for each calendar quarter and shall be due within fifteen days after the last day of the quarter covered by the report. The due dates for such reports are January 15, April 15, July 15 and October 15. The reports shall update the information contained in the sponsor's registration statement and in prior reports and shall show totals of expenditures made during the quarter, in the same manner as provided for in the registration statement.
- D. Each sponsor of a grass roots lobbying campaign shall obtain and preserve all accounts, bills, receipts, books, papers and documents necessary to substantiate the financial reports required to be made under this section for a period of at least five years from the date of filing of the statement containing such items. These accounts, bills, receipts, books, papers and documents shall be made available for inspection by the department during regular business hours. Should the sponsor be unable to maintain the financial records of the grass roots lobbying campaign, the sponsor may file the records, including all accounts, bills, receipts, books, papers and documents, with the appropriate county agency for preservation for five years.

E. Information supporting any activities which are required to be reported is subject to audit by the department. However, the person subject to audit is not required to disclose information which is covered by the attorney-client privilege.

SECTION 11. Employment of unregistered persons.

It shall be a violation of this ordinance for any person to employ for compensation or any consideration, or pay or agree to pay any compensation or consideration to, a person to lobby who is not registered under this ordinance except upon condition that such person register as a lobbyist as provided by this ordinance, and such person does in fact so register in conformance with Section 3 of this ordinance.

SECTION 12. Lobbyists' duties and restrictions.

A person required to register as a lobbyist under this ordinance shall also have the following obligations, the violation of which may subject the person, and the person's employer, if that employer willfully aids, abets, ratifies or confirms any such act, to civil penalties, as provided by this ordinance:

A. A person required to register as a lobbyist shall obtain and preserve all accounts, bills, receipts, books, papers and documents necessary to substantiate the financial reports required to be made under this ordinance for a period of at least five years from the date of the filing of the statement containing such items. These accounts, bills, receipts, books, papers and documents shall be made available for inspection by the department during regular business hours: provided, that if a lobbyist or sponsor is required under the terms of his or her employment contract to turn any records over to his or her employer, responsibility for the preservation of such records under this subsection shall rest with that employer;

- B. In addition, a person required to register as a lobbyist under this ordinance shall not:
 - 1. Engage in any activity as a lobbyist before registering as such;

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ordinance;

- E. Annually publish and disseminate a directory of lobbyists which sets forth the name, employer, if applicable, and telephone number of each lobbyist;
- F. Determine whether properly completed statements and reports have been filed within the times required by this ordinance;
- G. Prepare and publish an annual report to the council as to the effectiveness of this ordinance and its enforcement, provided that with the first annual report the executive shall include recommendations on whether the preparation of legislation by the executive branch and/or promulgating rules should be activities within the definition of "lobbying." These recommendations shall be based on a review of the questions by a task force established by the board of ethics;
- H. Review at least every five years the monetary reporting thresholds and penalties of this ordinance. The focus of this review shall include recognition of economic changes and any related changes promulgated by rule. Upon completion of its review, the department shall recommend to the council necessary changes, if any, to the monetary reporting thresholds and penalties of this ordinance;
- I. Adopt administrative rules to carry out the policies and purposes of this ordinance. The initial administrative rules shall be effective upon approval by the metropolitan King County council by motion. The department shall transmit the initial administrative rules for council approval within four months after the enactment of this ordinance. The department shall consult with an advisory group of citizens when preparing these initial administrative rules. Thereafter, the department shall adopt administrative rules pursuant to K.C.C. chapter 2.98;
- J. Prepare and publish such reports as in its judgment will address the purposes of this ordinance including reports and statistics concerning lobbying and enforcement of this ordinance;
- K. Audit the registrations and reports of lobbyists, sponsors of professional grass roots lobbying campaigns and lobbyists' employers;

L. Give a written warning for the first violation to any person registered under this ordinance who fails to file required statements and reports within the timelines established herein by certified mail, return receipt requested. Each subsequent violation after the initial warning has been given shall be assessed a late report filing fee of fifty dollars and an additional late fee of ten dollars per day for up to thirty days. Late fees shall be assessed by the department and may be appealed to the hearing examiner within thirty days of assessment.

SECTION 14. Complaints and Investigations.

- A. Complaints alleging a violation of any of the provisions of this ordinance shall be filed with the county auditor. Any such complaint shall be in writing, verified and signed by the complainant. The complainant shall describe the basis for the complainant's belief that this ordinance has been violated.
- B. Within twenty days of receiving a complaint meeting the requirements of subsection A of this section the auditor shall serve or mail, by certified mail, return receipt requested, a copy of the complaint to the person alleged to have violated this ordinance. Within forty days of receiving the complaint the auditor shall analyze the merits of the complaint to determine whether a full investigation is warranted. The auditor shall have the authority to issue an order dismissing the complaint, or specific sections of the complaint, if the complaint or specific sections of the complaint, as written, do not state facts upon which relief under this ordinance may be granted.
- C. If the auditor determines that a full investigation of the complaint is warranted, then the investigation shall be directed to ascertain the facts concerning the violation or violations of the ordinance alleged in the complaint and shall be conducted in an objective and impartial manner. In furtherance of such investigation the auditor is authorized to use the subpoena power to compel sworn testimony from any person and require the production of any records relevant or material to the investigation except information which is legally privileged.

- D. During the investigation, the auditor shall consider any statement of position or evidence with respect to the allegations of the complaint which the complainant or respondent wishes to submit.
- E. The results of the investigation shall be reduced to written findings of fact and a finding shall be made that there either is or is not reasonable cause for believing that the respondent has violated one or more provisions of the ordinance.
- F. If a finding is made that there is no reasonable cause, then the finding shall be served or mailed, by certified mail, return receipt requested, to the complainant and the respondent and the finding shall be final.

The original of the auditor's finding shall be filed with the clerk of the council.

- G. If a finding is made that reasonable cause exists to believe that the respondent has violated one or more of the provisions of this ordinance, then the auditor shall prepare an order to that effect, copies of which shall be served or mailed, by certified mail, return receipt requested, to the complainant and the respondent. The reasonable cause order shall include:
 - a. a finding that one or more violations of this ordinance has occurred;
 - b. the factual basis for such finding;
- c. the amount of the civil penalty or penalties imposed for remedial purposes to be assessed for each violation of the ordinance: provided, that a person who is found to have violated a provision of this ordinance shall be given a written warning for the first violation by certified mail, return receipt requested and shall be subject to a civil penalty of up to one thousand dollars for each subsequent violation after the warning has been given. And further provided that no individual penalty may exceed one thousand dollars per violation and in any case where multiple violations are involved in a single complaint, the maximum aggregate civil penalty shall not exceed two thousand five hundred dollars; and

d. a notice informing the respondent that the respondent has the right to a hearing before the hearing examiner as set forth in Section 15 of this ordinance.

The original of the auditor's order shall be filed with the clerk of the council.

SECTION 15. Appeals.

A. Any respondent aggrieved by an order of the auditor may request in writing within twenty days of the service of the order upon the respondent an appeal hearing before the hearing examiner. The request shall cite the order appealed from and specify with particularity the findings being contested. The request shall be filed with the hearing examiner with a copy to the auditor and the complainant.

- B. Any order issued by the auditor pursuant to Section 14 of this ordinance shall become final twenty days after service of the order unless a written request for an appeal hearing as set forth above is received by the hearing examiner within the twenty day period.
- C. If an order of the auditor has been timely appealed, a hearing shall be conducted by the hearing examiner for the purpose of affirming, denying or modifying the order. The parties to the hearing shall be the respondent and the auditor. There shall be a verbatim record kept of the hearing and the hearing examiner shall have the power to administer oaths and affirmations, issue subpoenas, compel attendance, take evidence and require the production of any books, papers, correspondence, memoranda or other documents relevant or material to the hearing, except information which is covered by the attorney-client privilege. The burden of proving that a violation occurred shall at all times be upon the auditor. The decision of the hearing examiner shall be based upon a preponderance of the evidence. Such hearing shall be conducted within a reasonable time after receipt of the request for appeal. Written notice of the time and place of the hearing shall be given to the parties and the complainant at least ten days prior to the date of the hearing.
 - D. At the hearing each party shall have the following rights:

- 1. To call and examine witnesses on any matter relevant to the issues raised by the order of the auditor;
 - 2. To introduce documentary and physical evidence;
 - 3. To cross-examine opposing witnesses on any relevant matter;
 - 4. To impeach any witness regardless of which party first called the witness to testify;
 - 5. To rebut evidence against him or her; and
- 6. To represent himself or herself or to be represented by anyone of his or her choice who is lawfully permitted to do so.
- E. Following review of the evidence submitted the hearing examiner shall, within a reasonable time, enter written findings and conclusions and shall affirm or modify the order previously issued if the hearing examiner finds that one or more violations of this ordinance have occurred. The hearing examiner shall reverse the order if he or she finds that no violations of this ordinance have occurred. A copy of the hearing examiner's decision shall be served or mailed, by certified mail, return receipt requested, to the auditor, the respondent and the complainant.

 The original of the hearing examiner's decision shall be filed with clerk of the council.
- F. A decision of the hearing examiner shall be a final and conclusive action unless within twenty-one calendar days from the date of issuance of the hearing examiner's decision an aggrieved person files an appeal in superior court, state of Washington, for the purpose of review of the action taken.

SECTION 16. Effective Date.

Sections 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14 and 15 of this ordinance shall be effective on the same date as the council motion approving the initial administrative rules required by Section 13 of this ordinance is passed.

1	SECTION 17. Severability.
2	If any provision of this ordinance or its application to any person or circumstance is held
3	invalid, the remainder of the ordinance or the application of the provision to other persons or
4	circumstances is not affected.
5	INTRODUCED AND READ for the first time this 20 th day of January, 1998.
6	PASSED by a vote of 13 to 0 on this 9th day of November, 1998.
7 8	KING COUNTY COUNCIL KING COUNTY, WASHINGTON
9	/s/
1	ATTEST: Chair
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16	APPROVED this 20th day of November, 1998.
17	/s/
18 19	King County Executive
20	Attachments: None