



STATE OF CALIFORNIA
FAIR POLITICAL PRACTICES COMMISSION
1102 Q Street • Suite 3050 • Sacramento, CA 95811

December 20, 2023

City of Citrus Heights

c/o Chris Boyd, City Manager (citymanager@citrusheights.net)

c/o Ryan Jones, City Attorney (rrj@jones-mayer.com)

Advisory Letter Re: FPPC No. 2020-00896; City of Citrus Heights

Dear City of Citrus Heights:

The Enforcement Division of the Fair Political Practices Commission (the “Commission”) enforces the provisions of the Political Reform Act (the “Act”).¹ This letter is in response to an AdWatch complaint received regarding whether the City of Citrus Heights sent prohibited campaign-related mailings at public expense by sending a mailer and posting information online regarding Measure M. The Enforcement Division completed its review and decided to close its file on this matter without prosecution.

The Act prohibits sending a newsletter or other mass mailing at public expense.² Specifically, mass mailing is prohibited if (1) the item is a tangible item; (2) the item expressly advocates the qualification, passage, or defeat of a clearly identified measure, or unambiguously urges a particular result in an election; (3) public moneys are paid to distribute the item, or to prepare the item, for more than \$50, with the intent of sending the item; and (4) more than 200 substantially similar items are sent during the course of an election.³ This prohibition limits the public subsidy of political campaigns, which would grant an unfair advantage to governmental bodies that desire to use public resources in pursuit of favorable election results.

An item unambiguously urges a particular result in an election in one of two ways: (1) when it clearly is campaign material or campaign activity because it is related to an election and it is an item such as bumper stickers, billboards, door-to-door canvassing, posters, advertising “floats,” or mass media advertising;⁴ or (2) when the style, tenor, and timing of the communication can be reasonably characterized as campaign material and not a fair presentation of facts serving only an informational purpose.⁵

A payment of public moneys by a local governmental agency made in connection with a communication, whether it is a mass mailing or not, that expressly advocates passage of a

¹ The Political Reform Act is contained in Government Code sections 81000 through 91014, and all statutory references are to this code. The regulations of the Fair Political Practices Commission are contained in sections 18104 through 18998 of Title 2 of the California Code of Regulations, and all regulatory references are to this source.

² Section 89001.

³ Regulation 18901.1(a).

⁴ Regulation 18901.1(c)(1).

⁵ Regulation 18901.1(c)(2).

ballot measure, or that taken as a whole and in context, unambiguously urges a particular result in an election is an independent expenditure.⁶ Any person or combination of persons who, in a calendar year, makes independent expenditures totaling \$1,000 or more qualifies as an independent expenditure committee.⁷ An independent expenditure committee must file semi-annual campaign statements each year for the period ending June 30 and December 31 if it made independent expenditures during the 6-month period prior to those dates.⁸ Further, an independent expenditure committee must report its late independent expenditures within 24 hours of the time they are made to the appropriate filing officers.⁹

Our review found that the mailer and the website <https://www.citrusheights.net/1068/Measure-M> did not contain express words of advocacy, were generally informational, not argumentative, and mild in tone. However, parts of the mailer and website came close to meeting the standard of unambiguously urging a particular result in an election. For example, the mailer and website include primarily one-sided information, suggesting a preference that Measure M pass. However, the statements in the mailer and on the website are not sufficiently inflammatory or argumentative to conclude that they constituted campaign activity rather than informational material. Additionally, Measure M was defeated. Thus, the Enforcement Division cannot conclude that the mailer or the website violated the Act's prohibition against campaign mailers at public expense. Therefore, we are closing this matter with this advisory letter.

Although we are closing our file, please be advised of the provisions in the Act and regulations regarding campaign-related communications. If you need additional guidance, you may contact the Commission's Advice team by sending an email to advice@fppc.ca.gov. There is also information pertaining to campaign-related communications and advertisement disclosure requirements available on the Commission's website at www.fppc.ca.gov and www.fppc.ca.gov/learn/campaign-rules/campaign-related-communications-at-public-expense.html.

Should you have any questions regarding this letter, please feel free to contact me at vjimmy@fppc.ca.gov or (279) 237-5971.

Sincerely,



Vanessa Jimmy
Commission Counsel, Enforcement Division

⁶ Section 82031; Regulation 18420.1(a).

⁷ Section 82013(b).

⁸ Section 84200(b).

⁹ Section 84204.