



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

March 24, 2026

Gregory B. Doe

Re: Your Request for Advice
Our File No. A-26-020

Dear Mr. Doe:

This letter responds to your request for advice regarding the post-governmental employment provisions of the Political Reform Act (the “Act”).¹

Please note that we are only providing advice under the post-governmental employment provisions of the Act, and therefore offer no opinion on the application, if any, of other post-governmental employment laws, such as Public Contract Code Section 10411.

Also note that we are not a finder of fact when rendering advice (*In re Oglesby* (1975) 1 FPPC Ops. 71), and any advice we provide assumes your facts are complete and accurate. If this is not the case or if the facts underlying these decisions should change, you should contact us for additional advice.

QUESTIONS

As a former Statewide Chief of Pharmacy Services for the California Correctional Health Care Services (“CCHCS”), do the Act’s post-governmental employment provisions prohibit you from working with 4PillarsRx, a private firm, on obtaining pharmaceutical rebates with local government entities, government entities in states other than California, or on new contracts with the CCHCS, where you participated in a competitive solicitation rebate agreement as an official of CCHCS, which was granted to 4PillarsRx?

¹ The Political Reform Act is contained in Government Code Sections 81000 through 91014. All statutory references are to the Government Code, unless otherwise indicated. The regulations of the Fair Political Practices Commission are contained in Sections 18104 through 18998 of Title 2 of the California Code of Regulations. All regulatory references are to Title 2, Division 6 of the California Code of Regulations, unless otherwise indicated.

CONCLUSIONS

Neither the one-year ban nor the permanent ban prohibits you from working for 4PillarsRx to obtain pharmaceutical rebates for local government entities or government entities in states other than California. Upon the expiration of the one-year ban, the permanent ban does not generally prohibit you from being involved in any new contract between 4PillarsRx and CCHCS or CDCR.²

FACTS AS PRESENTED BY REQUESTER

On November 19, 2025, you retired from the California Correctional Health Care Services (“CCHCS”), which operates within the California Department of Corrections and Rehabilitation (“CDCR”). You served as the Statewide Chief of Pharmacy Services for CCHCS for nearly 10 years. As such, your duties included: the provision of executive leadership to institution pharmacy managers; oversight for the development and implementation of clinic practices; oversight to ensure CCHCS pharmacies compliance with established procedures and regulations; policy direction; manage and monitor the pharmacy budget; and develop and foster collaboration between medical staff, nursing and other clinical departments to ensure a coordinated approach to providing services to patient-inmates.

During your employment at CCHCS, you were specifically involved in: identifying the need to collect revenue on CCHCS/CDCR dispenses through rebates available from pharmaceutical manufacturers; the development of a draft scope of work for use in a competitive solicitation to contract with a company for collecting rebates; responding to general questions during the invitation for bid process; and the administration of the awarded 4PillarsRx Rebate agreement.

You are now seeking to work with 4PillarsRx in a private capacity and have established an LLC to conduct such business through. Your proposed scope of work with 4PillarsRx will include assisting California County Jails (local government entities) in obtaining pharmaceutical rebates and assisting state prison systems in states other than California (e.g., Nevada, Arizona)

² Note, however, that both the permanent ban and Section 1090 may restrict you from employment relating to 4PillarsRx’s current contract with CCHCS. While you have stated that you do not intend to represent 4PillarsRX before the CCHCS or CDCR (or any other California state agency) regarding the specific rebate agreement you worked on during your state service, we must caution that the permanent ban prohibits you from even assisting 4PillarsRX with an appearance or communication, made with the intent to influence certain proceedings, in which you participated while a state employee. Section 1090 also prohibits you from having an interest in a contract you participated in the making of as a state employee. Accordingly, you may wish to seek further advice prior to engaging in any activity on behalf of 4PillarsRX involving their current contract with CCHCS. Additionally, you have also asked about the application of Special Terms and Conditions & Additional Provisions, an internal policy created by CDCR/CCHCS. This involves an area of law that is outside the jurisdiction of the Fair Political Practices Commission. You should check with agency counsel to determine its applicability.

in obtaining pharmaceutical rebates. Additionally, if CCHCS or CDCR issues a new Request for Proposal (“RFP”) or competitive solicitation for pharmaceutical rebate services, you would like to assist 4PillarsRx in preparing a bid and performing work under the new contract. You do not intend to represent 4PillarsRx before the CCHCS or CDCR or any other California state agency regarding the specific rebate agreement you worked on during your state service.

ANALYSIS

Under the Act, public officials who leave state service are subject to two types of post-governmental employment provisions known as the “one-year ban” and the “permanent ban.” These provisions are commonly referred to as the “revolving door” prohibitions.

One-Year Ban

The “one-year ban” prohibits designated employees of state administrative agencies, for one year after leaving state service, from representing any other person by appearing before or communicating with, for compensation, their former agency in an attempt to influence agency decisions that involve the making of general rules (such as regulations or legislation), or to influence certain proceedings involving a permit, license, grant, contract, or transaction involving the sale or purchase of property or goods. (Section 87406(d)(1).)

The one-year ban applies to any employee of a state administrative agency who holds a position that is designated or should be designated in the agency’s conflict-of-interest code. (Section 87406(d)(1); Regulation 18746.1(a)(4).)³ The ban applies for 12 months from the date the employee permanently leaves state office or employment. (Regulation 18746.4(b).)⁴ As a Statewide Chief of Pharmacy Services, your position is or should be designated in the CCHCS’s conflict-of-interest code and you are subject to the Act’s one-year ban. You state you left state service on November 19, 2025. Thus, you are subject to the one-year ban until November 20, 2026.

During this time, you are prohibited from appearing before or communicating with CCHCS as a paid employee or consultant for the purpose of influencing any administrative or legislative action, or any discretionary action that involves the issuance, amendment, awarding, or revocation of a permit, license, grant or contract, or the sale or purchase of property or goods.

³ A governmental employee should be designated in their agency’s conflict-of-interest code if the employee makes or participates in the making of decisions which may foreseeably have a material effect on any financial interest. (Section 87302(a).)

⁴ The date on which an official permanently leaves state employment is the date the official is no longer authorized to perform the duties of the office or employment and the official stops performing those duties, even if the official continues to receive compensation for accrued leave credits. (Regulation 18746.4(b).)

Appearances or communications are prohibited if they are before CCHCS or before a state agency “whose budget, personnel, and other operations are subject to the direction and control of” CCHSC. (Regulation 18746.1(b)(6)(C).) Thus, the one-year ban would not prohibit you, as an employee or consultant of 4PillarsRx, from appearing before or communicating with local government agencies within the State of California or state agencies in states other than California. (See *Ogle* Advice Letter, I-14-023.)

Nonetheless, the one-year ban does prohibit you from making an appearance or communication before CCHCS involving a contract with 4PillarsRx until November 20, 2026. Although we note, that you will not be prohibited under the one-year ban from performing work for 4PillarsRx on matters involving CCHCS that do not require you to appear before or communicate with CCHCS, or with a state agency whose budget, personnel, and other operations are subject to the direction and control of CCHSC. We have advised that a former agency official may, without violating the one-year ban, draft proposals on a client’s behalf to be submitted to their former agency, so long as the former employee is not identified in connection with the client’s efforts to influence an administrative action. (*Cook* Advice Letter, No. A-95-321; *Harrison* Advice Letter, No. A-92-289.) Similarly, a former agency official may use his or her expertise to advise clients on the procedural requirements, plans, or policies of the official’s former agency so long as the employee is not identified with the new employer’s efforts to influence the agency. (*Perry* Advice Letter, No. A-94-004.) Thus, to the extent the permanent ban does not apply, the one-year ban does not prohibit you from advising or assisting 4PillarsRx, so long as you are not identified in connection with 4PillarsRx’s efforts to influence such actions.

Permanent Ban

The “permanent ban” prohibits a former state employee from “switching sides” and participating, for compensation, in any proceeding involving a specific party and the State of California, or assisting others in the proceeding, if the proceeding is one in which the former state employee participated while employed by the state. (Sections 87401 and 87402; Regulation 18741.1.)

The permanent ban is a lifetime ban and applies to any formal or informal appearance or any oral or written communication, or aiding, advising, counseling, consulting, or assisting in representing any other person, other than the State of California, in an appearance or communication, made with the intent to influence any judicial, quasi-judicial, or certain other

proceedings⁵ in which the official participated⁶ while a state employee. (Sections 87401 and 87402; Regulation 18746.2(a).)

As a former Statewide Chief of Pharmacy Services with CCHCS, a state administrative agency, who was engaged in proceedings beyond clerical, secretarial, or ministerial duties, you were a state administrative official for purposes of the permanent ban. (Section 87400(b).) As such, you are subject to the permanent ban and are prohibited from representing, aiding, advising, counseling, consulting, or assisting in representing any person, for compensation, in connection with any proceeding in which the State of California is a party or has a direct and substantial interest, and in which you participated as an CCHCS official, including the 4PillarsRx Rebate agreement.

The permanent ban applies throughout the duration of a proceeding in which the official participated. It does not, however, prohibit the official from representing a business entity in any new proceeding even though the business entity may have been a party to a previous proceeding in which the official participated. (*McGowen* Advice Letter, No. A-18-094.)

The permanent ban does not apply to a “new” proceeding, even in cases where the new proceeding is related to or grows out of a prior proceeding in which the official had participated. New contracts with the employee’s former agency in which the former employee did not participate are considered new proceedings. (*Leslie* Advice Letter, No. I-89-649.) A new contract is one that is based on new consideration and new terms, even if it involves the same parties. (*Ferber* Advice Letter, No. I-99-104.)

If 4PillarsRx chooses to submit a bid on a new RFP issued by CCHCS or CDCR, it would be based on new consideration, subject to a new RFP bidding process, and will contain new terms thereby making it a new proceeding for purposes of the permanent ban. Thus, upon the expiration of the one-year ban, the permanent ban would not generally prohibit you from being involved in preparing the bid or performing work under any new contract between 4PillarsRx and CCHCS or CDCR.

If you have other questions on this matter, please contact me at JRinehart@fppc.ca.gov.

⁵ “Judicial, quasi-judicial, or other proceeding” means any proceeding, application, request for a ruling or other determination, contract, claim, controversy, investigation, charge, accusation, arrest, or other particular matter involving a specific party or parties in any court or state administrative agency. (Section 87400(c).)

⁶ “Participated” means to have taken part personally and substantially through decision, approval, disapproval, formal written recommendation, rendering advice on a substantial basis, investigation, or use of confidential information as an officer or employee. (Section 87400(d).)

Sincerely,

Dave Bainbridge
General Counsel

Jenna Rinehart

By: Jenna C. Rinehart
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