

LOBBYING EDUCATION: PART I

KATHLEEN **EDWARDS** NC STATE ETHICS COMMISSION

OVERVIEW

60)	
74	
-	

- I. STATUS: PROPOSED TRANSFER OF ETHICS COMMISSION TO BIPARTISAN STATE BOARD OF ELECTIONS AND ETHICS ENFORCEMENT ("BSBEEE")
- II. GENERAL OVERVIEW OF COMMISSION & ETHICS ACT
- III. REQUESTING ADVICE
- IV. GIFT BAN & GIFT BAN EXCEPTIONS
- V. ADDITIONAL PROHIBITIONS & RESTRICTIONS APPLICABLE TO LOBBYISTS

ETHICS ACT--HISTORY

- "The purpose of This Chapter Is To Ensure That Elected & appointed State agency officials exercise their authority
- Honestly & Fairly,
- Free from Impropriety, Threats, Favoritism, and Undue Influence."

10 YEAR HISTORY-ETHICS COMMISSION

> 2006: Passage of Act

- > 2007-2010: Refining
- Commission Today

ETHICS/BSBEEE-COMPARISON

ETHICS COMMISSION

> 8 Members (4R, 4D)

> 4 by Governor (2D, 2R)

> 4 by Speaker/PPT (2D, 2R)

4 Year Terms

BSBEEE (In Litigation)

- 8 Members (4R, 4D) eff. 7/1/2017 (Current SEC Members 1/1/17 to 6/30/17)
- 4 by Governor (2D, 2R)
 Selected from 3 nominees by Party
- 2 each by Speaker/PPT (1D, 1R)
 Selected from 3 nominees by
 Majority & Minority Leaders
- > 4 Year Terms

ETHICS/BSBEEE-COMPARISON

ETHICS COMMISSION

 Executive Director Appointed by Board

- Governor Names Board Chair Annually
- > Quorum = 5 Members
- Simple Majority Vote Required
- > Quarterly Meetings Required

BSBEEE (In Litigation)

- Acting Executive Director Serves
 Until New Board Appoints ED to 4-Year Term
- Chair Selected by Board Annually
 D Member Serves Odd Years
 R Member Serves Even Years
- Quorum = 6 Members
- 6+ Members Required
- Monthly Meetings Required

ROLE OF THE ETHICS COMMISSION--ETHICS ACT

I. Financial Disclosure—Receive & Evaluate Statements of Economic Interest

II. Educate Persons Subject to Act

III. Provide Advice to Persons Subject to Act

- A. Conflicts of Interest
- B. Acceptance of Gifts
- C. Use of Title in Advertising

IV. Receive and Investigate Complaints

ROLE OF THE ETHICS COMMISSION-LOBBYING LAW

INTERPRETATION

Issue Informal & Formal Advisory Opinions Chapter 138B, Article 8 (former Chapter 120C)

Adopt Rules Necessary to Interpret Article 8

Adopt Rules Necessary to Administer Part 2, 4, 5

INVESTIGATION

Investigate Alleged Violations of Lobbying Law, Including:

- > Gift Ban
- "Cooling Off" Period
- Misc. Restrictions

Refer to Secretary of State:

- Registration
- Reporting

EDUCATION

Conduct Lobbying Education & Newsletters

INFORMAL ADVICE vs. FORMAL ADVISORY OPINIONS

	INFORMAL ADVICE	FORMAL ADVISORY OPINION
Request	Written or Verbal	Must be Written
Advice	Issued by Staff	Issued by Commission
Confidential	Yes	Yes
Immunity	No	Yes
Redacted Advice Published	No	Yes Must Publish on Website in Edited Format.

10 GIFT BAN & GIFT BAN EXCEPTIONS

When & to Whom Does Gift Ban Apply?

What Are the Exceptions?

GIFT BAN: UNLESS THERE IS AN EXCEPTION

LOBBYISTS & LOBBYIST PRINCIPALS

Cannot Knowingly Give a Gift (Directly or Indirectly) To **"Designated Individuals"**

- Legislators
- Legislative Employees
- Public Servants

LIAISON PERSONNEL

Cannot Knowingly Give a Gift (Directly or Indirectly) To:

- Legislators
- Legislative Employees

"INTERESTED PERSONS"

Designated Individual Cannot Knowingly Accept Gift, (Directly or Indirectly), from:

Interested Person



Gift Ban Applies 24/7/365

WHAT IS A "GIFT"?

- "Anything of Monetary Value"
- Given Without Valuable Consideration
- > Gift Ban Applies to Direct and Indirect Gifts

No De Minimis Exception







WHAT IS A "GIFT"?

Entertainment





> Professional Services





WHAT IS A "GIFT"?

- Gift Ban Applies Where A Designated Individual is the <u>Ultimate Recipient</u>
- It Does Not Apply to Gifts to State Entities for Official Use
 - Equipment
 - ✓ Furniture
 - Conference Space





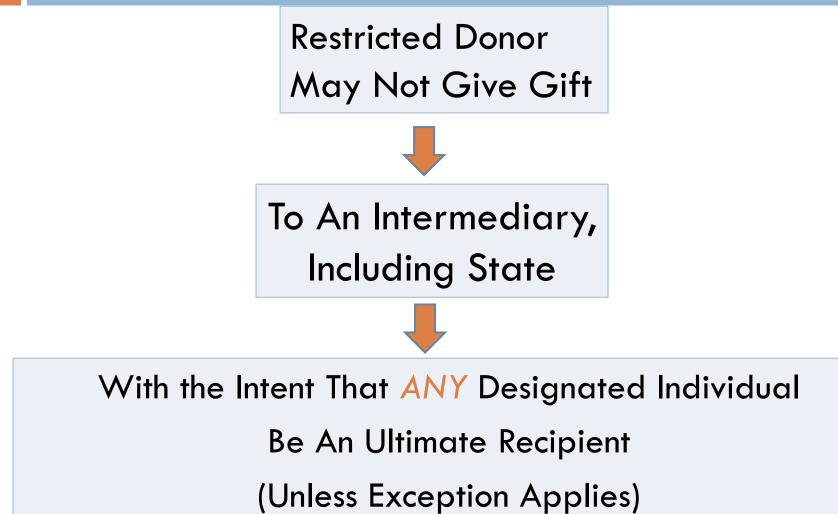
WHAT IS NOT A "GIFT"?

- 15
- Paid Fair Market/Face Value
- Loans With Same Terms As Commercially Available
- Other Contractual or Commercial Arrangements
- Items Reported Under Election Law
- Expressions of Condolence
- Cards, Letters, Notes, E-mails, etc.





"INDIRECT GIFTS"



WHO ARE DESIGNATED INDIVIDUALS?

LEGISLATIVE



- Legislators
- Legislative Employees

EXECUTIVE "Public Servants"

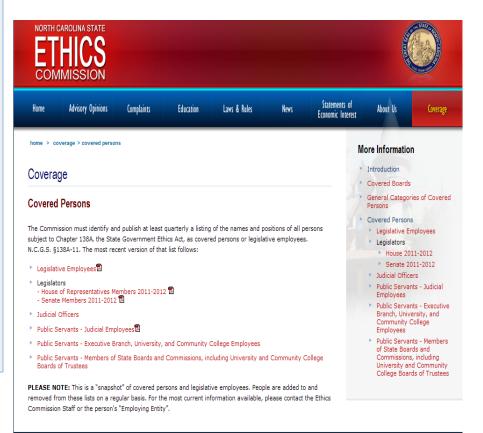


- Governor
- Lt. Governor
- Council of State
- Cabinet Secretaries
- Governor's office employees
- Policy-making positions, chief deputies, confidential assistants
- Certain managerial positions
- Others designated by Governor
- Certain UNC System & community college officials & trustees; Board of Governors
- Members of State Boards

WHO ARE DESIGNATED INDIVIDUALS?

List available on Commission's website at www.ethicscommission.nc.gov

or by calling (919) 814-3600



© copyright North Carolina State Ethics Commission

Website design by ITS

GIFT BAN EXCEPTIONS ** N.C.G.S. §138A-32(e)

- I. FOOD & BEVERAGES FOR "IMMEDIATE CONSUMPTION"
- II. MEETING & CONFERENCE EXPENSES
- **III. GIFTS TO NON-PARTISAN ORGANIZATIONS**
- IV. INFORMATIONAL MATERIALS
- V. GIFTS TO FAMILY, FRIENDS, OTHERS

**Even if Allowed by Exception, May Still Be Reportable

FOOD & BEVERAGES:

Open Meetings & Gatherings Open to Public N.C.G.S. §138A-32(e)(1)



Food & Beverages for "Immediate Consumption"

Open Meeting of Public Body

Properly noticed under the Open Meetings Law N.C.G.S. §138A-32(e)(1)a Gathering Open to the General Public

- 10 or more attendees
- Sign or other Communication
 Outside Gathering Indicating
 Open to the Public

N.C.G.S. §138A-32(e)(1)b

FOOD & BEVERAGES: Specific Invitees N.C.G.S.§138A-32(e)(1)c



Food & Beverages for Immediate Consumption

AND

Invite "Qualifying Group"

- All House or Senate members;
- All Members of County or Municipal Legislative Delegation;
- Recognized Caucus;
- Committee/Commission of General Assembly;
- All Legislative Employees; or
- Public Servant's Entire Board or at Least 10 Public Servants.

At Least 10 People Associated With Sponsor(s) Attend; or All Shareholders, Employees, Bd. Members, Officers, Members, Subscribers Located in NC are Invited.

FOOD & BEVERAGES: INVITE



Written Notice by At Least One Sponsor to All Members Of At Least One of the Qualifying Groups (E-Mail Permitted)

Sent 24 Hours in Advance

Include Date, Time & Location of Event

Include Statement That "Gathering Permitted" Under Section

FOOD & BEVERAGES

"Official Duty" for Public Servants

N.C.G.S. §138A-32(e)(12)

- Food & Beverages for Immediate Consumption
- Organized gathering where
 - Public Servant's Attendance is Primarily Related to Public Position and
 - 10 Individuals other than Public Servant or Immediate Family Attend <u>or</u>
 - Certain Individuals connected with Sponsor(s) in Specific NC Office or County are Notified & Invited.



MEETINGS & CONFERENCES N.C.G.S. §138A-32(e)(3)(i)-(iv)



24

Lobbyist Principal (not Lobbyist or Interested Person)

Can Pay Reasonable Actual Expenditures for Food & Beverages, Travel, Registration, Lodging, Incidental Items of Nominal Value, Incidental Entertainment. Categories of Meetings:

"Educational" Meeting (primarily related to public duties; see 30 NCAC 07C .0101);

Designated Individual is a "bona fide speaker or panel member";

Attendance at Meeting of Nonpartisan Organization Where Agency is a Member or Designated Individual a Member Due to Public Position.

MEETINGS & CONFERENCES



Meeting has Formal Agenda, Notice Given at Least 10 Days in Advance, and Attended by at Least 10 Participants

Food, Beverage, Transportation & Entertainment Must Be:

- Provided to All Attendees or Defined Groups of 10 or More; and,
- Part of or In Conjunction with Meeting

Entertainment Must be Incidental to the Principal Agenda

WHAT IS AN "EDUCATIONAL" MEETING?

Commission-Adopted Criteria Considers:

26

- > The Type of Individual or Entity Hosting Meeting?
- Primary Purpose to Influence Or to Promote Learning for Professional Improvement Notwithstanding a Particular Executive or Legislative Action?
- Is Lobbyist Principal Paying for Meeting Expenditures Also Hosting the Meeting?
- Meeting Agenda/Length (Diverse Topics and Speakers, Full Agenda, Limited Entertainment and Meals)?
- Location (Raleigh, NYC, Fiji)?



MEETINGS & CONFERENCES

27

Reimbursable Expenses for Public Servants N.C.G.S. §138A-32(f)



Applies ONLY to Public Servants & NOT legislators or legislative employees.

- Any Expense That Would Otherwise Be Reimbursable by the State if
 - Public Servant Received Approval in Advance from Employing Entity to Accept the Expense on Behalf of the State

Actual Expense May Exceed State Rate

NONPARTISAN AGENCY ORGANIZATIONS: Gifts Made Directly to Organization N.C.G.S. § 120C-303(d) and (e)

Both Direct and Indirect Gifts are Allowed if They Are:

- Made by a Lobbyist or Lobbyist Principal Directly to
- Nonpartisan State, Regional, National, or International Organization of which
- > Agency is a Member or
- Designated Individual is a Member or Participant by Virtue of Public Position



L NABCA

INFORMATIONAL MATERIALS N.C.G.S. §138A-32(e)(2)

- Informational Materials
 Relevant to Designated
 Individual's Public Duties
 - Books

29

- DVDs
- Magazines
- Newspapers



FAMILY, FRIENDS, & OTHERS Extended Family N.C.G.S. §138A-32(e)(7)

Gifts to Extended Family Member

30

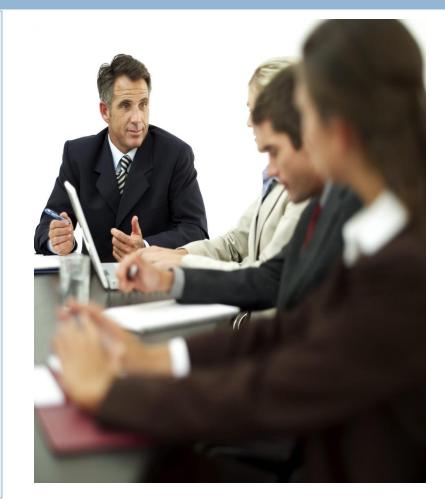
Still Subject to
 Reporting



FAMILY, FRIENDS & OTHERS: Other Relationships N.C.G.S. §138A-32(e)(10)

Gifts based on Business, Civic, Religious, Fraternal, Personal, or Commercial Relationship Permitted <u>if</u>:

- Relationship is Not
 Related to the DI's
 Public Position and
- Reasonable Person
 Would Conclude not
 Given for "Lobbying"



Plaques & Non-Monetary Mementos N.C.G.S. §138A-32(e)(4)

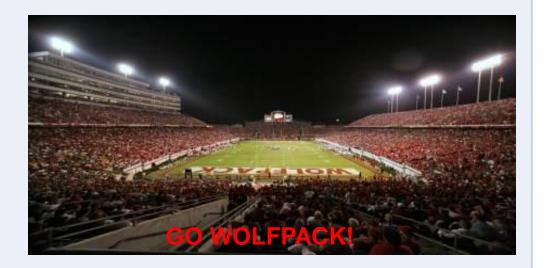
32

 A Plaque or Similar Non-Monetary Memento
 Recognizing Designated
 Individual's Services in a
 Field or Specialty or to a
 Charitable Cause



UNC SYSTEM ATHLETIC TICKETS N.C.G.S. §120C-501(e)

- 33
- > UNC Board of Governors, UNC Constituent Institutions, or their Legislative Liaisons
- Cannot Give To Designated Individuals
- For Lobbying (Direct Lobbying or Goodwill Lobbying)



HONORARIA N.C.G.S. §138A-32(h)

- Acceptance Restricted From All Donors (Not Limited to L, LP, IP Donors)
- If Legislator, Legislative Employee, Judicial Officer or Public Servant:
 - Invited Because of Public Position
 - Used State Resources or Reimbursed by State, or
 - Used State Time
- But, May Reimburse Agency for Expenses or Pay Fee



GIFT BAN REMINDERS

- 35
- Gift Ban Applies at All Times



Commission May Designate other Boards and Commissions as Covered by the State Ethics Act

Check the Commission's Website to Determine if Designated Individual = Covered by Gift Ban

Even if Allowed to Give, May Need to Report



- Lobbyist Must Identify Him/Herself as a Lobbyist and Disclose Identity of LP Prior to Any Lobbying Communication or Activity With DI N.C.G.S. §120C-200(e)
- Lobbyist Cannot Accept a Fee Contingent Upon the Outcome of Lobbying N.C.G.S. §120C-300
 - Exception for Sales People Whose Regular Remuneration Agreement Includes Commissions Based on Sales

- Lobbyist Cannot Serve as Campaign Treasurer or Assistant Campaign Treasurer for a Political Committee for Legislator or Constitutional Officer N.C.G.S. §120C-304(d)
- Lobbyist Restricted from Making Campaign Contributions to Legislative and Council of State Candidates
 N.C.G.S. §163-278.13C (Interpreted by Board of Elections)
- Lobbyist Cannot Allow a DI or a DI's Immediate Family to Use Lobbyist's Cash or Credit, Unless Lobbyist Present** N.C.G.S. §120C-305

**But Don't Forget Gift Ban

Lobbyist Ineligible for Appointment To State Board Which has Regulatory Authority Over Entity Lobbyist Currently Represents or Has Within 120 Days after Lobbyist's Registration Expired N.C.G.S. §120C-304(e)



"Cooling Off Period" N.C.G.S. §120C-304

The Following Cannot Be Lobbyists:

- Legislator or Former Legislator
 - While in Office; or
 - Before the Later of:



- ✓ Six Months After Leaving Office
- Constitutional Officers and Heads of Principal State
 Departments
 - While in Office or Employed, or
 - Within 6 Months Thereafter



41

"Cooling Off Period" N.C.G.S. §120C-304

- Former State Agency Employee Cannot Become A Lobbyist to Lobby That Agency
- Within Six Months After
 - Voluntary Separation or
 - Separation for Cause
- If Former Employee Registers Within 6 Months of Separation, Must Identify Former Agency N.C.G.S. §120C-200(f)





LOBBYING EDUCATION: PART II

REGISTRATION, REPORTING, ENFORCEMENT



>Who Must Register?

>When Must Individuals Register?



Who Must Register?

Liaison Personnel
Local Government Liaisons
Lobbyists
Lobbyist Principals
Solicitors



LIAISON PERSONNEL MUST REGISTER

N.C.G.S. §120C-500, -501 and -502

- State Employee
- Local Government Employee



- Engaged in Lobbying Legislators or Legislative Employees
 - NOT a "Lobbyist"
 - "Cooling Off" Period Does Not Apply. AO-L-11-005
 - ✓ State or Local Entity is NOT a Lobbyist Principal
 - Liaison Must Register and Report Gifts, Reportable Expenditures
 - Gift Ban Applies Only to Gifts from Liaison to Legislators and Legislative Employees

A "LOBBYIST" MUST REGISTER

46

Who is a Lobbyist?

Individual Who Engages in Lobbying

For Payment\$\$

WHAT IS "LOBBYING?" N.C.G.S. §120C-100(a)(9) a. and b.

"Direct" Lobbying

47

- Direct Communications or Activities
- With a Designated Individual or Designated Individual's Immediate Family Member
- Designed to Influence "Legislative" or "Executive" Action



- Developing Goodwill Through Communications and Activities, Including the Building of Relationships
- With a Designated Individual or Designated Individual's Immediate Family Member
- With the Intention of Influencing Current or Future "Legislative" or "Executive" Action



DESIGNED TO INFLUENCE "LEGISLATIVE ACTION" N.C.G.S. §120C-100(a)(5)

Legislative Action:

- Steps in the Legislative Process Taken by a Legislator or Legislative Employee:
 - Preparation Introduction Consideration Passage or Rejection of
 - Bill Resolution Amendment Motion



Also Includes Consideration of any Bill by the Governor for Approval or Veto

DESIGNED TO INFLUENCE EXECUTIVE ACTION N.C.G.S. §120C-100(a)(3)

49

Executive Action:

- > Official Actions Taken by a Public Servant
 - Consider Prepare Approve Postpone Reject
 - Policy Procedure Guideline Rule RFP Invitation for Bid



NOT "EXECUTIVE ACTION" *N.C.G.S.*§ *120C-100(a)*(*3)a.-b.*

Actions Exempt from Definition of Executive Action Include:

- > 150B Contested Case Proceedings
- Applying for a Permit, License, Determination of Eligibility, or Certification
- Inquiring about a Benefit, Claim, Right, Obligation, Duty, Entitlement, Payment, or Penalty
- Inquiring About or Responding to an RFP Under 143
- Ratemaking

WHAT IS "PAYMENT?"

- 51
- Firm-Employed Lobbyist Employed by a Firm and Lobbies for Entity or Individual That Hired Firm N.C.G.S. §120C-100(a)(10)b.

 Contract Lobbyist – Contracts With Lobbyist Principal for Payment for Lobbying N.C.G.S. §120C-100(a)(10)c.



WHAT IS PAYMENT?



Employee Lobbyist – Employee And a "Significant Part" of Duties Include Lobbying

 Significant Part = Employee's Actual Duties Include Either

 $\checkmark 5\%$ or More of Direct Lobbying in any 30-Day Period

✓ 5% or More of Goodwill Lobbying in any 30-Day Period

Persons Exempted N.C.G.S. § 120C-700

53

- Expressing A Personal Opinion & Not A "Lobbyist"
- By Invitation of Member of Committee or Board, No Further Lobbying Activities
- Person Responding to Inquiries from a Designated Individual, No Further Lobbying Activities
- Governmental Officials & Employees When Acting Solely in Connection with Matters Pertaining to Their Public Duties (Not Liaison)
- > Designated Individuals Acting in Their Official Capacity
- Persons Performing Professional Services in Drafting Bills or Advising on Effect of Official Action, Services Not Connected to Legislative Action
- Political Committee as defined in N.C.G.S. §163-278.6(14)

SOLICITATION OF OTHERS N.C.G.S. §120C-215



Person not Otherwise Required to Register and Report Must Register & Report When

- Fotal Expenses for "Solicitation of Others"
- Exceeds \$3,000 During any 90-Day Period

Excludes

- Any Communication Made to the Person's Stockholders, Employees, Board Members, Officers, Members, Subscribers
- Communications with Those Who Have Agreed to Receive Regular Publications or Notices

"SOLICITATION OF OTHERS" N.C.G.S. §120C-101(a)(13)



What Is Solicitation of Others?

- Request That Members of the Public
- Communicate With Designated Individuals
- For purpose of:
 - Influencing Legislative or Executive Action
 - To Further Solicitor's Position
- Includes:
 - Broadcasts (T.V. and Radio)
 - E-Mail, Telephone, Letter
 - Website Posting
 - Print Media
 - Conference or Meeting



Reporting of Gifts

Reporting of Other Reportable
 Expenditures for Lobbying

 Reporting of Payments for Services

WHAT DOES A LOBBYIST PRINCIPAL REPORT? N.C.G.S. §120C-403(b), (c), (d), (e)

Lobbyist Principal Reports What the Principal Paid for (Including Items for which Lobbyist was Reimbursed):

- "Reportable Expenditures" for Gifts Over \$10 in Value to DI/Immediate Family Per Day
- Other "Reportable Expenditures" Made for Lobbying Over \$10 in Value Per DI/Immediate Family Per Day
- Solicitation of Others' Expenditures in Excess of \$3,000
- Payments to Lobbyists for Lobbying and for Certain Communications and Activities Used to Lobby
- Name of Each Person or Governmental Unit to Whom the Lobbyist Principal "Loaned" its Lobbyist

WHAT DOES A LOBBYIST PRINCIPAL REPORT? N.C.G.S. §120C-400(b)

58

Do <u>Not</u> Need to Report Following Items Given to A State Agency as Long as Agency Maintains Public Record of Item:









WHAT REPORTABLE EXPENDITURES MUST BE REPORTED? N.C.G.S. §120C-403(b)

- Gifts Given to a DI by a Lobbyist, Lobbyist Principal, or a Liaison With Value Greater than \$10 per DI per Calendar Day
 - LP "(e)(10)" Gifts are Not Required to Be Reported Until the Value is Greater than \$200
- Expenditures Greater Than \$10/Day That Are Not Gifts But Are Made for Lobbying
 - Made at the Request of or On Behalf of DI or DI's Immediate Family Or
 - Made for the Benefit of Immediate Family

WHAT REPORTABLE EXPENDITURES MUST BE REPORTED?

Other Expenditures That Are Made for Lobbying

- Overhead Expenses Connected with Events Held for Lobbying 30 NCAC 10C.0302
 - Planning and Organizing Services
 - Outside Printing Services
 - Facility Rental
 - Name Badges
 - Flowers and other Decorations



WHAT REPORTABLE EXPENDITURES MUST BE REPORTED?

- 61
- Do Not Report Expenditures That Were "Promptly Paid for or Returned" by DI. N.C.G.S. 120C-401(i)
- If Already Reported, Report Return or Repayment on Next Report Due
- Designated Individual or Immediate Family Also Has Option of Reporting that Item was Paid for, Returned, or Donated to Charity. N.C.G.S. 120C-401(j)

REPORT DETAILS *N.C.G.S.* §120C-401(b) and §120-401(c)

For Each Reportable Expenditure Must Include:

- Fair Market Value or Face Value of Expenditure
- The Date of the Expenditure
- A Description of the Expenditure 30 NCAC 10C.0104
- The Name and Address of the Payee or Beneficiary
- The Name of Any DI and That DI's Immediate Family Member Connected with the Expenditure
- Category of Reportable Expenditure



ANNUAL REPORTING OF PAYMENTS TO A LOBBYIST FOR LOBBYING

N.C.G.S. §120C-403(d) and (e)

63

In the Last Report a Lobbyist Principal Files for the Registration Year it Must Report the Cumulative Combined Total of All Payments to a Lobbyist for:

Lobbying, Direct and Goodwill

- Communications and Activities by Lobbyist That Were Used to Lobby
 - 🗸 Research
 - Drafting of Written Communications
 - Monitoring of Proposed or Pending Legislative or Executive Action
 - Time Spent Advising and Rendering Opinions to LP as to Construction and Effect of Proposed or Pending Legislative or Executive Action

PAYMENT N.C.G.S. §120C-100(a)(11k)

Defined As:

- > Any Money, Thing of Value, or Economic Benefit
 - Conveyed to a Lobbyist
 - ✓ For Lobbying
- Excludes Reimbursement of:
 - Actual travel
 - Administrative Expenses
 - Subsistence







JURISDICTION N.C.G.S.§ 120C-601 through -603

Commission:

Investigate Complaints of Violations of Ch. 120C, Except for Matters Related Solely to Articles 2, 4, & 8 Secretary of State:

- Perform Systematic Reviews of Reports Filed by L & LP
- Investigate Complaints of Violations Related Solely to Articles 2, 4, & 8

Violation Consequences N.C.G.S.§ 120C-602

67

Criminal

- Class 1 Misdemeanor for:
 - ✓ Failure to Register (Art. 2)
 - Violation of Gift Ban
 - Miscellaneous Prohibitions/Restrictions in Art. 3
- If Convicted, Cannot Lobby for 2 Years

Civil

Secretary of State or Commission May Levy Civil Fines for Violations of Ch. 120C Up to \$5,000/Violation

UNTIMELY FILING 120C-401(e) and (f)

- Failure to Timely File
 - Secretary of State Must Send Certified Letter
 - 20 Days to File Report and Pay Late Fee of \$50/day Maximum of \$500
- Failure to File after Notice Voids Registration



ETHICS COMMISSION Contact Information

Location:

- > 424 N. Blount Street
 Raleigh, NC 27601-1010
 Mailing Address:
- > 1324 Mail Service Center
 Raleigh, NC 27699-1324

Phone:

(919) 814-3600

Fax:

> (919) 715-1644

Email:

> ethics.commission@doa.nc.gov

Website: <u>www.ethicscommission.nc.gov</u>