Successful Citizens' Initiatives

A Guide to Winning Local Land-Use Ballot Measure Campaigns

2002 Edition

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Executive Summary

Ballot initiatives have been extremely effective tools for preserving open space and controlling suburban sprawl in the Bay Area. Greenbelt Alliance has been involved in land-use ballot measure campaigns since the 1960s; over the years Greenbelt Alliance has learned many valuable lessons about the process of developing and winning citizen-based open space and anti-sprawl campaigns. This guide is not intended to be a substitute for professional campaign or legal advice—but it does lay out clear steps for citizens to take in contemplating, developing and winning local ballot initiative campaigns.

This guide divides the components of a typical ballot initiative campaign into four sections: *Getting Started, Qualifying the Measure, Election Rules* and *The Campaign.*

Getting Started

Citizens initiatives create an opportunity to win on an issue and advance smart land-use policy. In addition, they can raise the visibility of a problem, galvanize a community to action and result in lasting change. On the other hand, initiatives require a large investment of money and time, can open proponents to attacks and, if lost, can lead to further delay in achieving the policy goal. Before committing to doing an initiative there are several important questions that must be discussed among the initiative's backers. These questions are laid out in the "Deciding to Pursue a Ballot Strategy" portion of the *Getting Started* section.

Once a decision has been made to pursue a ballot measure, there are a number of projects that need to get started right away. These include conducting community outreach and building both a campaign steering committee and a broader campaign coalition, deciding on a campaign structure and taking the first legally required steps such as filing a statement of organization form, establishing a legally responsible formal campaign committee and opening a campaign bank account.

Perhaps the most important step a campaign must take in its early stages is to establish a campaign timeline. A measure must be qualified for the ballot at least 88 days prior to Election Day and a number of hurdles must be cleared prior to this deadline. Therefore, for November elections, work on a ballot measure must begin no later than January of the year in which the proponents wish to place the measure on the ballot. Under the best of circumstances, a citizens group will have an additional ten months to craft the initiative, generate support for it and build a campaign infrastructure to pass the measure. In other words, the effort to pass the measure will ideally start 20-22 months prior to Election Day.

A worksheet to help establish a campaign timeline is included in this guide as Appendix A.

Qualifying a Measure

The *Qualifying the Measure* section guides potential ballot initiative advocates through the process of drafting the measure and gathering signatures to qualify it for the ballot, as well as the writing of ballot arguments and rebuttals.

Those involved in drafting the measure are responsible for making sure the final measure accomplishes the policy goal, but they should also be flexible in considering different approaches with an eye toward preparing a measure that will win at the polls. Campaign committees often make the mistake of trying to keep the drafting of a measure secret. In, reality an open drafting process is extremely valuable. An open process helps build community consensus behind the measure, and identifies potential problems and weaknesses in time for them to be fixed. Likely allies, local opinion leaders and elected officials and even potential opponents should all be engaged in the drafting process.

Once drafting is complete, the campaign must submit a notice of intent to circulate the petition for signatures to the city or county clerk. The submission of the notice of intent is the first step in the process of gathering signatures to qualify the measure for the ballot. In general, for city elections campaign proponents must gather the signatures of 10 percent of the city's registered voters to qualify the measure. For county elections, proponents need to gather the signatures of 10 percent of the total number of voters who voted in the last gubernatorial election. Signature requirements differ for small towns and special elections.

A petition drive needs to provide plenty of time for signature gathering. To ensure the measure qualifies for the ballot, the campaign's signature goal should 33-100% higher than the number of actual signatures required. After the signatures are gathered, the city or county will have up to 60 days to count the signatures and refer the measure to the city council of county board of supervisors. In addition, the council or board can request that studies on the potential impacts of the measure be completed by city staff which then has 30 days to complete the reports. With this in mind, campaigns should set a goal of having the measure before the city council or board of supervisors no later than the end of June and should construct their signature gathering timeline to meet this goal.

Throughout the process of qualifying the initiative for the ballot, it is recommended that the campaign engage an attorney that has experience working on ballot measures. The advice of a qualified attorney is extremely helpful in drafting a measure that can stand up to legal challenges. In addition, there are very specific requirements regarding how petitions are written, and the advice of an experienced attorney can help a campaign avoid errors that may make the petitions invalid.

Election Rules

It is extremely important for campaigns to make sure they follow election rules with regard to record keeping and campaign finance reporting. There is no easier way for a campaign to lose credibility with the public than by having incomplete or missing financial reports. For this reason, it is essential that a responsible, detail oriented person takes on the role of campaign treasurer. Campaigns must keep track of contributions, in kind donations, loans, miscellaneous income, expenses and mass mailings. The information collected by the campaign must be reported to California's Fair Political Practices Commission (FPPC).

Ballot measure campaigns often work closely with non-profit organizations that are designated as "501(c)3s" by the federal Internal Revenue Service (IRS). When a non-profit organization is designated as a 501(c)3, it gains tax exempt status and donations made to the organization are tax deductible. However, the 501(c)3 designation limits the amount of advocacy work the organization can do. 501(c)3 organizations cannot become involved in candidate campaigns, but can be involved in ballot measure campaigns. However, it is important for 501(c)3s to understand the constraints within which they have to operate. The "Options and Requirements for Charitable Organizations" portion of the *Election Rules* section details to what degree 501(c)3s can be involved in ballot measure campaigns.

The Campaign

It is essential that a campaign invest both time and money into conducting the research and planning that helps ensure victory at the ballot box. This typically requires a campaign to conduct public opinion research and develop a comprehensive campaign plan.

Public opinion polls can help determine if a campaign is winnable, identify what policy approach is most compelling to voters, which arguments are strongest both for and against the measure, who the campaign's best messengers are and what demographic groups the campaign should focus on. Opinion polling will occur early in the campaign, ideally before the drafting of the measure. The decision to do a poll is often difficult because of the perception that the money (countywide polls can cost up to $15,000) can be better spent elsewhere. However, campaign experts will usually insist that a poll be taken. Campaigns may also want to consider conducting other public opinion research, such as focus groups and tracking polls.

There is often an instinct to take short cuts in writing a campaign plan. With so much work to do, there is typically a sentiment of why take the time to write all this down. Bowing to this sentiment is a mistake. The usefulness of a campaign plan is that it shows how all the pieces come together. It communicates to campaign workers how their piece fits into the whole. It informs the campaign leadership how much money needs to be raised, and shows potential funders that the campaign has been thought through strategically. Most, importantly the campaign plan allows the leadership to move forward proactively and provides mileposts for evaluating progress.

A sample campaign plan is included in this guide as Appendix F.

The Campaign section discusses each of the elements of the typical campaign plan in detail. In addition, it reviews many of the tactics that can be used to implement the campaign plan and provides direction on how to make a campaign plan operational.

Introduction

Greenbelt Alliance's mission is to make the nine-county San Francisco Bay Area a better place to live by protecting the region's open space and agricultural lands while also improving the livability of its cities and towns. Since 1958 we have accomplished our goals by working with diverse coalitions in a variety of arenas—including public policy development, advocacy and public education.

Greenbelt Alliance has been involved in city and county land-use ballot campaigns since the 1960's. These initiatives have been extremely effective tools for preserving open space and controlling suburban sprawl in the Bay Area. Over the years, Greenbelt Alliance has learned many valuable lessons about the process of developing and winning citizen-based open space and anti-sprawl initiatives.

This handbook is intended as a resource for organizations and individuals to use when planning and running initiative campaigns. It is not a substitute for professional campaign or legal advice—but lays out clear steps for citizens to take in contemplating, developing and winning local ballot initiative campaigns.

This handbook also lays out various legal requirements applicable to initiative campaigns in as clear and comprehensive a manner as possible. Because these technical requirements are always changing, as a campaign moves forward it is important to ensure that the rules described in this guide continue to apply to your initiative.

To learn more about the Greenbelt Alliance, visit www.greenbelt.org.

Getting Started

Deciding to Pursue a Ballot Strategy

Citizen initiatives are a tool for achieving policy goals and engaging the public in policy debates. They are most effective when used to address an issue that is widely perceived to be a significant problem that elected officials are unable to, or have failed to, address.

In addition to creating an opportunity to win on an issue and advance smart land-use policy, initiative campaigns can raise the visibility of a problem and the organizations and individuals working to solve it. They can galvanize a community to take action—and can result in lasting change. On the other hand, initiatives require a large investment of money and time, can expose the proponents to unanticipated and often unpleasant attacks, and, if lost, can lead to further delay in achieving the policy goal.

Before committing to an initiative campaign, there are several important questions that must be discussed. A clear decision to move forward must be made by the individuals and organizations that will do the bulk of the work on the campaign. Below is a list of questions to consider when deciding to take an issue to the voters.

Should we pursue a smart-growth ballot initiative?

a) **What is the problem?** Clarifying the problem is essential to build broad and committed support, draft the right solution, and make the case for the initiative to the public.

b) **What are the possible solutions? What is the best solution that is also winnable?** There is often an impulse to try to craft a ballot initiative that will solve every aspect of local land-use problems. But, that impulse can lead to a measure that is too long and complicated for voters to get their minds around by Election Day. The best policy will be straightforward and understandable to voters and will focus on a single and specific land-use problem.

c) **What steps have been taken to date to attempt to win this solution?** It is important politically that the issue has been taken to the city council or county commissioners before pursuing a ballot strategy. The most winnable campaigns are those which reinforce an existing General Plan. (See Greenbelt Alliance's *Bound for Success* for more details on this subject – copies can be ordered at www.greenbelt.org.)

d) **What are the consequences for the issue and the organizations/ individuals involved if your side were to lose?** How big are those risks? How would a loss at the ballot box impact future work on the issue?

e) **What else is happening politically in the community?** Are other measures likely to be on the ballot? How would those issues interact with yours? Are there people who would likely be donors or volunteers for your measure who will also be involved in other campaigns?

f) **What timing makes sense?** An ideal timeline is nearly two years long allowing 9 to 10 months for drafting, cultivating political support, and legal review before beginning to collect signatures. Is there enough time between now and the signature deadline to pull all the initial pieces together without skipping important steps?

g) **Is it possible that the city council or county board of supervisors might place the measure on the ballot directly** thereby demonstrating opinion leader support for the measure and eliminating the need for the petition drive?

After discussing these questions, you may want to move forward with a ballot measure. Throughout the early stages of the campaign, campaign leaders should revisit these questions to ensure conditions remain favorable for success. Once the final decision is made it is important not to get too caught up in constantly reevaluating the decision to go for it—time should be spent winning the campaign after the initial decision is made, and the perfect conditions rarely exist. But, there are occasions when the wisest decision might be to postpone a campaign in order to lay the foundation for winning in the future

First Steps

Once the decision has been made to pursue a ballot measure, there are a number of projects that need to get started right away. The timing of all these projects depends on how much time there is before the chosen Election Day. Below is a list of the initial projects that will need to be started immediately. Each project is discussed in more detail in subsequent sections of this report.

Early projects:

1. Establish a timeline from the date you begin contemplating the campaign through Election Day. This will help to determine if there is adequate time to run and effective campaign.

2. Set basic guidelines on the policy objective to be accomplished by the initiative.

3. Talk to key opinion leaders and organizations and solicit their initial support and involvement.

4. Establish the decision-making structure for the management of the campaign. Create a steering committee and assign the roles that people will play.

5. Develop an initial finance plan and start fundraising immediately.

6. In order to start fundraising, you will need to take care of some of the administrative basics such as opening a bank account, establishing the group as a ballot committee, and naming a treasurer.

7. Seek out and contact a pollster who will help determine more accurately the levels of public support on the issue, give input on drafting a winning measure, and help hone the campaign message.

8. Seek out and contact a land-use or other qualified attorney who can draft the measure.

Establishing Timelines

There are two rules of thumb to use when creating timelines: 1) work backward from the known deadline; 2) allow room for error—even the best-planned campaigns will run into unexpected delays.

For November elections, crafting the initiative and planning the campaign needs to begin in earnest no later than January of the year in which you want the measure to be on the ballot. For example, if you wish to place an initiative on the November 2003 ballot your efforts should be underway no later than January 2003. This amount of time is the absolute minimum a citizen group will need to draft an initiative, qualify it for the ballot and run an adequate campaign to pass the measure. The only citizen groups who should attempt to run an initiative campaign in a time line of a year or less are those who have significant fundraising abilities, a strong volunteer base and who, ideally, have run ballot measure campaigns before. Under the best circumstances, a citizen group will take an additional ten months to a year, or even more, to craft the initiative, generate support for it and build the campaign infrastructure to pass the measure. In other words, the campaign will preferably start 20-22 months prior to Election Day.

It is important to make sure that "Election Day" really will be *the* election day for the type of measure you are sponsoring. In many cities, the "regular" election is in March or April or only occurs in odd years. While some cities can process initiatives for voter consideration during statewide elections, it may be necessary to obtain additional signatures to qualify the measure as a "special election". Consult with your local elected officials as soon as possible to develop a good understanding of the elections that are available to you.

All timelines should be made with the assumption that public agencies will take the maximum amount of time possible to complete the assigned tasks. The city or county elections office will have a schedule for each election cycle. One of the leaders from the campaign steering committee should go through this schedule with the city or county elections officer to ensure that all deadlines are clear and understood. After meeting with the election officials, review their information to be sure that it is accurate and complete; if the information is not accurate you may miss an important deadline. Because the schedules and timing requirements often change from year to year, be sure that the schedule provided by the elections office is up to date. Even if the official later admits a mistake, they will not be allowed to make it up by waiving a requirement of state law or the city/county code.

A worksheet to help you establish a campaign timeline is included in this report as Appendix A.

Community Outreach & Building the Leadership Group

To pass an initiative, a diverse set of groups and individuals must be involved. Constituencies that are likely to support the initiative should be invited to be part of the campaign – either as steering committee members or as members of the campaign coalition. Constituencies that are likely to be neutral or that will oppose the initiative should also be contacted early in the campaign. Contacts with non-supportive constituencies should happen during the initiative's drafting phase – making these contacts will be discussed further in the "Drafting the Measure" section.

Steering Committee

The steering committee is the core group that will be the decision making body for the campaign. Those on the steering committee should be prepared to do a significant amount of work over the course of the campaign. They must also bring resources to the effort such as a commitment to help fund the campaign, an ability to deliver volunteer resources, and/or a wealth of campaign and issue expertise.

The steering committee should reflect the diverse coalition backing the campaign—membership must extend beyond the environmental community. Possible partners include: labor, business, housing advocates, social equity groups, agricultural leaders, elected officials, park district representatives, and civic groups. Personalities matter, and the individuals on the steering committee need to work effectively and efficiently together. Do not allow the steering committee to become too large. Five people is an ideal number; ten people is too large.

The steering committee is responsible for approving the overall campaign strategy, weighing in on important decisions, and reviewing and giving feedback on campaign materials such as advertisement scripts or mail pieces. Individual members may also be asked to make specific contributions based on their skills and expertise.

Once the steering committee approves an overall campaign plan, a campaign manager should be selected. The campaign manager will function as the day-to-day decision maker and leader of the campaign. As well, the writing and design of voter contact materials should be assigned to specific individuals. The role of the steering committee is to review these materials to ensure they are on effective and on message.

The steering committee should meet regularly. It will generally meet bi-weekly during the early stages of the campaign, and move to a weekly meetings as the campaign moves into high gear.

A word on coalition politics: It is important to keep in mind why the different groups are on the steering committee. Often there are different agendas, so it will be important to maintain discipline and focus on the policy objective agreed to by the group. Sometimes, real coalition work can seem like more trouble than it is worth, but a diverse coalition helps win both by enlarging the pool of resources the campaign can use and by communicating to voters that a broad cross-section of community leaders support the ballot measure.

Campaign Coalition
Beyond the steering committee, a wide coalition of organizations and individuals who endorse the campaign should be assembled. Those who are not willing or able to make a significant contribution to the campaign should be part of this group. The coalition should grow throughout the campaign. People should be asked to endorse the measure and to participate in the campaign through a variety of means such as contributing money, generating volunteers, publicizing the measure through newsletters—though some may only be willing to lend their name.

There should be regular communication with this group so everyone knows about recent developments as well as upcoming events. Email is a quick and inexpensive way to communicate campaign updates and events. Email should not be used as a discussion forum. Open-ended questions, brainstorm sessions, and campaign evaluations should be left to in-person meetings. These meetings should take place on a bi-weekly or monthly basis and should be in addition to steering committee meetings.

The coalition should be invited to provide input on upcoming decisions and get plugged into upcoming projects. This group should understand that the decision-making is done at the steering committee level.

Campaign Structure

In order for a campaign to be successful, it is very important that a clear decision-making process and leadership structure is established early on.

Campaign Manager
A campaign needs a person who is in charge of running the show on a day-to-day basis. Whether they are a paid staff person or a volunteer, ideally this person works full-time on the campaign. The campaign manager may be a staff person for a local organization who takes time off to run the campaign (for example, at times Greenbelt Alliance field representatives play this role in ballot campaigns), a hired campaign professional or an extremely dedicated and politically-savvy volunteer. This person reports to the steering committee and brings key decisions to the group but otherwise has authority to make day-to-day decisions and judgment calls. The campaign manager needs to have a variety of skills. They need to be able to think strategically, work with diverse groups of people and push multiple projects forward at once. Ideally, the campaign manager should have previous campaign experience.

Treasurer
For every campaign, the treasurer is an extremely important position. The treasurer is responsible for making all the financial filings as required by the Secretary of State and any local ordinances. The treasurer is also responsible for doing the financial

record keeping for the campaign. Once the petition is circulating, a campaign may not accept contributions or spend money without a treasurer. The treasurer needs to be detail oriented and highly responsible. There is no easier way for a campaign to lose credibility with the public than by having incomplete or missing financial reports. An assistant treasurer may also be named who can fill in for the treasurer if he/she is unavailable at the time of a specific filing.

Fundraising Chair

The fundraising chair should be someone who is taking on significant responsibility for the campaign's fundraising. This person must be enthusiastic about raising money, have previous fundraising success, and have a list of personal and professional contacts who will contribute to the campaign. The fundraising chair should also be able to motivate and train others to do fundraising and be skilled at tracking fundraising progress, goals, and benchmarks.

Outreach Coordinator

The outreach coordinator is responsible for mobilizing grassroots support for the campaign. This person should be a good planner and good at motivating large numbers of people. This person may also be the petition coordinator during the signature drive portion of the campaign.

Spokesperson

The spokesperson is the person who will represent the campaign in public forums and press conferences. A strong spokesperson must have credibility on the issue, strong public speaking skills, and understand the necessity of sticking to the campaign message. A good spokesperson should be able to think quickly on their feet and be cool under pressure.

Other Roles

There are many other roles that people can be plugged into, but the responsibilities outlined above are the key ones that should be filled in order to move forward with a campaign. As more people become involved, additional roles that can be filled are: regional outreach coordinators, petition coordinator, speakers bureau coordinator, office manager, grassroots fundraising coordinator, volunteer coordinator, endorsement/coalition coordinator, phone bank coordinator, Get-Out-The-Vote coordinator.

Outside Consultants

Campaigns often hire outside consultants—such as land-use attorneys, pollsters, direct mail designers, graphic designers and advertisement producers—to fill specific roles.

In addition to these task-specific consultants, a general campaign consultant can also be invaluable to the campaign. These consultants typically have substantial experience running campaigns and can greatly contribute to the smooth operations of your campaign.

A general consultant's role can vary substantially from campaign to campaign. On some campaigns they serve as the campaign manager or are responsible for hiring and overseeing the campaign manager. In other cases, they help establish the campaign, oversee the writing of the campaign plan and, once the campaign is set up, serve as an advisor that does not do day-to-day work.

Whether or not to hire consultants is an important decision for any campaign. Their services are extremely useful, but can be expensive. The steering committee should carefully weigh whether consultants will be a worthwhile campaign investment.

Accountability
The campaign manager is responsible for ensuring that everyone is fulfilling their responsibilities. If there is a problem, the campaign manager must move quickly to resolve it—even if it means taking responsibility away from someone. Election Day cannot be moved back and success requires efficient, effective and accountable completion of tasks by all involved.

Establishing the Formal Campaign Committee

The state of California designates the official start date of a ballot campaign as the day the first petition signatures are gathered. Before this date, the steering committee must formally create the campaign committee. Like a board of directors, the formal campaign committee is a legally responsible entity. Typically, the formal campaign committee is simply the steering committee or select members of the steering committee. Even if the full steering committee is not on the formal campaign committee, the steering committee typically continues to oversee campaign management. In this guide from this point forward the steering committee and campaign committee are assumed to be the same and the committee is referred to as the campaign committee.

The campaign committee must be well established by this time. Any expense after the campaign launch date is a campaign expense that must be reported. Additionally, any money raised prior to the petition drive that will be spent after the petitions start circulating needs to be reported. Money raised for an initial poll or an attorney to draft the measure is not considered a campaign expense if the service is paid for before the petition is circulated. The following actions are required to establish the formal campaign committee:

Filing the Statement of Organization Form
The Treasurer's will need to file Fair Political Practices Commission's (FPPC) Statement of Organization form (form number 410) with the Secretary of State and local elections official. This form can be obtained online at FPPC website: www.ffpc.ca.gov. The Statement of Organization form must be filed within ten days of receiving campaign contributions totaling $1,000—remember the state defines contributions as money that will be spent once the petitions start circulating. The proponents of a ballot measure need to file as a "controlled recipient committee". (See the box on page 15 for summary of other types of formal campaign committees that can be formed.)

The Statement of Organization form requires the name and contact information of the treasurer and proponents (the people who request the elections officer to prepare the ballot title and summary) of the formal campaign committee. The campaign may also name an assistant treasurer who can complete filings if for some reason the treasurer is not available. If more than three proponents control the committee, then one individual may sign on behalf of the others.

The original and one copy of the form must be sent to the Secretary of State Political Reform Division, PO Box 1467, Sacramento, CA 95812-1467. A copy must also be sent to the city/county clerk.

The Secretary of State's office will assign the campaign committee an ID number. Once established, the campaign committee must file periodic disclosure statements until a termination form has been filed. The treasurer must preserve all filings and records for four years after the committee has been terminated.

Opening a Bank Account

The treasurer will also need to open a bank account. Depending on the bank, the treasurer may be required to provide the campaign's ID number. The steering committee will need to decide on a name for the campaign committee that will be used on all the campaign filings and to identify the ballot proponents with the public. Pick a name that is short and makes sense in context of what the measure does and who is supporting it. (See table below for name requirements for certain types of committees.)

Other Types of Campaign Committees

The formal campaign committee will file with the state as a controlled recipient committee, but there are several types of other campaign committees. This table details the major types of committees that will be relevant in land-use initiative campaigns. If there are questions about which committee option you should choose, refer to the FPPC's Manual D (it is also advisable to check with a qualified attorney).

- A group which is raising money to support a ballot measure that is separate from the proponent's recipient committee must file a statement of organization form (FPPC form 410) and designate themselves as a "**primarily formed**" recipient committee. The name of a primarily formed committee must include "Committee For Measure ___".
- If an organization raises funds to support or oppose more than one candidate or measure in a single election, then it must file as a "**general purpose**" committee and determine if the committee is a city, county or state general purpose committee. (See the FPPC web site, www.fppc.ca.gov, for a fuller description of these types of general purpose committees.)
- A primarily formed or general purpose committee may also be a "**sponsored**" committee if 80% of its funds come from one organization or its members, officers, or staff. Other thresholds that may bump a committee into the sponsored category are: if the committee receives funds through payroll deductions or dues; if one organization provides virtually all the administrative services; or if one organization sets the policies for raising or spending money. The name of a sponsored committee has to include the name of its sponsor in the title of the committee.

- An individual or entity that does not accept any contributions but makes donations of $10,000 or more of its own money or services in a calendar year must file campaign disclosure statements as a "**major donor**" committee. It is the responsibility of a recipient committee's treasurer to notify anyone who has contributed $5,000 or more that they must file directly if they pass the $10,000 threshold. Treasurers must make this written notification within two weeks of receiving $5,000 or more and keep records of this notice in the administrative files.
- If an organization or individual accepts no donations but makes an independent expenditure of money or services of $1000 or more for or against a measure, then it must register as an "**independent expenditure**" committee. An independent expenditure is an expense made to advocate a position for or against a measure. It is made directly and is not a contribution to a committee that will use the money to advocate a position.

Qualifying the Measure

Drafting the Measure

Campaign committees often make the mistake of trying to keep the drafting of a measure secret. It is common for proponents to want avoid tipping off potential opposition, or keep from bogging down the drafting process.

In reality, an open drafting process is extremely valuable. An open process helps build community consensus behind the measure. It also helps to identify potential problems or weaknesses in time for them to be fixed.

Those involved in drafting the measure are responsible for making sure the final measure accomplishes the policy goal, but they should also be flexible in considering different approaches with an eye toward preparing a measure that will win at the polls.

The campaign committee should seek out examples of similar policies that have been passed by voters in other communities. Greenbelt Alliance (www.greenbelt.org) and the statewide Planning and Conservation League (www.pcl.org) are sources for examples of successful initiatives.

A ballot measure should be drafted with the following in mind: it must be legally defensible, easily understood, and short. It should accomplish the policy objective and avoid extras that would be nice but aren't essential to achieving the policy goal. Voters get suspicious if a measure appears to include extraneous points. An opposition campaign will almost always exploit these extras as the potential source of "unintended consequences".

A public opinion poll can be very useful to the campaign during the drafting period. The campaign committee can test policy options and use the polling data to help craft a measure that is clear and compelling to voters.

People involved in drafting should also talk with city or county planning staff to get their insights on strengths and weaknesses of the existing General Plan.

Once the campaign committee has a working draft or even outline, it is useful to take it to people who were not involved in the drafting, but whose opinion is relevant. You will want to repeat this process of soliciting input as the working draft changes.

A county supervisor or city council member may want to ask the city attorney or county counsel to review the draft before the they are formally asked to write a summary and title. If after the city attorney/county counsel has written the official summary and title, the committee feels that the summary is unfavorable, the drafting group should be open to redrafting the measure in order to address any valid concerns. If the committee feels that the unfavorable summary is unreasonable it should explain its reasons to the attorney and attempt to negotiate better language.

The committee should ask likely opponents to take a look as well. This almost counter-intuitive step provides input from opponents that may assist in flagging potential problems or weak points that the committee should reevaluate before formally submitting the measure and illustrates that the campaign committee tried to get everyone involved. Campaigns often hesitate at this step because they feel that they are giving away a secret. Keep in mind that there will be plenty of time for opponents to read the measure and mount an opposition campaign even if they don't get an early draft directly from the campaign committee.

From a content perspective, initiatives are often most effective when they readopt and reaffirm policies contained in a community's general plan. Since land-use measures must be consistent with a community's general plan, this approach helps ensure that the measure will stand up to legal challenge from opponents. It also helps ensure that the measure is straightforward and comprehensible to voters. Additionally, an initiative must be rational and reasonable. It cannot interfere with state lands or state law such as housing goals. (See the Greenbelt Alliance publication, *Bound for Success*, for more on land use law in California – www.greenbelt.org.)

Filing the Petition

This section outlines the process for qualifying an initiative for the next regular election. The process is slightly different for a referendum to repeal an existing law. The process also varies if the goal is to call an immediate special election instead of qualifying the measure for the next regularly scheduled vote. For details on referendums or special elections contact Greenbelt Alliance at www.greenbelt.org.

Once drafting is complete, the campaign must file a notice of intent to circulate the petition with the city or county clerk. The notice of intent should include names, signatures, and addresses of one to five "proponents" (city measures may have only three proponents). Proponents should be drawn from the community's leadership based on their reputation or that of their organization. Depending upon the city or county, the campaign may be required to include a check for $200 with the notice of intent.

The notice of intent must include the text of the initiative and request that a ballot title and summary be prepared. The measure proponents have the option, and should exercise it, to include a 500-word statement outlining the reasons for the proposed petition. This argument should state in clear, persuasive language why the proponents are submitting the measure. The notice of intent will be printed on each petition immediately following the ballot title and summary. It will be one of the first things people read in deciding whether to sign the petition. The campaign may also want to submit a proposed summary of the initiative. This should be drafted in objective language to clearly explain the legal effect of the initiative. A proposed summary may make the city attorney/county counsel's job easier and may result in the release of their official title and summary before the 15 day deadline.

Secretary of State's Suggested Language for a Notice of Intent

Notice of Intent to Circulate Petition

Notice is hereby given by the persons whose names appear hearon of their intention to circulate the petition within the County (City) of ___ for the purpose of ___. A statement of the reasons of the proposed action as contemplated in the petition is as follows: (500 word statement).

The petition draft should include the title chosen by the campaign committee for the measure. Thought should be give to picking a title that accurately reflects what the measure will do and that makes sense in context of who is supporting the measure. The city/county attorney is not bound to use your proposed title, but may be inclined to do so.

Once the notice of intent is submitted to the city/county clerk, the city attorney/ county counsel has 15 calendar days to respond. The attorney's title and summary must be 500 words or less. It is helpful to keep in close contact with the city attorney/county counsel during this period in order to answer questions and suggest changes if necessary. This summary is very important—many voters will refer to it when deciding how to vote. Most voters will not attempt to read and understand the initiative text itself.

If the campaign committee considers the title and summary inaccurate, the proponents can argue to amend it, but that requires legal action. To make a challenge, measure proponents must file a writ of mandate showing that the title or summary is false, misleading or inconsistent with summary requirements. The downsides of legal expense and potential controversy should be weighed against the likelihood of getting an improved summary before moving forward with a legal challenge. Of course, sometimes it may be possible to persuade the city attorney/county counsel to change the summary. It may be worthwhile to have he campaign's attorney contact the city attorney/county counsel informally to explain why the committee believes the summary is improper.

Publishing the Notice of Intent
Once the title and summary have been determined, the next step is to publish the notice of intent along with the ballot title and summary in the Public/Legal Notice section of a newspaper of general circulation published in the city or county. Seek advice from the local elections official if there is more than one paper or no daily paper. A copy of the printed notice of intent with an affidavit from the newspaper certifying its publication must be filed as proof of publication with the city or county elections official.

Petitions

Once the notice of intent has been published, the campaign must gather signatures supporting placement of the initiative on the ballot. The campaign is allowed to take up to 180 days (six months) including holidays and weekends to gather signatures. Most signature drives do not take the entire 180 days, but the campaign should ensure that enough time is allocated to gather the required number of signatures.

The process of qualifying the initiative must be completed no later than 88 calendar days prior to Election Day. Since collecting the petition signatures is only the first step in qualifying a measure for the ballot, if the campaign's goal is to have the measure on the November ballot the signature drive should be completed no later than May 1st and ideally by April 1st.

Printing the Petition
The law requires that a petition be printed in a certain manner. Since even a typo or a misplaced comma can make a petition invalid, the campaign should proofread the petition several times. It is also advisable to work with an attorney with experience writing petitions.

Initiatives that address the General Plan can be long and often include a map to illustrate the land use policy envisioned in the initiative. This can make printing petitions quite expensive, so the campaign committee will need to anticipate this expense.
The title and summary prepared by the city attorney/county counsel must be printed across the top of the page containing the text of the proposed measure and on the top of any page that voters will sign.

The title, summary, and preliminary notices must be in 12-point, boldface Roman type. The text of the initiative cannot be smaller than 8-point type. There must be a one-inch margin at the top of each page.

Sample of a page that includes the initiative text:

(one-inch margin on top)

Initiative Measure to be Submitted Directly to the Voters

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

(title, summary)

(full text of measure (8-pt. font)

Sample of the signature page (all in 12 point font):

(one-inch margin)

The (county counsel/city attorney) has prepared the following title and summary of the chief purpose and points of the proposed measure:

(title, summary)

NOTICE TO THE PUBLIC

This petition may be circulated by a paid signature gatherer or a volunteer. You have the right to ask.

(Space for signatures. Must have room for signature, printed name, residence address and city. Signature spaces must be numbered. A one-inch space must be left after each name. The Secretary of State recommends leaving a half-inch wide space on the left margin as well.)

Declaration of Circulator

(to be completed after the above signatures have been obtained)

I, __________(print name), am registered to vote or qualified to so register in the County (or "City and County" if a city measure) of______________. My residence address 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 _____ (month, day, year) and _____ (month, day, year). I declare under penalty of perjury under the laws of the Sate of California that the forgoing is true and correct. Executed on _________ month and day), 20__ at ____________ (place of signing).

_______________________ (complete signature of circulator)

As the campaign goes about printing the petition and collecting signatures, the board of supervisors or city council may ask agencies to report on issues such as the following: fiscal impacts, impacts on the General Plan, effects on land use and housing, impacts on infrastructure funding, impact on the community's ability to attract and retrain businesses, the impact on vacant parcels, agricultural lands, open space, traffic congestion, business districts, and revitalization areas. These reports must be presented no later than 30 days after the final certification of the petition by the city council/board of supervisors.

Stay in touch with the county board or city council and ensure that their questions are answered about what the measure does. It's easy to be completely consumed with getting the signatures needed during the petition drive, but it is essential to conduct outreach to media and local leaders during this period. This is the time when the early media stories are being written and community leaders are beginning to form an opinion on the measure.

Determining the Number of Signatures Needed

For a countywide measure:

To qualify an initiative measure the proponents must gather the number of signatures equal to 10% of total number of people who voted in the county for a gubernatorial candidate in the most recent race for governor. The county registrar will be able to provide this number.

To call a special election proponents must gather 20% of votes cast within the county for all candidates for Governor in the most recent election.

For a citywide measure:

To qualify a measure for a city ballot proponents must collect signatures from 10% of all registered voters. The city clerk will be able to tell you how many registered voters there are in the jurisdiction. (Small towns have slightly different requirements. If you are planning a campaign in a community with less than 5,000 registered voters contact Greenbelt Alliance, www.greenbelt.org, to discuss the number of signatures you will need to gather.)

To call a special city election, proponents must gather signatures from 15% of registered voters.

The campaign's signature goal should be 33-100% higher than the actual number of signatures needed. Inevitably, signatures will be ruled invalid because signers made a mistake or weren't registered to vote. If the campaign is paying signature gatherers, then the cushion should be larger because paid signature gatherers are often more focused on increasing the number of signatures collected rather than making sure they are all collected accurately.

Running a Petition Drive

During the initiative drafting period, the campaign should devise the signature-gathering plan. One person should be in charge overall—sometimes the campaign will hire a signature gathering coordinator to devote full-time to managing the signature drive and gathering signatures him/herself. When devising the plan, the campaign will need to assess if it has sufficient volunteer resources to collect all the signatures needed or if the campaign should hire a signature-gathering firm.

It is always preferable to have a volunteer driven effort in terms of how the public perceives the measure. Even if a professional firm is hired, volunteers should still be involved in the signature gathering.

Signature Gathering Goals

The overall signature gathering goal needs to be broken down into weekly goals. Some time should be left at the end of the drive to allow room to gather additional signatures if there are any problems. The weekly goals should assume a certain amount of build-up time to recruit a steady base of volunteers.

The plan should build-in regular trainings for volunteers and regular shifts during which people go out for a set amount of time and come back to turn in signatures and report on their success. Volunteers should be given clear goals for the number of signatures they should be able to collect in an hour, and how many hours they are committed to in a particular shift. A typical shift is 4 hours long. Projections should be set at 15 signatures per hour though an excellent petitioner can collect 30+ signatures per hour. So, if the campaign needs to collect 25,000 signatures, that will take 1,666 hours at 15 signatures per hour, 416 four hour shifts, 20 shifts per week in a 20 week long signature gathering drive.

Signature Gathering Locations

Good signature gathering locations have a regular flow of people coming in and out of clear entrances and exits. Grocery stores, farmers markets, shopping malls, post offices, transit centers, fairs and other events—even movie lines should be on the list.

The signature gathering coordinator needs to call all the sites and let them know that the campaign intends to have representatives at their location. Some stores have applications or other rules about where signature gatherers can stand. The right to petition in public places is protected as political speech, but petitioners cannot create a safety hazard, and naturally they must be polite.

Throughout the drive, the signature gathering coordinator needs to keep track of which locations are available and how many signature gatherers can be effective at any given location. The coordinator will also need to keep track of who has been assigned to each shift so as not to send two groups to the same location.

Requirements of Signature Gatherers

All signature gatherers must be qualified to vote in California. For city measures the gatherer's must be eligible to register to vote in the city. They cannot misrepresent the truth; they have to allow people to read the petition if someone requests to read it; and they have to disclose if they are being paid or volunteering when asked.

The signature gathering coordinator needs to review signatures as they are turned in to ensure that people are gathering valid signatures and to keep an on-going tally. *Look out for people giving PO boxes instead of places of residence!*

How to Gather Signatures

Signature gatherers should be supplied with plenty of blank petitions, 3 clipboards (cardboard with rubber bands will do), rain sheets as needed, pens (blue or black ink only), fact sheets with campaign contact information, and blank voter registration cards that can be picked up at the registrar's office. Some petitioners like to use an ironing board or card table as well.

Petitioners should set up at high traffic spot. They should ask people a short question as they approach the table such as “are you registered to vote?” or “will you sign a petition to stop sprawl?” This short question gets peoples attention. Next the petitioner should give a one-sentence explanation of the measure and ask the person to sign. The petitioner should verify that the person is registered to vote in the city/county.

The goal is to get as many people to sign the petition as possible. The petitioner should give people with lots of questions a fact sheet explaining the measure in more detail rather than taking a lot of time to explain it as other potential signers walk by.

Tracking Progress
The campaign committee needs to be very aware of how the petition drive is going. If the drive falls behind, the committee may need to reevaluate the plan or help problem solve to get it on track.

Submitting & Verifying the Signatures

The signature gathering coordinator should do periodic hand counts to ensure the campaign has an accurate running total of the signatures gathered. Once the signature goal has been met, petitions must be submitted to the city or county elections official in a single delivery. Proponents must present the signatures. (This may be a good media opportunity as well—see page 53 of the earned media section for more detail.)

Verifying the Signatures
Depending on how many signatures are gathered, the elections office has either thirty days or sixty days, not including holidays or weekends, to verify the signatures. If a statistical sampling of the signatures indicates that the campaign has gathered less than 110 percent of the signatures required, then the elections office can take up to 60 business days to count the signatures. If however the statistical sampling shows that the campaign has likely gathered over 110 percent of the required signatures, the elections office can take no more than 30 business days to count the signatures. For this reason, and since it is inevitable that a certain number of signatures will be invalid, it is in the best interest of the campaign to collect 33 percent to 100 percent more signatures than is required.

The elections official notifies the proponents once the signatures have been validated, and the petition is referred to the next regular meeting of the county board of supervisors or city council.

The board of supervisors or city council can save the time and expense of a public vote by voting the measure into law within ten days of the measure being qualified. If the governing body is supportive of the goals of the measure, then a lobbying effort may be a good use of time to get the measure adopted without requiring a full election campaign.

The board/council has two options other than voting the measure into law. First, it can simply order the measure to be placed on the ballot. Alternatively, it can request staff to prepare a report on the potential effects of the measure. The report must be presented no later than 30 days after the petitions have been certified to the board/council at which time it must either adopt the measure within 10 days or order the measure to be placed on the ballot. Because of the time allowed to prepare the report on the initiative, the campaign should set a goal of having the measure before the board or council no later than the end of June for a November election. Once a measure has been ordered on the ballot, the city/county attorney is typically directed to prepare an impartial analysis. In counties the auditor also may be directed to prepare a fiscal analysis.

Ballot Arguments

The ballot arguments are the statements made by the proponents and opponents of the measure that are printed in the guide mailed to all voters prior to the election. The elections officer sets the date by which the ballot arguments must be submitted.

Proponents' Argument
The ballot argument is one of the documents that voters will use to make up their minds on how they will vote on the measure. The proponents (yes-side's) argument must be 300 words or less. It should be written to convey clearly and compellingly why people should vote for the measure using the message that will be used throughout the campaign. The tone should be understated—too much rhetoric makes the campaign sound crazed rather than reasoned and even-handed. Voters will read this in a pamphlet that includes the text of the measure, the ballot title and summary.

In addition to the campaign committee, the pollster and any others with political writing skills should review the draft. The campaign may want the attorney who drafted the measure to review the argument to ensure its accuracy. The signers will want to review it as well.

The argument can be signed by a maximum of five people. These should be names of individuals or representatives of organizations that are held in high esteem by the public. Aim for a balance of liberal and conservative, urban and rural, male and female. The signers must give their name, signature, address, and phone number. The campaign must give a name, phone number, and address for the person the elections officer should contact regarding the ballot argument.

The elections officer will review the argument to ensure that it is factually accurate.

If more than one argument is submitted in favor of a measure, the elections official decides which of the arguments will be included in the voter pamphlet. The official must give preference first to the city council or board of supervisors, second to the formal sponsors of the measure, third to bona fide citizen organizations, and finally to individuals eligible to vote on the measure. This makes it important to coordinate with your supporters to ensure that only one argument is submitted in favor of the measure.

Rebuttals
Opponents will also have the right to write a statement that conveys their arguments against the initiative. The elections official will forward each side's statement to the other side. In counties and some cities the initiative's proponents and opponents are allowed to file rebuttals to the arguments for and against the measure. Rebuttals can be no longer than 250 words.

Ten days before the printing of materials there is a public viewing period. Either side can challenge the arguments and rebuttals. To challenge an argument means arguing before a judge that the argument contains factual errors. These challenges can be expensive to argue or defend against. They will also add to the sense of controversy around the measure in the public's view. As a result, ballot argument challenges are usually a tool of the opposition rather than the proponents of a measure because controversy generally helps the opposition's case. This makes it very important to be sure that your argument and rebuttal do not contain any statements that could be construed to be incorrect or misleading. Even if your argument prevails in court, your success comes at a high price in terms of distracting the committee's (and the public's) attention from the campaign.

Election Rules

Record Keeping

Using a good database program will facilitate campaign record keeping.

There are accounting software programs designed to capture all the information required by the FPPC. (See Appendix C for a current list of FPPC approved software.)

Contributions
Elections law requires that all contributions be processed promptly. In order to process contributions, the treasurer must collect the following information for any donation of $25 or more: name of contributor, address, occupation, employer, and date money was received.

The state of California has no limits on the size of contributions to ballot measure campaigns. The Treasure should ask the local elections official if there are any local rules governing contributions, but generally cities and counties have followed the state's lead regarding campaign requirements.

A campaign cannot accept cash contributions of more than $100.

Money orders or cashier's checks of more than $100 must include the name of the donor.

If a contribution is received through an intermediary, then the information for the intermediary and the actual contributor must be disclosed. For example, if someone writes a check on behalf of another person, then collect information for both people.

If the campaign receives money from another campaign committee, then the treasurer must record that committee's state ID number.

Tickets for campaign events are considered contributions and all required information must be collected.

A campaign cannot accept contributions from anyone who is not a U.S. citizen. Contributions from foreign corporations may be accepted only if received from a domestic subsidiary.

In the last sixteen days of a campaign, any contribution or in-kind donation of $1,000 or more is considered a "late contribution". In this case, the treasurer must file a late contribution form within 24 hours of receiving the donation.

All contributions will eventually become public record, and the campaign should assume that the opposition and the media will take note of who is contributing. It helps in how the campaign is publicly perceived to have a diverse set of people, organizations and businesses supporting the campaign and to have a number of small donors. Ideally, most of the campaign funds will come from residents of the city or county where the measure appears on the ballot. The treasurer should flag any contribution that could be controversial and perhaps should be refused.

In-kind Donations

In-kind donations are gifts of goods or services as opposed to money. Anything that has been donated or sold at a discount needs to be recorded as a non-monetary contribution. Additionally, any salary of a person who spends 10% or more of his or her time working for the committee is also considered an in-kind contribution for the percentage of time they do work for the campaign committee. Time that is volunteered is not considered a contribution.

The name, address, value of the donation, and date of all non-monetary contributors must be recorded. If the treasurer cannot determine the value of the donation, then he/she should ask the person who made the donation to determine the value. This request should be made in writing.

A person can host a fundraiser without making a non-monetary contribution as long as the total cost of the fundraiser is $500 or less.

If polling information paid for by someone else is released to a campaign committee, the cost of the poll is considered an in-kind contribution. If the results are made available 15 days after the poll was taken, then half the cost of the poll is considered a contribution. If the results are made available after 60 days, then 5% of the cost of the poll is considered a contribution. After 180 days the poll results can be shared and not be considered a contribution.

For reporting purposes, in-kind donations are reported on Schedule C of the FPPC's form 460. (The FPPC's Form 460 is a key document for campaign record keeping. See the table on page 28 for a summary of this section's discussion of Form 460). Non-monetary contributions are counted both as contributions and expenditures in the summary page of Form 460.

For a sponsored campaign committee, any administrative overhead and start-up expenses paid by the sponsoring organization are not considered contributions; but must be reported under the "description of goods or services" column on Schedule C of Form 460.

Loans
If the campaign receives any loans of $100 or more, then the treasurer must complete Form 460's schedule B. The form requires that the loan interest rate and due date, if any, be reported. If there is a guarantor for the loan, then that person's name, address, occupation, employer and amount of liability must be disclosed. Any payments made on loans must be disclosed as well.

Miscellaneous Income
Any interest, refunds of deposits, refunds for overpayment, or transfers between committees must be reported on schedule I of Form 460.

Expenses
All campaign expenses must be made from the campaign bank account.

Any payment of $100 or more to a single vendor must be reported by disclosing the payee, date of payment, address, and amount. The total of all payments of less than $100 are reported in a lump sum and not itemized.

Additionally, the treasurer must record the purpose of all expenses. The expenditure schedule of Form 460 lists a standard set of expense codes that the treasurer can use as a guide. For campaign filings, if there is no appropriate code, then a brief description of the expense must be made in the "description of payment" column.

Travel expenses require additional documentation including the date of travel, destination, and total expense for each trip.

For credit card reimbursements, the treasurer must disclose the name, address, and amount paid to the credit card company as well as the name, address, and amount paid, and code for each item or service purchased of $100 or more.

If a consultant makes a payment on the campaign committee's behalf, the treasurer must record the amount paid to each vendor on schedule E of Form 460. For example, if a campaign consultant purchases advertising time from a radio station, the amount paid to the consultant and the radio station must be disclosed. The consultant must submit dated receipts for all expenses.

If the committee makes a payment to any business that is owned 50% or more by an officer or employee of the campaign committee or by the spouse of an officer or employee, then the relationship to the committee must be disclosed. The same holds true if any member of the committee serves as an officer, partner, consultant, or staff person of the business.

If the committee makes any expenditures to support or oppose another measure or candidate, then the treasurer must fill out Schedule D of Form 460.

Unpaid Bills
If there are any unpaid bills of $100 or more in the period of time that a campaign filing statement covers, these must be itemized on schedule F of Form 460. This does not include regular bills such as rent or salaries if the bill has not been received or if the due date is after the closing date of the reporting period. Unpaid bills for less than $100 are not itemized but reported in a lump sum. Amounts can be estimated if the exact amount is not known.

Mass Mailings
A mailing of 200 or more pieces qualifies as a mass mailing. The sender must be identified by the name of the campaign committee, address, and city on the outside of the mailing and on at least one insert. These items must be printed in at least 6-point font and printed in a color or typeface that contrasts with the background of the piece.

The date of the mailing, the number of pieces mailed and the method of postage must be reported by the treasurer in the next campaign filing. The treasurer will need to keep a sample of the piece for the administrative records.

Using Form 460

Schedule	**Purpose**
B	Report loans of $100 or more.
C	Report in-kind donations.
D	Report expenditures to another campaign.
E	Report payments made on the campaign's behalf by a third party.
F	Report unpaid bills.
I	Report miscellaneous income.

Campaign Contribution Reporting

The Secretary of State has a set of financial disclosure requirements for all campaign committees. Cities and counties may have additional filing requirements so it is important to talk to the local elections official to clarify all reporting requirements and deadlines. All the filings (aside from the statement of organization and termination forms which are sent directly to the Secretary of State) are made directly to the local elections official.

The standard filing requirements include a pre-election statement, a semi-annual statement, a quarterly statement, and a supplemental pre-election statement. All these filings for "controlled recipient committees" use Form 460 unless there have been no contributions or expenditures of more than $100 during the reporting period in which case Form 450, the short form, may be filed instead. The purpose of these filings is to create a public record of all contributions, loans, and expenses.

In addition to ensuring that the campaign filings are accurate and timely, someone on the campaign should be assigned to track the filings of any opposition committees to determine how much money they are raising and what they are spending money on. Assume that the opposition and the press will be doing the same with your filings.

Annual Campaign Contribution Filing Schedule:
(Typically use FPPC Form 460)

Semi-annual statement:

- If the election is held during first six months of the year, the period covered by the filing is January 1 – June 30. The form is due July 31.
- If election is held during second six months of the year, the period covered is July 1 – December 31. The form is due January 31. Use Form 450, or Form 419 if there has been no activity.

Pre-election statements:

- First statement is filed 40 days before the election. Report on activity since the last statement (or January 1 if no previous statement has been filed) through 45 days before the election.
- Second statement is filed 12 days before the election. Report activities 44 days through 17 days before the election.

Late contribution statement:

- Filed within 24 hours of receipt of contributions of $1,000 or more during the last 16 days of the campaign.

Quarterly statement:

- During each six-month period in which the measure is not being voted on. January 1 – March 31 due on April 30. July 1 – September 30 due on October 31. (This statement is not required if the measure is being voted on during the period covered by the semi-annual statement.)

Post election:

- If the campaign committee makes expenses or contributions to other ballot measure committees, or is raising money for a different measure, then the committee is required to continue to file semi-annual and quarterly statements.

If an officeholder or candidate controls the ballot committee, there may be additional reporting required.

Terminating the Committee

Before a committee can terminate it must: 1) no longer be receiving contributions; 2) no longer be making expenditures; 3) have settled all debts; 4) have no campaign funds; 5) have filed all required forms. When a committee meets these conditions, it can terminate by filling out the Statement of Organization Termination Form 410. A copy is sent to the Secretary of State. The original plus one copy of Form 410 and one copy of Form 450 or 460 is filed with the city or county filing officer.

Common Reporting Errors

Checklist of common reporting errors:

- Double check that the correct period of time is covered.
- Make sure the form includes the date, city, state, and signature of treasurer and proponents.
- Check that totals are carried forward from the summary sections correctly.
- Report zeros when there is nothing to report.
- Include complete addresses for all itemized contributions and expenses.
- Include the occupation and employer for all contributions from individuals.
- Report any vendors receiving payments of $100 or more from a credit card or a campaign management firm.

Options and Requirements for Charitable Organization

Political speech is protected under the first amendment. Corporations are considered to have the same speech rights as individuals, and money is considered to be the equivalent of speech in campaigns. However, there are limits to how much certain non-profit corporations can give to and work on ballot campaigns.

Charitable corporations (organizations designated as "501(c)(3)s" by the Internal Revenue Service) are not only tax exempt, but donations to the organization from individuals and corporations are tax deductible for the donor. As a result, limits have been put on the amount that 501(c)(3) corporations can be involved in political activities. Many environmental and civic organizations are 501(c)(3) corporations.
No such limits are put on social welfare corporations—501(c)(4)s. But donations to these organizations are not tax deductible. Rules on labor unions, trade groups, and agricultural groups vary depending on whether the subject of the ballot issue is seen as having a direct impact on the members of the group. *Neither 501(c)(3) nor 501(c)(4) corporations can be involved in candidate campaigns.*

501(c)(3) corporations can get involved in ballot campaigns, but they should do so understanding the rules so they can maximize their effectiveness and not jeopardize their corporate status. It is important to understand that the IRS, FPPC, and sometimes even local ordinances, all have different rules, reporting requirements, and definitions—all of which must be followed. For example, the FPPC does not consider any expense made prior to the gathering of signatures a campaign expense. But, the IRS may consider expenses made in order to prepare to communicate with voters as lobbying expenses even if the expense was made prior to the measure being filed.

If a 501(c)(3) non-profit organization is considering getting involved in a ballot measure, it should consider filing IRS Form 5768. This provides the non-profit with 501(h) status, giving clearer guidelines for their ballot campaign involvement. For as long as 501(h) status is in place, the organization must file Part VI, Schedule A of their 990 federal tax form.

Under 501(h), a charitable corporation can spend up to 20% of their first $500,000 in revenue on lobbying activities. It can spend 15% of the second $500,000 in revenue on lobbying; and it can spend 10% of everything over $1,000,000 on lobbying with a cap of $1,000,000 spent on lobbying activities for any 501(c)(3) corporation.

501(h) requires tracking of the expenses associated with communicating on a legislative matter such as staff time, printing, postage, etc. Under 501(h) status, endorsements or activities of volunteers do not count as lobbying activities. If a corporation does not elect 501(h) status, then their involvement is limited to "insubstantial" activities, and all activities such as endorsements, volunteer efforts, as well as communications are counted as lobbying. The rules for organizations choosing not to elect 501(h) status are vague.

Under 501(h) the IRS defines two types of lobbying expenses—direct and grassroots. Direct lobbying is communication aimed at persuading a decision maker to vote a specific way on a piece of legislation. Grassroots lobbying is communication aimed at persuading the general public to take action in order to persuade a decision maker.

Only 25% of the total lobbying limit can be spent on grassroots lobbying. In direct ballot measure campaigns, though, the public is generally considered to be the decision maker and therefore communication with voters is considered a direct lobbying expense.

There are times when communication with voters in a ballot campaign may be considered grassroots lobbying. For example, if a group is trying to get a measure placed on the ballot by the city council or board of supervisors, then communications with the deciding body are direct lobbying expenses and any communications with voters encouraging them to contact their elected officials is grassroots lobbying.

A measure is considered to be legislation once the first signature has been collected. Work prior to a measure being filed may or may not be considered lobbying. These distinctions are clarified below.

The penalty for exceeding the lobbying limit is 25% of the amount in excess of the limit. If over any four-year period an organization has spent an aggregate of 50% more than the limit, it automatically loses its 501(c)(3) status and cannot apply for 501(c)(4) status.

The remainder of this section assumes that an organization has 501(h) status.

Expenses Prior to Signature Gathering
For a non-profit with 501(h) status, Communication with voters and preparation for communication with voters are considered lobbying expenses. Although the FPPC does not count any money spent prior to signature gathering as campaign expenses, the IRS rules are not as explicit. For example, it is not clear how the IRS would define a public opinion poll taken prior to filing a measure. If the poll has a purpose beyond informing the drafting or message of a measure, then it may be allowable as a non-lobbying expense.

Expenses associated with public forums are not considered lobbying expenses if the purpose is to discuss possible solutions. But, if the forums are designed to discuss a specific measure, then they are considered lobbying expenses by the IRS.

Expenditures aimed at getting a city council or board of supervisors to refer an issue to the ballot would likely be consider lobbying expenditures. As soon as the idea is articulated to a decision maker so that they understand that they are being asked to take action (i.e. putting the measure on the ballot) then activities toward that end are considered lobbying.

If an attorney is hired to draft a measure, then it is safe to assume the IRS would consider that a lobbying expenditure since it has no purpose aside from the ballot measure. But, expenses associated with preparation for communication that never happens do not count as lobbying expenses. For example, if no signatures were ever gathered for the measure, then the measure would be considered a "false start" and the drafting expenses would not count as a lobbying expense.

Expenses During Signature Gathering & Beyond
For a non-profit with 501(h) status, communication with voters is considered a lobbying expense by the IRS if it references the measure and advocates a view on the measure (even if the view comes short of a direct endorsement).

The expense of paying petition gatherers counts as a lobbying expense. Volunteer signature gatherers do not.

If an organization dedicates space in its newsletter to advocate a position on a ballot measure and that newsletter goes only to the organization's membership, then the cost of the newsletter would not be considered a lobbying expense by the IRS though it would be reportable as an in-kind donation to the ballot committee. If an organizational update goes to non-members and includes information on a ballot measure, then the cost of the percentage of the newsletter that is dedicated to the ballot measure and is received by people in the voting district counts as a direct lobbying expense by the IRS. The amount dedicated to the ballot measure whether going to the organization's members or the general public is considered a contribution to the campaign under state election law. Although volunteer activities do not count toward the lobbying limit, staff time organizing volunteers does. In general, staff should keep time sheets so the percentage of time spent lobbying, whether organizing volunteers, writing fact sheets, or raising money for campaigns, is tracked. This percentage of payroll expenses should also be applied to costs of employee benefits such as health care. The aggregate percentage of staff time spent lobbying should be applied to all overhead such as rent.

Organizations may give their mailing list to a campaign, but the list's value counts toward the lobbying limit so the value of the list must be established. If the organization regularly sells the list and uses a list broker, then the broker can determine the value of the list. If the organization has never sold the list, then it must determine the going rate for similar lists. If the organization gives its list, then it must count the fair market value toward its lobbying limits. If the organization sells it's list to a campaign for full market value, then it may be considered unrelated business income and be subject to tax by the IRS.

Fundraising & Loans
501(c)(3) corporations should avoid soliciting funds for their organization in order to support a ballot measure. Any contributions that are earmarked for a ballot measure are not tax deductible even if they are written to a charitable organization. To keep these matters clear, it is preferable for staff and volunteers to solicit funds on behalf of a campaign committee. Any staff time spent on fundraising would count as a lobbying expense.

An organization that has 501(h) status should be able to make a short-term cash loan at market-rate interest that is fully repaid within the fiscal year and not have the loan counted as lobbying. However, the IRS has not fully clarified this issue.

The Campaign

Public Opinion Research

There are different forms of public opinion research—opinion polls, focus groups and tracking polls.

An opinion poll can help determine if the campaign is winnable, what policy approach is most compelling to voters, which arguments are strongest both for and against the measure, who the best messengers are, and what demographic groups the campaign needs to reach in order to win. An opinion poll is generally taken early in the campaign—ideally before drafting the ballot measure.

Focus groups are also most useful at the beginning of the campaign. They can help hone and clarify the campaign message and tone. Tracking polls are generally done in the last two to four weeks of a campaign to determine the direction the public is moving, if the campaign message is getting through to voters, and what demographic groups still need to be reached.

Opinion Poll
The decision to do opinion research can be difficult because there is often the sense that the money it costs to take a poll might be better put to use elsewhere since there is an assumption that the

public overwhelmingly supports land-use measures. While that assumption of baseline support is often proven true in a poll, taking an initial survey provides the campaign with the tools to run a more effective campaign. For example, there are so many ways to talk about land-use issues—from stopping sprawl, to preserving agricultural land, to reducing traffic, to giving voters choice. A poll can help the campaign figure out what is the one most effective way to talk about the measure. Also, a poll can show where the voters are who need to hear the campaign message so that time and money can be used more effectively. A poll can fuel fundraising by demonstrating to potential funders that the measure is winnable and that the campaign is being run strategically. A countywide poll typically costs between $8,000 and $15,000. A citywide poll will cost at least $6,500.

Taking time to come up with the most useful questions to ask in the poll is time well spent. Someone with a sense of the political dynamics at play locally should work with the pollster to come up with the possible arguments for and against the measure. A list of important opinion leaders and organizations should also be tested to see who the best spokespeople will be. The pollster should call from voter files and screen out infrequent voters.

Once the poll is completed, the pollster will prepare the "top-line" results that show how all respondents answered all the questions. The pollster will also give the campaign committee the "cross-tabs" which have all the raw numbers broken down by demographic groups. The pollster should also produce a summary memo with his/her thoughts on campaign message and targets. The campaign committee, campaign manager, and pollster should have a meeting to review the polling results. Coming out of that meeting the group should decide on the campaign message.

Generally, polling information is kept confidential because it can reveal the campaign's hand very early on. Poll presentations can be made to funders and leadership, but be cautious about distributing poll results verbally or in writing. Never e-mail polling results.

Focus Groups

Deciding to conduct focus groups is also a difficult call to make. While most campaign experts will insist that an initial poll be taken, the necessity of focus groups is often based on a specific campaign. *Focus groups are most useful when no single, clear, effective message comes through in the poll.* Focus groups can help tease out what will resonate most with voters, and what message tone will work best. Typically a campaign will do different focus groups with different demographic groups. A campaign might decide to do one focus group of urban voters and another of rural voters, or do separate groups with male and female voters. Focus groups can cost from $3,000 to $6,000 each.

Tracking Polls

Tracking polls are short voter surveys taken after the initial poll that show how public sentiment is changing on the issue. They are most useful if the campaign is doing paid media such as radio or TV ads. They can help inform a campaign as to the effectiveness of the ads. Tracking polls can also help fuel late fundraising by showing that voters are moving in the right direction and that additional contributions will be money well spent. Conversely, tracking polls can deflate fundraising as well as the motivation of volunteers if they show the measure losing. Tracking polls cost around $2,500 - $5,000 each.

Campaign Plan

The campaign plan is the tool that turns the initial information gathering and strategic decisions into a blueprint for action for the duration of the campaign. Once these key decisions are made and committed to on paper, then the focus of the campaign shifts to implementing the plan.

As with the initial decision to move forward with a ballot measure, the campaign plan should be a living document and revisited periodically to ensure that everything is on track or to make adjustments based on additional information that has been gathered.

At the time of the writing of the campaign plan, there still may be key decisions that have not yet been made. These key decisions should be listed in the plan itself so that campaign leadership is aware of upcoming decision points.

There is often an instinct to take short cuts on the campaign plan. There is so much work to do, why take the time to write it all down? This is a mistake. On the other hand, the plan should not be turned into a book.

The usefulness of a campaign plan is that it shows how all the pieces come together. It communicates to campaign workers how their piece fits into the whole. It can be an effective tool for raising money to show funders that the campaign has been thought through strategically. Most importantly, the campaign plan allows the leadership to move forward proactively and provides mileposts for evaluating progress. The campaign plan is usually considered a confidential document for campaign leadership and key funders but the basic story of how the campaign plans to win should be shared with anyone involved in the campaign.

In so many ways the campaign plan is the campaign. Therefore, some items will be discussed in fuller detail later in this document.

Outline of a Typical Campaign Plan:
(See appendix F for a sample campaign plan)

- **Lay of the Land**—this section should outline in a few paragraphs the major political dynamics in the city or county—where things stand on land-use issues, previous efforts that will color how people view this measure, etc. The case should be made for why the campaign is seeking to put the issue on the ballot and why the issue is important and urgent.

- **Strategic assumptions—**here the basic assumptions should be outlined such as expected voter turn-out rates, percentage of absentee voters, likely opposition, likely attitude of the media, etc. (Past voter turnout and absentee rates can be gathered from the elections office. The campaign can also check with friendly candidates to determine what trends are being predicted for the coming election —for example, is the Democratic Party planning a major absentee voter drive?)

- **Message—**in this section the campaign message should be stated, with some brief talking points, reference to the message tone, and a brief explanation of the strategy behind the campaign message. (See page 46 for more detail.)

- **Tactics—**this is perhaps the most important section of the plan. The point is to develop a list of the campaign tactics that could be used. This should include the goal for each and its scope. (See the sample voter contact grid below):

Sample Voter Contact Tactic Grid

Tactic:	**Targeted Media**
Goal:	Move Undecided Voters to Yes.
Scope:	3+ weeks on local cable TV. Frequency to be determined.
Tactic:	**High impact person-to-person contact through field via persuasion phoning**
Goal:	Persuade undecided voters, reinforce paid media message.
Scope:	Volunteer phone bank to contact 7,000 highly persuadable voters—democratic and independent female absentee voters under 50. After a brief build-up period, there will be four evening shifts per week with five callers per shift, one weekend shift with five callers, and four daytime shifts (calling seniors) with three callers per shift. Contact rate is assumed to be 20 voters per hour.
Tactic:	**Neighbor to Neighbor Postcard Campaign to Targeted Absentee Voters**
Goal:	Persuade undecided voters, recruit volunteers.
Scope:	Have volunteers "personalize" persuasion postcards by adding handwritten messages to the cards. Cards are mailed with first class postage provided by volunteers. Estimate 20 postcards per volunteer. Estimate 5,000 postcards.
Tactic:	**Constituency contact by allied organizations**
Goal:	Endorsing organizations to contact important constituencies by mail.
Scope:	League of Women Voters to send one piece to membership of 500 voters in county. County Labor Council to send one piece to 2000 members.

- **Critical Decisions—**This section should contain a list of the decisions that will need to be made once additional information is gathered.

Critical Decisions:
Volunteer capacity. The plan relies on heavy volunteer turnout. We will need to decide if/how to continue if we are not generating volunteers as necessary.

Additional fundraising. Who to go to by when/ if we need to raise additional funds either because we're falling short or because the opponents are spending heavily.

- **Organization—**this section requires an organizational chart that shows visually the lines of authority and who reports to whom. Page 38 contains a sample organizational chart.

- **Field Plan—**this section should flesh out the field tactics that will be used with clear timelines for when a tactic will start, the number of volunteers needed, the goals for voters contacted. The field plan often includes: phone calling, precinct walking, yard sign distributing, leafleting, visibility, public speaking, and Get-Out-The-Vote efforts. (See also the volunteer recruitment section on page 47 and the reaching voter section on page 48.)

- **Earned Media—**the earned media plan should map out the approach and schedule for getting the campaign message out through the media via editorial board meetings, opinion pieces in the papers, press conferences, letters to the editor, public forums, and radio talk shows. Press events are the most time consuming and proactive part of the media plan. The press conference plan should clarify the goal of each event and the people who will be asked to be involved. (See earned media section on page 53.)

- **Paid Media Plan—**this section should outline the plan, goal, scope and timeline of all paid media including network TV, cable, radio, direct mail, and newspaper advertisements. (See pages 49-50 of the reaching voters section.)

Insert Sample Organization Chart Here

CAMPAIGN COMMITTEE
*make strategy decisions, fundraise, spokespeople

Campaign Manager
*develop campaign plan, take decisions to campaign committee, run campaign

Consultants

Campaign/Media	Polling	Direct Mail
*consult on campaign plan, message development, media, produce ads	*conduct poll, provide input on message and ads	*write/design mail pieces, other materials as money allows

Campaign Staff

Fundraising	Media	Field	Treasurer
*drive fundraising plan,do phone, mail, event fundraising	*develop and implement plan, collect clips, drive research, review opposition fundraising, manage website	*develop & implement field plan,oversee other field organizers	* filings, bookkeeping, budget, office systems, vendor contracts

Field Organizers

Speakers' Bureau	Western Field	Eastern Field	Phone Bank Coord.	Endorsements
	*coordinate all field activities in western part of county	*coordinate all field activities in eastern part of county	*run voter contact phone banks	*outreach to groups, expand coalition, tap into other resources

- **Campaign Budget—**this should show the line-by-line expenses for everything needed to execute the plan. It is impossible to develop a "standard" budget for land-use ballot measure campaigns. Campaign costs will vary depending on the circumstances – whether the campaign is for a county or city measure, the number of voters in the jurisdiction, whether or not there is a campaign against the measure, local vendor prices, how many staff the campaign hires, etc. For expenses that are not yet known, an estimate should be made. Estimates can be gathered by calling a few different vendors and asking what it would cost to do what you want to do and what the options are. Vendors should also be asked about timing and to clarify how they prefer to take orders, get paid, etc. Very early in the campaign, the campaign manager should ask the community's "political veterans" about which vendors they have used in the past. It is not unusual for a community to have a few vendors who specialize in campaigns.

  The budget must be put onto a grid showing when the expense will be incurred. If the plan is to do 3 mail pieces, the campaign manager needs to know when the vendors and postage will need to be paid, in order for the piece to go out on time.

Sample Countywide Campaign Budget

	Jan-May	June	July	Aug.	Sept.	Oct.	Nov.	Total
Legal								*$15,000*
Drafting and Circulating Petition	$15,000							
Opinion Research								*$24,000*
Initial Poll	$10,000							
Focus Groups			$10,000					
Tracking Poll						$4,000		
Campaign Manager		$1,500	$3,000	$3,000	$3,000	$3,000	$1,500	*$15,000*
Voter Contact								*$125,225*
Radio								$14,650
Production						$1,000		
Spot buy—KNCO AM, 5-9AM								
Week 2 (Oct 21-25, M-F, 1 per hour)						$1,600		
Week 1 (Oct 21-25, M-F, 2 per hour)						$3,200		
Week 0 (Nov. 4, Monday, 3/hour)						$1,000		
Spot buy—KGAB FM, 5-9AM								
Week 2 (Oct 21-25,						$2,200		

M-F, 1 per hour)								
Week 1 (Oct 21-25, M-F, 2 per hour)						$4,300		
Week 0 (Nov. 4, Monday, 3/hour)						$1,350		
Direct Mail								$86,475
Mailer 1, 75,000 Households								
Design				$500				
Art work				$75				
Printing				$11,000				
Postage & sort				$17,250				
Mailer 2, 75,000 Households								
Design					$500			
Art work					$75			
Printing					$11,000			
Postage & sort					$17,250			
Mailer 3, 75,000 Households								
Design					$500			
Art work					$75			
Printing					$11,000			
Postage & sort					$17,250			
Cable TV								$24,100
6 Networks, 6 spots per day for week for 2 weeks						$21,600		
Ad production						$2,500		
Field								*$11,200*
Lawn signs (1500 x $2.50)				$3,750				
Flyers, press packets, Speakers bureau Packets				$1,000	$1,000	$1,000		
Travel				$250	$250	$300		
Phone				$100	$100	$100		
Phone sheets				$500				
Walking sheets					$500			
Doorhangers					$2,000			
Volunteer food/supplies		$50	$50	$50	$50	$50	$100	
Office								*$3,750*
Rent			$500	$500	$500	$500	$250	
Office equip/furniture (All in-kind)								

Letterhead/envelopes/ Remits/logo			$500					
Phones Install/Deposit (deposit returned)			$250					
Supplies			$100	$50	$50	$50		
Insurance			$200					
Postage / Shipping			$50	$75	$75	$100		
Fundraising								*$1,150*
Events			$75	$75	$75	$75		
Postage			$50	$500	$250	$50		
Earned Media								*$200*
Materials			$50	$50	$50	$50		
Unanticipated Expense								*$10,000*
Legal challenges, etc			$10,000					
TOTAL BY MONTH	$25,000	$1,550	$24,825	$38,725	$36,725	$76,850	$1,850	$205,525

- **Finance Plan**—the finance plan should state the total fundraising goal and show how the campaign will reach that goal. The finance plan should also include deadlines by which money will be needed. The first step is to do a gift table:

Sample Gift Table

Large Gifts:

Needed Donors	Gift Levels	Projected Totals	Donors to Date	Received to Date
1	$ 50,000	$ 50,000	1	$ 50,000
3	$ 25,000	$ 75,000	0	$ -
4	$ 10,000	$ 40,000	0	$ -
8	$ 5,000	$ 40,000	3	$ 15,000
10	$ 2,000	$ 20,000	5	$ 10,000
30	$ 1,000	$ 30,000	9	$ 9,000
Total		$ 255,000		$ 84,000

Small Gifts:

Small gift goal: 1000 donors
avg. gift: $35
small donor goal: $35,000

Small gifts to date: 500 donors
avg gift: $43
total small gifts raised to-date: $21,500

The next step is to create the list of potential donors for each level. If the goal is to raise have 30 people give $1000, then you need a list of at least 60 people who will be asked to give. Think of individuals and organizations that will call their lists to generate funds. Think through all the different circles of individuals who are likely donors—environmental organizations, downtown businesses, labor groups, farmers and ranchers, wealthy individuals, etc. Write down the name of every person who might give and then put down a best case and worse case amount for what they will give. Separate the donor list into tiers based on how much they might give and the likelihood of their donation. Tier 1 would include the known large donors with interest in the issue, for example.

After the potential donor list has been developed, then the fundraising coordinator needs to decide who will make the pitch to each target, make sure that person is clear on his or her responsibilities and has a deadline for making the ask. (See the fundraising section on page 43 for more detail.)

Next develop a list of potential smaller donors that can solicited. Think of membership lists of endorsing organizations. Often donor lists can be purchased as well. Set a goal for mail fundraising and decide who is going to write the letter and when it will be mailed.

Sample Donor List (partial)

	Potential Donor	Max. Donation	Min. Donation
Tier 1 ($5,000)	Jack Spratt, Farmer	$5,000	$2,500
	Mary Wirth, Business Owner	$5,000	$1,000
	Jim Morrison, Retired Musician	$5,000	$1,000
	Tim Little, Doctor	$5,000	$500
Tier 2 ($2,500)	Sally Martin, Business Owner	$2,500	$1,000
	Kevin Litigant, Lawyer	$2,500	$1,000
	David DiFence, Lawyer	$2,500	$750
	Bettie Boop, Retired Actor	$2,500	$500
	Joan Dirt, Farmer	$2,500	$500
	Daniel Molir, Dentist	$2,500	$500
	Skip Dyskit, Software Engineer	$2,500	$250

Potential small donor lists:

- Greenbelt Alliance
- Save the Neighborhoods Alliance
- Councilmember Nancy Drew's fundraising list
- Audubon Society
- Councilmember Joe Public's fundraising list
- Former Mayoral Candidate Joe Quimby's fundraising list

Finally, think of the types of proactive fundraising events that can be held. Events can be time consuming to set up and are not always successful. A few well-planned events are better than a number of disorganized, poorly attended events. A houseparty program can be an effective way to generate small donations by recruiting interested community members to host parties to which they invite their friends. (See appendix D for sample house party materials.) Set a specific dollar goal for event fundraising.

- **Campaign Calendar—**this should show when key campaign events are happening. The campaign headquarters should also have a calendar on the wall so volunteers know about upcoming events.

Fundraising

Putting Together the Initial Fundraising Plan
An initial fundraising plan must be developed very early in the campaign. This plan will be fleshed out as the campaign proceeds. The campaign leadership must have a sense of how much the campaign can raise in order to develop a realistic spending plan. This can be very difficult—coming up with a projection that is either too high or too low can lead to a spending plan that doesn't make best use of the money that is actually raised.

The first steps are outlined in the finance plan section above.

Once the early plan is drafted with realistic projections, research should be done to determine the cost of similar recent campaigns. This will help provide a sense for what a successful campaign will cost. The elections office keeps a record of past campaign spending.

If there is a significant gap between what the campaign is likely to raise and what it will realistically cost to win, then the campaign committee must have a serious discussion about the viability of the campaign. Do not shy away from this discussion—this type of assessment often will encourage key donors to make a larger commitment in order for the campaign to continue.

Raising the Money
Fundraising must start at the very beginning of the campaign. Funds will be needed for an early poll, for drafting the measure, and for materials.

It is important that everyone understand the importance and urgency of fundraising and that the fundraisers are charged with a clear sense of their mission. The issue addressed in the campaign is important, but winning takes money. Overwhelming numbers of people support smart growth, but few of them will volunteer their time to make that happen. For these individuals a campaign donation is an easy and important way to get involved.

People should give as much as they can. Fundraisers should never forget that they are providing a service to individuals by giving them a way to get involved, as well as providing a service to the community by getting more people engaged in the political process on the issues that are of utmost importance to preserving quality of life.

Individual Meetings
One of the most effective ways to raise money on a campaign is through one-on-one phone calls or meetings. A handful of people who are enthusiastic about fundraising and have a list of people they are willing to call will often raise the most money for a campaign. Typically these people have made large donations themselves and are able to make a pitch by saying, "I just gave

$xxxx, I want you to join me at that level." These people should be on a fundraising committee and given an individual goal. There should be regular updates on the overall fundraising progress to get competitive juices going. Fundraising is much like signature gathering, it takes constant vigilance and persistence.

Fundraisers should make their own lists of the people they will contact, and how much they are likely to give. Then they should get on the phone, set up lunch, or get a group together—whatever is going to be the most effective way to make the pitch.

The fundraiser must ask for a specific amount. Once the pitch is made, the fundraiser needs to clarify the person's response—yes, no, maybe, need more information. Follow-up has to be immediate. Any requests for information should be responded to as soon as possible.

For anyone who agrees to contribute, a thank-you letter with instructions on how to write the check and where to mail it should be mailed within 24 hours. The treasurer needs to update fundraisers when a check is received. If checks are not received in a timely manner, then the fundraiser needs to make a reminder call and ensure that there are no problems.

The same process should be used for maybe's but the fundraiser should follow-up in a few days to find out if the person has made up his/her mind.

Remember, anyone giving $10,000 or more will have to file as a large donor committee. The campaign treasurer is required to send a notice to that effect to anyone who gives $5,000 to the campaign. (See page 25 of the contributions section for more detail.)

One note: it is easier to raise money from gifts that are tax deductible than to raise money that is not tax deductible. There are some limited options for raising money from tax-deductible organizations. See the section on options and requirements for charitable organizations for more detail on this topic.

The campaign manager needs to be updated daily on fundraising results to ensure it is on track. The campaign manager will also need to be on top of when the funds are coming in to be sure there are funds available in time to execute the various parts of the campaign.

Targeting

Targeting is what allows the campaign to decide what voters to contact and mobilize so that campaign resources can be used most effectively. There are three groups of voters—base yes voters, base no voters, and swing voters. An opinion poll is far and away the most effective way to clarify the demographic characteristics that make up each group. Otherwise, targeting has to be done based on guesswork and examining turnout and trends from past elections. Demographic characteristics can include gender, age, party affiliation, voting frequency, geographic location, etc.

The base yes voters are those who say they will definitely vote for your measure when asked in a poll prior to hearing any of the arguments. The base no voters are those who say they will vote against the measure before hearing any arguments. Swing voters are those who say they will vote for your measure after hearing the arguments. These are often respondents who are undecided at the beginning of the poll or even base no voters that are persuaded by the arguments for the measure.

Using the Poll to Decide Strategy

Based on the size of the base yes, base no and swing voter groups, the campaign leadership should decide the emphasis for voter contact. In a best case scenario the poll would show that the base yes vote represents 75%+ of all voters. In this situation, the campaign should focus on reinforcing and mobilizing the base. Campaign communications should be targeted at the demographic groups that make up the base. If the base is not made up of frequent voters, then the campaign might want to do a Get-Out-The-Vote drive (GOTV) to identify supporters and ensure that they have voted by Election Day.

Another scenario might show that the base yes vote and the base no vote are small but there is a very large swing vote in the campaign's favor. In this scenario, the campaign should assume that people don't yet know about the measure, but when they do learn the basic facts, they are likely to decide to vote for the measure. In this case emphasis should be placed on communicating with undecided voters. Depending on money and volunteers, the campaign might want to put some resources into shoring up and mobilizing the base as well as persuading undecided voters.

A worst case scenario might show that the base yes vote is around 50% or lower, but the poll shows that the campaign can win by persuading no voters and undecideds to vote yes. In this case, the campaign leadership should have a frank discussion about the viability of the measure and the ramifications of possibly losing the campaign. Conventional wisdom is that on a yes campaign the base yes vote must start above 60%. Support typically drops off once people hear from the opposition. With ballot measures the public is much more likely to vote no if they are confused or undecided.

Once the voter contact emphasis is decided, the next step is to determine which voters to target. The pollster should do an analysis of who makes up the base yes vote, the base no vote, and the swing vote. The pollster will also be able to show in a chart the demographics of the people who change their votes to yes over the course of the poll. These are the "persuadable" voters. The idea is to define groups of voters to single out for contact by the campaign.

Sometimes, a pollster can find a very specific target group—e.g., Republican women between 35 and 50 years old who have voted in 3 out of the past 4 elections and live in an urban area. In other cases, a poll can only reveal broader targets—Democrats over 50. The specificity of the targets will inform the voter contact tactics the campaign should use. If the target groups are very large, then TV and radio may be the most cost effective form of voter contact. If the target groups are small, then direct mail may be the best tool because it is effective in reaching a very specific group.

Win Scenario

Another useful tool that can illustrate how the campaign will win is a vote chart, also known as a win scenario. A vote chart will show how many base votes and swing voters are needed to win. In order to set up a vote chart, input the following numbers into a spreadsheet:

Setting up a win scenario:

1. Number of registered voters: (get from registrars office)
2. Percent of voters projected to vote in the election: (look at recent turn out rates in similar elections (e.g. Presidential election years will generate a higher turnout)
3. Number of voters in upcoming election: (#1 x #2)
4. Number of votes needed to win: (#3 x 52%--really the yes side needs 50%+1 but 52% provides a little cushion and avoids a recount)
5. Number of base yes voters: #4 x percent of base yes voters from poll
6. Number of undecided voters: #4 x percent of undecided voters from poll
7. Number of base no voters: #4 x percent of no's from the poll

Once the campaign has this basic information, then it can play out a few different scenarios looking at different ways to win. For example, suppose the campaign holds onto 70% of the base yes vote plus persuades 50% of undecided voters. Or, what if the campaign puts all its resources into mobilizing the base and turns out 85% of the yes vote, but picks up only 33% of the swing vote. These scenarios can spell out in very clear terms what has to happen to win and will help prioritize how to spend time and money. A win scenario will also motivate volunteers by illustrating the importance of their role.

Developing Message

Developing a campaign's message is one of the most important and difficult things to do in a campaign. The ideas behind a ballot measure need to be communicated to a large number of voters in a limited amount of time. Most voters do not have enough time themselves to research everything on the ballot before they go to the polls. People rely on word of mouth, the news, advertising, the voters guide, a flyer they get at the grocery store, to make up their minds. None of the above campaign communications happen in a vacuum. Instead, they last for a few seconds and each communication is competing with a barrage of other information — advertisements, children's demands, etc.—for a person's attention. Therefore communication with voters must be clear and compelling and must be repeated constantly to successfully filter through the clutter of modern life.

It can be very tempting to have multiple messages on a campaign. A measure might stop sprawl and reduce traffic and allow voters to have a choice in future land-use decisions—all those are good reasons to vote for a measure. But to effectively make the case for each of those reasons to vote for the measure takes large amounts of time and money. It is important to hone the message down to one clear statement that will be made in every campaign communication. Keep in mind that what is compelling to campaign volunteers often does not motivate voters.

The moment campaign workers can barely stand to say the campaign message one more time is the point in the campaign that the message is likely just breaking through to the public. A campaign should develop a slogan or tag line and a consistent visual representation as well. And, don't forget that the most important message point is "Yes on ___".

Message tone is also important. Voters will resist a campaign's message if it has a manipulative or condescending tone. People often do not believe the direst consequences cited by proponents. For example, arguing that the entire county will become a giant strip mall if the measure doesn't pass can be off putting to voters who don't believe that would happen.

Part of what can make a voter pay attention to a campaign's message is who is delivering that message. Having a good spokesperson for a campaign is very useful. The person should be well known and seen as trustworthy and having a role to play on the issue.

Volunteer Recruitment

A ballot measure must have a grassroots field presence in order to win. Seeing that real people in the community are backing a measure gets voters' attention and breaks through the cynicism about the political process. This requires recruiting volunteers and engaging them in the campaign. The first step in volunteer recruitment is building the list of potential volunteers. The field coordinator should ask endorsing organizations for their volunteer lists as well as contact past campaigns and ask for their lists. Volunteer cards should always be around when signature gathering or doing any public event so that names and numbers of people who are interested in getting more involved can be collected. Ideally the volunteer list is kept on a computer database so it can be updated, sorted, and cleaned up regularly.

Potential volunteers should be called and recruited for a specific event and be given a clear time and location to meet. Not everyone who agrees to attend a specific event will show up. Typically, the field coordinator should expect half of the people recruited to show up. These show-up rates can be improved by doing reminder calls the night before the event.

At the beginning of any event there should be a brief campaign overview/update plus a quick demonstration of how to do the task at

hand. Volunteers should be made to feel comfortable with the activity they will be doing.
It is important that the campaign headquarters have a welcoming atmosphere. Ideally there should be some snacks for volunteers, pleasant music, and a high energy but fun buzz. At the end of each activity, the volunteer should be thanked and asked to sign up for the next event.

Reaching Voters

The voter contact plan is the combination of the paid media and field plans, i.e. all the ways the campaign will be contacting voters. The plan should be based on determining the most effective way to contact voters and the realities of the campaign budget. (See the campaign planning, targeting and win scenario sections.)

The timeline of the voter contact plan should take into account absentee voters. The campaign manager needs to research absentee voter rates, when absentee ballots are mailed, and trends in recent elections on when people cast absentee ballots. A large number of absentee voters often vote as soon as they get their ballots with another rush of votes happening right at the deadline for mailing the ballots. This information is especially important these days because often over a third of the electorate votes by mail. If a significant number of voters will have cast their ballots two weeks before the election, the voter contact plan needs to take this into account.

Direct Mail

Direct mail is an effective means of voter contact because it reaches exactly whom the campaign wants it to reach and can be designed for a very specific audience. It is most effective when there is a very clearly defined voter target group. The weakness of direct mail is that it is a very passive means of voter contact. Especially during campaign season, peoples' mailboxes are full of "junk mail", and a mail piece is likely to get lost in the clutter. As a result, a campaign needs to mail at least three pieces to the same group in order to have confidence that the campaign message has broken through.

To do direct mail, the campaign must hire a professional who can design the piece. It is useful to have a vendor who has experience doing campaign mail pieces. Sometimes the campaign manager will be responsible for the writing, other times the designer will do both the writing and design. The writer/designer should know the campaign message and tone that the campaign needs to communicate. They should also know the target audience. All the pieces should use the primary campaign message and have a common design theme.

Factors that impact the cost of direct mail are the number of pieces being printed, the number of colors, the weight and size of the paper. The mailing labels will cost a few cents per piece and there may be delivery costs. Postage costs can vary per piece depending on the size of the mailing.

Notes from a direct mail vendor search:

Vendor	fee	Cost per piece 2 color, 25K	 4 color, 50 K	 4 color, 100K	What is included in costs?
Matt Sellers	$2,500	$0.32	$0.30	$0.23	art, design, copy, printing, mailhouse, labels, delivery, no postage or photos
Bates, Neller	$5,000	$0.30	$0.30	.24 - .29	art, design, copy, printing, mailhouse, labels, delivery, no postage or photos
Campaign Strategies		$0.30	$0.27	$0.20	no copy, design, film, printing, mailhouse, delivery, no postage, no labels no photos
Winning Directions		$0.43	$0.30	$0.27	art, design, copy, printing, mailhouse, labels, delivery, no postage or photos
Moxie Media			$0.28	$0.27	planning, copy, design, printing, labels, delivery

There are different options for how the piece is mailed. The designer may shepherd the piece through the entire process. Or, the campaign may contract with an independent mail house that will take the data file, put labels on the mail pieces, sort the pieces for bulk mail, and get everything to the post office. Or, the campaign may choose to do the labeling and sorting itself (be careful about being penny wise but pound foolish). If the campaign is using a mail house, generally they will have a bulk mail permit that the campaign can use. Otherwise, the campaign needs to get its own permit through the post office. The campaign manager must ensure that each mailing reaches the post office on the day promised.

Remember to follow the specifications and reporting requirements for mass mailings (see record keeping section).

Purchasing Voter Files

In order to do direct mail and targeted field activities, the campaign will need to purchase voter files. Often these are purchased from the registrar of voters, which will sell the current list of registered voters, but manipulating this list requires database expertise and a powerful computer. Private firms can also provide voter files for a higher price than the registrar's office but with more flexibility for selecting and sorting the households the campaign needs to contact.

Radio

Radio can be a cost effective way to reach a large number of target voters. The strength of radio is that it reaches a captive audience of people in their cars or at work. Specific demographic groups can be reached based on the type of station that is selected. The downsides are that it can be difficult in city or county elections to use radio effectively because many stations are regional, not local, requiring that the campaign spend money to reach a much broader audience than voters in the relevant city or county.

Repetition is the key to successful radio ads. Radio ads should run for at least two weeks with ads running at least twenty times a week per station. The most important times for ads are the morning and evening drive times. Stations collect demographic information such as the size of their audience and characteristics of the listeners. A campaign consultant can be useful in helping to decide how to put together an effective radio buy.

Radio ads are generally 60 seconds long. A script needs to be written and generally voice actors are hired (though a local "celebrity" could also read the ad if there is someone with enough recognition available). The campaign will need to hire someone to produce the ad. A campaign consultant often will have producers they work with as well as media buyers who can negotiate rates and provide strategic advice.

Print Ads

Newspaper advertising is generally expensive and low impact. A full-page ad in a local paper costs around $6,000. The most effective use of newspaper ads is to get the attention of opinion leaders. Campaigns may also go to newspaper ads as a last resort if radio or TV is sold out or as part of the earned media strategy to generate news stories. The person placing the ad should ask if there are price breaks for political advertisements and how frequency of advertising might bring costs down. Placement of an ad is important. The best position for an ad is as far forward as possible in the front section and on a right hand page. The design should incorporate white space and minimize text to draw the reader's eye in. The designer of the ad needs to understand the specifications required for layout and transmission of the design.

TV Ads

TV advertising is the way to reach the greatest number of voters. Ads can be placed with local networks or with citywide cable outlets. Cable ads are often the most cost effective means of voter contact. In addition to repetition, a key factor with television is the timing of the ad. Prime time advertising is the most expensive but also most widely viewed. Television news broadcasts have a smaller audience than prime time, but one which is more likely to vote. Buying certain programs or channels will reach specific demographics—for example, a campaign targeting women might buy advertising time on Lifetime. For network TV, advertising time is bought in points. One point is the equivalent of 1% of the viewers seeing the ad. Theoretically 100 points means everyone sees the ad once. 1,000 points is considered the minimal buy for one week of television.

TV ads are generally 30 seconds long. They require a good script as well as a good visual concept. Many ads these days are designed so they can be understood even with the volume muted. A media consultant should be hired to design an effective ad and advise on the most effective use of funds.

Phone Banks

Phone banks are a high impact way to make contact with voters. Volunteers can staff phone banks or a campaign can hire outside vendors to make high volume calls. New technology has developed that allows a campaign to leave messages on home answering machines for a few cents a call. These message calls only make sense if there is a celebrity making the call.

The campaign manager needs to decide the purpose of a phone bank—should the calls be to the base voters to identify yes voters, with the potential of calling back yes voters prior to the election to make sure they vote? Or, should the focus be on calling likely undecided voters with a strong persuasion message on why they should vote yes? The win scenario will inform this strategy.

Once the focus is decided, a phone bank plan should be put together. First, take a look at the win scenario to see how many voters need to be contacted and decide what portion of that to be taken on by the phone banks. Then, a realistic assessment of the volunteer pool needs to be made. Volunteer shifts are generally three to four hours. Some initial questions are: How many times a week should phone banks be scheduled? Are there phoning locations that can be donated to the campaign? Sometimes organizations will donate their office space after hours, labor halls may have a phone lines available as well. The campaign may decide to spend money to install phone lines in the campaign space. Remember, it takes time to get a phone installed so start the process well in advance of when the phones will be needed.

Once the volunteer capacity has been assessed and phones have been secured, then the goal numbers need to be put together. Generally, volunteers will make 30 calls an hour and one-third of those people will be contacted. Daytime calling is generally only effective if it is done to seniors. So, if the campaign plans on running 3 phone banks a week, with 5 volunteers, for 4 hours each, contacting 10 voters an hour, over 10 weeks of the campaign, the campaign can count on reaching 6,000 voters in person. In the last 2 weeks of the campaign it is advisable to leave messages for people who are not home.

Call sheets should be prepared with the names and phone numbers of the targeted voters plus a space to record the date of the call and the response.

A short script should be written and stuck to religiously. Phone bankers should be trained prior to every shift on the purpose of the calls, a demonstration of a typical call, and how to record calls. At the end of a shift the phone banker should turn in the call sheets and be thanked and scheduled for another shift.

Doorbelling

Another high impact way to contact voters is by knocking on their doors and talking to them about the ballot measure. Especially with citywide measures, this can be an effective way to contact a large percentage of voters. Door-to-door canvassing reinforces that the campaign is a grassroots effort. It is also very time consuming. In order to have a significant impact it needs to be started well in advance of Election Day with a dedicated recruitment effort.

The campaign manager needs to decide the purpose of a door-to-door effort. Is the purpose to mobilize the base or to persuade undecided voters? Are there precincts with a high enough density of target voters that volunteers can knock on every door or should the campaign get walking sheets and only selectively knock on doors? Using walking sheets ensures that time is being used most efficiently, but it is often demoralizing to volunteers to be out in a neighborhood but skipping houses.

Neighborhoods should be chosen based on precincts with the highest density target voters. The registrar's office has voter information sorted by precinct as well as precinct maps. With this information, the campaign should mark up maps for doorbellers to use while walking their assigned areas. Typically, a volunteer can contact 75 homes in a 4-hour shift. A third to a half of the people will generally be home. Campaign literature can be left for people who are not home. Shifts should be set up and volunteers should be recruited to fill them. A short script should be written, and volunteers trained at the start of every shift. Some volunteers may feel more comfortable going out with a partner. All volunteers should report back at the end of their shift on their results and the area covered.

Visibility

Campaign visibility can help mobilize a campaign's base and reinforce the grassroots nature of a campaign. Visibility is a very low impact campaign tactic, but one that campaign volunteers and supporters can get very enthusiastic about. A campaign manager needs to ensure that there is a visibility plan, but make every effort not to let the whole campaign become about visibility instead of more targeted and higher impact voter contact.

There are different types of campaign visibility. One is yard signs that are put up in high visibility locations. Yard signs can also be used as a way to generate volunteers for the campaign. As people call to request signs, their name and number should be collected, and they should be asked to volunteer. A campaign can also call or visit people in visible locations and ask them to put up a sign. Depending on local ordinances, signs can also be posted in public locations.

Another way to do visibility is to do visibility leafleting at transit stops during commuting hours, at events, or shopping malls. This involves printing or painting banners and having groups of two to four people hand out leaflets as people walk by.

Speakers Bureau

Prior to the election there will be a number of debates and public forums sponsored by community groups. These are a useful way to get the campaign's message out to some of the most active voters and help spread information on the issue. Campaign leadership and community volunteers should be trained to do presentations and debates. Someone on the campaign should be charged with keeping the schedule of speaking events and assigning speakers to attend. The coordinator will need to know the size of the event, the format, who, if anyone, is speaking on behalf of the other side, and if anyone from the media will attend. The best speakers should be assigned to the largest, most important events.

Free Media

Free media is one of the most important ways to spread the word about the campaign for a couple of different reasons: it is free (or practically free); it is coming from an independent source and therefore often more credible to voters than information coming directly from the campaign. Conversely, the stories written and editorial positions taken do not always come out exactly the way the campaign would like. It is important to have a clear sense of what the campaign wants to communicate in each interaction and to practice staying on message when thrown a few curve balls.

There are several different ways that the campaign message can get out through the media:

Editorials

One of the most important events in a campaign is when the local paper takes a position on the initiative. The campaign manager should contact all the local papers and TV stations that take editorial positions and request a meeting with the editorial board. Next, information should be gathered about who from the media outlet will attend the meeting, what is position the editorial board is leaning toward on the issue, and if there are any preferences for style and content of the meeting. For editorial board meetings, the campaign should send the representatives who will make the strongest impression on the decision makers. Often this means sending a business leader, or local elected official rather than an activist. A policy expert should also be in attendance to effectively answer any detailed questions.

Guest Editorials

Guest editorials ("op-eds") are the opinion pieces arguing the campaign's case written by a member of the community, not someone on the paper's staff. A guest editorial is a chance to get out the campaign's message in the paper without having it filtered through a reporter or editorial board. A strong guest editorial is especially important if the paper is going to editorialize against the measure. Ideally, the campaign spokesperson or a very respected community member should be the signer. Also ideally, the campaign manager or the best writer should do the writing. The campaign manager should request that an op-ed be printed and try to have it printed two to three weeks before the election.

Letters to the Editor

Letters to the editor are a great way to create a buzz around the initiative. They are one more way to get the word out. Volunteers should be encouraged to write letters to local papers. They should receive message points, tips on what makes an effective letter, and contact information on where to send the letter.

Press Events

News conferences are another way to get out the campaign message. Attention must be given to creating an event that is newsworthy and has a visual element in order to entice photographers and cameras. A few well thought out events are generally more effective than a constant stream of press releases. One factor that should be kept in mind is that every time a reporter attends a press event held by the campaign, he/she will call the opposition to get their reaction. Attention should be paid to who the spokesperson is for the event and that person should practice making his/her statement as well as responding to questions.

A rough schedule should be put together at the beginning of the campaign. But, be prepared to act quickly if an opportunity arises to respond to a new development. Look for opportunities to create news that will be favorable to the campaign. Examples of good news events are: a study of development trends in the area, a report on where the opposition campaign is getting its money, campaign milestones—filing the petition, turning in the signatures, introducing the campaign coalition.

A week before the event, a news advisory should be faxed and/or emailed to all the newspaper, TV and radio reporters covering the campaign. The campaign manager should call the reporters assigned to the initiative and pitch them on the story. Make reminder calls the day prior to the news conference. There should be a press sign-in sheet in order to track who attends the event. The speakers should have their statements prepared and rehearsed, and the campaign manager should write a 1 to 2-page press release to give to reporters at the event. The news release should tell the story as you would like to read it in the paper the next day. It should communicate the campaign message, and include a few quotations. Both the news advisory and press release should have contact information in case reporters have any follow-up questions.

The press release should be emailed/faxed to reporters who did not attend the event. Phone calls may also be made to radio stations in order to give radio feeds in which a statement is recorded for the local radio news.

Talk Radio

If there are local stations with call-in shows, another way to get the word out is to have campaign volunteers call in to talk about the measure. Again, volunteers should be given talking points and contact information.

Public Forums

The press will occasionally cover community forums and debates. Radio and TV shows may sponsor these types of events as well. Look for opportunities to schedule campaign speakers. If the media is attending a particular event, make sure the campaign is represented by one of the better speakers.

Working with Reporters

Developing relationships with reporters will make the earned media efforts more effective. To cultivate these relationships, the campaign manager should schedule background meetings early on in the campaign. These meetings should review the importance and urgency of the issue, why the campaign leadership is bringing a measure to the voters, and clearly outline how the policy of the measure will work. With land-use campaigns it can be useful to take reporters on a tour to illustrate exactly what lands would be affected, and to show examples of dumb growth.

Reporters work on a deadline, which is usually in the late afternoon. Try not to make calls around that time. If a reporter is calling you around that time, get back to him/her right away. When a reporter calls to get a quote, stay on message. It's easy to say too much—stay alert!

Typically, a paper will plan to do a few early stories as the measure is filed and qualified, and then one long article going into more detail on the policy and issues surrounding the measure. If the campaign can put together some good events, then the issue will get more coverage.

It is especially important to be on message at the beginning of the campaign. Often the early stories set the stage for the rest of the campaign. This can be the most difficult time because the exact message may not be hammered out yet. Make sure anyone speaking with the media is well rehearsed.

Conclusion

One of the best aspects of an initiative campaign is that it has a definite ending on election night when you will have a very clear answer on the success of the campaign. Win or lose, everyone involved in the campaign should be thanked, and one of the best ways is at an election night party. Often reporters will stop by the event or call to get quotes for the paper, so make sure that the spokesperson is prepared to comment and has not been celebrating too much!

After the election, there will be some wrap up to do. The volunteer database should be updated and turned over to any grassroots organizations involved in the campaign. That list should be kept activated for future efforts. The donor list is also valuable. The campaign committee should decide who has access to it. All bills should be paid immediately. The campaign manager should write a report for the campaign committee and coalition members so that the knowledge gained during the campaign is not lost.

If the measure won, then campaign committee members will need to follow the issue to ensure that the measure is implemented appropriately. Sometimes, the measure itself will be challenged in court.

If the measure lost, do not despair. Hold a debrief meeting to discuss what worked and what did not and assess options for the future. Often a lost campaign is one battle in a longer war.

Though an initiative campaign is a lot of work, by choosing to take on questions of smart growth, open space preservation and livable community development citizens can have a hand in creating the types of communities in which we want to live.

Appendix A: Campaign Timeline Worksheet

As soon as it is decided to pursue a ballot measure, the exact dates on this timeline should be filled in. Taking this step will allow the measure's supporters to determine if they have an adequate amount of time to draft the measure, qualify it for the ballot and build a robust campaign. The campaign should contact the city/county to determine the city council/board of supervisors meeting schedule, and target a precise council/board meeting for the measure to be certified. Remember, ideally a campaign will start 20-22 months prior to Election Day.

Date	Deadline	Action Required
	Election Day	Get supporters to the polls. Celebrate once polls close.
	12 days prior to Election Day.	2nd pre-election campaign filing to the Fair Political Practices Commission (FPPC).
	16 days prior to Election Day.	Late contribution filing period begins, statements to FPPC required every 24 hours for contributions over $1,000.
	Varies by county.	Absentee ballots mailed—contact county registrar for date.
	40 days prior to Election Day.	1st pre-election campaign filing to FPPC.
	Varies by city/county	10-day review period for voter guide materials—check with local election officials for date.
	Varies by city/county	Rebuttal arguments due—check with local election officials for date.
	Varies by city/county	Ballot arguments due—check with local election officials for date.
	88 days prior to Election Day.	**Deadline for getting initiative on the ballot. County Board of Supervisors/City Council must certify the measure by this date and optional impact reports required by the city council/board of supervisors must be completed.**
	30 days after the board of supervisors/city council receives the measure.	Period for city/county staff to write optional impact reports.
	10 days after certification of the ballot measure.	Deadline for city council/board of supervisors to directly pass measure into law.
	120-150 days before Election Day (4-5 months; sometime in June for November elections)	City council/board of supervisors must certify the measure for the ballot at one of their regularly scheduled meetings.

	Minimum of 30-60 working days prior to council/board meeting.	Signatures filed with city/county clerk to be verified and declared sufficient.
	Up to 180 days after receipt of title and summary, but prior to above deadlines, and after filing the affidavit of publication.	Signature gathering period.
	ASAP after publication of the notice of intent to circulate petition (NOI).	File affidavit of publication with city/county clerk.
	ASAP after receipt of title and summary.	Publish notice of intent, ballot title and summary in local newspaper.
	15 days after request for title and summary	Ballot title and summary received from city attorney/county counsel.
	Allow enough time for everything above.	Draft measure filed with notice of intent to circulate petition, proponents signatures and request for title and summary.
	Prior to filing NOI.	Campaign plan written including finance plan, message and voter contact plan.
	Prior to filing NOI.	Finalize signature gathering plan.
	Varies by campaign	Final review of measure done.
	Varies by campaign	2nd draft of measure taken to other for review.
	Varies by campaign	Initial outline/draft taken to others for review.
	Varies by campaign	Pollster hired and poll written.
	Varies by campaign	Drafting period begins.
	Varies by campaign	Policy objectives decided.
	After $1,000 raised for voter contact.	Statement of Organization form filed with FPPC and local registrar.
	Varies by campaign	Bank account opened.
	Varies by campaign	Initial fundraising plan completed including benchmarks for when targets need to be met. Fundraising begins immediately.
	Varies by campaign	Determine steering committee chair and treasurer.
	Varies by campaign	Outreach period to build steering committee and coalition.

Appendix B: Useful Contact Information

Alliance for Justice
(202) 822-6070
hn5866@handsnet.org
2000 P St, NW, Suite 712
Washington, DC 20036
The Alliance for Justice has published two handbooks on the topic of 501(c)(3) involvement in initiative campaigns, *The Rules of the Game: An Election Year Guide for Nonprofit Organizations* and *Seize the Initiative*. Gregory L. Colvin and Lowell Finley authored both.

California Secretary of State
Political reform division: (916) 653-6224
Fax: (916) 653-5045
www.ss.ca.gov
PO Box 1467
1500 11th St, Room 495
Sacramento, CA 95814
To obtain committee ID numbers, terminate committees, and receive copies of campaign statements.

California State Franchise Tax Board
(800) 852-5711
www.ftb.ca.gov
For state tax related questions such as committee tax status.

Fair Political Practices Commission (FPPC)
General line: (916) 322-5660
Fax: (916) 322-0886
Technical assistance division: (916) 322-5662

FPPC, cont'd
FPPC legal division: (916) 322-5901
www.fppc.ca.gov
PO Box 807
428 J St, Suite 450
Sacramento , CA 95814
For information on financial disclosure requirements.

Federal Election Commission
(800) 424 9530
www.fec.gov
For questions on federal elections rules, contributions from foreign corporations, etc.

Greenbelt Alliance
Phone: (415)398-3730
Fax: (415)398-6530
Email: info@greenbelt.org
Web: www.greenbelt.org
530 Bush Street, Suite 303
San Francisco, CA 94108
For information on Bay Area land-use issues and campaigns. The Greenbelt Alliance works to make the nine-county San Francisco Bay Area a better place to live by protecting the region's Greenbelt and improving the livability of its cities and towns. In addition to the headquarters in San Francisco, Greenbelt Alliance has 4 regional offices.

Internal Revenue Service
(800) 829-1040
www.irs.ustreas.gov
For federal tax related questions.

Appendix C: FPPC Approved Campaign Disclosure Software Vendor

Aristotle Industries
2237 Union Street
San Francisco, CA 94123
(800) 296-2747
Fax (415) 440-2162
http://products.aristotle.org
http://www.aristotle.org

Campaign Finance System
1235 S. Gilbert Road, Ste. 3-92
Mesa, AZ 85204-6079
(480) 834-4544
tkarlsen@aol.com

Data + Imagination, Inc.
11423 Moorpark Avenue
Studio City, CA 91602
(818) 985-6100
http://www.dataplus.com

DirectFile, Inc.
P. O. Box 362
Fresno, CA 93708
(559) 266-3453
http://www.directfile.com

Durkee & Associates
601 S. Glenoaks Blvd., Ste. 208
Burbank, CA 91502
(818) 260-0669

Gnossos Software, Inc.
1625 K Streeet, N.W., Ste. 1250
Washington, D. C. 20006-1604
(202) 463-1200 ext. 425
http://www.gnossos.com

Grassroots.com, Inc.
1001 Bayhill Drive, Ste. 200
San Bruno, CA 94066
(650) 616-4298
http://campaigns.grassroots.com

Race Trax, LLC
P. O. Box 322
12195 Hwy 92, Ste. 114
Woodstock, GA 30188
(770) 926-5942
http://www.racetrax.com

RunForOffice.com
679 Harrison St.
San Francisco, CA 94107
(415) 546-7430
http://www.runforoffice.com

Statecraft, Inc.
8618 Nottingham Place
La Jolla, CA 92037-2126
(619) 452-9677
(800) 984-6789
Fax (619) 452-9689
http://www.statecraft.com
sheryl@statecraft.com

*Please check FPPC, www.fppc.ca.gov, website for up-to-date list.

Appendix D: Sample House Party Fundraising Materials

The materials below were developed by campaign committee members of the Rural Heritage Initiative campaign in Sonoma County in 2000.

Fundraising House Party Kit

Thank you for volunteering to host a house party to raise funds for Measure I. We believe that Measure I will win, but it's going to take a lot of hard work and money. Our well-funded opponents might outmatch our fundraising, but they can't beat a strong grassroots campaign. The RHI campaign has a goal of $200,000 to run a successful campaign. (A typical mailing costs between $30,000 - $60,000.).

One of the first steps in hosting a house party is to set a challenging, but realistic goal. For example, if you set the goal at $1,000, you'll need 10 gifts of $100, 20 gifts of $50 or 40 gifts at $25. Develop your strategy before you send out your invitations.

This will be your party, so how you structure it should be your decision. We will provide speakers, literature, help with planning, tips on how to proceed and a facilitator for the party, but the party should reflect your personality and individual style. You will know the best approach for the friends, colleagues and family that you plan to invite.

Here are a few general tips for fundraising parties:

- See if you can find someone to co-host with you - it helps build a larger invitation list.
- Invite lots of people - as a general rule, only 2 or 3 out of every 10 you invite will actually attend.
- Make it personal. Let them know through phone calls and/or notes that you care about the issues and really want them to attend.
- As a general rule, the party should last no more than two hours, including an extensive social time at the beginning and end.
- Be sure to have enough food and drink, including non-alcoholic beverages and vegetarian food choices.
- If you have a friend who will make a significant donation, ask them if they would "sponsor" your party. You can then use their financial pledge as a "matching funds" challenge to double your guests' gifts.

The following pages contain a checklist and suggestions for planning your party and some reminders about how to keep track of the donations.

PLANNING AND HOSTING A "FUNDRAISING OPEN HOUSE"

CHECKLIST AND TIMELINE

Four weeks before the house party:

____ Recruit co-hosts.

____ Confirm the date with RHI by contacting _____. After the initial phone call, you can either phone or use e-mail.

____ Develop mailing list.

____ Order additional campaign materials from RHI using the order form. If your House Party Kit did not contain donation envelopes, order them now. You need to include them with your invitations.

Three weeks before...

____ Confirm a speaker for the Rural Heritage Initiative by contacting _____. If you would like a facilitator for your party, you can arrange it now.

____ List all your invited guests on the RHI House Party Donation Tally (see below for instructions) and mail or fax a copy to RHI headquarters at _______________.

____ Address and mail invitations. (See below for more information on invitations.)

____ Make arrangements to provide food and beverages. Line up helpers if you need them.

Two weeks before...

____ Make follow-up calls to check in with those on your guest list.

____ Decide on party program.

____ Be sure to enter your name on the Referral line on the front of all the donation envelopes that you will give out. If donations come in before or after your party, we will notify you so that you can thank your donors personally.

One week before...

____ Confirm your arrangements for food and drink.

____ If necessary, order additional campaign materials for the RHI speaker to bring to your party by calling the campaign office at ________________.

The Day of...

____ Put an RHI sign out in front of your house. Make your own or use RHI bumper stickers.

____ Set out RHI sign-in sheet, nametags and pens. It is good to have a greeter at the door. If you have a specific monetary goal for the party, you can check the number of guests on the sign in sheet before you begin. Then when you make your "pitch", you will be able to divide up your fundraising goal by the number of guests to determine a suggested donation.

____ Set out RHI-supplied handouts and donation envelopes. Keep some donation envelopes and pens aside for you to hand out after the presentation. **Be sure all your donation envelopes have your name or some other identifying symbol on the Referral line on the front.**

____ Have beverages available at the start of the party. You should at least provide finger food at the beginning. It's best to keep your guests happy! Be sure additional food is immediately available after the end of the program.

____ See guidelines below for the Program and for Asking for Money.

The Invitation

Write your invitations using the template or design your own.

It's best not to forward too much information with the invitation. Make them curious to learn more.

Keep the invitation short, but let them know why you're inviting them, e.g., "to learn how RHI will protect nearly 80% of Sonoma County's most rural and wild areas from urban sprawl - and how they can help." Express why RHI is personally important to you.

Up to half the money you raise may come from people who can't attend but will send along a check. Include a self-addressed donation envelope with the invitation **writing in your name on the Referral line on the front of the envelopes.** RHI will use this Referral information to notify you when donations from your invited guests come in.

Include a map or directions, if appropriate.

Include an RSVP phone number and **deadline date** (preferably at least 4- 7 days before the party.) You need the information for planning.

The RHI House Party Donation Tally Sheet

The tally is designed to help you keep track of your guest list, contact information, RSVP's etc. and to help you and the RHI office record donations accurately.

Please fill in the tally sheets, using your invitation list. If you can alphabetize names, it will make it easier for the RHI office to keep track of your guests' donations as they come in. Then you will know when to send a thank-you note.

The Program

1. Introduction to the Presentation (2-5 minutes). Usually done by the host. Thank everyone for coming. Tell people why you decided to have the house party - make it personal. Introduce the representative who will speak on behalf of RHI. Either hand out or have someone hand out campaign literature, donation envelopes and pens.

2. Speaker (10 minutes, followed by 15 minutes of questions and answers).

3. Fundraising Pitch (5 minutes). It is best that the host does the asking, but the RHI speaker can do it for you. It is important that the people you invite know that you have made a donation and you'd like them to join with you. Don't be afraid to ask for a specific amount - people usually appreciate knowing exactly what you expect. If you start to lose your audience, cut it short. There is an optimum point where you have their full attention. This is when you'll probably get the most donations.

4. Signal your helpers to serve food or beverages, or whatever you have arranged.

5. Be sure to thank your donors personally.

Tips on Asking for Money

You, as the host, are the most effective person to ask for money and to personally collect the donations. The people at this party know you. The guests are there because of you and they will not want to let you down. Keep it light, and induce humor. Participating in the process should be fun...these are your friends after all. If you'd like, we can help prepare your presentation or even give it for you.

Publicly acknowledge anyone who has already made a pledge.

Let everyone know what your goal is and how many pledges you have toward meeting that goal. Lay it out as a challenge ($1,000 or $5,000). You might even let them know what the average gift will need to be to make the goal. For example: if you've set a $3,000 goal and 20 people attend, each person will need to pledge at least $150. The more specific you make it, the more likely people will write a check at or above the asking amount.

Stress the personal benefits of RHI...protecting open lands and our quality of life.

Donors must be told that this is a political donation and is NOT TAX DEDUCTIBLE. To allow us to comply with campaign reporting laws, please provide name, address, phone number, occupation and name of employer. There are spaces for all this information on the donation envelopes. Checks should be made out to RHI. Be complete in your record keeping, especially when cash is involved.

Try to get your donations on the spot. Some people will not make a donation after they leave, in spite of promises.

Follow-up after the House Party

Count the money and record the donations on the RHI House Party Donation Tally Sheet.

Send thank you notes and include another donation envelope, with your name on the Referral line, for those who left before writing a check or for your guest to pass along to a friend (indicate this on a post it or in your note.)

Make follow-up calls to those who couldn't attend your party, to encourage a donation, solicit other support or house party hosting.

Make a copy of the Donation Tally for your records. Mail the donation envelopes and the RHI House Party Donation Tally in one large envelope to RHI. If additional donations come to you later, send them on to RHI as they come in.

If the donations contain cash they will have to be delivered. Don't keep the cash and write RHI a check for the amount, because the donation source must be accurately recorded. Call _____ at ________ to make arrangements for cash delivery to RHI.

Thanks so much for helping us with our fundraising efforts!

Appendix E: Bay Area Campaign Vendors

General Consultants

Next Generation
1904 Franklin St. Suite 909
Oakland, CA 94612
Phone: (510) 444-4710
Fax: (510) 444-4743
info@nextgeneration.org

Primacy Group
3609 4th Ave
San Diego, CA
(619) 295-6923

Land-Use Attorneys

Shute, Mihaly & Weinberger
396 Hayes Street
San Francisco, CA 94102
Phone: (415) 552-7272
Fax: (415) 552-5816
info@smwlaw.com.

Pollsters

Fairbank, Maslin, Maullin & Associates
1999 Harrison St., Suite 1290
Oakland, CA 94612
Phone: (510) 451-9521
Fax: (510) 451-0384

Evans-McDonough
764 Gilman St
Berkeley, CA
(510) 559-1776

Public Relations

Fenton Communications
Pier 9 Embarcadero, Suite 116
San Francisco, CA 94111
Phone: (415) 255-1946
Fax: (415) 255-1947
fenton@fenton.com

Direct Mail

Terris, Jaye & Barnes
400 New Montgomery Street, Suite 900
San Francisco, CA 94104
Phone: (415) 291-0679
Fax: (415) 291-0724
www.terrisjayebarnes.com

Adler Public Affairs
200 Pine Avenue, Suite 300
Long Beach, CA 90802
Phone (562) 435-5551
Fax (562) 435-5735
jeffhenderson@adlerpa.com

List Vendors

American Data Management
312 Brokaw Road
Santa Clara, CA 95050
(408) 980-7898

Legislative Demographic Services
(310) 458-2865

Advertising

Underground Advertising
Pier 9, Suite 116
San Francisco, CA 94111
Phone: (415) 433-9334
Fax: (415) 433-9570
info@undergroundads.com

Appendix F: Sample Campaign Plan and Calendar

While no two campaign plans are alike, this mock plan represents an "ideal" plan, and budget, for a land use initiative campaign in a typical Bay Area community.

Bay Area City Residents for Sensible Growth
Measure Z Campaign Plan –- November 5, 2002 Election

July 1 Draft
Prepared by – Graz Rutz, Campaign Manager

LAY OF THE LAND – A Changing Community

People: Over the last decade, Bay Area City has changed dramatically. In the 1990 census, Bay Area City had 28,681 residents. The 2000 Census reported a population of 44,916 – an increase of 56.6% over ten years. The majority of the new residents moved to Bay Area City from the region's larger cities, hoping to get away from urban problems.

Newer residents tend to live in the middle class suburban neighborhoods on the north and south sides of the city. Long term residents are concentrated in the more modest neighborhoods near downtown.

Farmland surrounds Bay Area City. While the number of farmers has been steadily decreasing for decades, farm groups and individual farmers remain very politically powerful.

Newer residents tend to be young families with children who commute to the region's large cities for work. Long term residents are typically older and have fewer children at home. Long term residents voice a desire to stay in Bay Area City, or commute to a nearby town, for work.

Issues of Concern: During the recent General Plan Update, residents were asked what local issues they were most concerned about. Top concerns included: improving the quality of education, reducing traffic congestion, maintaining the City's rural character & providing residents with good jobs. Polling confirms these results – long term residents identified good jobs as important, new residents identified education and the City's rural character as important, both groups identified traffic as important.

Economy: Bay Area City has traditionally been one of region's least economically well off communities. However, the City's new comers have tended to be upper-middle class and have changed Bay Area City's economic profile. Currently, Bay Area City's median income is slightly higher than the regional average and the unemployment rate is below the regional average.

Recent Land Use Issues: Bay Area City has had a tradition of being a "builders paradise" where development proposals were never denied. However, in early December 2001, the city council rejected a proposal to build "Golf Course Heights" on the hills on the southeastern edge of town. A local group – Save the Neighborhoods Alliance – formed to fight Golf

Course Heights. They enlisted the help of a handful of local farmers who saw farming threatened by the development. This marked the first time that farmers had joined with local activists in fighting a development. Two city council members – Joe Public and Nancy Drew – were also vocal opponents of the development.

Political Landscape: The influx of new comers has changed political registration from slightly Republican-leaning to slightly Democratic-leaning. New comers tend to be more politically active than long term residents.

STRATEGIC ASSUMPTIONS

Turnout: Recent elections indicate that voter turnout this year (a gubernatorial, not a presidential, election year) will be 50% or less:

Year	Gov/Pres Election	Registered Voters	Ballots Cast	Turnout
2000	Gov.	28,881	20,856	72.2%
1998	Pres.	25,992	12,803	49.3%
1996	Gov.	23,404	15,383	65.7%
1994	Pres.	21,063	10,311	49.0%

Currently there are 31,769 voters in Bay Area City. Therefore, if we assume a turnout similar to the 1994 and 1998 gubernatorial elections, we expect a turnout of approximately 50%, or 15,885. It is typical for 10% to 15% of those who turnout to not vote on ballot measures. Assuming a 10% drop off, we should expect 14,300 voters to vote on Measure Z. Therefore, in order to secure 52% of the vote, we will need 7,436 votes.

Win Scenario: In our initial poll, Measure Z was favored by a margin of 55% to 25% with 20% of voters undecided. Given this data, we can make he following assumptions:

Our Base: (.55)(14,300) = 7865
Undecided: (.20)(14,300) = 2860
Opposition Base: (.25)(14,300) = 3575

In initiative campaigns, the "yes" base is typically soft as voters tend to become doubtful as Election Day nears. The "no" base is typically more firm. Therefore, Yes on Measure Z will need to do more than merely "hold the base" in win in November. Yes on Measure Z will win in November by:

Holding 70% of the "yes" base: (.70)(7865) = 5505
Winning 55% of the undecideds: (.55)(2860) = 1573
<u>Winning 10% of the "no" base: (.10)(3575) = 358</u>
Total: 7,436 Votes (52%)

Turnout will be strong among frequent voters*:* Since it is a gubernatorial election, voter turnout will be relatively high among frequent voters (3/4 and 4/4 voters) and relatively low among infrequent voters. Also, frequent voters are more likely to vote on items lower on the ballot, including initiatives. Therefore, campaign tactics should be focused toward frequent voters.

Turnout will be strong among new comers: Since new comers are more politically active than long term residents, turnout will be relatively high among new comers.

Absentee voting will be significant: Absentee voting has become increasingly popular in recent elections Also, frequent voters have a stronger likelihood of voting absentee. 33% or more of this year's electorate will likely vote absentee, and a significant portion of them will vote 5-7 days after receiving their ballots. Therefore, specific tactics must be focused on absentee voters.

Targeting Strategy: Poll data indicates that we should assume the following:

Strong "Yes" Base	**Persuadable Voters**	**Strong "No" Base**
Democrats – New Neighborhoods, Independents 18-49 – New Neighborhoods	Republicans Women – New Neighborhoods, Republican Women – Old Neighborhoods, Democrats – Old Neighborhoods, Republican Men 18-49 – New Neighborhoods, Independents 18-49 – Old Neighborhoods, Independents Over 49 – New Neighborhood	Republican Men – Old Neighborhoods, Republican Men Over 49– New Neighborhoods

Based on this targeting, significant campaign efforts should be directed toward persuadable voters. A less vigorous effort should be directed at solidifying the strong base. Little effort should be directed toward the strong no base.

MESSAGE

Theme: The overall theme of the message is that Measure Z preserves Bay Area City's quality of life, protects our heritage & helps our economy. A few specific sub-themes include:

1) Measure Z will reduce traffic by controlling sprawl.
2) Measure Z will protect Bay Area City's heritage by protecting farm land from sprawl development.
3) Measure Z will help our economy by making Bay Area City a comfortable place to both live and work.
4) Measure Z provides special exceptions for workforce housing so that teachers, police officers, firemen and healthcare providers can have a place to live.

5) Measure Z provides special exceptions that will encourage employers to locate in Bay Area City and provide jobs to local residents. *This sub-theme will be especially important with long term residents.*

Strategy behind message: The strategy behind the message is to promote the best aspects of Measure Z in voters minds – namely reducing traffic problems and promoting a good quality of life – and to inoculate the campaign from the most compelling "no" argument, that establishing a UGB will be bad for the economy and jobs and exasperate the housing crisis.

Tone of message: The message should always be delivered in a positive and rational way. The world will not come to an end if Measure Z does not pass, nor will it be idyllic if it does pass. Voters are appreciative of efforts that will make their town a better place to live, but are suspicious of arguments that are extreme in either direction.

Messengers: The campaign should have a diverse handful of messengers. Businesspeople, teachers, police and fire fighters, farmers as well as respected public officials should be tapped. However, to maintain message discipline the campaign should not have an over abundance of official spokespeople.

Message discipline: Message discipline is critical to winning any campaign. Remember, we have to convince 7,436 voters to vote yes on Measure Z by November 5, and that each "yes" voter will have to hear our message several times before deciding to vote yes. Therefore, the campaign must consistently deliver the same message.

TACTICS

Tactic 1: Targeted mailings to likely voters.
Goal: Solidify base and move undecided voters to yes.
Scope: Four mailings: 1) To all households with likely voters, except households with only strong "no" base, approximately 15,000 pieces. 2) To households with likely swing voters, approximately 11,250 pieces. 3) To absentee voters, swings and base, approximately 5,000 pieces. 4) To likely poll voters, base and swings approximately 10,000. Final mailing to absentees and poll voters will be the same, timing will be different.
Timing: Mailing will occur over final four weeks of campaign.

Tactic 2: Door to door in new neighborhoods.
Goal: Increase turnout among base and most persuadable swings.
Scope: Have volunteers deliver at least one literature piece to 6,500 homes in new neighborhoods.
Timing: Door to door will occur over the last six weeks of the campaign.

Tactic 3: Phone banks to targeted voters in old neighborhoods and voters that have registered in the last two years.
Goal: Reach targeted base and undecided voters that are not reached with via door to door program.
Scope: 7,500 calls from volunteers – four volunteers per phone bank.
Timing: 2 phone banks per week 5-8 weeks before election. Three phone banks per week for final four weeks.

Tactic 4: Lawn signs
Goal: Reinforce campaign message to targeted voters and generally create campaign "buzz".
Scope: 250 lawn signs throughout Bay Area City.
Timing: Lawn signs will go up after labor day weekend.

Tactic 5: Coalition members educate their own memberships.
Goal: Achieve additional contact with base voters.
Scope: Allied organizations will be encouraged to promote Measure Z in newsletters, on e-mail lists, at meetings, in phone banks, to drop literature during regularly scheduled literature drops and to do special campaign mailings to members.
Timing: On going after labor day.

Tactic 6: Earned media – letters to the editor, press conferences & editorials
Goal: Deliver message broadly, largely from respected messengers; persuade undecides.
Scope: At least one LTE each week in *Bay Area City Reporter,* secure *Reporter* endorsement, press conferences with breadth of campaign coalition – farmers, environmentalists, good government advocates, city council members, etc.
Timing: On going

Tactic 7: Speaking at events
Goal: Persuade opinion leaders and most civic active voters.
Scope: Target most influential community groups and groups from which Yes on Measure Z will likely secure endorsements. Respond to other opportunities as is reasonable.
Timing: On going

Tactic 8: Visibility/Tabling
Goal: Motivate base, secure and motivate volunteers, create "buzz" around campaign.
Scope: Table at farmers markets and other venues where base supporters often congregate. Honk and wave at key intersections during rush hour during final week of campaign.
Timing: Tabling on going; honk and wave, final week of campaign

CRITICAL DECISIONS

There are several critical decision points that will impact the campaign:

1) Progress on fundraising has to be positive by early September in order to fully implement the mail program. If fundraising is not on target by early September, the mail program has to be reevaluated.
2) A strong volunteer base must be in place in early September and continue to grow throughout the campaign. If the volunteer base is not solid, door to door, phone banking and visibility tactics must be reevaluated.

3) The media strategy depends on the active participation of a number of respected residents. If these spokespeople are not willing to be out in front the media plan must be reformulated.
4) Once the opposition campaign is fully in place we must determine how to adequately react to their campaign without sacrificing message discipline.

ORGANIZATION

The campaign will rely on a single full-time, paid staff person – the campaign manager. Other campaign positions will be filled either by volunteers or by staff people from coalition organizations who will typically work on a part time basis.

Campaign Committee

Campaign Director
(staff)

Direct Mail Consultant

Volunteer/Donated Staff Positions
Phone Bank Coordinator
Door to Door Coordinator
Fundraising Director
Press Secretary
Speakers Bureau Coordinator
Lawn Sign Coordinator
Tabling/Visibility Coordinator

BUDGET

Expense	**Jan-June**	**July**	**Aug.**	**Sept.**	**Oct.**	**Nov.**	**Total**
Legal							*$12,500*
Write initiative and Circulate petition	$12,500						$12,500
Opinion Research							*$7,500*
Poll	$7,500						$7,500
Staff							*$12,000*
Campaign Manager			$3,000	$3,000	$3,000	$3,000	$12,000
Office							*$700*
Space			INKIND	IN-KIND	IN-KIND	IN-KIND	
Letterhead/remits/envelopes			$500				$500
Phone installation			$200				$200
Mail							*$25,350*
Piece #1: Design &					$6,000		$6,000

Production							
Piece #1: Postage					$2,300		$2,300
Piece #2: Design & Production					$5,875		$5,875
Piece #2: Postage					$1,725		$1,725
Piece #3-4: Design & Production					$6,000		$6,000
Piece #3-4: Postage					$2,300		$2,300
Mailing Labels					$1,150		$1,150
Field							*$3,225*
Lawn Signs				$625			$625
Phone Lists				$250			$250
Banners				$200			$200
Walking/Other Literature			$750		$750		$1,500
Speakers Bureau Materials	$50		$50		$50		$150
Field Supplies/Food	$150	$50	$50	$100	$100	$50	$500
Fundraising							*$525*
Events	$50	$50	$50	$50	$50		$250
Postage	$50	$50	$50	$50	$50	$25	$275
Earned Media							*$200*
Materials (Press packets, props)	$100			$25	$50	$25	$200
TOTALS	**$20,400**	**$150**	**$4,650**	**$4,300**	**$28,250**	**$3,100**	**$62,000**
Reserve for Unanticipated Costs				$1,250	$1,250	$2,500	$5,000
GRAND TOTAL							**$67,000**

FINANCE PLAN

A total of $70,000 will be raised to pass Measure Z. Money will be raised from large donors, small donors and allied advocacy groups. The majority of donors will be small donors who will donate an average of $60 each. A majority of donors will be Bay Area City residents and an even larger number will be county residents.

The goals for large donor and small donor fundraising is as follows:

Large Donors:

Gift Level	**Needed Donors**	**Minimum Asks Needed**	**Total Goal**
$5,000	2	4	$10,000
$2,500	4	8	$10,000
$1,000	5	10	$5,000
$500	10	20	$5,000
$250	20	40	$5,000
TOTAL	**41**	**82**	**$35,000**

Small Donors:

Small donor goal: 150
Projected average gift: $60
Dollar Goal: $9,000

Individuals who commit to a donation of over $1,000 will either donate the money themselves or agree to raise the money. The campaign will offer to assist these donors in setting up a house party. The campaign's goal is to hold five house parties. The fundraising coordinator will be responsible for coordinating the house parties.

Advocacy groups will be asked to financially support the campaign. Greenbelt Alliance, Sierra Club, Audubon Society and Save the Neighborhoods Alliance covered the $20,000 needed file Measure Z and complete the polling. Advocacy groups will also be asked to donate to the campaign itself. Targeted advocacy groups include:

Greenbelt Alliance
Sierra Club
Audubon Society
Nature Conservancy
Save the Neighborhoods Alliance
Coalition for Green Hills
Save Bay Mountain
County Conservation Action
League of Women Voters

Each of these advocacy groups will be asked to donate $1,000 to the campaign with a goal of raising $6,000 from advocacy groups.

DIRECT MAIL PLAN

The goal of the direct mail plan is to solidify the base and move undecided voters to yes.

Four mailings will be sent as follows:

Expected # of Pieces	Target Audience	Target Date for Voters to Receive Mailing
15,000	All households with likely voters, except households with only strong "no" base.	October 8, 2002
11,250	Households with likely voters who are swings.	October 15, 2002
5,000	Base and swing absentee voters.	October 22, 2002
10,000	Likely poll voters, base and swing.	October 29, 2002

The final two mailings will be the same. They will simply be mailed at different times to maximize effectiveness with the target audience.

FIELD PLAN

Tactic 1: Door to door in new neighborhoods.
Goal: Increase turnout among the base and the most persuadable swing voters.
Scope: Have volunteers deliver at least one literature piece to 6,500 homes in new neighborhoods.

Timing: Door to door will occur over the last six weeks of the campaign on weekends.
Responsible party: The volunteer door to door coordinator.
Volunteer needs: 90 total volunteer shifts. 7-8 volunteers per day each weekend.

Tactic 2: Phone banks to targeted voters in old neighborhoods and voters that have registered in the past two years.
Goal: Increase turnout among base voters and the most persuadable swing voters that have not been reached via door to door effort.
Scope: 7,500 calls from volunteers – four volunteers per phone bank
Timing: 2 phone banks per week 5-8 weeks before election. Three phone banks per week for final four weeks.
Responsible party: The volunteer phone bank coordinator.
Volunteer needs: 80 total volunteer shifts. 4 callers per phone bank.

Tactic 3: Lawn signs
Goal: Reinforce campaign message to targeted voters and create a campaign buzz.
Scope: 250 lawn signs throughout Bay Area City. Signs will be targeted to high visibility locations.
Timing: Lawn signs will go up after labor day weekend. 150 signs will go up as soon as possible, 100 will be kept in reserve for campaign events, the final days of the campaign and to replace damage and lost signs.
Responsible party: The volunteer lawn sign coordinator.
Volunteer needs: 2-4 volunteers with trucks to deliver and place signs in their locations.

Tactic 4: Coalition members educate their own memberships.
Goal: Achieve additional contact with base voters.
Scope: Allied organizations will be encouraged to promote Measure Z in newsletters, on e-mail lists, at meetings, in phone banks, to drop literature during regularly scheduled literature drops and do special campaign mailings to members.
Timing: On going after labor day.
Responsible party: Campaign manager
Volunteer needs: Minimal

Tactic 5: Speaking at events
Goal: Persuade opinion leaders and most civic active voters.
Scope: Target most influential community groups and groups from which Yes on Measure Z will likely secure endorsements. Respond to other opportunities as is reasonable.
Timing: On going.
Responsible party: Volunteer speakers bureau coordinators
Volunteer needs: 5-10 articulate and credible volunteers trained as spokespeople.

Tactic 6: Visibility/Tabling
Goal: Motivate base, secure and motivate volunteers, create buzz around campaign.
Scope: Table at farmers markets and other venues where base supporters often congregate. Honk and wave at key intersections during rush hour of final week of campaign.
Timing: Tabling on-going; honk and wave, final week of campaign.
Responsible party: Volunteer tabling/visibility coordinator.

Volunteer needs: 2 per farmers market during final 4 weeks of campaign. Others as they are available.

EARNED MEDIA PLAN

Tactic 1: Letters to the editor

Goal: Deliver message to readers of the editorial page, including likely voters and civic leaders.
Scope: A least one letter a week.
Timing: After labor day weekend.
Responsible party: Press Secretary
Volunteer needs: Assuming one of two letters will be printed, 16 letters will need to be submitted over final 8 weeks of campaign. Volunteers will need to be given message points and sample letters.

Tactic 2: Secure *Bay Area City Reporter* endorsement.

Goal: Deliver a supportive message to voters from an respected and unbiased source.
Timing: Secure the endorsement during early October. Late enough to have at least some voters paying attention to the election, but early enough that the campaign's final mailings can use the endorsement.
Responsible parties Press Secretary and Campaign Manager.
Volunteer needs: Respected community leaders – city council members, farmers, teachers, firefighters, etc – should participate in the editorial board meeting.

Tactic 3: Press events

Goal: To convey the campaign message broadly.
Timing: Events will be held at opportune moments, with a concentration during "election season".
Responsible parties: Press Secretary and Campaign Manager
Volunteer needs: Key spokespeople will need to be available for each event.

Expected press events are as follows:

Likely Date	Theme	Spokespeople
March 4	Filing of the measure.	Proponents who signed the petition.
April 25	Submission of petition.	Proponents and volunteer signature gatherers.
June 25	Approval of petition by City Council.	City Council Members John Public and Nancy Drew.
September 3	Campaign kickoff. At busy intersection during rush hour traffic. Measure Z will help reduce traffic.	Campaign proponents.
October 1	Measure Z will protect farms and open space from sprawl and preserve community character.	Farmers for Measure Z and long time residents.

October 15	Measure Z is good for jobs and the economy and is supported by working professionals – teachers, firefighters, local business people, etc.	Teachers, firefighters, local business people, etc.

CAMPAIGN CALENDAR

The following is a list of key campaign dates, working backward from election day. These dates should be placed on a wall calendar in the campaign office. The calendar should be updated as necessary.

November:
Tues. 5th – Election Day
Tues. 5th – Visibility at AM and PM rush hours
Mon. 4th – Visibility at AM and PM rush hours
Sun. 3rd – Door to door
Sun 3rd – Phone bank
Sat. 2nd – Door to door

October:
Wed. 30th – Phone bank
Tues. 29th – Mailing reaches poll voters
Mon. 28th – Phone bank
Sun. 27th – Phone bank
Sun. 27th – Door to door
Sat. 26th – Door to door
Thurs 24th – 2nd pre-election campaign filing due
Wed. 23rd – Phone bank
Tues. 22nd – Mailing reaches absentee voters
Tues. 22nd – Mailing to poll voters at post office to ensure it reaches mailboxes in time
Mon. 21st – Phone bank
Sun. 20th – Door to door
Sun. 20th – Phone bank
Sat. 19th – Door to door
Wed. 16th – Phone bank
Tues. 15th – Mailing reaches swing voters
Tues. 15th – Mailing to absentee voters at post office to ensure it reaches mailboxes in time
Tues. 15th – Jobs and Economy Press Conference
Mon. 14th – Phone bank
Sun. 13th – Phone bank
Sun. 13th – Door to door
Sat. 12th – Door to door
Fri. 11th – Receive 2nd round of literature
Wed. 9th – Phone bank
Tues. 8th – First mailing reaches voters.
Tues 8th – Swing mailing at post office to ensure it reaches mailboxes in time
Tues. 8th – Design of poll/absentee mailer complete and to the printer
Mon. 7th – Phone bank
Sun. 6th – Target date for endorsement by *Reporter*
Sun. 6th – Phone bank
Sun. 6th – Door to door
Sat 6th – Door to door
Fri. 4th – Literature design (with any redesign) to printer
Thurs 3rd – Target date for *Reporter* editorial board meeting
Weds. 2nd – Phone bank
Tues 1st – Farmer press conference
Tues 1st – Design of swing mailer done and to the printer
Tues. 1st – First mailer at post office to ensure it reaches mailboxes in time

September:
Sun. 29th – Phone bank
Sun. 29th – Door to door
Sat. 28th – Door to door
Thurs. 26th – 1st pre-election campaign filing due
Wed. 25th – Phone bank
Tues. 24th – First mailer designed and at printer
Sun. 22nd – Phone bank
Sun. 22nd – Door to door
Sat. 21st – Door to door
Weds. 18th – Phone bank
Sun. 15th – Phone bank
Weds. 11th – Phone bank
Sun. 8th – Phone bank
Sun. 8th – Distribute lawn signs
Sat 7th – Distribute lawn signs
Tues. 3rd – Campaign kickoff press conference

August:
Fri. 30th – Lawn signs arrive
Fri. 23rd – Lawn sign design to printer
Mon. 26th – Literature arrives
Mon. 19th – Literature design to printer
Mon. 5th – Start date for campaign manager

July:
Mon. 22nd – Offer made to campaign manager
Mon. 15th – Campaign manager interviews complete

June:
Mon. 25th – City Council approves petition.
Mon. 25th – Press conference with Council members Public and Drew

May:

April:
Thurs 25th – Submit signatures
Thurs. 25th – Submission press conference
Tues 23rd – Gather signatures
Sun. 21st – Gather signatures
Sat. 20th – Gather signatures
Thurs. 18th – Gather signatures
Tues. 16th – Gather signatures
Sun. 14th – Gather signatures
Sat. 13th – Gather signatures
Thurs. 11th – Gather signatures
Tues. 9th – Gather signatures
Sun. 7th – Gather signatures
Sat. 6th – Gather signatures
Thurs. 4th – Gather signatures
Tues. 2nd – Gather signatures

March:
Sun. 31st – Gather signatures
Sat. 30th – Gather signatures
Thurs. 28th – Gather signatures
Tues. 26th – Gather signatures
Sun. 24th – Gather signatures
Sat. 23rd – Gather signatures
Thurs. 21st – Publish Notice of Intent to Circulate Petition
Thurs. 19th – Get ballot title and summary from city attorney
Thurs. 4th – File petition
Thurs. 4th – Filing press conference