BRUCE REED GOODMILLER (SBN 121491) 1 City Attorney CITY OF RICHMOND 2 450 Civic Center Plaza Richmond, CA 94804 3 Telephone: (510) 620-6509 Facsimile: (510) 620-6518 4 5 RANDY RIDDLE (SBN 121788) RENNE SLOAN HOLTZMAN ŚAKAI LLP 6 350 Sansome Street, Suite 300 San Francisco, CA 94104 7 Telephone: (415) 678-3800 Facsimile: (415) 678-3838 8 Attorneys for Plaintiff Ģ BY FAX CITY OF RICHMOND 10 SUPERIOR COURT OF THE STATE OF CALIFORNIA 11 COUNTY OF CONTRA COSTA 12 Case No C = 13-00870 13 CITY OF RICHMOND. 14 RENNE SLOAW HOLTZAGAN SAKAI LLP EXEMPT FROM FEES (GOV. CODE § 6103) Plaintiff. 15 COMPLAINT FOR MONETARY ٧. PENALTIES FOR VIOLATION OF 16 CAMPAIGN MAILER DISCLOSURE RICHMOND ONE COMMUTEE 17 OPPOSING TOM BUTT FOR CITY REQUIREMENTS COUNCIL, DWIGHT ADAMS, and DOES 1 (Richmond Municipal Code Section 2.42.075) 18 through 20, inclusive, 19 Defendants. 20 Plaintiff CITY OF RICHMOND, a charter city, alleges as follows: 21 Plaintiff brings this action in the public interest to enforce the provisions of the Richmond 22 1. Fair Elections Ordinance, codified as Chapter 2.42 of the Richmond Municipal Code. 23 JURISDICTION AND VENUE 24 This court has original jurisdiction over the controversy in this matter. As the cause of 25 2. action for the civil penalty sought in this action occurred in connection with acts and omissions that 26 occurred in the County of Contra Costa, the County of Contra Costa is the proper venue for this action, 27 pursuant to Code of Civil Procedure Section 393. 28 COMPLAINT FOR MONETARY PENALTIES FOR VIOLATION OF CAMPAIGN MAILER DISCLOSURE

REQUIREMENTS (Richmond Municipal Code Section 2.42.075)

Attorneys at Law

PARTIES

Plaintiff City of Richmond

3. Plaintiff City of Richmond ("City") is a charter city located in Contra Costa County. Plaintiff has the primary responsibility for the impartial and effective administration and enforcement of the campaign finance ordinances codified in the Richmond Municipal Code ("RMC"), including but not limited to the Fair Elections Ordinance ("Ordinance"), codified as Chapter 2.42 of the Richmond Municipal Code. Under RMC Section 2.42.080, Plaintiff, through its City Attorney, is authorized to institute civil proceedings to enforce the Ordinance.

Defendants Richmond One Committee Opposing Tom Butt for City Council and Dwight Adams.

- 4. Defendant Richmond One Committee Opposing Tom Butt for City Council ("Committee") was, at all times relevant to this matter, a primarily formed committee as defined in Government Code Sections 82013 and 82047.5, and as incorporated into the RMC pursuant to RMC Section 2.42.040. Government Code Sections 82013 and 82047.5 are provisions of the California Political Reform Act (Government Code Sections 81000 *et seq.*), the primary body of California law regulating the financing of political campaigns in California.
- 5. Defendant Dwight Adams was, at all times relevant to this matter, the treasurer of Defendant Committee.

APPLICABLE STATUTES AND ORDINANCES

A. MASS MAILING DISCLAIMER REQUIREMENTS

- 6. The purposes of the Ordinance, as set forth in RMC Section 2.42.030, include "ensuring the public's right-to-know" who is financing the campaigns of candidates for City elective office, and "to ensure that the contributions and expenditures affecting election campaigns are fully and truthfully disclosed to the public, so that voters may be better informed, and so that improper practices may be inhibited."
- 7. In furtherance of these campaign finance transparency goals, RMC Section 2.42.075, a provision of the Ordinance, requires that specified campaign finance information be included on any "mass mailing" sent by any "committee, including a primarily formed committee as defined by

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Government Code Section 82047.5, that makes, during the calendar year in which the election is held, more than five thousand dollars in independent expenditures for or against a candidate for City office, or more than five thousand dollars in expenditures for or against the qualification, or passage, of a City ballot measure " An expenditure made to oppose a candidate for Richmond City Council made by a committee that is primarily formed to oppose that candidate is an independent expenditure for the purposes of RMC Section 2.42.075.

SUPPLEMENTAL CAMPAIGN STATEMENT REQUIREMENTS B.

- In furtherance of the public transparency purposes of the Ordinance, RMC Section 8. 2.38.030(a) requires "any committee involved in a City election" to file a campaign statement in addition to those required by the Political Reform Act ("Supplemental Campaign Statement"). Specifically, RMC Section 2.38.030(a) requires the filing of a "campaign statement covering the period between the closing date of the last campaign statement filed under the Political Reform Act and the last Thursday before the City election. This campaign statement shall include the same information required by the Political Reform Act and shall be filed with the City Clerk no later than by 5:00 p.m. on the last Friday before the City election."
- For the November 6, 2012 election, RMC Section 2.38.030(a) required any committee 9. involved in a City election to file a Supplemental Campaign Statement with the Richmond City Clerk disclosing its campaign finance activities for the period beginning on October 21, 2012 and ending on November 1, 2012. Such committees were required to file this Supplemental Campaign Statement with the City Clerk no later than close of business on Friday, November 2, 2012.

LATE CONTRIBUTION REPORT REQUIREMENTS C.

The Political Reform Act requires that committees report "late contributions" in a highly 10. expedited manner. Under the Political Reform Act, a "late contribution" is any contribution of \$1,000 or more received in the 90-day period before an election. (Government Code Section 82036.) The Political Reform Act requires that late monetary contributions be reported within 24 hours of receipt, and that late in-kind or nonmonetary contributions be reported within 48 hours of receipt. (Government

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Code Sections 84203 and 84203.3.) Late contributions must be reported on Fair Political Practices Commission ("FPPC") Form 497.

- The Ordinance imposes additional late contribution reporting requirements. RMC 11. Section 2.38.030(b) requires that any "committee involved in a City election" file a "late contributions report which reports all contributions of \$250.00 or more received or made from the end of the reporting period set forth in [RMC Section 2.38.030(a)] and the date of the City election. The late contributions report filing required by this section shall be made within twenty-four (24) hours of the receipt or making of such contribution and in the manner required by Government Code Section 84203."
- For the November 6, 2012 election, Section 2.38.030(b) required that a committee 12. involved in a City election file a late contribution report within 24 hours disclosing any contribution of \$250 or more received during the period beginning on November 2, 2012 and ending on November 6, 2012.

D. LATE INDEPENDENT EXPENDITURE REPORT REQUIREMENTS

The Political Reform Act requires that committees report "late independent expenditures" 13. in a highly expedited manner. Under the Political Reform Act, for local candidate elections, a "late independent expenditure" is an independent expenditure of \$1,000 or more for or against any specific candidate that is made in the 90-day period before an election. (Government Code Section 82036.5.) The Political Reform Act requires that committees report late independent expenditures within 24 hours of making the independent expenditure. (Government Code Section 84204.) Late independent expenditures must be reported on FPPC Form 496.

LIABILITY

RMC Section 2.42.080 provides that any person who intentionally or negligently violates 14. RMC Section 2.42.075 shall be liable in a civil action brought by the City Attorney for an amount up to \$5,000 for each violation or three times the cost of the mailing made in violation of that section, whichever is greater. Under RMC Section 2.42.080, treasurers are responsible for complying with the requirements of RMC Section 2.42.075 and may be held personally liable for violations by their committees. RMC Section 2.42.080 provides that if two or more persons are responsible for any

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violation of RMC Section 2.42.075, they shall be jointly and severally liable. As noted, under RMC Section 2.42.080, Plaintiff, through its City Attorney, is authorized to institute civil proceedings to enforce Section 2.42.075.

- RMC Section 2.38.040 provides that a violation of the Supplemental Campaign 15. Statement or the Late Contribution reporting requirements of Section 2.38.030 is a misdemeanor, which is not enforceable through this civil action.
- Violation of the Political Reform Act may result in administrative, civil and criminal 16. penalties. The Political Reform Act authorizes certain specified agencies and officials to enforce its provisions. Neither the City of Richmond, nor any of its officials, is authorized by the Political Reform Act to enforce its provisions.

STATEMENT OF THE FACTS

THE MASS MAILING OPPOSING TOM BUTT FOR CITY COUNCIL

- 17. On or about October 30, 2012, Defendant Committee caused to be mailed to approximately 21,000 Richmond voters a four-page campaign mailer with the headline "Do Not Vote for Tom Butt" ("Butt Mailer"). Tom Butt is a member of the Richmond City Council, and was a candidate for reelection at the November 6, 2012 election. Because the Butt Mailer was sent on or about October 30, 2012, all expenditures for, and all in-kind contributions used for, the Butt Mailer were made on or before October 30, 2012.
- Based on invoices sent to Defendant Committee by its vendors No Drama Inc., Chimes 18. Printing, and Trade Lithography, the cost of printing and labeling the Butt Mailer was approximately \$2,250, and the postage cost for mailing the Butt Mailer was approximately \$3,966.10, for a total cost of \$6,216.10. It is unclear what additional costs were associated with drafting the wording of, preparing photos and other graphics for, and otherwise designing, the Butt Mailer. All of these costs were incurred, and all promises for payment thereof were made, on or before October 30, 2012.
- The Butt Mailer was a mass mailing subject to the disclaimer requirements of RMC 19. Section 2.42.075. Defendant Committee failed to include on the Butt Mailer the disclaimer information required by Section 2.42.075. This failure by Defendant Committee to include the required disclaimer

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information on the Butt Mailer was the first action in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

B. **DEFENDANT COMMITTEE'S STATEMENT OF ORGANIZATION**

- On October 26, 2012, Defendant Adams signed Defendant Committee's "Statement of 20. Organization" (FPPC Form 410). On October 26, 2012, Defendant Committee filed its Statement of Organization with the California Secretary of State. Defendant Committee was assigned Committee Identification Number 1353159.
- In signing the Statement of Organization, Defendant Adams identified himself as the 21. treasurer of Defendant Committee, and stated, under penalty of perjury, that he had "used all reasonable diligence in preparing this statement and to the best of my knowledge the information contained herein is true and complete."
- 22. Under the Political Reform Act, Defendant Committee was required to file a copy of its Statement of Organization with the Richmond City Clerk, in Richmond, California, within 24 hours of qualifying as a committee. (Government Code Section 84101.) Defendant Committee failed to comply with this requirement. Instead, Defendant Committee filed a copy of its Statement of Organization with the Contra Costa County Registrar of Voters in Martinez, California. The City Clerk did not receive a copy of Defendant's Statement of Organization from the County Registrar of Voters until November 9, 2012, three days after the November 6, 2012 election.
- This failure by Defendant Committee to properly file its Statement of Organization was a 23. further action in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

C. DEFENDANT COMMITTEE'S SUPPLEMENTAL CAMPAIGN STATEMENT

RMC Section 2.38.030(a) required that Defendant Committee file its Supplemental 24. Campaign Statement no later than November 2, 2012, disclosing its contributions, expenditures, and

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other campaign finance information for the period beginning October 26, 2012, and ending November 1, 2012. Defendant Committee violated this requirement. Rather than filing its Supplemental Campaign Statement with the City Clerk on a timely basis as required by RMC Section 2.38.030, Defendant Committee delayed filing its Supplemental Campaign Statement until approximately 4:30 p.m. on November 6, 2012, the day of the Richmond Municipal Election, and three and one-half hours before the 8:00 p.m. closing of the polls. Defendant Committee's failure to file its Supplemental Campaign Statement on a timely basis as required by law deprived the public of important information about those funding Defendant Committee's political activities, and the purposes for which Defendant Committee was expending its campaign funds, thereby undermining the purposes of RMC Section 2.38.030(a).

- This failure by Defendant Committee to timely file its Supplemental Campaign Statement 25. was a further action in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.
- On November 4, 2012, Defendant Adams signed Defendant Committee's Supplemental 26. Campaign Statement on behalf of Defendant Committee. In Defendant Committee's Supplemental Campaign Statement, Defendant Adams identified himself as the treasurer of Defendant Committee, and stated, under penalty of perjury, that he had "used all reasonable diligence in preparing this statement and to the best of my knowledge the information contained herein is true and complete."
- The Summary Page of Defendant Committee's Supplemental Campaign Statement stated 27. that Defendant Committee's total expenditures for the period October 26, 2012 through November 1, 2012 were \$4,736, when in fact the information Defendant Committee disclosed on that Summary Page reveals that the total expenditures made by Defendant Committee for this period were \$5,486. This error is significant because the mass mailing disclaimer requirements of the Ordinance are triggered by making independent expenditures of more than \$5,000. Moreover, neither the amount of \$4,736 nor the amount of \$5,486 accurately reports the costs for printing, labeling and postage for the mailing as reflected by the invoices sent to Defendant Committee by its vendors.
- Defendant Committee's Supplemental Campaign Statement also contains a number of 28. other errors and omissions. While Schedule C of the Supplemental Campaign Statement reports the

receipt of a \$750 in-kind contribution from Trade Lithography on November 2, 2012, that in-kind contribution, which was for the printing of the Butt Mailer, must have been made on or before October 30, 2012. This earlier contribution date is confirmed by the reporting period for the Supplemental Campaign Statement on which the contribution was reported, which was the period beginning on October 26, 2012 and ending on November 1, 2012.

- 29. Likewise, while Schedule D of the Supplemental Campaign Statement reports that Defendant Committee made a \$750 expenditure to Trade Lithography on November 4, 2012 for printing literature, that expenditure for the Butt Mailer must have been made on or before October 30, 2012. Moreover, Schedule D of the Supplemental Campaign Statement does not accurately or fully report the amount of expenditures made by Defendant Committee for the Butt Mailer during the period beginning October 26, 2012 and ending November 1, 2012.
- 30. The errors and omissions alleged in paragraphs 28 and 29 were further actions in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

D. <u>DEFENDANT COMMITTEE'S UNREPORTED LATE</u> <u>INDEPENDENT EXPENDITURE</u>

- 31. In paying for and causing to be sent the Butt Mailer to Richmond voters, Defendant Committee made an independent expenditure against a specific local candidate, Tom Butt, during the 90-day period before the November 6, 2012 election. Accordingly, Defendant Committee's expenditure for the Butt Mailer was a late independent expenditure as defined by the Political Reform Act, and Defendant Committee was required by the Political Reform Act to file a late independent expenditure report with the Richmond City Clerk within 24 hours of making that late independent expenditure. Defendant Committee failed to file this required late independent expenditure report.
- 32. Defendant Committee's failure to file a late independent expenditure report was a further action in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

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E. COMPLAINT FILED BY TOM BUTT

On or about November 9, 2012, Tom Butt filed a complaint with the Richmond City 33. Attorney alleging that Defendant Committee's Butt Mailer and failure to file its Statement of Organization with the City Clerk violated RMC Chapters 2.38 and 2.42, and state law. On or about November 25, 2012, Tom Butt filed with the City Attorney an amended complaint setting forth additional alleged violations of RMC Chapter 2.38 by Defendant Committee, as well as additional allegations regarding Defendant Committee's alleged violation of RMC Chapter 2.42.

F. **DEFENDANT COMMITTEE'S AMENDED STATEMENT**

- On January 16, 2013, Defendant Committee filed with the City Clerk an amendment to 34. its Supplemental Campaign Statement ("Amended Campaign Statement"). The stated purpose of the amendment was a "Correction of In-Kind Contribution." As with the Defendant's Supplemental Campaign Statement, the Amended Campaign Statement covered the period beginning on October 26, 2012 and ending on November 1, 2012.
- The Summary Page of Defendant Committee's Amended Campaign Statement stated that 35. Defendant Committee's total expenditures for the period October 26, 2012 through November 1, 2012 were \$750, when in fact the information Defendant Committee discloses on that Summary Page reveals that the total expenditures made by Defendant Committee for this period were \$6,236. This error is significant because the mass mailing disclaimer requirements of the Ordinance are triggered by making independent expenditures of more than \$5,000. Moreover, neither the amount of \$750 nor the amount of \$6.236 accurately reports the costs for printing, labeling and postage for the mailing as reflected by the invoices sent to Defendant Committee by its vendors. No explanation is offered for the changes on the Summary Page of the Amended Statement.
- Defendant Committee's Amended Schedule C of the Amended Campaign Statement 36. states that on November 2, 2012, Defendant Committee received a \$1,500 in-kind contribution from "One Line Bindery," owned by Richard Lompa, in the form of "Printing of Literature." In fact, because that nonmonetary contribution was for the printing of the Butt Mailer, the nonmonetary contribution must have been made on or before October 30, 2012, when the Butt Mailer was sent to Richmond

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voters. This earlier contribution date is confirmed by the reporting period for the Amended Campaign Statement on which the contribution was reported, which was the period beginning on October 26, 2012 and ending on November 1, 2012.

- Schedule F of the Amended Campaign Statement states that Defendant Committee had 37. two accrued and unpaid expenses. The first accrued expense is for \$3,966.10 to Chimes Printing Company for "Lit US Post Office Mailing." The second accrued expense is for \$750 to One Line Bindery for "Lit Printing." Schedule F incorrectly states that the total amount of accrued expenses is \$4,736.
- 38. Taken together, the amounts on Schedule C and Schedule F of the Amended Campaign Statement for the printing and mailing of the Butt Mailer total \$6,216.10.
- The Amended Campaign Statement contains at least one additional error. On the 39. Summary Page, Defendant Committee reports having received monetary contributions of \$594 and nonmonetary contributions of \$1,500, but states that the total amount of contributions received is \$2,000. In addition, Defendant's Amended Campaign Statement includes information that is inconsistent with information in Defendant's Supplemental Campaign Statement.
- On January 15, 2013, Defendant Adams signed Defendant Committee's Amended 40. Campaign Statement on behalf of Defendant Committee. In Defendant Committee's Amended Statement, Defendant Adams identified himself as the treasurer of Defendant Committee, and stated, under penalty of perjury, that he had "used all reasonable diligence in preparing this statement and to the best of my knowledge the information contained herein is true and complete."
- Defendant Committee's errors and omissions on its Amended Campaign Statement were 41. further actions in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities

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DEFENDANT COMMITTEE'S SEMI-ANNUAL CAMPAIGN STATEMENT G.

- 42. On January 16, 2013, and as required by the Political Reform Act, Defendant Committee filed its Semi-Annual Campaign Statement with the City Clerk. The Semi-Annual Campaign Statement covered the period beginning on November 2, 2012 and ending on December 31, 2012.
- As is with its Amended Campaign Statement, Schedule C of Defendant Committee's 43. Semi-Annual Campaign Statement states that on November 2, 2012, Defendant Committee received a \$1,500 nonmonetary contribution from On Line Bindery. In fact, because that nonmonetary contribution was for the printing of the Butt Mailer, must have been made on or before October 30, 2012, when the Butt Mailer was sent to Richmond voters.
- On January 10, 2013, Defendant Adams signed Defendant Committee's Semi-Annual 44. Campaign Statement on behalf of Defendant Committee. In Defendant Committee's Semi-Annual Campaign Statement, Defendant Adams identified himself as the treasurer of Defendant Committee, and stated, under penalty of perjury, that he had "used all reasonable diligence in preparing this statement and to the best of my knowledge the information contained herein is true and complete."
- Defendant Committee's errors and omissions on Schedule C of its Semi-Annual 45. Statement were further actions in a course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

DEFENDANT COMMITTEE'S UNREPORTED LATE CONTRIBUTION H.

Schedule C of Defendant Committee's Amended Statement, signed under penalty of 46. perjury by its treasurer, Defendant Adams, and Schedule C of Defendant Committee's Semi-Annual Campaign Statement, signed under penalty of perjury by its treasurer, Defendant Adams, state that Defendant Committee received a \$1,500 nonmonetary contribution from "One Line Bindery" on November 2, 2012. That \$1,500 contribution was a contribution of more than \$1,000 and was received in the 90-day period before the November 6, 2012 election, and therefore constituted a "late contribution" under the Political Reform Act, requiring that Defendant Committee file a late

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contribution report with the City Clerk within 24 hours of receiving the contribution. Defendant Committee failed to file any such report.

- As previously alleged, because that \$1,500 nonmonetary contribution was for the printing 47. of the Butt Mailer, it must have been made on or before October 30, 2012, when the Butt Mailer was sent to Richmond voters. If in fact that \$1,500 nonmonetary contribution was made on November 2, 2012, it was a contribution of more than \$250 received after the last pre-election period beginning on October 21, 2012 and ending on November 1, 2012, and constituted a "late contribution" under RMC Section 2.38.030(b), requiring that Defendant Committee file a late contribution report with the City Clerk within 24 hours of receiving the contribution. Defendant Committee failed to file any such report.
- Defendant Committee's failure to file a late contribution report was a further action in a 48. course and pattern of conduct by Defendant Committee to conceal from the public, or unlawfully and substantially delay public disclosure of, important information about Defendant Committee, its actions and its expenditures, and those funding its activities.

I. INVESTIGATION OF BUTT COMPLAINT

Upon receipt of the complaint and amended complaint from Tom Butt, the Richmond 49. City Attorney caused an investigation of the complaint to be conducted. Defendant Adams, the sole identified representative of Defendant Committee, chose not to cooperate with that investigation, despite repeated requests that he do so. Information obtained during the course of that investigation led to the initiation of this action.

CAUSE OF ACTION

(Violation of Disclaimer Requirements of RMC Section 2.42.075)

- Plaintiff City of Richmond re-alleges, and incorporates herein, paragraphs 1 through 49, 50. as though set forth at length.
- RMC Section 2.42.075 requires that any mass mailing contain specified disclaimer 51. information about the financing of the mass mailing. The Butt Mailer paid for and sent by Defendant Committee was a mass mailing as defined in RMC Section 2.42.075. Defendant Committee failed to include the disclaimer information required by RMC Section 2.42.075 on any of the approximately

21,000 copies of the Butt Mailer it sent to Richmond voters, thereby violating that section. Defendant Adams, as the treasurer for Defendant Committee, is responsible for complying with the requirements of RMC Section 2.42.075 and is personally liable for violations by Defendant Committee.

WHEREFORE, Plaintiff City prays for judgment against Defendants as follows:

- 1. For statutory penalties against Defendants Committee and Adams, jointly and severally, payable to the "General Fund of the City of Richmond," according to proof, in an amount equal to three times the cost of the Butt Mailer made in violation of Section 2.42.075.
- 2. Any civil penalties recovered in this action shall be deposited in the Richmond City Treasury.
 - 3. For such other and further relief as the Court may deem proper.

Dated: April 29, 2013

RENNE SLOAN HOLTZMAN SAKAI LLP

Bv:

Randy Riddle
Attorneys for Plaintiff
CITY OF RICHMOND