2015 DRAFTING REQUEST

Bill

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For:	Sc	ott Fitzge	erald (608) 266	-5660	Same as LRB:		
May Co	ontact:				By/Representing:	adam	
Subject	t: El	ections - c	campaign fina	nce	Drafter:	jkreye	
					Addl. Drafters:	tkuczens	
					Extra Copies:		
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Vers.	<u>Drafted</u>	:	Reviewed	Proofed	Submitted	<u>Jacketed</u>	Required
/?	jkreye 2/19/20	15					
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/P6	jkreye 5/5/2015					
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/P9	jkreye 9/29/2015					
/P10	tkuczens 9/29/2015	csicilia 10/7/2015				
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FE Sent For:

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State of Misconsin 2015 - 2016 LEGISLATURE

LRB-1469/P1 JK&TKK:...:...

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

AN ACT ...; relating to: ???

Analysis by the Legislative Reference Bureau

This is a preliminary draft. An analysis will be provided in a subsequent version of this draft.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

2	Section 1. Chapter 11 of the statutes is repealed and recreated to read:
3	CHAPTER 11
4	CAMPAIGN FINANCING
5	11.01 Definitions. In this chapter:
6	(1) "Candidate" means an individual who takes any of the following affirmative
7	actions to seek nomination or election to a state or local office:
8	(a) Files nomination papers with the appropriate filing officer.
9	(b) Is nominated as a candidate for state or local office by a political party or

convention and the nomination is certified to the appropriate filing officer.

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SECTION 1

(c) Receives a contribution, makes an expenditure, or gives consent for another
person to receive a contribution or make an expenditure in order to bring about the
individual's nomination or election to a state or local office.

- (d) Is an individual who holds a state or local office and who is the subject of a recall petition.
- (e) Holds a state or local office, unless the individual is legally prohibited from seeking reelection or files a declaration of noncandidacy.
- (2) "Candidate committee" means a committee authorized by a candidate or a candidate's agent to accept contributions or make expenditures in support of a candidate's campaign.

****NOTE: For future consideration; what if an individual holds one elective office while pursuing and then abandoning another? What are the relationships between that individual's different candidate committees?

(3) "Candidate's agent" means an individual who acts [with the candidate's authorization] [under the direction of the candidate] [with the consent of the candidate] regarding the conduct of the candidate's campaign and the operation of the candidate committee.

 $\tt ****Note:$ Bracketed material provides alternatives; what level of control/independence do you want to give the agent?

(4) "Conduit" means an individual who or an organization that receives a contribution [of money] and transfers the contribution to [another individual or] a candidate committee, legislative campaign committee, or political party committee without exercising discretion as to the amount that is transferred and the committee to which the transfer is made.

*****NOTE: Bracketed material is in current law; depending on how contribution is defined, we may or may not need to specify that conduits receive contributions *of money*. Regarding the bracketed material:

¹⁾ Do individuals ever act as conduits? If not, should the law be drafted to permit them to do so?

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	2) Do conduits ever receive contributions of other than money? If not, should they be permitted to?
1	(5) "Express advocacy" means all of the following:
2	(a) Communications that expressly advocate for the election or defeat of a
3	clearly identified candidate using terms such as:
4	1. "Vote for".
5	2. "Elect".
6	3. "Support".
7	4. "Cast your ballot for".
8	5. "Smith for (an elective office)".
9	6. "Vote against".
10	7. "Defeat".
11	8. "Reject".
12	9. "Cast your ballot against".
13	(b) Communications that may only be interpreted by a reasonable person as
14	advocating for the election or defeat of a clearly identified candidate.
	****Note: Paragraph (b) is intended to be the "functional equivalent" part the express advocacy definition.
15	(6) "Independent expenditure committee" means a committee that satisfies all
16	of the following:
17	(a) Has express advocacy as its major purpose.
18	(b) Is organized by any person, other than an individual, or by any combination,
19	permanent or temporary, of 2 or more persons [unrelated by marriage].
	****NOTE: We were not sure whether the "unrelated by marriage" language is either necessary or appropriate here.

(c) Accepts contributions and makes expenditures to support or oppose [in

support of or in opposition to] candidates for state or local office or political parties.

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(d) Does not consult, cooperate, or act in concert with a candidate or candidate's agent, candidate committee, legislative campaign committee, political party committee, or recall committee.

****NOTE: If you want to attach a monetary component to determining "major purpose" you could add a sentence here such as: "For purposes of this subsection, a committee has express advocacy as its major purpose if at least 51 percent of its annual expenditures are made for express advocacy."

(7) "Legislative campaign committee" means a committee organized by the assembly speaker, the assembly minority leader, the senate majority leader, or the senate minority leader that makes and accepts contributions and makes expenditures to support candidates of a political party for legislative office.

****Note: Is it necessary or desirable to specify that there can only be one legislative campaign committee for each party in each house?

(8) "Major purpose" means an entity's major purpose as specified in the entity's organizational documents or as indicated by the entity.

****Note: Is it too easy to get around this definition? What if the entity indicates one thing, but it's actions indicate another?

- (9) (a) Subject to par. (b), "political action committee" means a committee that satisfies all of the following:
 - 1. Has express advocacy as its major purpose.
- 2. Is organized by any person, other than an individual, or by any combination, permanent or temporary, of 2 or more persons [unrelated by marriage].

 ${}^{****}\mbox{Note}.$ We were not sure whether the "unrelated by marriage" language is either necessary or appropriate here.

3. Makes or accepts contributions or makes expenditures to support or oppose [in support of or in opposition to] a candidate, to a candidate committee, to a legislative campaign committee, to a political party committee, or to a recall committee.

4.	Does not c	onsult, coope	rate, or act i	n concert w	ith a candida	te or cand	idate's
agent,	candidate	committee,	legislative	campaign	committee,	political	party
commi	ttee, or reca	all committee					

- (b) "Political action committee" does not include a candidate committee, legislative campaign committee, political party committee, or recall committee.
 - ****NOTE: If you want to attach a monetary component to determining "major purpose" you could add a sentence here such as: "For purposes of this subsection, a committee has express advocacy as its major purpose if at least 51 percent of its annual expenditures are made for express advocacy."
- (10) "Political party committee" means a committee organized by a political party that makes and accepts contributions and makes expenditures to support or oppose candidates for state or local office.
- (11) "Recall committee" means a committee formed for the purpose of encouraging and facilitating the signing of a recall petition under s. 9.10.
- (12) "Referendum committee" means a committee that is organized by any person, other than an individual, or by any combination, permanent or temporary, of 2 or more persons [unrelated by marriage] that acts to support or oppose the qualification, passage, or defeat of a referendum question, but that does not receive contributions or make expenditures or contributions for the purpose of influencing or attempting to influence a candidate's nomination or election.

****Note: The definition of "referendum committee" is based on the Michigan's "ballot question committee" definition.

****Note: We were not sure whether the "unrelated by marriage" language is either necessary or appropriate here.

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State of Misconsin 2015 - 2016 LEGISLATURE

LRB-1469/P2 JK&TKK:...:...

PRELIMINARY DRAFT - NOT READY FOR INTRODUCTION

1 AN ACT ...; relating to: campaign finance.

Analysis by the Legislative Reference Bureau

This is a preliminary draft. An analysis will be provided in a subsequent version of this draft.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

2	SECTION 1. Chapter 11 of the statutes is repealed and recreated to read:
3	CHAPTER 11
4	CAMPAIGN FINANCING
5 .	SUBCHAPTER I
6	GENERAL PROVISIONS
7	11.01 Definitions. In this chapter:
8	(1) "Candidate" means an individual who takes any of the following affirmative
9	actions to seek nomination or election to a state or local office:

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1	(a) Files nomination papers with the appropriate filing officer.
2	(b) Is nominated as a candidate for state or local office by a political party or
3	convention and the nomination is certified to the appropriate filing officer.
4	(c) Receives a contribution, makes an expenditure, or gives consent for another
5	person to receive a contribution or make an expenditure in order to bring about the
6	individual's nomination or election to a state or local office.
7	(d) Is an individual who holds a state or local office and who is the subject of
8	a recall petition.
9	(e) Holds a state or local office, unless the individual is legally prohibited from
10	seeking reelection or files a declaration of noncandidacy.
11	(2) "Candidate committee" means a committee authorized by a candidate or a
12	candidate's agent to accept contributions or make expenditures in support of a
13	candidate's campaign.
٠	****NOTE: For future consideration; what if an individual holds one elective office while pursuing and then abandoning another? What are the relationships between that individual's different candidate committees?
14	(3) "Candidate's agent" means an individual who acts [with the candidate's
15	authorization [under the direction of the candidate] [with the consent of the
16	candidate] regarding the conduct of the candidate's campaign and the operation of
17	the candidate committee.
	****Note: Bracketed material provides alternatives; what level of control/independence do you want to give the agent?
18	(4) "Committee" means a candidate committee, legislative campaign
19	committee, political action committee, political party committee, recall committee
20	and referendum committee.

(5) "Conduit" means an individual who or an organization that receives a

contribution [of money] and transfers the contribution to [another individual or] a

1	candidate committee, legislative campaign committee, or political party committee
2	without exercising discretion as to the amount that is transferred and the committee
3	to which the transfer is made.
	****Note: Bracketed material is in current law; depending on how contribution is defined, we may or may not need to specify that conduits receive contributions of money. Regarding the bracketed material:
	1) Do individuals ever act as conduits? If not, should the law be drafted to permit them to do so? — MO
	2) Do conduits ever receive contributions of other than money? If not, should they be permitted to?
4	(6) "Contribution" means money or anything of value. (by Mol
5	(7) "Election cycle" means the period beginning with the candidate's circulation
6	of nomination papers or declaration of candidacy and ending with the day before the
7	****Note: This definition is currently only being used in conjunction with reporting expenditures for electioneering communications and in one instance in the reporting of contributions. The term has not yet been folded into the provisions governing contribution limits.
8	(8) (a) "Electioneering communication" means any communication, except as
9	provided in par. (b), for which all of the following apply:
10	1. It refers to a clearly identified candidate who will appear on the ballot for
11	election or nomination for election a clearly identified political party or a clearly
12	identified question of public policy that will appear on the ballot.
	****NOTE: Must the communication be made within a particular time before an election? And do you want to specify when the candidate that is the subject of the communication must appear on the ballot?
13	2. It is susceptible to no reasonable interpretation other than as an appeal to
14	vote for or against a clearly identified candidate for election or nomination for
15	election a clearly identified political party, or a clearly identified question of public
16	policy.
17	(b) "Electioneering communication" does not include any of the following:

LRB-1469/P2 JK&TKK:...:... **SECTION 1**

1	1 A communication, other than an advertisement, appearing in a news story,
2	commentary, or editorial distributed through the facilities of any legitimate news
3	organization, unless that facilities are controlled by any political party, political
4	committee, or candidate.
5 -	2. A communication made solely to promote a candidate debate or forum that
6	is made by or on behalf of the person sponsoring the debate or forum.
7	3. A communication made as part of a nonpartisan activity designed to
8	encourage to vote or to register to vote.
9	4. A communication made by an organization operating and in good standing
10	under section 501 (c) (3) of the Internal Revenue Code.
11	5. A communication made exclusively between an organization and its members. (9) "Entity" has the meaning given in s. 180.0103 (8). ****Note: Do you want to identify entities as "business entities" in this chapter?
12	members. approte entities
13	(9) "Entity" has the meaning given in s. 180.0103 (8). — (\mathcal{M} \mathcal{M} \mathcal{M} \mathcal{M}
	****Note: Do you want to identify entities as "business entities" in this chapter?
14	(10) "Express advocacy" means all of the following:
15	(a) Communications that expressly advocate for the election or defeat of a
16	clearly identified candidate using terms such as:
17	1. "Vote for".
18	2. "Elect".
19	3. "Support".
20	4. "Cast your ballot for".
21	5. "Smith for (an elective office)".
22	6. "Vote against".
23	7. "Defeat".
24	8. "Reject".

- (14) "Partisan primary" means the primary held the 2nd Tuesday in August to nominate candidates to be voted for at the general election.
- (15) (a) Subject to par. (b), "political action committee" means a committee that satisfies all of the following:
 - 1. Has express advocacy as its major purpose.

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****NOTE: If you want to attach a monetary component to determining "major purpose" you could add a sentence here such as: "For purposes of this subsection, a

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committee has express advocacy as its major purpose if at least 51 percent of its annual expenditures are made for express advocacy."

2. Is organized by any person, other than an individual, or by any combination, permanent or temporary, of 2 or more persons [unrelated by marriage].

*****Note: We were not sure whether the "unrelated by marriage" language is either necessary or appropriate here.

- 3. Makes or accepts contributions or makes expenditures to support or oppose [in support of or in opposition to] a candidate, to a candidate committee, to a legislative campaign committee, to a political party committee, or to a recall committee.
- (b) "Political action committee" does not include a candidate committee, legislative campaign committee, political party committee, or recall committee.
- (15) "Political party committee" means a committee organized by a political party that makes and accepts contributions and makes expenditures to support or oppose candidates for state or local office.
- (16) "Recall committee" means a committee formed for the purpose of encouraging and facilitating the signing of a recall petition under s. 9.10.
- (17) "Referendum committee" means a committee that is organized by any person, other than an individual, or by any combination, permanent or temporary, of 2 or more persons [unrelated by marriage] that acts to support or oppose the qualification, passage, or defeat of a referendum question, but that does not receive contributions or make expenditures or contributions for the purpose of influencing or attempting to influence a candidate's nomination or election.

 $\tt ****Note:$ The definition of "referendum committee" is based on the Michigan's "ballot question committee" definition.

****NOTE: We were not sure whether the "unrelated by marriage" language is either necessary or appropriate here.

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(18) "Registrant" means the individual who registers a candidate, committee, individual, or person with a filing officer under subch. II and who makes reports on behalf of the candidate, committee, individual, or person under subch. IV.

- (19) "Spring election" means the election held on the first Tuesday in April to elect judicial, educational, and municipal officers, nonpartisan county officers and sewerage commissioners, and to express preferences for the person to be the presidential candidate for each party in a year in which electors for president and vice president are to be elected.
- (20) "Spring primary" means the nonpartisan primary held on the 3rd Tuesday in February to nominate nonpartisan candidates to be voted for at the spring election.

SUBCHAPTER II

13 REGISTRATION

****NOTE: We did not discuss registration and the event or events that would trigger registration. As a result, this draft does not include any triggering point for registration.

14 SUBCHAPTER III

15 CONTRIBUTIONS

- 11.26 Contribution limits. (1) An individual may contribute to a candidate committee no more than the following amounts specified for the candidate whose nomination or election the committee supports:
- (a) Candidates for governor, lieutenant governor, secretary of state, state treasurer, attorney general, state superintendent, or justice, \$30,000.
 - (b) Candidates for state senator, \$3,000.
 - (c) Candidates for representative to the assembly, \$1,500.

1	(d) Candidates for court of appeals judge in districts which contain a county
2	having a population of more than 500,000, \$9,000.
3	(e) Candidates for court of appeals judge in other districts, \$7,500.
4	(f) Candidates for circuit judge in circuits having a population of more than
5	300,000, or candidates for district attorney in prosecutorial units having a
6	population of more than 300,000, \$3,000.
7	(g) Candidates for circuit judge in other circuits or candidates for district
8	attorney in other prosecutorial units, \$1,000.
9	(h) Candidates for local offices, an amount equal to the greater of the following:
10	1. Two hundred fifty dollars.
11	2. One cent times the number of inhabitants of the jurisdiction or district,
12	according to the latest federal census or the census information on which the district
13	is based, as certified by the appropriate filing officer, but not more than \$3,000.
	****NOTE: This provision triples the contribution limit for constitutional officers, senators, members of the assembly, and district court judges, but leaves the current law limits in place for circuit court judges, district attorneys, and local offices.
14	(2) A candidate committee may contribute to another candidate committee no
15	more than the following amounts specified for the candidate whose nomination or
16	election the committee supports:
17	(a) Candidates for governor, lieutenant governor, secretary of state, state
18	treasurer, attorney general, state superintendent, or justice, \$30,000.
19	(b) Candidates for state senator, \$3,000.
20	(c) Candidates for representative to the assembly, \$1,500.
21	(d) Candidates for court of appeals judge in districts which contain a county
22	having a population of more than 500,000, \$9,000.

(e) Candidates for court of appeals judge in other districts, \$7,500.

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1	(f) Candidates for circuit judge in circuits having a population of more than
2	300,000, or candidates for district attorney in prosecutorial units having a
3	population of more than 300,000, \$3,000.
4	(g) Candidates for circuit judge in other circuits or candidates for district
5	attorney in other prosecutorial units, \$1,000.
6	(h) Candidates for local offices, an amount equal to the greater of the following:
7	1. Two hundred fifty dollars.
8	2. One cent times the number of inhabitants of the jurisdiction or district,
9	according to the latest federal census or the census information on which the district
10	is based, as certified by the appropriate filing officer, but not more than \$3,000.
	****Note: This provision triples the contribution limit for constitutional officers, senators, members of the assembly, and district court judges, but leaves the current law limits in place for circuit court judges, district attorneys, and local offices.
	****Note: Your drafting notes provide that "contributions from individual candidate committees to other individual candidate committees are subject to the individual contribution limit," and that is how we have drafted this particular provision (raising the individual contribution limit threshold by a multiplier of three). Please be aware, however, that under current law, contributions from one personal campaign committee to another personal campaign committee are not limited. See ss. 11.26 (2) (intro.) and 11.06 (7) (a).
11	(3) A person, other than an individual or committee, may contribute to a
12	candidate committee no more than the following amounts specified for the candidate
13	whose nomination or election the committee supports:
14	(a) Candidates for governor, lieutenant governor, secretary of state, state
15	treasurer, attorney general, state superintendent, or justice, \$30,000.
16	(b) Candidates for state senator, \$3,000.
17	(c) Candidates for representative to the assembly, \$1,500.
18	(d) Candidates for court of appeals judge in districts which contain a county

(e) Candidates for court of appeals judge in other districts, \$7,500.

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having a population of more than 500,000, \$9,000.

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	(f)	Car	ndidates for	circu	uit judge	in circuits	ha	ving a populat	ion of	more tha	ın
300,	000,	or	candidates	for	district	attorney	in	prosecutorial	units	having	a
popı	ılatio	on o	f more than	300,	000, \$3,0	000.					

- (g) Candidates for circuit judge in other circuits or candidates for district attorney in other prosecutorial units, \$1,000.
 - (h) Candidates for local offices, an amount equal to the greater of the following:
- 7 1. Two hundred fifty dollars.
 - One cent times the number of inhabitants of the jurisdiction or district, according to the latest federal census or the census information on which the district is based, as certified by the appropriate filing officer, but not more than \$3,000.

****NOTE: This provision triples the contribution limit for constitutional officers. senators, members of the assembly, and district court judges, but leaves the current law limits in place for circuit court judges, district attorneys, and local offices.

- (4) A political action committee may contribute to a candidate committee no more than the following amounts specified for the candidate whose nomination or election the committee supports: PRC
 - (a) Candidates for governor, \$129,000.
 - (b) Candidates for lieutenant governor, \$39,000.
- 16 (c) Candidates for attorney general, \$66,000.
- 17 (d) Candidates for secretary of state, state treasurer, state superintendent, or justice, \$27,000. 18
 - (e) Candidates for state senator, \$3,000.
- 20 (f) Candidates for representative to the assembly, \$1,500.
 - (g) Candidates for court of appeals judge in districts which contain a county having a population of more than 500,000, \$9,000.
 - (h) Candidates for court of appeals judge in other districts, \$7,500.

T	(i) Candidates for circuit judge in circuits having a population of more than
2	300,000, or candidates for district attorney in prosecutorial units having a
3	population of more than 300,000, \$3,000.
4	(j) Candidates for circuit judge in other circuits or candidates for district
5	attorney in other prosecutorial units, \$1,000.
6	(k) Candidates for local offices, an amount equal to the greater of the following:
7	1. Two hundred fifty dollars.
8	2. One cent times the number of inhabitants of the jurisdiction or district,
9	according to the latest federal census or the census information on which the district
10	is based, as certified by the appropriate filing officer, but not more than \$3,000.
	****Note: This provision triples the contribution limit (based on the disbursement level) for constitutional officers, senators, members of the assembly, and district court judges, but leaves the current law limits in place for circuit court judges, district attorneys, and local offices.
11	(5) The following [contributions] may be made in unlimited amounts: (a) Contributions from an individual to a political action committee.
12	(a) Contain an individual to a point at action committee.
13	(b) Funds transferred between political action committees.
14	(c) Contributions to a legislative campaign committee.
1 5)	(d) Contributions to a political party committee.
16	(e) Funds transferred from a political party committee or legislative campaign
17	committee to a candidate committee on to a plutual action in the
18	(f) Contributions paid to a segregated fund established and administered by a
19	political party committee or legislative campaign committee to finance the purchase,
20	lease, or maintenance of space for exclusive use by the political party committee or
21	legislative campaign committee.

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1	(g) Contributions that the candidate makes to his or her candidate committee
2	from the candidate's personal funds or property or the personal funds or property
3	that are owned jointly or as marital property with the candidate's spouse.
4	(h) Funds transferred between the candidates for governor and lieutenant
5	governor of the same political party.
6	(i) Contributions used to pay legal fees and other expenses incurred as a result
7	of a recount under s. 9.01.
8	(j) Contributions used to pay legal fees and other expenses incurred in
9	connection with or in response to circulating, offering to file, or filing a petition to
10	recall an office holder prior to the time that a recall primary or election is ordered,
11	or after that time if incurred to contest or defend the order.
	****Note: Paragraphs (g) to (j) are consistent with provisions under current law, s. 11.26 (5), (12), and (13m).
	****NOTE: [from TKK]: Under current law, contribution is defined to include a transfer of funds; that said, I'm not sure why the word "funds" is used here. If we substitute "contributions" for "funds," would the meaning be changed? Also, do we want to use the singular form of "contribution"?
12	(6) For purposes of this section, a contribution received from a conduit is
13	considered a contribution from the person who contributed to the conduit. SUBCHAPTER IV
14	SUBCHAPTER IV Wo enthoused the relieve

ly a fun
copting of the
coption is In this draft, this subchapter governs primarily the reporting of ****NOTE: contributions by the actors we identified in the previous draft. (the only exception is reporting of expenditures related to electioneering communications). Specifically, we establish requirements for the reporting of contributions made and received by, and establish schedules for periodic reporting by, candidates, committees, conduits, and business entities.

REPORTING

However, because there is no triggering point in this draft for the registration of these actors, this draft does not yet establish consistent triggering points for reporting. Additional notes and questions are embedded within this subchapter.

Section 2. 11.4000 of the statutes is created to read:

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11.4000 Reporting generally; contributions. (1) When REPORTABLE. (a)
Unless it is returned or donated within 30 days of receipt, a contribution must be
reported as received and accepted on the date received. This subsection applies
notwithstanding the fact that the contribution is not deposited in the campaign
depository account by the closing date for the reporting period.
(b) All contributions received by any person acting as an agent of a candidate
or a committee required to report under this subchapter shall be reported by such
person to the registrant of the candidate or committee within 30 days of receipt. In

****Note: Note that this section does not establish when a contribution is "received." Receipt of a contribution is currently governed under s. 11.06 (4) (a). Did you want to make any changes to that language?

the case of a contribution of money, the agent shall transmit the contribution to the

candidate or treasurer within 30 days of receipt.

(c) A candidate shall report as a contribution an expenditure or obligation made or incurred for the benefit of the candidate if it is made or incurred with the authorization, direction, or control of or otherwise by prearrangement with the candidate or the candidate's agent.

****Note: Please review this language carefully, as it includes reference to an expenditure or obligation that is reportable by the candidate as a contribution. Is this consistent with your intent?

****NOTE: Note also that this paragraph refers to the candidate's agent, which is now a defined term.

(2) Report must be complete; time of report; certification; short form. (a) A registrant required to file a report under this subchapter shall make a good faith effort to obtain all required information. The first report shall commence no later than the date that the first contribution is received and accepted or the first contribution is made

****Note: We did not discuss what triggers a reporting requirement, so for purposes of this provision and this provision only, I retained language (under current law s. 11.06

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(5) that the first report begins no later than the first contribution. We can address this point in a subsequent draft.

When we address this provision, we will need to consider what transactional data must be included in each report (see current law s. 11.20 (8)).

- (b) Each report shall be filed with the appropriate filing officer on the dates designated in this subchapter. [PLACEHOLDER].
 - (c) The registrant shall certify to the correctness of each report.

****NOTE: Current law (s. 11.06 (5)) provides that, in the case of a candidate, the candidate or treasurer shall certify to the correctness of the report. In this draft, I make no distinction between the registrant of a candidate or committee, and certification is assigned only to the registrant.

- (d) The board shall prescribe a simplified, short form for compliance with this section by a registrant of a candidate, individual, or committee who has not engaged in any financial transaction since the last date included on the registrant's preceding - cold wdended controllation 4100 financial report.
- (3) LIMITATION ON CASH CONTRIBUTIONS. Cash contributions from any one contributor may not exceed \$50. No candidate or committee required to report under this subchapter may accept a contribution made in violation of this subsection. The candidate or committee shall promptly return the contribution, or donate it to the common school fund or to a charitable organization in the event that the donor cannot be identified.

****NOTE: The opening sentence of this subsection, borrowed from West Virginia, is a much-simplified variation on current law s. 11.16 (2). Is there anything in current law s. 11.16 (2) (for example, the reference to negotiable instruments or credit card receipts) that you want to retain in this provision?

****NOTE: Current law does not specify whether the limit on cash contributions applies to any one reporting period, or for an election cycle, or otherwise. Do you want to provide any more specificity?

(4) RETURN OF CONTRIBUTIONS. A registrant may return a contribution at any time, before or after acceptance. If a contribution is accepted contrary to law, the subsequent return does not constitute a defense to a violation.

****Note: In this draft, individuals who are not candidates are not required to

(register or) file reports (but their contributions to candidates and committees will be

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reflected in the reports filed by the candidates and committees). Is that consistent with your intent?

1	STORTON 9	11.4001 of the statutes is created to read:
<u>.t.</u>	DECTION 3.	11.4001 of the statutes is created to read:

11.4001 Reporting by candidates and candidate committees. (1)
CONTRIBUTIONS. Each candidate, through his or her candidate committee, shall make
full reports, upon a form prescribed by the board and signed by the registrant under
s. 11.4000 (2) (c), of all contributions received by the candidate. The candidate shall
include in each report the following information, covering the period since the last
date covered on the previous report:

****NOTE: Your drafting instructions did not provide instructions for the details that would be included in each report; for this draft, I retain all of the information required to be reported *for contributions* under current law.

****Note: This section does not distinguish between candidates (as individuals) and their committees. Will there ever be a circumstance under which a candidate will be required to prepare a report that is separate from the report prepared by the candidate committee?

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(a) An itemized statement giving the date, full name, and street address of each person who has made a contribution to the candidate, together with the amount of the contribution.

****NOTE: Your drafting instructions directed us to "delete the year-to-date requirement." I assumed you were referring to the "cumulative total contributions" made by each contributor during the calendar year as required under current law s. 11.06 (1) (a) and (L). Let us know if we misunderstood the instruction.

- (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the candidate has made a contribution, together with the amount of the contribution.
- (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the candidate for the calendar year are in excess of \$100.
- (d) An itemized statement of each contribution made anonymously. If the contribution exceeds \$20, the candidate shall specify whether the candidate donated

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the contribution to the common school fund or to a charitable organization, a	nd sha	11
include the full name and mailing address of the donee.		

- (e) A statement of totals during the reporting period of contributions received and contributions donated as provided in par. (d).
- (f) A statement of the cash balance on hand at the beginning and end of the reporting period.
 - **Section 4.** 11.4002 of the statutes is created to read:
- 11.4002 Reporting by legislative campaign committees. **(1)** CONTRIBUTIONS. Each legislative campaign committee shall make full reports, upon a form prescribed by the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions made and received by the committee. The legislative campaign committee shall include in each report the following information, covering the period since the last date covered on the previous report:
- (a) An itemized statement giving the date, full name, and street address of each person who has made a contribution to the legislative campaign committee, together with the amount of the contribution.
- (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the legislative campaign committee has made a contribution, together with the amount of the contribution.
- (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the legislative campaign committee for the calendar year are in excess of \$100.
- (d) An itemized statement of each contribution made anonymously to the legislative campaign committee. If the contribution exceeds \$20, the legislative campaign committee shall specify whether the committee donated the contribution

- to the common school fund or to a charitable organization, and shall include the full
 name and mailing address of the donee.

 (e) A statement of totals during the reporting period of contributions received
 - (f) A statement of the cash balance on hand at the beginning and end of the reporting period.
 - **SECTION 5.** 11.4003 of the statutes is created to read:

and contributions donated as provided in par. (d).

- 11.4003 Reporting by political party committees. (1) Contributions. Each political party committee shall make full reports, upon a form prescribed by the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions made and received by the committee. The political party committee shall include in each report the following information, covering the period since the last date covered on the previous report:
- (a) An itemized statement giving the date, full name, and street address of each person who has made a contribution to the political party committee, together with the amount of the contribution.
- (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the political party committee has made a contribution, together with the amount of the contribution.
- (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the political party committee for the calendar year are in excess of \$100.
- (d) An itemized statement of each contribution made anonymously to the political party committee. If the contribution exceeds \$20, the political party committee shall specify whether the committee donated the contribution to the

common school fund or to a charitable organization, and shall include the full nar	ne
and mailing address of the donee.	

- (e) A statement of totals during the reporting period of contributions received and contributions donated as provided in par. (d).
- (f) A statement of the cash balance on hand at the beginning and end of the reporting period.
 - **Section 6.** 11.4004 of the statutes is created to read:
- 11.4004 Reporting by political action committees. (1) Contributions. Each political action committee shall make full reports, upon a form prescribed by the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions made and received by the committee. The political action committee shall include in each report the following information, covering the period since the last date covered on the previous report:
- (a) An itemized statement giving the date, full name, and street address of each person who has made a contribution to the political action committee, together with the amount of the contribution.
- (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the political action committee has made a contribution, together with the amount of the contribution.
- (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the political action committee for the calendar year are in excess of \$100.
- (d) An itemized statement of each contribution made anonymously to the political action committee. If the contribution exceeds \$20, the political action committee shall specify whether the committee donated the contribution to the

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common school fund or to a charitable organization, and shall include the full name and mailing address of the donee.

****Note: Do political action committees receive anonymous contributions?

- 3 (e) A statement of totals during the reporting period of contributions received 4 and contributions donated as provided in par. (d).
 - (f) A statement of the cash balance on hand at the beginning and end of the reporting period.
 - **Section 7.** 11.4005 of the statutes is created to read:
 - 11.4005 Reporting by conduits. (1) Contributions. Each conduit shall make full reports, upon a form prescribed by the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions received by and transferred through the conduit. The conduit shall include in each report the following information, covering the period since the last date covered on the previous report:
 - (a) An itemized statement giving the date, full name, and street address of each person who has made a contribution, together with the total amount of the contribution, the candidates or committees the designated by the contributor to receive any portion of the contribution, and the amount designated to be transferred to each such candidate or committee.
 - (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the conduit transfers a contribution received as reported under par. (a), together with the amount transferred.
 - (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions for the calendar year are in excess of \$100.

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(d) An itemized statement of each contribution made anonymously. If the contribution exceeds \$20, the candidate committee shall specify whether the committee donated the contribution to the common school fund or to a charitable organization, and shall include the full name and mailing address of the donee.

****Note: Do conduits receive anonymous contributions?

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- (e) A statement of totals during the reporting period of contributions received and contributions donated as provided in par. (d).
- (e) A statement of the cash balance on hand at the beginning and end of the reporting period.

SECTION 8. 11.4006 of the statutes is created to read:

11.4006 Reporting by recall committees. (1) Contributions. Each recall committee shall make full reports, upon a form prescribed by the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions made and received by the committee. The recall committee shall include in each report the following information, covering the period since the last date covered on the previous report:

- (a) An itemized statement giving the date, full name, and street address of each person who has made a contribution to the recall committee, together with the amount of the contribution.
- (b) An itemized statement giving the date, full name, and street address of each candidate and committee to which the recall committee has made a contribution, together with the amount of the contribution.
- (c) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the recall committee for the calendar year are in excess of \$100.

amount of the contribution.

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1	(d) An itemized statement of each contribution made anonymously to the recall
2	committee. If the contribution exceeds \$20, the recall committee shall specify
3	whether the committee donated the contribution to the common school fund or to a
4	charitable organization, and shall include the full name and mailing address of the
5	donee.
	****Note: Do recall committees receive anonymous contributions?
6	(e) A statement of totals during the reporting period of contributions received
7	and contributions donated as provided in par. (d).
8	(f) A statement of the cash balance on hand at the beginning and end of the
9	reporting period.
10	Section 9. 11.4007 of the statutes is created to read:
11	11.4007 Reporting by referendum committees. (1) Contributions. Each
12	referendum committee shall make full reports, upon a form prescribed by the board
13	and signed by the registrant under s. 11.4000 (2) (c), of all contributions received by
14	the committee. The recall committee shall include in each report the following
15	information, covering the period since the last date covered on the previous report
16	(a) An itemized statement giving the date, full name, and street address of each

****Note: We did not discuss what sort of information a referendum committee would report; for purposes of discussion, I included much of the same information that is reported for contributions made to other committees. However, I assumed that referendum committees would not *make* contributions; is that consistent with your intent?

person who has made a contribution to the referendum committee, together with the

(b) The occupation and name and address of the principal place of employment, if any, of each individual contributor whose cumulative contributions to the referendum committee for the calendar year are in excess of \$100.

contribution.

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1	(c) An itemized statement of each contribution made anonymously to the
2	referendum committee. If the contribution exceeds \$20, the referendum committee
3	shall specify whether the committee donated the contribution to the common school
4	fund or to a charitable organization, and shall include the full name and mailing
5	address of the donee.
	****Note: Do you want to require referendum committees to donate anonymous contributions?
6	(e) A statement of totals during the reporting period of contributions received
7	and contributions donated as provided in par. (d).
8	(f) A statement of the cash balance on hand at the beginning and end of the
9	reporting period.
10	SECTION 10. 11.4008 of the statutes is created to read:
· 11	11.4008 Reporting by corporations, cooperatives, and other entities.
12	(1) CONTRIBUTIONS. Each entity shall make full reports, upon a form prescribed by
13	the board and signed by the registrant under s. 11.4000 (2) (c), of all contributions
14	made and received by the entity. The entity shall include in each report the following
15	information, covering the period since the last date covered on the previous report:
16	(a) An itemized statement giving the date, full name, and street address of each
17	person who has made a contribution to the entity, together with the amount of the

****NOTE: Do business entities <u>receive</u> contributions? If so, and if contributions to the entity would need to be reported as required here, would the entities in effect be serving as conduits? Should contributions to business entities be prohibited?

****Note: As you consider this question governing the reporting of contributions received by business entities, note that the definition of "contribution" in this draft no longer includes any reference to political purpose.

1	(b) An itemized statement giving the date, full name, and street address of each
2	candidate and committee to which the entity has made a contribution, together with
3	the amount of the contribution.
4	(c) The occupation and name and address of the principal place of employment,
5	if any, of each individual contributor whose cumulative contributions to the entity
6	for the calendar year are in excess of \$100.
7	(d) An itemized statement of each contribution made anonymously to the
8	entity. If the contribution exceeds \$20, the entity shall specify whether the
9	committee donated the contribution to the common school fund or to a charitable
10	organization, and shall include the full name and mailing address of the donee.
	****NOTE: Do business entities receive anonymous contributions?
11	(e) A statement of totals during the reporting period of contributions received
12	and contributions donated as provided in par. (d).
13	(f) A statement of the cash balance on hand at the beginning and end of the
14	reporting period.
	****NOTE: Do you want to require the entity to include this information in its report?
15	Section 11. 11.4009 of the statutes is created to read:
16	11.4009 Reporting of electioneering communications. (1) EXPENDITURES.
17	Any person spending \$10,000 or more during an election cycle on electioneering
18	communications shall submit statements to the heard providing all of the following
19	information: 1. The dates on which the person made the expenditures.
20	1. The dates on which the person made the expenditures.
21	2. The name and address of the persons who received the expenditures.
22	3. The purpose for making the expenditures.
23	4. The amount spent for each electioneering communication.
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- 5. The name of any candidate affected by the expenditure, the office that the candidate seeks, and whether the electioneering communication supports or opposes that candidate.
- 6. Whether the person coordinated or consulted with, or received the consent of the candidate or candidate's agent, regarding the expenditure.

****Note: As currently drafted, this reporting requirement applies to electioneering communications made during the entire election cycle, beginning with the circulation of nomination papers and ending on the day before the election. Should the "window" for reporting be smaller, such as 90 days before an election?

****Note: As drafted, once the person hits the \$10,000 threshold, the person would have to report <u>all</u> expenditures for electioneering communications made during the election cycle, including any previous expenditures that were below the threshold.

****NOTE: The required information is the same as what is indicated on a GAB 7.

(b) Coordination. A person who makes an expenditure for an electioneering communication who coordinates or consults with the candidate or candidate's agent regarding the expenditure, or who receives the consent of the candidate or candidate's agent to make the expenditure, shall report the expenditure as a contribution to the candidate.

Section 12. 11.4010 of the statutes is amended to read:

11.4010 Reporting requirements; schedule for filing reports.

****Note: This section does not specifically address reports for special elections.

****NOTE: This section does not address exceptions to the filing of reports under current law s. 11.05 (2r) or when, as a result of the filing of a termination report, reports are no longer required. (The draft also does not include any provisions governing termination reports).

(1) FILING OFFICER.

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****NOTE: We did not discuss filing officers (who will be assigned to receive the reports required under this subchapter), but I reserved this subsection for a later draft.

****NOTE: For similar reasons, this draft does not incorporate filing fees (required under current law s. 11.055).

(2) PREPRIMARY AND PREELECTION REPORTS; TIMING. (a) 1. Preprimary and preelection reports required under this section shall be received by the appropriate

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- filing officer no earlier than 14 days and no later than 8 days preceding the primary and the election.
 - ****Note: This subsection duplicates current law.
- 2. In the event that any report is required to be filed under this section on a nonbusiness day, it may be filed on the next business day thereafter.

****Note: This subsection duplicates current law s. 11.20 (7).

(b) A contribution in support of or in opposition to a candidate at a primary which is made, accepted, or incurred during the period covered by the preprimary report is considered to be made, accepted or incurred in support of or in opposition to that candidate at the primary, regardless of whether the candidate is opposed at the primary.

****NOTE: This paragraph is modified (to eliminate for the time being references to "disbursements and obligations") from current law s. 11.20 (3) (f).

(c) A contribution in support of or in opposition to a candidate at an election which is made, accepted, or incurred during the period covered by the preelection report is considered to be made, accepted, or incurred in support of or in opposition to that candidate at the election, regardless of whether the candidate is opposed at the election.

****Note: This paragraph is modified (to eliminate for the time being references to "disbursements and obligations") from current law s. 11.20 (3) (g).

- (d) 1. Except as provided in subd. 2., a registrant who makes, accepts, or incurs a contribution in support of or in opposition to a candidate at a primary during the period covered by the preprimary report shall file both the preprimary and preelection reports, regardless of whether the registrant engages in such activity during the period covered by the preelection report.
- 2. a. A registrant other than a candidate committee or political party committee who makes, accepts, or incurs a contribution in support of or in opposition

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1	to a candidate at a primary during the period covered by the preelection report, but
2	does not engage in such activity during the period covered by the preprimary report,
3	is not required to file a preprimary report.
1	b. A registrant other than a candidate committee or political party committee
5	who makes, accepts, or incurs a contribution in support of or in opposition to a

who makes, accepts, or incurs a contribution in support of or in opposition to a candidate at an election during the period covered by the report which follows the preelection report, but does not engage in such activity during the period covered by the preelection report, is not required to file a preelection report.

****Note: This paragraph is modified (to eliminate for the time being references to "disbursements and obligations") from current law s. 11.20 (3) (h), (i), and (j). Do you want the requirements for reporting in subd. 2. a. and b. to apply only to candidate committees and political party committees, or should legislative campaign committees or PACs or business entities also be required to file under subd. 1.?

- (3) CANDIDATES AT SPRING PRIMARY. (a) A candidate committee of a candidate at a spring primary shall do all of the following:
- 1. File a preprimary report. If a candidate for a nonpartisan state office at an election is not required to participate in a spring primary, the candidate committee shall file a preprimary report at the time prescribed in sub. (2) preceding the date specified for the holding of the primary, were it to be required.
 - 2. File a preelection report.
- 3. Annually in each year of an election cycle, file a report on the 15th day of the month in the months of January, April, July, and October.

 ****Note: Is the use of the phrase "election cycle" consistent with your intent?

 *****Note: Is the use of the phrase "election cycle" consistent with your intent?
- (4) CANDIDATES AT SPRING ELECTIONS. A candidate committee of a candidate at a spring election shall do all of the following:
 - (a) File a preelection report.

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1	(b) Annually in each year of an election cycle, file a report on the 15th day of
2	the month in the months of January, April, July, and October.
3	(5) CANDIDATES AT PARTISAN PRIMARY. A candidate committee of a candidate at
4	a partisan primary shall do all of the following:
5	(a) File a preprimary report.
6	(b) File a preelection report.
7	(c) In an odd-numbered year, file a report on the 15th day of the month in the
8	months of January, April, July, and October.
9	(d) In an even-numbered year, file a report on the 15th day of the month in the
10	months of January, April, and July, and on the 4th Tuesday in September.
11	(6) CANDIDATES AT GENERAL ELECTIONS. A candidate committee of a candidate
12	at a general election shall do all of the following:
13	(a) File a preelection report.
14	(b) In an odd-numbered year, file a report on the 15th day of the month in the
15	months of January, April, July, and October.
16	(c) In an even-numbered year, file a report on the 15th day of the month in the
17	months of January, April, and July, and on the 4th Tuesday in September.
18	(7) Other registrants; reports in support of or opposition to candidates at
19	SPRING PRIMARY. An entity, conduit, or committee, other than a candidate committee
20	or a referendum committee, that makes or accepts contributions in support of or in
21	opposition to one or more candidates for office at a spring primary, or that supports

 $\mbox{\tt *****}{\tt Note:}\,$ Do conduits make contributions to other conduits as anticipated in this subsection?

or opposes other entities, conduits, or committees engaging in such activities shall

file the reports required under sub. (3).

(8) Other registrants; reports in support of or opposition to candidates at
SPRING ELECTION. An entity, conduit, or committee, other than a candidate committee
or a referendum committee, that makes or accepts contributions in support of or in
opposition to one or more candidates for office at a spring election, or that supports
or opposes other entities, conduits, or committees engaging in such activities shall
file the reports required under sub. (4).

- (9) OTHER REGISTRANTS; REPORTS IN SUPPORT OF OR OPPOSITION TO CANDIDATES AT PARTISAN PRIMARY. An entity, conduit, or committee, other than a candidate committee or a referendum committee, that makes or accepts contributions in support of or in opposition to one or more candidates for office at a partisan primary, or that supports or opposes other entities, conduits, or committees engaging in such activities shall file the reports required under sub. (5).
- (10) Other registrants; reports in support of or opposition to candidates at General election. An entity, conduit, or committee, other than a candidate committee or a referendum committee, that makes or accepts contributions in support of or in opposition to one or more candidates for office at a general election, or that supports or opposes other entities, conduits, or committees engaging in such activities shall file the reports required under sub. (6).
- (11) OTHER REGISTRANTS; REPORTS IN SUPPORT OF OR OPPOSITION TO A REFERENDUM AT SPRING PRIMARY. An entity or referendum committee making or accepting contributions in support of or in opposition to a referendum appearing on a spring primary ballot shall file the reports required under sub. (3).
- (12) Other registrants; reports in support of or opposition to a referendum at spring election. An entity or referendum committee making or accepting

1.	contributions in support of or in opposition to a referendum appearing on a spring
2	election ballot shall file the reports required under sub. (4).

- (13) OTHER REGISTRANTS; REPORTS IN SUPPORT OF OR OPPOSITION TO A REFERENDUM AT PARTISAN PRIMARY. An entity or referendum committee making or accepting contributions in support of or in opposition to a referendum appearing on a partisan primary ballot shall file the reports required under sub. (5).
- (14) OTHER REGISTRANTS; REPORTS IN SUPPORT OF OR OPPOSITION TO A REFERENDUM AT GENERAL ELECTION. An entity or referendum committee making or accepting contributions in support of or in opposition to a referendum appearing on a general election ballot shall file the reports required under sub. (6).

****Note: If I am not mistaken, the reporting requirements under subs. (7) through (14) cover the "continuing reports" required of committees and individuals supporting or opposing candidates and referendums under current law s. 11.20 (4) (a) and (b) (as renumbered from s. 11.20 (4) in AB 225 and as created in AB 225, respectively). Let us know if I am mistaken.



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