Florida Senate - 2004

CS for SB's 2346 & 516

 ${\bf By}$ the Committee on Ethics and Elections; and Senators Lee, Constantine and Aronberg

	313-2299-04
1	A bill to be entitled
2	An act relating to elections; providing a short
3	title; amending s. 106.011, F.S.; redefining
4	the terms "political committee,"
5	"contribution," "expenditure," "independent
б	expenditure," "communications media," and
7	"political advertisement"; defining the term
8	"electioneering communication"; amending s.
9	106.04, F.S.; modifying contribution reporting
10	requirements for committees of continuous
11	existence; amending s. 106.07, F.S.; modifying
12	campaign finance reporting requirements for
13	certain groups in special elections, to
14	conform; amending s. 106.071, F.S.;
15	establishing reporting requirements for certain
16	individuals making electioneering
17	communications; modifying sponsorship
18	disclaimer requirements for independent
19	expenditures; creating an exemption; deleting a
20	limitation on contributions to fund independent
21	expenditures; amending s. 106.143, F.S.;
22	modifying sponsorship disclaimer requirements
23	for political advertisements; repealing s.
24	106.148, F.S., relating to sponsorship
25	disclaimer requirements for certain computer
26	messages; providing an effective date.
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28	Be It Enacted by the Legislature of the State of Florida:
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30	Section 1. This act may be cited as the "Florida
31	Advertising Campaign Exposure Act."
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1	Section 2. Section 106.011, Florida Statutes, is
2	amended to read:
3	106.011 DefinitionsAs used in this chapter, the
4	following terms have the following meanings unless the context
5	clearly indicates otherwise:
6	(1)(a) "Political committee" means:
7	1. A combination of two or more individuals, or a
8	person other than an individual, that, in an aggregate amount
9	in excess of \$500 during a single calendar year:
10	a. Accepts contributions for the purpose of making
11	contributions to any candidate, political committee, committee
12	of continuous existence, or political party;
13	b. Accepts contributions for the purpose of expressly
14	advocating the election or defeat of a candidate or the
15	passage or defeat of an issue;
16	c. Makes expenditures that expressly advocate the
17	election or defeat of a candidate or the passage or defeat of
18	an issue; or
19	d. Makes contributions to a common fund, other than a
20	joint checking account between spouses, from which
21	contributions are made to any candidate, political committee,
22	committee of continuous existence, or political party $:$ -
23	e. Accepts contributions for the purpose of making
24	electioneering communications; or
25	f. Makes expenditures for electioneering
26	communications.
27	2. The sponsor of a proposed constitutional amendment
28	by initiative who intends to seek the signatures of registered
29	electors.
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1 (b) Notwithstanding paragraph (a), the following 2 entities are not considered political committees for purposes 3 of this chapter: Organizations which are certified by the Department 4 1. 5 of State as committees of continuous existence pursuant to s. б 106.04, national political parties, and the state and county 7 executive committees of political parties regulated by chapter 8 103. 9 2. Corporations regulated by chapter 607 or chapter 10 617 or other business entities formed for purposes other than 11 to support or oppose issues or candidates, if their political activities are limited to contributions to candidates, 12 political parties, or political committees or expenditures in 13 14 support of or opposition to an issue from corporate or business funds and if no contributions are received by such 15 corporations or business entities. 16 17 (2)"Committee of continuous existence" means any 18 group, organization, association, or other such entity which 19 is certified pursuant to the provisions of s. 106.04. (3) "Contribution" means: 20 A gift, subscription, conveyance, deposit, loan, 21 (a) payment, or distribution of money or anything of value, 22 including contributions in kind having an attributable 23 24 monetary value in any form, made for the purpose of 25 influencing the results of an election or making an electioneering communication. 26 27 (b) A transfer of funds between political committees, 28 between committees of continuous existence, or between a 29 political committee and a committee of continuous existence. 30 (c) The payment, by any person other than a candidate 31 or political committee, of compensation for the personal 3 **CODING:**Words stricken are deletions; words underlined are additions. 9

services of another person which are rendered to a candidate
 or political committee without charge to the candidate or
 committee for such services.

4 (d) The transfer of funds by a campaign treasurer or
5 deputy campaign treasurer between a primary depository and a
6 separate interest-bearing account or certificate of deposit,
7 and the term includes any interest earned on such account or
8 certificate.

Notwithstanding the foregoing meanings of "contribution," the word shall not be construed to include services, including, but not limited to, legal and accounting services, provided without compensation by individuals volunteering a portion or all of their time on behalf of a candidate or political committee. This definition shall not be construed to include editorial endorsements.

17 (4)(a) "Expenditure" means a purchase, payment, 18 distribution, loan, advance, transfer of funds by a campaign 19 treasurer or deputy campaign treasurer between a primary 20 depository and a separate interest-bearing account or certificate of deposit, or gift of money or anything of value 21 made for the purpose of influencing the results of an election 22 or making an electioneering communication. However, 23 24 "expenditure" does not include a purchase, payment, 25 distribution, loan, advance, or gift of money or anything of value made for the purpose of influencing the results of an 26 election when made by an organization, in existence prior to 27 28 the time during which a candidate qualifies or an issue is 29 placed on the ballot for that election, for the purpose of printing or distributing such organization's newsletter, 30 31 containing a statement by such organization in support of or

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1 opposition to a candidate or issue, which newsletter is 2 distributed only to members of such organization. 3 (b) As used in this chapter, an "expenditure" for an electioneering communication is made when the earliest of the 4 5 following occurs: б 1. A person executes a contract for applicable goods 7 or services; 8 2. A person makes payment, in whole or in part, for 9 applicable goods or services; or 10 3. The electioneering communication is publicly 11 disseminated. (5)(a) "Independent expenditure" means an expenditure 12 by a person for the purpose of advocating the election or 13 defeat of a candidate or the approval or rejection of an 14 issue, including an expenditure for an electioneering 15 communication, which expenditure is not controlled by, 16 17 coordinated with, or made upon consultation with, any 18 candidate, political committee, or agent of such candidate or 19 committee. An expenditure for such purpose by a person having a contract with the candidate, political committee, or agent 20 21 of such candidate or committee in a given election period shall not be deemed an independent expenditure. 22 (b) An expenditure for the purpose of advocating the 23 24 election or defeat of a candidate, including an expenditure 25 for an electioneering communication, which is made by the national, state, or county executive committee of a political 26 party, including any subordinate committee of a national, 27 28 state, or county committee of a political party, or by any 29 political committee or committee of continuous existence, or any other person, shall not be considered an independent 30 31 expenditure if the committee or person: 5

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1 1. Communicates with the candidate, the candidate's 2 campaign, or an agent of the candidate acting on behalf of the 3 candidate, including any pollster, media consultant, 4 advertising agency, vendor, advisor, or staff member, 5 concerning the preparation of, use of, or payment for, the б specific expenditure or advertising campaign at issue; or 7 Makes a payment in cooperation, consultation, or 2. 8 concert with, at the request or suggestion of, or pursuant to 9 any general or particular understanding with the candidate, 10 the candidate's campaign, a political committee supporting the 11 candidate, or an agent of the candidate relating to the specific expenditure or advertising campaign at issue; or 12 13 Makes a payment for the dissemination, 3. 14 distribution, or republication, in whole or in part, of any 15 broadcast or any written, graphic, or other form of campaign material prepared by the candidate, the candidate's campaign, 16 17 or an agent of the candidate, including any pollster, media 18 consultant, advertising agency, vendor, advisor, or staff 19 member; or 20 4. Makes a payment based on information about the 21 candidate's plans, projects, or needs communicated to a member of the committee or person by the candidate or an agent of the 22 candidate, provided the committee or person uses the 23 24 information in any way, in whole or in part, either directly 25 or indirectly, to design, prepare, or pay for the specific expenditure or advertising campaign at issue; or 26 27 5. After the last day of qualifying for statewide or 28 legislative office, consults about the candidate's plans, 29 projects, or needs in connection with the candidate's pursuit of election to office and the information is used in any way 30 31

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1 to plan, create, design, or prepare an independent expenditure 2 or advertising campaign, with: 3 a. Any officer, director, employee, or agent of a 4 national, state, or county executive committee of a political 5 party that has made or intends to make expenditures in б connection with or contributions to the candidate; or 7 Any person whose professional services have been b. 8 retained by a national, state, or county executive committee 9 of a political party that has made or intends to make 10 expenditures in connection with or contributions to the 11 candidate; or 6. After the last day of qualifying for statewide or 12 13 legislative office, retains the professional services of any 14 person also providing those services to the candidate in connection with the candidate's pursuit of election to office; 15 16 or 17 7. Arranges, coordinates, or directs the expenditure, 18 in any way, with the candidate or an agent of the candidate. 19 (6) "Election" means any primary election, special 20 primary election, general election, special election, or 21 municipal election held in this state for the purpose of nominating or electing candidates to public office, choosing 22 delegates to the national nominating conventions of political 23 24 parties, or submitting an issue to the electors for their 25 approval or rejection. "Issue" means any proposition which is required by 26 (7) 27 the State Constitution, by law or resolution of the 28 Legislature, or by the charter, ordinance, or resolution of 29 any political subdivision of this state to be submitted to the 30 electors for their approval or rejection at an election, or 31

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1 any proposition for which a petition is circulated in order to 2 have such proposition placed on the ballot at any election. 3 (8) "Person" means an individual or a corporation, association, firm, partnership, joint venture, joint stock 4 5 company, club, organization, estate, trust, business trust, б syndicate, or other combination of individuals having collective capacity. The term includes a political party, 7 8 political committee, or committee of continuous existence. 9 (9) "Campaign treasurer" means an individual appointed 10 by a candidate or political committee as provided in this 11 chapter. "Public office" means any state, county, 12 (10)13 municipal, or school or other district office or position which is filled by vote of the electors. 14 "Campaign fund raiser" means any affair held to 15 (11)raise funds to be used in a campaign for public office. 16 (12) "Division" means the Division of Elections of the 17 18 Department of State. 19 (13) "Communications media" means broadcasting 20 stations, newspapers, magazines, outdoor advertising 21 facilities, printers, direct mailing companies, advertising agencies, the Internet, and telephone companies; but with 22 respect to telephones, an expenditure shall be deemed to be an 23 24 expenditure for the use of communications media only if made 25 for the costs of telephones, paid telephonists, or automatic telephone equipment to be used by a candidate or a political 26 27 committee to communicate with potential voters but excluding 28 any costs of telephones incurred by a volunteer for use of 29 telephones by such volunteer; however, with respect to the 30 Internet, an expenditure shall be deemed an expenditure for 31 use of communications media only if made for the cost of

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creating or disseminating a message on <u>a computer information</u> 1 system accessible by more than one person but excluding 2 3 internal communications of a campaign or of any group. (14) "Filing officer" means the person before whom a 4 5 candidate qualifies, the agency or officer with whom a б political committee registers, or the agency by whom a 7 committee of continuous existence is certified. (15) "Unopposed candidate" means a candidate for 8 9 nomination or election to an office who, after the last day on 10 which any person, including a write-in candidate, may qualify, 11 is without opposition in the election at which the office is to be filled or who is without such opposition after such date 12 13 as a result of any primary election or of withdrawal by other 14 candidates seeking the same office. A candidate is not an unopposed candidate if there is a vacancy to be filled under 15 s. 100.111(4), if there is a legal proceeding pending 16 17 regarding the right to a ballot position for the office sought by the candidate, or if the candidate is seeking retention as 18 19 a justice or judge. 20 (16) "Candidate" means any person to whom any one or more of the following apply: 21 (a) Any person who seeks to qualify for nomination or 22 election by means of the petitioning process. 23 24 (b) Any person who seeks to qualify for election as a 25 write-in candidate. (c) Any person who receives contributions or makes 26 expenditures, or consents for any other person to receive 27 28 contributions or make expenditures, with a view to bring about 29 his or her nomination or election to, or retention in, public office. 30 31

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1 (d) Any person who appoints a treasurer and designates 2 a primary depository. 3 (e) Any person who files qualification papers and 4 subscribes to a candidate's oath as required by law. 5 6 However, this definition does not include any candidate for a 7 political party executive committee. 8 (17) "Political advertisement" means an electioneering 9 communication or other $\frac{1}{2}$ paid expression in any communications 10 media prescribed in subsection (13), whether radio, 11 television, newspaper, magazine, periodical, campaign literature, direct mail, or display or by means other than the 12 13 spoken word in direct conversation, which shall support or 14 oppose any candidate, elected public official, or issue. However, political advertisement does not include: 15 (a) A statement by an organization, in existence prior 16 17 to the time during which a candidate qualifies or an issue is placed on the ballot for that election, in support of or 18 19 opposition to a candidate or issue, in that organization's 20 newsletter, which newsletter is distributed only to the 21 members of that organization. (b) Editorial endorsements by any newspaper, radio or 22 television station, or other recognized news medium. 23 24 (18)(a) "Electioneering communication" means a paid 25 expression in any communications media prescribed in subsection (13) by means other than the spoken word in direct 26 27 conversation that: 28 1. Refers to or depicts a clearly identified candidate 29 for office or contains a clear reference indicating that an 30 issue is to be voted on at an election. 31

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1	2. For communications referring to on depicting o
⊥ 2	2. For communications referring to or depicting a
⊿ 3	clearly identified candidate for office, is targeted to the
	relevant electorate. A communication is considered targeted if 1,000 or more persons in the district the candidate would
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5	represent if elected will receive the communication.
6 7	3. For communications referring to or depicting a
	clearly identified candidate for office, is published after
8 9	the end of the candidate qualifying period for the office
	sought by the candidate.
10	4. For communications containing a clear reference
11 12	indicating that an issue is to be voted on at an election, is published after the issue is designated a ballot position or
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14	120 days before the date of the election on the issue,
	whichever occurs first.
15 16	(b) The term "electioneering communication" does not
16 17	include:
17	1. A statement or depiction by an organization, in
18 19	existence prior to the time during which a candidate named or
20	depicted qualifies or an issue identified is placed on the ballot for that election made in that ergenization a
	ballot for that election, made in that organization's
21 22	newsletter, which newsletter is distributed only to members of
22	that organization.
23 24	2. An editorial endorsement, news story, commentary,
24 25	or editorial by any newspaper, radio, television station, or
25 26	other recognized news medium.
	3. A communication that constitutes a public debate or
27	forum that includes at least two opposing candidates for an
28	office or one advocate and one opponent of an issue, or that
29 20	solely promotes such a debate or forum and is made by or on
30	behalf of the person sponsoring the debate or forum, provided
31	that:

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1	a. The staging organization is either:
2	(I) A charitable organization that does not make other
3	electioneering communications and does not otherwise support
4	or oppose any political candidate or political party; or
5	(II) A newspaper, radio station, television station,
б	or other recognized news medium; and
7	b. The staging organization does not structure the
8	debate to promote or advance one candidate or issue position
9	over another.
10	(c) For purposes of this chapter, except as provided
11	in s. 106.08(1), an electioneering communication is deemed to
12	support or oppose, and be made on behalf of, candidates or
13	issues as determined by the content of each communication.
14	Section 3. Subsection (4) of section 106.04, Florida
15	Statutes, is amended to read:
16	106.04 Committees of continuous existence
17	(4)(a) Each committee of continuous existence shall
18	file an annual report with the Division of Elections during
19	the month of January. Such annual reports shall contain the
20	same information and shall be accompanied by the same
21	materials as original applications filed pursuant to
22	subsection (2). However, the charter or bylaws need not be
23	filed if the annual report is accompanied by a sworn statement
24	by the chair that no changes have been made to such charter or
25	bylaws since the last filing.
26	(b)1. Each committee of continuous existence shall
27	file regular reports with the Division of Elections at the
28	same times and subject to the same filing conditions as are
29	established by s. 106.07(1) and (2) for candidates' reports.
30	2. Any committee of continuous existence failing to so
31	file a report with the Division of Elections pursuant to this
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paragraph on the designated due date shall be subject to a
 fine for late filing as provided by this section.

3 (c) All committees of continuous existence shall file the original and one copy of their reports with the Division 4 5 of Elections. In addition, a duplicate copy of each report б shall be filed with the supervisor of elections in the county 7 in which the committee maintains its books and records, except 8 that if the filing officer to whom the committee is required 9 to report is located in the same county as the supervisor no 10 such duplicate report is required to be filed with the 11 supervisor. Reports shall be on forms provided by the division and shall contain the following information: 12

The full name, address, and occupation of each 13 1. 14 person who has made one or more contributions, including 15 contributions that represent the payment of membership dues, to the committee during the reporting period, together with 16 17 the amounts and dates of such contributions. For corporations, 18 the report must provide as clear a description as practicable 19 of the principal type of business conducted by the 20 corporation. However, if the contribution is \$100 or less, the 21 occupation of the contributor or principal type of business need not be listed. However, for any contributions that which 22 represent the payment of dues by members in a fixed amount 23 24 aggregating no more than \$250 per calendar year, pursuant to 25 the schedule on file with the Division of Elections, only the aggregate amount of such contributions need be listed, 26 27 together with the number of members paying such dues and the 28 amount of the membership dues.

29 2. The name and address of each political committee or 30 committee of continuous existence from which the reporting 31 committee received, or the name and address of each political

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1 committee, committee of continuous existence, or political 2 party to which it made, any transfer of funds, together with 3 the amounts and dates of all transfers. 3. Any other receipt of funds not listed pursuant to 4 5 subparagraph 1. or subparagraph 2., including the sources and б amounts of all such funds. 7 The name and address of, and office sought by, each 4. 8 candidate to whom the committee has made a contribution during the reporting period, together with the amount and date of 9 10 each contribution. 11 The full name and address of each person to whom 5. expenditures have been made by or on behalf of the committee 12 within the reporting period; the amount, date, and purpose of 13 14 each such expenditure; and the name and address, and office sought by, each candidate on whose behalf such expenditure was 15 16 made. 17 6. The total sum of expenditures made by the committee 18 during the reporting period. 19 (d) The treasurer of each committee shall certify as to the correctness of each report and shall bear the 20 21 responsibility for its accuracy and veracity. Any treasurer who willfully certifies to the correctness of a report while 22 knowing that such report is incorrect, false, or incomplete 23 24 commits a misdemeanor of the first degree, punishable as provided in s. 775.082 or s. 775.083. 25 Section 4. Paragraph (d) of subsection (1) of section 26 27 106.07, Florida Statutes, is amended to read: 28 106.07 Reports; certification and filing.--29 (1) Each campaign treasurer designated by a candidate 30 or political committee pursuant to s. 106.021 shall file 31 regular reports of all contributions received, and all 14

1 expenditures made, by or on behalf of such candidate or political committee. Reports shall be filed on the 10th day 2 3 following the end of each calendar quarter from the time the 4 campaign treasurer is appointed, except that, if the 10th day 5 following the end of a calendar quarter occurs on a Saturday, б Sunday, or legal holiday, the report shall be filed on the 7 next following day which is not a Saturday, Sunday, or legal 8 Quarterly reports shall include all contributions holiday. 9 received and expenditures made during the calendar quarter 10 which have not otherwise been reported pursuant to this 11 section. (d)1. When a special election is called to fill a 12 13 vacancy in office, all political committees and committees of 14 continuous existence making contributions or expenditures in connection with to influence the results of such special 15 election shall file campaign treasurers' reports with the 16 17 filing officer on the dates set by the Department of State pursuant to s. 100.111. 18 19 2. When an election is called for an issue to appear 20 on the ballot at a time when no candidates are scheduled to 21 appear on the ballot, all political committees making 22 contributions or expenditures in support of or in opposition to such issue shall file reports on the 18th and 4th days 23 24 prior to such election. 25 Section 5. Section 106.071, Florida Statutes, is amended to read: 26 27 106.071 Independent expenditures; electioneering 28 communications; reports; disclaimers. --29 (1) Each person who makes an independent expenditure 30 with respect to any candidate or issue, and each individual 31 who makes an expenditure for an electioneering communication 15

which is not otherwise reported pursuant to this chapter, 1 which expenditure, in the aggregate, is in the amount of \$100 2 3 or more, shall file periodic reports of such expenditures in 4 the same manner, at the same time, subject to the same 5 penalties, and with the same officer as a political committee 6 supporting or opposing such candidate or issue. The report 7 shall contain the full name and street address of the person 8 making the expenditure; the full name and street address of 9 each person to whom and for whom each such expenditure has 10 been made; the amount, date, and purpose of each such 11 expenditure; a description of the services or goods obtained by each such expenditure; the issue to which the expenditure 12 relates; and the name and address of, and office sought by, 13 14 each candidate on whose behalf such expenditure was made. 15 (2) Any political advertisement paid for by an independent expenditure shall prominently state "Paid 16 17 political advertisement paid for by ... (Full name and street address Name of person or committee paying for 18 19 advertisement)... independently of any ... (candidate or 20 committee).... For more information on campaign finance, visit the Florida Division of Elections website at ... (Insert web 21 address for the Florida Division of Elections home page)... $-\tau$ " 22 and shall contain the name and address of the person paying 23 24 for the political advertisement. (3) (3) (2) Any person who fails to include the disclaimer 25 26 prescribed in subsection(2)(1) in any political 27 advertisement that which is required to contain such 28 disclaimer commits is guilty of a misdemeanor of the first 29 degree, punishable as provided in s. 775.082 or s. 775.083. 30 (4) Subsection (2) does not apply to political 31 advertisements that are designed to be worn by an individual.

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1 (3) No person may make a contribution in excess of 2 \$1,000 to any other person, to be used by such other person to 3 make an independent expenditure. Section 6. Subsection (1) of section 106.143, Florida 4 5 Statutes, is amended to read: б 106.143 Political advertisements circulated prior to 7 election; requirements. --(1)(a) Any political advertisement that is paid for by 8 a candidate and that is published, displayed, or circulated 9 10 prior to, or on the day of, any election must prominently 11 state: "Political advertisement paid for and approved by ... 12 (name of candidate) ..., ...(party affiliation) ..., for ... (office sought) For more information on campaign finance, 13 14 visit the Florida Division of Elections website at ... (Insert 15 web address for the Florida Division of Elections home page)... ". 16 17 (b) Any other political advertisement and any campaign literature published, displayed, or circulated prior to, or on 18 19 the day of, any election must prominently shall: 20 1.(a) Be marked "paid political advertisement" or with the abbreviation "pd. pol. adv." 21 22 2. State the full name and address of the persons 23 sponsoring the advertisement. 24 (b) Identify the persons or organizations sponsoring 25 the advertisement. 26 3.a.(I)(c)1. 27 a. State whether the advertisement and the cost of 28 production is paid for or provided in kind by or at the 29 expense of the entity publishing, displaying, broadcasting, or circulating the political advertisement; or 30 31

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1 (II)b. State who provided or paid for the advertisement and cost of production, if different from the 2 3 source of sponsorship. b.2. This subparagraph does paragraph shall not apply 4 5 if the source of the sponsorship is patently clear from the б content or format of the political advertisement or campaign 7 literature. 8 4. State "For more information on campaign finance, 9 visit the Florida Division of Elections website at ... (Insert 10 web address for the Florida Division of Elections 11 homepage)...". 12 This subsection does not apply to campaign messages used by a 13 candidate and the candidate's supporters if those messages are 14 15 designed to be worn by a person. Section 7. Section 106.148, Florida Statutes, is 16 17 repealed. Section 8. This act shall take effect July 1, 2004. 18 19 20 21 22 23 24 25 26 27 28 29 30 31

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR
2	Senate Bill 2346 & 516
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4	The committee substitute differs from the bill in that it: defines "electioneering communications" as a subset of
5	"political advertisements" and "independent expenditures," thus bringing them within the scope of existing sponsorship
6	disclaimer requirements; replaces the requirement that sponsorship disclaimers on political advertisements (including
7	electioneering communications and political advertisements paid for by independent expenditure) contain the names and
8	addresses of the sponsor's top four contributors with mandatory language directing the listener or viewer to the
9	Florida Division of Elections web site for more campaign finance information; repeals s. 106.148, relating to
10	sponsorship disclaimers requirements on Internet political advocacy, and creates similar requirements by amending the
11	definition of "communications media"; modifies the timeframe for determining whether a communication is an "electioneering
12	communication"; expands the scope of exemptions under the definition of "electioneering communication" to allow for such
13	speech without regulation where desirable or constitutionally-protected; eliminates a requirement that de
14	minimus CCE ("committee of continuous existence") member dues be limited to \$50 per payment, while maintaining a \$250 yearly
15	aggregate per individual to qualify as de minimus dues not subject to individual reporting; requires CCEs to report
16	individual and total expenditures; clarifies that CCEs cannot make electioneering communications unless they register as a
17	political committee.
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