

General Assembly

Raised Bill No. 1044

January Session, 2019

LCO No. **5321**



Referred to Committee on GOVERNMENT ADMINISTRATION AND ELECTIONS

Introduced by: (GAE)

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AN ACT RESTORING THE CITIZENS' ELECTION PROGRAM.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Subdivision (3) of subsection (i) of section 9-705 of the
- 2 general statutes is repealed and the following is substituted in lieu
- 3 thereof (Effective January 1, 2020):
- 4 (3) (A) If a participating candidate who is nominated for election
 - does not have [any] an opponent in the general election campaign, [the
- 6 amount of the] <u>such candidate shall be ineligible for a general election</u>
- 7 campaign grant. [for which the qualified candidate committee for said
- 8 candidate shall be eligible shall be thirty per cent of the applicable
- 9 amount set forth in subsections (a) to (h), inclusive, of this section.] For
- 10 the purposes of this subdivision, a participating candidate shall be
- 11 deemed to have an opponent if [(A)] (i) a major party has properly
- 12 endorsed any other candidate and made the requisite filing with the
- 13 Secretary of the State within the time specified in [section 9-391 or 9-
- 14 400, as applicable, (B)] chapter 153, (ii) any candidate of any other
- major party has received not less than fifteen per cent of the vote of

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16 convention delegates and has complied with the filing requirements 17 set forth in section 9-400, or [(C)] (iii) any candidate of any other major 18 party has circulated a petition and obtained the required number of 19 signatures for filing a candidacy for nomination and has either 20 qualified for the primary or been deemed the party's nominee;

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(B) If a participating candidate who is nominated for election and who was previously deemed to not have an opponent under subparagraph (A) of this subdivision is subsequently deemed to have an opponent in the general election campaign, the qualified candidate committee of such candidate shall be eligible to receive a general election campaign grant under subsections (a) to (h), inclusive, of this section, and the amount of such grant shall be reduced by the amount of any additional contributions raised pursuant to subsection (c) of section 9-702, as amended by this act, during the period when such candidate was deemed to not have an opponent;

- 31 Sec. 2. Subsection (c) of section 9-702 of the general statutes is 32 repealed and the following is substituted in lieu thereof (Effective 33 January 1, 2020):
 - (c) (1) A candidate participating in the Citizens' Election Program shall limit the expenditures of the candidate's candidate committee (A) before a primary campaign and a general election campaign, to the amount of qualifying contributions permitted in section 9-704 and any personal funds provided by the candidate under subsection (c) of section 9-710, (B) for a primary campaign, to the sum of (i) the amount of such qualifying contributions and personal funds that have not been spent before the primary campaign, and (ii) the amount of the grant for the primary campaign authorized under section 9-705, as amended by this act, and (C) for a general election campaign, to the sum of (i) the amount of such qualifying contributions and personal funds that have not been spent before the general election campaign, (ii) any unexpended funds from any grant for a primary campaign authorized under section 9-705, as amended by this act, and (iii) the amount of the grant for the general election campaign authorized under section 9-

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(2) The candidate committee of a minor or petitioning party candidate who has received a general election campaign grant from the fund pursuant to section 9-705, as amended by this act, or an unopposed candidate who is ineligible to receive a grant pursuant to subparagraph (A) of subdivision (3) of subsection (i) of said section, shall be permitted to receive contributions in addition to the qualifying contributions subject to the limitations and restrictions applicable to participating candidates for the same office, provided (A) such minor or petitioning party candidate shall limit the expenditures of the candidate committee for a general election campaign to the sum of the qualifying contributions and personal funds, the amount of the general election campaign grant received and the amount raised in additional contributions that is equivalent to the difference between the amount of the applicable general election campaign grant for a major party candidate for such office and the amount of the general election campaign grant received by such minor or petitioning party candidate, and (B) such unopposed candidate shall limit the expenditures of the candidate committee for a general election campaign to the sum of (i) the qualifying contributions, (ii) any personal funds, and (iii) the amount raised in additional contributions that is equivalent to thirty per cent of the applicable general election campaign grant for which such candidate committee would be eligible under subsections (a) to (h), inclusive, of section 9-705, as amended by this act, if such candidate was not unopposed.

- Sec. 3. Section 9-718 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- (a) (1) Notwithstanding any provision of the general statutes and except as provided in subsection (e) of this section, [no] a town committee [, legislative caucus committee or legislative leadership committee] shall not make an organization expenditure for the benefit of a participating candidate or the candidate committee of a participating candidate in the Citizens' Election Program for the office

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of state senator in an amount that exceeds ten thousand dollars for the general election campaign.

- (2) Notwithstanding any provision of the general statutes, a state central committee, legislative caucus committee or legislative leadership committee shall not make an organization expenditure for the benefit of a participating candidate or the candidate committee of a participating candidate in the Citizens' Election Program for the office of state senator in an amount that exceeds one-fourth of the applicable full grant amount for a major party candidate authorized under section 9-705, as amended by this act, for the applicable campaign period.
- (b) Notwithstanding any provision of the general statutes, [no] <u>a</u> party committee, legislative caucus committee or legislative leadership committee shall <u>not</u> make an organization expenditure for the purposes described in subparagraph (A) of subdivision (25) of section 9-601 for the benefit of a participating candidate or the candidate committee of a participating candidate in the Citizens' Election Program for the office of state senator for the primary campaign.
- (c) (1) Notwithstanding any provision of the general statutes and except as provided in subsection (e) of this section, [no] a town committee [, legislative caucus committee or legislative leadership committee] shall not make an organization expenditure for the benefit of a participating candidate or the candidate committee of a participating candidate in the Citizens' Election Program for the office of state representative in an amount that exceeds three thousand five hundred dollars for the general election campaign.
- (2) Notwithstanding any provision of the general statutes, a state central committee, legislative caucus committee or legislative leadership committee shall not make an organization expenditure for the benefit of a participating candidate or the candidate committee of a participating candidate in the Citizens' Election Program for the office of state representative in an amount that exceeds one-fourth of the applicable full grant amount for a major party candidate authorized

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- 114 <u>under section 9-705, as amended by this act, for the applicable</u> 115 campaign period.
- 116 (d) Notwithstanding any provision of the general statutes, [no] 117 party committee, legislative caucus committee or legislative leadership 118 committee shall not make an organization expenditure for the 119 purposes described in subparagraph (A) of subdivision (25) of section 120 9-601 for the benefit of a participating candidate or the candidate 121 committee of a participating candidate in the Citizens' Election 122 Program for the office of state representative for the primary 123 campaign.
- 124 (e) For any election held in 2014, and thereafter, the amount of the 125 limitations on organization expenditures provided in [subsections] 126 subdivision (1) of subsection (a) and subdivision (1) of subsection (c) of 127 this section shall be adjusted by the State Elections Enforcement 128 Commission not later than January 15, 2014, and biennially thereafter, 129 in accordance with any change in the consumer price index for all 130 urban consumers as published by the United States Department of 131 Labor, Bureau of Labor Statistics, during the period beginning on 132 January 1, 2010, and ending on December thirty-first in the year 133 preceding the year in which said adjustment is to be made.
- Sec. 4. Subdivision (2) of subsection (a) of section 9-7a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):

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(2) On and after July 1, 2011, but before July 1, 2019, members shall be appointed for terms of three years from July first in the year of their appointment and shall be appointed by the person holding the same office as was held by the person making the original appointment, provided any person chosen to fill a vacancy shall be appointed only for the unexpired term of the member whom he or she shall succeed. On and after [July 1, 2011, no] July 1, 2019, any member may serve more than two consecutive terms, [except that] and any member serving on said date [,] may serve until a successor is appointed and

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- 146 has qualified. All appointments shall be made with the consent of the 147 state Senate and House of Representatives. No person who has served 148 during any part of the three-year period prior to the appointment as a 149 political party officer, shall be appointed to membership on the 150 commission. For purposes of this subsection, "political party officer" 151 means an officer of a national committee of a political party, state 152 central or town committee. The commission shall elect one of its 153 members to serve as chairperson and another member to serve as vice-154 chairperson. Each member of the commission shall be compensated at 155 the rate of two hundred dollars per day for any day on which he 156 participates in a regular commission meeting or hearing, and shall be 157 paid by the state for his reasonable expenses, including necessary 158 stenographic and clerical help.
- Sec. 5. Subsection (a) of section 9-601a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- 162 (a) As used in this chapter and chapter 157, "contribution" means:
- (1) Any gift, subscription, loan, advance, payment or deposit of money or anything of value, made (A) to promote, attack, support or oppose the success or defeat of any [candidate] person seeking (i) the nomination for election, or (ii) election, or (B) for the purpose of aiding or promoting (i) the success or defeat of any referendum question, or (ii) the success or defeat of any political party;
- 169 (2) A written contract, promise or agreement to make a contribution 170 for any such purpose;

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- (3) The payment by any person, other than a candidate or treasurer, of compensation for the personal services of any other person which are rendered without charge to a committee or candidate for any such purpose;
- (4) An expenditure that is not an independent expenditure; or

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- 176 (5) Funds received by a committee which are transferred from 177 another committee or other source for any such purpose.
- Sec. 6. Subsections (a) and (b) of section 9-601b of the general statutes are repealed and the following is substituted in lieu thereof (*Effective from passage*):
- 181 (a) As used in this chapter and chapter 157, [the term] "expenditure" 182 means:
- (1) Any purchase, payment, distribution, loan, advance, deposit or gift of money or anything of value, when made (A) to promote, attack, support or oppose the success or defeat of any [candidate] person seeking (i) the nomination for election, or (ii) election, [of any person] or (B) for the purpose of aiding or promoting (i) the success or defeat of any referendum question, or (ii) the success or defeat of any political party;
- (2) Any communication that (A) refers to one or more clearly identified candidates, and (B) (i) is broadcast (I) by radio, by television, other than on a public access channel, [or] by satellite communication or via the Internet, or (II) as a paid-for telephone communication, or (ii) appears in a newspaper, in a magazine or on a billboard, or (iii) is sent by mail; or
- 196 (3) The transfer of funds by a committee to another committee.
- (b) [The term "expenditure"] <u>"Expenditure"</u> does not mean:
- 198 (1) A loan of money, made in the ordinary course of business, by a 199 state or national bank;
- 200 (2) A communication made by any corporation, organization or 201 association solely to its members, owners, stockholders, executive or 202 administrative personnel, or their families;
- 203 (3) Nonpartisan voter registration and get-out-the-vote campaigns 204 by any corporation, organization or association aimed at its members,

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owners, stockholders, executive or administrative personnel, or their families;

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- (4) Uncompensated services provided by individuals volunteering their time on behalf of a party committee, political committee, slate committee or candidate committee, including any services provided for the benefit of nonparticipating and participating candidates under the Citizens' Election Program and any unreimbursed travel expenses made by an individual who volunteers the individual's personal services to any such committee. For purposes of this subdivision, an individual is a volunteer if such individual is not receiving compensation for such services regardless of whether such individual received compensation in the past or may receive compensation for similar services that may be performed in the future;
- (5) Any news story, commentary or editorial distributed through the facilities of any broadcasting station, newspaper, magazine or other periodical, unless such facilities are owned or controlled by any political party, committee or candidate;
- (6) The use of real or personal property, a portion or all of the cost of invitations and the cost of food or beverages, voluntarily provided by an individual to a candidate, including a nonparticipating or participating candidate under the Citizens' Election Program, or to a party, political or slate committee, in rendering voluntary personal services at the individual's residential premises or a community room in the individual's residence facility, to the extent that the cumulative value of the invitations, food or beverages provided by an individual on behalf of any candidate or committee does not exceed four hundred dollars with respect to any single event or does not exceed eight hundred dollars for any such event hosted by two or more individuals, provided at least one such individual owns or resides at the residential premises, and further provided the cumulative value of the invitations, food or beverages provided by an individual on behalf of any such candidate or committee does not exceed eight hundred dollars with respect to a calendar year or single election, as the case may be;

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- 238 (7) A communication described in subdivision (2) of subsection (a) 239 of this section, which communication is not made to promote, attack, 240 support or oppose the nomination or election of any person, that 241 includes speech or expression [made] (A) made prior to the ninety-day 242 period preceding the date of a primary or an election at which the 243 clearly identified candidate or candidates are seeking nomination to 244 public office or position, [that is] <u>including a communication</u> made for 245 the purpose of influencing any legislative or administrative action, as 246 defined in section 1-91, or executive action, [or] (B) made during a 247 legislative session for the purpose of influencing legislative action, or 248 (C) that constitutes a candidate debate or that solely promotes any 249 such debate and is made by or on behalf of the person sponsoring the 250 debate;
- 251 (8) An organization expenditure by a party committee, legislative 252 caucus committee or legislative leadership committee;

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- (9) A commercial advertisement that refers to an owner, director or officer of a business entity who is also a candidate, [and that] which commercial advertisement had previously been broadcast or appeared when the owner, director or officer was not a candidate;
- (10) A communication containing an endorsement on behalf of a candidate for nomination or election to the office of Governor, Lieutenant Governor, Secretary of the State, State Treasurer, State Comptroller, Attorney General, state senator or state representative, from a candidate for the office of Governor, Lieutenant Governor, Secretary of the State, State Treasurer, State Comptroller, Attorney General, state senator or state representative, shall not be an expenditure attributable to the endorsing candidate, if the candidate making the endorsement is unopposed at the time of the communication;
- (11) A communication that is sent by mail to addresses in the district for which a candidate being endorsed by another candidate pursuant to the provisions of this subdivision is seeking nomination or election

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270 to the office of state senator or state representative, containing an 271 endorsement on behalf of such candidate for such nomination or 272 election, from a candidate for the office of state senator or state 273 representative, shall not be an expenditure attributable to the 274 endorsing candidate, if the candidate making the endorsement is not 275 seeking election to the office of state senator or state representative for 276 a district that contains any geographical area shared by the district for 277 the office to which the endorsed candidate is seeking nomination or 278 election;

(12) Campaign training events provided to multiple individuals by a legislative caucus committee and any associated materials, provided the cumulative value of such events and materials does not exceed six thousand dollars in the aggregate for a calendar year;

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- (13) A lawful communication by any charitable organization which is a tax-exempt organization under Section 501(c)(3) of the Internal Revenue Code of 1986, or any subsequent corresponding internal revenue code of the United States, as from time to time amended;
- (14) The use of offices, telephones, computers and similar equipment provided by a party committee, legislative caucus committee or legislative leadership committee that serve as headquarters for or are used by such party committee, legislative caucus committee or legislative leadership committee; or
- 292 (15) An expense or expenses incurred by a human being acting 293 alone in an amount that is two hundred dollars or less, in the 294 aggregate, that benefits a candidate for a single election.
- Sec. 7. Subdivision (1) of subsection (a) of section 9-608 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
 - (a) (1) Each treasurer of a committee, other than a state central committee, shall file a statement, sworn under penalty of false statement with the proper authority in accordance with the provisions

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of section 9-603, (A) on the tenth calendar day in the months of January, April, July and October, provided, if such tenth calendar day is a Saturday, Sunday or legal holiday, the statement shall be filed on the next business day, except that in the case of a candidate or exploratory committee established for an office to be elected at a special election, statements pursuant to this subparagraph shall not be required, (B) on the seventh day preceding each regular state election, except that (i) in the case of a candidate or exploratory committee established for an office to be elected at a municipal election, the statement shall be filed on the seventh day preceding a regular municipal election in lieu of such date, except if the candidate's name is not eligible to appear on the ballot, in which case such statement shall not be required, (ii) in the case of a town committee, the statement shall be filed on the seventh day preceding each municipal election in addition to such date, (iii) in the case of a candidate committee in a state election, [that is required to file any supplemental campaign finance statements pursuant to subdivisions (1) and (2) of subsection (a) of section 9-712, such] the supplemental campaign finance statements required pursuant to subsection (a) of section 9-712, as amended by this act, shall satisfy the filing requirement under this subdivision, and (iv) in the case of a candidate committee established by a candidate whose name is not eligible to appear on the ballot, such statement shall not be required, and (C) if the committee has made or received a contribution or expenditure in connection with any other election, a primary or a referendum, on the seventh day preceding the election, primary or referendum, except that in the case of a candidate committee in a primary [that is required to file statements pursuant to subdivisions (1) and (2) of subsection (a) of section 9-712, such for an office to be voted upon at a state election, the statements required pursuant to subsection (a) of section 9-712, as amended by this act, shall satisfy the filing requirement under this subdivision. The statement shall be complete as of eleven fifty-nine o'clock p.m. of the last day of the month preceding the month in which the statement is required to be filed, except that for the statement required to be filed on the seventh day preceding the election, primary or referendum, the

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statement shall be complete as of eleven fifty-nine o'clock p.m. of the second day immediately preceding the required filing day. The statement shall cover a period to begin with the first day not included in the last filed statement. In the case of a candidate committee, the statement required to be filed in January shall be in lieu of the statement formerly required to be filed within forty-five days following an election.

Sec. 8. Section 9-611 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):

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- 345 (a) [No] An individual shall not make a contribution or 346 contributions to, for the benefit of, or pursuant to the authorization or 347 request of, a candidate or a committee supporting or opposing any 348 candidate's campaign for nomination at a primary, or any candidate's 349 campaign for election, to the office of (1) Governor, in excess of three 350 thousand five hundred dollars; (2) Lieutenant Governor, Secretary of 351 the State, Treasurer, Comptroller or Attorney General, in excess of two 352 thousand dollars; (3) chief executive officer of a town, city or borough, 353 in excess of one thousand dollars; (4) state senator or probate judge, in 354 excess of one thousand dollars; or (5) state representative or any other 355 office of a municipality not previously included in this subsection, in 356 excess of two hundred fifty dollars. The limits imposed by this 357 subsection shall be applied separately to primaries and elections.
 - (b) (1) [No] <u>An</u> individual shall <u>not</u> make a contribution or contributions to, or for the benefit of, an exploratory committee, in excess of three hundred seventy-five dollars, if the candidate establishing the exploratory committee certifies on the statement of organization for the exploratory committee pursuant to subsection (c) of section 9-604 that the candidate will not be a candidate for the office of state representative. [No] <u>An</u> individual shall <u>not</u> make a contribution or contributions to, or for the benefit of, any exploratory committee, in excess of two hundred fifty dollars, if the candidate establishing the exploratory committee does not so certify.

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(2) [No] <u>An</u> individual shall <u>not</u> make a contribution or contributions to, or for the benefit of, a political committee formed by a slate of candidates in a primary for the office of justice of the peace, in excess of two hundred fifty dollars.

- [(c) No individual shall make contributions to such candidates or committees which in the aggregate exceed thirty thousand dollars for any single election and primary preliminary to such election.]
- [(d) No] (c) An individual shall not make a contribution to any candidate or committee, other than a contribution in kind, in excess of one hundred dollars, except by personal check or credit card of that individual.
- [(e) No] (d) An individual who is less than eighteen years of age shall <u>not</u> make a contribution or contributions, in excess of thirty dollars to, for the benefit of, or pursuant to the authorization or request of: (1) A candidate or a committee supporting or opposing any candidate's campaign for nomination at a primary to any office; (2) a candidate or a committee supporting or opposing any candidate's campaign for election to any office; (3) an exploratory committee; (4) any other political committee in any calendar year; or (5) a party committee in any calendar year. Notwithstanding any provision of subdivision (2) of section 9-7b, any individual who is less than eighteen years of age who violates any provision of this subsection shall not be subject to the provisions of subdivision (2) of section 9-7b.
- Sec. 9. Subdivision (4) of subsection (a) of section 9-712 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- (4) Notwithstanding the provisions of this subsection, the statements required to be filed pursuant to subdivisions (1) and (2) of this subsection shall not be required to be filed by (A) a candidate committee of a candidate that is exempt from filing campaign finance statements pursuant to subsection (b) of section 9-608 unless or until such a candidate committee receives or expends an amount in excess

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of one thousand dollars for purposes of the primary or election for 400 401 which such committee was formed, (B) a candidate committee of a 402 candidate who is no longer eligible for a position on the ballot, or (C) a 403 candidate committee of a participating candidate that is unopposed or 404 of a nonparticipating candidate that is unopposed or opposed only by 405 a nonparticipating candidate or candidates, except that such candidate 406 committee shall file a supplemental statement on the last Thursday 407 before the applicable primary or general election. Such statement shall 408 be complete as of eleven fifty-nine o'clock p.m. of the second day 409 immediately preceding the required filing day. The statement shall 410 cover a period beginning with the first day not included in the last 411 filed statement.

Sec. 10. Subdivision (1) of subsection (g) of section 9-7a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):

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(g) (1) In the case of a written complaint filed with the commission pursuant to section 9-7b, commission staff shall conduct and complete a preliminary examination of such complaint by the fourteenth day following its receipt, at which time such staff shall, at its discretion, (A) dismiss the complaint for failure to allege any substantial violation of state election law supported by evidence, (B) engage the respondent in discussions in an effort to speedily resolve any matter pertaining to a de minimis violation, or (C) investigate and docket the complaint for a determination by the commission that probable cause or no probable cause exists for any such violation. If commission staff dismisses a complaint pursuant to subparagraph (A) of this subdivision, such staff shall provide a brief written statement concisely setting forth the reasons for such dismissal. If commission staff engages a respondent pursuant to subparagraph (B) of this subdivision but is unable to speedily resolve any such matter described in said subparagraph by the forty-fifth day following receipt of the complaint, such staff shall docket such complaint for a determination by the commission that probable cause or no probable cause exists for any violation of state election law. If the commission does not, by the sixtieth day following

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receipt of the complaint, either issue a decision or render its determination that probable cause or no probable cause exists for any violation of state election laws, the complainant or respondent may apply to the superior court for the judicial district of Hartford for an order to show cause why the commission has not acted upon the complaint and to provide evidence that the commission has unreasonably delayed action. For any complaint received on or after January 1, 2018, if the commission does not, by one year following receipt of such complaint, [issue a decision thereon] find reason to believe, pursuant to section 9-7b-35 of the regulations of Connecticut state agencies, that a violation of state election law has been committed, the commission shall dismiss such complaint, provided the length of time of any delay caused by (i) the commission or commission staff granting any extension or continuance to a respondent prior to the issuance of any such decision, (ii) any subpoena issued in connection with such complaint, (iii) any litigation in state or federal court related to such complaint, [or] (iv) any investigation by the commission or commission staff (I) involving a potential violation of section 9-601c or 9-601d, as amended by this act, or (II) involving a potential violation of state election law by any foreign national or foreign-influenced entity, or (v) any investigation by, or consultation of the commission or commission staff with, the Chief State's Attorney, the Attorney General, the United States Department of Justice or the United States Attorney for Connecticut related to such complaint, shall be added to such one year.

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| This act shall take effect as follows and shall amend the following sections: | | | |
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| | | | |
| Section 1 | January 1, 2020 | 9-705(i)(3) | |
| Sec. 2 | January 1, 2020 | 9-702(c) | |
| Sec. 3 | from passage | 9-718 | |
| Sec. 4 | from passage | 9-7a(a)(2) | |
| Sec. 5 | from passage | 9-601a(a) | |
| Sec. 6 | from passage | 9-601b(a) and (b) | |
| Sec. 7 | from passage | 9-608(a)(1) | |
| Sec. 8 | from passage | 9-611 | |

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| Sec. 9 | from passage | 9-712(a)(4) |
|---------|--------------|-------------|
| Sec. 10 | from passage | 9-7a(g)(1) |

Statement of Purpose:

To (1) eliminate grants from the Citizens' Election Fund for candidates without an opponent, (2) modify the amounts of organization expenditures that state central, legislative caucus and legislative leadership committees may make to participating candidates, (3) permit members of the State Elections Enforcement Commission to serve more than two consecutive terms, and (4) revise the manner in which the commission processes complaints.

[Proposed deletions are enclosed in brackets. Proposed additions are indicated by underline, except that when the entire text of a bill or resolution or a section of a bill or resolution is new, it is not underlined.]

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