Colorado Campaign and Political Finance

Laws & Filing Requirements







Disclaimer

The Colorado Secretary of State's office does not provide legal advice.

This training was created for reference purposes only.

Information contained in the training is not a substitute for legal advice and actual knowledge of campaign finance laws and regulations.



Topics for Discussion

Issue Committees and Small-Scale Issue Committees



- Disclosure Reports & Filing Schedules
- Disclaimers / Paid for by Statements
- Closing / Terminating a Committee
- Penalties, Waivers, & Complaints
- Miscellaneous Information





Campaign & Political Finance Laws



Article XXVIII of the Colorado Constitution

Title 1, Article
45 of the
Colorado
Revised
Statutes
(FCPA)

Secretary of State's Rules Concerning Campaign & Political Finance

Home Rule Applicability

- These provisions may not apply to you if you're from a Home Rule county or municipality which has its own charter, ordinances, or resolutions regarding campaign finance.
 - Home Rule counties are Denver, Broomfield, Pitkin, & Weld.
- Consult your local government with questions regarding Home Rule

Note: Federal offices such as U.S. President, U.S. Senate, and U.S. Representative are regulated by the Federal Election Commission (FEC) and are not governed by Colorado campaign finance laws.



Committee Types

Issue Committee (IC)

Definition / Purpose:

- Two or more natural persons or another type of "person" (e.g., a corporation or labor union, etc.) who:
 - Has a major purpose of supporting or opposing ballot issues or questions and
 - Has raised or spent more than \$200 dollars OR
 - Has printed 200 petition sections in connection with the circulation of an initiative petition.

Note: <u>Senate Bill 22-237</u> expands the definition of Major Purpose. For specific questions about how this may impact your committee, please send an email to cpfhelp@coloradosos.gov.

Registration Requirements:

 Within ten calendar days of raising or spending in excess of \$200 to support or oppose any ballot issue or ballot question

Prohibited Contributors / Donors:

- Political Committees
- Small Donor Committees
- Candidate Committees
- Foreign Sources (citizens, governments, corporations)

Contribution Limits?

No.



Committee Types

Small-Scale Issue Committee (SSIC)

Definition / Purpose:

Same as an Issue Committee

AND

 Only raises or spends money between \$200 and \$5,000 to support or oppose ballot measures

Registration Requirements:

 Within ten calendar days of raising or spending in excess of \$200 to support or oppose any ballot issue or ballot question

Prohibited Contributors / Donors:

- Political Committees
- Small Donor Committees
- Candidate Committees
- Foreign Sources (citizens, governments, corporations)

Contribution Limits?

No.

Note: Once an SSIC exceeds \$5,000 in activity it must notify the appropriate officer that it qualifies as an Issue committee. Upon notification, the SSIC is converted to an Issue Committee and must file disclosure reports starting with an initial report, due within 5 calendar days after notification that details its activity from \$0 to \$5,000. Disclosure reporting continues until the committee files a termination report. Please review Campaign and Political Finance Rule 4 for more details.

Issue Committee & Small-Scale Issue Committee



Group / **Organization must** register a committee within 10 calendar days

File disclosure reports according to assigned schedule

raises or expends in excess of \$200 &

Matter

issue

becomes an

meets the major purpose definition.

Group/Organization

Note: SSICs file reports once they exceed \$5,000 in contributions or expenditures

C.R.S. 1-45-108(7) lists when a matter becomes an issue for campaign finances purposes. Examples include, but not limited to:

- Title has been designated & fixed in accordance with law and any motion for rehearing has been heard It has been referred to the voters by the general assembly, governing board or governing body of a political subdivision
- Municipal annexation questions once the first notice of the election has been published



TRACER Home



Where filings, such as registrations & disclosure reports, are done online.

https://tracer.sos.colorado.gov



Data entry options

 Manual entry directly into the TRACER website (suggested)

OR

- Importing data using:
 - Excel Spreadsheet format
 - XMI format
- If considering an import option contact the support team to:
 - Discuss the pros & cons of use based on the committee's activity level & technical skill
 - Obtain specification documents & templates
- A test file must be submitted, 2 to 4 weeks before first use, for testing and approval by staff



Filing Frequency & Schedules

The filing schedule for Issue Committees, from year to year, depends on whether their issue(s) is on, or attempts access to the ballot in a particular year.



Frequent Filers

Are committees whose issue attempts access to or appears on a current year's ballot.



Infrequent Filers (Quarterly/Annual)

Are committees remaining open whose issue appeared on a previous year's ballot or will appear on a future year's ballot.

Did you know state & county committees have different filing dates?

Click here for the calendars.

The filing schedule is outlined in 1-45-108(2), C.R.S.



State / Statewide	
requent Schedule	
	_

County
Frequent Schedule

May 2, 2022 Ju

May 16, 2022

May 31, 2022

June 13, 2022

June 27, 2022

August 1, 2022 September 6, 2022

September 19, 2022

October 4, 2022 October 17, 2022

October 31, 2022

01, 2022

December 13, 2022*

June 7, 2022

June 24, 2022

July 28, 2022

October 18, 2022

November 4, 2022

December 13, 2022*

Election Days in 2022:

- May 2, 2022 Special District
- June 28, 2022 Primary Election
- November 8, 2022 General Election

* Date changed from December 8, 2022, to December 13, 2022, due to new legislation.

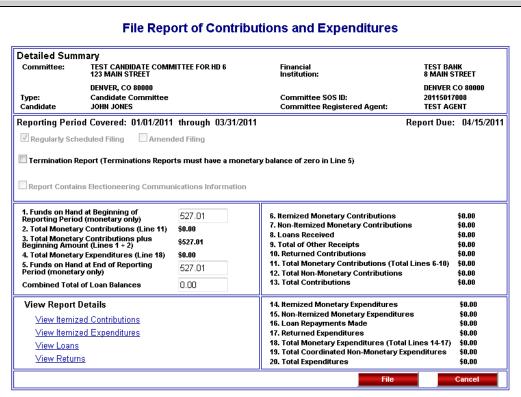
Notes:

24-Hour Major Contributor reports, for Issue Committees, starts 30 days before the General Election (in even years) and 30 days before the Coordinated Election (in the odd years). (1-45-108(2.5), C.R.S.)

For reporting periods and other important information, log into your TRACER account. Or visit the <u>Filing Calendar page</u>.



Disclosure Reports



Notes:

Committees are required to file disclosure reports for every reporting period, even if no activity has occurred, until a termination report is filed.

Regularly Scheduled

 Have specific due dates (1-45-108(2), C.R.S.)

Amendment(s)

 May be done at any time for corrections or updates; highly recommended to contact CPF staff for assistance

Supplemental

 Time sensitive & large transaction notices

Termination report

- Closes the committee and must have a zero balance, and
- No outstanding debts or obligations including penalties, and
- No open and/or unresolved CPF Complaints





QUESTIONS





Basic Disclosure Practices



Contributions and Donations & Expenditures and Spending





Contributions / Donations

Are:

- Payments, loans, pledges, gifts or advances of monies
- Payments made to a third party
- Fair market value of any gifts or loans of property (In-kind items)



Colo. Const., Article XXVIII, Section 2(5); 1-45-103(6) & (7.3), C.R.S.; CPF Rule 10.4

Types – counted when:

- Cash / Money Orders (or equivalent) – Date it's in possession of the recipient
- Checks At the earliest on the date received or at the latest the date deposited
- Credit Cards (e.g. PayPal) Date contributor/donor authorizes payment
- Non-monetary (in-kind) Date recipient has right to possess, takes possession, or uses item



Basic Disclosure Requirements

Contributions / Donations

- Must report all; including those under \$20 (non-itemized)
- \$20 or more (aggregate or at one time), within a reporting period, must be itemized. Itemized means listing:
 - Name & address of contributor/donor
 - Occupation & Employer, if from a natural person & the amount is \$100 or more (at one-time)
- Currency or coin contributions may not exceed \$100
- Monetary and non-monetary (inkind) contributions are combined for contribution limits, if applicable

- Checks received five business days prior to the end of the reporting period must be deposited or returned by the close of the reporting period – CPF Rule 10.4.1
- Anonymous contributions/donations of \$20 or more are prohibited – CPF Rule 10.8
 - Tip: To ensure that your contributors/donors do not exceed contribution limits, if applicable, you should obtain name and address for every contribution/donation

What is the contribution received date?

Contribution Scenarios

- Adam gives a \$25 cash contribution on January 16th and it's deposited on that same day.
 - Is the date the same if deposited on the 17th?
- Brad gives a \$75 contribution by check on Friday and it's deposited on the following Tuesday.
- Carol gives a laptop valued at \$1,000 on January 19th.
- Edward authorizes a \$100 credit card contribution via PayPal on January 26th and it's deposited into the committee's bank account on January 27th.

Received Date January 16th

Yes because it was cash

Not later than Tuesday (but could be reported on the receipt date of Friday)

January 19th

January 26th



Contribution Entry – Scenario # 1

John Smith has made 3 cash contributions totaling \$15.00 in a single reporting period.

The reporting period for this scenario is the 1st Quarter of the year (January 1st through March 31st).

First contribution

Feb. $10^{th} = \$5.00 \xrightarrow{\text{How is this reported?}}$ Second Contribution

Mar. $7^{th} = 5.00 How is this reported? Third & final contribution for this reporting period

Itemized or non-itemized. If itemized aggregate = \$5.00.

Itemized or non-itemized. If itemized aggregate = \$10.00.

Itemized or non-itemized. If itemized aggregate = \$15.00.

TRACER tracks a contributor's / donor's aggregate total **if** all transactions for that contributor / donor have been entered and itemized in chronological order. Aggregate totals can be overridden, as necessary.

Note: EDI import users must track and input the aggregate totals into their import file.

17



Contribution Entry - Scenario # 2

Jane Martin has made 2 contributions totaling \$115.00 in a single reporting period.

The reporting period for this scenario is the 1st Quarter of the year (January 1st through March 31st).

Feb. 5^{th} = \$15.00

Non-monetary (in-kind) contribution of office supplies, such as pencils, pens, envelopes, etc.





Need not be itemized, because Jane's total contributions this reporting period have not yet exceeded \$19.99. If itemized, aggregate = \$15.00.

Mar. 3rd = \$100.00 Check contribution

How is this reported?



Must be itemized because Jane's total contributions this reporting period have exceeded \$19.99. Aggregate = \$115.00. Occupation & Employer is also required because this is a one-time contribution of \$100 or more.

TRACER tracks a contributor's / donor's aggregate total <u>if</u> all transactions for that contributor / donor have been entered and itemized in chronological order. Aggregate totals can be overridden, as necessary.

Note: EDI import users must track and input the aggregate totals into their import file.

18



Contribution Entry - Scenario # 3

Suzie Q has made 2 contributions totaling \$110.00 in a single reporting period.

The reporting period for this scenario is the 1st Quarter of the year (January 1st through March 31st).

Must be itemized. Because Suzie's total contributions this reporting period have exceeded \$19.99.
Aggregate = \$100.00. Occupation & Employer information is also required.

Must be itemized. Total contributions this reporting period have exceeded \$19.99. Aggregate = \$110.00.

TRACER tracks a contributor's / donor's aggregate total <u>if</u> all transactions for that contributor / donor have been entered and itemized in chronological order. Aggregate totals can be overridden, as necessary.

Note: EDI import users must track and input the aggregate totals into their import file.



How to Report Silent Auction Contributions / Donations

George Garcia gives you a \$100 gift certificate to The Brown Palace Hotel and Spa for your silent auction event. Mary Adams purchases the gift certificate for \$200; how would you report this?

Option 1:

At the time you receive the gift certificate report a \$100 in-kind contribution from George.

Then

Report a monetary contribution of \$100 from Mary. The amount over and above the item's cost (fair market value). The other \$100 is reported as other receipts and does not count against Mary's contribution limit, if applicable.

Option 2:

Hold off reporting George's nonmonetary contribution until it sells at the auction.

The gift certificate's fair market value is determined by the purchase price, \$200. George's non-monetary contribution becomes a monetary contribution of \$200.

Mary has not made a contribution.

Note: See the Campaign Finance training manual for more information about silent auctions and fundraising.





QUESTIONS



Expenditures / Spending

Can be the:

- Purchase, payment, distribution, loan, advance, deposit, or gift of money to influence, support, or oppose candidates or ballot issues or questions
- Funds should be used in accordance with the purpose of the committee. If a complaint is filed against you – can you provide a reasonable explanation for the expenditure?

Made & counted when:

- The actual spending occurs OR
- A contractual agreement has been made and the amount is known

Whichever comes first



Note: The law does not provide a list of permissible or prohibited types of expenditures. Funds can't be used for personal purposes except as outline by 1-45-103.7(6.5), C.R.S. (for a candidate's reasonable and necessary child / dependent care expenses).



Disclosure Requirements

Expenditures / Spending

- Must report all; including those under \$20 (non-itemized)
- \$20 or more (aggregate or at one-time), within a reporting period, must be itemized. Itemized means listing:
 - Name & address of payee (to whom payment was made)
 - Purpose of expenditure
- Currency or coin expenditures may not exceed \$100





What is the expenditure date?

Expenditure Scenarios

- You purchase office supplies totaling \$45 from Office Max on February 19th. What is the expenditure date?
- On March 5th you enter an agreement with 'Campaigns are us' to print \$1,000 worth of postcards for a mailing. You receive the invoice on March 30th. What is the expenditure date?
- Volunteers are working late on Election eve and you call out for pizza. The cost is \$130. What is the expenditure date? For bonus points - can you use currency/coin for the entire amount?

Disbursement Date

February 19th

March 5th. Although you didn't get the invoice and send payment until March 30th you entered into an agreement and knew the amount on March 5th so the expenditure date is March 5th. Remember you have to use the earliest date.

Election eve. Up to \$100 of the \$130 can be made in currency or coin but no more. Another form or payment would be required for the remaining \$30 if \$100 was paid in currency/coin.



Sign Placement

Sign Placement - check with:

- The city's / county's zoning or code enforcement office
- CDOT (Colorado Department of Transportation)
- HOA (Homeowner Association)

Vote YES on 3A and 3B this November.

Paid for by X Issue Committee; Registered Agent John Doe



Note: Colorado's Campaign Finance Laws/Rules do not address sign placement locations or time frames when signs may be put up and/or must be removed.



"Paid For By" Statements

THE SECRETARY OF STATE'S OFFICE SUGGESTS THAT <u>ALL</u> COMMUNICATIONS CONTAIN A DISCLAIMER / PAID FOR BY STATEMENT.

Disclaimer / "Paid for By" Statements are required for the following types of communications:

Broadcast & Non-Broadcast	Placed on a website
Mailed	Streaming media service
Printed	Online forum for a fee
Delivered	Otherwise distributed

TV & Radio Ads / "Paid for By" Statements

 Must comply with the Federal Communications Commission (FCC) Sponsorship Identification or "Sponsored by" regulations.
 Click here to visit the FCC website.



"Paid For By" Statements Continued – When need

Electioneering Communications

 Spends \$1,000 or more, in the aggregate during a calendar year, on Electioneering Communications

Independent Expenditures

 Spends in excess of \$1,000 on an Independent Expenditure
 Communication in the calendar year

Other Communications

 Spend in excess of \$1,000 on a communication that must be disclosed under Article XXVIII of the Colorado Constitution or the Fair Campaign Practices Act – C.R.S. 1-45

For more details and examples, please review our <u>Guidance on Disclaimer Statements</u> document. This is found on the <u>Campaign Finance page</u> of the Secretary of State's Website under the <u>Help & resources</u> section.

27



"Paid For By" Statements / Disclaimer Requirements - Continued

Non-Broadcast Communications including Online Communications

- Must appear in a manner that is clear, conspicuous, and is clearly readable,
- A statement that "The communication has been paid for by (full name of the person paying for the communication)",
- Name of the natural person who is the registered agent if the person that paid for the communication is not a natural person,
- For an Independent Expenditure, a specific statement that the communication is not authorized by any candidate,
- Font is no less than 15 percent of the largest font used in the communication. If 15 percent is less than 8-point font, then the font may not be less than 8-point font.







"Paid For By" Statements / Disclaimer Requirements

Broadcast Communications including Online Video and Audio

- Must comply with the Federal Communications Commission (FCC) for size, duration and placement. Click <u>here</u> to visit the FCC website for their requirements.
- A statement that "The communication has been paid for by (full name of the person paying for the communication)"

















"Paid For By" Statements / Disclaimer Requirements Continued

Electronic or Online Communications

If impracticable to include a disclaimer on an electronic or online communication, the required disclaimer must be available by means of a direct link from the communication to a web page or application screen containing the disclaimer statement.

Direct link disclaimer requirements:

- Same as the Non-Broadcast communication requirements for size and content,
- The information on the direct link must be clearly and conspicuously displayed, and must be immediately apparent on the screen without receiving or viewing any additional material

"Paid For By" Statements / Disclaimer Requirements Continued

Campaign and Political Finance Rule 22

A disclaimer / paid for by statement does not apply to bumper stickers, pins, buttons, pens, and similar small items upon which the disclaimer cannot be reasonably printed















Supplemental Report

24-Hour Notice of Major Contributor

A Major Contribution is a one-time contribution of \$1,000 or more received within 30 days before a Primary Election, **General Election**, and **Regular Biennial School election**.

Applies to:

- Political Parties regardless if they are or are not participating in an election.
 Note: effective Aug 9, 2022, parties will no longer be required to file MC reports in the off-election year (odd calendar years).
- Candidate Committees only during the year the candidate's office appears on the ballot.
 Note: this includes contributions / loans a candidate gives to their own committee.
- **Issues committees** excluded during the 30-day time period before a Primary Election.

Notes:

- TRACER creates these reports once a qualifying contribution is entered/saved. Major Contribution reports are due within 24 hours of the recorded received date.
- Correcting or updating a date on a major contribution may create multiple reports for the same transaction. Please call the help desk for assistance before making changes.



Major Contribution Scenarios Before the General Election

October 9, 2022, starts the 30-day major contributor time period before the General election on November 8, 2022.

Scenario IC 1: Donor X gives you a \$1,250 contribution via check on October 5th and you deposit it on October 7th; are you required to file a major contributor report? If so, when is the report due?

Scenario IC 2: Donor Y gives you a \$1,050 contribution via check on October 12th and you deposit it on October 13th; are you required to file a major contributor report? If so, when is the report due?

No major contributor report is due because the contribution was not received or deposited within 30 days of the General Election Yes, a major contributor report is due because 1) the contribution was \$1,000 or more and 2) the deposit was within 30 days of the General Election.

The report is due within 24 hours of the receive date input into TRACER.



Major Contribution Scenarios Before the General Election

October 9, 2022, starts the 30-day major contributor time period before the General election on November 8, 2022.

Scenario IC 3: You collect a total of \$1,000 at your October 14th fundraiser. The \$1,000 is made up of \$10 contributions from 100 contributors. You deposit it on October 17th.

Are you required to file a major contributor report? If so, when is the report due?

No report is due. Although \$1,000 was raised and deposited, no single contributor contributed \$1,000 or more.

These contributions may be reported as itemized or non-itemized depending on how much each individual contributors has given during the report period.

Scenario IC 4: Jack Be Nimble gives you a \$400 contribution on October 20th and another \$750 on October 27th; are you required to file a major contributor report? If so, when is the report or reports due?

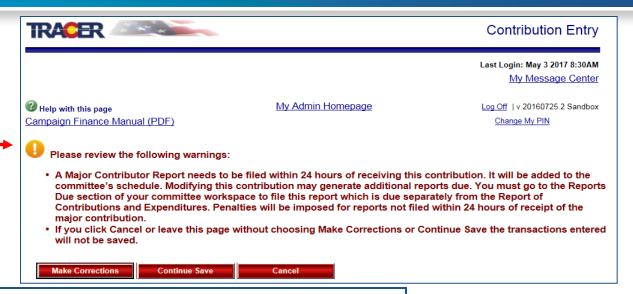
Although Jack contributed more than a \$1,000 within 30 days of the General Election, no single contribution was equal to or greater than \$1,000; therefore, no major contributor report(s) is required.

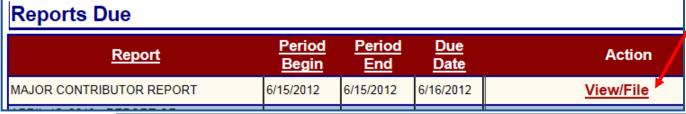


Major Contribution Notice / Report in TRACER

When you save a major contribution, you'll get this message.

Click the *Continue*Save button to save the contribution.





To file the MC report, go to the *Reports Due* grid on the *Overview* or *File Reports* tabs.



Closing a Committee Unexpended Campaign Contributions

These are the funds left over after the election.

Issue Committee / Small-Scale Issue Committee

- Return to contributors (no more than what was contributed)
- Donate to a charitable organization recognized by the IRS





Penalties / Waiver Requests

Imposed Penalties

Penalties of \$50 per day, including weekends and holidays, are imposed every day a report is late.

Appealing Penalties

Written appeals may be submitted to the appropriate filing officer, no later than 30 days after the date the notification of penalty was sent.

Most penalties are commonly imposed for delinquent or non filings of:

Disclosure Reports



Penalty may be reduced or waived if good cause is shown – See CPF Rule 18 for details.



But the

dog ate

my check

book



Campaign Finance Complaints

- Complaint Process is established by Colorado law 1-45-111.7 C.R.S.
- Anyone who believes a violation of Colorado CPF law has occurred can file a complaint
- Complaints cannot be filed anonymously
- Complaints are public information
- Complainants are not a party to the proceedings
- Complaints may be initiated by the Elections Division's Enforcement Unit

Campaign Finance Complaints Continued

CPF Complaints Must:

- Be filed on the Campaign and Political Finance Complaint form
- Identify a complainant and a respondent
- Be filed within 180 days of when you knew or should have known of the alleged violation
- Allege one or more violations of campaign finance regulations or law
- State sufficient facts to support a legal and factual basis for the complaint

Campaign Finance Complaints Continued

- Complaint process & outcomes:
 - Cure
 - Investigation
 - Dismissal
 - Administrative Hearing
- Administrative Hearings can result in a monetary penalty
- Complaint process is detailed in 1-45-111.7 C.R.S.

Note: Please review and address TRACER audit warnings when filing as they can be the basis for the Election Division's Campaign Finance Enforcement Unit to initiate enforcement action(s).



Quick Tips

- Changes to registration, especially email, must be done within 10 days of the change; otherwise, important notices like changes to the law, report reminders, confirmation of filings, imposed penalties, etc., may not be timely received.
- Use the Fair Market Value for non-monetary (in-kind) contributions.

- Records must be kept for 180 days after the election, unless a complaint is filed then records must be kept until the complaint is settled.
- It's the responsibility of the committee and its agent(s) to know the disclosure schedule; don't rely solely on courtesy email reminders. Add reminders to your outlook, smartphone, write it on a calendar.



TRACER Resources

"Help with this page" link



Help page results

Viewing a Candidate or Committee

You can access the Candidate/Committee Overview page to view the account status, transaction his reports due, file a report that is due, add or modify a penalty or waiver, and request a waiver.

Tasks

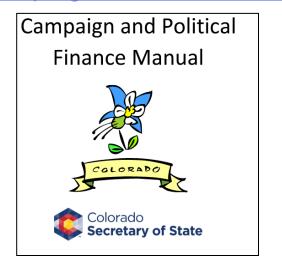
To access the Candidate/Committee Overview page:

1. Perform the steps for Searching for a Candidate or Committee

The Candidate/Committee Search Results page is displayed.

2. Click the link in the Candidate/Committee Name column of the data grid for the Candidate

Campaign Finance Manual



Learn to Use TRACER webinars





Additional Resources

State	Federal
State of Colorado http://www.colorado.gov/	Federal Election Commission (FEC) <u>www.fec.gov</u>
Colorado General Assembly www.leg.colorado.gov	Federal Communications Commission (FCC) https://www.fcc.gov/media/policy/political -programming
The Independent Ethics Commission www.colorado.gov/pacific/iec	Internal Revenue Service (IRS) www.irs.gov
LexisNexis by Colorado Legal Resources http://www.lexisnexis.com/hottopics/colorado	U.S. Office of Special Counsel – Hatch Act Overview https://osc.gov/Services/Pages/HatchAct .aspx



Thank You



Campaign Finance Guidance Support Team

E-mail:

CPFhelp@coloradosos.gov

Phone:

303-894-2200 (Dial 3, then 1)

TRACER website:

https://tracer.sos.colorado.gov

Campaign Finance Complaints / Enforcement Team

E-mail:

CPFcomplaints@coloradosos.gov

Phone:

303-894-2200 ext. 6338