## COUNTY COUNCIL OF PRINCE GEORGE'S COUNTY, MARYLAND 2018 Legislative Session

Bill No.	CB-99-2018
Chapter No.	86
Proposed and Presented b	Council Members Toles, Lehman, Franklin
Introduced by	Council Members Toles, Lehman, Franklin
Co-Sponsors	Council Member Patterson
Date of Introduction	September 25, 2018
	BILL
AN ACT concerning	
	Public Campaign Financing
For the purpose of establis	shing a Fair Election Fund to provide public campaign financing for a
candidate for a County elective office; regulating certain campaign finance activity of a	
candidate for County elect	cive office who voluntarily accepts public campaign financing;
authorizing the Maryland	State Board of Elections to administer and enforce the public campaign
financing system; and pro-	viding for penalties for violations of the public campaign financing
system.	
BY adding:	
S	SUBTITLE 10. FINANCE AND TAXATION.
S	Sections 10-317, 10-318, 10-319, 10-320, 10-321,
1	10-322, 10-323, 10-324, 10-325, 10-326, 10-327, and
1	10-328,
-	Γhe Prince George's County Code
(	(2015 Edition; 2016 Supplement).
WHEREAS, the Fair	Election Fund system is intended to promote and encourage broader
access to elected office in	Prince George's County and to prevent large donations from having
undue influence in govern	ment; and
WHEREAS, the Fair	Election Fund system is intended to enable citizens of Prince
George's County to run fo	r office on the strength of their ideas, supported by small donations
from ordinary people and	matching funds from the Fair Election Fund.

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SECTION 1. BE IT ENACTED by the County Council of Prince George's County,
Maryland, that Sections 10-317, 10-318, 10-319, 10-320, 10-321, 10-322, 10-323, 10-324, 10-
325, 10-326, and 10-327 of the Prince George's County Code be and the same are hereby added:
SUBTITLE 10. FINANCE AND TAXATION.
<b>DIVISION 25. FAIR ELECTION FUND.</b>
Sec. 10-317. Definitions.
(a) The words defined in this Section shall have the meanings set forth below whenever
they appear in this Division unless the context in which they are used clearly requires a different
meaning or a different definition is prescribed for a particular provision.
(1) Applicant candidate means a candidate who is seeking to be a certified candidate
in a primary or general election.
(2) Campaign finance entity means a political committee established pursuant to the
Annotated Code of Maryland, Election Law Article, Title 1, Subtitle 1.
(3) Certified candidate means a candidate who is certified as eligible for public
campaign financing from the Fund.
(4) Citizen funded campaign account means a campaign finance account into which
eligible contributions will be received and from which money may be spent in accordance with
this Division.
(5) Commission means the Fair Election Fund Commission.
(6) Contested election means any election, including a special election, in which
there are more candidates for office than the number who can be elected to that office.
(7) Contribution means the same as defined in the Annotated Code of Maryland,
Election Law Article, Title 1, Subtitle 1.
(8) County Board means the Prince George's County Board of Elections.
(9) County resident means a natural person who resides in Prince George's County.
(10) <b>Director</b> means the Director of Finance or the Director's designee.
(11) Election cycle means the same as defined in the Annotated Code of Maryland,
Election Law Article, Title 1, Subtitle 1.
(12) Eligible contribution means an aggregate donation in a 4-year election cycle
from an individual, including an individual who does not reside in the County, that does not
exceed the contribution limit set in this Division.

1	(13) <b>Fund</b> means the Fair Election Fund.
2	(14) Participating candidate means a certified candidate who has received a public
3	contribution from the Fund during the current election cycle.
4	(15) <b>Public contribution</b> means money disbursed from the Fund to a certified
5	<u>candidate.</u>
6	(16) Qualifying contribution means an eligible contribution in support of an applicant
7	candidate that is:
8	(A) made by a County resident;
9	(B) made after the beginning of the qualifying period, but no later than the next
10	general election;
11	(C) acknowledged by a receipt; and
12	(D) not an in-kind contribution of property, goods or services.
13	(17) Qualifying period means:
14	(A) the time beginning on January 1 following the last election for the office the
15	candidate seeks and ending 45 days before the date of the primary election; or
16	(B) for a special election, the time that the County Council shall set by Council
17	resolution.
18	(18) Slate means the same as defined in the Annotated Code of Maryland, Elections
19	Law Article, Title 1, Subtitle 1.
20	(19) State Board means the Maryland State Board of Elections.
21	Sec. 10-318. Public Election Fund established.
22	(a) The Director shall establish a Fair Election Fund as a special non-lapsing fund.
23	(b) The Fund consists of:
24	(1) money appropriated to the Fund;
25	(2) any unspent money remaining in a certified candidates' citizen funded campaign
26	account after the candidate is no longer a candidate;
27	(3) any public contribution returned to the Fund;
28	(4) any donations made to the Fund;
29	(5) any fines collected pursuant to Section 10-327 of this Division; and
30	(6) any earnings on money in the Fund.
31	Sec. 10-319. Collecting qualifying contributions.

(a) Befo	ore raising any contribution governed by this Division, an applicant candidate shall:
<u>(1)</u>	file notice of intent with the State Board in the manner that the State Board
requires; and	
<u>(2)</u>	establish a citizen funded campaign account.
<u>(b)</u> <u>Con</u>	tribution limits.
<u>(1)</u>	Except as otherwise provided in Subsection (b)(2), an applicant candidate shall
not accept:	
	(A) eligible contributions of more than Two Hundred Fifty Dollars (\$250) in the
aggregate dur	ing an election cycle;
	(B) or a loan.
<u>(2)</u>	An applicant candidate may accept up to Six Thousand Dollars (\$6,000) from:
	(A) the applicant candidate; or
	(B) a spouse.
(c) Con	sumer Price Index adjustment.
<u>(1)</u>	The contribution limit specified in Subsection (b)(1) shall be adjusted for the next
election cycle	on July 1, 2026, and July 1 of each subsequent fourth year by the increase in the
Consumer Pri	ce Index for the previous four (4) calendar years, rounded up to the next Ten
<u>Dollars (\$10).</u>	
<u>(2)</u>	The Director shall publish this amount not later than the January 1 after an
adjustment is	made.
Sec. 10-320.	Requirements for certification.
<u>(a)</u> <u>App</u>	dication for certification.
<u>(1)</u>	An applicant candidate shall apply to the State Board for certification.
<u>(2)</u>	The State Board may only accept an application during the qualifying period.
<u>(3)</u>	An application shall be submitted in the form that the State Board requires.
<u>(4)</u>	Subject to Subsection (a)(6), an applicant candidate may submit only one
	application for certification for any election.
<u>(5)</u>	An applicant candidate shall include with the application all documentation
required by th	e State or, in the absence of State requirements, the following:
	(A) a declaration from the applicant candidate agreeing to follow the
requirements	governing the use of a public contribution;

1	(B) a campaign finance report that contains the information that the State Board
2	requires for a campaign finance report and that includes, but is not limited to:
3	(i) a list of each qualifying contribution received;
4	(ii) a list of each expenditure made by the candidate during the qualifying
5	period;
6	(iii) a copy of the receipt associated with each contribution that identifies
7	the contributor's name and residential address; and
8	(iv) a copy of the receipt associated with each expenditure; and
9	(C) a certificate of candidacy for County Executive or County Council.
10	(6) An applicant candidate shall not be eligible for certification if the State Board
11	determines the candidate has failed to submit a campaign finance report in the four (4) years
12	preceding the election cycle.
13	(7) An applicant candidate shall not coordinate with a political action committee.
14	(8) An applicant candidate shall agree to participate in at least one (1) debate by a
15	civic organization.
16	(9) If an application is denied, the applicant may resubmit the application once if
17	done before the deadline.
18	(b) To qualify as a certified candidate:
19	(1) a candidate for Executive shall collect from County residents at least:
20	(A) Five Hundred (500) qualifying contributions; and
21	(B) an aggregate total of Forty Thousand Dollars (\$40,000);
22	(2) a candidate for At-Large Council Member shall collect from County residents at
23	<u>least:</u>
24	(A) Two Hundred Fifty (250) qualifying contributions; and
25	(B) an aggregate total of Fifteen Thousand Dollars (\$15,000); and
26	(3) a candidate for District Council Member shall collect from County residents at
27	<u>least:</u>
28	(A) One Hundred Fifty (150) qualifying contributions; and
29	(B) an aggregate total of Seven Thousand Five Hundred Dollars (\$7,500).
30	(c) Contributions.
31	(1) An applicant candidate shall deposit all contributions received into the candidate's

1	citizen funded campaign account.
2	(2) An applicant candidate shall deliver to the State Board a copy of a receipt for each
3	qualifying contribution that identifies the contributor's name and residential address and that is
4	signed by the contributor directly or by a digital signature using a method approved by the State
5	Board.
6	(d) The Executive, after consulting with the State Board, shall promulgate regulations that
7	specify:
8	(1) how and when receipts for qualifying contributions from contributors shall be
9	submitted to the State Board;
10	(2) the documents that shall be filed with the State Board for certification;
11	(3) the allowable uses of money in a publicly funded campaign account; and
12	(4) other policies necessary to implement this Division.
13	Any such regulations shall be submitted to the County Council by resolution for approval.
14	Sec. 10-321. Board determination.
15	(a) Within ten (10) days after the State Board receives a complete application for
16	certification, the State Board shall certify an applicant candidate who qualifies for certification.
17	(b) The decision by the State Board whether to certify a candidate is final.
18	(c) If the State Board certifies a candidate, the State Board shall so notify the Director.
19	After notification, the Director shall disburse a public contribution to the candidate's citizen
20	funded campaign account.
21	Sec. 10-322. Distribution of public contribution.
22	(a) In General.
23	(1) The Director shall distribute a public contribution from an election only during:
24	(A) the time beginning 365 days before the primary election for the office the
25	candidate seeks and ending 15 days after the general election; or
26	(B) the time that the County Council sets by resolution for a special election.
27	(2) A certified candidate may continue to collect qualifying contributions and receive
28	a matching public contribution up to a primary or general election. Once the total public
29	contribution payable to a certified candidate for the election cycle is reached, the certified
30	candidate may still receive public contributions up to the maximum amount of Two Hundred
31	Fifty Dollars (\$250) per donor but the contribution will no longer be matched. All contributions

1	shall include receipts.
2	(3) For purposes of this Subsection, whether an election is contested shall be
3	determined no later than seven (7) days after the filing deadline preceding the election. The
4	Director shall not disburse a public contribution to a certified candidate in an election in which
5	the candidate is the sole individual who has filed a certificate of candidacy for that office;
6	however, a certified candidate may collect contributions during an uncontested election.
7	(b) Receipts; deposits.
8	(1) To receive a public contribution, a participating candidate shall submit a receipt to
9	the State Board for each qualifying contribution.
10	(2) The receipt shall identify the contributor's name, residential address, and the date
11	of the contribution.
12	(3) The Director shall deposit the appropriate public contribution into a participating
13	candidate's citizen funded campaign account within three (3) business days after the State Board
14	authorizes the public contribution.
15	(c) Contributions of less than \$1. An individual contribution of less than One Dollar
16	(\$1) may be considered under Section 10-320 of this Division but shall not be considered when
17	calculating the public contribution under this Section.
18	(d) Amount of distribution.
19	(1) for a certified participating candidate for County Executive, the matching dollars
20	shall equal:
21	(A) Seven Dollars (\$7) for each dollar of a qualifying contribution received for
22	the first Twenty-Five Dollars (\$25) of each qualifying contribution;
23	(B) Five Dollars (\$5) for each dollar of a qualifying contribution received for the
24	next Fifty Dollars (\$50) of each qualifying contribution;
25	(C) One Dollar (\$1) for each dollar of a qualifying contribution received for the
26	next Seventy-Five Dollars (\$75) of each qualifying contribution; and
27	(D) contributions of One Hundred Fifty-One Dollars (\$151) to Two Hundred
28	Fifty Dollars (\$250) shall not be matched.
29	(2) for a certified candidate for County Council, the matching dollars shall equal:
30	(A) Seven Dollars (\$7) for each dollar of a qualifying contribution received for
31	the first Twenty-Five Dollars (\$25) of each qualifying contribution;

1	(B) Five Dollars (\$5) for each dollar of a qualifying contribution received for the
2	next Fifty Dollars (\$50) of each qualifying contribution;
3	(C) One Dollar (\$1) for each dollar of a qualifying contribution received for the
4	next Seventy-Five Dollars (\$75) of each qualifying contribution; and
5	(D) contributions of One Hundred Fifty-One Dollars (\$151) to Two Hundred
6	Fifty Dollars (\$250) shall not be matched.
7	(3) The total public contribution payable to a certified candidate for the election
8	cycle, including the primary or a general election, shall not exceed:
9	(A) Seven Hundred Fifty Thousand Dollars (\$750,000) for a candidate for
10	County Executive:
11	(B) Two Hundred Thousand Dollars (\$200,000) for a candidate for At-Large
12	Council Member; and
13	(C) Seventy-Five Thousand Dollars (\$75,000) for a candidate for District
14	Council Member.
15	(e) The Director shall not distribute a public contribution based on:
16	(1) a contribution from the candidate, the candidate's spouse, adult sibling or parent;
17	<u>or</u>
18	(2) an in-kind contribution of property, goods, or services.
19	(f) Fund insufficiency. On or before July 1 <sup>st</sup> of the year preceding the primary election,
20	the Director shall determine if the amount in the Fund is sufficient to meet the maximum public
21	contributions reasonably expected to be required during the next election cycle. If the Director
22	determines that the total amount available for distribution in the Fund is insufficient to meet the
23	allocations required by this Section, the Director shall reduce each public contribution by the
24	same percentage.
25	(g) Disbursements after primary election. Within three (3) business days after the County
26	Board certifies the results of the primary election, the State Board shall authorize the Director to
27	continue to disburse the appropriate public contribution for the general election to each
28	participating candidate who is certified to be on the ballot for the general election.
29	(h) Return of unspent funds. Within thirty (30) days after the County Board certifies the
30	results of the primary election, a participating candidate who is not certified to be on the ballot
31	for the general election shall return to the Fund any unspent money in the candidate's citizen

funded campaign account. On or before December 31, after the general election, a participating	
candidate shall return to the Fund any unspent money in the candidate's citizen funded campaign	
account.	
(i) Candidates nominated by petition or by non-principal political parties.	
(1) "Principal Political Parties" has the meaning stated in the Annotated Code of	
Maryland, Elections Law Article, Section 1-101.	
(2) A certified candidate nominated by petition or by a party that is not a principal	
political party may receive a public contribution for the general election if the candidate's	
nomination is certified by the County Board.	
(3) A certified candidate under this Subsection shall qualify 45 days before the date	
of the general election.	
(j) Review of small donor financing by the Commission.	
(1) In general. After each regularly scheduled general election for office, the Fair	
Election Fund Commission shall conduct a comprehensive review of the Small Dollar financing	
program under this Division, including	
(i) the maximum and minimum dollar amounts of qualified small dollar	
contributions;	
(ii) the number and value of qualified small dollar contributions a candidate	
is required to obtain to be eligible for certification as a participating candidate;	
(iii) the maximum amount of payments a candidate may receive under this	
title;	
(iv) the overall satisfaction of participating candidates and the public with	
the program;	
(v) the analysis, recommendation and creation of a plan to the County	
governing body to reduce racial, ethnic, socio-economic and geographic disparities regarding	
access to public matching funds by participating candidates; and	
(vi) such other matters relating to financing of campaigns as the Fair	
Election Fund Commission determines are appropriate.	
(2) Criteria for review. In conducting the review under this Subsection, the Fair	
Election Fund Commission shall consider the following:	
(i) Qualified small dollar contributions. The Fair Election Fund Commission	

shall consider whether the number and dollar amounts of qualified small dollar contributions
required strikes an appropriate balance regarding the importance of voter involvement, the need
to assure adequate incentives for participating, and fiscal responsibility, taking into consideration
the number of primary and general election participating candidates, the electoral performance of
those candidates, program cost, and any other information the Fair Election Fund Commission
determines is appropriate.
(ii) Review of payment levels. The Fair Election Fund Commission shall
consider whether the totality of the amount of funds allowed to be raised by participating
candidates (including through qualified small dollar contributions) and payments under this
Division are sufficient for voters in the County to learn about the candidates to cast an informed
vote, taking into account the historic amount of spending by winning candidates, media costs,
primary election dates, and any other information the Fair Election Fund Commission determines
is appropriate.
(3) Recommendations for adjustments of amounts. Based on the review conducted under
this Subsection, the Fair Election Fund Commission may recommend to the County Council
adjustments of the following amounts:
(i) The number and value of qualified small dollar contributions a candidate
is required to obtain to be eligible for certification as a participating candidate.
(ii) The maximum amount of payments that may be received under this
<u>Division.</u>
(4) The Director shall publish these amounts not later than the January 1 after an
adjustment is made.
Sec. 10-323. Use of public contribution.
(a) In General.
(1) A participating candidate may only make expenditures from the citizen funded
campaign account registered with the State Board for expenses incurred once the candidate is
certified by the State Board. No previous expenses or prior loans may be paid for with public
financing dollars.
(2) A participating candidate shall not pay in advance for goods and services to be
used after certification with non-qualifying contributions received before applying for
certification

(b) of this Section for a participating candidate who must withdraw for health reasons or other
cause not within the candidate's control and may consider personal financial hardship.
Sec. 10-325. Applicant and participating candidate restrictions; affiliation.
(a) An applicant candidate or a participating candidate shall not:
(1) accept a private contribution from any group or organization, including a political
action committee, a corporation, a labor organization, or a State or local central committee of a
political party:
(2) accept private contributions from an individual in an aggregate greater than Two
Hundred Fifty Dollars (\$250) during an election cycle, or the maximum amount of an eligible
contribution, as adjusted by Section 10-319(c);
(3) after filing a notice of intent with the State Board to seek public financing, pay for
any campaign expense with any campaign finance account other than the candidates' citizen
funded campaign account;
(4) be a member of a slate in any election in which the candidate receives a public
contribution;
(5) transfer money:
(A) to the candidate's citizen funded campaign account from any other campaign
finance entity established for the candidate; or
(B) from the candidate's citizen funded campaign account to any other campaign
finance entity; or
(6) coordinate expenses except with another participating candidate if the expenses
are shared equally among the coordinating candidates.
(b) Affiliation. Pursuant to COMAR 33.13.14, a candidate who accepts public funds may
affiliate with any other candidates, including non-publicly financed candidates, on campaign
material if:
(1) the authorized candidate campaign committee makes a direct disbursement to the
payee for its share of the costs of the campaign material; and
(2) the campaign material displays the authority line of the authorized candidate
campaign committee.
(c) If it is determined that qualifying contributions were received in violation of the
Annotated Code of Maryland, General Provisions Article, Title 5, Subtitle 8 and a matching

1	public contribution was disbursed, the matching public contribution shall be returned to the Fund
2	in the full amount.
3	Sec. 10-326. Fair Election Fund Commission.
4	(a) The Fair Election Fund Commission consists of seven (7) members. The County
5	Council shall nominate five (5) members of the Commission, ensuring that the nominees reflect
6	political and geographic diversity. At least one (1) member shall represent an organization
7	focused on government reform. The County Executive shall nominate two (2) members of the
8	Commission. Each nominee shall be confirmed by the County Council.
9	(b) Qualifications.
10	(1) Each member of the Commission shall be a resident of the County.
11	(2) A member of the Commission shall not be a candidate for public office during the
12	previous, current, or next election cycle.
13	(3) A member shall not be a lobbyist registered with the County or State.
14	(4) A member shall not be the Chair or Treasurer for an open campaign account.
15	(5) A member shall be a registered voter.
16	(c) Term; vacancies.
17	(1) The term of a member of the Commission is four (4) years and begins on May 1.
18	The term of a member of the Commission nominated by the County Executive begins during the
19	first year of a County Council term. The term of a member of the Commission nominated by a
20	member of the County Council begins during the third year of a County Council term.
21	(2) A vacancy shall be filled in the same manner as the original appointment and for
22	the unexpired term.
23	(3) Notwithstanding paragraph (1) of this Subsection, to create staggered terms, the
24	terms of the initial members of the Commission who are nominated by a member of the County
25	Council shall be six (6) years and shall begin on May 1, 2019.
26	(d) Officers. The Commission shall elect a Chairperson and Vice Chairperson from
27	among its members.
28	(e) Compensation; expenses. A member of the Commission shall not receive
29	compensation for service on the Commission except reasonable and necessary expenses as may
30	be provided in the budget.
31	(f) Duties.

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- (1) The Commission shall issue a report to the Council on or before March 1 of each year estimating the funds necessary to implement the public campaign finance system and recommending an appropriation to the Public Election Fund for the following fiscal year.
- (2) Except as otherwise specified, the Commission shall administer this Division and ensure the funds are distributed on an equitable basis.
  - (3) The Commission shall meet:
- (A) at least once every ninety (90) days during the twelve (12) months preceding a primary election; and
  - (B) at least twice a year otherwise.
  - (g) Staff. The Office of Finance shall provide staff support for the Commission to:
    - (1) work with the State Board of Elections to administer the system; and
    - (2) provide information about the system to candidates and the public.

## Sec. 10-327. Penalties.

Any violation of this Division is a civil violation and shall be subject to a fine of Five Hundred Dollars (\$500) for each violation. A fine may be paid by the campaign but only if all public contributions have been repaid to the Fund. Otherwise, the candidate or officer found to be responsible for the violation is personally liable for the fine.

## Sec. 10-328. Initial election cycle.

The first election cycle during which a certified candidate shall be eligible to receive public matching funds under this Act shall be the 2026 election cycle.

SECTION 2. BE IT FURTHER ENACTED that the Commission shall, in consultation with the Prince George's County Board of Elections, conduct an analysis prior to July 1, 2021, of the voting and donor patterns in Montgomery County and Prince George's County for the 2000 to 2018 elections. The analysis shall review by census bloc voting and donor patterns by race, gender, income level, home ownership, and ethnicity/national origin in Montgomery County and Prince George's County and the impact of the small donor program on the studied patterns in Montgomery County. The analysis shall be used to inform recommendations from the Commission to the Prince George's County Council and County Executive on the rules and regulations governing the program, for the 2026 election and beyond. The Commission may partner with a non-profit or university with political science expertise to complete the analysis. After the 2026 election, the Commission shall also conduct a similar quadrennial impact and

trend analysis for Prince George's County.

SECTION 3. BE IT FURTHER ENACTED that the County web site includes a mechanism to accept donations to the Fair Election Fund. The mechanism shall be prominently located on each appropriate County web page.

SECTION 4. BE IT FURTHER ENACTED that the annual allocation of funds for this Act is subject to the discretion of the County governing body and may be based on the fiscal health of the County budget.

SECTION 5. BE IT FURTHER ENACTED that the provisions of this Act are hereby declared to be severable; and, in the event that any section, subsection, paragraph, subparagraph, sentence, clause, phrase, or word of this Act is declared invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the remaining words, phrases, clauses, sentences, subparagraphs, paragraphs, subsections, or sections of this Act, since the same would have been enacted without the incorporation in this Act of any such invalid or unconstitutional word, phrase, clause, sentence, paragraph, subparagraph, subsection, or section.

SECTION 6. BE IT FURTHER ENACTED that this Act shall take effect forty-five (45) calendar days after it becomes law.

Adopted this 23rd day of October,	2018.		
	COUNTY COUNCIL OF PRINCE GEORGE'S COUNTY, MARYLAND	1	
	BY:		
ATTEST:			
Redis C. Floyd Clerk of the Council	APPROVED:		
DATE:	BY:		
KEY: <u>Underscoring</u> indicates language added to existing law.  [Brackets] indicate language deleted from existing law.  Asterisks *** indicate intervening existing Code provisions that remain unchanged.			