#### EXHIBIT A

1 2 3 4 5 6 7 STATE OF WASHINGTON KING COUNTY SUPERIOR COURT 8 STATE OF WASHINGTON, ex rel. NO. 08-2-34030-9 SEA 9 WASHINGTON STATE PUBLIC DISCLOSURE COMMISSION, FIRST AMENDED COMPLAINT FOR 10 CIVIL PENALTIES AND FOR Plaintiff, INJUNCTIVE RELIEF FOR 11 **VIOLATIONS OF CHAPTER 42.17** 12 **RCW** ٧. 13 WASHINGTON STATE REPUBLICAN PARTY, 14 Defendant. 15 16 The Plaintiff, for causes of action against the Defendant, alleges as follows: 17 I. **PARTIES** 18 1.1 Plaintiff is the State of Washington, standing in relation to the Washington State 19 Public Disclosure Commission. The Washington State Public Disclosure Commission 20 ("Commission") was established by RCW 42.17.350 and is charged by RCW 42.17.360 - .370 21 with, among other responsibilities, enforcing the state public disclosure laws contained in 22 RCW 42.17. The Commission's office is located in Olympia, Washington. 23 1.2 The Washington State Republican Party ("WSRP") is a bona fide political party 24 as defined by RCW 42.17.020(6) and operates as the statewide Republican party in 25 Washington State. It is registered as a continuing political committee with the Commission 26

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pursuant to RCW 42.17.040.

#### II. JURISDICTION AND VENUE

- 2.1 This Court has subject matter jurisdiction over the WSRP, pursuant to RCW 42.17, and the Attorney General has authority to bring this action pursuant to RCW 42.17.400, RCW 42.17.395(3) and RCW 42.17.360(5).
- 2.2 The WSRP carried out the violations alleged below, in whole or in part, in King County.
  - 2.3 Venue is proper in this Court pursuant to RCW 4.12.

#### III. FACTUAL ALLEGATIONS

- 3.1 The WSRP maintains two accounts subject to state statute from which it funds its state and local level operations and electoral activities, namely, an exempt account and a non-exempt account. These accounts were set up to conform to the requirements of RCW 42.17 and WAC 390-17-065. The WSRP receives separate contributions for its "exempt" and "non-exempt" accounts.
- 3.2 Contributions to the WSRP non-exempt account are subject to contribution limits specified in RCW 42.17.640 and may be used for any purpose including the promotion of or political advertising for clearly identified candidates.
- 3.3. Contributions to the WSRP exempt account are not subject to the contribution limits specified in RCW 42.17.640. However, RCW 42.17.640(15) explicitly details the purposes for which these contributions may be used: (1) voter registration, (2) absentee ballot information, (3) precinct caucuses, (4) get-out-the-vote campaigns, (5) precinct judges or inspectors, (6) sample ballots, (7) ballot counting, (8) internal organization or (9) fund raising. The first seven activities must be either without the promotion of or political advertising for individual candidates and the last two activities must be without direct association with individual candidates.

- 3.4 Between July 21, 2008, and the Washington State election primary on August 19, 2008, the WSRP made three mailings which it funded with contributions previously deposited into its exempt account. Each mailing constituted the promotion of or political advertising for its 2008 gubernatorial candidate.
- 3.5 On July 28, 2008, the WSRP filed with the Commission a 21 day pre-primary report which is a campaign summary of its receipts and expenditures (Form C-4) for its exempt account. In the Schedule A to that report, the WSRP reported an expenditure dated July 18, 2008, to a company called On Target in the amount of \$25,000. It characterized this expenditure as "microtargeting." The WSRP later amended this C-4 and Schedule A form identifying this expenditure as actually made on July 21, 2008, and attributing the expense to "consulting fee."
- 3.6 On August 12, 2008, the WSRP filed with the Commission its 7 day preprimary report which summarized its receipts and expenditures (Form C-4) for its exempt account. In the Schedule A to that report, the WSRP reported two expenditures to On Target in the amount of \$62,655.55 each. These expenditures were dated July 31, 2008, and August 6, 2008, and were characteratized as "membership communications."
- 3.7 On September 10, 2008, the WSRP filed with the Commission its post-primary report of which summarized its receipts and expenditures (Form C-4) for its exempt account. In the Schedule A to that report, the WSRP reported one expenditure to On Target in the amount of \$62,655.55. This expenditure was dated August 18, 2008, and was characterized as "membership communications."
- 3.8 The WSRP made the four expenditures to On Target totaling \$212,966.65 from its exempt account to pay for the three mailings referenced in paragraph 3.4 above and 3.9 below.
  - 3.9 Each of the three mailings that the WSRP made with the exempt funds were

- 1) four pages long, 2) critical of the gubernatorial record of Governor Christine Gregoire on the first three pages, and 3) on the fourth page had a picture of and quote from gubernatorial candidate Dino Rossi with the instruction to "Vote for Dino Rossi and our entire State Republican Team in the August 19 primary." Each mailer focused on a separate topic; one on taxes, one on crime and sex offenders, and one on government spending. A copy of each mailing is attached to this complaint at A, B, and C.
- 3.10 The mailings do not fit any of the statutorily-identified activities or purposes for which exempt account funds may be used and thus are impermissible uses as defined by state statute and regulations.
- 3.11 To date, the WSRP has claimed that its expenditures to On Target from its exempt account did not violate the law. By letter dated October 2, 2008, a copy of which is attached at D, the WSRP has stated that it "will not be making membership communications that are similar in kind to those that are the subject of the pending dispute with exempt funds for the balance of the election cycle."

#### IV. AMENDED FACTUAL ALLEGATIONS

- 4.1 On January 16, 2008, two newspapers owned by Sound Publishing, the South Whidbey Record and the Whidbey News Times, published political issue advertisements which the WSRP paid for with funds from its exempt account. Both political issue advertisements criticized Senator Mary Margaret Haugen.
- 4.2 On January 16, 2008, the Whidbey Examiner, owned by Cascadia Publishing, published the political issue advertisement referenced in paragraph 4.1. The WSRP also paid for this political issue advertisement with funds from its exempt account.
- 4.3 On March 6, 2008, the WSRP filed with the Commission its monthly report summarizing its receipts and expenditures (Form C-4) for its exempt account. In the Schedule A to that report, the WSRP reported two expenditures, one to Sound Publishing in the amount

of \$1,745.80, and another to Cascadia Publishing in the amount of \$850.00. Both expenditures were dated January 14, 2008, and were both characterized as "issue ads."

- 4.4 The WSRP made the two expenditures, one to Sound Publishing the other to Cascadia Publishing, totaling \$2,595.80 from its exempt account to pay for the political issue advertisements referenced in paragraph 4.1 and 4.2 above as well as 4.5 below.
- 4.5 The political issue advertisement that was published in the South Whidbey Record, Whidbey News Times and the Whidbey Examiner focused on the topic of ferry service disruption, was critical of Senator Mary Margaret Haugen, and urged readers to contact Senator Haugen. A copy of this advertisement is attached to the complaint at E.
- 4.6 Payment for political issue advertisements are not statutorily authorized activities or purposes for which exempt account funds may be used and thus are impermissible uses as defined by state statute and regulations.

#### V. CLAIMS

Based on the foregoing allegations, Plaintiff makes the following claims:

- 5.1 <u>First Claim</u> Plaintiff reasserts all allegations made above and further asserts that Defendant violated RCW 42.17.640, WAC 390-17-060, and WAC 390-17-065, when it used its exempt account funds for purposes not authorized under RCW 42.17.640(15).
- 5.2 <u>Second Claim</u> Plaintiff reasserts the allegations made above and further asserts that the actions of the Defendant stated in the above claims were negligent and/or intentional.

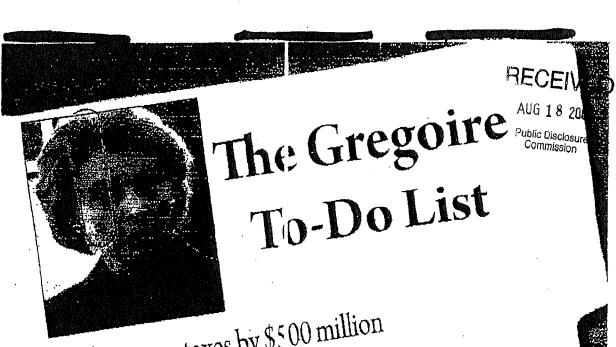
#### VI. REQUEST FOR RELIEF

WHEREFORE, the Plaintiff requests the following relief as provided by statute:

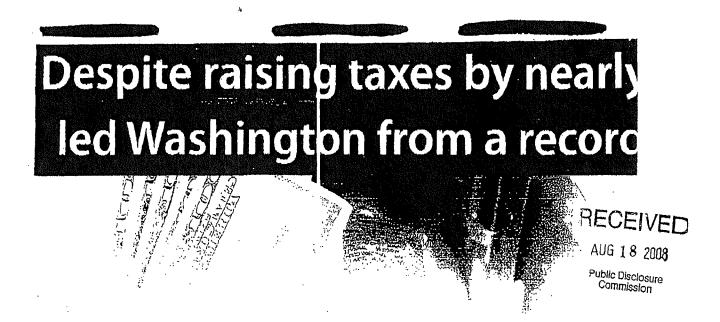
- 6.1 For such remedies as the court may deem appropriate under RCW 42.17.390, including but not limited to imposition of a civil penalty, all to be determined at trial;
- 6.2 For all costs of investigation and trial, including reasonable attorneys' fees, as authorized by RCW 42.17.400(5);
- 6.3 For any temporary and permanent injunctive relief that may be necessary, as authorized by RCW 42.17.390(6); and

1	n l
2	6.4 For such other relief that the Court deems appropriate.
	DATED this 12 day of December, 2008.
3	ROBERT M. McKENNA
4	Attorney General
5	Sanda aroum
6	(LINDA A. DALTON, WSBA No. 15467
7	LINDA A. DALTON, WSBA No. 15467 Senior Assistant Attorney General
8	
9	GORDON P. KARG, WSBA No. 97178
10	Assistant Attorney General Attorneys for Plaintiff
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Attachment A



- Increase taxes by \$500 million
- Raise gas tax 9.5 cents with no real benefits
- Reinstate the death tax
  - ✓ Increase state spending by 33%
  - Turn a record surplus into a \$2.7 billion deficit
    - Implement state income tax



#### **Gregoire's Record on Taxes**

When she ran for Governor in 2004, Christine Gregoire promised she wouldn't raise taxes. But in her very first session in Olympia, Gregoire raised taxes by half a billion dollars, not including a 95-cent gas tax hike. In less than 4 years, Gregoire's record on taxes is a sad reminder of why we need change in Olympia:

- XIncreased taxes nearly \$500 million
- ✓ 9.5-cents per gallon gas tax increase, but no congestion relief
- X Reinstated the death tax
- XTurned a record surplus into a \$ 2.7 billion deficit

Norse yet, Gregoire already has plans to raise our taxes again! *Gregoire supports a state income tax*<sup>2</sup>. Washingtor families and small businesses can't afford four more years of Christine Gregoire.

Paid for and authorized by the Washington State Republican Party 2840 Northup Way, Shite 140 | Bellevue, WA 98004

EXHIBIT #3

# , Gov. Gregoire has urplus to a \$2.7 billion deficit

AUG 18 Inna

Even While She Raised Our Taxes...

Public Disclosure Commission

### Christine Gregoire Turned a Record Surplus into a Deficit

Even after raising our taxes nearly \$500 million, Gov. Gregoire's fiscal mismanagement has turned a record surplus into a deep def cit.

Gregoire inherited a strong, growing economy and by March of 2007, state coffers were bursting with a \$2 billion surplus. But after three years of reckless, unrestrained spending, our state is on the verge of financial crisis.

According to the Senate Ways and Means Committee, Washington faces a \$2.7 billion deficit in the coming year.



#### How did we get in this mess? Christiae

Gregoire. Since taking office, Christin: Gregoire has increased state spending by 33%. That adds up to \$5.7 million every day in new spending.

When our families face tough economic times, they roll up their sleeves and make the tough choices to make ends meet. Not Christine Gregoire. She simply goes to the people for more tax revenue. And when even that's not enough to fund her spending spree, she pushes our state deeper and deeper into debt.

Washington can't afford four more years of Christine Gregoire.

1 Spattle Times 7/20/2000 2 Smaltenman Dailon 4/20/2007

EXHIBIT#3

DECEIVEL

🛤 UG 18 2008

Public Disclosure Commission



"I understand just how much higher taxes impact our families and our small businesses. I've balanced a checkbook, made payroll, and run a small business. As Governor I will take my background in the private sector to balance the budget without raising taxes on Washington's hardworking families."

--Dino Rossi

Vote for Dino Rossi and our entire State Republican Team in the August 19 Primary



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NON PROFIT US POSTAGE PAID Permit #231 Seattle, WA

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EXHIBIT #3

Attachment B

**BECEIVED** AUG 18 2008

www.GregoireFailures.com EXHIBIT #7

## Under Christine Gregoire, let out into our neighb



Seattle Post-Intelligencer State routinely gambles on early release of prisoners

Seattle Post-Intelligencer, March 1, 2007

Gov. Gregoire

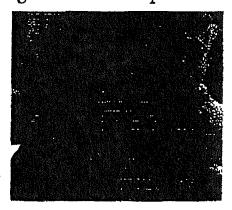
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#### Sexual Predators On The Loose

AUG 18 2008

Sex offenders are supposed to register their home address with police, commission ensuring that parents know when a predator has moved into their neighborhood. But in Christine Gregoire's Washington there's a loophole...

Under Christine Gregoire, more than 500 sex offenders at a time have been allowed to register as homeless.<sup>3</sup> Now sex predators can anonymously roam through schools, playgrounds and other places our children congregate. Worse yet, parents receive no notice.



Once again, Gov. Gregoire has turned her back on our children and our families.

Paid for and authorized by the Washington State Republican Party

EXHIBIT ##

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AUG 18 2008

Public Disclosure Commission

## hoods early every year

## GREGOIRE'S RECORD ON CRIME By the numbers...

- 3,000 Dangerous felons released early every year
- Sex offenders whose whereabouts are unknown, at any given time<sup>3</sup>
  - Sex offenders allowed to register as homeless with the state, at any given time<sup>3</sup>
    - 82 Felons granted εarly release on a single day in King County<sup>4</sup>
      - Police officers killed by convicted felons on post-release supervision<sup>1</sup>

Sadly, Christine Gregoire cannot keep our children and families safe from dangerous felons and violent sexual offenders. We need a change in Olympia.

Seattle Post-Intelligencer, 3/01/2007 2. The Olympian, 7/19/2007 3. USA Today, 11/19/2007 4. Seattle Times, 4/05/200

To learn more visit www.GregoireFailures.com 3 of 4

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AUG 18 2008

Public Disclosure Commission



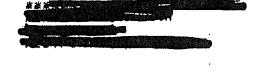
Washington to be the worst state in America to commit a crime and the best state in America to start a business."

--Dino Rossi

Vote for Dino Ross and our entire State Republican Team in the August 19 Primary



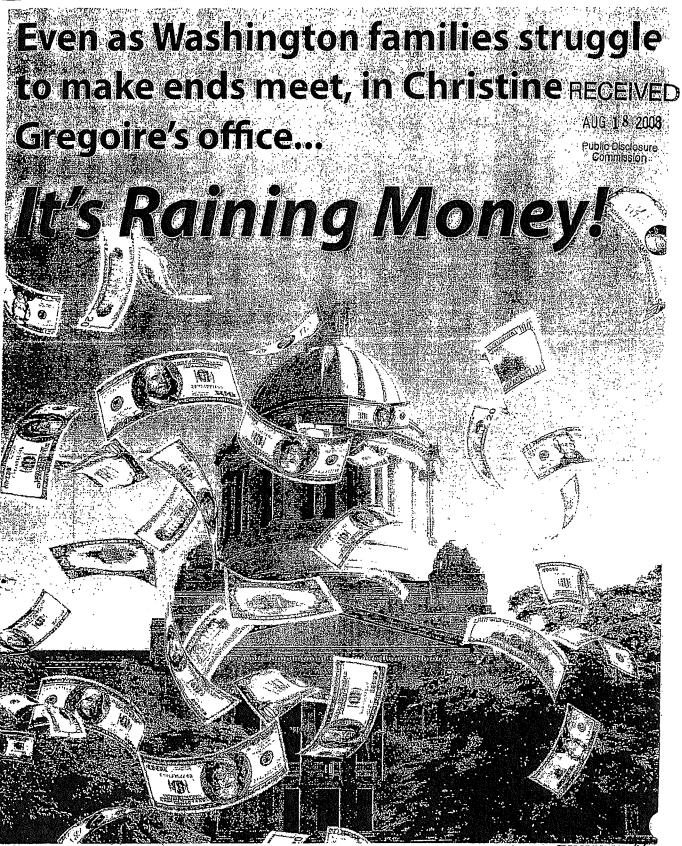
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P-6 P18

EXHIBIT#4

Attachment C



www.GregoireFailures.com/of/4

# Thanks to Christine Gregoire has gone from a record sur

The Seattle Times

AUG 18 2008

How state spending rose

Public Disclosure Commission of S8 billion under Gregoire

July 20. 2008



Christine Gregoire inherited a strong, growing economy and by March of 2007, state coffers were bursting with a \$2 billion surplus.

After three years of reckless spending, Washington now faces a \$2.7 billion deficit. That's after Gregoire raised taxes nearly \$500 million on the citizens of our state.

Here's a look at Christine Gregoire's spending spree:

- XGregoire doubled the budget for her own personal staff to \$73 million
- X Authorized sex change operations for convicted felons
- XEarmarked \$1 million for artists' lofts in downtown Seattle

Christine Gregoire isn't finished with her reckless spending spree. Now Gregoire supports *enacting a state income tax* to fund her out of control spending habits.<sup>2</sup>

Paid for and authorized by the Washington State Republican Party 2840 Northup Way, Suite 140 | Bellevue, WA 98004 (425) 460-0570 | www.wsrp.org

Not Authorized by any Candidate or candidate committee

EXHIBIT#5

## spending spree Washington () lus to a

## GREGOIRE'S SPENDING SPREE RECEIVED By the numbers... AUG 18 AUG AUG 18 AUG

nding

Gregoire's increase in state spending since taking office

\$480 Tax increases signed by Gregoire, not including a 9.5-cent gas tax hike

\$73 Gregoire doubled the budget for hermillion own personal staff in just 3 years

\$5.7 New state spending each day of the million Gregoire Administration

\$417 Portion of the state deficit owed by each Washington citizen thanks to Gregoire

1. Seattle Times, 7/20/2008. 2. Spokesman Review, 4/28/2007

To learn more visit www.GregoireFailures.com3 of 4



Its time to return sanity to our state budget. I have the experience and determination to get our state's fiscal health back in order. Together, we'll set priorities, meet the needs of our state, and balance the budget without increasing laxes on our citizens. It's what I did in the State.

Senate, and it's what I lido.

Senate, and it's what I lido.

Dino Ray

Vote for Dino Rossi and the entire Republican
Slate in the August 19 Primary



Paid for by the Washington State Republican Party 2840 Northup Way Suite 140 Bellevue, WA 98004

NON PROFIT US POSTAGE PAID Permit #23 1 Seattle, WA



EXHIBIT#5

P-6 P352

Attachment D

#### LAW OFFICES

#### LIVENGOOD, FITZGERALD & ALSKOG

A PROFESSIONAL LIMITED LIABILITY COMPANY

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DAVID A. ALSKOG
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> PHONE:(425) 822-9281 FAX: (425) 828-0908 E-Mail: white@lfa-law.com

\*ALSO ADMITTED IN OREGON
\*\*ALSO ADMITTED IN CALIFORNIA
+OF COUNSEL

GORDON A. LIVENGOOD (1921 - 2001)

October 2, 2008

Via electronic mail: LindaD@ATG.WA.GOV

Linda Dalton Office of the Attorney General P.O. Box 40100 Olympia, WA 98504-0100

Re: Membership communications

Dear Ms. Dalton:

In view of the PDC's determination that the WSRP's communications to its members with exempt funds—constituted an apparent violation and an apparent intentional violation of Washington law, the WSRP will not be making membership communications that are similar in kind to those that are the subject of the pending dispute with exempt funds for the balance of the election cycle. The WSRP continues to believe that it acted in accord with Washington law and its rights under the federal and state constitutions.

As we discussed earlier today, the WSRP will likely continue to communicate with its members via electronic mail and such communications may reference candidates for state office, and the WSRP reserves the right to communicate with its members for the remainder of the election cycle using "non-exempt" funds.

Rather than face the prospect of additional penalties, the WSRP will be filing an action in the United States District Court challenging the State's action and seeking a permanent injunction against enforcement of the statute.

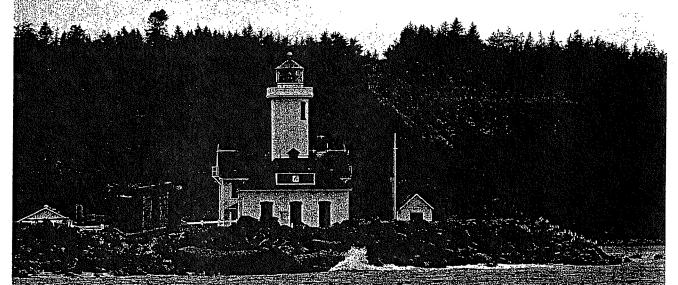
Very truly yours,

LIVENGOOD, FITZGERALD & ALSKOG, PLLC

Jolin J. White, Jr.

Attachment E

# When our ferries were pulled from service, political leaders reacted quickly and added an energency run.



#### ... from Seattle to Port Townsend.

When the Department of Transportation abruptly pulled the 80-year-old steel electric ferries from service, outraged military families, merchants and commuters asked for some relief.

In response, the ferry system added a special ferry run between Port Townsend

and Seattle, to help store owners there during Christmas. Whidbey Island was left with small, passenger-only tourist boats.

To learn more about this staggering failure of political leadership, click on www.electricferries.com and learn what you can do to make your voice heard.

Call Senator Mary Margaret Haugen (360) 786-7618 and tell her to start paying attention to her district

Paid for by the Washington State Republican Party • 16400 Southcenter Parkway, Suite 200 • Seattle, WA 98188

#### **EXHIBIT B**

2 3 4 Honorable Jeffrey Ramsdell 5 6 7 IN THE SUPERIOR COURT OF THE STATE OF WASHINGTON IN AND FOR KING COUNTY 8 9 STATE OF WASHINGTON, ex rel. 10 WASHINGTON STATE PUBLIC NO. 08-2-34030-9 SEA DISCLOSURE COMMISSION, 11 Plaintiff, 12 WASHINGTON STATE REPUBLICAN PARTY'S VS. 13 ANSWER, AFFIRMATIVE WASHINGTON STATE REPUBLICAN DEFENSES, COUNTERCLAIMS 14 and THIRD PARTY COMPLAINT PARTY, Defendant. 15 16 WASHINGTON STATE REPUBLICAN PARTY, 17 Third Party Plaintiff, 18 VS. 19 WASHINGTON STATE PUBLIC 20 DISCLOSURE COMMISSION; BILL BRUMSICKLE, KEN SCHELLBERG, 21 DAVE SEABROOK, JANE NOLAND, and JIM CLEMENTS, Commissioners of the 22 Washington State Public Disclosure Commission in their individual capacities; 23 and VICKI RIPPIE, Executive Director of the Washington State Public Disclosure 24 Commission, in her individual capacity, 25 Third Party Defendants. 26 27 28

1 TO: Plaintiff above named; and TO: Robert M. McKenna, Attorney General of Washington, Linda A. Dalton, 2 Senior Assistant Attorney General and Gordon P. Karg, Assistant Attorney 3 General of the Washington State Attorney General's office, attorneys of record for plaintiff; and 4 TO: Washington State Public Disclosure Commission; Bill Brumsickle, Ken 5 Schellberg, Dave Seabrook, Jane Noland, and Jim Clements, Commissioners of the Washington State Public Disclosure Commission in their individual 6 capacities; and Vicki Rippie, Executive Director of the Washington State Public Disclosure Commission, in her individual capacity, Third Party 7 Defendants 8 Defendant answers Plaintiff's First Amended Complaint as follows: 9 I. PARTIES Admits. 10 1.1 1.2 11 Admits. II. JURISDICTION AND VENUE 12 13 2.1 Admits that the Court has subject matter jurisdiction and that the cited statutes generally authorize the Attorney General to bring actions to enforce RCW 42.17. Denies that 14 the Attorney General has authority to bring this action because the action by the State and 15 Third Party Defendants constitutes violations of the First Amendment of the United States 16 Constitution, violates federally protected civil rights of the Defendant under 42 U.S.C. § 1983 17 18 et seq., violates the Washington Constitution, and is unsupported by the statute itself. Admits that the WSRP actions occurred in whole or in part in King County. 19 2.2 Denies the balance of the allegation. 20 2.3 Admits. 21 22 2.4 This Court has jurisdiction and venue is proper to decide WSRP's civil rights 23 action and other claims. The challenged provisions of state law and the State's and Third Party Defendants' actions establish an "actual controversy," entitling Plaintiff to a declaratory 24 25 judgment and supplemental relief. 26 27 28 LIVENGOOD, FITZGERALD & ALSKOG

#### III. FACTUAL ALLEGATIONS IN THE AMENDED COMPLAINT 1 2 3.1 Denies the first sentence and alleges that state law requires the maintenance of 3 more than two accounts and further alleges that federal law governs how many expenses that 4 relate to state and local operations and activities are funded. Denies the second sentence to the extent that RCW 42.17 or WAC 390-17-065 exceeds the constitutional authority of the Public 5 Disclosure Commission and the State to regulate political speech and association. Further 6 7 denies to the extent that WAC 390-17-065 expands the scope of limitations under Washington 8 law beyond the provisions of RCW 42.17. Admits the third sentence. 9 3.2 Paragraph 3.2 contains only a conclusion of law. To the extent an answer is 10 required, it is denied. 3.3 Admits the first sentence. Denies the second and third sentences. 11 3.4 12 Admits the first sentence. The second sentence constitutes a legal conclusion. To the extent an answer is required, it is denied. 13 3.5 Admits. 14 3.6 Admits. 15 16 3.7 Admits. 3.8 17 Denies to the extent that paragraph 3.8 incorporates the second sentence of 18 paragraph 3.4. Admits the remaining allegations. 3.9 Admits. 19 3.10 Denies. 20 3.11 Admits. 21 IV. AMENDED FACTUAL ALLEGATIONS 22 4.1 Admits the first sentence. The second sentence mischaracterizes the content 23 and nature of the issue-oriented political speech and is therefore denied. The document speaks 24 25 for itself. To the extent that the first sentence contains a legal conclusion that the issue-

oriented speech in question constitutes political advertising subject to state regulation, it is

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1 denied. 2 4.2 Admits the first sentence except to the extent of any legal conclusion that the issue-oriented speech constitutes political advertising subject to state regulation, which 3 4 allegation is a legal conclusion. To the extent an answer is required, it is denied. Admits that 5 the Washington State Republican Party paid for the issue-oriented political speech from its exempt account. 6 7 4.3 Admits. 8 4.4 Denies to the extent that this paragraph characterizes the issue-oriented political 9 speech as political advertising subject to state regulation. Admits that the WSRP made 10 expenditures from its exempt account for issue-oriented political speech. 4.5 11 Denies and alleges that the issue-oriented speech attached to the Complaint at Attachment E speaks for itself. 12 4.6 Denies. 13 V. CLAIMS 14 15 5.1 Denies. 5.2 Denies. 16 17 VI. FACTS RELATING TO AFFIRMATIVE DEFENSES, COUNTERCLAIMS AND THIRD PARTY COMPLAINT 18 By way of further answer to the Amended Complaint the WSRP alleges and states as 19 following: 20 6.1 Third Party Defendant Public Disclosure Commission ("PDC") is a state agency 21 established under RCW 42.17.350. The PDC's mailing address is 711 Capital Way, Room 22 206, P.O. Box 40908, Olympia, Washington, 98504-0908. 23 6.2 Third Party Defendants Bill Brumsickle, Ken Schellberg, Dave Seabrook, Jane 24 Noland, and Jim Clements are Commissioners of the PDC and are sued herein in their 25 individual capacity while acting under the color of state law. 26 6.3 Third Party Defendant Vicki Rippie is Executive Director of the PDC and is 27 28

sued herein in her individual capacity while acting under color of state law.

- 6.4 Washington does not register voters by political party affiliation. Party membership is a private matter. Since 1998, the Washington State Republican Party has formally defined its membership. In May 1998, the WSRP adopted Policy Statement 98-1, defining the membership of the WSRP to be made up of (1) members of the State Committee and State Executive Board; (2) Republican Precinct Committee Officers and Precinct Chairmen; (3) individuals who have contributed to the WSRP in the last three calendar years; (4) individuals who self-describe themselves as always voting for the Republican candidate for partisan elected office; (5) participants in the biennial convention process within the preceding four years, including precinct caucus attendees, delegates and alternates to county conventions, delegates and alternates to the state convention and delegates and alternates to the national convention; (6) other individuals who have affirmatively stated their intentions to become members of the Washington State Republican Party, and who have demonstrated support of the party, its candidates and programs; (7) elected Republican officials; and (8) recognized Republican Auxiliary Organizations.
- 6.5 Over the years, the WSRP has communicated with its members on candidates and political issues. The principal means of communication with Party members has been through the mail. In recent years, electronic communications, including e-mail and internet, have also become important means of communicating with members of the Republican Party. Communications by the Party to its members regularly include references to public issues, political matters and identified candidates, both state and federal.
- 6.6 Party candidates for state and federal office are a key method by which the Republican vision for government and society are conveyed to the public. It is through the election of candidates that the Republican vision for government is implemented. Washington regulates political and campaign-related communications through the provisions of Ch. 42.17 RCW.

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- 6.7 In 2004, Washington's voters adopted Initiative 872. The State has maintained that Initiative 872 impliedly repealed provisions of law that were inconsistent with language or intent. The State has also maintained that Initiative 872 returned regulation of political party nominating processes to the law as it existed in 1889. The State and Third Party Defendants, in implementing state law, have permitted persons not authorized by the Republican Party to appropriate its name and symbols to advance their political campaigns.
  - 6.8 In 2008, Dino Rossi was the Republican nominee for governor.
- 6.9 Under the primary election system used by the State this past August, the "top two" candidates advanced to the general election, regardless of their political party affiliation. Nothing on the primary election ballot distinguished the Republican Party nominee from other candidates who had appropriated the names or symbols traditionally associated with the Republican Party. The PDC requires the WSRP to identify the party on all political advertising with any candidate who has declared a preference for the Republican Party. In August 2008, the WSRP sent mailed communications solely to individuals who were members of the Party regarding the upcoming primary, discussing candidates for governor, and urging members to identify and support the party's gubernatorial nominee and the rest of the Republican slate. The WSRP made no special solicitation of funds from any person to finance the communication.
- 6.10 The PDC issued a decision on September 25, 2008, finding that WSRP committed an apparent violation of the statute and referred the matter to the Attorney General for prosecution. The State's implementation of RCW 42.17 and the provisions of I-872 materially impairs the First Amendment rights to speech and association of the WSRP, its members and candidates.
- 6.11 Under state law, corporations are expressly permitted to communicate with their shareholders or members regarding candidates, including express advocacy of the election or defeat of candidates for state office. There is no limit placed on the source of funds that may

be used to engage in express advocacy directed to shareholders or members, and no limit on the amount that may be spent on these political communications. No reporting of the fact of the communication nor the amount expended is required.

- 6.12 Under state law, associations are expressly permitted to communicate with their members regarding candidates, including express advocacy of the election or defeat of candidates for state office. There is no limit placed on the source of funds that may be used to communicate with members, including express advocacy directed to members, and no limit on the amount that may be spent on these political communications. No reporting of the fact of the communication nor the amount expended is required under Washington's campaign finance laws.
- 6.13 Under state law, labor organizations are expressly permitted to communicate with their members regarding candidates, including express advocacy of the election or defeat of candidates for state office. There is no limit placed on the source of funds that may be used to communicate with members, including express advocacy directed to members, and no limit on the amount that may be spent on these political communications. No reporting of the fact of the communication nor the amount expended is required under Washington's campaign finance laws.
- 6.14 Under state law, political committees from outside Washington are permitted to communicate with their members who reside in Washington regarding candidates, including express advocacy of the election or defeat of candidates for state office. There is no limit placed on the source of funds that may be used to communicate with members, including express advocacy directed to members, and no limit on the amount that may be spent on these political communications. No reporting of the fact of the communication nor the amount expended is required under Washington's campaign finance laws.
- 6.15 Under RCW 42.17, communications to members of an organization are expressly exempted from regulation as "contributions," "independent expenditures," and

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"electioneering communications." Communications by an organization to its members are subject to no restrictions regarding amount or source of funds.

- 6.16 Communications by the WSRP to its members from non-candidate funds pose neither a risk of corruption nor an appearance of corruption. The State and Third Party Defendants have no valid interest in subjecting the WSRP to greater restrictions on political communications to its members than are imposed on corporations, associations or labor organizations. Through their application of state law to the Republican Party, the State and Third Party Defendants have imposed asymmetric burdens on political speech and political association of the WSRP and its members.
- 6.17 The interpretation and application of RCW 42.17.640(15) by the State and Third Party Defendants would materially impair the ability of the WSRP to conduct its caucus and convention system and nominate candidates for public office in violation of the First Amendment to the U.S. Constitution. Political actors in Washington other than political parties may conduct endorsement proceedings through their convention or meeting processes without limitation on amount expended or source of funds used.
- 6.18 Attachment E to the Amended Complaint contains no words of express advocacy.
- 6.19 Attachment E to the Amended Complaint was published more than 120 days from Washington's Primary and General Elections in 2008.
- 6.20 Attachment E to the Amended Complaint does not constitute "express advocacy" as that term is defined under Washington law. Attachment E to the Amended Complaint does not constitute an "electioneering communication" as that term is defined in RCW 42.17. Attachment E to the Amended Complaint does not constitute an "independent expenditure" as that term is defined in RCW 42.17.

#### VII. VIOLATION OF CIVIL RIGHTS AND U.S. CONSTITUTION

The following is alleged as an Affirmative Defense, Counterclaim and Third Party

Claim:

- 7.1 The facts alleged in paragraphs 6.1 through 6.20 above are incorporated herein by reference. WSRP's communication to its members is protected speech under the First Amendment to the U.S. Constitution. WSRP's public communication in the form of Attachment E to the Amended Complaint is protected under the First Amendment to the United States Constitution.
- 7.2 WSRP is entitled under the Fourteenth Amendment to equal protection under the law, which it was denied by RCW 42.17, as applied by the State.
- 7.3 The Commissioners and Executive Director of the PDC, acting in their official and individual capacities under color of state law, have violated WSRP's constitutional rights to freedom of speech and equal protection.

#### VIII. VIOLATION OF WASHINGTON STATE CONSTITUTION

The following is alleged as an Affirm Defense, Counterclaim and Third Party Claim:

- 8.1 The facts alleged in paragraphs 6.1 through 7.3 above are incorporated herein by reference. WSRP's communication to its members is protected speech under Article, 1 § 5 of the Washington State Constitution. WSRP's publication of Attachment E to the Amended Complaint is protected speech under Article 1, § 5 of the Washington State Constitution.
- 8.2 The enforcement action brought by the State and the actions by the third party defendants violate Article 1 § 5 of the Washington State Constitution.
- 8.3 RCW 42.17 permits corporations, labor unions and other membership-based organizations to communicate with their members on political matters with funds exempt from regulation or limitation. The enforcement action brought by the plaintiff and the Third Party Defendants violates Article, 1 § 12 of the State Constitution by granting to other organizations the ability to communicate with their members regarding campaigns and elections free of regulation of content or source of funds under RCW 42.17.

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1	4. Enjoining the State, PDC, and Third Party Defendants against further
2	enforcement of RCW 42.17 to prohibit use of funds exempt from contribution limits for
3	internal political communications of the Washington State Republican Party or for the conduc
4	of caucuses, conventions and nomination of candidates;
5	5. Enjoining the State, PDC, and Third Party Defendants against further
6	enforcement of RCW 42.17 to prohibit use of funds exempt from contribution limits to financ
7	issue-oriented political speech by the WSRP;
8	6. Awarding WSRP its reasonable attorneys' fees and costs under 42 U.S.C.
9	1988, RCW 42.17.400 and any other applicable statutes; and
10	7. Granting such other and further relief as may be just and equitable.
11	DATED this 22 <sup>nd</sup> day of January, 2009.
12	s\ John J. White, Jr.
13	John J. White, Jr., WSBA #13682 Kevin B. Hansen, WSBA #28349
14	of LIVENGOOD, FITZGERALD & ALSKOG
15	Attorneys for Defendant, Washington State Republican Party
16	121 Third Avenue
17	P.O. Box 908 Kirkland, WA 98083-0908
18	Tel: 425-822-9281 Fax: 425-828-0908
19	E-mail: white@lfa-law.com
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1	DECLARATION OF SERVICE
2	The undersigned certifies under penalty of perjury under the laws of the State
3	of Washington that on January 22, 2009, I caused service of the foregoing to all counsel of
4	record as follows:
5	Attorneys for Plaintiff: □ via Messenger
6	Attorneys for Plaintiff: Robert M. McKenna, Attorney General Linda A. Dalton, WSBA #15467  □ via Messenger □ U.S. Mail, postage prepaid □ via Facsimile
7	Senior Assistant Attorney General   □ via Overnight Mail   Gordon P. Karg, WSBA #37178   ■ via electronic mail:
8	Assistant Attorney General lindad@atg.wa.gov lindad@atg.wa.gov
9	Olympia, WA 98504-0100 Tel: 360-664-9006
10	Fax: 360-664-0229
11	
12	Dated: January 22, 2009.
13	
14	\s\ Rebecca L. Petruzzo
15	Rebecca L. Petruzzo 121 Third Avenue
16	P.O. Box 908 Kirkland, WA 98083-0908
17 18	Tel: 425-822-9281 Fax: 425-828-0908 Empily potynyggo@lfo.logy.com
19	E-mail: <u>petruzzo@lfa-law.com</u>
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	LIVENGOOD, FITZGERALD & ALSKOG

# EXHIBIT C

1 The Honorable Jeffrey Ramsdell Hearing Date: October 9, 2009 @ 10 a.m. 2 3 KING COUNTY, WASHINGTON 4 **DEC** 2 9 2009 5 SUPERIOR COURT DLERK 6 KURSTIN GRANT DEPLITY 7 STATE OF WASHINGTON KING COUNTY SUPERIOR COURT 8 STATE OF WASHINGTON, ex rel. NO. 08-2-34030-9SEA WASHINGTON STATE PUBLIC 9 DISCLOSURE COMMISSION, ORDER ON PARTIAL SUMMARY JUDGMENT 10 Plaintiff. 11 ٧. 12 WASHINGTON STATE 13 REPUBLICAN PARTY, 14 Defendant. THIS MATTER having come on regularly for hearing on October 9, 2009 before the 15

THIS MATTER having come on regularly for hearing on October 9, 2009 before the undersigned Judge of the above-entitled Court on the State's Motion for Partial Summary Judgment, and the State of Washington, ex rel. Washington State Public Disclosure Commission (State), appearing through their counsel, LINDA A. DALTON, Senior Assistant Attorney General, and GORDON KARG, Assistant Attorney General, and the Washington State Republican Party (WSRP) appearing through its counsel, JOHN J. WHITE, JR., of Livengood, Fitzgerald & Alskog, and the Court having considered the entire file in the above entitled cases including all pleadings filed in support or opposition to the summary judgment pleading filed herein, and the Court having heard and considered the argument of the parties to these actions and having issued an oral opinion, concluding that the WSRP, by paying for activities not statutorily enumerated in RCW 42.17.640(15) with funds from its exempt

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1	account, violated RCW 42.17.640 and WAC 390-17-065(1), a copy of which is attached to this
2	Order, the Court hereby orders as follows:
3	1. The State's Motion for Partial Summary Judgment filed in case number No. 08-2-
4	34030-98EA is granted, as to the "Ross: Mailings" only Forms
5	2. The only remaining issue is the appropriate penalty against the WSRP under
6	RCW 42.17.390 and shall be argued on the trial date set this matter on March 10,
7	2010.
8	DONE IN OPEN COURT this 22 day of October, 2008.
9	
10	JUDGE/COMMISSIONER
11	
12	PRESENTED BY:
13	Office of the Attorney General State of Washington
14	
15	LINDA A. DALTON, WSBA #15467
16	Senior Assistant Attorney General
17	
18	GORDON KARG, WSBA #37178 Assistant Attorney General
19	Attorneys for Plaintiff, State of
20	Washington, ex rel. Public Disclosure Commission
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RCW 42.17.640: Limits specified — Exemptions.

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RCW 42.17.640 Limits specified — Exemptions.

- (1) The contribution limits in this section apply to:
  - (a) Candidates for state legislative office;
  - (b) Candidates for state office other than state legislative office;
  - (c) Candidates for county office in a county that has over two hundred thousand registered voters;
- (d) Candidates for special purpose district office if that district is authorized to provide freight and passenger transfer and terminal facilities and that district has over two hundred thousand registered voters;
- (e) Persons holding an office in (a) through (d) of this subsection against whom recall charges have been filed or to a political committee having the expectation of making expenditures in support of the recall of a person holding the office;
  - (f) Caucus political committees;
  - (g) Bona fide political parties.
- (2) No person, other than a bona fide political party or a caucus political committee, may make contributions to a candidate for a state legislative office or county office that in the aggregate exceed seven hundred dollars or to a candidate for a public office in a special purpose district or a state office other than a state legislative office that in the aggregate exceed one thousand four hundred dollars for each election in which the candidate is on the ballot or appears as a write-in candidate. Contributions to candidates subject to the limits in this section made with respect to a primary may not be made after the date of the primary. However, contributions to a candidate or a candidate's authorized committee may be made with respect to a primary until thirty days after the primary, subject to the following limitations:

  (a) The candidate lost the primary; (b) the candidate's authorized committee has insufficient funds to pay debts outstanding as of the date of the primary; and (c) the contributions may only be raised and spent to satisfy the outstanding debt. Contributions to candidates subject to the limits in this section made with respect to a general election may not be made after the final day of the applicable election cycle.
- (3) No person, other than a bona fide political party or a caucus political committee, may make contributions to a state official, a county official, or a public official in a special purpose district against whom recall charges have been filed, or to a political committee having the expectation of making expenditures in support of the recall of the state official, county official, or public official in a special purpose district during a recall campaign that in the aggregate exceed seven hundred dollars if for a state legislative office or county office or one thousand four hundred dollars if for a special purpose district office or a state office other than a state legislative office.
- (4)(a) Notwithstanding subsection (2) of this section, no bona fide political party or caucus political committee may make contributions to a candidate during an election cycle that in the aggregate exceed (i) seventy cents multiplied by the number of eligible registered voters in the jurisdiction from which the candidate is elected if the contributor is a caucus political committee or the governing body of a state organization, or (ii) thirty-five cents multiplied by the number of registered voters in the jurisdiction from which the candidate is elected if the contributor is a county central committee or a legislative district committee.
- (b) No candidate may accept contributions from a county central committee or a legislative district committee during an election cycle that when combined with contributions from other county central committees or legislative district committees would in the aggregate exceed thirty-five cents times the number of registered voters in the jurisdiction from which the candidate is elected.
- (5)(a) Notwithstanding subsection (3) of this section, no bona fide political party or caucus political committee may make contributions to a state official, county official, or a public official in a special purpose district against whom recall charges have been filed, or to a political committee having the expectation of making expenditures in support of the state official, county official, or a public official in a special purpose district during a recall campaign that in the aggregate exceed (i) seventy cents multiplied by the number of eligible registered voters in the jurisdiction entitled to recall the state official if the contributor is a caucus political committee or the governing body of a state organization, or (ii) thirty-five cents multiplied by the number of registered voters in the jurisdiction from which the candidate is elected if the contributor is a county central committee or a legislative district committee.
- (b) No official holding an office specified in subsection (1) of this section against whom recall charges have been filed, no authorized committee of the official, and no political committee having the expectation of making expenditures in support of the recall of the official may accept contributions from a county central committee or a legislative district committee during an election cycle that when combined with contributions from other county central committees or

RCW 42.17.640: Limits specified — Exemptions.

Page 2 of 2

legislative district committees would in the aggregate exceed thirty-five cents multiplied by the number of registered voters in the jurisdiction from which the candidate is elected.

- (6) For purposes of determining contribution limits under subsections (4) and (5) of this section, the number of eligible registered voters in a jurisdiction is the number at the time of the most recent general election in the jurisdiction.
- (7) Notwithstanding subsections (2) through (5) of this section, no person other than an individual, bona fide political party, or caucus political committee may make contributions reportable under this chapter to a caucus political committee that in the aggregate exceed seven hundred dollars in a calendar year or to a bona fide political party that in the aggregate exceed three thousand five hundred dollars in a calendar year. This subsection does not apply to loans made in the ordinary course of business.
- (8) For the purposes of RCW 42.17.640 through 42.17.790, a contribution to the authorized political committee of a candidate or of an official specified in subsection (1) of this section against whom recall charges have been filed is considered to be a contribution to the candidate or official.
- (9) A contribution received within the twelve-month period after a recall election concerning an office specified in subsection (1) of this section is considered to be a contribution during that recall campaign if the contribution is used to pay a debt or obligation incurred to influence the outcome of that recall campaign.
- (10) The contributions allowed by subsection (3) of this section are in addition to those allowed by subsection (2) of this section, and the contributions allowed by subsection (5) of this section are in addition to those allowed by subsection (4) of this section.
- (11) RCW 42.17.640 through 42.17.790 apply to a special election conducted to fill a vacancy in an office specified in subsection (1) of this section. However, the contributions made to a candidate or received by a candidate for a primary or special election conducted to fill such a vacancy shall not be counted toward any of the limitations that apply to the candidate or to contributions made to the candidate for any other primary or election.
- (12) Notwithstanding the other subsections of this section, no corporation or business entity not doing business in Washington state, no labor union with fewer than ten members who reside in Washington state, and no political committee that has not received contributions of ten dollars or more from at least ten persons registered to vote in Washington state during the preceding one hundred eighty days may make contributions reportable under this chapter to a candidate, to a state official against whom recall charges have been filed, or to a political committee having the expectation of making expenditures in support of the recall of the official. This subsection does not apply to loans made in the ordinary course of business.
- (13) Notwithstanding the other subsections of this section, no county central committee or legislative district committee may make contributions reportable under this chapter to a candidate specified in subsection (1) of this section, or an official specified in subsection (1) of this section against whom recall charges have been filed, or political committee having the expectation of making expenditures in support of the recall of an official specified in subsection (1) of this section if the county central committee or legislative district committee is outside of the jurisdiction entitled to elect the candidate or recall the official.
  - (14) No person may accept contributions that exceed the contribution limitations provided in this section.
  - (15) The following contributions are exempt from the contribution limits of this section:
- (a) An expenditure or contribution earmarked for voter registration, for absentee ballot information, for precinct caucuses, for get-out-the-vote campaigns, for precinct judges or inspectors, for sample ballots, or for ballot counting, all without promotion of or political advertising for individual candidates; or
- (b) An expenditure by a political committee for its own internal organization or fund raising without direct association with individual candidates.

[2006 c 348 § 1; 2005 c 445 § 11. Prior: 2001 c 208 § 1; 1995 c 397 § 20; 1993 c 2 § 4 (Initiative Measure No. 134, approved November 3, 1992).]

WAC 390-17-065: Recordkeeping and reporting of exempt contributions accounts.

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390-17-060 << 390-17-065 >> 390-17-070

WAC 390-17-065

Agency filings affecting this section

Recordkeeping and reporting of exempt contributions accounts.

(1) Any political committee that receives exempt contributions as defined by RCW 42.17.640 and WAC 390-17-060 shall keep the contributions in a separate bank account. Exempt contributions commingled with contributions subject to contribution limits are presumed to be subject to the limits. Expenditures to promote candidates or which are made for purposes other than those specified in RCW 42.17.640 shall not be made with funds from the exempt contributions account.

- (2)(a) Separate campaign disclosure reports shall be completed and filed for an exempt contributions account.
- (b) Political committees maintaining an exempt contributions account shall make known the existence of the account by filing a statement of organization for the account pursuant to RCW 42.17.040.
- (c) Political committees maintaining an exempt contributions account shall be subject to the provisions of chapter 42.17 RCW and file the disclosure reports required by this chapter for the account pursuant to RCW 42.17.080.
- (3) Contributors shall not use a single written instrument to make simultaneous contributions to an exempt contributions account and any other committee account; separate written instruments must be used to make contributions to an exempt contributions account.

[Statutory Authority: RCW 42.17.370. 07-07-005, § 390-17-065, filed 3/8/07, effective 4/8/07. Statutory Authority: RCW 42.17.370(1). 96-05-001, § 390-17-065, filed 2/7/96, effective 3/9/96. Statutory Authority: RCW 42.17.370. 93-24-003, § 390-17-065, filed 11/18/93, effective 12/19/93.]

# **EXHIBIT D**

## WSR 10-12-114

#### **EMERGENCY RULES**

### PUBLIC DISCLOSURE COMMISSION

[Filed June 2, 2010, 9:38 a.m., effective June 30, 2010]

Effective Date of Rule: June 30, 2010.

Purpose: Adoption of new <u>WAC 390-05-274</u> to clarify the term "party affiliation" and reference to "party," "political party," and similar terms in <u>TITLE 390 WAC</u>.

Statutory Authority for Adoption: <u>RCW 42.17.370</u>.

Under <u>RCW 34.05.350</u> the agency for good cause finds that immediate adoption, amendment, or repeal of a rule is necessary for the preservation of the public health, safety, or general welfare, and that observing the time requirements of notice and opportunity to comment upon adoption of a permanent rule would be contrary to the public interest.

Reasons for this Finding: In March of 2008, the United States supreme court upheld Washington's top two primary system which voters enacted by approving I-872 in 2004. Under the new primary system, chapter 29A.20 RCW which has been relied on to distinguish bona fide political parties from other political committees has been effectively repealed. Section 101, chapter 204, Laws of 2010 (effective January 1, 2012) amends chapter 42.17 RCW to remove the reference to chapter 29A.20 RCW and confirm the secretary of state's ability to recognize minor political parties. To preserve the general welfare and given the timing restriction for rule making in RCW 42.17.370(1), the new rule is needed for the 2010 election season to clarify the term "party affiliation" found in two sections of chapter 42.17 RCW and TITLE 390 WAC.

Number of Sections Adopted in Order to Comply with Federal Statute: New 0, Amended 0, Repealed 0; Federal Rules or Standards: New 0, Amended 0, Repealed 0; or Recently Enacted State Statutes: New 0, Amended 0, Repealed 0.

Number of Sections Adopted at Request of a Nongovernmental Entity: New 0, Amended 0, Repealed 0.

Number of Sections Adopted on the Agency's Own Initiative: New 1, Amended 0, Repealed 0.

Number of Sections Adopted in Order to Clarify, Streamline, or Reform Agency Procedures: New 1, Amended 0, Repealed 0.

Number of Sections Adopted Using Negotiated Rule Making: New 0, Amended 0, Repealed 0; Pilot Rule Making: New 0, Amended 0, Repealed 0; or Other Alternative Rule Making: New 1, Amended 0, Repealed 0.

Date Adopted: May 27, 2010.

Lori Anderson

Communications and

Training Officer

OTS-1714.2

# **NEW SECTION**

WAC 390-05-274 Party affiliation, party preference, etc. (1) "Party affiliation" as that term is used in <u>chapter 42.17 RCW</u> and <u>TITLE 390 WAC</u> means the candidate's party preference as expressed on his or her declaration of candidacy. A candidate's preference does not imply that the candidate is nominated or endorsed by that party, or that the party approves of or associates with that candidate.

(2) A reference to "political party affiliation," "political party," or "party" on disclosure forms adopted by the commission and in <u>TITLE 390 WAC</u> refers to the candidate's self-identified party preference.

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