

Department of Legislative Services  
Maryland General Assembly  
2021 Session

FISCAL AND POLICY NOTE  
First Reader

Senate Bill 416 (Senators Pinsky and Guzzone)

Education, Health, and Environmental Affairs  
and Budget and Taxation

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Public Financing Act - State Senate and House of Delegates Candidates and  
Matching Fund Revisions

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This bill modifies the Public Financing Act (PFA), primarily by (1) including candidates for State Senator and member of the House of Delegates, along with gubernatorial tickets, as candidates eligible to participate in the public campaign financing program; (2) modifying the qualifying requirements and matching contributions; and (3) mandating an appropriation to the Fair Campaign Financing Fund (FCFF) sufficient to fully fund specified numbers of candidates under PFA.

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Fiscal Summary

**State Effect:** General fund expenditures increase by \$21.9 million in FY 2022, \$22.7 million in FY 2023, and an indeterminate amount in FY 2026, to appropriate money to FCFF. Special fund revenues for FCFF increase by \$21.9 million in FY 2022, \$22.7 million in FY 2023, and an indeterminate amount in FY 2026; and special fund expenditures for public campaign matching funds increase by up to \$48.5 million across FY 2022 and 2023, and by an indeterminate amount in FY 2026. State expenditures for administrative costs increase by approximately \$230,000 annually, averaged over the five-year period from FY 2022 to 2026. **This bill establishes a mandated appropriation for FY 2026 and each subsequent fiscal year that includes a gubernatorial primary election.**

**Local Effect:** The bill does not materially affect local government finances.

**Small Business Effect:** Potential meaningful.

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## Analysis

### Bill Summary:

#### *Eligible Candidates*

The bill modifies PFA so that it applies to candidates for State Senator and candidates for member of the House of Delegates in addition to gubernatorial tickets. Under the modified PFA, “eligible candidate” is defined as a gubernatorial ticket, a candidate for State Senator, or a candidate for member of the House of Delegates that qualifies to receive a public contribution.

#### *Notice of Intent to Participate*

Before receiving a “private contribution” under PFA, a gubernatorial ticket or candidate for State Senator or member of the House of Delegates must (1) by the deadline to file a certificate of candidacy, file with the State Board of Elections (SBE) a notice of intent to participate as a publicly financed candidate for both the primary and general elections and (2) establish a campaign finance entity for complying with the requirements of PFA.

The campaign finance entity may accept only:

- a “private contribution” (a monetary contribution or series of monetary contributions from an individual that does not exceed \$250 in the aggregate in an election cycle);
- an “eligible private contribution” (a private contribution from a registered voter that does not exceed \$250 in the aggregate in an election cycle that is accompanied by specified documentation of the donor attesting that the contribution is made with the personal funds of the donor);
- a public contribution; and
- contributions or loans from the eligible candidate or the spouse of the eligible candidate of not more than a combined total of \$10,000.

#### *Qualifying for Public Financing*

To qualify as an eligible candidate (eligible to receive a public contribution):

- A gubernatorial ticket must collect, within the qualifying period, at least (1) 1,500 eligible private contributions and (2) an aggregate total of \$120,000.
- A candidate for State Senator must collect, within the qualifying period, at least (1) 250 eligible private contributions and (2) an aggregate total of \$15,000.

- A candidate for member of the House of Delegates must collect, within the qualifying period, at least 150 eligible private contributions and (2) an aggregate total of \$7,500.

The qualifying period is from the first day of the election cycle for a gubernatorial election until (1) the first Monday in May of the election year, for principal political party candidates and (2) the first Monday in August of the election year, for all other participating candidates.

The bill expands an existing exception – to the prohibition against fund-raising during a regular session of the General Assembly – that allows for acceptance of eligible private contributions and distributions from SBE under PFA during the General Assembly session, during the year of the election only. The bill expands the exception so that it applies to candidates for State Senator or member of the House of Delegates as well as gubernatorial tickets.

#### *Public Contribution Matching Amounts*

The public contribution matching amounts available to eligible candidates are shown in **Exhibit 1**. The total public contribution payable to an eligible candidate for either a primary or general election may not exceed (1) \$3.0 million for a gubernatorial ticket; (2) \$150,000 for a candidate for State Senator; and (3) \$90,000 for a candidate for member of the House of Delegates. An eligible candidate that is unopposed in a primary election receives one-third of the public contribution amount the eligible candidate would otherwise be entitled to receive. If a candidate withdraws from participation in the program after receiving a public contribution, the full amount of any public contribution received, with specified interest, must be repaid.

SBE must authorize distribution of money to eligible candidates in accordance with the matching amounts, and regulations adopted by SBE, on a continuing basis, upon certification that a candidate has met the qualifying requirements. Distributions may not begin earlier than January 1 of the year of the election.

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**Exhibit 1**  
**Public Contribution Matching Amounts**

|                      | <b>Portion of Eligible<br/>Private Contribution<br/>(Maximum of \$250)</b> | <b>Public Contribution<br/>Matching Amount<br/>(Per Each Dollar of an<br/>Eligible Private<br/>Contribution)</b> |
|----------------------|--|--|
| Gubernatorial Ticket | First \$50   | \$9  |
|                      | Second \$50  | 5  |
|                      | Third \$50   | 2  |
|                      | Remaining \$100  | 0  |
| State Senator        | First \$50   | \$6  |
|                      | Next \$100   | 2  |
|                      | Remaining \$100  | 0  |
| Delegate             | First \$50   | \$6  |
|                      | Next \$100   | 2  |
|                      | Remaining \$100  | 0  |

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*Funding of the Public Financing Act*

Under existing law and under the bill, PFA is supported by FCFF. The bill requires SBE, by June 30 of the third year immediately preceding a year of a gubernatorial election, to determine whether the balance of the fund is sufficient to provide for a full contribution for:

- in a primary election (1) two gubernatorial tickets; (2) 47 candidates for State Senator; and (3) 141 candidates for member of the House of Delegates; and
- in a general election (1) one gubernatorial ticket; (2) 47 candidates for State Senator; and (3) 141 candidates for member of the House of Delegates.

If the balance of the fund is determined to be insufficient to provide those public contributions:

- by August 1 of the third year immediately preceding a year of a gubernatorial election, SBE must send a notice to the Department of Budget and

Management (DBM) of the amount of money needed to provide the above-described public contributions; and

- the Governor must include in the annual budget bill for the appropriate fiscal year an appropriation in an amount equal to the amount submitted to DBM.

If general funds are appropriated to the fund, after the gubernatorial election SBE must authorize repayment to the general fund of the amount that exceeds the amount necessary to provide for a full contribution for eligible candidates described above.

### *Civil Penalty Authority*

Existing criminal penalties apply to violations of PFA, but the bill also authorizes SBE to impose civil penalties of up to \$1,000 per violation, for certain violations, if the person who commits the violation does so without knowing that the act is illegal. The bill specifies various procedures applicable to imposing a civil penalty, including a right to a trial in the District Court, that are similar to those under SBE's existing civil penalty authority for certain violations under State campaign finance law. The civil penalties are distributed to FCFF.

**Current Law:** PFA provides for a system of public financing of elections for candidates for Governor and Lieutenant Governor. The Act established FCFF, and the fund is administered by the Comptroller. An income tax checkoff on the individual income tax return form that allowed an individual to contribute up to \$500 to the fund on the individual's tax return was repealed under the Budget Reconciliation and Financing Act of 2010 (Chapter 484). Chapter 312 of 2015, however, reinstated a tax checkoff on the individual income tax return form without a limit on the amount of contributions that may be made and it also established certain other sources of revenue for the fund, including various penalties, fines, and fees imposed under State election law.

To qualify for public funding under PFA, a gubernatorial ticket must raise "seed money" equal to 10% of the expenditure limit for eligible tickets in the election. The expenditure limit is calculated for each election using a formula based on the population of the State and inflation. The limit applies separately to each primary and general election. For 2018, the expenditure limit was \$2,798,370. Accordingly, the amount of seed money a qualifying ticket was required to raise in 2018 was \$279,837.

Seed money must be raised in the form of "eligible private contributions," which are contributions of \$250 or less from individuals. Contributions from business entities or political committees do not qualify as eligible private contributions. Once a ticket has qualified by raising seed money, public funds are disbursed for the primary election on a matching basis. For a ticket with opposition, the ticket receives \$1 in public funds for each \$1 in eligible private contributions it raises. For a ticket without opposition, the ticket

receives \$1 in public funds for each \$3 in eligible private contributions it raises. A participating ticket may accept contributions of more than \$250 or contributions from business entities or political committees, but these funds are not seed money, may not be matched with public funds, and count toward the ticket's expenditure limit for the election.

If a participating ticket wins the primary election, it is entitled to receive public funds for the general election equal to the expenditure limit for the election. There is no requirement to raise eligible private contributions to receive public funds for the general election. Any private contributions a participating ticket raises in the general election will count toward its expenditure limit for the election and correspondingly reduce the amount of public funds the ticket may spend. Expenditures by the State or local central committee of a political party that are coordinated with a participating ticket do not count toward the expenditure limit.

### **State Fiscal Effect:**

#### *Funding Assumption*

While full funding of the program for the 2022 elections is not mandated, full funding, split between fiscal 2022 and 2023, is assumed for the purposes of this fiscal and policy note, due to the bill's effective date. To the extent general funds are not appropriated to FCFF for the 2022 elections, and the program is limited to existing FCFF funds for the 2022 elections, administrative and enforcement costs shown below are likely significantly reduced for the 2022 elections, but are incurred for the 2026 elections, when full funding is mandated.

#### *Appropriations to Fair Campaign Financing Fund*

The current balance in FCFF is \$3.8 million. General fund expenditures increase by \$21.9 million in fiscal 2022 (supplementing the existing \$3.8 million in FCFF) and by \$22.7 million in fiscal 2023, in order to provide a sufficient amount in FCFF to provide a full contribution to (1) two gubernatorial tickets, 47 candidates for State Senator, and 141 candidates for member of the House of Delegates, in the 2022 primary election and (2) one gubernatorial ticket, 47 candidates for State Senator, and 141 candidates for member of the House of Delegates, in the 2022 general election.

General fund expenditures increase in fiscal 2026 by an indeterminate amount, pursuant to the bill's mandated appropriation, to supplement funding in FCFF that is unused after the 2022 elections (and funding generated from FCFF's other revenue sources between the 2022 and 2026 elections) to fully fund the program for the 2026 elections.

It is assumed, for the purposes of this fiscal and policy note, that enough money is disbursed to candidates during the 2022 elections so that, following the elections, there is not any amount in excess of the amount needed for the above-described full contributions (for the 2026 elections) that would need to be repaid to the general fund under the bill's general fund repayment provision.

#### *Fair Campaign Financing Fund Revenues and Expenditures*

FCFF revenues increase by \$21.9 million in fiscal 2022, \$22.7 million in fiscal 2023, and an indeterminate amount in fiscal 2026, reflecting the receipt of the general fund appropriations. FCFF expenditures increase over the course of fiscal 2022 and 2023, and in fiscal 2026, by an indeterminate amount, to make disbursements of public contributions to participating candidates for the 2022 primary and general elections and the 2026 primary election. FCFF revenues may also increase due to the collection of civil or criminal penalties.

#### *State Board of Elections Administrative Costs*

General/special fund expenditures increase by \$129,376 in fiscal 2022, \$170,956 in fiscal 2023, \$88,340 in fiscal 2024, and \$94,358 in fiscal 2026. SBE is authorized to use up to the lesser of 3% of the FCFF balance or \$100,000 for administrative costs under PFA. SBE currently does not use special funds from FCFF for the administration of PFA. It is therefore assumed, for the purposes of this fiscal and policy note, that SBE's expenditures resulting from this bill, up to \$100,000 each fiscal year, are covered by special funds from FCFF and the remainder is covered by general funds.

The estimate reflects the cost of:

- Computer programming (\$15,000 in fiscal 2022) – SBE's campaign finance reporting system will need to be modified to allow for reporting under PFA to be expanded to candidates for State Senator and member of the House of Delegates.
- Four contractual auditors (\$114,376 in fiscal 2022, \$170,956 in fiscal 2023, \$88,340 in fiscal 2024, and \$94,358 in fiscal 2026) – SBE will need to hire four contractual auditors during the year of gubernatorial elections and the following year, to handle auditing of the expanded number of campaigns participating under PFA and to pursue civil penalties if needed. Depending on the number of participating candidates in the 2022 elections, the number of contractual auditors may be able to be reduced for future election cycles or the contractual auditors may need to be converted to full-time positions, based on the level of candidate participation during the 2022 elections.

### *Comptroller's Office Administrative Costs*

General fund expenditures increase by \$39,022 in fiscal 2022, by \$30,837 in fiscal 2023, and by \$34,056 in fiscal 2026 for the Comptroller's office to hire a contractual accountant during gubernatorial election years to handle disbursements to candidates.

### *Office of the State Prosecutor Costs*

General fund expenditures increase by \$92,998 in fiscal 2022, and by ongoing amounts in future years, reaching \$123,218 in fiscal 2026. This reflects the cost of hiring a prosecutor within OSP to handle additional campaign finance violation cases resulting from an expanded number of General Assembly candidates. The office's existing staff cannot absorb that additional work.

**Small Business Effect:** To the extent the bill results in additional campaign spending that otherwise would not occur, small businesses providing campaign consulting services and materials may meaningfully benefit.

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## **Additional Information**

**Prior Introductions:** HB 1351 of 2020 received a hearing in the House Ways and Means Committee, but no further action was taken. Its cross file, SB 947, received a hearing in the Senate Education, Health, and Environmental Affairs Committee, but no further action was taken.

**Designated Cross File:** HB 536 (Delegate Acevero) - Ways and Means.

**Information Source(s):** State Board of Elections; Comptroller's Office; Office of the State Prosecutor; Judiciary (Administrative Office of the Courts); Department of Budget and Management; State Ethics Commission; Department of Legislative Services

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