17 18

19

20

2122

23

24

25

26

27

28

# Need for Liberal Construction and Vigorous Enforcement of the Political Reform Act

When enacting the Political Reform Act, the people of California found and declared that previous laws regulating political practices suffered from inadequate enforcement by state and local authorities.<sup>2</sup> Thus, it was decreed that the Act "should be liberally construed to accomplish its purposes."<sup>3</sup>

One purpose of the Act is to promote transparency by ensuring that receipts and expenditures in election campaigns are fully and truthfully disclosed so that voters are fully informed and improper practices are inhibited.<sup>4</sup> Along these lines, the Act includes a comprehensive campaign reporting system and requires that committees maintain adequate documentation to substantiate the disclosure required.<sup>5</sup>

Another purpose of the Act is to provide adequate enforcement mechanisms so that the Act will be "vigorously enforced."

# **Accepting Cash Contributions**

The Act prohibits committees from making or receiving contributions of \$100 or more. A cash contribution is considered accepted when it is deposited in the committee's campaign bank account.<sup>7</sup>

# Joint and Several Liability

Under the Act, it is the duty of the treasurer of a controlled committee to ensure that the committee complies with all the requirements of the Act concerning the receipt, expenditure, reporting of funds, and maintenance of records and documentation.<sup>8</sup> The treasurer may be held jointly and severally liable, along with the committee, for violations committed by the committee.<sup>9</sup>

#### SUMMARY OF THE FACTS

On or around July 24, 2014, Chin filed an initial statement of organization with the Hanford City Clerk establishing Hanford Now as a city general purpose committee with its stated purpose being "to support or oppose local candidates and ballot measures." On or around October 1, 2014, Hanford Now and Chin filed a second statement of organization with the Hanford City Clerk to disclose that Hanford

<sup>&</sup>lt;sup>2</sup> Section 81001, subdivision (h).

<sup>&</sup>lt;sup>3</sup> Section 81003.

<sup>&</sup>lt;sup>4</sup> Section 81002, subdivision (a).

<sup>&</sup>lt;sup>5</sup> Sections 84200, et seg.; Section 84101.

<sup>&</sup>lt;sup>6</sup> Section 81002, subdivision (f).

<sup>&</sup>lt;sup>7</sup> Section 84300.

<sup>&</sup>lt;sup>8</sup> Sections 81004, 84100, 84104, and 84213, and Regulation 18427.

<sup>&</sup>lt;sup>9</sup> Sections 83116.5 and 91006.

Now qualified as a committee on September 26, 2014 – meaning Hanford Now received \$1,000 or more in contributions.

This matter was a Commission initiated investigation. The investigation determined that the Committee had accepted prohibited cash contributions of \$100 or more.

## **Accepting Prohibited Cash Contributions**

The following chart details the total prohibited cash contributions of \$100 or more that were accepted by the Committee per campaign reporting period. Due to lack of sufficient recordkeeping, the true source of the cash contributions could not be determined. This will be discussed in more detail below.

Reporting Period	Total Contributions Reported	Total Prohibited Cash Amount	Reported Source	Cash as a percentage of all contributions received.
01/01/16 – 06/30/16	\$8,610	\$3,500	Not Disclosed – reported as an un- itemized contribution	40%
07/01/16 – 09/24/16	\$2,260	\$500	Not Disclosed – reported as an un- itemized contribution	22%
01/01/17 – 06/30/17	\$1,308	\$500	Not Disclosed – reported as an un- itemized contribution	38%
07/07/17 – 09/30/17	\$11,510	\$4,600	Dan Chin	39%
2-year period	\$23,688	\$9,100		38%

16

22 23

24 25

26

27 28

<sup>10</sup> See Section 83116, subd. (c).

As part of this investigation, Chin was asked to produce records for the Committee on January 18, 2018, January 30, 2018, February 28, 2018, and on March 27, 2018. His record production did not include required documentation. Chin asserted on March 28, 2018, that he had provided all the records that exist in response to the investigator's requests. Follow up requests were made on March 28, 2018, April 19, 2018, and April 23, 2018.

When asked about the cash contributions, Chin did not produce any records or documentation regarding the contributors, though these records are required for any contribution or receipt of \$25 or more. In a phone interview with an Enforcement investigator, Chin provided that he was the source of some of the cash deposits, but he could not produce records to substantiate this statement such as his own bank records or any other contemporaneous tabulation or accounting. The Act requires that committees and treasurers maintain adequate documentation, including original source records, in order to substantiate that the committee's reporting is true and accurate. For settlement purposes, the Enforcement Division is not pursing the recordkeeping violations in this matter.

#### **VIOLATIONS**

### **Count 1: Accepting Prohibited Cash Contributions**

The Committee and Chin accepted cash contributions of \$100 or more, in violation of Government Code Section 84300.

### PROPOSED PENALTY

This matter consists of one count. The maximum penalty that may be imposed is \$5,000 per count. Thus, the maximum penalty that may be imposed is \$5,000.<sup>10</sup>

In determining the appropriate penalty for a particular violation of the Act, the Enforcement Division considers the typical treatment of a violation in the overall statutory scheme of the Act, with an emphasis on serving the purposes and intent of the Act. Additionally, the Enforcement Division considers the facts and circumstances of the violation in the context of the following factors set forth in Regulation 18361.5 subdivision (e)(1) through (8): (1) The extent and gravity of the public harm caused by the specific violation; (2) The level of experience of the violator with the requirements of the Political Reform Act;

26

27

28

any intention to conceal, deceive or mislead; (5) Whether the violation was deliberate, negligent or inadvertent; (6) Whether the violator demonstrated good faith by consulting the Commission staff or any other governmental agency in a manner not constituting complete defense under Government Code Section 83114(b); (7) Whether the violation was isolated or part of a pattern and whether the violator has a prior record of violations of the Political Reform Act or similar laws; and (8) Whether the violator, upon learning of a reporting violation, voluntarily filed amendments to provide full disclosure were filed to provide full disclosure; and (f) whether the violator has a prior record of violations.<sup>11</sup>

(3) Penalties previously imposed by the Commission in comparable cases; (4) The presence or absence of

Here, the violations of the Committee and Chin caused public harm in the way that these violations inhibited the ability of the Enforcement Division to determine if other violations were committed. By accepting cash, the public has no assurances that the true sources of contributions were properly disclosed.

The Committee has been active since 2014 and Chin has a long history serving as a public official in Hanford. Respondent Committee and Chin are experienced and should be familiar with the requirements of the Act. Chin was cooperative in the investigation for a time and produced records voluntarily. However, Chin also made statements that were not consistent with the evidence. For example, when asked about cash contributions, he asserted that he did not need to report individual contributors because the cash contributions were under \$100. However, the evidence contradicts that claim as all the cash charged in this matter, \$9,100, was received in the form of \$100 bills. It's unclear if there was an intent to mislead or conceal the true source, or if Chin was negligent in his collection of contributions and his failure to keep adequate source documentation led to the erroneous reporting. Later in the investigation, Chin refused to meet for an interview with the investigator.

The evidence supports a finding that the violations were negligent. While Chin kept and produced records as part of this investigation, including bank records, invoices, checks, and more, Chin failed to keep his own accounting, such as a spreadsheet to track receipts and payments or documentation regarding required information about contributors. There is no evidence that Chin consulted Commission staff or another governmental agency regarding accepting cash contributions or recordkeeping.

<sup>&</sup>lt;sup>11</sup> Regulation 18361.5, subd. (e).

There is a pattern of Chin repeatedly accepting cash contributions. Chin has failed to amend the campaign statements to reflect the itemized contributions of \$100 or more that were received in cash. Based on his statements, the required records do not exist, and he would be unable to accurately amend the campaign statements. The Committee and Chin have prior history. On November 5, 2014, the Enforcement Division issued a warning letter to the Committee and Chin for failing to designate as a primarily formed committee opposed to a local measure.

The Commission also considers penalties previously imposed by the Commission in comparable cases:

Regarding Count 1: <u>In the Matter of Harmesh Kumar, Committee to Elect Dr. Kumar for Assembly</u> (District 14) 2016, Alex Cardoso, and Committee to Elect Dr. Kumar 4 BOS CCC District 4, FPPC Case

Nos. 2018-00590 and 2018-00777. In this matter, the 2016 committee reported contributions from 17 individual contributors totaling \$3,300. These contributions were accepted in the form of cash and accounted for approximately 19% of the contributions received during the election cycle. The 2016 committee also paid a payee \$1,700 in the form of cash and this accounted for approximately 18% of the expenditures made during the election cycle. The committee did not have documentation for the 17 cash contributors but did have documentation regarding the cash expenditure. The Commission imposed a penalty of \$2,000 for this count on January 21, 2021.

In this matter, the amount of cash activity exceeds that in the comparable case. In addition, Chin failed to produce records to substantiate any of the cash contributions and failed to report individual contributors for most of the cash contributions. Chin claims that the contributions were permitted to be unitemized, as they were under \$100. However, this is unlikely to be true as the cash was received as \$100 bills. Therefore, Chin was required to disclose individual contributors. In aggravation, Chin failed to maintain required documentation to identify or track contributors of \$25 or more, or to identify or track contributors of \$100 or more. In aggravation, the failure to maintain adequate records to substantiate the reporting has inhibited further investigation into potential additional violations.

Additional violations, including failure to timely file post-election campaign statements and recordkeeping were considered in this matter but are being dropped as part of this stipulated agreement.

For the foregoing reasons, it is respectfully submitted that imposition of an agreed upon penalty in the amount of \$3,500 is justified.

#### CONCLUSION

Complainant, the Enforcement Division of the Fair Political Practices Commission, and Respondents Hanford Now and Dan Chin hereby agree as follows:

- 1. Respondents violated the Act as described in the foregoing pages, which are a true and accurate summary of the facts in this matter.
- 2. This stipulation will be submitted for consideration by the Fair Political Practices Commission at its next regularly scheduled meeting—or as soon thereafter as the matter may be heard.
- 3. This stipulation resolves all factual and legal issues raised in this matter—for the purpose of reaching a final disposition without the necessity of holding an administrative hearing to determine the liability of respondents pursuant to Section 83116.
- 4. Respondents understand and hereby knowingly and voluntarily waive, any and all procedural rights set forth in Sections 83115.5, 11503, 11523, and Regulations 18361.1 through 18361.9. This includes, but is not limited to the right to appear personally at any administrative hearing held in this matter, to be represented by an attorney at respondents' own expense, to confront and cross-examine all witnesses testifying at the hearing, to subpoena witnesses to testify at the hearing, to have an impartial administrative law judge preside over the hearing as a hearing officer, and to have the matter judicially reviewed.
- 5. Respondents agree to the issuance of the decision and order set forth below. Also, respondents agree to the Commission imposing against them an administrative penalty in the amount of \$3,500. One or more payments totaling this amount—to be paid to the General Fund of the State of California—is/are submitted with this stipulation as full payment of the administrative penalty described above, and they will be held by the State of California until the Commission issues its decision and order regarding this matter.
- 6. If the Commission refuses to approve this stipulation—then this stipulation shall become null and void, and within fifteen business days after the Commission meeting at which the stipulation is rejected, all payments tendered by respondents in connection with this stipulation shall be reimbursed to

1	respondents. If this stipulation is not approved by the Commission, and if a full evidentiary hearing before		
2	the Commission becomes necessary, neither any member of the Commission, nor the Executive Director,		
3	shall be disqualified because of prior consideration of this Stipulation.		
4	7. The parties to this agreement may execute their respective signature pages separately. A		
5	copy of any party's executed signature page—including a hardcopy of a signature page transmitted via fax		
6	or as a PDF email attachment—is as effective and binding as the original.		
7			
8			
9	Dated: Angela J. Brereton, Chief of Enforcement		
10	Fair Political Practices Commission		
11			
12			
13	Dated: Dan Chin, individually, and on behalf of Hanford Now,		
14	Respondents		
15			
16			
17			
18			
19			
20			
21			
22			
23			
24			
25			
26			
27 28			
40			
- 1	8		

1	The foregoing stipulation of the parties "In the Matter of Hanford Now and Dan Chin," FPPC Case
2	No. 16/711, is hereby accepted as the final decision and order of the Fair Political Practices Commission,
3	effective upon execution below by the Chair.
4	
5	IT IS SO ORDERED.
6	
7	Dated:
8	Richard C. Miadich, Chair Fair Political Practices Commission
9	
10	
11	
12	
13	
14	
15	
16	
17	
18	
19	
20	
21   22	
23	
23   24	
24   25	
26	
27	
28	