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HOUSE BILL 1898

State of Washington 62nd Legislature 2011 Regular Session

By Representatives Liias, Miloscia, Goodman, Billig, Hunt, Moscoso, Hasegawa, Pettigrew, Stanford, Frockt, Fitzgibbon, Ryu, Kagi, Carlyle, Darneille, Moeller, McCoy, Roberts, Dickerson, Orwall, Dunshee, Eddy, Reykdal, Kenney, Ormsby, Green, Cody, Rolfes, Sells, and Jinkins

Read first time 02/08/11. Referred to Committee on State Government & Tribal Affairs.

AN ACT Relating to establishing a public funding program for supreme court campaigns; amending RCW 42.17A.750; reenacting and amending RCW 3.62.060; adding a new section to chapter 36.18 RCW; adding a new chapter to Title 42 RCW; prescribing penalties; providing a contingent effective date; and providing for submission of this act to a vote of the people.

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

INTENT. (1) The intent of this chapter is 8 NEW SECTION. Sec. 1. 9 to protect the fairness of elections for the highest court 10 Washington state - the supreme court. Doing so will foster the 11 public's trust in the integrity and independence of the court in the face of increasingly large sums of money raised and spent by special 12 13 interest groups. That flood of money threatens the impartiality, independence, and credibility of the judiciary. To maintain public 14 confidence in the judiciary, we must prevent not only corruption, but 15 16 the appearance of corruption, for the judiciary is the one branch of government that must be uniquely impartial, independent, and unbiased 17 18 in order to best serve the residents of Washington. It is destructive for our democracy to allow the court to become influenced by large 19

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- amounts of money, and for citizens to think that judicial decisions are influenced by those large amounts of money. This chapter is necessary to ensure that the state's highest courts continue to be unbiased and insulated from special interests.
- 5 (2) Therefore, this chapter, the judicial election reform act, 6 introduces a program to provide an alternative source of financing 7 candidates for the Washington supreme court who demonstrate public 8 support and voluntarily accept strict fund-raising and spending limits.
- 9 <u>NEW SECTION.</u> **Sec. 2.** DEFINITIONS. In addition to the definitions 10 in RCW 42.17A.005, the definitions in this section apply throughout 11 this chapter unless the context clearly requires otherwise.
 - (1) "Contested election" means an election in which there are two or more candidates running for the same office whose names will appear on the ballot.
 - (2) "Nonparticipating candidate" means a candidate for supreme court justice who is on the ballot but has chosen not to apply for public funds from the judicial election reform act fund or a candidate who is on the ballot and has applied but has not been certified to receive public funds from the judicial election reform act fund.
 - (3) "Publicly financed candidate" means a candidate who becomes certified to receive public campaign funds under section 6 of this act.
 - (4) "Qualifying contribution" means a contribution in an amount of at least ten dollars, but no more than twenty-five percent of the maximum contribution limit allowed under RCW 42.17A.410, made by a registered voter of the state, and that is received during the qualifying period.
 - (5) "Qualifying period" means the period beginning February 1st of the election year and ending thirty days after the close of the regular filing period for the office.
- 30 (6) "Uncontested election" means an election in which a candidate running for a specified office has no opponent on the ballot.
- NEW SECTION. Sec. 3. JUDICIAL ELECTION REFORM ACT FUND. (1) The judicial election reform act fund is created in the custody of the state treasurer. All receipts under this chapter required to be deposited into the fund must be deposited into the fund. Expenditures from the fund may be used only for the purposes of this chapter. Only

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the commission may authorize expenditures from the fund. The fund is subject to allotment procedures under chapter 43.88 RCW, but an appropriation is not required for expenditures.

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- (2) When the funds in the account have been fully distributed, the commission and the treasurer must cease making any public funds disbursements under section 11 of this act. No candidate may receive any disbursement of funds beyond those authorized under section 11 of this act, nor may any candidate receive any further disbursements of funds under section 11 of this act when the fund has been exhausted.
- 10 The commission may adopt rules to address distribution of remaining 11 funds in the account for pending requests.
- NEW SECTION. Sec. 4. VOLUNTARY LIMITATIONS ON CONTRIBUTIONS FOR
 JUDICIAL CAMPAIGNS. A publicly financed candidate and a publicly
 financed candidate's authorized committee shall:
- 15 (1) Only accept contributions from individuals, and only as 16 qualifying contributions under section 5 of this act;
 - (2) During the qualifying period and solely for the purpose of raising qualifying contributions, accept no more than two times the contribution limit under RCW 42.17A.410 of the candidate's personal funds;
- 21 (3) Collect at least three hundred fifty qualifying contributions 22 that, in the aggregate, total at least twenty-five times the filing fee 23 for the office of supreme court justice in accordance with section 5 of 24 this act;
- 25 (4) File the required reports regarding qualifying and expenditures 26 to the commission;
 - (5) Sign a joint statement with the treasurer of the publicly financed candidate's authorized committee, under oath, promising to comply with the provisions of this chapter and chapter 42.17A RCW; and
- 30 (6) Comply with the provisions of this chapter and chapter 42.17A 31 RCW to the extent required for publicly funded candidates as prescribed 32 by the commission.
- 33 <u>NEW SECTION.</u> **Sec. 5.** APPLICATION FOR CERTIFICATION. A candidate who wishes to receive public campaign funds must:
- 35 (1) File an application with the commission declaring his or her 36 intent to participate in the program as a candidate for the supreme

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- court. The application must be filed before or during the qualifying period. In the application, the candidate must affirm that only one political committee, identified with its treasurer, must handle all contributions, expenditures, and obligations for the publicly financed candidate and that the candidate will comply with the provisions in this chapter and rules adopted by the commission; and
 - (2) Obtain at least three hundred fifty qualifying contributions that, in the aggregate, total at least twenty-five times the filing fee for the office by the end of the qualifying period. No payment, gift, or anything of value may be given in exchange for a qualifying contribution. A qualifying contribution must be:
 - (a) Made by a registered voter of the state;

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- 13 (b) Made by a person who is not given anything of value in exchange 14 for the qualifying contribution;
- 15 (c) In an amount of at least ten dollars but not more than twenty-16 five percent of the contribution limit allowed under RCW 42.17A.410;
- 17 (d) Received during the qualifying period by the candidate or on 18 behalf of the candidate; and
- 19 (e) Made by check, money order, or credit card.
- NEW SECTION. Sec. 6. CERTIFICATION AS A PUBLICLY FINANCED CANDIDATE. (1) Upon receipt of an application, the commission must determine whether or not the candidate has complied with the following requirements:
 - (a) Signed and filed an application to participate;
 - (b) Submitted a report itemizing the qualifying contributions received. The report must include the name, home address, telephone number, and county of residence for each person who made a contribution and the date the contribution was received, and any other information required by the commission;
 - (c) Submitted a check or money order equal to the total qualifying contributions, less money expended for the purpose of raising qualifying contributions received by the candidate in accordance with section 7 of this act, made out to the judicial election reform act fund; and
- 35 (d) Submitted affidavits signed by persons collecting qualifying 36 contributions stating that, to the best of his or her knowledge, the 37 contribution was made by a registered voter of the state.

(2) Once the requirements in subsection (1) of this section are met, the commission must verify that a sufficient number of qualifying contributions were made by registered voters of the state at the time the contribution was made.

- (3) The commission must determine if a candidate meets the requirements for public financing within seven calendar days of the filing of an application. If the requirements of subsection (2) of this section are met, the commission must certify the candidate for public financing. If the commission denies certification, it must provide written reasons why certification is denied. Any candidate who is denied certification may reapply one time by submitting the required information or the number of qualifying contributions needed to complete the certification within fourteen calendar days of the date of the commission's decision.
- 15 (4) A candidate who is certified as a publicly financed candidate 16 may use that designation in campaign materials and will be so 17 designated in the state voters' pamphlet.
 - NEW SECTION. Sec. 7. QUALIFYING CONTRIBUTIONS. (1) A publicly financed candidate may expend money received as qualifying contributions, as well as the candidate's personal funds, to pay for expenses related to raising qualifying contributions. The amount of qualifying contributions used for this purpose may not exceed fifty percent of the minimum dollar amount of qualifying contributions required under section 5 of this act. Expenditures made for the purpose of this section must be reported as required under RCW 42.17A.235 and 42.17A.240 or as determined by the commission by rule.
 - (2) If a candidate attempts to qualify for public funding but does not meet the threshold for qualification, withdraws from the program before certification, is denied certification under section 6 of this act, or revokes participation under section 10 of this act, the candidate may keep the total dollar amount of qualifying contributions received during the qualifying period.
- NEW SECTION. Sec. 8. CONTROLS ON A PUBLICLY FINANCED CANDIDATE'S
 AUTHORIZED COMMITTEE. A publicly financed candidate and the publicly
 financed candidate's authorized committee must file the reports
 required pursuant to this chapter as determined by the commission.

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NEW SECTION. Sec. 9. USES OF PUBLIC FUNDS. (1) Money in the account of a publicly financed candidate's authorized committee may only be used for purposes directly related to the candidate's campaign.

- (2) Money in the account of a publicly financed candidate's authorized committee may not be used to pay fines or civil penalties, for costs or legal fees related to representation before the commission, or for defense of an enforcement action under this chapter. Nothing in this chapter prevents a publicly financed candidate from having a legal defense fund.
- NEW SECTION. Sec. 10. REVOCATION. (1) A publicly financed candidate may revoke in writing to the commission a decision to participate in the public financing program no later than thirty days after the end of the qualifying period in the year of the election. After a timely revocation, that candidate may accept and expend money outside the provisions of this act. Within thirty days after revocation, a candidate must return to the commission all money received under section 11 of this act.
 - (2) A publicly financed candidate who revokes a decision to participate in the public financing program after the time period established in subsection (1) of this section must return all money received under section 11 of this act and pay a fine of one thousand dollars per day for each day beyond the allowed revocation period and the day the candidate revokes.
 - NEW SECTION. Sec. 11. CAMPAIGN FUNDING. (1)(a) Within five business days after a publicly financed candidate's name is approved to appear on the primary ballot by the appropriate elections officer, the commission must authorize the state treasurer to distribute to the account of the authorized committee of each certified publicly financed candidate an amount equal to one hundred times the filing fee as established in RCW 29A.24.091 for the primary.
- (b) Within five business days after a publicly financed candidate's name is approved to appear on the general election ballot, the commission must authorize the state treasurer to distribute funds to the account of the authorized committee of each certified publicly financed candidate in an amount equal to one hundred twenty-five times the filing fee for the office as established in RCW 29A.24.091.

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(c) Participating candidates in uncontested elections must receive four times the filing fee as established in RCW 29A.24.091, plus the net amount of qualifying contributions previously remitted to the commission pursuant to section 6 of this act.

- (2) A publicly financed candidate must return within ten calendar days to the judicial election reform act fund any amount distributed for an election that is unspent and uncommitted as of the date the candidate ceases to be a candidate or as of the date of the election, whichever occurs first.
- (3) The commission must authorize and the state treasurer must distribute funds to publicly financed candidates in a manner that ensures accountability and safeguards the integrity of the fund.
- (4) The commission has the authority to increase or decrease the amount of funds authorized under this section depending on the amount of money in the fund, the number of candidates applying to the program, the number of contested races, and other reasons deemed to be pertinent for funding participating candidates. The commission shall adopt rules to implement procedures under this section.
- NEW SECTION. Sec. 12. REPORTS. (1)(a) Any nonparticipating candidate who has a publicly financed opponent must report total contributions received to the commission electronically within twenty-four hours after the total amount of contributions received exceeds eighty percent of the amount authorized for publicly financed candidates under section 11 of this act, and must make subsequent reports as required by the commission to monitor contributions.
 - (b) Any person making independent expenditures or electioneering communications in excess of three thousand dollars in support of or opposition to a publicly financed candidate, or in support of a candidate opposing a publicly financed candidate, must file a report with the commission within twenty-four hours of the date the independent expenditure or electioneering communication is contracted for, agreed to, or otherwise obligated. The report must include the following information:
 - (i) The name and address of the sponsor;
- 35 (ii) The source of funds for the independent expenditure or 36 electioneering communication;

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- 1 (iii) Any other source information required by the commission by 2 rule;
 - (iv) The name and address of the person to whom the independent expenditure or electioneering communication expenditure was made;
 - (v) A detailed description of the expenditure;
- 6 (vi) The date the expenditure was contracted for, agreed to, or otherwise obligated;
 - (vii) The amount of the expenditure; and

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- 9 (viii) Any other information the commission may require.
- 10 (c) The commission may adopt rules implementing the provisions of 11 this section, including rules that determine whether filing under this 12 section satisfies the filing requirements under other provisions of 13 this chapter and chapter 42.17A RCW.
 - (2) Publicly financed candidates must report in accordance with rules adopted by the commission. A publicly financed candidate who revokes his or her participation in the program, who ceases to be a candidate, or who loses an election must file a final report with the commission and return any unspent disbursements received from the election reform fund. judicial act In developing reporting requirements for publicly financed candidates, the commission must use existing campaign reporting procedures when determined practicable by the commission.
 - (3) Any person who fails to report a contribution or expenditure as required by this section is subject to a civil penalty equal to the contribution or expenditure not reported.
- 26 (4) The commission must ensure prompt public access to the reports received under this section.
- NEW SECTION. Sec. 13. DISQUALIFICATION FROM PROGRAM. If the commission finds that a publicly financed candidate or the publicly financed candidate's committee is accepting or expending money outside the provisions of section 4 of this act, the candidate is disqualified from the program, is subject to a civil penalty under RCW 42.17A.750, and must return all money received from the judicial election reform act fund.
- 35 <u>NEW SECTION.</u> **Sec. 14.** IMPLEMENTATION AND ENFORCEMENT DUTIES. In implementing the provisions of this chapter, the commission shall:

1 (1) Prescribe forms for reports, statements, notices, and other 2 documents as required by this chapter;

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- (2) Prepare and publish instructions to facilitate compliance with this chapter and explaining the duties of persons and committees under this chapter;
- (3) Adopt rules to carry out the policies of this chapter. These rules are not subject to the time restrictions of RCW 42.17A.110; and
- 8 (4) Enforce the provisions of this chapter, ensure that money 9 transferred from the judicial election reform act fund into the account 10 of an authorized committee of a publicly financed candidate is spent as 11 specified, and monitor reports filed and financial records of 12 candidates as needed.
- NEW SECTION. Sec. 15. EXPEDITED ADMINISTRATIVE REVIEW. (1) The commission shall develop an expedited administrative review process that is not subject to the adjudicative proceedings of chapter 34.05 RCW. However, commission findings are subject to judicial review under RCW 34.05.570(4).
- 18 (2) Candidates and potential candidates whom the commission finds 19 ineligible to participate in the program may seek expedited 20 administrative review of commission decisions.
- 21 (3) In an expedited administrative review process, the commission 22 shall issue a final decision no more than five calendar days after 23 review is requested.
 - (4) The commission may adopt rules to implement this section.
- (5) Any petition for judicial review of a final decision in an expedited administrative review must be filed within five calendar days of the final decision. In any judicial review, the court may not grant a stay or temporary relief unless it finds the conditions specified in RCW 34.05.550(3) (a), (b), and (c).
- NEW SECTION. Sec. 16. The commission may not offer the program in this chapter until one million dollars is in the judicial election reform act fund.
- 33 <u>NEW SECTION.</u> **Sec. 17.** The commission may solicit and accept 34 gifts, grants, conveyances, bequests, and devises of real or personal 35 property, or both, in trust or otherwise, and sell, lease, exchange,

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- 1 invest, or expend these donations or the proceeds, rents, profits, and
- 2 income from the donations except as limited by the donor's terms.
- 3 Moneys received under this section must be deposited into the judicial
- 4 election reform act fund established in section 3 of this act and may
- 5 only be used for the purposes of sections 1 through 15 of this act.
- NEW SECTION. Sec. 18. The commission must report to the governor and to the appropriate committees of the legislature in January of even-numbered years on the effectiveness of the judicial election reform act once the program is offered.
- 10 **Sec. 19.** RCW 42.17A.750 and 2010 c 204 s 1001 are each amended to 11 read as follows:

One or more of the following civil remedies and sanctions may be imposed by court order in addition to any other remedies provided by law:

- (1) If the court finds that the violation of any provision of this chapter by any candidate or political committee probably affected the outcome of any election, the result of that election may be held void and a special election held within sixty days of the finding. Any action to void an election shall be commenced within one year of the date of the election in question. It is intended that this remedy be imposed freely in all appropriate cases to protect the right of the electorate to an informed and knowledgeable vote.
- (2) If any lobbyist or sponsor of any grass roots lobbying campaign violates any of the provisions of this chapter, his or her registration may be revoked or suspended and he or she may be enjoined from receiving compensation or making expenditures for lobbying. However, the imposition of a sanction shall not excuse the lobbyist from filing statements and reports required by this chapter.
- (3) A person who violates any of the provisions of this chapter may be subject to a civil penalty of not more than ten thousand dollars for each violation. However, a person or entity who violates RCW 42.17A.405 or 42.17A.410 may be subject to a civil penalty of ten thousand dollars or three times the amount of the contribution illegally made or accepted, whichever is greater.
- 35 (4) A person who fails to file a properly completed statement or

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report within the time required by this chapter may be subject to a civil penalty of ten dollars per day for each day each delinquency continues.

- (5) A person who fails to report a contribution or expenditure as required by this chapter may be subject to a civil penalty equivalent to the amount not reported as required.
- (6) The court may enjoin any person to prevent the doing of any act herein prohibited, or to compel the performance of any act required herein.
- (7)(a) The civil penalty for a violation of a contribution or expenditure limit established under section 4 of this act by or on behalf of a publicly financed candidate is ten times the amount by which the expenditures or contributions exceed the applicable limit. If the violation occurs within five days of an election, the civil penalty is twenty times the amount by which the expenditures or contributions exceed the applicable limit. A publicly financed candidate found to have knowingly committed a violation of the expenditure or contribution limits under section 4 of this act must pay the applicable fines, surrender all money in the candidate's authorized committee account to the judicial election reform act fund, and will cease to be a publicly financed candidate.
 - (b) In addition to any other penalties imposed by law, the civil penalty for a violation by or on behalf of a publicly financed candidate of a reporting requirement imposed by this chapter is one hundred dollars per day. A civil penalty imposed under this subsection (7)(b) may not exceed twice the amount of expenditures or contributions not reported in a timely manner. The candidate and the candidate's authorized committee are jointly and severally responsible for a civil penalty imposed under this subsection.
 - (c) The civil penalty for a violation of the revocation requirement imposed by section 10 of this act is one thousand dollars per day for each day past the period allowed for a timely revocation.
- (d) The civil penalty for a violation of the reporting provisions in section 12 of this act is equal to the amount not reported, less self-contributed funds.
- (e) All civil penalties collected under this subsection must be
 deposited into the judicial election reform act fund.

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Sec. 20. RCW 3.62.060 and 2009 c 572 s 1 and 2009 c 372 s 1 are each reenacted and amended to read as follows:

Clerks of the district courts shall collect the following fees for their official services:

- (1) In any civil action commenced before or transferred to a district court, the plaintiff shall, at the time of such commencement or transfer, pay to such court a filing fee of forty-three dollars plus any surcharge authorized by RCW 7.75.035. Any party filing a counterclaim, cross-claim, or third-party claim in such action shall pay to the court a filing fee of forty-three dollars plus any surcharge authorized by RCW 7.75.035. No party shall be compelled to pay to the court any other fees or charges up to and including the rendition of judgment in the action other than those listed.
- 14 (2) For issuing a writ of garnishment or other writ, or for filing 15 an attorney issued writ of garnishment, a fee of twelve dollars.
 - (3) For filing a supplemental proceeding a fee of twenty dollars.
 - (4) For demanding a jury in a civil case a fee of one hundred twenty-five dollars to be paid by the person demanding a jury.
- 19 (5) For preparing a transcript of a judgment a fee of twenty 20 dollars.
 - (6) For certifying any document on file or of record in the clerk's office a fee of five dollars.
 - (7) At the option of the district court:

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- (a) For preparing a certified copy of an instrument on file or of record in the clerk's office, for the first page or portion of the first page, a fee of five dollars, and for each additional page or portion of a page, a fee of one dollar;
- (b) For authenticating or exemplifying an instrument, a fee of two dollars for each additional seal affixed;
- (c) For preparing a copy of an instrument on file or of record in the clerk's office without a seal, a fee of fifty cents per page;
 - (d) When copying a document without a seal or file that is in an electronic format, a fee of twenty-five cents per page;
- (e) For copies made on a compact disc, an additional fee of twenty dollars for each compact disc.
- 36 (8) For preparing the record of a case for appeal to superior court 37 a fee of forty dollars including any costs of tape duplication as

1 governed by the rules of appeal for courts of limited jurisdiction 2 (RALJ).

- (9) At the option of the district court, for clerk's services such as processing ex parte orders, performing historical searches, compiling statistical reports, and conducting exceptional record searches, a fee not to exceed twenty dollars per hour or portion of an hour.
- (10) For duplication of part or all of the electronic recording of a proceeding ten dollars per tape or other electronic storage medium.
 - (11) For filing any abstract of judgment or transcript of judgment from a municipal court or municipal department of a district court organized under the laws of this state a fee of forty-three dollars.
 - (12) At the option of the district court, a service fee of up to three dollars for the first page and one dollar for each additional page for receiving faxed documents, pursuant to Washington state rules of court, general rule 17.
 - (13) Until July 1, 2011, in addition to the fees required by subsection (1) of this section, clerks of the district courts shall collect a surcharge of twenty dollars on all fees required by subsection (1) of this section, which shall be remitted to the state treasurer for deposit in the judicial stabilization trust account. This surcharge is not subject to the division and remittance requirements of RCW 3.62.020.
 - (14) Effective July 1, 2012, in addition to the fees required by subsection (1) of this section, clerks of the district courts shall collect a judicial integrity surcharge of three dollars on all fees required by subsection (1) of this section, which shall be remitted to the state treasurer for deposit in the judicial election reform act fund created in section 3 of this act. This surcharge is not subject to the division and remittance requirements of RCW 3.62.020.
- The fees or charges imposed under this section shall be allowed as court costs whenever a judgment for costs is awarded.
- 33 <u>NEW SECTION.</u> **Sec. 21.** A new section is added to chapter 36.18 RCW to read as follows:
- Effective July 1, 2012, a three-dollar judicial integrity surcharge shall be added to each of the fees in RCW 36.18.012 except for the fees in RCW 36.18.012(10), 36.18.016, and 36.18.020, that must be remitted

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- 1 to the state treasurer for deposit in the judicial election reform act
- 2 fund created in section 3 of this act. Surcharges collected under this
- 3 section are not subject to the division and remittance requirements of
- 4 RCW 36.18.025 or 27.24.070 and no surcharge under this section may be
- 5 applied to any fee which, before applying other surcharges, is less
- 6 than twenty dollars.
- 7 NEW SECTION. Sec. 22. This chapter may be known and cited as the
- 8 judicial election reform act.
- 9 <u>NEW SECTION.</u> **Sec. 23.** This act shall be liberally construed to
- 10 effectuate its purposes and policies.
- 11 NEW SECTION. Sec. 24. Sections 1 through 18, 22, and 23 of this
- 12 act constitute a new chapter in Title 42 RCW.
- 13 <u>NEW SECTION.</u> **Sec. 25.** If any provision of this act or its
- 14 application to any person or circumstance is held invalid, the
- 15 remainder of the act or the application of the provision to other
- 16 persons or circumstances is not affected.
- 17 NEW SECTION. Sec. 26. If the people ratify this act as provided
- in section 27 of this act, this act takes effect January 1, 2012.
- 19 <u>NEW SECTION.</u> **Sec. 27.** (1) The secretary of state shall submit
- 20 this act to the people for their adoption and ratification, or
- 21 rejection, at the next general election to be held in this state, in
- 22 accordance with Article II, section 1 of the state Constitution and the
- 23 laws adopted to facilitate its operation.
- 24 (2) If the people ratify this act as specified in subsection (1) of
- 25 this section, revenues generated shall be spent as detailed in this
- 26 act.
- 27 (3) Pursuant to RCW 29A.72.050(6), the statement of subject and
- 28 concise description for the ballot title shall read: "The legislature
- 29 has passed House Bill No. ...(this act), concerning public funding for
- 30 supreme court campaigns. This bill would establish a voluntary public

funding program for candidates for supreme court justice."

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