

BEFORE THE COMMISSIONER OF
POLITICAL PRACTICES OF THE STATE OF MONTANA

Bondy v. Corrigan No. COPP 2021-CFP-003	FINDING OF SUFFICIENT FACTS TO SUPPORT A CAMPAIGN PRACTICE ACT VIOLATION
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On April 5, 2021, Lloyd Bondy of Lakeside, Montana, filed a campaign practices complaint against Sue Corrigan. The complaint alleges that the respondent failed to properly register as a candidate with the COPP despite participating as a candidate for election in both a past school trustee election as well as the current 2021 school trustee election.

SUBSTANTIVE ISSUES ADDRESSED

The proper and timely filing as a candidate with the Commissioner of Political Practices office.

FINDINGS OF FACT

The foundational facts necessary for this Decision are as follows:

Finding of Fact No. 1: Sue Corrigan is a current member of the Kalispell School District #5 Board of Education.¹ Corrigan did not file a C-1A Statement of Candidate as a candidate for a school trustee position in a 2021 election with the COPP prior to the filing of this complaint. (Commissioner's Records.)

¹ <https://www.sd5.k12.mt.us/Board/Members/11>

Finding of Fact No. 2: On May 7, 2019, Kalispell School District #5 held a school trustee election.² (Commissioner's Records.)

Finding of Fact No. 3: On April 7, 2021, Kalispell School District #5's Director of Business Services Gwyn Anderson emailed the COPP a copy of a Declaration and Oath of Candidacy for Trustee Candidates signed by Sue Corrigan and dated March 28, 2019, signaling her participation as a candidate in the Kalispell School District's May 7, 2019, school trustee election. A copy of a hard copy (paper) C-1A signed by candidate Corrigan was also included. While the C-1A was signed and dated March 28, 2019, it was not provided to the COPP by candidate Corrigan at that time. Finally, the email included a copy of a Certificate of Election of Trustee issued May 14, 2019 stating that candidate Corrigan "was duly elected to fill the office of Trustee" (Commissioner's Records).

On May 6, 2019, Sue Corrigan filed a C-1A Statement of Candidate as a candidate for election to a school trustee position in Kalispell School District #5's May 7, 2019, election with the COPP. The C-1A was signed and dated March 28, 2019. (Commissioner's Records.)

Finding of Fact No. 4: Kalispell School District #5 did not provide the COPP with a list of candidates who had registered to participate in the May 7, 2019, election at any time prior to the completion of that election, nor a list of winning candidates after the completion of that election. (Commissioner's Records.)

Finding of Fact No. 5: Kalispell School District #5 will hold a school trustee election on May 4, 2021. On April 2, 2021, Kalispell School District #5's Director of Business Services Gwyn Anderson notified COPP that Sue Corrigan had registered with the school district as a candidate for election to the Board in the 2021 election. On April 12, 2021, Gwyn Anderson emailed the COPP a copy of a Declaration and Oath of Candidacy for Trustee Candidates signed by Sue Corrigan and dated January 29, 2021, signaling her participation as a candidate in the Kalispell School District's May 4, 2021 school trustee election. (Commissioner's Records.)

Finding of Fact No. 6: On April 5, 2021, Sue Corrigan filed a C-1A Statement of Candidate as a candidate for election to a school trustee position in Kalispell School District #5's May 4, 2021, election with the COPP. (Commissioner's Records.)

²https://www.sd5.k12.mt.us/docs/district/new%20information/notice%20of%20absentee%20ballot%20counting_wordform.pdf?id=11152

Finding of Fact No. 7: On April 7, 2021, Kalispell School District #5 Director of Business Services Gwyn Andersen contacted the COPP via email. The email reads:

I am in need of some clarification on the campaign practices as they relate to school district trustees.

As I stated in an earlier email, in the past I have printed the C1a form and ask the candidates to complete it and return it to me so that I knew they had done the paperwork. I then sent them on to the commissioner of political practices office in one mailing.

In the cases of the election being cancelled, because there was only one candidate for each open seat I did not send the paperwork on to the COPP office, because the election was cancelled. No election, no campaign, no campaign finance reports. That may have been my error.

Now of course it is an electronic only process. Going forward should I be advising them to complete that information even though the election has been cancelled?

Thank you for your guidance.

(Commissioner's Records.)

DISCUSSION

2021 Trustee election

The first allegation raised by this complaint alleges Sue Corrigan failed to register with the COPP as candidate for a 2021 school trustee election.

Mont. Code Ann. §13-37-201 requires that candidates seeking election to public office register as such with the COPP “within 5 days after becoming a candidate”. While some school trustee candidates are exempted from this requirement under Mont. Code Ann. §13-37-206(1), Kalispell School District #5 is not among the exempted districts. School trustee candidates in Kalispell

School District #5 need to register as a candidate with the COPP under applicable Montana campaign finance law.

In this matter, Kalispell School District #5 confirmed that Sue Corrigan registered with the school district as candidates for election to a school trustee election³ position on January 29, 2021 (FOF No. 5). By filing a “declaration” of candidacy with Kalispell School District #5 for its 2021 school trustee election, Sue Corrigan became a 2021 candidate, Mont. Code Ann. §13-1-101(8) and would need to file a Statement of Candidate with the COPP no later than February 3, 2021.

Candidate Corrigan had not registered as a candidate with the COPP as of April 5, 2021, the date this complaint was received (FOF No. 1). Candidate Corrigan’s failure to timely file a Statement of Candidate is a violation of statutory requirements of Mont. Code Ann. §13-37-201.

Sufficiency Finding No. 1: Candidate Corrigan failed to file her Statement of Candidate with the COPP within 5 days of becoming a 2021 candidate for Kalispell School District #5 Trustee as required by Montana law.

The Commissioner notes the candidate did file a C-1A Statement of Candidate with the COPP indicating her candidacy for a 2021 school trustee position on April 5, 2021 (FOF No. 6).

2019 Trustee Election

The complaint additionally alleges that candidate Corrigan failed to properly register as a candidate with the COPP in a past trustee election.

³ Kalispell School District #5 candidate registration for the May 5, 2021, school trustee election closed on March 25, 2021.

Sue Corrigan became a candidate in the Kalispell School District's May 7, 2019, school trustee election on March 28, 2019, by filing a Declaration and Oath of Candidacy for Trustee Candidates with the school district (FOF No. 3). Candidate Corrigan did file a C-1A Statement of Candidate with the COPP disclosing this candidacy on May 6, 2019 (FOF No. 3). COPP would note that candidate Corrigan did not file her C-1A "within 5 days" of becoming a candidate, a violation of Mont. Code Ann. §13-37-201. Candidate Corrigan failed to timely register as a candidate with the COPP for a 2019 election in which she had participated as a candidate.

Sufficiency Finding No. 2: Candidate Corrigan failed to timely file her Statement of Candidate with the COPP within 5 days of becoming a 2019 candidate for Kalispell School District #5 Trustee as required by Montana law.

The Commissioner finds candidate Corrigan failed to timely file a C-1A Statement of Candidate with the COPP indicating her candidacy for a 2019 school trustee position, a Montana campaign practices violation. The Commissioner notes candidate Corrigan filed her 2019 Statement of Candidate on May 6, 2019, one day prior to the election.

After the completion of the election in which she had participated in, candidate Wilson was issued a Certificate of Election of Trustee by Kalispell School District #5, indicating that she had been "duly elected to fill the office of Trustee" (FOF No. 3).

At no time was the COPP notified that candidate Corrigan had registered as a candidate for election to a school trustee position with the Kalispell School District #5 in 2019. Had the COPP been made aware of the candidacy, the

agency would have contacted the individual immediately to notify of their requirement to register on forms filed with the COPP and provide any necessary assistance in completing this process, as it routinely does with all candidates. The COPP cannot contact local candidates it does not know have become candidates under Montana campaign finance law; as noted above, COPP was never notified as to any candidate registrations for election to a school trustee position in Kalispell School District's 2019 trustee election.

Ultimate responsibility in meeting the requirements of Mont. Code Ann. §13-37-201, falls on the candidate, not the COPP or any other entity or agency which the candidate interacts with. Like any other candidate, school trustee candidates assume all responsibility for complying with applicable Montana campaign finance law regardless of what contact (if any) the candidate has with COPP staff.

DECISION

The Commissioner has limited discretion when making the determination as to an unlawful campaign practice. First, the Commissioner “shall investigate” any alleged violation of campaign practices law. Mont. Code Ann. § 13-37-111(2)(a). The mandate to investigate is followed by a mandate to take action; where there is “sufficient evidence” of a violation the Commissioner must (“shall notify,” *see id.*, at § 13-37-124) initiate consideration for prosecution.

Second, having been charged to make a decision, the Commissioner must follow substantive law applicable to a particular campaign practice

decision. This Commissioner, having been charged to investigate and decide, hereby determines that there is sufficient evidence to show that candidate Corrigan violated Montana's campaign practice laws, including, but not limited to the laws set out in the Decision. Having determined that sufficient evidence of a campaign practice violation exists, the next step is to determine whether there are circumstances or explanations that may affect prosecution of the violation and/or the amount of the fine.

The failure to fully and timely report and disclose cannot generally be excused by oversight or ignorance. Excusable neglect cannot be applied to oversight or ignorance of the law as it relates to failures to file and report. *See Matters of Vincent*, Nos. COPP-2013-CFP-006, 009 (discussing excusable neglect principles). Likewise, the Commissioner does not normally accept that failures to file or report be excused as *de minimis*. *Id.* (discussing *de minimis* principles).

Because there is a finding of violation and a determination that *de minimis* and excusable neglect theories are not applicable to the above Sufficiency Findings, a civil fine is justified. Mont. Code Ann. § 13-37-124. The Commissioner hereby issues a "sufficient evidence" Finding and Decision justifying a civil fine or civil prosecution of candidate Corrigan. Because of the nature of the violation, this matter is referred to the County Attorney of Lewis and Clark County for his consideration as to prosecution. *Id.*, at (1). Should the County Attorney waive the right to prosecute (*id.*, at (2)) or fail to prosecute

within 30 days (*id.*, at (1)) this Matter returns to this Commissioner for possible prosecution.

Most of the Matters decided by a Commissioner and referred to the County Attorney are waived back to the Commissioner for his further consideration. Assuming that the Matter is waived back, this Finding and Decision does not necessarily lead to civil prosecution as the Commissioner has discretion (“may then initiate” *see id.*) in regard to a legal action. Instead, most of the Matters decided by a Commissioner are resolved by payment of a negotiated fine. In setting that fine the Commissioner will consider matters affecting mitigation, including the cooperation in correcting the issue when the matter was raised in the Complaint.

While it is expected that a fine amount can be negotiated and paid, in the event that a fine is not negotiated and the Matter resolved, the Commissioner retains statutory authority to bring a complaint in district court against any person who intentionally or negligently violates any requirement of campaign practice law, including those of Mont. Code Ann. § 13-37-201. *See id.*, at § 13-37-128. Full due process is provided to the alleged violator because the district court will consider the matter *de novo*.

DATED this 14th day of April 2021.

Jeffrey A. Mangan
Commissioner of Political Practices
Of the State of Montana
P.O. Box 202401
1209 8th Avenue

Helena, MT 59620
Phone: (406)-444-3919

CERTIFICATE OF ELECTION OF TRUSTEE

THIS IS TO CERTIFY that at the Annual School Election of the **KALISPELL ELEMENTARY** District No. 5, Flathead County, Montana, held on the **7th day of May, 2019**, **SUE CORRIGAN** was duly elected to fill the office of Trustee for the term of **TWO (2)** years, beginning on the **14th day of May, 2019**, and ending at the trustee organizational meeting in **May, 2021**, or until a successor has been elected or appointed and has been qualified.

ISSUED THIS **14th day of May, 2019**.

Board Chair: **LANCE ISAAK**

Board Chair Signature: 

District Clerk: **GWYN ANDERSEN**

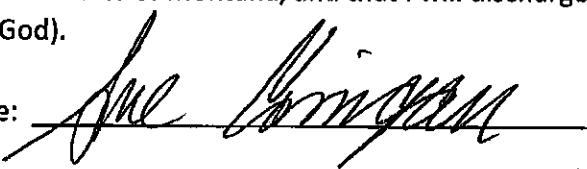
District Clerk Signature: 

School District No. 5, Flathead County, Montana

File the following oath of office with the county superintendent within fifteen (15) days of your receipt of this Certificate of Election. Upon completion of taking and filing the oath of office you will have the rights and obligations of a Trustee of the School Board pursuant to Montana law and in accordance with 20-3-324, MCA. You will hold this position until your successor has been qualified.

OATH OF OFFICE

I do solemnly swear (or affirm) that I will support, protect, and defend the Constitution of the United States, and the Constitution of the State of Montana, and that I will discharge the duties of my office with fidelity (so help me God).

Signature of Newly Appointed Trustee: 

Printed Name of Newly Appointed Trustee: SUE CORRIGAN

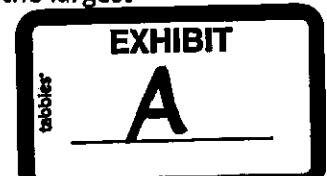
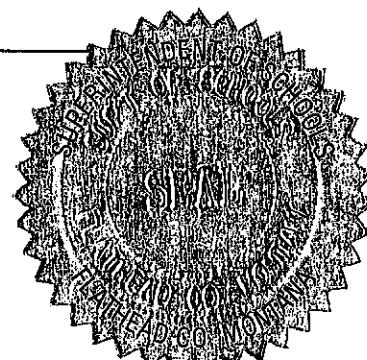
Signed and sworn to before me this **14TH day of MAY, 2019**.

Jack Eggensperger
Signature of County Superintendent

JACK EGGENSPERGER

Printed Name of County Superintendent

Canvassed results must be published once in a newspaper that will give notice to the largest number of people of the district. 20-20-416, MCA.



DECLARATION OF INTENT AND OATH OF CANDIDACY FOR TRUSTEE CANDIDATES

To the School District Clerk/Election Administrator of School District No. 5, Flathead County, State of Montana:

Filing for the office of School District Trustee: For a 2-year term at the Annual Regular School District Election to be held on the 7th day of May, 2019.

Candidate Name (Print): Sue Corrigan

Mailing address: 528 1st Ave. E.

City and State: Kalispell, MT Zip Code: 59901

Residence address: 528 1st Ave. E.

City and State: Kalispell, MT Zip Code: 59901

Contact Phone: (406) 253-5362 Email Address: suec@cyberport.net

I hereby affirm that I possess, or will possess, within the constitutional and statutory deadlines, the qualifications prescribed by the Constitution and law of the United States and the State of Montana.

DATED this 28 day of March, 20 19

Sue Corrigan
(Signature of Candidate)

Candidate must sign and acknowledge this Declaration of Intent before a Notary Public, if mailed, or before the Election Administrator or Deputy, if delivered in person.

State of Montana, County of Flathead

Signed and sworn to before me this 28th day of March, 20 19, by Sue Corrigan
Printed Name of Candidate

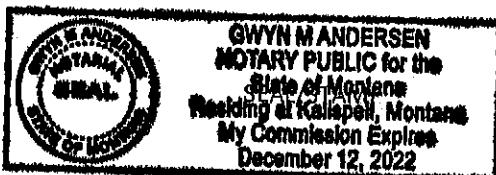
Gwyn M. Andersen
Signature of Notary or Public Official

Printed name of Notary or Public Official

Notary Public for the State of Montana

Residing at: _____

My Commission Expires: _____, 20 _____



DECLARATION OF INTENT AND OATH OF CANDIDACY FOR TRUSTEE CANDIDATES

Candidate Name (Print):

Sue Corrigan

This Declaration of Intent for a trustee position must be submitted to the school district clerk/election administrator no later than 40 days before the election. **20-3-305, MCA**

Pursuant to **13-37-206, MCA**, all candidates for trustee positions in first-class districts located in counties with populations of 15,000 or more OR in county high school districts having student enrollments of 2,000 or more must report their campaign finance activities to the Montana Commissioner of Political Practices. Current forms are available at:

<http://politicalpractices.mt.gov/5campaignfinance/candidateinfo.mcpx>.

Please return this form to:

Name of Election Official: Gwyn M. Andersen

Representing: Kalispell Public Schools

Address: 233 1st Ave East

City, State, Zip Kalispell, MT 59901

Fax: (406) 751-3425

Email: anderseng@sd5.k12.mt.us

THE STATE OF MONTANA

COMMISSIONER OF POLITICAL PRACTICES
 1209 Eighth Avenue
 Post Office Box 202401
 Helena, MT 59620-2401
 TELEPHONE: 406-444-2942
 FAX NUMBER: 406-444-1643
 WEBSITE: www.politicalpractices.mt.gov

FOR OFFICE USE ONLY
 Date Received and Postmark Date

Form C-1-A (Revised 01/18)

Statement of Candidate

TO BE FILED by CANDIDATE for COUNTY, MUNICIPAL or SCHOOL OFFICE

ORIGINAL FILING AMENDED FILING

TYPE OR PRINT IN INK ALL INFORMATION WITH EXCEPTION OF SIGNATURE

FULL NAME OF CANDIDATE

Sue R. Corriigan

COMPLETE DESCRIPTION OF OFFICE SOUGHT

Kalispell Elementary School Dist 5
Board of Trustees

PARTY AFFILIATION, if any

COUNTY OF RESIDENCE

Flathead

COMPLETE MAILING ADDRESS

528 1st Ave - E, Kalispell, MT 59901

(Including City, State, Zip Code)

COMPLETE STREET ADDRESS

528 1st Ave - E, Kalispell, MT 59901

(Including City, State, Zip Code)

E-Mail Address (Please Print)

(406) 253-5362

Home Telephone Number

(406) 752-5362

Facsimile Number

FULL NAME OF CAMPAIGN TREASURER

Sue Corriigan

(Must be registered to vote in Montana)

COMPLETE MAILING ADDRESS

528 1st Ave - E, Kalispell, MT 59901

(Including City, State, Zip Code)

COMPLETE STREET ADDRESS

528 1st Ave - E, Kalispell, MT 59901

(Including City, State, Zip Code)

E-Mail Address (Please Print)

(406) 253-5362

Home Telephone Number

Work Telephone Number

Facsimile Number

FULL NAME OF DEPUTY TREASURER, if any

NA

(Must be registered to vote in Montana)

COMPLETE MAILING ADDRESS

(Including City, State, Zip Code)

E-Mail Address (Please Print)

Home Telephone Number

Work Telephone Number

Facsimile Number

CAMPAIGN ACCOUNT INFORMATION

FULL NAME OF BANK

Three Rivers Bank

COMPLETE ADDRESS

(Including City, State, Zip Code)

AFFIDAVIT OF REPORTING STATUS (Check one) a treasurer and bank must be designated.

B I certify that I expect the total amount of contributions or expenditures will not exceed \$500 (including personal funds); however, if more than \$500 is received and/or expended, within 5 days of reaching this threshold I will file an initial financial report (form C-5) and I will file additional financial reports according to schedule.

C I expect to receive contributions and/or make expenditures exceeding \$500 (including personal funds). I will file an initial financial report (form C-5) according to schedule.

CERTIFICATION: I declare under penalty of perjury and under the laws of the state of Montana that the foregoing is true, complete and correct.

Candidate's Signature

28 March 2019

Date

THE STATE OF MONTANA

COMMISSIONER OF POLITICAL PRACTICES
 1209 Eighth Avenue
 Post Office Box 202401
 Helena, MT 59620-2401
 TELEPHONE: 406-444-2942
 FAX NUMBER: 406-444-1643
 WEBSITE: www.politicalpractices.mt.gov

FOR OFFICE USE ONLY

Date Received and Postmark Date

RECEIVED

10 MAY - 6 P 2:46

COMMISSIONER OF
POLITICAL PRACTICES

Form C-1-A (Revised 01/18)

Statement of Candidate

TO BE FILED by CANDIDATE for COUNTY, MUNICIPAL or SCHOOL OFFICE

ORIGINAL FILING AMENDED FILING

TYPE OR PRINT IN INK ALL INFORMATION WITH EXCEPTION OF SIGNATURE

<p>FULL NAME OF CANDIDATE <u>Sue R. Corrigan</u></p> <p>COMPLETE DESCRIPTION OF OFFICE SOUGHT <u>Kalispell Elementary School Dist 5 Board of Trustee</u></p> <p>PARTY AFFILIATION, if any _____ COUNTY OF RESIDENCE <u>Flathead</u></p> <p>COMPLETE MAILING ADDRESS <u>528 1st Ave - E, Kalispell, MT 59901</u> <small>(Including City, State, Zip Code)</small></p> <p>COMPLETE STREET ADDRESS <u>528 1st Ave - E, Kalispell, MT 59901</u> <small>(Including City, State, Zip Code)</small></p> <p>E-Mail Address (Please Print) <u>SueC@cyberport.net</u> Home Telephone Number <u>(406) 253-5362</u> Work Telephone Number <u>—</u> Facsimile Number <u>(406) 752-5362</u></p>			
<p>FULL NAME OF CAMPAIGN TREASURER <u>Sue Corrigan</u> <small>(Must be registered to vote in Montana)</small></p> <p>COMPLETE MAILING ADDRESS <u>528 1st Ave. E., Kalispell, MT 59901</u> <small>(Including City, State, Zip Code)</small></p> <p>COMPLETE STREET ADDRESS <u>528 1st Ave. E., Kalispell, MT 59901</u> <small>(Including City, State, Zip Code)</small></p> <p>E-Mail Address (Please Print) <u>SueC@cyberport.net</u> Home Telephone Number <u>(406) 253-5362</u> Work Telephone Number <u>—</u> Facsimile Number <u>—</u></p>			
<p>FULL NAME OF DEPUTY TREASURER, if any <u>NA</u> <small>(Must be registered to vote in Montana)</small></p> <p>COMPLETE MAILING ADDRESS <u>—</u> <small>(Including City, State, Zip Code)</small></p> <p>E-Mail Address (Please Print) <u>—</u> Home Telephone Number <u>—</u> Work Telephone Number <u>—</u> Facsimile Number <u>—</u></p>			
<p>CAMPAIGN ACCOUNT INFORMATION</p> <p>FULL NAME OF BANK <u>Three Rivers Bank</u></p> <p>COMPLETE ADDRESS <u>—</u> <small>(Including City, State, Zip Code)</small></p>			
<p>AFFIDAVIT OF REPORTING STATUS (Check one) a <u>treasurer and bank must be designated.</u></p> <p>B <input checked="" type="checkbox"/> I certify that I expect the total amount of contributions or expenditures will not exceed \$500 (including personal funds); however, if more than \$500 is received and/or expended, within 5 days of reaching this threshold I will file an initial financial report (form C-5) and I will file additional financial reports according to schedule.</p> <p>C <input type="checkbox"/> I expect to receive contributions and/or make expenditures exceeding \$500 (including personal funds). I will file an initial financial report (form C-5) according to schedule.</p>			
<p>CERTIFICATION: I declare under penalty of perjury and under the laws of the state of Montana that the foregoing is true, complete and correct.</p> <p><u>Sue Corrigan</u> <small>Candidate's Signature</small></p> <p><u>28 March 2019</u> <small>Date</small></p>			