H-3904.1		

HOUSE BILL 2570

61st Legislature

2010 Regular Session

By Representatives Simpson and Chase

State of Washington

Prefiled 01/06/10. Read first time 01/11/10. Referred to Committee on State Government & Tribal Affairs.

1 AN ACT Relating to protecting the integrity of the initiative and referendum process; amending RCW 42.17.020 and 42.17.240; adding a new 2. section to chapter 29A.72 RCW; adding new sections to chapter 42.17 3

RCW; and creating a new section.

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

<u>NEW SECTION.</u> **Sec. 1.** (1) The legislature finds: 6

- (a) The initiative and referendum process is a valued right for the people of Washington. It provides citizens with the opportunity to collect signatures on a proposal, place it on the ballot, have their fellow citizens vote on it, and see it become law.
- (b) Passing laws in Washington is done in the legislature or by initiative and referendum. Upon taking office, legislators swear to uphold the Constitution, are required to file financial disclosure reports, must recuse themselves from acting on bills where there is a conflict, take required ethics classes, abide by limits on gifts, and receive a salary recommended by the salary commission. Sponsors of initiatives or referenda seeking to also pass laws that apply to Washington residents are not required to follow any of these provisions.

- 1 (2) It is the intent of the legislature to limit the making of laws 2 from being a profit-making activity for those engaged in putting 3 initiatives and referenda on the ballot, to require transparency with 4 financial disclosure, to limit conflicts of interest with gift 5 restrictions, and to require that petition sponsors swear to uphold the 6 Constitution.
- 7 **Sec. 2.** RCW 42.17.020 and 2008 c 6 s 201 are each amended to read 8 as follows:
- 9 The definitions in this section apply throughout this chapter 10 unless the context clearly requires otherwise.
- 11 (1) "Actual malice" means to act with knowledge of falsity or with 12 reckless disregard as to truth or falsity.
- 13 (2) "Agency" includes all state agencies and all local agencies.
 14 "State agency" includes every state office, department, division,
 15 bureau, board, commission, or other state agency. "Local agency"
 16 includes every county, city, town, municipal corporation, quasi17 municipal corporation, or special purpose district, or any office,
 18 department, division, bureau, board, commission, or agency thereof, or
 19 other local public agency.
 - (3) "Authorized committee" means the political committee authorized by a candidate, or by the public official against whom recall charges have been filed, to accept contributions or make expenditures on behalf of the candidate or public official.
 - (4) "Ballot proposition" means any "measure" as defined by RCW 29A.04.091, or any initiative, recall, or referendum proposition proposed to be submitted to the voters of the state or any municipal corporation, political subdivision, or other voting constituency from and after the time when the proposition has been initially filed with the appropriate election officer of that constituency prior to its circulation for signatures.
 - (5) "Benefit" means a commercial, proprietary, financial, economic, or monetary advantage, or the avoidance of a commercial, proprietary, financial, economic, or monetary disadvantage.
 - (6) "Bona fide political party" means:
- 35 (a) An organization that has filed a valid certificate of nomination with the secretary of state under chapter 29A.20 RCW;

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- (b) The governing body of the state organization of a major political party, as defined in RCW 29A.04.086, that is the body authorized by the charter or bylaws of the party to exercise authority on behalf of the state party; or
 - (c) The county central committee or legislative district committee of a major political party. There may be only one legislative district committee for each party in each legislative district.
 - (7) "Depository" means a bank designated by a candidate or political committee pursuant to RCW 42.17.050.
 - (8) "Treasurer" and "deputy treasurer" mean the individuals appointed by a candidate or political committee, pursuant to RCW 42.17.050, to perform the duties specified in that section.
 - (9) "Candidate" means any individual who seeks nomination for election or election to public office. An individual seeks nomination or election when he or she first:
 - (a) Receives contributions or makes expenditures or reserves space or facilities with intent to promote his or her candidacy for office;
 - (b) Announces publicly or files for office;

- (c) Purchases commercial advertising space or broadcast time to promote his or her candidacy; or
- (d) Gives his or her consent to another person to take on behalf of the individual any of the actions in (a) or (c) of this subsection.
- (10) "Caucus political committee" means a political committee organized and maintained by the members of a major political party in the state senate or state house of representatives.
- (11) "Commercial advertiser" means any person who sells the service of communicating messages or producing printed material for broadcast or distribution to the general public or segments of the general public whether through the use of newspapers, magazines, television and radio stations, billboard companies, direct mail advertising companies, printing companies, or otherwise.
 - (12) "Commission" means the agency established under RCW 42.17.350.
- 33 (13) "Compensation" unless the context requires a narrower meaning, 34 includes payment in any form for real or personal property or services 35 of any kind: PROVIDED, That for the purpose of compliance with RCW 36 42.17.241, the term "compensation" shall not include per diem 37 allowances or other payments made by a governmental entity to reimburse

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- a public official for expenses incurred while the official is engaged in the official business of the governmental entity.
 - (14) "Continuing political committee" means a political committee that is an organization of continuing existence not established in anticipation of any particular election campaign.
 - (15)(a) "Contribution" includes:

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- (i) A loan, gift, deposit, subscription, forgiveness of indebtedness, donation, advance, pledge, payment, transfer of funds between political committees, or anything of value, including personal and professional services for less than full consideration;
- (ii) An expenditure made by a person in cooperation, consultation, or concert with, or at the request or suggestion of, a candidate, a political committee, the person or persons named on the candidate's or committee's registration form who direct expenditures on behalf of the candidate or committee, or their agents;
- (iii) The financing by a person of the dissemination, distribution, or republication, in whole or in part, of broadcast, written, graphic, or other form of political advertising or electioneering communication prepared by a candidate, a political committee, or its authorized agent;
- (iv) Sums paid for tickets to fund-raising events such as dinners and parties, except for the actual cost of the consumables furnished at the event.
 - (b) "Contribution" does not include:
 - (i) Standard interest on money deposited in a political committee's account;
 - (ii) Ordinary home hospitality;
 - (iii) A contribution received by a candidate or political committee that is returned to the contributor within five business days of the date on which it is received by the candidate or political committee;
 - (iv) A news item, feature, commentary, or editorial in a regularly scheduled news medium that is of primary interest to the general public, that is in a news medium controlled by a person whose business is that news medium, and that is not controlled by a candidate or a political committee;
- 36 (v) An internal political communication primarily limited to the 37 members of or contributors to a political party organization or

political committee, or to the officers, management staff, or stockholders of a corporation or similar enterprise, or to the members of a labor organization or other membership organization;

- (vi) The rendering of personal services of the sort commonly performed by volunteer campaign workers, or incidental expenses personally incurred by volunteer campaign workers not in excess of fifty dollars personally paid for by the worker. "Volunteer services," for the purposes of this section, means services or labor for which the individual is not compensated by any person;
- (vii) Messages in the form of reader boards, banners, or yard or window signs displayed on a person's own property or property occupied by a person. However, a facility used for such political advertising for which a rental charge is normally made must be reported as an inkind contribution and counts towards any applicable contribution limit of the person providing the facility;
 - (viii) Legal or accounting services rendered to or on behalf of:
- (A) A political party or caucus political committee if the person paying for the services is the regular employer of the person rendering such services; or
- (B) A candidate or an authorized committee if the person paying for the services is the regular employer of the individual rendering the services and if the services are solely for the purpose of ensuring compliance with state election or public disclosure laws; or
- (ix) The performance of ministerial functions by a person on behalf of two or more candidates or political committees either as volunteer services defined in (b)(vi) of this subsection or for payment by the candidate or political committee for whom the services are performed as long as:
 - (A) The person performs solely ministerial functions;
- (B) A person who is paid by two or more candidates or political committees is identified by the candidates and political committees on whose behalf services are performed as part of their respective statements of organization under RCW 42.17.040; and
- (C) The person does not disclose, except as required by law, any information regarding a candidate's or committee's plans, projects, activities, or needs, or regarding a candidate's or committee's contributions or expenditures that is not already publicly available

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from campaign reports filed with the commission, or otherwise engage in activity that constitutes a contribution under (a)(ii) of this subsection.

A person who performs ministerial functions under this subsection (15)(b)(ix) is not considered an agent of the candidate or committee as long as he or she has no authority to authorize expenditures or make decisions on behalf of the candidate or committee.

- (c) Contributions other than money or its equivalent are deemed to have a monetary value equivalent to the fair market value of the contribution. Services or property or rights furnished at less than their fair market value for the purpose of assisting any candidate or political committee are deemed a contribution. Such a contribution must be reported as an in-kind contribution at its fair market value and counts towards any applicable contribution limit of the provider.
- (16) "Elected official" means any person elected at a general or special election to any public office, and any person appointed to fill a vacancy in any such office.
- (17) "Election" includes any primary, general, or special election for public office and any election in which a ballot proposition is submitted to the voters: PROVIDED, That an election in which the qualifications for voting include other than those requirements set forth in Article VI, section 1 (Amendment 63) of the Constitution of the state of Washington shall not be considered an election for purposes of this chapter.
- (18) "Election campaign" means any campaign in support of or in opposition to a candidate for election to public office and any campaign in support of, or in opposition to, a ballot proposition.
- (19) "Election cycle" means the period beginning on the first day of January after the date of the last previous general election for the office that the candidate seeks and ending on December 31st after the next election for the office. In the case of a special election to fill a vacancy in an office, "election cycle" means the period beginning on the day the vacancy occurs and ending on December 31st after the special election.
- 35 (20) "Electioneering communication" means any broadcast, cable, or 36 satellite television or radio transmission, United States postal 37 service mailing, billboard, newspaper, or periodical that:

- (a) Clearly identifies a candidate for a state, local, or judicial office either by specifically naming the candidate, or identifying the candidate without using the candidate's name;
- (b) Is broadcast, transmitted, mailed, erected, distributed, or otherwise published within sixty days before any election for that office in the jurisdiction in which the candidate is seeking election; and
- (c) Either alone, or in combination with one or more communications identifying the candidate by the same sponsor during the sixty days before an election, has a fair market value of five thousand dollars or more.
 - (21) "Electioneering communication" does not include:
- (a) Usual and customary advertising of a business owned by a candidate, even if the candidate is mentioned in the advertising when the candidate has been regularly mentioned in that advertising appearing at least twelve months preceding his or her becoming a candidate;
- (b) Advertising for candidate debates or forums when the advertising is paid for by or on behalf of the debate or forum sponsor, so long as two or more candidates for the same position have been invited to participate in the debate or forum;
- 22 (c) A news item, feature, commentary, or editorial in a regularly scheduled news medium that is:
 - (i) Of primary interest to the general public;
- 25 (ii) In a news medium controlled by a person whose business is that 26 news medium; and
- 27 (iii) Not a medium controlled by a candidate or a political 28 committee;
 - (d) Slate cards and sample ballots;

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- (e) Advertising for books, films, dissertations, or similar works
 (i) written by a candidate when the candidate entered into a contract
 for such publications or media at least twelve months before becoming
 a candidate, or (ii) written about a candidate;
 - (f) Public service announcements;
- 35 (g) A mailed internal political communication primarily limited to 36 the members of or contributors to a political party organization or 37 political committee, or to the officers, management staff, or

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stockholders of a corporation or similar enterprise, or to the members of a labor organization or other membership organization;

- (h) An expenditure by or contribution to the authorized committee of a candidate for state, local, or judicial office; or
- (i) Any other communication exempted by the commission through rule consistent with the intent of this chapter.
- (22) "Expenditure" includes a payment, contribution, subscription, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure. The term "expenditure" also includes a promise to pay, a payment, or a transfer of anything of value in exchange for goods, services, property, facilities, or anything of value for the purpose of assisting, benefiting, or honoring any public official or candidate, or assisting in furthering or opposing any election campaign. For the purposes of this chapter, agreements to make expenditures, contracts, and promises to pay may be reported as estimated obligations until actual payment is made. The term "expenditure" shall not include the partial or complete repayment by a candidate or political committee of the principal of a loan, the receipt of which loan has been properly reported.
- 21 (23) "Final report" means the report described as a final report in 22 RCW 42.17.080(2).
 - (24) "General election" for the purposes of RCW 42.17.640 means the election that results in the election of a person to a state office. It does not include a primary.
 - (25) "Gift," is as defined in RCW 42.52.010.
 - (26) "Immediate family" includes the spouse or domestic partner, dependent children, and other dependent relatives, if living in the household. For the purposes of RCW 42.17.640 through 42.17.790, "immediate family" means an individual's spouse or domestic partner, and child, stepchild, grandchild, parent, stepparent, grandparent, brother, half brother, sister, or half sister of the individual and the spouse or the domestic partner of any such person and a child, stepchild, grandchild, parent, stepparent, grandparent, brother, half brother, sister, or half sister of the individual's spouse or domestic partner and the spouse or the domestic partner of any such person.
- 37 (27) "Incumbent" means a person who is in present possession of an elected office.

(28) "Independent expenditure" means an expenditure that has each of the following elements:

- (a) It is made in support of or in opposition to a candidate for office by a person who is not (i) a candidate for that office, (ii) an authorized committee of that candidate for that office, (iii) a person who has received the candidate's encouragement or approval to make the expenditure, if the expenditure pays in whole or in part for political advertising supporting that candidate or promoting the defeat of any other candidate or candidates for that office, or (iv) a person with whom the candidate has collaborated for the purpose of making the expenditure, if the expenditure pays in whole or in part for political advertising supporting that candidate or promoting the defeat of any other candidate or candidates for that office;
- (b) The expenditure pays in whole or in part for political advertising that either specifically names the candidate supported or opposed, or clearly and beyond any doubt identifies the candidate without using the candidate's name; and
- (c) The expenditure, alone or in conjunction with another expenditure or other expenditures of the same person in support of or opposition to that candidate, has a value of five hundred dollars or more. A series of expenditures, each of which is under five hundred dollars, constitutes one independent expenditure if their cumulative value is five hundred dollars or more.
- (29)(a) "Intermediary" means an individual who transmits a contribution to a candidate or committee from another person unless the contribution is from the individual's employer, immediate family as defined for purposes of RCW 42.17.640 through 42.17.790, or an association to which the individual belongs.
- (b) A treasurer or a candidate is not an intermediary for purposes of the committee that the treasurer or candidate serves.
- (c) A professional fund-raiser is not an intermediary if the fund-raiser is compensated for fund-raising services at the usual and customary rate.
- (d) A volunteer hosting a fund-raising event at the individual's home is not an intermediary for purposes of that event.
- (30) "Legislation" means bills, resolutions, motions, amendments, nominations, and other matters pending or proposed in either house of the state legislature, and includes any other matter that may be the

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subject of action by either house or any committee of the legislature and all bills and resolutions that, having passed both houses, are pending approval by the governor.

- (31) "Lobby" and "lobbying" each mean attempting to influence the passage or defeat of any legislation by the legislature of the state of Washington, or the adoption or rejection of any rule, standard, rate, or other legislative enactment of any state agency under the state Administrative Procedure Act, chapter 34.05 RCW. Neither "lobby" nor "lobbying" includes an association's or other organization's act of communicating with the members of that association or organization.
- 11 (32) "Lobbyist" includes any person who lobbies either in his or 12 her own or another's behalf.
 - (33) "Lobbyist's employer" means the person or persons by whom a lobbyist is employed and all persons by whom he or she is compensated for acting as a lobbyist.
 - (34) "Ministerial functions" means an act or duty carried out as part of the duties of an administrative office without exercise of personal judgment or discretion.
- 19 (35) "Participate" means that, with respect to a particular 20 election, an entity:
 - (a) Makes either a monetary or in-kind contribution to a candidate;
 - (b) Makes an independent expenditure or electioneering communication in support of or opposition to a candidate;
 - (c) Endorses a candidate prior to contributions being made by a subsidiary corporation or local unit with respect to that candidate or that candidate's opponent;
 - (d) Makes a recommendation regarding whether a candidate should be supported or opposed prior to a contribution being made by a subsidiary corporation or local unit with respect to that candidate or that candidate's opponent; or
 - (e) Directly or indirectly collaborates or consults with a subsidiary corporation or local unit on matters relating to the support of or opposition to a candidate, including, but not limited to, the amount of a contribution, when a contribution should be given, and what assistance, services or independent expenditures, or electioneering communications, if any, will be made or should be made in support of or opposition to a candidate.

(36) "Person" includes an individual, partnership, joint venture, public or private corporation, association, federal, state, or local governmental entity or agency however constituted, candidate, committee, political committee, political party, executive committee thereof, or any other organization or group of persons, however organized.

- (37) "Person in interest" means the person who is the subject of a record or any representative designated by that person, except that if that person is under a legal disability, the term "person in interest" means and includes the parent or duly appointed legal representative.
- (38) "Political advertising" includes any advertising displays, newspaper ads, billboards, signs, brochures, articles, tabloids, flyers, letters, radio or television presentations, or other means of mass communication, used for the purpose of appealing, directly or indirectly, for votes or for financial or other support or opposition in any election campaign.
- (39) "Political committee" means any person (except a candidate or an individual dealing with his or her own funds or property) having the expectation of receiving contributions or making expenditures in support of, or opposition to, any candidate or any ballot proposition.
- (40) "Primary" for the purposes of RCW 42.17.640 means the procedure for nominating a candidate to state office under chapter 29A.52 RCW or any other primary for an election that uses, in large measure, the procedures established in chapter 29A.52 RCW.
- (41) "Prime sponsor or sponsors of a ballot proposition" means the registered voter or voters who complete the affidavit for a proposed initiative or referendum as well as any person who holds themselves out publicly as the sponsor of an initiative or referendum.
- (42) "Public office" means any federal, state, judicial, county, city, town, school district, port district, special district, or other state political subdivision elective office.
- ((42)) (43) "Public record" includes any writing containing information relating to the conduct of government or the performance of any governmental or proprietary function prepared, owned, used, or retained by any state or local agency regardless of physical form or characteristics. For the office of the secretary of the senate and the office of the chief clerk of the house of representatives, public records means legislative records as defined in RCW 40.14.100 and also

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means the following: All budget and financial records; personnel leave, travel, and payroll records; records of legislative sessions; reports submitted to the legislature; and any other record designated a public record by any official action of the senate or the house of representatives.

- ((43))) (44) "Recall campaign" means the period of time beginning on the date of the filing of recall charges under RCW 29A.56.120 and ending thirty days after the recall election.
- ((44))) (45) "Sponsor of an electioneering communications, independent expenditures, or political advertising" means the person paying for the electioneering communication, independent expenditure, or political advertising. If a person acts as an agent for another or is reimbursed by another for the payment, the original source of the payment is the sponsor.
- $((\frac{45}{}))$ $\underline{(46)}$ "State legislative office" means the office of a member of the state house of representatives or the office of a member of the state senate.
 - $((\frac{46}{}))$ (47) "State office" means state legislative office or the office of governor, lieutenant governor, secretary of state, attorney general, commissioner of public lands, insurance commissioner, superintendent of public instruction, state auditor, or state treasurer.
- $((\frac{47}{1}))$ (48) "State official" means a person who holds a state office.
 - ((\(\frac{48}{18}\))) (\(\frac{49}{19}\)] "Surplus funds" mean, in the case of a political committee or candidate, the balance of contributions that remain in the possession or control of that committee or candidate subsequent to the election for which the contributions were received, and that are in excess of the amount necessary to pay remaining debts incurred by the committee or candidate prior to that election. In the case of a continuing political committee, "surplus funds" mean those contributions remaining in the possession or control of the committee that are in excess of the amount necessary to pay all remaining debts when it makes its final report under RCW 42.17.065.
 - (((49))) <u>(50)</u> "Writing" means handwriting, typewriting, printing, photostating, photographing, and every other means of recording any form of communication or representation, including, but not limited to, letters, words, pictures, sounds, or symbols, or combination thereof,

and all papers, maps, magnetic or paper tapes, photographic films and prints, motion picture, film and video recordings, magnetic or punched cards, discs, drums, diskettes, sound recordings, and other documents including existing data compilations from which information may be obtained or translated.

As used in this chapter, the singular shall take the plural and any gender, the other, as the context requires.

- **Sec. 3.** RCW 42.17.240 and 1995 c 397 s 8 are each amended to read 9 as follows:
 - (1) Every elected official and every executive state officer shall after January 1st and before April 15th of each year file with the commission a statement of financial affairs for the preceding calendar year. However, any local elected official whose term of office expires immediately after December 31st shall file the statement required to be filed by this section for the year that ended on that December 31st.
 - (2) Every candidate shall within two weeks of becoming a candidate file with the commission a statement of financial affairs for the preceding twelve months.
 - (3) Every person appointed to a vacancy in an elective office or executive state officer position shall within two weeks of being so appointed file with the commission a statement of financial affairs for the preceding twelve months.
 - (4) Every prime sponsor or sponsors of a ballot proposition shall, within two weeks of filing the affidavit for a proposed initiative or referendum, file with the commission a statement of financial affairs for the preceding twelve months.
 - (5) A statement of a candidate or appointee filed during the period from January 1st to April 15th shall cover the period from January 1st of the preceding calendar year to the time of candidacy or appointment if the filing of the statement would relieve the individual of a prior obligation to file a statement covering the entire preceding calendar year.
- $((\frac{5}{}))$ Mo individual may be required to file more than once in any calendar year.
- $((\frac{(6)}{(6)}))$ (7) Each statement of financial affairs filed under this section shall be sworn as to its truth and accuracy.

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- 1 (((7))) <u>(8)</u> Every elected official and every executive state 2 officer shall file with their statement of financial affairs a 3 statement certifying that they have read and are familiar with RCW 4 2.17.130 or 42.52.180, whichever is applicable.
- 5 $((\frac{(8)}{(9)}))$ For the purposes of this section, the term "executive state officer" includes those listed in RCW 42.17.2401.
- 7 $((\frac{(9)}{(9)}))$ <u>(10)</u> This section does not apply to incumbents or 8 candidates for a federal office or the office of precinct committee 9 officer.
- NEW SECTION. Sec. 4. A new section is added to chapter 29A.72 RCW to read as follows:
- (1) The prime sponsor or sponsors of a ballot proposition shall, before filing an affidavit for a proposed initiative or referendum, take and subscribe an oath or affirmation in substance as follows: "I do solemnly swear (or affirm) that I will support the Constitution of the United States and the Constitution and laws of the state of Washington."
- 18 (2) For the purposes of this section, "prime sponsor or sponsors of 19 a ballot proposition" has the same meaning as in RCW 42.17.020.
- NEW SECTION. Sec. 5. A prime sponsor or sponsors of a proposed ballot proposition may not accept financial remuneration from the ballot proposition campaign funds in excess of the annual salary of a legislator as established in chapter 43.03 RCW.
 - NEW SECTION. Sec. 6. (1)(a) No prime sponsor or sponsors of a ballot proposition may accept gifts, other than those specified in subsections (2) and (3) of this section, with an aggregate value in excess of fifty dollars from a single source in a calendar year or a single gift from multiple sources with a value in excess of fifty dollars. The value of gifts given to a prime sponsor's family member or guest shall be attributed to the prime sponsor for the purpose of determining whether the limit has been exceeded, unless an independent business, family, or social relationship exists between the donor and the family member or guest.
 - (b) For the purposes of this subsection:

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1 (i) "Single source" means any person, as defined in RCW 42.52.010, 2 whether acting directly or through any agent or other intermediary; and

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- (ii) "Single gift" includes any event, item, or group of items used in conjunction with each other or any trip including transportation, lodging, and attendant costs, not excluded from the definition of gift under RCW 42.52.010.
- (2) The following items are presumed not to influence and may be accepted without regard to the limit established by this section:
 - (a) Unsolicited flowers, plants, and floral arrangements;
- 10 (b) Unsolicited advertising or promotional items of nominal value, 11 such as pens and note pads;
- 12 (c) Unsolicited tokens or awards of appreciation in the form of a plaque, trophy, desk item, wall memento, or similar item;
- 14 (d) Informational material, publications, or subscriptions related 15 to the ballot proposition; and
- 16 (e) Food and beverages consumed at hosted receptions where 17 attendance is related to the ballot proposition.
- 18 (3) The presumption in subsection (2) of this section is rebuttable 19 and may be overcome based on the circumstances surrounding the giving 20 and acceptance of the item.
- NEW SECTION. Sec. 7. Sections 5 and 6 of this act are each added to chapter 42.17 RCW.
- NEW SECTION. Sec. 8. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.

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