HOUSE BILL 685

Introduced by Toole, et al.

2/07	Introduced
2/07	Referred to State Administration
2/08	First Reading
2/08	Fiscal Note Requested
2/13	Hearing
2/13	Tabled in Committee
2/15	Fiscal Note Received

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HOUSE BILL NO. 685 1 2 INTRODUCED BY Jula 4 Ros Row-3 A BILL FOR AN ACT ENTITLED: 4 AN ACT REVISING THE T.AW 5 RELATING то LOBBYING; CLARIFYING THE DEFINITIONS OF 6 "LOBBYING", "LOBBYING FOR HIRE", AND "PRINCIPAL"; CHANGING 7 REPORTING REQUIREMENTS; REQUIRING LOBBYISTS TO FILE 8 ACCOUNTINGS; REQUIRING REPORTS OF LOBBYING EXPENDITURES TO 9 THE LEGISLATURE; REQUIRING THE COMMISSIONER OF POLITICAL 10 PRACTICES TO CONDUCT RANDOM AUDITS OF LOBBYIST AND PRINCIPAL 11 ACCOUNTINGS; AUTHORIZING THE COMMISSIONER OF POLITICAL 12 PRACTICES TO RECOVER REASONABLE ATTORNEY FEES IN ENFORCEMENT 13 ACTIONS BROUGHT THE COMMISSIONER AND STATUTORILY BY 14 APPROPRIATING THOSE FEES TO THE COMMISSIONER; INCREASING 15 LOBBYIST REGISTRATION FEES; STATUTORILY APPROPRIATING 16 LOBBYIST REGISTRATION FEES AND CIVIL PENALTIES TO THE 17 COMMISSIONER; AND AMENDING SECTIONS 5-7-102, 5-7-103, 18 5-7-207, 5-7-208, 5-7-212, 5-7-305, AND 17-7-502, MCA." 19

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:
 Section 1. Section 5-7-102, MCA, is amended to read:
 "5-7-102. Definitions. The following definitions apply
 in this chapter:

24 (1)--"Individual"-means-a-human-being:

25 (2)--"Person"---means---an---individualy----corporation7

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1	association;-firm;-partnership;-state-or-local-government-or
2	subdivisionthereofyorotherorganizationorgroup-of
3	persons.
4	(3)"Public-official"-means-any-individual7-electedor
5	appointed,actinginhisofficial-capacity-for-the-state
6	governmenty-but-does-not-include-those-acting-in-ajudicial
7	or-quasi-judicial-capacity-or-performing-ministerial-acts-
8	(4)"Lobbying"-includes:
9	<pre>{a}thepracticeofpromotingoropposingthe</pre>
10	introductionorenactmentoflegislationbeforethe
11	legislatureor-the-members-thereof-by-any-person-other-than
12	a-member-of-the-legislature-or-a-public-officialactingin
13	his-official-capacity;-and
14	<pre>(b)thepracticeofpromotingoropposing-official</pre>
15	action-by-anypublicofficialintheeventtheperson
16	engaged-in-such-practice-expends-\$1,000-per-calendar-year-or
17	more-exclusive-of-personal-travel-and-living-expenses.
18	{5}{a}-"Lobbyist"means-any-person-who-engages-in-the
19	practice-of-lobbying-for-hire-
20	<pre>(b)"Lobbyist"-does-not-include;</pre>
21	(i)any-individual-citizen-actingsolelyonhisown
22	behalf7-or
23	(ii)-anyindividual-working-for-the-same-principal-as-a
24	licensedlobbyist;suchindividualhavingnopersonal
25	contactinvolvinglobbyingwithanypublicofficial-on
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(c)--Nothing-in-this-section-deprives--any--citizen--not 2 tobbying-for-hire-of-the-constitutional-right-to-communicate with-public-officials-+6}--*bobbying--for--hire*--includes--activities--of-any 5 officersy-agentsy-attorneysy-or-employees-of--any--principal 6 who--are-paidy-reimbursedy-or-retained-by-such-principal-and 7 whose--dutics--include--lobbying---When--an--individual---is 8 reimbursed-only-for-his-personal-living-and-travel-expenses; 9 which--together-do-not-exceed-\$17888-per-calendar-year7-that 10 individual-shall-not-be-considered-to-be-lobbying-for-hire-11 +7)---"Unprofessional-conduct"-means: 12 fat--a-violation--of--any--of--the--provisions--of--this 13 14 chapter; (b)--instigating--action--by-any-public-official-for-the 15 purpose-of-obtaining-employment-in-opposition-thereto; 16 (c)--attempting-to-influence-the-action--of--any--public 17 official-on-any-measure-pending-or-to-be-proposed-by+ 18 (i)--promise-of-financial-support;-or 19 (ii)-making---public---any--unsubstantiated--charges--of 20 improper-conduct-on-the-part--of--any--other--lobbyist7--any 21 principal, -or-any-legislator; 22 (d)--attempting-to-knowingly-deceive-any-public-official 23 with--regard-to-the-pertinent-facts-of-an-official-matter-or 24 attempt-to-knowingly--misrepresent--pertiment--facts--of--an 25

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1 official-matter-to-any-public-official; 2 (8)--"Principal"--means-any-person-who-makes-payments-in 3 excess-of-\$17000-per-calendar-year-to-engage-a-lobbyist-4 19)--"Bocket"--means--the--register---and---reports---of 5 lobbyists--and--principals--maintained--by--the-commissioner 6 Dursuant-to-5-7-201-7 (10)-"Payment"--means--distributiony---transferg---loang advancey--deposity--gifty--or--other-rendering-made-or-to-be 8 9 made-of-money,-property,-or-anything-of-value. 10 (11)-"Payment-to-influence-official-action"-means-any-of 11 the-following-types-of-payment: 12 (a)--direct-or-indirect--payment--to--a--lobbyist--by--a 13 principal;--as--salary;--fee;-compensation;-or-reimbursement 14 for-expenses7-excluding-personal-living-expenses7 15 (b)--payment-in-support-of-or-assistance-to--a--lobbyist 16 or--lobbying--activities,-including,-but-not-limited-to,-the direct-payment--of--expenses--incurred--at--the--request--or 17 18 suggestion-of-the-lobbyist-(1) "Business" means: 19 20 (a) any holding or interest whose fair market value is 21 greater than \$1,000, in any corporation, partnership, sole 22 proprietorship, firm, enterprise, franchise, association, 23 self-employed individual, holding company, joint stock 24 company, receivership, trust, or other entity or property

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held in anticipation of profit, but does not include

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1	nonprofit organizations; and	1	other than:
2	(b) present or past employment from which benefits,	2	(i) a member of the legislature; or
3	including retirement allowances, are received.	3	(ii) a public official acting in his official capacity;
4	$t = \frac{1}{2}$ "Commissioner" means the commissioner of	4	(b) the practice of promoting or opposing official
5	political practices.	5	action by a public official, including official action by an
6	(14)-"Elected-official"-means-a-public-officialholding	6	official of the executive branch of state government;
7	astateofficefilledbyastatewidevoteof-all-the	7	(c) the practice of communicating directly or
8	electors-of-Montana-or-a-state-districtoffice;including;	8	soliciting others to communicate with any public official in
9	butnotlimitedtolegislators7publicservice	9	the legislative or executive branch of state government for
10	commissioners7anddistrictcourtjudgesTheterm	10	the purpose of influencing any official action, including
11	"official-elect"-shall-also-apply-only-to-such-offices-	11	legislative or administrative action; and
12	(3) "Docket" means the register and reports of	12	(d) lobbying-related activities.
13	lobbyists and principals maintained by the commissioner	13	(7) "Lobbying for hire" includes activities of the
14	pursuant to 5-7-201.	14	officers, agents, attorneys, or employees of a principal who
15	(4) "Elected official" means a public official holding	15	are paid, reimbursed, or retained by the principal and whose
16	a state office filled by a statewide vote of all the	16	duties include lobbying. If an individual is reimbursed only
17	electors of Montana or a state district office, including	17	for his personal living and travel expenses, which together
18	but not limited to legislators, public service	18	are less than \$1,000 a calendar year, that individual is not
19	commissioners, and district court judges. The term	19	considered to be lobbying for hire.
20	"official-elect" also applies to such offices.	20	(8) "Lobbying-related activities" means any activity
21	(5) "Individual" means a human being.	21	conducted by a lobbyist or his principal that directly or
22	(6) "Lobbying" includes:	22	indirectly supports lobbying, excluding time spent
23	(a) the practice of promoting or opposing the	23	conducting original or derivative research in support of a
24	introduction or enactment of legislation that is before the	24	legislative position, but including such acts as:
25	legislature or the members of the legislature by a person	25	(a) gathering information relating to the status of and

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1	political prospects for introduced legislation;
2	(b) gathering information at the request of a
3	legislator or other public official that will influence
4	official action by the legislator or other official;
5	(c) preparing testimony to be offered before a
6	legislative committee or an agency, board, or commission of
7	the executive branch of state government;
8	(d) planning a legislative campaign to support or
9	oppose legislation or potential legislation; and
10	(e) arranging for or traveling to and from any meeting
11	or other function at which the activities listed in
12	subsections (8)(a) through (8)(d) are carried out, planned,
13	or discussed.
14	(9) (a) "Lobbyist" means a person who engages in the
15	practice of lobbying for hire.
16	(b) The term does not include:
17	(i) an individual acting solely on his own behalf; or
18	(ii) an individual working for the same principal as a
19	licensed lobbyist if the individual has no personal contact
20	involving lobbying with any public official on behalf of his
21	principal.
22	(c) Nothing in this subsection (9) deprives an
23	individual not lobbying for hire of the constitutional right
24	to communicate with public officials.
25	(10) "Payment" means distribution, transfer, loan,

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1	advance, deposit, gift, or other rendering made or to be
2	made of money, property, or anything of value.
3	(11) "Payment to influence official action" means any of
4	the following types of payment:
5	(a) direct or indirect payment to a lobbyist by a
6	principal, such as salary, fee, compensation, or
7	reimbursement for expenses, excluding personal living
8	expenses; or
9	(b) payment in support of or assistance to a lobbyist
10	or lobbying activities, including but not limited to the
11	direct payment of expenses incurred at the request or
12	suggestion of the lobbyist.
13	(12) "Person" means an individual, corporation,
14	association, firm, partnership, state or local government or
15	subdivision thereof, or other organization or group of
16	persons.
17	(13) "Principal" means a person who employs a lobbyist.
18	(14) "Public official" means an individual, elected or
19	appointed, acting in his official capacity for state
20	government. The term does not include those acting in a
21	judicial or quasi-judicial capacity or performing
22	ministerial acts.
23	(15) "Unprofessional conduct" means:
24	(a) violating any of the provisions of this chapter;
25	(b) instigating action by a public official for the

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1	purpose of obtaining employment;
2	(c) attempting to influence the action of a public
3	official on any measure pending or to be proposed by:
4	(i) promising financial support; or
5	(ii) making public any unsubstantiated charges of
6	improper conduct on the part of a lobbyist, principal, or
7	legislator; or
8	(d) attempting to knowingly deceive any public official
9	with regard to the pertinent facts of an official matter or
10	attempting to knowingly misrepresent pertinent facts of an
11	official matter to a public official."
12	Section 2. Section 5-7-103, MCA, is amended to read:
13	*5-7-103. Licenses fees eligibility. (1) Any
14	adult of good moral character who is a citizen of the United
15	States and who is otherwise qualified under this chapter may
16	be licensed as a lobbyist. The commissioner shall provide a
17	license application form. The application form may be
18	obtained in the office of the commissioner and filed
19	therein. Upon approval of the application and receipt of the
20	license fee of \$ 10 ± 25 by the commissioner, a license shall
21	be issued which entitles the licensee to practice lobbying
22	on behalf of one or-more-enumerated-principals principal.
23	For each additional principal the commissioner shall collect
24	<u>a licensing fee of \$20.</u> Each license shall expire on
25	December 31 of each even-numbered year or may be terminated

1 at the request of the lobbyist.

2 (2) No application may be disapproved without affording
3 the applicant a hearing. The hearing shall be held and the
4 decision entered within 10 days of the date of the filing of
5 the application.

6 (3) The fines and-license-fees, other than civil 7 penalties, collected under this chapter shall be deposited in the state treasury. The license fees collected under this 8 9 chapter must be deposited in an account in the state special 10 revenue fund for use by the commissioner in administering 11 the provisions of this chapter. The money in the account is 12 statutorily appropriated to the commissioner as provided in 13 17-7-502." 14 Section 3. Section 5-7-207, MCA, is amended to read: *5-7-207. Report to legislature. (1) Beginning with the 15 16 first Tuesday following the beginning of any regular or 17 special session of the legislature and on the first Tuesday of every month thereafter during which the legislature is in 18 session, the commissioner shall from-his-records report to 19 each member of each house of the legislature the names of 20 21 lobbyists registered under this chapter, not previously 22 reported, the names of the principals whom they represent as lobbyists, and the subjects of legislation in which each 23 24 principal is interested. 25 (2) At the end of the second month of any regular or

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1	special session of the legislature and at the end of each
2	succeeding month during which the legislature is in session,
3	the commissioner shall provide a summary report of all
4	lobbyist expenditures filed with the commissioner for the
5	preceding calendar month."
6	Section 4. Section 5-7-208, MCA, is amended to read:
7	"5-7-208. Principals Lobbyists and principals to file
8	accountings. (1) A principal <u>lobbyist</u> subject to this
9	chapter shall file with the commissioner an accounting of
10	payments made for the purpose of lobbying.
11	(2) If such payments are made solely to influence
12	legislative action, such an accounting shall must be made no
13	later than the 15th day of the month:
14	(a) before-February-16th-ofanyyear <u>following</u> each
15	calendar month the legislature is in session and shall must
16	include all payments made in thatcalendaryearpriorto
17	Pebruary-1 the preceding calendar month;
18	(b)before-the-16th-day-of-the-calendar-month-following
19	anycalendarmonthin-which-the-principal-spent-\$57000-or
20	more-and-shall-include-all-payments-madeduringtheprior
21	calendar-month; and
22	(c)<u>(b)</u> within60days following adjournment of such <u>a</u>
23	legislative session and shall must include-all-payments-made
24	during-such-session7-except-as-has-previously-beenreported
25	continue monthly until all payments for lobbying have been

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1	reported.
2	(3) If such payments are made to influence any other
3	official action by a public official or-made-to-influence
4	suchotheractionandlegislativeaction,such, an
5	accounting shall <u>must</u> be made:
6	(a) beforePebruary16th <u>no later than January 15</u> of
7	the calendar year following such the year in which payments
8	were made during the period of July 1 through December 31
9	and no later than July 15 of the calendar year in which
10	payments were made during the period January 1 through June
11	30. and-shall The accounting must include all payments made
1 2	during the period thepriorcalendar-year for which the
13	accounting is submitted; - and.
14	(b) before-the-l6th <u>no later than the 15th</u> day of the
15	calendar month following any calendar month in which the
16	principal-spent-\$5,000 \$2,500 or more was spent for lobbying
17	and shall must include all payments made during the prior
18	calendar month.
19	(4) If no such payments are made during the reporting
20	periods provided in subsections (2)(a), (2)(b), (2)(e), and
21	(3)(a) above, the principal lobbyist shall file a report
22	stating such that fact.
23	(5) A principal subject to this chapter shall file with
24	the commissioner an accounting of payments made for the
25	purpose of lobbying, as follows:

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1	(a) If payments are made solely to influence
2	legislative action, an accounting must be made no later than
3	30 days following adjournment of a legislative session and
4	must include all payments made during the legislative
5	session.
6	(b) If payments are made to influence any other
7	official action by a public official, an accounting must be
8	made no later than January 15 of the calendar year following
9	the year in which any payment was made during the period of
10	July 15 through December 31 and no later than July 15 of the
11	calendar year in which any payments were made during the
12	period of January 1 through June 30. The accounting must
13	include all payments made during the period for which the
14	accounting is submitted.
15	(5) Each accounting filed under this section shall
16	<u>must</u> :
17	(a) list all payments for lobbying in each of the
18	following categories:
19	(i) printing;
20	(ii) advertising, including production costs;
21	(iii) postage;
22	(iv) travel expenses;
23	(v) salaries and fees, including allowances, rewards,
24	and contingency fees;
25	(vi) entertainment, including all foods and

1 refreshments;

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- 2 (vii) telephone and telegraph; and
- 3 (viii) other office expenses;

(b) itemize, identifying the payee and the beneficiary:

- 5 (i) each separate payment conferring \$25 or more 6 benefit to any public official when the payment was made for 7 the purpose of lobbying; and
- 8 (ii) each separate payment conferring \$100 or more 9 benefit to more than one public official, regardless of individual benefit, when the payment was made for the 10 11 purpose of lobbying, except that in regard to a dinner or 12 other function to which all senators or all representatives have been invited, the beneficiary may be listed as all 13 members of that group without listing separately each person 14 15 who attended:
- 16 (c) list each contribution and membership fee which 17 <u>that</u> amounts to \$250 or more when aggregated over the period 18 of 1 calendar year paid to the principal for the purpose of 19 lobbying, with the full address of each payer and the issue 20 area, if any, for which such payment was earmarked;
- (d) list each official action which the principal or his agents exerted a major effort to support, oppose, or modify, together with a statement of the principal's position for or against such action; and
 - (e) be kept by the commissioner for a period of 10

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1 years."

2 Section 5. Section 5-7-212, MCA, is amended to read: 3 "5-7-212. Audit of final accounting statements. (1) The commissioner shall conduct random audits every 2 years 4 of 2% of the accountings filed under 5-7-208 and all 5 supporting records for which, if the audit discloses a 6 7 violation of this chapter, a civil or criminal action is not 8 barred by the applicable statute of limitations. The 9 subjects of audits conducted under this subsection must be 10 chosen by lot.

11 (+1)(2) The commissioner shall examine and may audit the 12 accountings filed under 5-7-208 and shall investigate any irregularities and report any apparent violations of this 13 14 chapter discovered pursuant to subsection (1) or this 15 subsection to the attorneys having authority to prosecute. 16 The lobbyist is required to provide and the principal is required to obtain and keep for a period of 7 years from the 17 18 date of filing all records supporting the accountings filed under 5-7-208. 19

20 (2)(3) All such records shall be open to inspection on
21 request of the commissioner or an attorney having authority
22 to prosecute violations of this chapter. The commissioner
23 and such attorneys are given the power to:

24 (a) subpoena and compel attendance;

25 (b) issue enforceable civil investigative demands;

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1 (c) take evidence; and

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2 (d) require the production of any books, 3 correspondence, memoranda, bank account statements, or other 4 records which are relevant or material for the purpose of 5 conducting any investigation pursuant to the provisions of 6 this chapter."

Section 6. Section 5-7-305, MCA, is amended to read:

8 *5-7-305. Penalties and enforcement. (1) Any person 9 violating the provisions of this chapter shall be deemed 10 guilty of a misdemeanor and upon conviction thereof shall be 11 punished by imprisonment in the county jail not more than 6 12 months or by a fine not exceeding \$200, or both.

(2) Any person who violates any of the provisions of 13 14 this chapter shall be subject to civil penalties of not less than \$250 and not more than \$7,500 according to the 15 16 discretion of the district court, as court of original jurisdiction. A lobbyist who violates any of the provisions 17 18 of this chapter shall have his license suspended or revoked according to the discretion of the court. Any public 19 official holding elective office adjudged in violation of 20 21 the provisions of this act is additionally subject to recall under Montana Recall Act, 2-16-601, et seq., and such 22 23 violation shall constitute an additional basis for recall to those mentioned in 2-16-603(3). 24

25 (3) The attorney general, commissioner, or the county

1 attorney of the county in which the violation takes place may bring criminal or civil actions in the name of the state 2 for any appropriate criminal or civil remedy. 3

(4) If a prosecution is undertaken by the commissioner 4 or any county attorney, all costs associated with the 5 prosecution shall be paid by the state of Montana. If the 6 commissioner is the prevailing party in an action brought by 7 8 the commissioner, the commissioner may recover reasonable 9 attorney fees. Attorney fees collected by the commissioner 10 pursuant to this subsection must be deposited in the account in the state special revenue fund created by 5-7-103 and are 11 12 statutorily appropriated to the commissioner as provided in 17-7-502. 13

(5) (a) Any individual who has notified 14 the 15 commissioner, the attorney general, and the appropriate 16 county attorney in writing that there is reason to believe 17 that some portion of this chapter is being violated may himself bring in the name of the state an action 18 (hereinafter referred to as a citizen's action) authorized 19 20 under this chapter if:

(i) the attorney general and the appropriate county 21 22 attorney have failed to commence an action hereunder within 23 40 days after such notice; and

(ii) said attorneys then fail to commence an action 24 within 10 days after a written notice delivered to them 25

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1 advising them that a citizen's action will be brought if 2 they do not bring an action.

3 (b) Each notification shall toll the statute of Δ limitations applicable until the expiration of the waiting 5 period.

6 (c) If the individual who brings the citizen's action 7 prevails, he shall be entitled to be reimbursed by the state 8 of Montana for costs and attorney's fees incurred; provided 9 that in the case of a citizen's action which is dismissed 10 and which the court also finds was brought without 11 reasonable cause, the court may order the individual 12 commencing the action to pay all costs of trial and 13 reasonable attorney's fees incurred by the defendant.

14 (6) No civil action may be brought under this section 15 more than 7 years after the occurrence of the facts which 16 give rise to the action.

17 (7) All civil penalties imposed pursuant to this section shall be deposited in the account in the state 18 19 general special revenue fund created by 5-7-103 and are 20 statutorily appropriated to the commissioner as provided in 17-7-502. 21

22 (8) A hearing under this chapter shall be held by the 23 court unless the defendant-licensee demands a jury trial. 24 The trial shall be held as soon as possible but at least 20 25 days after the filing of the charges and shall take

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1 precedence over all other matters pending before the court. 2 (9) If the court finds for the plaintiff, judgment 3 shall be rendered revoking or suspending the license and the clerk of court shall file a certified copy of the judgment 4 5 with the commissioner."

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Section 7. Section 17-7-502, MCA, is amended to read:

7 *17-7-502. Statutory appropriations -- definition --8 requisites for validity. (1) A statutory appropriation is an 9 appropriation made by permanent law that authorizes spending 10 a state agency without the need for a biennial by 11 legislative appropriation or budget amendment.

12 (2) Except as provided in subsection (4), to be 13 effective, a statutory appropriation must comply with both of the following provisions: 14

15 (a) The law containing the statutory authority must be 16 listed in subsection (3).

17 (b) The law or portion of the law making a statutory 18 appropriation must specifically state that a statutory appropriation is made as provided in this section. 19

20 (3) The following laws are the only laws containing 21 statutory appropriations: 2-9-202; 2-17-105; 2-18-812; 22 5-7-103; 5-7-305; 10-3-203; 10-3-312; 10-3-314; 10-4-301; 23 13-37-304; 15-1-111; 15-25-123; 15-31-702; 15-36-112; 24 15-37-117; 15-65-121; 15-70-101; 16-1-404; 16-1-410; 25 16-1-411; 17-3-212; 17-5-404; 17-5-424; 17-5-804; 19-8-504;

1 19-9-702: 19-9-1007: 19-10-205; 19-10-305; 19-10-506; 2 19-11-512; 19-11-513; 19-11-606; 19-12-301; 19-13-604; ٦ 20-6-406: 20-8-111; 20-9-361; 23-5-306; 23-5-409; 23-5-610; 4 23-5-612; 23-5-1016; 23-5-1027; 27-12-206; 37-51-501: 5 39-71-2504; 53-6-150; 53-24-206; 61-2-406; 61-5-121; 75-1-1101: 6 67-3-205; 75-5-1108: 75-11-313: 76-12-123: 82-11-136: 7 80-2-103; 82-11-161; 90-3-301: 90-4-215; 8 90-4-613; 90-6-331; 90-9-306; and section 13, House Bill No. 9 861, Laws of 1985.

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(4) There is a statutory appropriation to pay the 10 11 principal, interest, premiums, and costs of issuing, paying, 12 and securing all bonds, notes, or other obligations, as due, that have been authorized and issued pursuant to the laws of 13 14 Montana, Agencies that have entered into agreements 15 authorized by the laws of Montana to pay the state 16 treasurer, for deposit in accordance with 17-2-101 through 17-2-107, as determined by the state treasurer, an amount 17 sufficient to pay the principal and interest as due on the 18 19 bonds or notes have statutory appropriation authority for 20 such payments. (In subsection (3), pursuant to sec. 10, Ch. 21 664, L. 1987, the inclusion of 39-71-2504 terminates June 22 30, 1991.)"

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