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FEDERAL ELECTION COMMISSION  
Washington, DC 20463

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April 13, 2006

**AGENDA ITEM**  
For Meeting of: 4-20-06

MEMORANDUM

TO: The Commission

THROUGH: Robert J. Costa *ARC*  
Acting Staff Director

FROM: Lawrence H. Norton *LH*  
General Counsel

Rosemary C. Smith *RS*  
Associate General Counsel

Mai T. Dinh *MTD by JD*  
Assistant General Counsel

J. Duane Pugh *JD*  
Senior Attorney

Subject: Draft AO 2006-07

Attached is a proposed draft of the subject advisory opinion. We request that this draft be placed on the agenda for April 20, 2006.

Attachment

1 ADVISORY OPINION 2006-7

2 The Hon. J.D. Hayworth  
3 Member of Congress  
4 J. D. Hayworth for Congress  
5 14300 N. Northsight Blvd., Suite 105  
6 Scottsdale, Arizona 85260

**DRAFT**

7 Dear Congressman Hayworth:

8 We are responding to your advisory opinion request on behalf of J.D. Hayworth for  
9 Congress (the "Committee"), concerning the application of the Federal Election Campaign Act  
10 of 1971, as amended (the "Act"), and Commission regulations to placing material promoting  
11 sales of a book you wrote entitled *Whatever It Takes* on the Committee's website. The  
12 Commission concludes that the Committee may place the promotional material on its website  
13 because the *de minimis* cost of adding this material to the Committee's website does not  
14 constitute a prohibited personal use of contributions accepted by a candidate under  
15 2 U.S.C. 439a(b).

16 ***Background***

17 The facts presented in this advisory opinion are based on your letter received  
18 February 9, 2006, as supplemented by an e-mail dated February 17, 2006.

19 The Committee is your principal campaign committee in your candidacy for reelection  
20 to the House of Representatives. You wrote a book entitled *Whatever It Takes* that was recently  
21 published by Regnery Publishing, Inc. The Committee has a website, [www.jdhayworth.com](http://www.jdhayworth.com),  
22 that includes a substantial amount of campaign material, including a brief biography of the  
23 candidate, discussion of various issues, endorsements, news archives, schedules of upcoming  
24 campaign events, and similar material. The Committee proposes to offer on its campaign  
25 website information along the lines of the following:

1                   Also, please keep an eye on this space for upcoming information on book  
2                   signings (if you don't want to make a contribution, books are available at most  
3                   bookstores and at Amazon.com and other online bookstores).

4  
5                   The Committee also proposes the following as a possible alternative:

6                   Order your autographed copy of J.D.'s newest book *Whatever It Takes* for  
7                   a donation of \$50. Or, [click here](#) to order your copy direct from Amazon.com.

8  
9                   You would receive royalties on any resulting book sales (other than books the Committee  
10                  purchases to offer to those who contribute \$50). You also confirmed that the costs of adding  
11                  the proposed material to the existing Committee website are *de minimis*.

12                  ***Questions Presented***

13                  *May the Committee's website inform its viewers that they may purchase a copy of*  
14                  *Whatever It Takes "at most bookstores and at Amazon.com and other online bookstores" when*  
15                  *the candidate would earn royalties from sales through those retailers? Alternatively, may the*  
16                  *Committee's website include a link to Amazon.com that would enable viewers to purchase the*  
17                  *book?*

18                  ***Legal Analysis and Conclusions***

19                  Yes, the Committee may do so because the *de minimis* cost of adding promotional  
20                  material to the Committee's website does not constitute a prohibited personal use of campaign  
21                  funds.

22                  Under the Act and Commission regulations, a candidate and the candidate's authorized  
23                  committee have wide discretion in making expenditures to influence the candidate's election.

24                  2 U.S.C. 439a(a); 11 CFR 113.2. However, neither the candidate nor the candidate's  
25                  authorized committee may convert contributions accepted by the candidate to the personal use  
26                  of the candidate or any other person. 2 U.S.C. 439a(b); 11 CFR 113.1(g) and 113.2(e)(5). The

1 Act specifies that conversion to personal use occurs when a “contribution or amount is used to  
2 fulfill any commitment, obligation, or expense of a person that would exist irrespective of the  
3 candidate’s election campaign or individual’s duties as a holder of Federal office.”

4 2 U.S.C. 439a(b)(2). The Act and Commission regulations provide a non-exhaustive list of  
5 items that would constitute personal use *per se*. See 2 U.S.C. 439a(b)(2);

6 11 CFR 113.1(g)(1)(i). For items not on this list, the Commission makes a determination, on a  
7 case-by-case basis, whether an expense would fall within the definition of “personal use.”

8 11 CFR 113.1(g)(1)(ii).

9 The expenses associated with marketing a book that a commercial publisher has  
10 published and for which it pays royalties to the author are expenses that exist irrespective of the  
11 candidate’s election campaign or duties as a holder of Federal office. Therefore, under  
12 2 U.S.C. 439a(b)(2) and 11 CFR 113.2(e)(5), contributions accepted by a candidate may not be  
13 used to fulfill these expenses. Thus, use of a Committee asset, like the Committee’s website, to  
14 promote your book would ordinarily constitute a prohibited personal use of the contributions  
15 that paid for the asset. However, the proposed use of the Committee’s website is limited to the  
16 addition of a *de minimis* amount of material to an otherwise substantial website. *Cf.*

17 11 CFR 113.2(g)(1)(ii)(D) (permitting *de minimis* vehicle expenses for personal activities). In  
18 light of the *de minimis* use of the Committee’s asset, the Commission determines that your  
19 proposed additions to the Committee’s website do not constitute a prohibited personal use of  
20 campaign funds.

21 The Commission expresses no opinion regarding the application of any rules of the U.S.  
22 House of Representatives or any tax ramifications of the proposed activity, because those issues  
23 are not within its jurisdiction.

