

BEFORE THE FEDERAL ELECTION COMMISSION

Foundation for Accountability and Civic Trust
1717 K Street NW, Suite 900
Washington, D.C. 20006

v.

MUR No. _____

Theresa Greenfield
Theresa Greenfield for Iowa
FEC ID: C00708164
PO Box 685
Des Moines, IA 50303

and

SMP (also known as Senate Majority PAC)
FEC ID: C00484642
700 13th Street, NW
Suite 600
Washington, DC 20005

COMPLAINT

The Foundation for Accountability and Civic Trust (FACT) is a nonprofit organization dedicated to promoting accountability, ethics, and transparency in government and civic arenas. We achieve this mission by hanging a lantern over public officials who put their own interests over the interests of the public good. This complaint is submitted,¹ upon information and belief, to request the Federal Election Commission (FEC) investigate and take appropriate enforcement actions to address apparent violations of the Federal Election Campaign Act by Theresa Greenfield, her campaign committee, Theresa Greenfield for Iowa, and the super PAC, Senate Majority PAC (SMP).²

There are several candidates who have used a specific format to request outside organizations run specific advertisements on their behalf. It is clear and public knowledge that candidates make the request by using identified language and posting specific documents on their

¹ This complaint is filed pursuant to 52 U.S.C. § 30109(a)(1).

² SMP also uses the name and is commonly referred to as Senate Majority PAC.

website. The campaign often posts photographs and video simultaneously with the request for the outside organization to use in the advertisement.

In February 2020, Theresa Greenfield for Iowa updated its website, using the precise format to provide information for an advertisement and along with campaign video to be used in it. Just weeks later, Senate Majority PAC released an advertisement containing the information and video from Greenfield's campaign, reportedly spending over \$1 million on distribution.

Under federal law, Senate candidates are prohibited from coordinating with super PACs such as Senate Majority PAC on advertisements. Senate Majority PAC is also prohibited from republishing campaign materials, including photographs and video from a campaign committee. The source of the campaign material is irrelevant and thus, it is immaterial whether the super PAC obtained it from the campaign's website or YouTube channel. As a result, there is reason to believe the Greenfield campaign solicited, and Senate Majority PAC made, an illegal in-kind contribution in the form of a television advertisement. We request the Commission investigate and take appropriate enforcement actions to address these apparent violations.

I. Facts

Several federal candidates have used their campaign websites to request outside organizations, with which they are prohibited from coordinating, produce and run television advertisements on their behalf.³ The requests are conveyed in a specific format, i.e. using a campaign webpage entitled "Important Update," identifying the information with specific "code words" such as "Iowa voters need to hear about," and linking to a PDF document that is designed to provide the information and citations for the substance of the advertisement, which all appear to be the same format.⁴ The campaigns often provide photographs or video to be used in the advertisement.⁵ The purpose and effect are clear: to give specific instructions, information, and

³ See, e.g., Ryan Lovelace, 'Dark Money' Ad Raises Questions Over Peters Campaign for Senate, Washington Times, Nov. 18, 2019, available at: <https://www.washingtontimes.com/news/2019/nov/18/dark-money-ad-raises-questions-over-gary-peters-ca/>; see also Maggie Severns, *Democratic Candidates Writing Instructions to Super PACs on Their Websites*, Politico (July 15, 2016).

⁴ *Id.*; see also, e.g., Gary Peters, Federal Election Commission, MUR 7666 (using an "Important Update" webpage with the language "What Michiganders Need to Know," which links to a PDF document).

⁵ *Id.*

graphic campaign materials to outside organizations to run advertisements beneficial to their campaign.

In the first week of February 2020, Greenfield made such a request that followed this exact format. The “Important Update” page on her website conveyed the content for an advertisement:



It contained two links: (1) to a PDF document with content information and citations (in the same format used by other candidates);⁶ and (2) to b-roll video footage to be used in the advertisement.⁷

On February 25, 2020, Senate Majority PAC began running television and digital advertisements that apparently both answered Greenfield's request and republished campaign materials.⁸ Approximately seventy percent of the substance of the advertisement was information

⁶ “Important Update,” Theresa Greenfield For Iowa, available at: <https://greenfieldforiowa.com/important-update/>; “Theresa Greenfield Background,” Theresa Greenfield For Iowa, available at: <https://live-theresa-greenfield.pantheonsite.io/wp-content/uploads/2020/02/Greenfield-Background.pdf> (attached as Exhibit B).

⁷ “Important Update,” Theresa Greenfield For Iowa, available at: <https://greenfieldforiowa.com/important-update/>; “Heartland,” Theresa Greenfield For Iowa, Youtube, Jan. 27, 2020, available at: https://www.youtube.com/watch?v=MqW_QMPsAAQ.

⁸ Alex Rogers, *Super PAC Spending More Than \$1 Million Backing Challenger to Ernst*, CNN, Feb. 24, 2020, available at <https://www.cnn.com/2020/02/24/politics/iowa-senate-democrat-ad/index.html>.

from Greenfield's PDF document.⁹ The advertisement also republished a campaign photograph and campaign video, which made up approximately thirty percent of the advertisement's visual content.¹⁰ For instance, the image on the left is from Greenfield's campaign video and the image on the right is from Senate Majority PAC's commercial:¹¹



Senate Majority PAC reportedly was spending more than \$1 million to run Greenfield's advertisements.

II. Law

Under federal law, candidates for federal office are subject to regulations that limit or prohibit contributions from and interactions with individuals, groups, and organizations. Among these regulations, federal candidates are prohibited from soliciting or accepting contributions from an individual or a non-multicandidate PAC in excess of \$2,800, from a multicandidate PAC in excess of \$5,000, or from any corporation or labor organization in any amount.¹² Federal candidates are also prohibited from accepting contributions from entities that accept contributions from corporations or labor organizations.¹³ On the other hand, individuals, groups, and

⁹ "Tough," Senate Majority PAC Ad, Feb. 23, 2020, available at: <https://www.youtube.com/watch?v=kS1z2gLoRtY>; "Theresa Greenfield Background," Theresa Greenfield For Iowa, available at: <https://live-theresa-greenfield.pantheonsite.io/wp-content/uploads/2020/02/Greenfield-Background.pdf>.

¹⁰ Exhibit A; "Tough," Senate Majority PAC Ad, Feb. 23, 2020, available at: <https://www.youtube.com/watch?v=kS1z2gLoRtY>; "Heartland," Theresa Greenfield For Iowa Youtube, Jan. 27, 2020, available at: https://www.youtube.com/watch?v=MqW_QMPsAAQ; Theresa Greenfield, Instagram Photo, Dec. 11, 2019, available at: https://www.instagram.com/p/B58jvZegQ_v/.

¹¹ *Id.*

¹² 52 U.S.C. §§ 30116, 30118.

¹³ 52 U.S.C. §§ 30101, 30118.

organizations are also prohibited from making any illegal contribution.¹⁴ Contributions are broadly defined to include cash donations, but also “anything of value . . . for the purpose of influencing any election for Federal office.”¹⁵

Additionally, federal law sets forth three specific expenditures that are defined as contributions:

(i) expenditures made by any person in cooperation, consultation, or concert, with, or at the request or suggestion of, a candidate, his authorized political committees, or their agents, shall be considered to be a contribution to such candidate;

(ii) expenditures made by any person (other than a candidate or candidate's authorized committee) in cooperation, consultation, or concert with, or at the request or suggestion of, a national, State, or local committee of a political party, shall be considered to be contributions made to such party committee; and

(iii) the financing by any person of the dissemination, distribution, or republication, in whole or in part, of any broadcast or any written, graphic, or other form of campaign materials prepared by the candidate, his campaign committees, or their authorized agents shall be considered to be an expenditure for the purpose of this paragraph[.]¹⁶

Under subsection (i), to determine whether a communication was made in cooperation with a candidate, a three-part test applies: (1) the communication is paid for by a third-party; (2) the communication satisfies a “content” standard of 11 C.F.R. § 109.21(c); and (3) the communication satisfies one of the “conduct” standards of 11 C.F.R. § 109.21(d).¹⁷

Under subsection (iii), to determine whether a communication was a dissemination, distribution, or republication of campaign materials, the general rule applies:

a. General Rule. The financing of the dissemination, distribution, or republication, in whole or in part, of any broadcast or any written, graphic, or other form of campaign materials prepared by the candidate, the candidate's authorized committee, or an agent of either of the foregoing shall be considered a contribution for the purposes of contribution limitations and reporting responsibilities of the person making the expenditure. The candidate who prepared the campaign material

¹⁴ See, e.g., 52 U.S.C. § 30116(a)(7)(B).

¹⁵ 52 U.S.C. § 30101(8)(A).

¹⁶ 52 U.S.C. § 30116(a)(7)(B).

¹⁷ 11 C.F.R. § 109.21.

does not receive or accept an in-kind contribution, and is not required to report an expenditure, unless the dissemination, distribution, or republication of campaign materials is a coordinated communication under 11 CFR 109.21 or a party coordinated communication under 11 CFR 109.37.¹⁸

Any republication of photographs or video prepared by a campaign is a contribution,¹⁹ even if the campaign materials are only a small part of a larger advertisement.²⁰ Whether the photographs and video were obtained from a publicly available source is “not relevant to the analysis of whether it was republished under 11 C.F.R. § 109.23.”²¹

The contributions specified in subsections (i) and (iii) are separate and distinct ways to make an illegal contribution.

III. Cause of Action

A. Illegal Contribution of Dissemination, Distribution, or Republication of Campaign Materials (52 U.S.C. § 30116(a)(7)(B)(iii))

There is reason to believe Senate Majority PAC made an illegal contribution by financing “the dissemination, distribution, or republication, in whole or part” of Theresa Greenfield for

¹⁸ 11 C.F.R. § 109.23(a).

¹⁹ There are five narrow exceptions, which are:

1. The campaign material is disseminated, distributed, or republished by the candidate or the candidate's authorized committee who prepared that material;
2. The campaign material is incorporated into a communication that advocates the defeat of the candidate or party that prepared the material;
3. The campaign material is disseminated, distributed, or republished in a news story, commentary, or editorial exempted under 11 CFR 100.73 or 11 CFR 100.132;
4. The campaign material used consists of a brief quote of materials that demonstrate a candidate's position as part of a person's expression of its own views; or
5. A national political party committee or a State or subordinate political party committee pays for such dissemination, distribution, or republication of campaign materials using coordinated party expenditure authority under 11 CFR 109.32.

11 C.F.R. § 109.23. *See also*, Federal Election Commission, First General Counsel's Report, MUR 6357 (Aug. 31, 2011) (finding the use of a video clip does not fall under the exception 11 C.F.R. § 109.23(b)(4) of consisting of a brief quote).

²⁰ *See, e.g.*, Federal Election Commission, *First General Counsel's Report*, MUR 6357, at 5-11 (finding an outside group republished campaign materials and made an in-kind contribution to the campaign when it obtained campaign video footage from the campaign's YouTube page and used it in an advertisement).

²¹ Federal Election Commission, Ellen L. Weintraub, Cynthia L. Bauerly, and Steven T. Walther, *Statement of Reasons*, MUR 6357, at 3, Feb. 27, 2012 (available at <https://www.fec.gov/files/legal/murs/6357/12044312290.pdf>).

Iowa campaign materials in excess of \$1 million.²² Specifically, Senate Majority PAC's advertisement clearly republished photograph and video clips provided by the Theresa Greenfield for Iowa campaign. Moreover, the majority of the advertisement's content was directly obtained from Greenfield's written and graphic campaign materials.

Under federal law, Senate Majority PAC is prohibited from reproducing any graphic materials prepared by a candidate's authorized committee. Republishing campaign materials is a contribution to the candidate, even if the republication is only a small portion of a larger advertisement.²³ The law does not allow for any use of campaign materials by an outside organization and there are no exceptions applicable in this case.²⁴ Moreover, Senate Majority PAC is not allowed to reproduce the campaign's photograph and video regardless of the source and thus, it is irrelevant where Senate Majority PAC obtained the video.²⁵ Senate Majority PAC simply republished Greenfield's campaign materials, which is an illegal contribution.

B. Illegal Contribution of Coordinated Communication (52 U.S.C. § 30116(a)(7)(B)(i)).

There is reason to believe Greenfield and Theresa Greenfield for Iowa solicited and accepted an illegal contribution from Senate Majority PAC by coordinating communications valued at over \$1 million. Facts demonstrating coordination are: Greenfield made the request for the advertisement in a known format designated to convey the request, the request was acted on within a short amount of time, and the advertisement conveyed the requested information and republished the provided campaign materials.

Specifically, a communication is coordinated with a candidate, an authorized committee, or a political party committee when (1) it is paid for by an outside entity; (2) it satisfies a

²² 11 C.F.R. § 109.23.

²³ See, e.g., First General Counsel's Report, Federal Election Commission, MUR 6357, at 5-11 (finding an outside group republished campaign materials and made an in-kind contribution to the campaign when it obtained campaign video footage from the campaign's YouTube page and used it in an advertisement).

²⁴ Only the narrow exceptions expressly listed permit republication of campaign materials, and none of the five narrow circumstances are even remotely applicable in this case. See 11 C.F.R. § 109.23. See also, Federal Election Commission, First General Counsel's Report, MUR 6357 (Aug. 31, 2011) (finding the use of a video clip does not fall under the exception 11 C.F.R. § 109.23(b)(4) of consisting of a brief quote).

²⁵ 52 U.S.C. § 30116(a)(7)(B); 11 C.F.R. § 109.23(a); see also, Federal Election Commission, Ellen L. Weintraub, Cynthia L. Bauerly, and Steven T. Walther, *Statement of Reasons*, MUR 6357, at 3, Feb. 27, 2012.

“content standard” of 11 C.F.R. § 109.21(c), i.e. expressly advocates for the election or defeat of a clearly identified candidate for Federal office or republishes campaign materials; and (3) satisfies a “conduct standard” of 11 C.F.R. § 109.21(d), i.e. the communication is created, produced, or distributed at the “request or suggestion” of a candidate.²⁶ The “request or suggestion” conduct standard does not have a “safe harbor” for requests made publicly or information obtained from a publicly available source.

1. Payment Standard. The “payment” standard is satisfied when a communication is paid for by an entity “other than that candidate, authorized committee, or political party committee.”²⁷ Here, the advertisement disclaimer states, “Paid for by SMP.” Thus, from the face of the communication, it is clear the advertisement was paid for by Senate Majority PAC, and not Theresa Greenfield for Iowa.

2. Content Standard. The advertisement meets multiple “content” standards under 11 C.F.R. § 109.21: (c)(2) the communication is a public communication that “disseminates, distributes or republishes, in whole or in part, campaign materials prepared by a candidate or the candidate’s authorized committee;”²⁸ (c)(3) is a public communication that expressly advocates for the election or defeat of a clearly identified candidate for Federal office;²⁹ and (c)(5) “is the functional equivalent of express advocacy.”³⁰ All three of these standards are demonstrated by the advertisement: The advertisement republishes campaign materials, i.e. a photograph and video clips owned by the Theresa Greenfield for Iowa campaign.³¹ The photograph and videos were owned by the candidate or campaign with legal intellectual property protections, which could not be used without permission. The advertisement contains information conveying positive facts about the candidate and information the campaign specifically identified as important for voters to know. Thus, the communication can only be understood to be providing information to convince

²⁶ 11 C.F.R. § 109.21.

²⁷ *Id.*

²⁸ 11 C.F.R. § 109.21(c)(2).

²⁹ 11 C.F.R. § 109.21(c)(3).

³⁰ 11 C.F.R. § 109.21(c)(5). The advertisements are clearly “an appeal to vote for or against a clearly identified Federal candidate.”

³¹ 11 C.F.R. § 109.21(c)(2).

a citizen to vote for Greenfield and is clearly “an appeal to vote for or against a clearly identified Federal candidate.”

3. Conduct Standard. The communication meets the “conduct” standard of 11 C.F.R. § 109.21(d): “The communication is created, produced, or distributed at the request or suggestion of a candidate, authorized committee, or political party committee.”³² Evidenced by the campaign making the request in the known format along with providing campaign assets for the television commercial, the advertisement is clearly in response to a request by Greenfield to disseminate, distribute, and republish the substantive message and campaign materials.

It is public knowledge that candidates are communicating with super PACs through designed webpages that use a specific format and language. Greenfield’s “request or suggestion” followed the known and specific method to request a super PAC run advertisements: the “Important Update” title of the webpage, the “code language” to identify the substance and media market for the advertisement, a specific formatted PDF research document with particular substantive points and citations, and a link to campaign video to be used. Greenfield’s webpage is exactly like those used by other candidates who have successfully requested or suggested outside groups run specific advertisements on their behalf. She should not now be permitted to claim this was not a request or suggestion.

Moreover, Senate Majority PAC’s advertisement clearly responded to Greenfield’s request. Within weeks, it had created and began running an ad that precisely conveyed the substantive information identified by the Greenfield campaign and republished the Greenfield campaign’s photograph and videos. The only reason this exact advertisement was run is because the Greenfield campaign requested it and provided the photograph and video. The close proximity in time between the campaign providing the instruction and materials and the super PAC running the advertisement also demonstrates this was a “request or suggestion.”

Additionally, the coordination between the Greenfield campaign and Senate Majority PAC is not excused because a public avenue was used to make the “request or suggestion” and to transfer campaign materials. The “publicly-available-information safe harbor” does not generally apply to the “request or suggestion” conduct standard. The language of the “request or suggestion” conduct standard does **not** state it is not satisfied if the “information material to the creation,

³² 11 C.F.R. § 109.21(d)(1).

production, or distribution of the communication was obtained from a publicly available source.”³³ This is unlike every other conduct standard, which does explicitly provide for a publicly-available-information safe harbor.³⁴ To interpret the “request or suggestion” standard as not applying if information was obtained from a publicly available source is directly contrary to the plain language of the regulation, and unreasonable and contrary to the statute.³⁵

The 2006 E&J notes the Commission decided that the publicly-available-information-safe-harbor “more appropriately applies to only four of the five conduct standards, and is being added to the paragraphs currently containing those four conduct standards.”³⁶ The “request or suggestion” conduct standard is only applicable to a candidate’s request or suggestion that a communication be created, produced, or distributed, whereas the four standards to which the publicly-available-information-safe-harbor was added “all concern conduct that conveys material information that is subsequently used to create a communication.”³⁷ The request or suggestion standard is different than the other four because it simply is the request or ask, whereas the other four require

³³ Compare 11 C.F.R. § 109.21(d)(1) (stating in full: “Any one of the following types of conduct satisfies the conduct standard of this section whether or not there is agreement or formal collaboration, as defined in paragraph (e) of this section: 1. REQUEST OR SUGGESTION. i. The communication is created, produced, or distributed at the request or suggestion of a candidate, authorized committee, or political party committee; or ii. The communication is created, produced, or distributed at the suggestion of a person paying for the communication and the candidate, authorized committee, or political party committee assents to the suggestion.”), with 11 C.F.R. § 109.21(d)(2) (“This paragraph, (d)(2), is not satisfied if the information material to the creation, production, or distribution of the communication was obtained from a publicly available source.”), 11 C.F.R. § 109.21(d)(3) (“This paragraph, (d)(3), is not satisfied if the information material to the creation, production, or distribution of the communication was obtained from a publicly available source.”), 11 C.F.R. § 109.21(d)(4) (“This paragraph, (d)(4)(iii), is not satisfied if the information material to the creation, production, or distribution of the communication used or conveyed by the commercial vendor was obtained from a publicly available source.”), and 11 C.F.R. § 109.21(d)(5) (“This paragraph, (d)(5)(ii), is not satisfied if the information material to the creation, production, or distribution of the communication used or conveyed by the former employee or independent contractor was obtained from a publicly available source.”).

³⁴ *Id.*

³⁵ Compare Coordinated Communications, 71 Fed. Reg. 33190, 33204-05 (June 8, 2006) (explaining the plain language of the statute did not contain an exception for the use of publicly available information and it would be inappropriate to include this type of exception); with FEC, Factual and Legal Analysis, Shaheen for Senate, MUR 6821 (Dec. 2, 2015) (stating “that a communication resulting from a general request to the public or the use of publicly available information, including information contained on a candidate’s website, does not satisfy the content standard.”) and FEC, First General Counsel’s Report, MUR 7136 (Oct. 24, 2017) (same).

³⁶ Coordinated Communications, 71 Fed. Reg. 33190, 33205 (June 8, 2006).

³⁷ *Id.*

conveyance of **information** material to the creation of the communication. Thus, by its plain language a “request or suggestion” is not “information” and the publicly-available-information-safe-harbor could not apply.

In addition to the fact that it was not technically applicable, it was noted that one concern commentators expressed was if the publicly-available-information-safe-harbor was added to the “request or suggestion” conduct standard, it may allow for a loophole that could be exploited by precluding “certain communications from satisfying the coordinated communications test simply because a portion of a given communication was based on publicly available information, even if a candidate privately conveyed a request that a communication be made.”³⁸ The choice not to apply the publicly-available-information safe harbor to the request or suggestion conduct standard was to make the regulation stronger—it was intended to prevent any argument the communication was based upon some information or statement that was publicly available—it did not allow for a request or suggestion to be made publicly. In fact, the concerns addressed ensured that no part of the ask could be made publicly. The language of the statute prevails—the request or suggestion conduct standard does not contain a safe harbor for publicly available information.

Moreover, the “publicly-available-**information** safe harbor” states it only applies to “information”—not a “request or suggestion” and not the transfer of other types of campaign assets and materials, i.e. campaign written materials and photographs.³⁹ Although the “request or suggestion conduct standard” does **not** include the public information safe harbor, the conduct standards that do state: “This paragraph . . . is not satisfied if the **information** material to the creation, production, or distribution of the communication was obtained from a publicly available source.”⁴⁰ As discussed above, the Commission recognized “information” was not appropriately applied to a “request or suggestion” because they are not the same thing.⁴¹ The law also generally

³⁸ *Id.*

³⁹ *See, e.g.*, 11 C.F.R. § 109.21(d)(2).

⁴⁰ *See, e.g.*, 11 C.F.R. § 109.21(d)(2) (emphasis added). Information is defined as “(1) knowledge obtained from investigation, study, or instruction; (2) intelligence, news; (3) facts, data.” “Information,” Merriam-Webster Online Dictionary 2019, available at <https://www.merriam-webster.com/dictionary/information>, last accessed Dec. 18, 2019.

⁴¹ Coordinated Communications, 71 Fed. Reg. 33190, 33204-05 (June 8, 2006) (explaining the plain language of the statute did not contain an exception for the use of publicly available information and it would be inappropriate to include this type of exception: “Moreover, the four conduct standards that are being revised to include a safe harbor for the use of publicly available information all concern conduct that conveys material

recognizes the difference between “information” and “assets,” including “campaign materials.”⁴² The written content and photographs were prepared and paid for by Greenfield’s campaign and have copyright protections, and thus would be an “item of value” or an “asset.”⁴³

The “request or suggestion” was evident in the format in which it was made, which is not “information.” Because Greenfield knew to use this format, it also indicates other communications occurred. Senate Majority PAC acted on the “request or suggestion” and created an advertisement using campaign assets, which is not “information.” Thus, the “publicly-available-information safe harbor” does not apply either in this case.

The advertisement was paid for by Senate Majority PAC, the content of the advertisement was the substantive message identified by the Greenfield campaign and republished campaign photograph and videos shortly after the campaign made them available, and Greenfield or Theresa Greenfield for Iowa made a “request or suggestion” using the known format to do so, all demonstrating the coordination in this case.

IV. Conclusion

Based on the format of the post, timing of the advertisement, and the advertisements content of messaging and use of campaign photograph and videos, there is information to believe Greenfield is coordinating with Senate Majority PAC. If so, it would constitute an illegal in-kind

information that is subsequently used to create a communication, whereas the “request or suggestion” conduct standard concerns only a candidate’s or political party’s request or suggestion that a communication be created, produced or distributed, and is not dependent upon the nature of information conveyed.”).

⁴² For example, where the “publicly-available-information safe harbor” applies, the regulations states it is in the context of “decisions,” “discussion,” or knowledge of common employees or vendors—all applications are to conveyance of knowledge or facts. *Compare* 11 C.F.R. § 109.21(d) (applying the “publicly-available-information safe harbor” to “decisions,” “discussion,” and knowledge of a common employee or vendor), *with* 11 C.F.R. § 109.21(d)(6) (providing certain conduct standards are only satisfied “that occurs after the original preparation of the campaign materials that are disseminated, distributed, or republished”). On the other hand, the regulations distinguish “information” from “campaign materials” that are prepared by the campaign. *Id.* The content standards are based upon republication of campaign materials and the conduct standards are based upon the communication of information. *See* 11 C.F.R. § 109.21(d)(6).

⁴³ “Asset,” Merriam-Webster Online Dictionary 2019, available at: <https://www.merriam-webster.com/dictionary/asset>, last accessed Dec. 19, 2019 (defining “asset” as an “item of value owned”); 11 C.F.R. § 100.51(a) (“The term contribution includes payment, services, or other things of value . . .”); 11 C.F.R. § 100.52(d)(1) (stating that in-kind contributions include “the provisions of goods or services” including “securities, facilities, equipment, supplies, personnel, advertising services, membership lists, and mailing lists”).

Exhibit A

Greenfield Campaign Photos/B-Roll



Instagram

SMP Ad



Youtube



Youtube



Youtube





Youtube



THERESA GREENFIELD BACKGROUND

Theresa Greenfield grew up working hard on her family's farm during the farm crisis. While expecting her second child, Greenfield's husband, a union electrician, was killed on the job in a tragic accident. Raising two young boys on her own, Social Security was critical to saving her family. She put herself through college working multiple jobs and rose to become the president of a small business. Greenfield is running for U.S. Senate to take on a corrupt Washington. Greenfield refuses corporate PAC money and will fight to protect Social Security and make health care affordable for us.

THERESA GREENFIELD GREW UP WORKING HARD ON HER FAMILY'S FARM DURING THE FARM CRISIS

Greenfield Grew Up On A Family Farm. "But Democrats are impressed by Greenfield's retail political skills and say her background as a businesswoman who grew up on a family farm positions her well in the state." [Politico, [6/24/19](#)]

Greenfield Worked Hard On Her Family's Farm, Flagging, Tanking And Mapping The Fields As Well As Feeding Hogs And Bailing Hay. "I'm Theresa Greenfield and I remember, flagging, tanking, and mapping the fields. And at 16 negotiating with other farmers. One farmer even refused to deal with me, because I was a girl. My dad wouldn't stand for it. He said there are no boy jobs or girl jobs, just jobs that need to get done. Growing up on a family farm in a small town of 500 you had to pull your own weight but we also had to look out for each other. Our family our friends our communities we sure did during the farm crisis. It was all hands on deck. Feeding the hogs, bailing the hay, but also working off the farm at a local panning factory and as a waitress just to survive. I learned if you worked hard you got a fair shot. And I sure did. I'm a proud farm kid with farm kid values." [YouTube, Theresa Greenfield for Iowa, [6/3/19](#)] (VIDEO)

WHILE EXPECTING HER SECOND CHILD, GREENFIELD'S HUSBAND, A UNION ELECTRICIAN, WAS KILLED ON THE JOB IN A TRAGIC ACCIDENT

Greenfield's First Husband Was A Journeyman Lineman And IBEW Union Member Who Was Killed On The Job. "Her first husband was a journeyman lineman and IBEW (electrical workers union) member who was killed on the job. At the time of his death, Greenfield was just 24 years old with a one-year-old son and four months pregnant with another. Social security, workers' compensation and help from her family kept her on her feet during that time, allowing her to go back to college to train for a new career track to take care of her family." [Iowa Starting Line, [2/3/18](#)]

Greenfield Was Just 24 Years Old With A One-Year-Old Son And Another Child On The Way When Her First Husband Passed Away. "Her first husband was a journeyman lineman and IBEW (electrical workers union) member who was killed on the job. At the time of his death, Greenfield was just 24 years old with a one-year-old son and four months pregnant with another. Social security, workers' compensation and help from her family kept her on her feet during that time, allowing her to go back to college to train for a new career track to take care of her family." [Iowa Starting Line, [2/3/18](#)]

RAISING TWO YOUNG BOYS ON HER OWN, SOCIAL SECURITY WAS CRITICAL TO SAVING HER FAMILY

Social Security Helped Greenfield's Family Stay On Their Feet. "Her first husband was a journeyman lineman and IBEW (electrical workers union) member who was killed on the job. At the time of his death, Greenfield was just 24 years old with a one-year-old son and four months pregnant with another. Social security, workers' compensation and help from her family kept her on her feet during that time, allowing her to go back to college to train for a new career track to take care of her family." [Iowa Starting Line, [2/3/18](#)]

Greenfield: "One Of The Things That Saved Our Family Was Social Security." "Greenfield tied her life story to larger political issues in the video. She recounts being a young mother when her first husband died in an electrical accident while working for the Interstate Power Company in Minnesota. At the time, she had a 13-month-old boy, and was pregnant with her second son. 'One of the things that saved our family was Social Security,' Greenfield said." [Little Village Mag, [6/3/19](#)]

SHE PUT HERSELF THROUGH COLLEGE WORKING MULTIPLE JOBS AND ROSE TO BECOME THE PRESIDENT OF A SMALL BUSINESS

Greenfield Put Herself Through School With Help Of Financial Aid And Multiple Part-Time Jobs. "From the Greenfield campaign's June 5 news release: [...] When the farm crisis of the 1980s hit rural families like Theresa's, she

did not give up on her dream to attend college. With the help of financial aid and multiple part-time jobs, she put herself through school. Theresa married and as she and her husband were expecting their second child, he was killed in an accident at his job as a union electrical worker. Theresa set out on a path to provide for her two boys as a single mom." [Bleeding Heartland, [6/6/19](#)]

Greenfield Worked Her Way From An Urban Planner At A Home-Building Company To President Of A Real Estate Firm. "But Greenfield has been impressing people in recent months. [...] Most importantly, she's impressed Democratic primary voters with her speeches and her own personal story at events around the district. Raised on a farm in Minnesota, she's worked her way from an urban planner at a home-building company to the president of a real estate firm." [Iowa Starting Line, [2/3/18](#)]

2017: Greenfield Was President Of A Family-Owned Real Estate Firm In Iowa. "Theresa Greenfield, the president of a family-owned real estate firm, announced her candidacy on Wednesday, joining a field that includes two other Des Moines-area businesswomen. [...] She's now president of Colby Interests, a Windsor Heights-based real-estate firm. She previously was the president of a homebuilding company that went out of business in the 2008 recession and prior to that worked as an urban planner." [Des Moines Register, [7/5/17](#)]

GREENFIELD IS RUNNING FOR U.S. SENATE TO TAKE ON A CORRUPT WASHINGTON. GREENFIELD REFUSES CORPORATE PAC MONEY AND WILL FIGHT TO PROTECT SOCIAL SECURITY AND MAKE HEALTH CARE AFFORDABLE FOR US

Greenfield Pledged Not To Take Corporate PAC Money In Her Campaign For U.S. Senate. "Democratic U.S. Senate hopeful Theresa Greenfield, who has pledged not to take corporate political action committee (PAC) money, has been endorsed by End Citizens United. The PAC, which raised \$44 million in the last election cycle, said Greenfield's pledge highlights her commitment to reforming a broken system and taking on special interests." [Sioux City Journal, [7/10/19](#)]

On Campaign Trail, Greenfield Pledged To Work Hard To Sustain Social Security. "'I want you and grannies and young widows all over the state to know that I'm going to work hard to sustain Social Security and Medicare, because I know that it keeps people out of poverty, and gives them the opportunity to get on with their life like like it did for me,' Greenfield told the Adair County Democrats." [Roll Call, [8/30/19](#)]

On Campaign Trail, Greenfield Pledged To Fight To Ensure Affordable Health Care. "Democrat Theresa Greenfield launched her Iowa Senate bid to unseat Sen. Joni Ernst (R-Iowa) on Monday, a race her party views as a top pick-up opportunity. [...] 'In the Senate, I'll give the breaks to working folks by fighting to invest in improving education, supporting small business, and ensuring affordable health care for all Iowans. I'm a proud farm kid with farm kid values, and I'm running for U.S. Senate because I'll never forget who I am, where I'm from, or who I'm fighting for.'" [The Hill, [6/4/19](#)]