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STATE OF WISCONSIN SUPREME COURT

Case No. 2013AP2504-2508-W Case No. 2014AP296-OA Case No. 2014AP417-421-W

STATE OF WISCONSIN ex rel. THREE UNNAMED PETITIONERS,

Petitioner,

ν.

Case Nos. 2013AP2504-2508-W

THE HONORABLE GREGORY A. PETERSON, John Doe Judge, THE HONORABLE GREGORY POTTER, Chief Judge, and FRANCIS D. SCHMITZ, Special Prosecutor

Respondents,

L.C. Nos. 2013JD11, 2013JD9, 2013JD6, 2013JD1, 2012JD23

STATE OF WISCONSIN ex rel. TWO UNNAMED PETITIONERS,

Petitioner,

v.

Case Nos. 2014AP296-OA

THE HONORABLE GREGORY A. PETERSON, John Doe Judge, and FRANCIS D. SCHMITZ, Special Prosecutor

Respondents,

L.C. Nos. 2012JD23, 2013JD1, 2013JD6, 2013JD9, 2013JD11

STATE OF WISCONSIN ex rel. FRANCIS D. SCHMITZ, Special Prosecutor,

Petitioner,

v.

Case Nos. 2014AP417-421-W

THE HONORABLE GREGORY A. PETERSON, John Doe Judge,

Respondent,

and

EIGHT UNNAMED MOVANTS,

Interested Parties.

L.C. Nos. 2013JD11, 2013JD9, 2013JD6, 2013JD1, 2012JD23

ORIGINAL BRIEF OF UNNAMED MOVANT NO. 8

Concerning John Doe Proceedings in Five Counties
Hon. Gregory A. Peterson, Presiding
Columbia County No. 2013JD11; Dane County No. 2013JD9;
Dodge County No. 2013JD6; Iowa County No. 2013JD1;
Milwaukee County No. 2012JD23

Jeffrey J. Morgan State Bar No. 1027924 Counsel for Unnamed Movant No. 8 309 N. Water Street, Suite 350 Milwaukee, WI 53202 (414) 276-1233 jeff@ldm-law.com

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ISSUES PRESENTED

In its December 16, 2014 Order, this Court set forth the relevant issues as follows:

1. Whether the Director of State Courts had lawful authority to appoint reserve judge, as the John Doe judge to preside over a multi-county John Doe proceeding.

2. Whether the Chief Judge of the First Judicial District had lawful authority to appoint reserve judge, as the John Doe judge to preside over a multi-county John Doe proceeding.

3. Whether Wis. Stat. §968.26 permits a John Doe judge to convene a John Doe proceeding over multiple counties, which is then coordinated by the district attorney of one of the counties.

4. Whether Wisconsin law allows a John Doe judge to appoint a special prosecutor to perform the functions of a district attorney in multiple counties in a John Doe proceeding when (a) the district attorney in each county requests the appointment; (b) but none of the nine grounds

for appointing a special prosecutor under Wis. Stat. §978.045(1r) apply;

5. If, arguendo, there was a defect in the appointment of the special prosecutor in the John Doe proceedings at issue in these matters, what effect, if any, would that have on the competency of the special prosecutor to conduct the investigation; or the competency of the John Doe judge to conduct these proceedings? See, e.g., State v. Bollig, 222 Wis. 2d 558, 569-70, 587 N.W.2d 908 (Ct. App. 1998).

6. Whether, with regard to recall elections, Wis. Stat. §11.26(13m) affects a claim that alleged illegal coordination occurred during the circulation of recall petitions and/or resulting recall elections.

7. Whether the statutory definitions "contributions", "disbursements," and "political purposes" in Wis. Stat. \$\\$11.01(6), (7) and (16) are limited to contributions or expenditures for express advocacy or whether they encompass the conduct of coordination between a candidate or a campaign committee and an independent organization that engages in issue advocacy. If they extend to issue advocacy coordination, what constitutes prohibited "coordination?"

7a. Whether Wis. Stat. \$11.10(4) and \$11.06(4)(d) apply to any activity other than contributions or disbursements that are made for political purposes under Wis. Stat. \$11.01(16) by: (i) the candidate's campaign committee; or (ii) an independent political committee.

7b. Whether Wis. Stat. \$11.10(4) operates to transform an independent organization engaged in issue advocacy into a "subcommittee" of a candidate's campaign committee if the independent advocacy organization has coordinated its issue

advocacy with the candidate or the candidate's campaign committee.

7c. Whether the campaign finance reporting requirements in Wis. Stat. ch. 11 apply to contributions or disbursements that are not made for political purposes, as defined by Wis. Stat. §11.01(16).

7d. Whether Wisconsin Coalition for Voter Participation, Inc. v. State Elections Board, 231 Wis.2d 670, 605 N.W.2d 654 (Ct. App. 1999), petition for review dismissed, 231 Wis.2d 377, 607 N.W.2d 293 (1999) (WCVP), has application to the proceedings pending before this court.

8. Whether fundraising that is coordinated among a candidate or a candidate's campaign committee and independent advocacy organization violates Wis. Stat. ch. 11.

9. Whether a criminal prosecution may, consistent with due process, be founded on a theory that coordinated issue advocacy constitutes a regulated "contribution" under Wis. Stat. ch. 11.

10. Whether the records in the John Doe proceedings provide a reasonable belief that Wisconsin law was violated by a campaign committee's coordination with independent advocacy organizations that engaged in express advocacy speech. If so, which records support such a reasonable belief?

11. If Wis. Stat. ch. 11 prohibits a candidate or a candidate's campaign committee from engaging in "coordination" with an independent advocacy organization that engages solely in issue advocacy, whether such prohibition violates the free speech provisions of the First Amendment of the United States Constitution and/or Article I, Section 3 of the Wisconsin Constitution.

12. Whether pursuant to Wis. Stat. ch. 11, a criminal prosecution may, consistent with due process, be founded on an allegation that a candidate or candidate committee "coordinated" with an independent advocacy organization's issue advocacy.

13. Whether the term "for political purpose" in Wis. Stat. §11.01(16) is unconstitutionally vague unless it is limited to express advocacy to elect or defeat a clearly identified candidate.

14. Whether the affidavits underlying the warrants issued in the John Doe proceedings provided probable cause to believe that evidence of a criminal violation of Wis. Stat. \$\sqrt{11.27}, \frac{11.26(1)(a), \quad \text{11.61(1)}, \quad \text{939.31}, \quad \text{and} \quad \text{939.05}

STATEMENT ON ORAL ARGUMENT AND PUBLICATION

Because these issues have vast statewide public importance, this Court should follow its usual practice of allowing oral argument and publishing its decision, as this Court indicated it would in its December 16 and 19, 2014 orders.

STATEMENT OF THE CASE

Unnamed Movant No. 8 expressly adopts
the Statement of the Case as set forth in the opening
brief of Unnamed Movant No. 1
, Unnamed Movant No. 2
, Unnamed Movant
No. 4 and
Unnamed Movant No. 5
Unnamed Movant No. 8
The instant brief addresses
the issues delineated in the Supreme Court Order of
December 16, 2014.
•

STATEMENT OF THE FACTS

Unnamed Movant No. 8 expressly adopts the Statement of the Facts, including its subsections, of Unnamed Movant No. 2

ARGUMENT

With respect to Issues 1-5 below, Unnamed Movant No. 8 maintains that, even if procedural errors require the parties to be returned to the positions they occupied before August 2013, the remaining issues before this Court should still be decided. "[E] ven if an issue is moot, this court may address the issue if: (1) the issue is of great public importance; (2) the situation occurs so frequently that a definitive decision is necessary to guide circuit courts; (3) the issue is likely to arise again and a decision of the court would alleviate uncertainty; or (4) the issue will likely be repeated, but evades appellate review because the appellate review process cannot be completed or even undertaken in time to have a practical effect on the parties." In re John Doe Proceeding, 2003 WI 30, ¶19, 260 Wis.2d 653, 660 N.W.2d 260.

Here, the constitutionality and reach of Wisconsin's campaign finance laws, and ultimately the First Amendment rights of individuals, candidates, elected officials, donors, and third party groups to participate freely in Wisconsin's political processes are at stake. These issues will undoubtedly and necessarily recur each election cycle, and the answers have clear, state-wide import. Everyone involved in any aspect of a political campaign - candidates, campaign committees, 501(c) organizations, and the voting public - deserves clarity from this Court on the governing rules. Accordingly, this Court should reach the remaining questions regardless of whether the outcome of Issues 1-5 might otherwise moot those questions.

- I. RESERVE JUDGES MAY NOT BE APPOINTED TO PRESIDE OVER MULTI-COUNTY JOHN DOE INVESTIGATIONS (SUPREME COURT ISSUE NOS. 1 and 2)
 - A. Standard of Review

Unnamed Movant No. 8 expressly adopts the Standard of Review of Unnamed Movant No. 7 expressly adopts as set forth in Argument I(A) of pening brief.

B. The Director of State Courts May Not Appoint a Reserve Judge to Preside Over a Five-County John Doe Investigation

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument I(B) of pening brief. C. Chief Judge in One Judicial District Certainly May Not Make Such an Appointment Extending to Four Counties in Other Judicial Districts Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument I(C) of opening brief. A JOHN DOE JUDGE HAS NO COMPETENCY TO CONVENE A JOHN DOE INVESTIGATION OVER FIVE COUNTIES, AT LEAST IF LED BY ONE COUNTY'S DISTRICT ATTORNEY (SUPREME COURT ISSUE NO. 3) Standard of Review Α. Unnamed Movant No. 8 expressly adopts the Standard of Review of Unnamed Movant No. 7 as set forth in Argument III(A) of opening brief. Β. Merits Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument III(B) of pening brief. III. THIS SPECIAL PROSECUTOR'S APPOINTMENT WAS UNLAWFUL FROM THE START (SUPREME COURT ISSUE NO. 4) A. Standard of Review expressly adopts Unnamed Movant No. 8

the Standard of Review of Unnamed Movant No. 7

as set forth in Argument II(A) of pening brief. В. Overview Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument II(B) of opening brief. No Statutory Authority Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument II(C) of opening brief. No Case Law Authority Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument II(D) of pening brief.

E. No Public Policy Justification

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument II(E) of opening brief.

F. No Competence

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument II(F) of opening brief.

IV. BECAUSE NEITHER THE JOHN DOE JUDGE NOR THE SPECIAL PROSECUTOR HAD COMPETENCY TO PROCEED, EVERYONE MUST RETURN TO THE POSITIONS THEY OCCUPIED BEFORE AUGUST 2013 (SUPREME COURT ISSUE NO. 5)

A. Standard of Review

Unnamed Movant No. 8 expressly adopts the Standard of Review of Unnamed Movant No. 7 as set forth in Argument IV(A) of pening brief.

B. Merits

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 7 as set forth in Argument IV(B) of opening brief.

- V. WIS. STAT. §11.26(13m), WHEN READ IN CONJUNCTION WITH WIS. STAT. §§9.10 AND 11.06(7), ELIMINATES ANY JUSTIFICATION FOR THE SPECIAL PROSECUTOR'S EXPANSIVE VIEW OF COORDINATION RESTRICTIONS (SUPREME COURT ISSUE NO. 6)
 - A. Standard of Review

Unnamed Movant No. 8 expressly adopts the Standard of Review of the opening brief of Unnamed Movant No. 1

B. Wisconsin Statutory Restriction on Coordination in Wis. Stat. \$11.06(7) Only Applies to a Specific Kind of Disbursement

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 1 as set forth in Issue No. 6(B) of its opening brief.

C. An Incumbent Officeholder Does Not Become a Recall "Candidate" Subject to the Coordination Restrictions of Wis. Stat. §11.06(7) Until

Constitutional and Statutory Requirements Are Met Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 1 as set forth in Issue No. 6(C) of its opening brief. D. Wis. Stat. \$11.26(13m) Permits a Window of Unlimited Campaign Contributions Prior to the Time an Incumbent Officeholder is Subject to a Recall Election Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 1 as set forth in Issue No. 6(D) of its opening brief. The Alleged "Conduct of Coordination" Does Ε. Not, and Cannot, Violate Chapter 11) Unnamed Movant No. 8 expressly adopts the Standard of Review of Unnamed Movant No. 1 as set forth in Issue No. 6(E) of its opening brief. WISCONSIN CAMPAIGN FINANCE LAW DOES NOT REGULATE COORDINATED ISSUE ADVOCACY (SUPREME COURT ISSUE NO. 7, INCLUDING SUBPARTS) Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2

A. Standard of Review

opening brief.

as set forth in Argument III of its

Unnamed Movant No. 8 expressly adopts the Standard of Review, including subsections, of Unnamed Movant No. 2 as set forth in its opening brief.

B. Only Express Advocacy Communications
Qualify as Regulated "Disbursements" or
"Contributions"

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument III(A) of its opening brief.

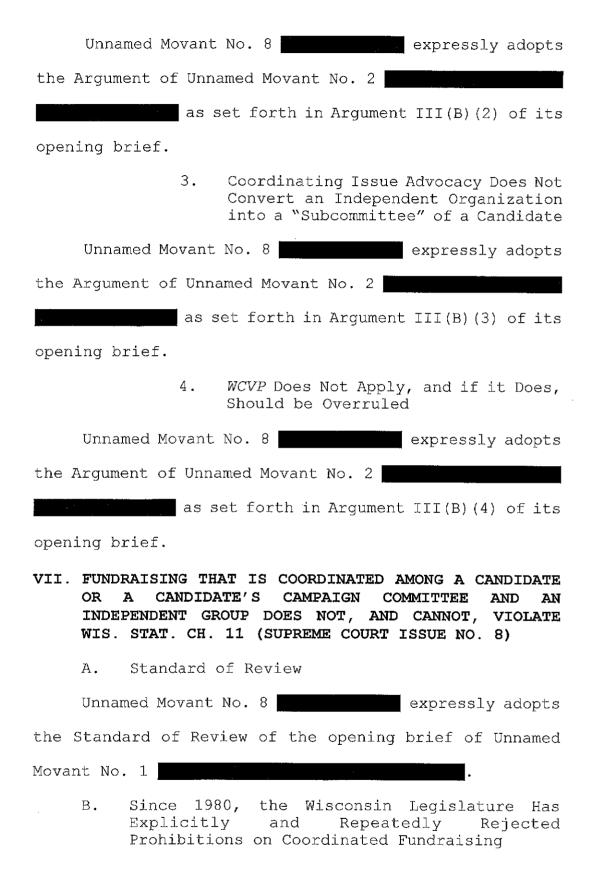
C. The Special Prosecutor's Theory of Criminal Liability is Incompatible with Chapter 11

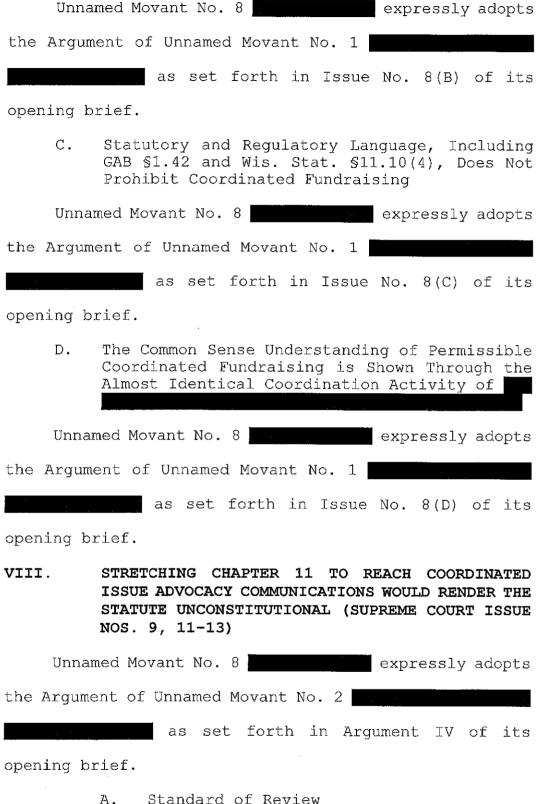
Unnamed Movant No. 8 expressly adopts
the Argument of Unnamed Movant No. 2
as set forth in Argument III(B) of its
opening brief.

1. Coordinated Issue Advocacy Communications are not "In-kind" Contributions

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument III(B)(1) of its opening brief.

2. GAB \$1.42 Does Not Apply to Non-Committee Issue Advocacy





Unnamed Movant No. 8 expressly adopts the Standard of Review, including subsections, of Unnamed Movant No. 2 as set forth in Argument IV(A) of its opening brief. В. Absent "Content" Standard, "Conduct" of Coordination Cannot Convert Communications Into Campaign Contributions Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(A) of its opening brief. 1. Contribution Limits Are Unconstitutionally Overbroad if Not Closely Drawn to Government Interest Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(A)(1) of its opening brief. 2.. Untethered to a "Content" Standard, Converting Coordinated Communications Into Contributions is Unconstitutionally Overbroad Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(A)(2) of its

3. The Scope of the Investigation Into the Demonstrates the

opening brief.

Overbreadth of the Special Prosecutor's Flawed Theory of Criminal Liability

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(A)(3) of its opening brief.

C. Absent a Limiting Construction, the Definition of Political Purposes is Unconstitutionally Vague

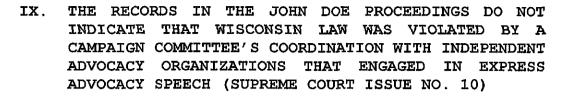
Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(B) of its opening brief.

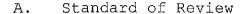
1. "For the Purpose of Influencing" is Unconstitutionally Vague

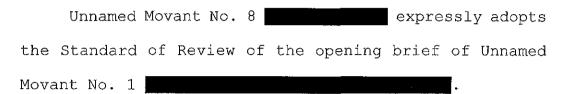
Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 expressly adopts as set forth in Argument IV(B)(1) of its opening brief.

2. Wisconsin Law Does Not Provide Any Objective "Content" Standard Beyond Express Advocacy

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 2 as set forth in Argument IV(B)(2) of its opening brief.







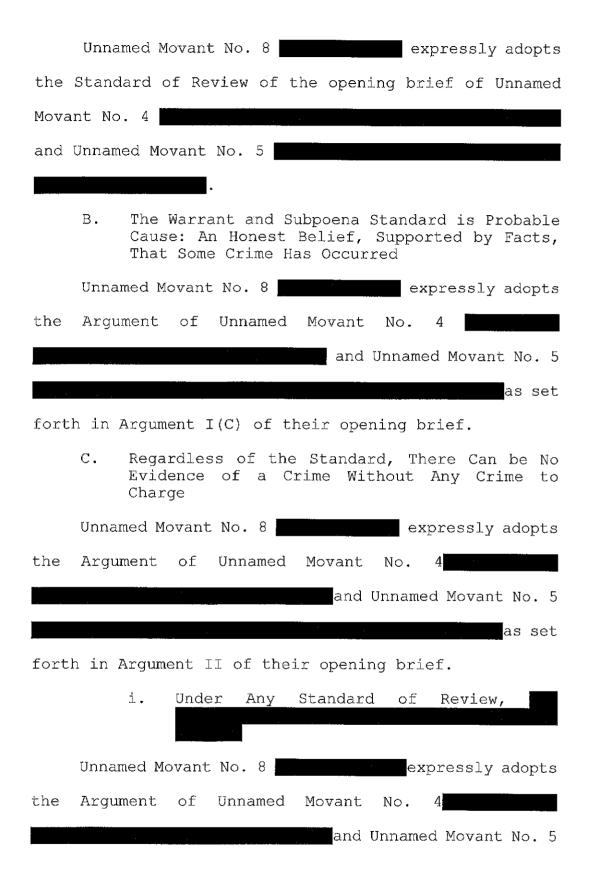
B. The John Does Judge Did Not Clearly Violate a Plain Duty

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 1 as set forth in Issue No. 10(B) and the preamble of its opening brief.

C. A De Novo Review of the Records Confirms That There is no Evidence of Express Advocacy or Criminal Conduct

Unnamed Movant No. 8 expressly adopts the Argument of Unnamed Movant No. 1 as set forth in Issue No. 10(C) and the preamble of its opening brief.

- X. THE AFFIDAVITS UNDERLYING THE DOE WARRANTS AND SUBPOENAS DID NOT PROVIDE PROBABLE CAUSE FOR THEIR ISSUANCE AND THEY ARE CONSTITUTIONALLY INFIRM (SUPREME COURT ISSUE NO. 14)
 - A. Standard of Review



as set

forth in Argument II(A) of their opening brief.

ii. Impermissible Coordination, Even As the Prosecutor Defines It, Requires Far More Than the Activities Alleged to Support the Subpoenas

Unnamed Movant No. 8 expressly adopts

the Argument of Unnamed Movant No. 4 and Unnamed Movant No. 5

as set

forth in Argument II(B) of their opening brief.

iii. The Specific Allegations About Conduct and Speech Cannot Sustain a Subpoena

Unnamed Movant'No. 8 expressly adopts

the Argument of Unnamed Movant No. 4 and Unnamed Movant No. 5

as set

forth in Argument II(C) of their opening brief.

iv. The Conduct Identified by the Prosecutor is Constitutionally-Protected Speech

Unnamed Movant No. 8 expressly adopts

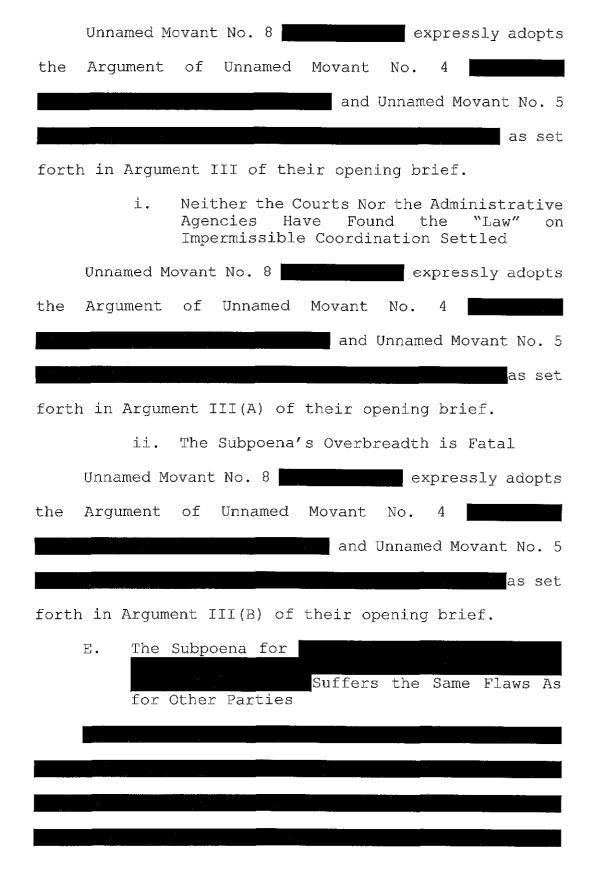
the Argument of Unnamed Movant No. 4

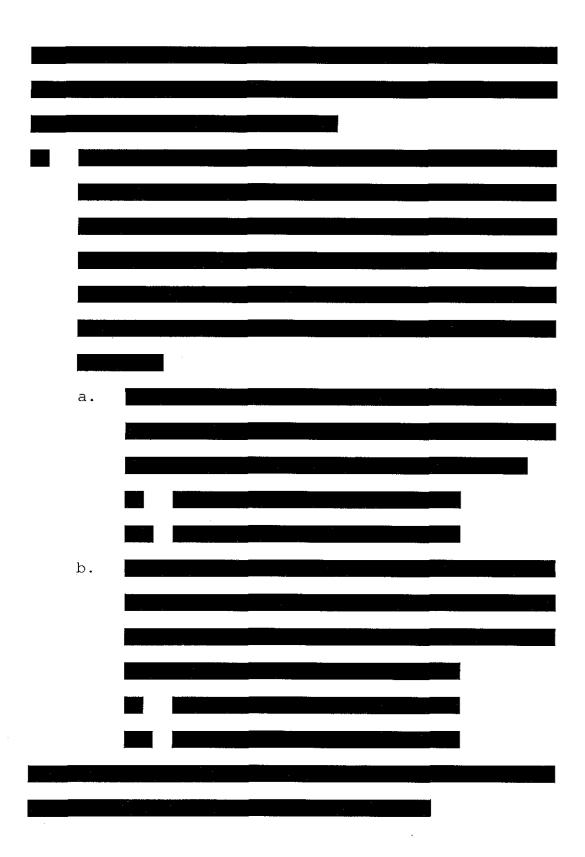
and Unnamed Movant No. 5

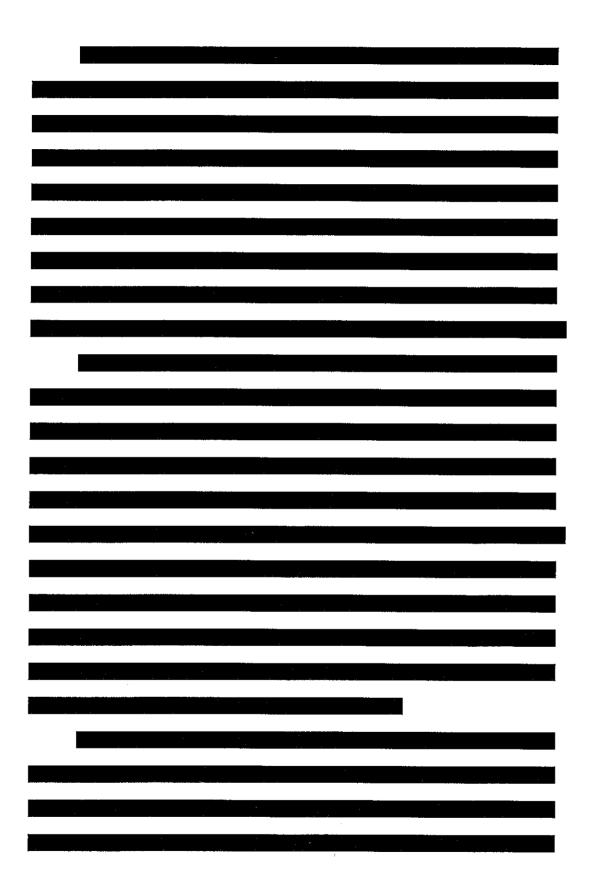
as set

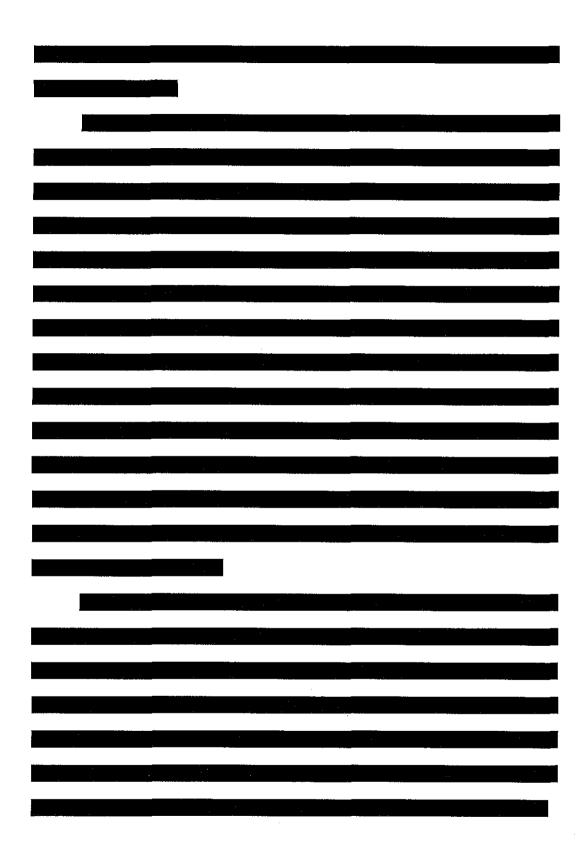
forth in Argument II(D) of their opening brief.

D. On Both Due Process and Fourth Amendment Grounds, the Subpoenas Should Remain









The subpoena fails to establish the nexus between the materials sought and the subject matter of the Doe. The tight connection required between those concerns have not been properly limited. The subpoenas overbreadth and invasion into free speech renders it fatally defective.

CONCLUSION

For the foregoing reasons, as well as the adopted arguments, Unnamed Movant No. 8 requests that the Court uphold Judge Peterson's January 10, 2014 decision and dismiss the Special Prosecutor's petition, as well as issue writs of mandamus and prohibition with respect to the proceedings initiated by the three unnamed petitioner.

Dated at Milwaukee, Wisconsin this 2^{nd} day of February, 2015.

Respectfully submitted,

Jeffrey J. Morgan, SBN 1027924 Counsel for Unnamed Movant No. 8

309 N. Water Street, Suite 350

Milwaukee, WI 53202

(414) 276-1233

jeff@ldm-law.com

CERTIFICATION

I hereby certify that this brief conforms to the rule contained in Wis. Stats. §809.19(8)(b) and (c) for a brief produced with a monospaced font. The length of this petition is 27 pages.

Dated in Milwaukee, Wisconsin this 2^{nd} day of February, 2015.

Respectfully submitted,

Jeffrey J. Morgan, SBN: 1027924 Counsel for Unnamed Movant No. 8 309 N. Water Street, Suite 350

Milwaukee, WI 53202 (414) 276-1233

jeff@ldm-law.com

CERTIFICATION

I hereby certify that:

I have submitted an electronic copy of this brief, excluding the appendix, if any, which complies with the requirements of Wis. Stats. 809.19(12)(f).

I further certify that:

This electronic brief is identical in content and format to the printed for of the brief filed as of this date.

A copy of this certificate has been served with the paper copies of this brief filed with the court and served on all parties.

Dated in Milwaukee, Wisconsin this $2^{\rm nd}$ day of February, 2015.

Respectfully submitted,

Jeffrey J. Morgan, SBN: 10297924 Counsel for Unnamed Movant No. 8 309 N. Water Street, Suite 350 Milwaukee, WI 53202

(414) 276-1233 jeff@ldm-law.com

APPENDIX

Unnamed Movant No. 8 hereby expressly adopts the Joint Appendix filed on behalf of the parties to this action and any appendix reference shall be to that document.