

EMPAC Operations Manual

I. ORGANIZATIONAL STRUCTURE

WHAT IS A PAC?

A PAC is a Political Committee.

The term "political committee" is defined as two or more individuals, or any person, or group, whose primary or incidental purpose is to support or oppose any candidate, political party, or attempt to influence the result of an election or which may receive contributions to repay loans or cover a deficit, or make expenditures to satisfy obligations of an election already held.

When an individual or a group begins activities for a political purpose, they become a political committee and are responsible to follow the guidelines of The Campaign Reporting Act.

WHAT IS EMPAC?

EMPAC, or the EMPLOYEES POLITICAL ACTION COMMITTEE, is the political arm of SEANC and is a subsidiary body of the Association with its own bylaws and elected officers. It was established to educate SEANC members about candidates for public office, endorse candidates who support state employee issues, and raise funds that may be contributed to campaigns. Only EMPAC has the ability to endorse candidates for public office. When talking about EMPAC, four important points to remember are as follows:

*Every SEANC member may participate in EMPAC activities and is encouraged to do so.

*Contributions to EMPAC by members are strictly voluntary.

*By law, no SEANC funds may be used for political purposes.

*Contributions to EMPAC may be used to support endorsed candidates or to send Association representatives to political functions.

WHAT DOES EMPAC DO?

EMPAC has four main functions:

1. To raise money.
2. To endorse candidates.
3. To provide educational training for SEANC members.
4. To build strong allies in the state legislature.

HISTORY OF EMPAC

The 1993 SEANC Convention affirmed the endorsement concept for EMPAC, with a "sunset provision" to either renew or discontinue the endorsement of General Assembly candidates at the 1997 SEANC Convention. EMPAC had two election cycles to prove that this concept could be a powerful tool for our Association and for all state employees. EMPAC endorsed 29 candidates in 1994 with a success rate of 44.8%; the success rate jumped to 71.4% in the elections of 1996 when we were successful in sending 75 of 105 endorsed candidates to Raleigh. It was evident in 1996 that EMPAC was a powerful tool and that it could assist SEANC in the ability to hold legislators accountable for their actions affecting state employees. The time for removing the "sunset" for endorsement was drawing near, and much work remained for ensuring that EMPAC would continue.

Even with the 1996 endorsement success, it was readily apparent that the previous "EMPAC Guidelines" were perceived to be "unmanageable" and that many members lacked confidence in the overall endorsement process. SEANC's 1996-97 President, Pat Brafford, a firm supporter of the endorsement

process, formed an EMPAC Task Force to develop a process that would be manageable and reaffirm the confidence that was needed to ensure total acceptance and success. This task force spent many arduous hours discussing and refining the endorsement guidelines. The end result was to focus the candidate decision-making authority at the local level by allowing only the EMPAC Areas to determine who their endorsed candidates would be. (The new restructuring of EMPAC would also provide for 15 Areas across the state; this was mainly a geographical change that would allow greater member participation). Under the new plan, there is no endorsement power at the State EMPAC level or endorsement power resting with any officer.

Delegates meeting at the Koury Convention Center in Greensboro, September 4-6, 1997, voted to lift the sunset provision and to continue the endorsement process. While this decision was not unanimous, only a handful of delegates voted against continuing EMPAC. Delegates also approved the needed revisions to the EMPAC Bylaws. President Brafford stated after the vote that the ability to have legislative endorsements "is the strongest and most effective tool this Association has for dealing with the General Assembly for our salaries and benefits."

Armed with a new organizational structure and local control over endorsement decisions, EMPAC turned its third venture into the endorsement arena into an even greater success for SEANC. In the 1998 elections, EMPAC endorsed 110 candidates and helped elect 100 of those for a 90.9 percent success rate. EMPAC's new structure had proven itself, and the PAC's endorsements were beginning to carry more weight in the General Assembly.

Still, EMPAC's endorsement process was new, and several kinks surfaced during the first year after reorganization. In response, 1998-99 SEANC President Ray Mosteller appointed a study committee to review EMPAC's 1998 operations and offer recommendations for fine-tuning and strengthening. The study committee completed its report in February 1999, and the State EMPAC acted on many of its recommendations the following April.

One result of that review was to revise EMPAC's previous "Endorsement Guidelines" into this current "EMPAC Operations Manual." This document is intended to offer guidance on the day-to-day operations of EMPAC, with changes in its content occurring as needs arise.

EMPAC ROLES AND RESPONSIBILITIES

State EMPAC

The State EMPAC shall consist of the Chair, Vice Chair, Treasurer, Immediate Past Chair and Area Committee Chairs. (To have fair representation based on districts, the Central Area shall have three representatives, the Chair and two At-Large members, elected by the Area EMPAC). The EMPAC Secretary, SEANC President and SEANC Executive Director or designee serve as non-voting members.

Members of the State EMPAC are required to sign a pledge, as developed by the State EMPAC, stating that their decisions will be non-partisan and that all comments and actions will be kept confidential. In addition, they must pledge not to publicly work for or support any candidate with time, money or other contributions before EMPAC endorsement decisions are finalized or thereafter for any candidate opposing an EMPAC-endorsed candidate. If an individual refuses to sign the pledge, he/she will not be allowed to participate in the endorsement process. It is important to remember that all voting shall be done on a non-partisan basis. ("Publicly" means "open to the judgment and knowledge of all." If a member of the State EMPAC feels he or she cannot openly work for or support an EMPAC-endorsed candidate, that is one issue. But if he or she decides to openly work for or support a candidate running in opposition to an EMPAC-endorsed candidate, he or she shall be asked to resign from the State EMPAC.)

The State EMPAC duties include:

1. Serve as administrative body of EMPAC.
2. Develop and administer all administrative policies for the operation of EMPAC, including its organizational structure that lists each Area's Districts and counties of participation.

3. Develop and administer fiscal policies for the operation of EMPAC.
4. Assist in the education of the SEANC membership regarding EMPAC activities (endorsement, campaign support, grassroots lobbying and fundraising).
5. Identify annual EMPAC goals and disseminate information necessary to accomplish those goals.
6. Ensure compliance with laws, regulations and guidelines governing any EMPAC activity. Any unresolved issue at the Area EMPAC level will be referred to the State EMPAC for final resolution.
7. Organize statewide EMPAC fundraising activities as permitted by the state election laws.
8. Develop standard endorsement interview questions and determine information to be mailed to the candidates.
9. Meet to review Area EMPAC endorsement decisions to ensure that all eligible candidates were given proper consideration.
10. Announce endorsement decisions in proper public forum.
11. Review and approve all financial contributions to endorsed candidates.

Area EMPAC

The Area EMPAC shall consist of the Committee Chair, Vice Chair, Immediate Past Chair, Secretary, District EMPAC Chairs, District Chairs, Campaign Support Coordinator, and two At-Large members from each District, all of who shall be voting members. Alternate members shall vote only when attending in the absence of a voting member from their District. Each Area EMPAC elects a Chair, Vice Chair and Campaign Support Coordinator from within the committee membership. The Chair appoints a Secretary.

The Area EMPAC Chairman shall serve a two-year term concurrent with the term of the State EMPAC Chairman. District Chairs and District EMPAC Chairs shall serve on the Area EMPAC from October 1 in the year they take District office through December 31 of the following year. All other Area EMPAC members shall serve on a calendar-year basis.

Members of the Area EMPAC are required to sign a pledge, as developed by State EMPAC, stating that their decisions will be non-partisan and that all comments and actions will be kept confidential. In addition, they must pledge not to publicly work for or support any candidate with time, money or other contributions before EMPAC endorsement decisions are finalized or thereafter for any candidate opposing an EMPAC-endorsed candidate. If an individual refuses to sign the pledge, he/she will not be allowed to participate in the endorsement process. It is important to remember that all voting shall be done on a non-partisan basis. ("Publicly" means "open to the judgment and knowledge of all." If a member of the Area EMPAC feels he or she cannot openly work for or support an EMPAC-endorsed candidate, that is one issue. But if he or she decides to openly work for or support a candidate running in opposition to an EMPAC-endorsed candidate, he or she shall be asked to resign from the Area EMPAC.)

The Area EMPAC duties include the following:

1. Organize and subdivide in the way most proper for carrying out all EMPAC functions at the Area level.
2. Provide training on all components of EMPAC (endorsement, campaign support, fundraising and the importance of grassroots lobbying) for SEANC members in that Area.
3. Establish endorsement support subcommittees as needed.
4. Establish structure and membership of Interview Teams, including a moderator.

5. Develop interview questions, in addition to the standard questions from the State EMPAC, as deemed appropriate.
6. Review recommendations of Interview Teams and affirm or deny the recommendations. Document reasons for all endorsement decisions to ensure accountability. Forward endorsement decisions to the State EMPAC for announcement in a proper public forum. All endorsement recommendations of the Interview Teams must be kept confidential.
7. Establish a process to effectively resolve any disputed issue. If not resolved, the issue will be referred to the State EMPAC for final action.
8. Coordinate with Districts to provide campaign support activities for endorsed candidates.
9. Immediately following the General Election, meet to debrief and evaluate the endorsement process and submit a summary of findings to the State EMPAC.
10. Establish annual fundraising goals and provide Area members with the assistance, support and education necessary to achieve those goals.
11. Establish and implement grassroots lobbying efforts.

Interview Teams

Interview Team membership is structured by the Area EMPAC. All affected Districts shall be given proportionate representation if they so desire. The Districts select the individual members. When possible, Interview Team members should be registered voters for the subject race. Each Interview Team shall have a maximum of seven members, including the moderator. For an endorsement vote to be valid, a minimum of three Interview Team members must have attended ALL interviews for the subject race -- less than five will nullify the endorsement vote for that race. Alternate or substitute Interview Team members may be used only when they meet all criteria set forth for the Interview Team. Alternates or substitutes may meet the criteria by attending all interviews for the subject race.

Members of the Interview Team are required to sign a pledge stating that their decisions will be non-partisan and that all comments and actions will be kept confidential. In addition, they must pledge not to publicly work for or support any candidate with time, money or other contributions before EMPAC endorsement decisions are finalized or thereafter for any candidate opposing an EMPAC-endorsed candidate. If an individual refuses to sign the pledge, he/she will not be allowed to participate in the endorsement process. It is important to remember that all voting shall be done on a non-partisan basis. ("Publicly" means "open to the judgment and knowledge of all." If a member of the Interview Team feels he or she cannot openly work for or support an EMPAC-endorsed candidate, that is one issue. But if he or she decides to openly work for or support a candidate running in opposition to an EMPAC-endorsed candidate, he or she shall be asked to resign from the Interview Team.)

Interview Team duties include the following:

1. The Interview Team moderator shall keep attendance records of all team members and observers present at all interviews to ensure endorsement process oversight and compliance.
2. Following an interview, the Interview Team moderator solicits comments from observers.
3. After completion of interviews for a race, Interview Team members will review and discuss findings of all interviews and mark ballots.
4. Interview Team members shall vote by secret ballot and shall document reasons for all endorsement decisions to ensure accountability.
5. Moderator shall submit all interview materials (ballots, tally sheets, tapes, etc.) to the Area EMPAC Chair.

District EMPAC Chair

The District EMPAC Chair may be elected or appointed according to the bylaws of each individual SEANC District.

The District EMPAC Chair is required to sign a pledge, as developed by State EMPAC, stating that his/her decisions will be non-partisan and that all comments and actions will be kept confidential. In addition, they must pledge not to publicly work for or support any candidate with time, money or other contributions before EMPAC endorsement decisions are finalized or thereafter for any candidate opposing an EMPAC-endorsed candidate. If an individual refuses to sign the pledge, he/she will not be allowed to participate in the endorsement process. It is important to remember that all voting shall be done on a non-partisan basis. ("Publicly" means "open to the judgment and knowledge of all." If a District EMPAC Chair feels he/she cannot openly work for or support an EMPAC-endorsed candidate, that is one issue. But if he or she decides to openly work for or support a candidate running in opposition to an EMPAC-endorsed candidate, he or she shall be asked to resign as District EMPAC Chair.)

The District EMPAC Chair duties encompass the following:

1. Serve as voting member of Area EMPAC.
2. Conduct annual workshop for District members to acquaint them with EMPAC goals, policies, SEANC Policy Platform, the political process, tips on political action and related matters.
3. Inform District members, regional service representatives, and SEANC Central Office about EMPAC activities by providing reports at District meetings, writing articles in District newsletters and The Reporter and through personal contact.
4. Be knowledgeable and able to inform other state employees about Policy Platform issues.
5. Work with Area Campaign Support Coordinator to organize campaign support activities for endorsed candidates.
6. Organize fundraising activities.
7. Coordinate voter registration activities.
8. Maintain contact with District Communications Chairs, encouraging them to publish District EMPAC activities in their newsletters, The Reporter and other appropriate District publications.

District EMPAC

It is recommended that the District EMPAC Chair organize a District-level EMPAC. A list of the members of this committee shall be submitted to the Area EMPAC and the SEANC Central Office.

Members of the District EMPAC are required to sign a pledge, as developed by State EMPAC stating that their decisions will be non-partisan and that all comments and actions will be kept confidential. In addition, they must pledge not to publicly work for or support any candidate with time, money or other contributions before EMPAC endorsement decisions are finalized or thereafter for any candidate opposing an EMPAC-endorsed candidate. If an individual refuses to sign the pledge, he/she will not be allowed to participate in the endorsement process. It is important to remember that all voting shall be done on a non-partisan basis. ("Publicly" means "open to the judgment and knowledge of all." If a member of the District EMPAC feels he or she cannot openly work for or support an EMPAC-endorsed candidate, that is one issue. But if he or she decides to openly work for or support a candidate running in opposition to an EMPAC-endorsed candidate, he or she shall be asked to resign from the District EMPAC.)

District EMPAC duties are as follows:

1. Inform District members about political activities and the endorsement process by providing reports at District meetings, writing articles for District newsletters and The Reporter, and through personal contact.
2. Collect and examine available information that demonstrates a commitment from North Carolina legislators to responsible government and to the welfare of state employees and their families. Share available information with the District EMPAC Chair and the SEANC Central Office.
3. Assist District EMPAC Chair with campaign support activities.
4. Provide volunteer workers to carry out campaign support activities for endorsed candidates.

II. ENDORSEMENT

Endorsement - A Powerful Tool

EMPAC and its ability to endorse political candidates is SEANC's most powerful tool. Endorsement gives SEANC the ability to reward its supporters in the General Assembly who work for the objectives of the Association. Endorsement is a time-intensive process requiring total commitment from EMPAC members. The process includes targeting legislative races, setting up and conducting candidate interviews, choosing candidates to endorse and providing necessary campaign support efforts to ensure election of chosen candidates.

Endorsement Activity Guidelines

Endorsement activities must be kept out of the state workplace and conducted outside of work hours, according to state election laws. In addition, many agencies and fellow employees frown upon partisan politics entering the work-site. It is prudent to err on the side of caution. When in doubt, keep EMPAC endorsement activities separate, and do not jeopardize the opportunity to increase the influence of state employees in the General Assembly.

All activities conducted for the sole purpose of endorsement must be paid for with EMPAC funds.

EMPAC activities must be conducted after work hours or using vacation time.

Endorsement organizational meetings and interview sessions shall be held in locations away from state property, such as members' homes or restaurants.

SEANC District newsletters may carry information about the endorsement process in general and report on actual endorsements, when the newsletters are distributed only to members.

Do not use state agency telephones, computers, copy machines, fax machines, state letterhead, envelopes, inter-office mail, or any state-owned equipment to prepare or send information related to endorsement.

Do not distribute endorsement materials through inter-office mail systems. Either directly mail endorsement materials to members' home addresses or mark clearly "HAND DELIVERY REQUIRED" and pass out to individuals during lunch breaks. Do not use state mailboxes.

Do not post endorsement-related posters, announcements or materials in state agencies, including restrooms or staff lounge areas.

Once candidates are endorsed, the State EMPAC may either publish and mail special bulletins to members or purchase political announcements to be printed in The Reporter.

7 Steps in the Endorsement Process:

There are many steps involved with developing and implementing the endorsement process. Listed below are seven clearly defined steps that must take place before endorsement faces its true test - Election Day. The EMPAC endorsement process corresponds with the two-year election cycle for legislators.

1. Convention Initiates EMPAC Process

- a) *Delegates elect State EMPAC Chair.*
- b) *Delegates approve Policy Platform and prioritize issues.*

2. State EMPAC Organizes

- a) *Chair appoints Secretary, Treasurer and other needed subcommittee members.*
- b) *Prepares and recommends operating budget.*
- c) *Establishes fundraising goals.*
- d) *Receives and reviews incumbent performance assessments from SEANC's Legislative Affairs Department.*
- e) *Develops timely election strategies.*

3. Area EMPACs Organize

- a) *Elect Area EMPAC officers.*
- b) *Develop an endorsement strategy.*
- c) *Establish subcommittees.*
- d) *Identify candidates to be interviewed.*
- e) *Identify Area's endorsement support capabilities.*

4. EMPAC Training Implemented

- a) *Statewide training conference convenes.*
- b) *Area EMPAC's share training materials and other information with all members involved in endorsement activities.*

5. Interview Process

- a) *Area EMPAC establishes Interview Teams and selects moderator(s).*
- b) *Area EMPAC trains Interview Teams.*
- c) *Area EMPAC arranges locations and logistics for interviews.*
- d) *Legislative Affairs staff will forward sample invitations, letters, etc. to Area EMPAC. Area EMPAC will mail interview invitations and pertinent information to candidates, handle follow-up calls and confirm interview times. The Area EMPAC is encouraged to send SEANC Legislative Affairs Department copies of candidate correspondence for information.*
- e) *Interview Teams interview candidates and vote by secret ballot.*
- f) *Team moderators send all interview information (ballots, tally sheets, tapes, etc.) to the Area EMPAC Chairs.*

6. Legislative Reports and Legislative Issues Questionnaires

- a) *The Political Director and the Legislative Affairs Director prepare written legislative reports on the association's dealings with incumbent legislators during the General Assembly session.*
- b) *A legislative issues questionnaire is mailed to all candidates who file for the General Assembly. The questionnaires are to be mailed the day after filing closes.*
- c) *The Political Director collects the completed candidate questionnaires and legislative reports and forwards them to the appropriate Area EMPAC Chair for their review prior to making endorsement decisions.*

7. Endorsement Recommendations and Decisions

- a) *Area EMPAC counts ballots, reviews results of counted ballots, and affirms or denies the results. The Area EMPAC also receives, investigates and rules on challenges (requiring a simple majority of the members present) at the Area level.*
- b) *Upon completion of the Area endorsement activities, the Area EMPAC Chair forwards the endorsement results to the State EMPAC Chair. The Area endorsement results must be signed by the Area EMPAC members who voted on the endorsement(s).*
- c) *State EMPAC reviews the endorsement results for compliance with EMPAC procedures and prepares a report of the endorsed candidates for announcement in a proper public forum.*

8) Announce Endorsements after General Assembly Adjourns

- a) *State EMPAC Chair notifies candidates in writing of the endorsement decision. Only candidates who were interviewed, who could not interview but expressed an interest in endorsement, or who were endorsed without an interview shall receive a letter of notification.*
- b) *Endorsements are publicly announced through the media.*
- c) *Districts may host endorsed candidates at Convention and at local Area meetings.*
- d) *State, Area and District levels of EMPAC provide campaign support to endorsed candidates.*

Options for Endorsement

All Area EMPACs should look closely at all legislative races assigned to their Area and consider endorsement interviews in as many races as possible. In addition, the Area EMPAC may choose to make endorsements in primary races. In both cases, the process outlined below must be followed.

The State EMPAC Committee may choose to make endorsements in select statewide races. Once a statewide race has been identified for consideration for EMPAC endorsement, all candidates for the selected office(s) should be interviewed by the State EMPAC Committee or a subcommittee of said body. In addition, candidates may be asked to complete written questionnaires developed by State EMPAC in conjunction with SEANC staff and officers. Once interviews with all candidates are completed, the State EMPAC will meet to recommend endorsement of a candidate in the race(s). If the State EMPAC votes to recommend endorsement in a race, the recommendation will be forwarded to the SEANC Annual Convention to be debated and voted on. If the recommended endorsement(s) is approved by a majority vote of the Convention, the endorsement will become official and the State EMPAC can then develop a campaign support strategy to get the endorsed candidate elected. If the recommended endorsement is not approved by the Convention delegates, EMPAC cannot endorse any candidate in said race.

Candidate Assignments

1. The Legislative Affairs staff will analyze the legislative districts, based on current maps that change as new Census data is compiled, and provide the State EMPAC with recommendations on which EMPAC Area best fits the makeup of each legislative district. This process will determine which EMPAC Area has the most SEANC members in a legislative district and which other Areas also are represented by the office holder(s) in that legislative district. The Area with the most SEANC members in the legislative district will be named as the Primary Area for that legislative endorsement process. All other EMPAC Areas affected by a particular legislative district will be deemed Secondary Areas for the endorsement process. If an Area EMPAC feels that it is not best suited to consider endorsement for a particular candidate, then this information will be shared with the State EMPAC.
2. The Primary Area, if agreeing to participate in the endorsement process, will be assigned legislative districts for endorsement decisions and will be encouraged to seek input from all Secondary Areas.
3. Any unresolved issues pertaining to the candidate assignment process will be addressed by the State EMPAC.

Endorsement Criteria

EMPAC uses the following criteria when possible to determine which candidates to endorse in the General Assembly races.

1. Favorable voting behavior on specific legislation.
2. Introduction or sponsorship of SEANC legislation.
3. Letter writing in support of state employee issues or legislation.
4. Seeking SEANC input on issues or legislation.

5. Positive speeches or comments related to state employee issues or legislation in a committee or on the General Assembly floor.

6. Active lobbying of their colleagues in either chamber in support of SEANC issues or legislation or efforts to defeat legislation adversely affecting state employees.

7. Personal commitment to support SEANC issues that appear in legislation.

Interview Guidelines

Interviews of candidates are extremely important to the success of EMPAC's endorsement effort. Making the decision on who should be endorsed by EMPAC is a serious and difficult task and one that should not be taken lightly.

It is important to understand that the purpose of an interview is to seek a candidate's position or opinion on an issue of importance to SEANC and state employees. Interview moderators and team members will be provided appropriate training, either personally or by videotape, on the proper techniques of parliamentary procedure and interviewing.

Interviews should be scheduled for approximately one hour. This will allow time for approximately six to eight follow-up questions depending on the complexity of the issues discussed. Allow at least 30 to 45 minutes between each interview. All candidates should have the same opportunity to respond to questions. If time runs out, candidates should be allowed to respond to unasked questions in writing. If a candidate finishes early, the interview should end. Time should not be filled with questions not contained in the script.

It should be explained to the candidates when arranging for the interview that the interviews will be audiotaped. Tapes will be made to ensure that accurate records of candidates' responses and group discussions are available for possible review during the endorsement decision process.

Interviewers should refrain from expressing personal views or issues. Because the purpose of the screening process is to learn about the candidates, the candidates should be doing most of the talking.

Only SEANC members, other state employees and retired state employees may attend as observers, and their comments will be solicited and recorded at the conclusion of the interview. However, observers will not be allowed to participate in the interview or in the vote. No other candidates, campaign staff or current legislators will be allowed to observe the interview process.

A team member's absence from an interview for any given legislative seat will adversely affect his or her ability to fairly evaluate all candidates for that legislative seat. Therefore, only team members who attend all the interviews for a legislative seat will be allowed to vote.

Preparing For the Interview

The following information is needed about each candidate:

1. Detailed analysis for all incumbents from Legislative Affairs Staff, Officers and EMPAC Chair.
2. Position statements on issues of concern to SEANC.
3. Legislative goals or planned initiatives if elected.
4. Candidate's qualifications: previous public service, education, relevant experience, demonstrated ability to communicate effectively, etc.

Interview Question Development

The State EMPAC will develop all materials to be sent to the eligible candidates. Those materials will be used to develop questions for the Interview Teams. Interview Teams must use the standard questionnaire but also may ask the candidate follow-up questions related to the information presented.

Scheduling the Interview

The Area EMPAC will ensure that candidate interviews are properly scheduled. It should be explained that the interviews will help determine the endorsement recommendation for a particular legislative seat.

Interviews will be scheduled at a time and location convenient for the candidates but also convenient for the interviewers. All interviews for a given race should be scheduled as close together as possible, preferably on the same date. An appropriate location, away from state agency facilities, should be reserved well in advance of the date of the interviews. The interview location should include a waiting area and a separate interview area. Interview materials will be distributed to the Interview Team moderator for distribution to the Interview Team members.

Interview Team Briefing

The Interview Team will receive a set of standard questions to be asked of all candidates. The Interview Team should meet prior to each interview to develop questions in addition to the standard questions. The purpose of interviewing candidates is to solicit their views on SEANC issues. Keep the questions simple. Address one issue at a time. Avoid multiple-part questions, and limit the questions depending on the complexity of the issue and length of the candidate's answers. The Interview Team should assign specific questions to team members. During the interview, the Interview Team should stick to the script.

The Day of the Interview - Mechanics

1. The Interview Team arrives at the interview site in advance of the first interview.
2. The tape recorder is set up and tested, and the chairs are arranged for interviewers, candidates and observers.
3. Observers are seated and instructed on appropriate behavior.
4. Candidates arrive and are greeted by a designated person. If they are early, they should be taken to a waiting area away from the ongoing interview. At the appropriate time, the candidate is escorted to the interview room.
5. The Interview Team is introduced, and the moderator explains the format.
6. Endorsement criteria and the process for notification of an endorsement decision are explained.
7. Designated persons ask the prepared questions.
8. After the final response, the candidate is excused.
9. Comments are solicited from observers and recorded. Moderator excuses observers from the room prior to the vote.
10. The Interview Team reviews the gathered information and votes either to "Endorse" or "Not Endorse."
11. The Interview Team moderator seals the ballots and sends all interview materials (ballots, tally sheets, tapes, etc.) via certified mail, return receipt requested, to the Area EMPAC Chair.

The Interview Itself

Informality works well in the interview process. Sessions should be as informal and conversational as possible. Avoid putting the candidate on the defensive.

1. Be polite. Greet the candidate with a handshake, a smile and be friendly. Don't give a monologue.
2. Throughout the session don't show preference by words, body language or facial expressions.
3. Uniformity in the manner the questions are phrased and asked of each candidate is essential. It will allow you to fairly assess responses using the same reference point.
4. If the candidate stays on one question too long, the moderator is responsible for closing discussion on that question and moving on to the next question.
5. Listen to the first concrete comment(s) by the candidate. Those will usually be his or her basic opinion.
6. After a question is answered, the moderator may state, "My understanding is that you support the SEANC position on...." Look for a "yes" or "no" response.
7. Be good listeners. Don't try to show what you know. Offer nothing in the way of your or others' opinions. Interview Team members are encouraged to take notes.
8. At the end of the session, tell the candidate what happens next in the process, and thank him or her for their interest in SEANC.
9. Excuse the candidate and have a designated person escort him or her away from the interview area.

Making A Decision

Interview Team members shall vote immediately following the general discussion of the interview in a given race. This will assure that the interviewers' impressions of the candidates are fresh. Observers should be excused before the voting begins.

An Area EMPAC, at its discretion, may choose not to endorse in a particular race. (Examples: no incumbent; lack of interest from candidate(s) to be interviewed; general knowledge that candidate is not interested in State employees issues. NOTE: the examples given are NOT all inclusive.) The State EMPAC should be made aware of any decision not to endorse and any pertinent information. The SEANC Legislative Affairs Department should also be informed of these instances because this information is essential to respond to inquiries from candidates. If the Area EMPAC decides not to make endorsements in legislative races in their Area, the State EMPAC may consider endorsements in those races where no action was taken. It will require a 2/3 vote of the State EMPAC to move forward with endorsements in the effected areas where no action was taken by the Area EMPAC.

A standardized ballot will be provided to members of the Interview Team. To recommend endorsement for a candidate, a simple majority vote is required. The Interview Team will vote by secret ballot whether to recommend endorsement for a candidate, and the moderator will forward that vote, plus all interview materials (ballots, tally sheets, tapes, etc.), to the Area EMPAC Chair.

After all interviews in the Area are completed, the Area EMPAC will meet in Executive Session to tally the votes and affirm or deny the results. The Area EMPAC also shall receive, investigate and rule on challenges. The Area EMPAC has three choices for each race: Endorse, Not Endorse or Take No Action. Endorse: The Area votes to endorse a particular candidate in a given race.

Not Endorse: The Area votes not to endorse a particular candidate in a given race.

Take No Action: The Area chooses not to make a decision in a given race or chooses not to take the time to interview candidates in a given race.

The Area EMPAC Chair shall immediately forward the results to the State EMPAC Chair. The list of the Area

EMPAC endorsements must be signed by the members of the Area EMPAC who voted on the endorsements. All interview materials (ballots, tally sheets, tapes, etc.) shall remain secured with the Area EMPAC Chair, and shall be destroyed following the General Election. The State EMPAC reviews the Area endorsement results for compliance with the procedures and prepares a report of the endorsed candidates for announcement in a proper public forum. When necessary, due to a challenge or noncompliance, the Area EMPAC Chair will forward all interview materials to the State EMPAC Chair for review by the State EMPAC.

Challenges

Area Challenges:

1. A challenge shall not be considered based upon unsubstantiated information. A challenge may be issued for the following reasons:

a) action by a legislator or candidate in opposition to identified SEANC goals and issues, or

b) irregularities in the endorsement process.

2. Only members of the Area EMPAC or Interview Team members who voted for the subject race may initiate a challenge.

3. A simple majority vote of the Area EMPAC members present is required to overturn an endorsement decision.

4. Challenges are heard only in Executive Session of the Area EMPAC. This Executive Session is open only to the Interview Team members for the subject race; however, when requested, EMPAC officers, SEANC officers and staff will be allowed to respond to specific questions about candidate qualifications.

5. It is critical in the challenge process that all of the interview materials (notes, ballots, tapes, etc.) be available.

State Challenges:

There exists the rare possibility that non-conforming endorsements may be made. Any SEANC member, with verifiable evidence of such impropriety may request a special hearing by the State EMPAC to reconsider said endorsement. To do so, the Member must obtain the sponsorship of at least one Area EMPAC Chair. A contested endorsement may only be set aside by a two-thirds vote of the State EMPAC Member Involvement

Endorsement of candidates will be decided at the Area level. Member involvement in the campaign support activities will be critical in determining the success of EMPAC's endorsements.

1. An endorsement from EMPAC may result in a financial contribution for the candidate. By law, all contributions to EMPAC must be voluntary, and no SEANC funds may be used for political contributions.

2. SEANC members may serve as campaign volunteers and perform such vital tasks as telephoning voters to solicit support for an endorsed candidate, posting signs, distributing literature, or talking to co-workers, friends and neighbors about the candidate they support. SEANC members are encouraged to attend the candidate interviews.

3. Endorsing a candidate means soliciting votes for that candidate from all voters, not just fellow state employees.

4. Because an EMPAC endorsement includes volunteer assistance from SEANC members in a candidate's legislative district, it is vital to the success of the endorsement process that the candidate has support from members.

5. SEANC retiree members are valuable volunteer resources for endorsed candidates. All SEANC retirees are encouraged to participate fully in the elections process on behalf of EMPAC endorsed candidates.

6. Members are encouraged to participate in EMPAC training opportunities to understand the process and its importance to them as state employees.

Campaign Support Activities

Involvement in the endorsement process does not end once an endorsement decision is made. The success of EMPAC's candidate endorsements depends on the active participation of SEANC's members working to ensure that endorsed candidates are victorious on Election Day. There are many activities that SEANC members can perform to help their candidates at the polls. Some of these include:

1. Stay Informed. Know the positions endorsed candidates take on state employee issues so that you can inform friends and co-workers.

2. Phone Banks. Endorsed candidates need to get their messages out to voters through volunteer phone banks. Phone time can be donated and staffed by volunteers.

3. Literature Drops. Volunteers can distribute posters, brochures and/or candidate position papers to various locations to publicize endorsed candidates' positions.

4. "Get Out The Vote" Phone Calls. Using a communication system similar to the Phone Bank, volunteers must see to it that supporters of endorsed candidates will remember to cast their ballot on Election Day.

5. Mailings. "Stuffing envelopes" is not just a cliché. Candidates need volunteer assistance to send out large quantities of mail in a short period of time.

6. Poll Greeters/Watchers. An effective time to reach potential supporters of a candidate is right before they enter the polling place. Volunteers can position themselves outside the polls and make that all-important, last -minute request for support.

7. Yard Signs. Visibility and name recognition are keys to a candidate's success. Show support by placing yard signs in front of houses and urging friends and co-workers to do the same.

8. Registration Drives. People can't vote for endorsed candidates unless they are registered. Volunteers can help with voter registration drives that are held well in advance of Election Day.

9. Typing/Office Assistance. Candidates need to keep their expenses to a minimum, and office volunteers are always a great asset to their campaigns.

10. Matching Members with Precincts. People need to be aware of their voting precinct to ensure that they are eligible to vote for endorsed candidates. Volunteers can help people determine who represents them in the General Assembly and for whom they can vote.

11. Letter Writing Campaign. A personal letter to fellow state employees can be a great way to publicize an endorsed candidate's support of state employee issues.

III. FUNDING LIMITATIONS & OTHER REGULATIONS

EMPAC FISCAL POLICY

The State EMPAC shall adopt a Fiscal Policy for the daily operations of EMPAC. This policy shall prohibit EMPAC Areas and SEANC Districts from operating individual EMPAC accounts and shall state that all EMPAC funds shall be channeled through the State EMPAC account. In addition, the Fiscal Policy shall outline a procedure for allowing each EMPAC Area to access its portion of contributions collected within that Area and shall identify appropriate uses for those funds. The Fiscal Policy further will identify the "Request for Reserve Fund" form that must be used to access Area monies.

Contribution Guidelines:

All EMPAC activities, other than those which are strictly educational and a small amount of administrative support, must be financed through voluntary contributions. Also, SEANC dues cannot be used to support EMPAC activities. Therefore, it is important to know what kinds of contributions are permitted and what documentation is required.

Contribution Defined:

Any advance, deposit, distribution, transfer of funds, payment, gift or pledge.

Contribution Includes:

Labor or personal services, postage, publication of campaign materials, loans, use of supplies, office equipment, vehicles, aircraft, office space, and any related services, goods or personal or real property.

Contribution Does Not Include:

Services provided without compensation by individuals volunteering their time.

Contributions May Be Accepted From Any Person:

By law, there is a maximum of \$4,000 per election cycle, per individual.

Contributions May Not Be Accepted From:

Any non-resident of North Carolina in the amount of more than \$100 without a written statement with the contributor's name, address, telephone number, job title or profession and employer's name or specific field of business.

Any corporation.

Anonymous contributors or those who give in a name other than the actual contributor.

Any persons who wish to give in excess of \$100 in CASH.

Century PAC Club:

EMPAC recognizes individuals who contribute \$100 either at one time or through installments. These persons become members of the Century PAC Club and receive a special lapel pin with the EMPAC logo.

SEANC District and EMPAC Area Contributions

EMPAC Areas and Districts may hold fundraisers to raise money to support endorsement and other activities of their particular Area. Funds raised through Area and District fundraisers shall be deposited and maintained by the State EMPAC Treasurer for use by the Area. Areas will have access to 100% of the money they raise through fundraisers. Area EMPACs MAY NOT have their own checking account and must follow all rules established by the State Election Board when accepting and documenting any contributions

to the Area When EMPAC-sponsored fundraising projects or individual contributions occur at the District or Area level, the following information must be reported to the State EMPAC Treasurer:

- a. *Total amount of contributions received*
- b. *Date and place of the event*
- c. *Nature of the event*
- d. *Approximate number of people in attendance*

All single contributions in excess of \$100 must be in the form of a check, bank draft, or money order, and the following information must be obtained about the contributor:

- a. *Amount of contribution*
- b. *Name and address*
- c. *Telephone number*
- d. *SEANC District number*
- e. *Job title or profession of donor*
- f. *Employer's name or specific field of business*

EMPAC contributions cannot be co-mingled with SEANC District funds. All funds raised in the name of EMPAC must be forwarded to the State EMPAC Treasurer.

District checks cannot be accepted for EMPAC contributions, and these contributions cannot be deposited into a District's account; however, Districts can contribute to EMPAC with a money order.

Personal checks, credit card charges, and/or cash are acceptable.

State law requires the deposit of funds collected on behalf of EMPAC within seven days of the date collected. Please send funds immediately to the following address:

State EMPAC Treasurer, SEANC

P.O. Drawer 27727

Raleigh, NC 27611-7727

Use Of EMPAC Funds

EMPAC Funds May Be Used For:

Campaign contributions by Area EMPACs to any political party or candidate.

Sponsoring the attendance of EMPAC representatives at a partisan political event on the local or state level.

Expenditures in relation to an EMPAC fundraising activity.

Expenditures made for endorsement activities, such as materials published for a particular candidate or group of candidates, phone expenses on behalf of candidates, etc.

Limits On Use Of EMPAC Funds:

EMPAC expenditures are subject to strict reporting laws under the State Board of Elections and the Internal Revenue Service.

No SEANC District or EMPAC Area may establish a separate local EMPAC account. All funds raised in the name of EMPAC must be forwarded to the State EMPAC Treasurer within seven days of receipt.

Use Of SEANC Funds

SEANC Funds May Be Used For:

Expenditures for administrative support items for EMPAC, such as notebooks, supplies and copies.

General educational materials on the political process, legislation and elected officials.

Expenditures in support of an EMPAC business meeting. Expenditures made for endorsement activities in support of a particular candidate or group of candidates when limited to the SEANC membership only.

SEANC Funds Cannot Be Used For:

Campaign contributions by EMPAC to any political party or candidates.

Sponsoring the attendance of EMPAC representatives at a partisan political event.

Expenditures made in relation to an EMPAC fundraising activity.

Raffle Policy

EMPAC may choose to hold raffles and other fundraisers that require the sale of tickets. When doing so, the following procedures must be followed to account for tickets sold and unsold along with the tax obligations of the winner(s):

Ticket Accounting Requirements:

All tickets must be numbered. In the case of two-part tickets, both parts must contain the same number.

When tickets are distributed to Area Chairmen, a detailed record showing inclusive numbers must be kept.

It is the responsibility of the Area Chairman to whom tickets are distributed to keep a detailed record of:

*Numbered tickets received

*Names of individuals to whom tickets are distributed

*Number of tickets distributed to each

Any tickets not sold, not returned, or misplaced must be accounted for with an affidavit signed by the Area Chairman involved.

The purchase of \$100 worth of raffle tickets by one individual earns that person membership in the Century PAC Club. A list of these individuals must be maintained. The list must include name, address, telephone number, job title or profession and either the employer's name or employer's specific field of business.

Tax Requirements:

Print a notice on all raffle tickets that the prizewinner is responsible for all state and federal taxes on value of prize.

Get name, address, and social security number of winner at time prize is awarded.

If raffle prize is donated to the Area, be sure the donor provides a written statement showing the fair market value of the prize.

An IRS Form 1099 must be given to all prizewinners if item is worth \$600 or more.

State Board of Elections Procedures and Limitations for Political Committees

The political committee must be registered with the State Board of Elections and file financial disclosure reports as required by state law.

The PAC must notify the Campaign Reporting Office within 10 days of a change in treasurer or any information listed on its Organizational Report.

Whenever the political committee fails to file any report required by state law, the State Board of Elections shall issue a Notice of Noncompliance to the committee treasurer and shall order the report to be filed immediately. If the report is not filed within 20 days of issuance of the notice of noncompliance, the State Board shall issue a Notice of Termination of Active Status, which shall render the committee ineligible to receive or make contributions until the delinquent report has satisfied any statutory penalty incurred.

All funds solicited for the committee must be segregated from other monies solicited for a federal PAC or an out-of-state PAC.

All monies solicited shall be voluntary contributions and may not be secured by physical force, job discrimination or financial reprisals, or by dues, fees, or other monies required as a condition of membership or employment, or as a requirement with respect to any terms or conditions of employment.

Each contribution must be recorded and reported.

A contribution is anything of value given to or received by a candidate, political party or PAC including an endorsement, tickets or admission prices to campaign events such as rallies or dinners, wearing apparel, etc.

The name and complete mailing address must be known for each contribution even though disclosure of the name and address is not required unless the individual contribution is more than \$100 or until the contributor's sum-to-date contributions for the election cycle are in excess of \$100.

In addition to the name and mailing address, the PAC must record the job title or profession and either the employer's name or employer's specific field of business for each contributor.

The committee shall be in compliance with the State Board of Elections' Best Efforts Rule if the following efforts to secure the contributor's principal occupation have been made:

All committee written solicitations include a clear, conspicuous request for the contributor's full name, complete mailing address, occupation and name of employer.

A written or documented oral request for missing information is made within 30 days of receipt of a contribution.

Committee records have been searched for missing contributor information.

An amendment updating contributor information is filed by the next report due date.

A final amendment at the end of the election cycle stating the PAC is "unable to obtain" the contributor's missing information will be acceptable if the four previous steps are followed.

Contributions of more than \$100 must be listed separately with the sum-to-date total for each individual and may not be included in aggregate entries for fund-raising events or unitemized totals.

Contributions must originate from individuals from their personal funds.

Contributions may not be accepted from a business entity or drawn on a business account.

Contributions from labor unions, churches, fraternal organizations, civic or business clubs, professional associations or any other group may not be accepted.

The Campaign Reporting Act prohibits anonymous contributions such as those connected with "Pass the Hat" activities.

Cash contributions in excess of \$100, joint contributions or contributions in the name of others may not be accepted.

In-kind contributions (i.e. goods and services rendered) are considered as any other contributions and add toward the maximum contribution.

Contributions to members and candidates for the Council of State, the General Assembly, or a political committee to assist these individuals is prohibited during legislative sessions for any PAC that either has its own registered lobbyist or whose parent entity has a registered lobbyist.

The current maximum contribution that an individual or a political committee may give to a candidate or other political committee is \$4,000 per election.

Elections within an election cycle are as follows:

To the primary election,

From the primary to the general election, and

From the first primary to the secondary primary election if one is required.

If a candidate is not on the ballot in a second primary, that second primary is not an election with respect to that candidate, and contribution limitations apply.

Each employee of a PAC's parent entity may spend only 35 percent of his or her time on PAC work or else the PAC must list the excess time as a contribution received.

Every expenditure must be itemized and reported.

Expenditures, including any redistribution, in excess of \$50, except postage, must be made by check.

All expenditures and contributions must be handled from one PAC account. If the PAC is subdivided into smaller units and those smaller units set up their own accounts, those units will be deemed separate PACs and must handle their own reporting procedures with the State Board of Elections.

Each political advertisement placed in any "media" must bear a "legend" that states who paid for the ad and whether or not it is in support of or in opposition to a candidate, and it must be paid for by a check.

Opposition print advertisements must identify a candidate the committee opposes and must indicate in type no smaller than 12 points the name of the committee and the name of the candidate intended to benefit from the printed matter.

Internal publications, such as newsletters and newspapers, may include information on candidate endorsements and encourage votes for those candidates only if those publications are distributed only to members. If these are distributed to the public, then this constitutes political activity and must be reported as a contribution for the candidates in question.

Each committee must retain accounting records for a period of two years after the election.

PACs are prohibited from placing signs in highway rights-of-way.

Procedure for Addressing Unplanned Requests

Effective planning is one of the keys to EMPAC's success in changing the legislative landscape for state employees. However, there may be times when unplanned requests will be made to EMPAC for financial or political support. Unfortunately, these requests often come without enough time for a formal meeting of the State and/or Area EMPACs. While it is important to keep these last minute requests to a minimum, the following procedure may be used to address issues that arise between State and/or Area EMPAC committee meetings.

1. A formal request shall be made to the State EMPAC chair who will determine whether the request deserves consideration. This may be done in consultation with the EMPAC State Vice-Chair, Treasurer and SEANC's Political Director.
2. If the State Chair determines that the unplanned request is worthy of consideration and cannot wait until the next scheduled meeting of the State EMPAC, the elected representatives on the State EMPAC Committee may be polled by phone and/or email. If serious discussion is required, a virtual meeting of the State EMPAC may be held by conference call or teleconference.
3. If a decision is made by phone, email conference call or teleconference, the rules of quorum as outlined in the EMPAC Bylaws apply. Sufficient time for a decision should be allowed so that State EMPAC representatives have time to discuss the issue with the members they represent.
4. Area EMPAC Committees may use the procedure outlined above to address unplanned requests made to the Area(s).

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