

CAMPAIGN FINANCE REFORM

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A Sourcebook

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FOREWORD

The widely reported fund-raising abuses in the 1996 federal elections may have focused the attention of the political community on the need for campaign finance reform, but the obstacles to enacting constructive changes in the law remain daunting. Philosophical differences, partisan calculations, incumbent self-protection, and public disengagement have combined to frustrate recent efforts to patch the leaks that have sprung in our campaign finance system, and this round may prove as unproductive as the others. If progress is to be made, an essential first step is understanding how current campaign finance practices evolved from past decisions and what legal and administrative questions must be addressed in moving the system in a desired direction.

This book is an unusual one for Brookings in that it combines reprints of key documents shaping the statutory and administrative framework for campaign finance regulation with original essays that guide readers over an exceedingly complex legal terrain. The idea for the book originated with Trevor Potter, a former chairman of the Federal Election Commission and currently a partner in Wiley, Rein & Fielding, and Daniel Ortiz, a professor of law at the University of Virginia. They brought their idea to Thomas Mann, director of Governmental Studies at Brookings, who responded favorably and developed it into a Brookings project. Two additional experts on campaign finance—Anthony Corrado, an associate professor of government at Colby College, and Frank Sorauf, Regents' Professor Emeritus of Political Science at the University of Minnesota—were recruited to join the editorial team.

Many individuals and institutions contributed to the successful completion of this book. Tara

Adams Ragone was indispensable in managing the flow of materials among the editors, providing research assistance, obtaining reprint permissions, verifying the accuracy of the manuscript, and preparing it for posting on our website and for publication. In addition, Matthew Atlas verified chapters 3 and 4, Laurel Imig provided research assistance on chapter 2, Patricia Fowlkes and Kristen Lippert-Martin assisted with chapter 8, Steph Selice edited the manuscript, Marla Brown Fogelman, proofread it, and Julia Petrakis prepared the index.

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The views expressed in this book are those of the authors and should not be ascribed to the trustees, officers, or other staff members of the Brookings Institution.

MICHAEL H. ARMACOST
President

August 1997
Washington, D.C.

A NOTE ON THE DOCUMENTS

Some of the documents included in the *Sourcebook* were reprinted in their entirety, others were excerpted. When text in a document was elided or deleted, we used ellipses to indicate where we deleted words other than internal footnotes or citations, and brackets to indicate any editing or additions. Other than adding editorial comments,

we made the minimum number of changes needed in these documents to conform them to the book's style. Notes, tables, and figures were renumbered within the documents so that the reader would not be confused by any deletions. We have provided complete references for all materials.

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