



FEDERAL ELECTION COMMISSION  
WASHINGTON, D.C.

September 5, 2024

**VIA UPS SIGNATURE REQUIRED**

Mr. Michael Don Johnson

[REDACTED]  
Altamonte Springs, FL 3270

RE: MURs 8098 & 8111  
Cory Mills, *et al.*

Dear Mr. Johnson:

This is in reference to the complaints and amended complaint you filed with Federal Election Commission on January 11, February 15, and December 15, 2023. On July 23, 2024, the Federal Election Commission reviewed the allegations in your complaints and amended complaint and based on the information you provided and information provided by the respondents, voted to:

- 1) Dismiss the allegations that Pacem Solution International LLC, Pacem Defense LLC, 1198 Windrock LLC, Pacem Estate Holdings LLC, ALS, Inc., and Waygar Capital Inc. made, and Cory Mills, and Cory Mills for Congress and David Satterfield in his official capacity as treasurer knowingly accepted, excessive or prohibited contributions or contributions in the name another in connection with Mills's loans to Cory Mills for Congress in violation of 52 U.S.C. §§ 30116(a) and (f), 30118(a), and 30122 and 11 C.F.R. §§ 110.1(b)(1), 110.4(b)(1), and 110.9;
- 2) Dismiss the allegations that Cory Mills violated 52 U.S.C. § 30114(b) and 11 C.F.R. § 113.2(e) by converting campaign funds to personal use in connection with disbursements to Derick Agustin and other disbursements for travel-related expenses;
- 3) Dismiss the allegations that Cory Mills for Congress and David Satterfield in his official capacity as treasurer failed to properly itemize disbursements to Derick Agustin in violation of 52 U.S.C. § 30104(b) and 11 C.F.R. §§ 104.3(b) and 104.9;
- 4) Dismiss the allegations that Cory Mills violated 52 U.S.C. §§ 30116(a) or 30119(a)(1) and 11 C.F.R. § 115.2(a) by making excessive or prohibited federal contractor contributions to Laura Loomer for Congress, Inc., and Laura Loomer in her official capacity as treasurer;
- 5) Dismiss the allegations that Laura Loomer for Congress and Laura Loomer in her official capacity as treasurer violated 52 U.S.C. §§ 30119(a)(2), 30116(f) and 11 C.F.R. §§ 110.9 and 115.2(c) by accepting excessive contributions or accepting or soliciting prohibited federal contractor contributions; and

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- 6) Dismiss the allegations that The Mills Victory Fund and David Satterfield in his official capacity as treasurer and Cory for Congress and David Satterfield in his official capacity as treasurer violated 52 U.S.C. § 30116(f) and 11 C.F.R. § 110.9 by accepting excessive contributions in connection with joint fundraising transfers;

Accordingly, the Commission voted to close the file in this matter effective September 5, 2024.

Documents related to the case will be placed on the public record today. *See* Disclosure of Certain Documents in Enforcement and Other Matters, 81 Fed. Reg. 50,702 (Aug. 2, 2016). Any applicable Factual and Legal Analysis or Statements of Reasons available at the time of this letter's transmittal are enclosed.

The Federal Election Campaign Act of 1971, as amended, allows a complainant to seek judicial review of the Commission's dismissal of this action within 60 days of the dismissal, which became effective today. *See* 52 U.S.C. § 30109(a)(8).

If you have any questions, please contact me at (202) 694-1650.

Sincerely,

Lisa S. Stevenson  
General Counsel



BY: Aaron Rabinowitz  
Assistant General Counsel

1 **FEDERAL ELECTION COMMISSION**

2 **FACTUAL AND LEGAL ANALYSIS**

3 **RESPONDENTS:** Cory Mills **MURs 8098 & 8111**  
4 Cory Mills for Congress and  
5 David Satterfield<sup>1</sup> in his official capacity  
6 as treasurer  
7 The Mills Victory Fund and  
8 David Satterfield in his official capacity  
9 as treasurer  
10 Laura Loomer for Congress, Inc., and  
11 Laura Loomer in her official capacity as treasurer  
12 Pacem Solution International LLC  
13 Pacem Defense LLC  
14 1198 Windrock LLC  
15 Pacem Estate Holdings LLC  
16 ALS, Inc.  
17 Waygar Capital, Inc.  
18 Unknown Persons  
19

20 **I. INTRODUCTION**

21 These matters arise from Complaints alleging that Congressman Cory L. Mills, a  
22 candidate in the 2022 election in Florida’s Seventh Congressional District, had insufficient  
23 financial assets to make loans totaling \$1,848,900 to his principal campaign committee, Cory  
24 Mills for Congress and David Satterfield in his official capacity as treasurer (the “Committee”)  
25 during the 2022 election cycle, and that Mills and the Committee accepted unreported,  
26 prohibited, and excessive contributions to make the loans, in violation of the Federal Election  
27 Campaign Act of 1971, as amended (the “Act”). The Complaints base these allegations on  
28 Mills’s financial disclosure reports, which the Complaints claim are inaccurate and do not reflect  
29 sufficient assets and income to support the loans. The Complaints claim that the loans came  
30 from other sources, including businesses in which Mills has an ownership interest (collectively

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<sup>1</sup> Steve Martin was treasurer of record for part of the relevant period in this matter, in 2021-2022. David Satterfield became treasurer on February 10, 2023.

1 the “Pacem Respondents”), other loans Mills obtained — including from an agent of a foreign  
2 entity, Waygar Capital Inc. — and from unknown persons. The Complaints also allege that  
3 Mills converted campaign funds to personal use through various disbursements and that Mills  
4 made contributions to Laura Loomer for Congress (the “Loomer Committee”) that were  
5 excessive and violated the ban on federal contractor contributions, and that the Committee and a  
6 joint fundraising committee accepted excessive contributions.

7 Respondents deny the allegations, arguing that Mills made the loans from personal funds  
8 and that his financial disclosure reports shows that he had sufficient assets to make the loans and  
9 that the disbursements and contributions identified by the Complainant did not violate the Act.

10 As discussed below, the Commission dismisses all of the Complaints’ allegations. The  
11 information disclosed on Mills’s financial disclosure reports suggests that he would have had  
12 sufficient liquid assets to loan his Committee \$1,848,900 from personal funds. The Complaint’s  
13 allegations regarding the accuracy of the disclosures on the reports and the lack of  
14 documentation to support the disclosures are not within the jurisdiction of the Commission.  
15 Further, the available information is not sufficient to substantiate the related allegations that the  
16 Pacem Respondents, foreign nationals, and other unknown persons may have made  
17 impermissible contributions. Accordingly, the Commission dismisses the allegations that the  
18 Pacem Respondents and Waygar Capital Inc. made, and Mills and the Committee knowingly  
19 accepted, excessive or prohibited contributions, or contributions in the name of another in  
20 connection with Mills’ loans to his campaign.

21 The Commission also dismisses the allegations that Mills made excessive or federal  
22 contractor contributions to the Loomer Committee or that the Loomer Committee accepted

1 excessive or prohibited federal contractor contributions or solicited federal contractor  
2 contributions from Mills, as the available information does not support these allegations.

3 Because the available information also does not support the allegations that Mills  
4 converted campaign funds to personal use, the Commission dismisses those allegations. The  
5 Committee failed to identify the purpose for certain disbursements pertaining to this allegation,  
6 but the Commission dismisses this apparent violation as a matter of prosecutorial discretion  
7 given the low amount in violation.<sup>2</sup>

8 Regarding the allegations pertaining to the joint fundraising transfers, none of them  
9 appear to be excessive. Therefore, the Commission dismisses the allegations that the Mills  
10 Committee accepted excessive contributions in connection with these transfers.

## 11 **II. FACTUAL BACKGROUND**

12 Congressman Cory Mills was a candidate in the 2022 election for the Seventh District in  
13 Florida. Mills filed his original Statement of Candidacy on April 1, 2021.<sup>3</sup> Cory Mills for  
14 Congress is Mills's principal campaign committee.<sup>4</sup> David Satterfield is the Committee's  
15 current treasurer.<sup>5</sup> Mills won the August 23, 2022, Republican primary and the November 8,  
16 2022, general election. Mills is running for re-election to represent the same district in 2024.<sup>6</sup>

17 The Mills Victory Fund (the "Fund") is a joint fundraising committee for the Committee, Restore  
18 America's Voice PAC, and the NRCC.<sup>7</sup> The Fund made transfers totaling \$51,266.23 to the

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<sup>2</sup> *Heckler v. Chaney*, 470 U.S. 821, 831-32 (1985).

<sup>3</sup> Cory Mills, Statement of Candidacy (Apr. 1, 2021).

<sup>4</sup> Cory Mills for Congress, Amended Statement of Organization (Feb. 10, 2023).

<sup>5</sup> *Id.*

<sup>6</sup> Cory Mills, Statement of Candidacy (Dec. 19, 2022).

<sup>7</sup> The Mills Victory Fund, Amended Statement of Organization (Feb. 27, 2023).

1 Committee in 2023. Several contributors made more than one contribution to both committees  
 2 during the same time period.

3 During the course of Mills's congressional campaign, the Committee disclosed that Mills  
 4 made 12 separate loans, totaling \$1,848,900, from his personal funds to the campaign:<sup>8</sup>

<b>Date</b>	<b>Total Loan Amount</b>
04/07/2021	\$500
06/08/2021	\$1,000
06/30/2021	\$200,000
09/30/2021	\$290,000
12/31/2021	\$150,000
03/31/2022	\$17,400
03/31/2022	\$25,000
03/31/2022	\$100,000
06/22/2022	\$500,000
07/27/2022	\$125,000
08/01/2022	\$125,000
08/28/2022	\$315,000
<b>TOTAL:</b>	<b>\$1,848,900</b>

5 On his first United States House of Representatives financial disclosure report, filed on  
 6 May 7, 2021, Mills disclosed rental property income in the current and previous year in the range  
 7 of \$200,002 to \$2,000,000, bank accounts in the range of \$115,000 to \$300,000, and salary from  
 8 Pacem Solution International of \$300,000 in the current year and \$500,000 in the previous year.<sup>9</sup>  
 9 The assets consisting of rental and unearned income, bank accounts, and salary have a combined  
 10 disclosed annual range from \$615,000 to \$2,600,000.<sup>10</sup> The remaining assets (real estate) have a  
 11 combined value in the range of \$8,000,000 to \$40,000,000.<sup>11</sup> On January 9, 2023, Mills filed a

<sup>8</sup> Cory Mills for Congress, 2024 April Quarterly Report (Schedule C), <https://docquery.fec.gov/pdf/171/202404159627950171/202404159627950171.pdf>. The Committee has not repaid the loans to date. *Id.*

<sup>9</sup> Compl. (MUR 8111), Ex. 2 (Cory Mills, Financial Disclosure Report, May 7, 2021).

<sup>10</sup> *Id.*

<sup>11</sup> *Id.*

1 second financial disclosure report, covering the period January 1, 2021, to December 31, 2022,  
2 and disclosed the same assets and ranges as on the previous reports, except for slight changes to  
3 two bank balances and his salaries.<sup>12</sup>

4 The Complaints allege that Mills had insufficient assets to make loans totaling  
5 \$1,848,900 to the Committee and that the Committee accepted prohibited and excessive  
6 contributions to make the loans.<sup>13</sup> The Complaints allege that the funds may have come from a  
7 number of sources, including: businesses in which Mills has an ownership interest — namely  
8 Pacem Solution International LLC, Pacem Defense LLC, 1198 Windrock LLC, Pacem Estate  
9 Holdings LLC, and ALS, Inc. — loans Mills obtained from the Payment Protection Program;  
10 other loans obtained by Mills involving his businesses; loans obtained from an agent of Waygar  
11 Capital Inc., a foreign entity; and from unknown persons.<sup>14</sup> The Complaints allege that this  
12 resulted in knowing and willful violations of the Act and Commission regulations involving  
13 contributions in the name of another, excessive or prohibited contributions, and misreporting.<sup>15</sup>

14 Separately, the MUR 8111 Complaint alleges that Mills converted campaign funds to  
15 personal use through disbursements totaling \$20,628.49 to Derick Agustin for “rent,” and  
16 payments totaling \$89,158.88 for “luxury” travel, hotel, and transportation expenses.<sup>16</sup> The  
17 MUR 8098 Complaint asserts that Mills made contributions to Laura Loomer for Congress that  
18 were excessive and also violated the ban on federal contractor contributions because Mills owns

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<sup>12</sup> *Id.*, Ex. 3 (Cory Mills, Financial Disclosure Report, Jan. 9, 2023). On March 26, 2023, Mills filed an amended financial disclosure report containing the same information as in prior filing. Cory Mills, Financial Disclosure Report (Mar. 26, 2023), [https://disclosures-clerk.house.gov/public\\_disc/financial-pdfs/2022/10051150.pdf](https://disclosures-clerk.house.gov/public_disc/financial-pdfs/2022/10051150.pdf) (last visited June 8, 2024).

<sup>13</sup> MUR 8098 Compl.at 9-10; MUR 8111 Compl. at 19-23; Amend. MUR 8111 Compl. at 13-14, 19-23.

<sup>14</sup> MUR 8111 Compl. at 12-16; Amend. MUR 8111 Compl. at 19-23.

<sup>15</sup> MUR 8098 Compl.at 9-10; MUR 8111 Compl.at. 19-23.

<sup>16</sup> MUR 8111 Compl. ¶¶ 11-13.

1 entities that are federal contractors.<sup>17</sup> Finally, the MUR 8111 Complaint suggests that the  
2 Committee and The Mills Victory Fund, a joint fundraising committee, accepted excessive  
3 contributions from several individuals that made contributions on the same date and in the same  
4 amount to both committees.<sup>18</sup>

5 The Mills Respondents' Responses assert that Mills made the loans from personal funds  
6 and that his financial disclosure reports show that he had sufficient assets to make the loans.<sup>19</sup>  
7 The Pacem Respondents similarly assert that all compensation payments and distributions were  
8 made to Mills personally and not to any account owned or controlled by Mills's campaign  
9 committee and that the Pacem Respondents made no loans to Mills or his committee.<sup>20</sup> With  
10 respect to allegations that Mills converted campaign funds to personal use with respect to  
11 disbursements to Agustin and for "luxury" aircraft, lodging, and transportation, the Mills  
12 Respondents contend that all the disbursements were for legitimate campaign expenses and not  
13 for personal use.<sup>21</sup>

14 The Mills Respondents assert that contributions made to the Loomer Committee were not  
15 excessive contributions and did not violate the prohibition on federal contractor contributions,<sup>22</sup>  
16 and the Loomer Committee similarly asserts that the Mills contributions were not excessive,  
17 were properly reported, and that the contribution designated for the general election was properly

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<sup>17</sup> MUR 8098 Compl. at 8-9.

<sup>18</sup> Amend. MUR 8111 Compl. ¶¶ 7-10.

<sup>19</sup> Resp. of Mills Respondents to MUR 8098 Compl. (Mar. 7, 2023); Resp. of Mills Respondents to MUR 8111 Compl. (Apr. 7, 2023); Resp. of Mills Respondents and The Mills Victory Fund to Amend. MUR 8111 Compl. (Jan. 12, 2024).

<sup>20</sup> Resp. of Pacem Respondents to MUR 8111 Compl. (Apr. 7, 2023) (MUR 8111); Resp. of Pacem Respondents to Amend. MUR 8111 Compl. (Dec. 29, 2023).

<sup>21</sup> Resp. of Mills Respondents to MUR 8111 Compl.; Resp. of Mills Respondents and The Mills Victory Fund to Amend. MUR 8111 Compl.

<sup>22</sup> Resp. of Mills Respondents to MUR 8098 Compl. at 2-3.



1 refunded.<sup>23</sup> Finally, with respect to the allegations pertaining to joint fundraising transfers and  
2 contributions, the Committee and the Fund’s Response states that all transfers and contributions  
3 were properly made and reported.<sup>24</sup>

4 Waygar Capital Inc., through its CEO, Wayne R. Ehgoetz, states that the firm is a loan  
5 consultant to the Ninepoint Canadian Senior Debt Fund, based in Toronto, Canada, that it  
6 provides operating and term loans, and is a senior lender to Pacem.<sup>25</sup> It denies that it provided  
7 funds for the loans to the Mills Committee.<sup>26</sup>

### 8 **III. LEGAL ANALYSIS**

#### 9 **A. The Commission Dismisses the Allegation that the Pacem Respondents, Waygar** 10 **Capital Inc., and/or Unknown Persons Made and Mills and the Committee** 11 **Knowingly Accepted Impermissible Contributions**

12 The Act and Commission regulations prohibit any person from making, and a candidate  
13 or political committee from knowingly accepting, a contribution that exceeded \$2,900 during the  
14 2022 election cycle and \$3,300 during the 2024 cycle.<sup>27</sup> Federal candidates, however, may make  
15 unlimited contributions from their own “personal funds” to their authorized campaign  
16 committees.<sup>28</sup> The Act and Commission regulations provide that “personal funds” include:  
17 (a) amounts derived from any asset that the candidate had legal right of access to or control over  
18 and had legal and rightful title or an equitable interest in at the time the individual became a  
19 candidate; and (b) income received during the current election cycle of the candidate.<sup>29</sup>

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<sup>23</sup> Resp. of Loomer Committee to MUR 8098 at 1-3 (Jan. 19, 2023).

<sup>24</sup> Resp. of Mills Respondents and The Mills Victory Fund to Amend. MUR 8111 Compl. at 2.

<sup>25</sup> Resp. of Waygar Capital Inc., to Amend. MUR 8011 Compl. at 1 (Feb. 9, 2024).

<sup>26</sup> *Id.*

<sup>27</sup> 52 U.S.C. § 30116(a)(1)(A), (f); 11 C.F.R. §§ 110.1(b)(1), 110.9.

<sup>28</sup> 11 C.F.R. § 110.10.

<sup>29</sup> 52 U.S.C. § 30101(26); 11 C.F.R. § 100.33(a), (b).

1           The Act prohibits corporations from making, and candidates and political committees  
2 from knowingly accepting, contributions to federal candidates or their committees.<sup>30</sup> Under  
3 Commission regulations, a contribution from an LLC is permissible if the LLC is treated as a  
4 partnership for tax purposes and has not elected to be treated as a corporation by the Internal  
5 Revenue Service.<sup>31</sup> LLCs that claim corporate status or those that are publicly traded are treated  
6 as corporations for purposes of the Act.<sup>32</sup> Finally, no person shall make a contribution in the  
7 name of another or knowingly permit one's name to be used to effect such contribution.<sup>33</sup>

8           The Complainant alleges that Mills did not have sufficient funds to make 12 separate  
9 loans, totaling \$1,848,900, from his personal funds to the campaign based on Mills's financial  
10 disclosure reports.<sup>34</sup> Complainant asserts that the source of the loans may have come from a  
11 number of sources including: the Pacem Respondents; loans obtained from Waygar Capital Inc.,  
12 a foreign entity; from other loan sources including PPP loans; and from unknown persons.<sup>35</sup>

13           Respondents deny the allegations. The Mills Respondents state that Complainant has  
14 provided no information to support the allegations that the funds for the loans were not from  
15 Mills's personal assets and were not properly disclosed in accordance Commission regulations.<sup>36</sup>  
16 Respondents also state that Complainant misread the financial disclosure reports, and that the

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<sup>30</sup> 52 U.S.C. § 30118(a).

<sup>31</sup> 11 C.F.R. § 110.1(g).

<sup>32</sup> *Id.*

<sup>33</sup> 52 U.S.C. § 30122; 11 C.F.R. § 110.4.

<sup>34</sup> MUR 8098 Compl. at 3, 5, 8, 12-16.

<sup>35</sup> MUR 8111 Compl. at 3, 5, 8, 12-16 and Amend. 8111 Compl. at 19-23.

<sup>36</sup> Resp. of Mills Respondents to MUR 8098 Compl. at 1-4, MUR 8111 Compl, at 1-3, and Amend. MUR 8111 Compl.at 1-5.

1 reports show that Mills's combined unearned and earned income exceed the amount Mills loaned  
2 to his campaign.<sup>37</sup>

3           The Pacem Respondents deny the allegations that they participated in a straw donor  
4 scheme through which their assets were contributed to the Mills campaign and/or that they made  
5 may have been the source of funds for the loans.<sup>38</sup> They explain that, as a founder, Mills held an  
6 ownership interest in the Pacem businesses, and was named as Executive Chairman of Pacem  
7 International in 2021.<sup>39</sup> They state that, consistent with his positions with the Pacem businesses,  
8 Mills was compensated for his services during the period at issue, including W-2 compensation  
9 and deferred compensation payments from Pacem Solution International and distributions from  
10 Pacem Estate Holdings.<sup>40</sup> They claim that all compensation payments were made to Mills  
11 personally and not to any account owned or controlled by the Committee and they made no loans  
12 to Mills or the Committee.<sup>41</sup> Wayne Ehgoetz, Waygar Capital's CEO, replied that neither  
13 Waygar Capital nor its loan consultant, Ninepoint Canadian Senior Debt Fund, or their  
14 employees ever provided donations to Mills's campaign.<sup>42</sup>

15           The information disclosed on Mills's financial disclosure reports, documentation  
16 provided with the Complaints, and the Pacem Response indicates that Mills had the ability to  
17 make the twelve loans, in amounts between \$500 and \$500,000, totaling \$1,848,900, that were  
18 made over a two-year period. As noted above, the financial reports filed disclose a combined

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<sup>37</sup> Resp. of Mills Respondents to Amend. MUR 8111 Compl. at 2-3.

<sup>38</sup> Resp. of Pacem Respondents to MUR 8111 Compl. at 1-4 and Amended MUR 8111 Compl. at 1-2.

<sup>39</sup> *Id.*

<sup>40</sup> *Id.*

<sup>41</sup> *Id.*

<sup>42</sup> Resp. of Waygar Capital Inc. at 1 (Feb. 29, 2024).

1 unearned and earned income ranging from \$615,000 to \$2,778,000.<sup>43</sup> Further, the Pacem  
2 Respondents state, and the financial disclosure reports demonstrate, that Mills receives  
3 compensation payments from Pacem Solution.<sup>44</sup> Thus, the available information indicates that  
4 Mills would have had sufficient assets and income to fund the loans to his Committee. Finally,  
5 Complainant does not provide any information to support the allegations that the Pacem  
6 Respondents, Waygar Capital Inc., or unknown persons were the sources of the loans, and  
7 further offers no specific information regarding Mills's inability to afford a loan to his  
8 committee.

9 Accordingly, the Commission dismisses the allegations that the Pacem Respondents,  
10 Waygar Capital Inc., and/or unknown respondents made, and Mills and the Committee  
11 knowingly accepted, excessive and prohibited contributions, and contributions in the name of  
12 another in violation of 52 U.S.C. §§ 30116(a) and (f), 30118(a), and 30122 and 11 C.F.R.  
13 §§ 110.1(b)(1), 110.4(b)(1), 110.9, in connection with Mills's loans to the Committee.

14 **B. The Commission Dismisses the Allegation that Mills Converted Campaign**  
15 **Funds to Personal Use and Dismisses as a Matter of Prosecutorial Discretion the**  
16 **Allegations that the Committee Failed to Properly Itemize Disbursements**

17 The Act and Commission regulations provide that campaign funds "shall not be  
18 converted by any person to personal use," and define personal use as using funds "to fulfill any  
19 commitment, obligation, or expense of a person that would exist irrespective of the candidate's  
20 election campaign or individual's duties as a holder of Federal office."<sup>45</sup> The Act and  
21 Commission regulations provide that an authorized committee must itemize and report the name

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<sup>43</sup> *Supra*, notes 10-14 and accompanying text.

<sup>44</sup> *Id.*

<sup>45</sup> 52 U.S.C. § 30114(b)(1); 11 C.F.R. §§ 113.1(g), 113.2(e)

1 and address of each person to whom it makes expenditures or other disbursements that aggregate  
2 more than \$200 per election cycle, together with the date, amount, and purpose of each  
3 expenditure.<sup>46</sup> The committee must keep a record of each disbursement including its purpose (a  
4 brief but specific description of why the disbursement was made).<sup>47</sup> For every disbursement  
5 transaction that requires itemization (i.e., the payee received over \$200 in the aggregate from the  
6 committee during the election cycle), the committee must specify the purpose for the  
7 disbursement.<sup>48</sup>

8 The Complaints allege that Committee disbursements to Agustin totaling \$7,103.93 in  
9 2022 — which were described in Committee reports as “see memo entries” — and \$13,524.56  
10 in 2023 — which were described as “Expense Reimbursement: See itemization below” and  
11 included memo entries describing the purpose for the disbursements as for “materials” — were  
12 actually for rent payments for Mills’s use of a personal room at a single-family house in Winter  
13 Park, Florida.<sup>49</sup> The Mills Respondents deny the allegation, and assert that the expenditures to  
14 Agustin, a campaign staffer, were for legitimate campaign expenses and were properly

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<sup>46</sup> 52 U.S.C. § 30104(b)(5)(A); 11 C.F.R. §§ 104.3(b)(4)(i), 104.9(a). The Commission’s *Statement of Policy: “Purpose of Disbursement” Entries for Filings with the Commission* instructs that descriptions, when considered along with the identity of the disbursement recipient, must be sufficiently specific to make clear the purpose of the disbursement. *See* Statement of Policy “Purpose of Disbursement” Entries for Filings with the Commission, 72 Fed. Reg. 887 (Jan. 9, 2007). Further, the policy includes a non-exhaustive list of sufficient and insufficient “purposes” for disbursements made by political committees and instructs political committees to contact their RAD analysts with questions as to how to report the purposes of disbursements. *Id.* at 888. Examples of statements or descriptions, which meet the requirements of 11 C.F.R. § 104.3(b)(4) include the following: dinner expenses, media, salary, polling, travel, party fees, phone banks, travel expenses, travel expense reimbursement, and catering costs. 11 C.F.R. § 104.3(b)(4)(i)(A).

<sup>47</sup> 11 C.F.R. § 102.9(b)(1).

<sup>48</sup> 52 U.S.C. § 30104(b)(5)(A); 11 C.F.R. §§ 104.3(b)(4)(i), 104.9(a).

<sup>49</sup> MUR 8111 Compl. at 16-17; Amend. MUR 8111 Compl. ¶ 12. *See FEC Disbursements: Filtered Results*, FEC.GOV [https://www.fec.gov/data/disbursements/?data\\_type=processed&committee\\_id=C00774943&recipient\\_name=Derick+Agustin&two\\_year\\_transaction\\_period=2022](https://www.fec.gov/data/disbursements/?data_type=processed&committee_id=C00774943&recipient_name=Derick+Agustin&two_year_transaction_period=2022) (last visited June 8, 2024) (Reflecting disbursements to Agustin during the 2022 cycle from the Committee). The Committee also made three additional disbursements to Agustin during the 2022 cycle, which do not include a purpose description: \$1,171.50 (Nov. 7, 2022); \$2,846.37 (Nov. 16, 2022); and \$1,699.02 (Dec. 2, 2022).

1 reported.<sup>50</sup> The Respondents explain that the 2022 disbursements were not further described  
2 because they were under the \$200 itemization threshold.<sup>51</sup>

3 The MUR 8111 Complaint also alleges personal use violations by Mills relating to  
4 disbursements totaling \$89,000 for airfare, lodging, travel expenses, and meeting/meals, which  
5 the Complaint describes as “luxury” items.<sup>52</sup> The Mills Respondents note that the Committee’s  
6 \$29,668.00 reimbursement to Mills for air travel to “Luxury Aircraft LLC” was a disbursement  
7 similar to a “chartered airplane expenditure,” and all the expenditures are campaign related.<sup>53</sup>

8 The personal use allegations relating to the Agustin disbursements are based on lack of  
9 description for “memo entries” for the 2022 disbursements and speculation that Mills was paying  
10 rent for a “fake residence” in Florida.<sup>54</sup> However, the Complaints do not provide specific  
11 information indicating that the disbursements to Agustin were actually for rent payments. With  
12 respect to the other expenditures for travel-related expenses, none fall into the *per se* personal  
13 use categories and the Complaints provide no information that would support the inference that  
14 they would have existed irrespective of Mills’ candidacy. Accordingly, the Commission  
15 dismisses the allegations that Mills violated 52 U.S.C. § 30114(b) and 11 C.F.R § 113.2(e) by  
16 using campaign funds for personal use in connection with the Committee’s disbursements to  
17 Derick Agustin and travel-related expenses.

18 The seven disbursements made in 2022 were over \$200 and thus required a purpose  
19 entry. A purpose of “see memo entries” would not be considered adequate unless that entry is

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<sup>50</sup> Resp. of Mills Respondents to MUR 8111 Compl. at 2.

<sup>51</sup> *Id.*

<sup>52</sup> Amend. MUR 8111 Compl. ¶ 11.

<sup>53</sup> Resp. of Mills Respondents to Amend. MUR 8111 Compl. at 3-4.

<sup>54</sup> *See* MUR 8111 Compl. at 8-9, 16-18 and Amend. MUR 8111 Compl. at 7, 15, 23-24.

1 actually followed with a descriptive memo entry, adequately explaining the expenditure's  
2 purpose. However, none of these disbursements included a descriptive memo entry.  
3 Nevertheless, given the low amount at issue, the Commission exercises its prosecutorial  
4 discretion and dismisses the allegations pertaining to the failure to properly itemize these  
5 disbursements, in violation of 52 U.S.C. § 30104(b)(5)(A) and 11 C.F.R §§ 104.3(b) and 104.9.<sup>55</sup>

6 **C. The Commission Dismisses the Allegation that Mills Made Contributions to**  
7 **Laura Loomer for Congress that were Excessive and Violated the Ban on**  
8 **Federal Contractor Contributions and that Laura Loomer for Congress**  
9 **Knowingly Accepted Excessive or Prohibited Federal Contractor Contributions**  
10 **or Solicited Prohibited Federal Contractor Contributions**

11 The Act and the Commission's regulations bar contributions to political committees by  
12 any person who enters into a contract with the United States or its departments or agencies for  
13 "furnishing any material, supplies, or equipment," if payment on such contract "is to be made in  
14 whole or in part from funds appropriated by Congress."<sup>56</sup> This prohibition does not apply to "the  
15 stockholders, officers, or employees" of a federal contractor.<sup>57</sup> The Act also bars any person  
16 from knowingly soliciting a contribution from a federal contractor during the prohibited period.<sup>58</sup>  
17 No person shall make contributions to any candidate or authorized committee with respect to any  
18 election which, in the aggregate, exceed the Act's contribution limit, which was \$2,900, during

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<sup>55</sup> See *Heckler*, 470 U.S. 831; see also Factual and Legal Analysis ("F&LA") at 11-12, MUR 7778 (Lake for Congress, *et al.*) (*Heckler* dismissal for inadequately describing the purpose of certain disbursements given the low dollar amounts that fall below the itemization threshold); F&LA at 1-2, MUR 7278 (McClintock for Congress) (*Heckler* dismissal for incorrectly describing the purpose of certain disbursements given the technical nature of the alleged violations).

<sup>56</sup> 52 U.S.C. § 30119(a)(1); 11 C.F.R. § 115.2(a).

<sup>57</sup> 11 C.F.R. § 115.6.

<sup>58</sup> 52 U.S.C. § 30119(a)(2); 11 C.F.R. § 115.2(c).

1 the 2022 election cycle.<sup>59</sup> Further, the Act provides that no political committee shall knowingly  
2 accept any contribution that exceeds this limit.<sup>60</sup>

3 The Complaint in MUR 8098 alleges that Mills's contributions to Laura Loomer for  
4 Congress, Inc., totaling \$3,650, were prohibited federal contractor contributions because Mills  
5 owns Pacem Solution International, Inc., a federal contractor and that the contributions were  
6 excessive.<sup>61</sup> The Mills Respondents state that Commission regulations would not prohibit Mills,  
7 an officer of a Federal contractor, from making contributions from personal assets.<sup>62</sup> There is no  
8 information that Mills himself is a federal contractor or that he used Pacem funds to make these  
9 contributions. In addition, the available information does not indicate that Laura Loomer for  
10 Congress knowingly solicited contributions from a federal contractor. Mills's contributions to  
11 the primary election totaled \$2,900 and thus were not excessive. Mills also made a \$750  
12 contribution designated for the general election, which the Loomer Committee refunded to Mills  
13 after Loomer lost the election. Therefore, the Commission dismisses the allegation that Mills  
14 violated 52 U.S.C. §§ 30116(a) and 30119(a)(1) and 11 C.F.R. § 115.2(a) and that Laura Loomer  
15 for Congress, Inc., and Laura Loomer in her official capacity as treasurer violated 52 U.S.C.  
16 §§ 30119(a)(2), 30116(f) and 11 C.F.R. §§ 110.9 and 115.2(c).

17 **D. The Commission Dismisses the Allegation that the Committee and The Mills**  
18 **Victory Fund Knowingly Accepted Excessive Contributions**

19 No candidate or authorized committee may knowingly accept contributions with respect  
20 to any election which, in the aggregate, exceed the Act's contribution limit, which was \$3,300

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<sup>59</sup> 52 U.S.C. § 30116(a)(1)(A).

<sup>60</sup> 52 U.S.C. § 30116(f); 11 C.F.R. § 110.9.

<sup>61</sup> MUR 8098 Compl. 4.

<sup>62</sup> Resp. of Mills Respondents to MUR 8098 Compl. at 3. See [https://www.fec.gov/data/receipts/individual-contributions/?committee\\_id=C00714543&contributor\\_name=cory+mil](https://www.fec.gov/data/receipts/individual-contributions/?committee_id=C00714543&contributor_name=cory+mil) (last visited June 8, 2024).



1 during the 2024 election cycle.<sup>63</sup> A contributor may make a contribution to the joint fundraising  
2 committee that “represents the total amount that the contributor could contribute to all of the  
3 participants.”<sup>64</sup> A contribution to a joint fundraising committee is allocated between all of the  
4 joint fundraising participants.<sup>65</sup>

5 The MUR 8111 Complaint alleges that the Mills’s Committee 2023 April and July  
6 Quarterly Reports disclose that a number of contributors made contributions on the same date  
7 and in the same amount to both the Fund and the Committee and appears to allege that those  
8 contributors made, and the Fund and/or Committee knowingly accepted , excessive  
9 contributions.<sup>66</sup> The Mills Respondents and the Fund assert that the joint fundraising transfers  
10 are accurate and were properly reported.<sup>67</sup>

11 Large contributions to a joint fundraising committee are allocated between all joint  
12 fundraising participants and thus the per committee limits would not apply to the Fund.<sup>68</sup>  
13 Further, a review of the Mills Committee 2023 April and July Quarterly reports for contributors  
14 who gave to both the Fund and the Mills Committee do not reflect any contributions that appear  
15 to be excessive. Several contributors made more than one contribution, but some were  
16 designated for the 2024 primary and others for the 2024 general election, and none exceeded the  
17 \$3,300 per-election limit. Accordingly, the Commission dismisses the allegations that the

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<sup>63</sup> 52 U.S.C. § 30116(f); 11 C.F.R. § 110.9.

<sup>64</sup> 11 C.F.R. § 102.17(c)(5).

<sup>65</sup> *Id.*

<sup>66</sup> Amend. MUR 8111 Compl. ¶¶ 7-10.

<sup>67</sup> Resp. of Mills Respondents to Amend. MUR 8111 Compl. at 2.

<sup>68</sup> 11 C.F.R. § 102.17(c)(5).

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- 1 Committee and The Mills Victory Fund violated 52 U.S.C. § 30116(f) and 11 C.F.R. § 110.9 by
- 2 accepting excessive contributions.