

**STATE OF MINNESOTA
CAMPAIGN FINANCE AND PUBLIC DISCLOSURE BOARD**

**PROBABLE CAUSE
DETERMINATION**

IN THE MATTER OF THE COMPLAINT OF ISAAC BLUM REGARDING THE WIN MINNESOTA POLITICAL ACTION FUND

On October 3, 2025, the Campaign Finance and Public Disclosure Board received a complaint submitted by Isaac Blum regarding the WIN Minnesota Political Action Fund, Board registration number 30625 (WIN MN PAF). The WIN MN PAF was an independent expenditure political fund that terminated its registration with the Board in 2024.¹

The complaint alleges that the WIN MN PAF's 2018 and 2020 year-end reports of receipts and expenditures are inaccurate. The complaint alleges, and Board records reflect, that the WIN MN PAF's 2018 year-end report includes \$1,500,000 in monetary contributions, and in-kind contributions totaling \$52,202.58, for a total of \$1,552,202.58 in contributions received from the Fund's supporting association, WIN Minnesota. The complaint includes a copy of WIN Minnesota's 2018 IRS Form 990 and alleges that the document reflects that WIN Minnesota contributed a total of \$1,550,000 to the WIN MN PAF in 2018, leaving a discrepancy of \$2,202.58. Schedule C of the Form 990, which includes political campaign and lobbying activities, states that WIN Minnesota spent \$1,550,000 via the "WIN Minnesota Political Action Fund". According to the Form 990, WIN Minnesota is a 501(c)(4) nonprofit corporation, EIN 74-3238362, and the WIN MN PAF operated using the same EIN.

The complaint alleges, and Board records reflect, that the WIN MN PAF's amended 2020 year-end report includes a \$118,212.99 monetary contribution, and in-kind contributions totaling \$70,544.44, for a total of \$188,757.43 in contributions received from the Fund's supporting association, WIN Minnesota. The complaint includes a copy of WIN Minnesota's 2020 IRS Form 990 and alleges that the document reflects that WIN Minnesota contributed a total of \$1,646,213 to the WIN MN PAF in 2020, leaving a discrepancy of \$1,457,455.57. Schedule C of the Form 990, which includes political campaign and lobbying activities, states that WIN Minnesota spent \$1,646,213 via the "WIN Minnesota Political Action Fund".

The complaint asserts that "These are not minor discrepancies. Together, they represent more than \$1.5 million in contributions that were never properly disclosed to Minnesota regulators." The complaint alleges that the WIN MN PAF violated the reporting requirements under Minnesota Statutes section 10A.20 by failing to report more than \$1,459,000 in contributions received from WIN Minnesota. The complaint alleges that the WIN MN PAF violated Minnesota Statutes section 10A.27, subdivision 13, by failing to "accurately disclose contributions from associations such as WIN Minnesota." Board records reflect that the WIN MN PAF filed multiple underlying source disclosure statements with the Board covering contributions received from

¹ cfb.mn.gov/reports-and-data/viewers/campaign-finance/political-committee-fund/30625/

WIN Minnesota in 2018 and 2020. Board records do not include disclosure statements for the additional \$2,202.58 allegedly contributed in 2018, or the additional \$1,457,455.57 allegedly contributed in 2020, by WIN Minnesota to the WIN MN PAF.

On October 16, 2025, the Board's chair determined that the complaint states prima facie violations of Minnesota Statutes sections 10A.20, subdivision 3, and 10A.27, subdivisions 15-16. On October 30, 2025, counsel for the WIN MN PAF, Brian Dillon, provided a written response. Mr. Dillon asserted that the complaint is barred by a statute of limitations imposed by Minnesota Statutes section 541.07, and with respect to the allegations concerning the 2018 year-end report, is effectively barred by Minnesota Statutes section 10A.025, subdivision 3, which provides that a treasurer must maintain certain records "for four years from the date of filing of the reports or statements or of changes or corrections to them."²

Mr. Dillon said that "The Form 990 and the reports submitted to the Board have different purposes, different requirements, and use different accounting methods. For example, reports to the Board are reported on a cash basis, whereas Win Minnesota's Form 990 uses an accrual basis." Mr. Dillon stated that the WIN MN PAF's reports are accurate, and explained that:

The Fund's reports were carefully reconciled with the Fund's bank accounts. No contributions were made to the Fund that were not reported.

The complaint alleges the Fund's 2018 report to the Board reflects contributions from Win Minnesota of \$2,202.58 more than was reported on Form 990. Assuming for the sake of argument that the amount reported on the Form 990 was too low, this would not state a violation of Chapter 10A. The Fund reported all contributions that were made to it, and it submitted underlying disclosure report forms (to the extent required by Section 10A.27) for all contributions received.

...

The Fund's 2020 year-end report to the Board reports monetary contributions from Win Minnesota of \$118,212.99 and in-kind contributions of \$70,544.44. Win Minnesota's Form 990 reports contributions to "Win Minnesota Political Action Fund" of \$1,646,213. This amount includes contributions of \$1,528,000 to Win Minnesota's federal PAC.

...

Together, the contributions to the Fund and Win Minnesota's federal PAC equal \$1,646,213, which is the amount reported on Win Minnesota's 2020 Form 990. Contributions to Win Minnesota's federal PAC were not required to be reported to the Board.³

² The 2020 year-end report was amended less than four years ago, in April 2022.

³ Reports filed with the Federal Election Commission by the WIN Minnesota Federal PAC are available at fec.gov/data/committee/C00540450/.

Mr. Dillon stated that WIN Minnesota “has been unable to definitively reconcile the source of the difference” between the 2018 year-end report of the WIN MN PAF and WIN Minnesota’s 2018 IRS Form 990, “but believes it is likely at least partially the result of in-kind contributions not being fully included in the Form 990 reporting because the 990’s do not require such reporting.” Mr. Dillon provided a list of disclosure statements filed with the Board by WIN MN PAF pursuant to Minnesota Statutes section 10A.27, subdivisions 15-16, regarding contributions it received in 2018. Board records reflect that the Board received a disclosure statement for each contribution from WIN Minnesota to the WIN MN PAF that was itemized within the 2018 and 2020 year-end reports of the WIN MN PAF. Mr. Dillon also provided internal financial records reflecting that in 2020, WIN Minnesota made a single monetary contribution of \$118,212.99 to the WIN MN PAF and made four monetary contributions totaling \$1,528,000 to the WIN Minnesota Federal PAC.

Analysis

When the Board chair makes a finding that a complaint raises a prima facie violation, the full Board then must determine whether probable cause exists to believe an alleged violation that warrants an investigation has occurred. Minn. Stat. § 10A.022, subd. 3 (d). A probable cause determination is not a complete examination of the evidence on both sides of the issue. Rather, it is a determination of whether there are sufficient facts and reasonable inferences to be drawn therefrom to believe that a violation of law has occurred. Minn. R. 4525.0210, subp. 3a.

If the Board finds that probable cause exists, the Board is required to determine whether the alleged violation warrants a formal investigation, considering the type and magnitude of the alleged violation, the knowledge of the respondents, any benefit to be gained from a formal investigation, the availability of Board resources, and whether the violation has been remedied. Minn. R. 4525.0210, subp. 5. If the Board finds that probable cause exists but does not order a formal investigation, the Board is required to either dismiss the complaint or order a staff review. Minn. R. 4525.0210, subp. 6.

The argument made regarding the four-year records retention requirement under Minnesota Statutes section 10A.025, subdivision 3, is well taken. When a complaint is filed regarding a report that was filed with the Board more than four years ago, it may be difficult or impossible for a treasurer to provide records substantiating the accuracy of the report. In this instance the Board need not address whether resolution of the complaint is constrained by that provision or by any statute of limitations.

The alleged violations of Minnesota Statutes sections 10A.20, subdivision 3, and 10A.27, subdivisions 15-16, are premised upon the contention that the WIN MN PAF’s 2018 and 2020 year-end reports are inaccurate. More specifically, the alleged violations are based on the assertion that the WIN MN PAF reported receiving over \$2,200 more in contributions than it actually received from WIN Minnesota in 2018 and failed to report more than \$1.4 million in contributions received from WIN Minnesota in 2020. The evidence of the alleged violations cited by the complainant is the discrepancies between the numbers stated on Schedule C of

WIN Minnesota's 2018 and 2020 IRS Form 990s and the 2018 and 2020 year-end reports of the WIN MN PAF. Counsel for the WIN MN PAF has provided a reasonable explanation for the discrepancies, provided internal financial records substantiating the explanation provided with respect to 2020, and affirmed that the year-end reports are accurate. Therefore, there is not probable cause to believe that the WIN MN PAF violated Minnesota Statutes sections 10A.20, subdivision 3, or 10A.27, subdivisions 15-16.

Order:

1. The allegations that the WIN Minnesota Political Action Fund violated Minnesota Statutes sections 10A.20, subdivision 3, and 10A.27, subdivisions 15-16, are dismissed without prejudice because there is not probable cause to believe that a violation occurred.

/s/ Faris Rashid
Faris Rashid, Chair
Campaign Finance and Public Disclosure Board

Date: November 12, 2025