

STATE OF COLORADO SECRETARY OF STATE ADMINISTRATIVE HEARING OFFICER 1700 Broadway #550 Denver, CO 80290	<p style="text-align: center;">▲ COURT USE ONLY ▲</p>
BEFORE THE SECRETARY OF STATE, COLORADO DEPARTMENT OF STATE, in re ED 2023-56 ELECTIONS DIVISION OF THE SECRETARY OF STATE, Complainant, vs. UNITE FOR COLORADO, d.b.a., ADVANCE COLORADO ACTION, Respondent.	
Attorney for Respondent: Suzanne M. Taheri, #23411 WEST GROUP LAW & POLICY 6501 E. Belleview Ave, Suite 375 Englewood, CO 80111 Phone Number: (303) 263-0844 Email: st@westgpl.com	Case Number: 2024 AHO 0024 (in re ED 2023-56)
RESPONDENTS' ANSWER	

On behalf of Unite for Colorado, D.B.A. Advance Colorado Action, (“Unite”) the undersigned counsel hereby submits this Answer to the stated complaints in the above-captioned case.

1) To foster transparency and assist voters in evaluating the arguments made in political communications, Colorado requires organizations with “a major purpose” of supporting or

opposing a ballot measure to register as an “issue committee” with the Colorado Secretary of State and disclose their contributions and expenditures.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

2) Unite contributed a total of \$1,780,667 to Colorado statewide issue committees and spent \$556,200 in direct ballot measure expenditures in 2023, but Unite neither registered as an issue committee with the Colorado Secretary of State nor disclosed its contributions and expenditures.

ANSWER: Admit. Unite was not required to register as an issue committee or disclose its contributions and expenditures.

3) Unite also made contributions to Colorado issue committees and made direct ballot measure expenditures in 2021 and 2022. The Division has been unable to ascertain the extent of Unite’s ballot issue related contributions and expenditures for the relevant years of 2021, 2022, and 2023.

ANSWER: Deny. The Division possesses all the records necessary to, “ascertain the extent of Unite’s ballot issue related contributions and expenditures for the relevant years of 2021, 2022, and 2023.”

4) Unite’s failure to register and disclose as required by law deprived Colorado voters of critical information about the interests behind Unite’s spending in support of or opposition to one or more statewide ballot measures.

ANSWER: This claim is a conclusion that does not require an admission or denial.

5) Complainant is the Elections Division (the “Division”) of the Colorado Secretary of State.

ANSWER: Deny. The “Division” is not a legal entity entitled to bring an action.

6) Respondent is Unite for Colorado, a nonprofit corporation registered with the Colorado Secretary of State. “Advance Colorado Action” is the registered trade name of Unite for Colorado.

ANSWER: Admit.

7) The Division has jurisdiction under § 1-45-111.7, C.R.S.

DENY: The “Division” is not a legal entity entitled to bring an action.

8) The Division files this complaint with a hearing officer consistent with § 1-45-111.7(5)(a)(IV), C.R.S.

ANSWER: The “Division” is not a legal entity entitled to bring an action.

9) This complaint is timely filed within thirty days of Division's May 24, 2024, Notice of Investigation, according to § 1-45-111.7(5)(a)(IV), C.R.S.

ANSWER: Admit.

10) Venue is proper before the hearing officer under § 1-45-111.7(5), C.R.S.

ANSWER: Admit.

ALLEGATIONS

11) Unite is a 501(c)(3) nonprofit organization that conducts activities under the trade name "Advance Colorado Action." According to its website, Advance Colorado Action "is an issue advocacy organization that believes in a smaller, more accountable government."

ANSWER: Deny. Advance Colorado Action is not a 501(c)(3).

12) On October 24, 2023, the Colorado Ethics Institute filed a campaign finance complaint against Unite with the Elections Division. That complaint, 2023-56, included allegations that Unite had a major purpose of supporting or opposing one or more statewide ballot measures, including Proposition HH, which appeared on the November 7, 2023 ballot, but that Unite failed to register as an issue committee and report contributions and expenditures to the Secretary of State's Office.

ANSWER: Unite does not possess information adequate to admit or deny this statement.

13) The Division completed its initial review of Complaint No. 2023- 56 pursuant to C.R.S. § 1-45-111.7(3) on November 6, 2023. That same day, the Division sent a "Notice of Initial Review and Opportunity to Cure" to Unite's registered agent, Katie Kennedy, stating that the Division "initially determines that the Complaint was timely filed, identifies one or more potential violations of Colorado campaign finance law, and alleges sufficient facts to support a legal and factual basis for the violations of law alleged in the complaint" including that Unite has "a major purpose of supporting or opposing any ballot measure requiring them to register and report as an issue committee, but failed to do so."

ANSWER: Unite does not possess information adequate to admit or deny this statement.

14) On November 7, 2023, the Division sent Unite a "Request for Information," (the "First Request for Information") asking that Unite, among other things, answer the following questions:

"Please identify and list all the statewide ballot measures in Colorado that Unite supported for the years 2021, 2022, and 2023."

"Related to the statewide ballot measures that were supported or opposed in 2021, 2022, and 2023, did Unite contribute to any Colorado issue committees?"

(a) If yes, please list the committees and the corresponding ballot measure.”

“Related to the statewide ballot measures that were supported or opposed in 2021, 2022, and 2023, did Unite make any direct ballot issue, or ballot measure expenditures?”

(a) If yes, please provide details on the expenditures including the date, amount, and ballot measure and provide supporting documentation.”

“Related to the statewide ballot measures that were supported or opposed in 2021, 2022, and 2023, did Unite act as a funding intermediary for any organization? If yes, please describe.”

ANSWER: Admit.

15) On November 20, 2023, the Division received an email from Unite’s counsel in response to the First Request for Information. Unite’s counsel stated as follows:

“My clients have publicly reported all required information related to any support or opposition to any ballot issues. Your office is already in receipt of all that information. You are also in receipt of our total expenditures from years 2019, 2020 and 2021 from prior investigations. We do not intend to reassemble this information.

With respect to our legal bills in *Ward v. State*, we do not believe those are relevant to any legitimate campaign finance investigation. That case related to the ballot title and single subject and did not advocate for or against any ballot issue. If this is to be considered ballot advocacy, then so too is your department’s defense of the case. I have requested the public 990’s for the year 2022 from my client and will forward that upon receipt. We have obviously not filed for 2023 and I do not know the total expenditures for the year end, and likely won’t know until sometime early 2024.

With respect the opportunity to cure that you did forward, we do not intend to cure.”

ANSWER: Admit.

16) On November 20, 2023, the Division responded to Unite’s counsel’s email, explaining the relevance of the information requested in the First Request for Information and explaining the Division needed additional information, not previously provided, to determine whether Unite had a “major purpose” of supporting or opposing a ballot issue or ballot question in the relevant time period.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

17) On December 4, 2023, Unite sent the Division its 2022 IRS Form 990.

ANSWER: Admit.

18) On April 8, 2024, the Division sent Unite a “Second Request for Information.” The Division explained that it had received information “concerning Unite's spending in 2021 as a result of prior complaints filed against [Unite].” The Division further explained that it continued to seek information for the “years of 2022 and 2023,” which is “relevant to examine [Unite’s] ‘major purpose’ and ‘pattern of conduct’ as outlined in section 1-45- 103(12)(b), C.R.S.”

ANSWER: Admit as to the matters in quotation. Denied as to the characterization of the letter.

19) In the Second Request for Information, the Division asked that Unite, among other things, provide:

“A copy of Unite’s 2023 IRS Form 990 or a statement and documentation of the organization’s 2023 total spending.”

“Itemization and documentation of any and all direct ballot issue or direct ballot question expenditures made by Unite in 2023.”

“Itemization and documentation of any spending by Unite in 2023 done in support of or opposition to any ballot issue or ballot question not included in the organization’s response to [the request] above.”

“Itemization and documentation of any and all direct ballot issue or direct ballot question expenditures made by Unite in 2022.”

“Itemization and documentation of any spending by Unite in 2022 done in support of or opposition to any ballot issue or ballot question not included in the organization’s response to [the request] above.”

“Information and documentation on any contributions by Unite in 2022 and 2023 to Colorado issue committees, not previously reported on TRACER.”

“Please advise if Unite accepted funds by donors or contributors earmarked (containing a designation, instruction, or encumbrance directing the transmission or use by the recipient) for contributions to Colorado issue committees in 2021, 2022, and 2023.

(a) If yes, please detail these contributions.”

“Related to the statewide ballot measures that were supported or opposed in 2021, 2022, and 2023, did Unite act as a funding intermediary for any organization? If yes, please describe.”

ANSWER: Admit.

20) On May 24, 2024, having received no response to the Second Request for Information from Unite, the Division sent a letter to Unite explaining that it continued to seek information relevant to determining whether Unite constituted an “issue committee” within the meaning of § 1-45- 103(12)(b), C.R.S. The Division explained that it “ha[d] not received substantial evidence to

determine that Unite has not met the major purpose standard” and therefore was “renewing its request for such substantial evidence.”

ANSWER: Denied as to whether the information is relevant. Admit as to the items in quotation.

21) On June 6, 2024, Unite, through counsel, responded as follows: “On behalf of Advance Colorado Action, I am responding to your letter of May 24, 2024. With regard to [8 CCR 1505-6, Rule 4.3.3] cited in your letter, we believe this Rule exceeds the Department’s rulemaking authority and is an unconstitutional abridgement of our First Amendment right to freedom of speech and association and Fourteenth Amendment right to due process. My client does not intend to provide the Department with confidential, proprietary information every time a political enemy files a frivolous and vexatious complaint. . . .”

ANSWER: Admit the items in quotation. Denied as to any characterization that this was the full substantive response.

22) Counsel for Unite’s letter of June 6, 2024, did not provide substantial evidence to establish that Unite has not met the major purpose standard nor any additional information in response to the Division’s requests for information.

ANSWER: Denied.

23) On June 14, 2024, the Division sent Unite a letter reiterating that it lacked “substantial evidence as defined in [8 CCR 1505-6, Rule 1.36] to establish that Unite has not met the major purpose standard.” The Division also summarized the information it had requested from Unite but had not received, including confirmation as to whether Unite made direct ballot issue or direct ballot question expenditures in support of or opposition to Colorado ballot issues or questions in 2021, 2022, and 2023, and if so to what extent.

ANSWER: Admit the letter was sent. Denied as to the characterization of the contents.

24) As of June 24, 2024, Unite has provided the Division with one documentary piece of evidence, Unite’s 2022 IRS Form 990, in response to the Division’s two requests for information. Though the Division has been able to assess much of Unite’s 2021 activity based on prior campaign finance complaints filed, the Division does not have substantial evidence to determine that Unite has not met the major purpose standard. Unite has not provided information or affirmations concerning its expenditures or lack thereof in support of or opposition to Colorado ballot issues or questions for 2022 and 2023.

ANSWER: Denied.

25) As of June 24, 2024, Unite has failed to provide substantial evidence, as defined by 8 CCR 1505-6, Rule 1.36, that Unite has not met the major purpose standard in § 1-45-103(12)(b), C.R.S.

ANSWER: Denied.

26) An issue committee is any person “that has a major purpose of supporting or opposing any ballot issue or ballot question” and “has accepted or made contributions or expenditures in excess of two hundred dollars to support or oppose any ballot issue or ballot question.” Colo. Const. art. XXVIII, § 2(10)(a).

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

27) “Major purpose” means the support or opposition to a statewide ballot issue or question that may be reflected by, among other things, an organization’s demonstrated pattern of conduct based upon the organization: During the combined period of the current calendar year and the preceding two calendar years, making either contributions to one or more statewide Colorado issue committees or direct ballot issue or ballot question expenditures, in either support of or opposition to one or more statewide Colorado ballot issues or ballot questions, that exceeded thirty percent of the total dollar amount of all funds spent by the organization for any purpose and in any location during the entire preceding and current calendar years;

[or]

During the combined period of the current calendar year and the preceding two calendar years, making either contributions to a single statewide Colorado issue committee or direct ballot issue or ballot question expenditures, in either support of or opposition to a single statewide Colorado ballot issue or ballot question, that exceeded twenty percent of the total dollar amount of all funds spent by the organization for any purpose and in any location[.] § 1-45-103(12)(b)(II)(C), (D), C.R.S.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

28) An issue committee must register with the Secretary of State “within ten calendar days of accepting or making contributions or expenditures in excess of two hundred dollars to support or oppose any ballot issue or ballot question.” § 1-45-108(3.3), C.R.S.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

29) An issue committee must report to the Secretary of State its “contributions received . . . , expenditures made, and obligations entered into.” § 1-45-108(1)(a)(I), C.R.S.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

30) “For campaign and political finance complaints involving whether the respondent is an organization that has a major purpose of supporting or opposing one or more ballot measures, a rebuttable presumption that the organization met the standard for having a major purpose under section 1-45-103(12)(b), C.R.S., is created if:

(a) A campaign and political finance complaint has been filed and the division initially determines that the complaint alleges a potential violation in which the respondent may have a major purpose of supporting or opposing one or more ballot measures; and

(b) The respondent fails to provide substantial evidence, as defined in Rule 1.36, that they have not met the major purpose standard.” CCR 1505-6, Rule 4.3.3.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

31) “Substantial evidence,” means “evidence that is probative, credible, and competent and of such weight as to be adequate for the division to accept a fact as true.” 8 CCR 1505-6, Rule 1.36. The “substantial evidence” standard “requires a greater weight of evidence than that which is required for finding ‘probable cause.’” *Id.*

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

32) The presumption created by 8 CCR 1505-6, Rule 4.3.3 “will be considered sufficient information to support the filing of an administrative complaint with a hearing officer under section 1-45-111.7(5), C.R.S.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

33) All preceding allegations are incorporated.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

34) Campaign and political finance complaint No. 2023-56 was filed against Unite on October 24, 2023.

ANSWER: Unite does not possess information adequate to admit or deny this statement.

35) The Division initially determined that Complaint No. 2023-56 alleges a potential violation in which Unite may have a major purpose of supporting or opposing one or more ballot measures.

ANSWER: Unite does not possess information adequate to admit or deny this statement.

36) Unite failed to provide substantial evidence, as defined in 8 CCR 1505-6, Rule 1.36, that Unite has not met the major purpose standard.

ANSWER: Denied.

37) A presumption exists, pursuant to 8 CCR 1505-6, Rule 4.3.3, that Unite has a major purpose of supporting or opposing one or more ballot measures in 2023.

ANSWER: Unite does not possess information adequate to admit or deny this statement.

38) Unite has accepted or made contributions and expenditures, as those terms are defined in Article XXVIII of the Colorado Constitution, in excess of two hundred dollars to support or oppose one or more ballot issues or ballot questions.

ANSWER: Admit.

39) Unite has not registered as an issue committee with the Secretary of State.

ANSWER: Admit.

40) The Division is entitled to relief under Article XXVIII of the Colorado Constitution and the Fair Campaign Practices Act, § 1-45-101 et seq.

ANSWER: Denied.

41) All preceding allegations are incorporated.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

42) Unite is an issue committee as defined by the Colorado Constitution.

ANSWER: Denied.

43) As an issue committee, Unite is required to report to the Secretary of State its contributions received, expenditures made, and obligations entered into.

ANSWER: This claim is a legal conclusion that does not require an admission or denial.

44) Unite has made expenditures in support of or opposition to one or more ballot issues or ballot questions.

ANSWER: Admit.

45) Unite has not filed a report with the Secretary of State disclosing its contributions, expenditures, and obligations.

ANSWER: Admit.

46) The Division is entitled to relief under Article XXVIII of the Colorado Constitution and the Fair Campaign Practices Act, § 1-45-101 et seq.

ANSWER: Deny.

Unite asserts the following defenses to the claims.

1. The Complaint fails to state a claim for which relief can be granted.

2. 8 CCR 1505-6, Rule 1.36 exceeds the Department's rule making authority.
3. 8 CCR 1505-6, Rule 1.36 is unconstitutional on its face and as applied to Unite.
4. Unite has provided substantial evidence that it is not an issue committee as defined by Colorado law.
5. The Complaint is frivolous and vexatious.
6. Unite reserves the right to designate additional defenses if disclosures or discovery reveals the existence thereof.

WHEREFORE, Unite request a ruling in its favor and the reimbursement of all fees and costs associated with the defense.

Dated this 17th day of July 2024.



Suzanne Taheri, Atty Reg. No. 23411

West Group Law & Policy
6501 E. Belleview Ave, Suite 375
Englewood, CO 80111
Phone Number: (303) 263-0844
Email: st@westglp.com

CERTIFICATE OF SERVICE

I hereby certify that on this 17th day of July, 2024, a true and correct copy of the **UNITE FOR COLORADO ANSWER** was served via electronic mail to the following:

KYLE M. HOLTER*
Assistant Attorney General, No. 52196
Ralph L. Carr Colorado Judicial Center
1300 Broadway, 6th Floor
Denver, Colorado 80203
Telephone: 720-508-6152
Fax: 720-508-6041
kyle.holter@coag.gov
*Counsel of Record

/s/ Suzanne Taheri _____

Suzanne Taheri

Duly signed original on file at West Group