Working Draft of Proposed Rules

Office of the Colorado Secretary of State Election Rules 8 CCR 1505-1

May 8, 2015

Disclaimer:

The following is a working draft concerning the Election Rules. The Secretary values your input and is seeking feedback about the proposed revisions before a formal notice of rulemaking.

Please send your feedback by May 15, 2015. Please reference the specific page and line number in your comments. We will consider all comments submitted by this date for inclusion in the official rulemaking draft.

Please note the following formatting key:

Font effect	Meaning
Sentence case	Retained/modified current rule language
SMALL CAPS	New language
Strikethrough	Deletions
Italic blue font text	Annotations

- 1 Amendments to 8 CCR 1505-1 follow:
- 2 Amendments to Rule 1.1.46(a):

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- 3 1.1.46 "Watcher" has the same meaning as in section 1-1-104(51), C.R.S.
- 4 (a) A watcher may be appointed for a recall election in the same manner as in a primary election. A RECALL ISSUE COMMITTEE MAY ALSO APPOINT A WATCHER.
 - [The remainder of Rule 1.1.46 is retained unaltered]
- 8 *Amendments to Rule 2.3 through 2.5:*
 - 2.3 When an elector registers to vote, the elector must provide a verifiable driver's license or state identification card number, or last four digits of his or her social security number. If THE ELECTOR PROVIDES A NUMBER THAT DOES NOT VERIFY OR the elector states that he or she does not have a driver's license, state identification card number, or social security

number, the county clerk must register the elector and mark the registration record "ID 1 2 required". A COUNTY MUST PROCESS THE HELP AMERICA VOTE VERIFICATION FILE ON A Suggest bi-weekly ight> MONTHLY BASIS FOR VERIFYING SOCIAL SECURITY NUMBERS AND REMOVE THE " ${
m ID}$ if possible. REQUIRED" FLAG FOR THOSE NUMBERS THAT ARE VERIFIED. 6 2.3.1 2.3.2 As used in section 1-1-104(19.5), C.R.S., government document means a 7 document issued by a city, county, state or federal government. [The remainder of New Rule 2.3.2, formerly Rule 2.3.1, is retained unaltered] 8 9 2.3.2 2.3.3 As used in section 1-1-104(19.5)(a)(VII), C.R.S., current means that the date of the document is within 60 days of the date submitted for identification 10 purposes unless the document states a longer billing cycle. 11 233234 12 Documents issued under section 42-2-505, C.R.S., are not acceptable forms of identification for any purpose under the Uniform Election Code of 1992 and 13 14 these rules. Would suggest Impact on NCOA? reatment of NEW REGISTRATION applications when modifying 2.4.2 to rovide required 1. This seems to allow DEO to make formation take away the a record incomplete ability for the county the remainder of Rule 2.4 is retained unaltered] if the address is not to make a judgment hanges to an elector's EXISTING voter registration record call on a match. Therefore, this may If an elector submits a change to his or her voter registration record and fails to result in more include the information required by sections 1-2-216 or 1-2-219, C.R.S., the county letters from the clerk must MAY not make the requested change unless the county clerk can counties to voters. confidently identify the voter ESTABLISH MINIMUM MATCHING CRITERIA. The It may require more county clerk CANNOT ESTABLISH MINIMUM MATCHING CRITERIA, THE COUNTY mailings. CLERK MAY NOT CHANGE THE ELECTOR'S STATUS AND must notify the voter of the 2. What is the additional information that is required to process the request. concern and why the change? The remainder of Rule 2.5 is retained unaltered] 27 Amendments to Rule 2.7.1: Minimum matching criteria 28 2.7 29 Except as provided in section 1-2-302.5, C.R.S., the county clerk must not transfer, 30 consolidate, or cancel a voter registration record unless the APPLICABLE minimum matching criteria as set forth in sections 1-2-603 and OR 1-2-604, C.R.S., are met. 31 32 If the minimum matching criteria are not met the county clerk must send a letter to 33 the voter requesting confirmation of the missing or non-matching information in 34 order to transfer, consolidate, or cancel the record. 35 [The remainder of Rule 2.7 is retained unaltered]

1	Amen	dments to Rule 2.10:				
2	2.10	20-day applicants New voter notification under section 1-2-509(3), C.R.S.				
3 4 5 6		2.10.1 When a county clerk deems an applicant "not registered" upon receipt of an undeliverable new voter notification in accordance with section 1-2-509(3), C.R.S., the county clerk must mail a confirmation card. The confirmation card must meet the requirements of section 1-1-104(2.8), C.R.S.				
7 8		2.10.2 If the applicant returns the signed confirmation card within 90 days the county clerk must register the applicant using the date of the original application.				
9 10 11 12		2.10.3 During the 22 days before an election, the county clerk must defer processing undeliverable 20-day NEW VOTER notifications. After the election is closed, the clerk must deem an applicant "not registered" under section 1-2-509(3), C.R.S., only if the applicant did not vote in the election.				
13 14 15 16 17 18		2.12.1-2.10.4 When—IF AFTER THE 20-DAY PERIOD OUTLINED IN SECTION 1-2-509(3), C.R.S, EXPIRES the United States Postal Service returns a new voter notification of confirmation card to the county clerk as undeliverable, or provides the clerk with a postcard notice of mail forwarding, the county clerk must mark the voter's record "Inactive – returned mail" and mail a confirmation card. Where a confirmation card sent under this Rule is returned as undeliverable, the county is not required to mail another card.				
20		[Current Rule 2.12.1 is amended and recodified as New Rule 2.10.4]				
21	Amen	nents to Rules 2.12 and 2.13:				
22	2.12	List Maintenance under section 8 of the National Voter Registration Act of 1993				
23 24 25 26 27 28		2.12.1 When the United States Postal Service returns a new voter notification or confirmation card to the county clerk as undeliverable, or provides the clerk with a postcard notice of mail forwarding, the county clerk must mark the voter's record "Inactive – returned mail" and mail a confirmation card. Where a confirmation card sent under this Rule is returned as undeliverable, the county is not required to mail another card.				
29 30		Current Rule 2.12.1 is amended and recodified as New Rule 2.10.4; subsequent rules are renumbered as follows:]				
31 32 33		2.12.2 2.12.1 The Secretary of State will provide monthly National Change of Address (NCOA) data under section 1-2-302.5, C.R.S., to the county clerk by the fifth of each month.				
34		[The remainder of New Rule 2.12.1, formerly Rule 2.12.2, is retained unaltered]				

1 2 3	2.12.3 2.12.2 In accordance with section 1-2-605(7), C.R.S., no later than 90 days following a General Election, the county clerk in each county must cancel the registrations of electors:
4	[The remainder of New Rule 2.12.2, formerly Rule 2.12.3, is retained unaltered]
5 6	2.12.4 2.12.3 The county must process all records designated for cancelation by the Secretary of State within 21 days of receipt.
7 8 9	2.12.5-2.12.4 The county must process and mail all confirmation cards using SCORE so that the elector's voter registration record audit log shows the date on which the county printed or extracted the confirmation card.
10 11 12	2.12.6-2.12.5 To the extent a county has records of confirmation cards it has generated and sent outside of SCORE, the county must retain those records as election records under section 1-7-802, C.R.S.
13 2.13	Voter registration at a voter service and polling center
14 15	2.13.1 A person registering voters or updating voter registration information in a voter service and polling center must:
16 17	(a) Be a permanent or temporary county employee, state employee, or temporary staff hired by the county clerk;
18	(b) Successfully pass the criminal background check described in Rule 6.5; and
19	(e) (B) Complete a training course provided by the Secretary of State.
Clarify that this is county provided training as opposed to 3rd party groups.	[Current Rule 2.13.2 is retained unaltered] ments to Rule 6.4 and repeal of Rule 6.5: A supervisor judge in a voter service and polling center must:
Also, what would the process be for counties to get their trainings approved?	6.4.1 Successfully pass the criminal background check described in Rule 6.5. Any person who has been convicted of an election offense or an offense with an element of fraud is prohibited from handling voter registration applications or conducting voter registration and list maintenance activities.
27	6.4.2 Complete COMPLETE a training course provided by OR APPROVED BY the Secretary
28	of State.
29 6.5 30	The county clerk must arrange for a criminal background check on a supervisor judge and each staff member conducting voter registration activities.
31	(a) The criminal background check must be conducted by or through the Colorado
32	Bureau of Investigation, the county sheriff's department in accordance with section
33	24-72-305.6(3), C.R.S., or similar state or federal agency.

A person convicted of an election offense or an offense containing an element of 1 fraud may not: 1. Offers no voter instructions Handle voter registration applications or conduct voter registration and list 2. 3rd party delivery maintenance activities; or is not prohibited by Have access to a code, combination, password, or encryption key for the law - why does a voting equipment, ballot storage area, counting room, or tabulation voter need to provide workstation. this? 3. What will the Rule 7.2.3(c) concerning ballots and ballot packets: counties need to do with this? Record it (c) In coordinated elections, the county clerk must mail ballots to all active in some way? eligible electors of each political subdivision. Will this need to be 4. Why is this rule in on UOCAVA ts to Rules 7.2.5 through 7.2.7: effect when it was envelopes? challenged through Effective January 1, 2015, each EACH mail ballot return envelope and mail ballot the legislative instruction must include a statement informing yoters that it is a violation of law to process? drop off more than ten ballots in any election. This would create confusion in a Effective January 1, 2015 JANUARY 1, 2016, each mail ballot return envelope must presidential and \forall include the following: "For third party delivery: I am voluntarily giving my ballot introduce potential to (name and address) for delivery ON MY BEHALF. I have marked and sealed my issues. ballot in private and have not allowed any person to observe the marking of the ballot, except for those authorized to assist voters under state or federal law." 19 20 A COUNTY CLERK WHO USES A THIRD PARTY VENDOR TO MAIL BALLOTS IS 21 CONSIDERED TO BE IN POSSESSION OF THE BALLOTS FOR PURPOSES OF SECTION 1-5-22 403(1), C.R.S., WHEN THE VENDOR HAS PREPARED THE BALLOTS FOR MAILING. **N**What does 23 Amendments to Rule 7.5.1: add 'when in prepared mean? operation' 7.5 24 Receipt and processing of ballots 25 All-THE COUNTY CLERK MUST ADEQUATELY LIGHT ALL drop-off locations frust be monitored by AND USE EITHER an election official or A video security surveillance 26 27 recording system, as defined in Rule 20-1.1.42 TO MONITOR EACH LOCATION. [The remainder of Rule 7.5.1 and Rules 7.5.2 through 7.5.4 are retained unaltered] 28 Amendments to Rule 7.5.5: 29 30 7.5.5 Election officials must record the number of ballot packets returned as 31 undeliverable and receive the Ballot Packets in SCORE upon receipt. 32 Amendments to Rule 7.7: Missing signature. 33 7.7

1 2 Process change: 1. Adds req for voter with unsigner envelope to prover a copy of ID.	ed	If a mail or provisional ballot return envelope lacks a signature, the election official must contact the elector in writing no later than two calendar days after election day. THE ELECTION OFFICIAL MUST FOLLOW THE PROCEDURES FOR DISCREPANT SIGNATURES OUTLINED IN SECTION 1-7.5-107.3(2)(A), C.R.S. The designated election official must use the letter and form prescribed by the Secretary of State and keep a copy as part of the official election record. Nothing in this Rule prohibits				
2. Is the intent to have these go to the DA per the	I	the designated election official from calling the elector, but a phone call may not substitute for written contact. If the designated election official calls any elector he or she must call all electors whose affidavits are unsigned.				
statute reference	?	[Sections 1-7.5-107.3 and 1-8.5-105(3)(a), C.R.S.]				
11 12 13	7. 7.2	The letter must inform the elector that the elector must sign the affidavit and return the form in person or by mail, fax, or email, and that the county must receive the form no later than eight calendar days after the election.				
14 15 16	7.7.3	The election official must use the letter and the signature verification form approved by the Secretary of State. The letter and missing signature affidavit form does not violate section 1–13–801, C.R.S.				
17 Amendments to Rule 7.9.3:						
18	7.9.3	Voter check-in at the voter service and polling center				
19 20		(a) Each voter service and polling center must include an adequately staffed designated voter check in table or area.				
21 22		(b) The check-in judge must verify each elector's registration information, including address.				
23 24		(c) If an elector has moved or is not registered, the check in judge must direct the elector to the registration area. If the elector is registered and has no				
25		updates, the check-in judge must direct the elector to the voting table.				
26 27		COUNTY CLERKS MUST CONFIGURE VOTER SERVICE AND POLLING CENTERS, AND PROVIDE SUFFICIENT ELECTION JUDGES, SCORE WORK STATIONS,				
28		VOTING EQUIPMENT, BALLOTS, AND OTHER SUPPLIES, IN ORDER TO ASSIST				
29	. 1	REGISTRANTS AND ELECTORS EFFICIENTLY.				
		o Rule 7.11:				
31 7.11		service and polling center connectivity				
32 33	7.11.1	The county must have real-time access to SCORE AND WEBSCORE at every voter service and polling center designated by the county clerk.				
34	7.11.2	THE COUNTY CLERK MUST INSTRUCT ELECTION JUDGES AND, IF APPROPRIATE,				

ELECTION STAFF, TO:

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Provide for this to be 'or' vs. provisional ballots. Give counties flexibility to choose using SCORE or using a provisional.

(A) USE WEBSCORE TO REGISTER VOTERS; UPDATE EXISTING VOTER REGISTRATIONS; ISSUE AND REPLACE MAIL BALLOTS; AND ISSUE, SPOIL, AND REPLACE IN-PERSON BALLOTS.

(B) OFFER AN IN-PERSON VOTER THE OPPORTUNITY TO OBTAIN A REPLACEMENT MAIL BALLOT RATHER THAN A PROVISIONAL BALLOT IN THE EVENT THE VOTER SERVICE AND POLLING CENTER LOSES CONNECTIVITY TO WEBSCORE BUT RETAINS CONNECTIVITY TO SCORE.

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7.11.2 7.11.3 At no time may an election official open SIMULTANEOUS SESSIONS OF both

the SCORE voter registration screen and the voting module WEBSCORE on a single workstation.

Suggest-striking this rule since it doesn't seem necessary and given that in the main office, staff may be trying to support the field. Also, in small counties where there could be only 1 person using both, it doesn't make sense to have to keep re-

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.11.3-7.11.4 Every voter service and polling center designated by the county clerk must meet the minimum security procedures for transmitting voter registration data as outlined in section 1-5-102.9, C.R.S., and Rule 2.16.

ents to Rule 11.1.3 concerning voting system access:

1.1.3 In accordance with section 24-72-305.6, C.R.S., all permanent and temporary county staff and all vendor staff who have access to the voting system or any voting or counting equipment must pass the A criminal background check described in Rule 6.5. A PERSON CONVICTED OF AN ELECTION OFFENSE OR AN OFFENSE CONTAINING AN ELEMENT OF FRAUD MAY NOT HAVE ACCESS TO A CODE, COMBINATION, PASSWORD, OR ENCRYPTION KEY FOR THE VOTING EQUIPMENT, BALLOT STORAGE AREA, COUNTING ROOM, OR TABULATION WORKSTATION.

opening apps.
Rule 16.1.5, concerning voting by military and overseas electors, is repealed and subsequent rules are renumbered as follows:

- 16.1.5 In accordance with sections 1-8.3-111 and 1-8.3-113, C.R.S., all ballots cast must be voted and mailed or electronically transmitted no later than 7:00 p.m. MT on election day, and received by the county clerk or the Secretary of State no later than the close of business on the eighth day after election day.
- 28 16.1.6-16.1.5 Ballots received by the Secretary of State

[The remainder of New Rule 16.1.5, formerly Rule 16.1.6, is retained unaltered]

16.1.7-16.1.6 The county clerk must send a minimum of one correspondence no later than 60 days before the Primary Election to each elector whose record is marked "Inactive." The correspondence may be sent by email or mail and, at a minimum, must notify the electors of:

[The remainder of New Rule 16.1.6, formerly Rule 16.1.7, is retained unaltered]

16.1.8-16.1.7 No later than 45 days before an election, the county clerk must report to the Secretary of State the number ballots transmitted to military and overseas electors by the 45-day deadline.

16.1.9 16.1.8 Failure to meet the 45-day ballot transmission deadline in section 1-8.3-110, 1 C.R.S. 2 3 [The remainder of New Rule 16.1.8, formerly Rule 16.1.9, is retained unaltered] Amendments to Rule 16.2.1(c), concerning electronic transmission: 4 In accordance with section 1-8.3-113(1), C.R.S., an elector who chooses to 5 (c) 6 receive his or her unvoted ballot by online ballot delivery ELECTRONIC TRANSMISSION may return his or her ballot by fax or email ONLY IF THE 7 ELECTOR DETERMINES THAT A MORE SECURE METHOD, SUCH AS RETURNING 8 THE BALLOT BY MAIL, IS NOT AVAILABLE OR FEASIBLE. "NOT FEASIBLE" 9 10 MEANS CIRCUMSTANCES WHERE THE ELECTOR BELIEVES THE TIMELY RETURN 11 OF HIS OR HE BALLOT BY MAIL IS NOT CERTAIN. Amendments to Rule 16.2.3: 12 16.2.3 The self-affirmation must include the standard oath required by the Uniformed and 13 14 Overseas Citizen Voting Act (42 U.S.C sec. 1973ff(b)(7) and 1(a)(5)), the elector's name, date of birth, signature, and the following statement: I also understand that 15 by returning my voted ballot by electronic transmission, I am voluntarily waiving 16 my right to a secret ballot and that Colorado Law requires that I return this 17 BALLOT BY A MORE SECURE METHOD, SUCH AS MAIL, IF AVAILABLE AND FEASIBLE. 18 (Section SECTIONS 1-8.3-113 AND 1-8.3-114, C.R.S.) 19 Amendments to Rule 20.4: 20 20.4 21 Individuals with access to keys, door codes, and vault combinations 22 20.4.1 For employees with access to areas addressed in Rule 20.4.3, the county must state in the security plan each employee's title and the date of the criminal background 23 check WAS performed under Rule 6.5. [Section 24-72-305.6, C.R.S.] 24 [Current Rule 2.4.2 is retained unaltered] 25 20.4.3 Employee access. The county may grant employees access to the codes, 26 combinations, passwords, and encryption keys described in this Rule in accordance 27 with the following limitations: 28 Access to the code, combination, password, or encryption key for the voting 29 (a) equipment, ballot storage areas, counting room, or tabulation workstations 30 is restricted to employees who have successfully passed the A criminal 31 background check described in Rule 6.5. Any person who has been 32 convicted of an election offense or an offense with an element of fraud is 33 prohibited from having access to a code, combination, password, or 34 encryption key for the voting equipment, ballot storage areas, counting 35 room, or tabulation workstations. 36 [Current Rules 20.4.3(b), 20.4.3(c), and Rule 20.4.5 are retained unaltered] 37

- Amendments to Rule 20.5.2(f), concerning internal controls for the Voting System:
 (f) If any component of the voting system is equipped with Wi-Fi capability or
- a wireless device, the county must disable the wireless capability or device UNLESS OTHERWISE APPROVED BY THE SECRETARY OF STATE.
- 5 Amendments to Rule 20.9.1(c), concerning transportation of equipment, memory cards, ballot boxes, and ballots:
- (c) Transportation by contract. If a county contracts for the delivery of 7 equipment to remote voting locations, each individual delivering equipment 8 must successfully pass the A criminal background check described in Rule 9 6.5. Any person who has been convicted of an election offense or an offense 10 with an element of fraud is prohibited from handling or delivering voting 11 equipment. Two election officials must verify, sign, and date the chain-of-12 custody log upon release of the equipment to the individual(s) delivering 13 14 the equipment.
- 15 *New Rule 23:*

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RULE 23. COMMISSIONS

- 17 23.1 BIPARTISAN ELECTION ADVISORY COMMISSION
- 23.1.1 The Secretary of State recognizes that open discussion about the 18 19 ADMINISTRATION AND CONDUCT OF ELECTIONS IN COLORADO IS NECESSARY TO 20 ENSURE THAT EVERY ELIGIBLE CITIZEN HAS THE OPPORTUNITY TO PARTICIPATE IN FAIR, ACCESSIBLE, AND IMPARTIAL ELECTIONS, AND HAS THE ASSURANCE THAT 21 22 ELECTIONS ARE CONDUCTED WITH INTEGRITY AND HIS OR HER VOTE WILL COUNT. IN LIGHT OF THE COLORADO GENERAL ASSEMBLY SUNSETTING THE COLORADO VOTER 23 24 ACCESS AND MODERNIZED ELECTION COMMISSION, THE SECRETARY OF STATE WILL ESTABLISH A BIPARTISAN ELECTION ADVISORY COMMISSION (THE COMMISSION) TO 25 26 IDENTIFY PROCESSES FOR IMPROVEMENT AND WORK TO OBTAIN BIPARTISAN 27 SUPPORT IN THE ADMINISTRATION OF ELECTIONS. THE COMMISSION WILL MAKE RECOMMENDATIONS TO THE SECRETARY OF STATE REGARDING THE DEVELOPMENT 28 29 AND ADOPTION OF BEST PRACTICES, ADMINISTRATIVE RULES AND LEGISLATIVE 30 CHANGES.

23.1.2 Membership of the Commission

- 32 (A) THE SECRETARY OF STATE WILL APPOINT AT LEAST 13 MEMBERS TO THE COMMISSION. THE COMMISSION MAY INCLUDE:
 - (1) A REPRESENTATIVE OF AN ORGANIZATION THAT ADVOCATES ON BEHALF OF PEOPLE WITH DISABILITIES:
 - (2) A MEMBER OF THE EXECUTIVE BRANCH AND AT LEAST ONE LEGISLATOR FROM EACH PARTY;

1 2 3			(3)	TWO COUNTY CLERK AND RECORDERS REPRESENTING THE COLORADO COUNTY CLERKS ASSOCIATION PRESIDENTIAL LINE OF LEADERSHIP;	
4 5 6			(4)	IF BOTH CLERKS IN (3) ARE FROM THE SAME PARTY OR IF NOT ALL COUNTIES ARE MEMBERS OF THE CCCA, ADDITIONAL CLERKS MAY BE APPOINTED;	
7 8 9			(5)	TWO REPRESENTATIVES OF ORGANIZATIONS THAT ADVOCATE ON BEHALF OF LOCAL GOVERNMENTS, INCLUDING COUNTIES, MUNICIPALITIES, AND SPECIAL DISTRICTS;	
10 11			(6)	CHAIR, PARTY OFFICER, OR LEGAL COUNSEL FOR EACH MAJOR POLITICAL PARTY; AND	
12 13			(7)	TWO MEMBERS WITH EXPERTISE ON VOTING RIGHTS AND/OR ELECTION INTEGRITY.	
14 15		(B)		ECRETARY OF STATE OR HIS OR HER DESIGNEE, WILL BE A MEMBER AND AS CHAIR THE COMMISSION. missing 'of'	
16 17		(C)		ECRETARY OF STATE'S OFFICE WILL PROVIDE STAFF SUPPORT TO THE ISSION AS MAY BE DIRECTED BY THE SECRETARY OF STATE.	
18	23.1.3	МЕЕТІ	INGS		
19		(A)	THE C	OMMISSION WILL MEET NO FEWER THAN THREE TIMES ANNUALLY.	
20 21 22		(B)	OR RE	EETINGS WILL BE HELD AT THE OFFICE OF THE SECRETARY OF STATE GIONAL LOCATIONS THROUGHOUT THE STATE AS THE COMMISSION APPROPRIATE.	
23 24		(C)		NGS WILL COMPLY WITH COLORADO OPEN MEETINGS LAW AND WILL FAN OPPORTUNITY FOR PUBLIC COMMENT.	
25 26 27 28 29 30		(D)	SUBMIT WEBSIT OTHER CONTA	ES, RECORDS OF MEETINGS, WRITTEN COMMENTS, AND DOCUMENTS ITED TO THE COMMISSION WILL BE PUBLISHED ON THE OFFICIAL ITE OF THE SECRETARY OF STATE. HOWEVER, DOCUMENTS THAT ARE WISE PUBLICLY AVAILABLE NEED NOT BE POSTED. ANY SUBMISSION INING INFLAMMATORY OR OTHERWISE INAPPROPRIATE CONTENT WILL BE POSTED, INCLUDING ANY MATERIAL THAT IS DEFAMATORY,	
31				EVANT, DUPLICATIVE, OR OBSCENE.	