

Revised Draft of Proposed Rules

Colorado Department of State

Election Rules

8 CCR 1505-1

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Disclaimer:

In accordance with the State Administrative Procedure Act, this draft is filed with the Department of State and submitted to the Department of Regulatory Agencies.¹

This is a preliminary draft of the proposed rules that may be revised before the rulemaking hearing on September 16, 2025. If changes are made, a revised copy of the proposed rules will be available to the public and a copy will be posted on the Department of State's website no later than September 11, 2025.²

The initial proposed amendments are shown with track changes. The revisions to the initial proposed amendments are highlighted and shown with track changes. Associated publication instructions/notes are blue and italicized.

1 *Amendments to 8 CCR 1505-1 are as follows:*

2 *Amendments to Rule 1 are as follows*

3 *Amendments to Rule 1.1.42 clarify the definition of qualified political organization:*

4 1.1.42 "Qualified political organization" means an organization that has placed a
5 partisan candidate, certified to the ballot by the Secretary of State, ~~for~~
6 ~~congressional or state office on the ballot~~ in a congressional vacancy or
7 general election, whose officers have filed proof of organization with the
8 Secretary of State, and that continues to meet the requirements of Rules
9 3.3 and 3.4.

10 *Amendments to Rule 1.1.48 clarify the definition of seal:*

¹ Sections 24-4-103(2.5) and (3)(a), C.R.S.

² Section 24-4-103(4)(a), C.R.S. "[A]ny proposed rule or revised proposed rule by an agency which is to be considered at the public hearing...shall be made available to any person at least five days prior to said hearing."

1 1.1.48 "Seal" means a serial-numbered tamper-evident device ~~that, if broken or~~
2 ~~missing, indicates that the chain-of-custody is broken and a device is not~~
3 ~~secure.~~

4 *Amendments to Rule 2 are as follows:*

5 *Amendments to Rule 2.10 repeal current Rules 2.10.1 and 2.10.2 because they are now*
6 *contradicted by or repetitive of statute, renumber current Rule 2.10.3 to Rule 2.10, and*
7 *other necessary renumbering:*

8 ~~2.10—Voter registration confidentiality~~

9 ~~2.10.1 Information about an agency's name and location for an application~~
10 ~~completed at a voter registration agency or driver's license office is~~
11 ~~confidential.~~

12 ~~2.10.2 An elector may request his or her voter registration address be~~
13 ~~confidential under section 24-72-204(3.5), C.R.S., in person.~~

14 ~~(a)—The elector must use the application provided by the Secretary of~~
15 ~~State and include his or her name, address, and birth date on the~~
16 ~~application.~~

17 ~~(b)—The county clerk must not charge an additional processing fee if the~~
18 ~~elector changes his or her address.~~

19 ~~2.10.3~~ Registration of Address Confidentiality Program (ACP) electors

20 ~~(a)~~2.10.1 When an ACP participant registers to vote by mail, the participant
21 must provide a copy of his/her ACP Authorization Card.

22 ~~(b)~~2.10.2 The county clerk must:

23 ~~(1)~~(a) Use the actual residence address of the ACP elector for precinct
24 designation.

25 ~~(2)~~(b) Use the substitute address, as defined in section 24-30-2103(14),
26 C.R.S., for all correspondence and mailings placed in the United
27 States mail.

28 ~~(3)~~(c) Keep the participant's address, county, voting precinct, and split
29 number confidential from the public.

1 ~~(e)~~2.10.3 A state or local government agency may request access to an ACP
2 participant's voter registration record using the process in section 24-30-
3 2110, C.R.S.

4 ~~(d)~~2.10.4 Except as specifically provided by Part 21 of Article 30 of Title 24,
5 C.R.S., a program participant's actual address and telephone number is
6 not a public record under Part 2 of Article 72 of Title 24, C.R.S.

7 *Amendments to Rule 6 are as follows:*

8 *New Rule 6.1.8 permits the county clerk to use a request from an unaffiliated elector to*
9 *serve as an election judge for multiple elections:*

10 6.1.8 The county clerk may consider an unaffiliated elector's service as an
11 election judge in a previous election as a request under section 1-6-103.7,
12 C.R.S.

13 *Amendments to Rule 7 are as follows:*

14 *Amendments to Rule 7.2.4 concern ballot packets and include new subsection (d) which*
15 *clarifies how a county clerk must treat ballots returned in a general assembly or county*
16 *commissioner vacancy election:*

17 7.2.4 Voiding ballots due to timely changes in address or affiliation.

18 *[Not shown: no changes to sections (a) and (b).]*

19 (c) In a primary election, if the county processes the change to the
20 elector's record after it mails ballots, the county must count the first
21 ballot returned by the elector in accordance with section 1-7.5-
22 107(6), C.R.S., except where an elector affiliated with a political
23 party, the county may only count the ballot issued for the elector's
24 new party affiliation.

25 (d) In a coordinated election which includes a general assembly
26 vacancy race or county commissioner vacancy race, if the county
27 clerk processes the change to the elector's record after the vendor
28 prints ballots, or after the county mails its ballots, the county must:

29 (1) Count the first ballot returned by the elector in accordance
30 with section 1-7.5-107(6), C.R.S.; or

1 (2) Where an elector affiliated with a political party that would
2 allow that voter to vote in the general assembly vacancy
3 race or county commissioner vacancy race, or the elector
4 unaffiliated, wait until all ballots are received to determine if
5 the voter returned the ballot associated with the elector's
6 new affiliation. If the elector returns the ballot associated with
7 their new affiliation, or their unaffiliated ballot, the county
8 may only count that ballot.

9 *Amendments to Rule 7.3.1 update when an emergency replacement ballot can be*
10 *delivered by the county clerk to comply with section 1-7.5-115, C.R.S.:*

11 7.3.1 The county clerk may deliver a replacement ballot as required by section
12 1-7.5-115, C.R.S., ~~on election day~~ to an elector's authorized
13 representative or to the elector by electronic transmission in the case of an
14 emergency replacement ballot under section 1-7.5-115, C.R.S., upon
15 receipt of a completed application by the elector. If the county clerk
16 delivers an emergency replacement ballot to an elector by electronic
17 transmission, the elector may return the ballot by electronic transmission.

18 *Amendments to Rule 7.7.8 update the process auditing signature verification decisions*
19 *made by election judges:*

20 7.7.8 Signature verification judge audits

21 (a) The county clerk must audit decisions made by election judges
22 conducting signature verification.

23 (b) The audit must:

24 (1) Occur each day that signature verification is conducted on
25 the same day or the day after;

26 (2) Review three percent of decisions made or five decisions
27 made for each election judge or bipartisan team of election
28 judges, whichever is greater;

29 (3) Review the decisions of each election judge or bipartisan
30 team of judges who conducted signature verification;

31 (4) Be conducted by trained election judge or county election
32 staff who have completed the signature verification training

1 program provided by the Secretary of State or approved by
2 the Secretary of State;

3 (5) Be conducted by a single auditor or a team of two auditors;

4 (6) Not allow an election judge or staff member to audit their
5 own verification work;

6 (7) Be recorded with the detailed information provided on a form
7 approved by the Secretary of State; and

8 (8) Randomly select a sample of decisions.

9 (c) ~~The county clerk must audit all signature verification judges who~~
10 ~~are conducting signature verification every day the judge conducts~~
11 ~~signature verification. If a judge or team of judges has an~~
12 ~~unexplained, irregular acceptance, rejection, or overturn rate, After~~
13 ~~conducting the audit, if the county clerk determines that an election~~
14 ~~judge or team of election judges is incorrectly applying signature~~
15 ~~verification procedures, the clerk~~ must retrain or remove that judge
16 or team of judges from conducting signature verification.

17 *Amendments to Rule 7.7.14 concern technical revisions:*

18 7.7.14 Between 100 to 75 days before a general election, the county clerk must
19 send correspondence on a form approved for use by the Secretary of
20 State to all active ~~voters~~ registered electors in their county who have fewer
21 than two reference signatures in SCORE. The correspondence must be
22 sent to the ~~voter's~~ elector's mailing address on file and may also be sent
23 via text or email. The correspondence must also provide the ~~voter~~ elector
24 with an opportunity to provide a reference signature in advance of the
25 upcoming election.

26 *New Rule 7.7.15 established a new annual campaign to collect reference signatures*
27 *from young, eligible electors:*

28 7.7.15 On the third Wednesday of every July, the Department of State will provide
29 to each county clerk a list of active registered and pre-registered electors
30 aged 17 to 25. No later than the last business day of the following month,
31 the county clerk must send correspondence on a form approved for use by
32 the Department of State to every individual on the list provided by the
33 Department of State to request an additional reference signature. The
34 correspondence must be sent to the elector's mailing address on file and

1 must also be sent by email and text, if available. Any signature returned by
2 an elector must be added as a reference signature to the elector's voter
3 file.

4 *Amendments to Rule 7.8.5 require that election judges provide the three voting options*
5 *available to an elector when they appear at a voter service and polling center:*

6 7.8.5 ~~Any eligible elector may vote in person at a voter service and polling~~
7 ~~center. An election judge must void the elector's mail ballot in SCORE~~
8 ~~before issuing an in-person ballot.~~An election judge must offer all electors
9 who appear at a voter service and polling center the option to use a ballot
10 marking device, a hand marked paper ballot, or to receive a mail ballot. If
11 a county fails to offer its electors the options available at a voter service
12 and polling center, the Department may implement a remedial program
13 similar to that described in Rule 16.1.8.

14 *Amendments to Rule 7.8.12 include new section (c) that requires new technology for*
15 *use with the multilingual hotline and necessary renumbering:*

16 7.8.12 In any election in which the multilingual hotline created by section 1-5-904,
17 C.R.S., is in operation, the county clerk must provide the following at each
18 voter service and polling center:

19 *[Not shown: no changes to sections (a) and (b).]*

20 (c) A screen that is capable of displaying and sharing video to access
21 video relay interpretation through the multilingual hotline;

22 ~~(e)~~(d) A designated staff person or election judge who can assist the voter
23 to access and use the multilingual hotline; and

24 ~~(d)~~(e) To the extent feasible, an area where the voter may utilize the
25 multilingual hotline while privately marking their ballot.

26 *New Rule 7.9.4 requires each county clerk to designate an individual as their county's*
27 *accessibility coordinator for voting:*

28 7.9.4 Prior to each election the county clerk shall identify an individual who will
29 serve as that county's accessibility coordinator for voting and shall provide
30 the name of that coordinator to the Department of State on a form
31 provided by the Department of State. The accessibility coordinator shall be
32 responsible for ensuring that the county clerk complies with federal and
33 state law requirements regarding accessibility and voting, including

1 [creating policies and materials to provide reasonable accommodation to](#)
2 [voters as needed.](#)

3 *Amendments to Rule 7.15 remove the ability for the Department of State to waive the*
4 *requirements of the Rule for counties who applied for a waiver:*

5 7.15 Within 120 days after election day, or before the first day to conduct signature
6 verification at the next county or municipal mail ballot election, whichever is
7 sooner, the county clerk must scan into SCORE the elector's signature and
8 signature date on each accepted mail ballot return envelope and on any cure
9 letter returned by the elector. In a presidential primary year, the deadline for
10 scanning signatures and signature dates from all prior elections that year is
11 extended to 120 days after the state primary election. ~~A county that is unable to~~
12 ~~scan the signature and/or signature date into SCORE may apply to the Secretary~~
13 ~~of State for a waiver from these requirements.~~

14 *Amendments to Rule 7.16.4 include technical revisions:*

15 7.16.4 The county clerk must arrange voter service and polling centers in a
16 manner that prevents a video surveillance camera from recording a voter
17 markings or castings their ballot.

18 *Amendments to Rule 10 are as follows:*

19 *Amendments to Rule 10.2.2 clarify the appointment of canvass board members for*
20 *elections with partisan ballot content:*

21 10.2.2 For an [election conducted with any](#) partisan [ballot content](#)~~election~~, each
22 major party may have no more than two representatives on the canvass
23 board. The board must include an equal number of representatives from
24 each major party, unless a major party fails to certify representatives for
25 appointment.

26 *Amendments to Rule 10.3.2(c) clarifying the role of the canvass board in a recount, due*
27 *to the passage of Senate Bill 25-001:*

28 10.3.2 The canvass board's only duties are to:

29 *[Not shown: no changes to sections (a) and (b).]*

30 (c) [Observe the](#) ~~C~~conduct [of](#) any recount in accordance with section 1-
31 10.5-107, C.R.S., and this Rule.

1 *Amendments to Rule 10.6.1(c) clarify the data which must be included in the official*
2 *county abstract:*

3 10.6.1 The official county abstract must include, by precinct or ballot style, where
4 applicable:

5 *[Not shown: no changes to sections (a) and (b).]*

6 (c) The statement of votes counted by race and ballot question or
7 issue, including the number of write-in votes cast for each qualified
8 write-in candidate certified to the ballot by the Secretary of State;
9 and

10 *[Not shown: no changes to section (d).]*

11 *Amendments to Rule 10.6.3(c) clarify the compositions of the canvass board for*
12 *elections that contain partisan ballot content:*

13 10.6.3 A county must notify the Secretary of State immediately after the meeting
14 of the canvass board if:

15 *[Not shown: no changes to sections (a) and (b).]*

16 (c) In an election conducted with partisan ballot content ~~partisan~~
17 ~~election~~, the composition of the canvass board did not consist of:

18 *[Not shown: no changes to subsections (1) and (2).]*

19 *Amendments to Rule 10.11 clarify the role of the canvass board in a recount, due to the*
20 *passage of Senate Bill 25-001:*

21 10.11 In accordance with section 1-10.5-107, C.R.S., and Rule 10.3.2(c), the canvass
22 board's role in ~~conducting~~ a recount includes selecting ballots for the test,
23 observing the recounting of ballots, and ~~certifying the results~~ issuing an amended
24 abstract of results, if necessary.

25 *Amendments to Rule 10.12 concern renumbering due to departmental stylistic*
26 *standards:*

27 10.12 ~~Testing recount equipment~~

28 ~~10.12.1~~ — The canvass board must review the post-election audit before
29 selecting the equipment for testing under section 1-10.5-102(3), C.R.S.

1 *Amendments to Rule 11 are as follows:*

2 *Amendments to Rule 11.2.1 update inventory record requirements by removing the date*
3 *of acquisition and replacing it with the date of last trusted build.*

4 11.2.1 The designated election official must maintain an inventory record for each
5 component of the voting system. The record must include the
6 manufacturer, make, model, serial number, and ~~date of acquisition~~date of
7 last trusted build.

8 *Amendments to Rule 11.2.2 concern a technical revision to the electronic format*
9 *requirement of the inventory record provided by a county to the Department:*

10 11.2.2 The inventory must be in an electronic format and exportable to a comma
11 separated value (CSV or TXT), or Excel spreadsheet (XLS or XLSX) file;
12 ~~or quote or tab separated (TXT) file before delivery to the Secretary of~~
13 ~~State.~~

14 *Amendments to Rule 11.3.1(a) repeal subsection (4) because voting systems utilized in*
15 *Colorado no longer include system modems, and necessary renumbering:*

16 11.3.1 Hardware Diagnostic Test

17 (a) The designated election official must perform the Hardware
18 Diagnostic Test before the election on each device that the
19 designated election official will use in the election, including spare
20 or back up devices. The test must include the following devices and
21 provide the following information:

22 *[Not shown: no changes to subsections (1) through (3).]*

23 ~~(4) System modems when applicable;~~

24 ~~(5)~~(4) System screen displays;

25 ~~(6)~~(5) Boot performance and initializations;

26 ~~(7)~~(6) Display of firmware or software hash value (MD5 or SHA-1)
27 when possible;

28 ~~(8)~~(7) Confirmation that screen displays are functioning;

29 ~~(9)~~(8) Date, time and calibration of systems, if applicable; and

1 ~~(10)~~(9) Scanner calibration, if applicable.

2 *[Not shown: no changes section (b).]*

3 *Amendments to Rule 15 are as follows:*

4 *Amendments to Rule 15.1.1 clarify format and submission requirements for state*
5 *petitions:*

6 15.1.1 Petition template for state petitions

- 7 (a) Petition proponents or their designees must request their petition
8 format by sending an email with the information requested by the
9 Department to draft a petition format to
10 ballot.access@coloradosos.gov. Once that information is provided,
11 the Department of State will return a petition format with the
12 information included in no smaller than ten-point font. Petition
13 proponents must then print a physical copy of the petition provided
14 by the Department of State and return a copy, scanned image, or
15 picture of the printed format for final approval by the Department of
16 State.

17 *[Not shown: no changes sections (b) and (c).]*

- 18 (d) Petition proponents for initiative petitions must provide a Word and
19 PDF version of the final text of the measure to the Secretary of
20 State.

21 *Amendments to Rule 15.2.1 include other forms of petitions subject to petition entity*
22 *license requirements and require petition entities to provide a copy of each circulator's*
23 *identification and proof of each circulator's training completion as part of the entity's*
24 *application:*

25 15.2.1 A petition entity that intends to pay petition circulators must obtain a
26 petition entity license, pay a fee, and register with the Secretary of State's
27 Office before circulating initiative, referendum, minor party, candidate,
28 vacancy candidate, and recall petitions. The license application must
29 include:

30 *[Not shown: no changes to sections (a) through (c).]*

- 31 (d) For those applications submitted after December 1, 2025, the
32 following information regarding petition circulators:

- 1 (1) The name, address, copy of identification each circulator will
2 use for the purpose of having a petition section notarized,
3 and signature of any petition circulators the entity has hired
4 or contracted with to circulate a petition in Colorado;
- 5 (2) The petitions each circulator will circulate in Colorado; and
- 6 (3) ~~Proof that each circulator has completed the circulator~~ A copy
7 of the certificate of completion of the training offered by the
8 Secretary of State within the last year as evidence that the
9 circulator has read and understood laws pertaining to
10 petition circulation; and

11 *[Not shown: no changes to section (e).]*

12 *Amendments to Rule 15.2.2 to remove a duplicative requirement that is otherwise found*
13 *in Rule 15.2.1(e), pertaining to circulator training, and require designated agents to*
14 *complete circulator training offered by the Department annually, beginning February 1,*
15 *2026:*

16 15.2.2 Before compensating a circulator, the designated agent must register with
17 the Secretary of State's Office by submitting a signed form that includes a
18 list of the proposed initiatives, candidate or candidate committee's name,
19 minor party petition, or recall petition the petition entity will circulate. ~~A~~
20 ~~designated agent must complete the Secretary of State's circulator training~~
21 ~~program prior to applying for a license.~~ For the purpose of this Rule
22 compensating a circulator includes providing compensation to a circulator
23 for circulating a petition in Colorado or entering into an agreement with a
24 circulator to provide compensation for circulating a petition in Colorado.
25 Beginning February 1, 2026, the designated agent must complete the
26 Secretary of State's circulator training program prior to applying for a
27 license and once annually thereafter.

28 *Repeal of Rule 15.2.3 to align with current Rule 15.2.4 which requires that petitions*
29 *entities must reapply for a license every two years:*

30 ~~15.2.3 If a petition entity fails to register a proposed initiative, recall petition, or~~
31 ~~candidate petition over any two-year period, the license expires. The~~
32 ~~Secretary of State will notify a petition entity that its license has expired~~
33 ~~within 30 days after the date of expiration.~~

1 *[Not shown: current Rules 15.2.4 and 15.2.5 are renumbered to Rules 15.2.3 and*
2 *15.2.4.]*

3 *Amendments to Rule 15.4.3 concern a technical clarification of what is considered a*
4 *“line” when reviewing a petition section:*

5 15.4.3 Staff will consecutively number each line on each petition section. For
6 purposes of this Rule, "line" means the block of information ~~that~~
7 ~~contains~~where a signer could fill in the last name, first name, middle initial,
8 county, signing date, street address, city, and signature of a petition signer.

9 *Amendments to Rule 16 are as follows:*

10 *Amendments to Rule 16.1.3 clarify when a county clerk can remove covered status from*
11 *an elector:*

12 16.1.3 ~~The county clerk must mail or electronically transmit a ballot to all active~~
13 ~~eligible electors.~~ Covered voter status eligibility

14 (a) An elector who requests covered-voter status must submit an
15 application affirming his or her eligibility to do so in accordance with
16 section ~~1-8.3-102(2)~~, 1-8.3-108(5), C.R.S.

17 (b) The county clerk must remove the covered voter status of any
18 elector who:

19 (1) Votes in-person in any election, unless the county clerk is
20 aware that the voter cast their ballot prior to their departure
21 from the state for that election; or

22 (2) Returns their ballot in a drop box, drop-off location, or in-
23 person in two consecutive elections;

24 (c) The county clerk must send correspondence by email, if available,
25 and by mail to an elector who has had their status as a covered
26 voter removed which notifies them that their status as a covered
27 voter has been removed and informs them of their ability to submit
28 a new application affirming their eligibility as a covered voter.

29 *Amendments to Rule 16.1.6 require correspondence sent to covered voters to be sent*
30 *by both email, if possible, and mail prior to a primary or coordinated election:*

1 16.1.6 The county clerk must send a minimum of one correspondence no later
2 than 60 days before the first primary or coordinated election each year to
3 each covered voter. The correspondence ~~may~~must be sent by email, if
4 available, ~~or and~~ mail and, at a minimum, must notify the electors of:

5 *[Not shown: no changes to sections (a) through (d).]*

6 *New Rule 16.1.7 clarifies how a county clerk must treat a letter sent under Rule 16.1.6*
7 *that is returned as undeliverable under this Rule:*

8 16.1.7 If a letter sent under Rule 16.1.6 is returned as undeliverable, the county
9 clerk must mark the record inactive and send a confirmation card as
10 defined by section 1-1-104(2.8), C.R.S.

11 *[Not shown: current Rules 16.1.7 and 16.1.8 are renumbered to Rules 16.1.8 and*
12 *16.1.9.]*

13 *Amendments to Rule 16.2.2 include the repeal of subsections (c), (e), (f), and (h) to*
14 *reflect how UOCAVA electors actually receive their electronic ballots and necessary*
15 *renumbering:*

16 16.2.2 The electronic transmission must include:

- 17 (a) Directions for the voter to access their ballot and materials online at
18 the website approved by the Secretary of State; ~~or~~
- 19 (b) The county clerk's contact information including mailing address,
20 email address, phone, and fax number;
- 21 ~~(c) — A notice that the ballot may not be duplicated for any other elector;~~
- 22 ~~(d)~~(c) Instructions for completing and returning the ballot;
- 23 ~~(e) — A notice regarding the ballot return deadline;~~
- 24 ~~(f) — Information regarding how the elector may verify that his or her~~
25 ~~ballot has been received by the county clerk; and~~
- 26 ~~(g)~~(d) Any other information deemed necessary by the Secretary of State
27 or the county clerk.
- 28 ~~(h) — The ballot packet, which must be in text format on 8 ½" x 11" white~~
29 ~~paper and must include:~~

1 (1) ~~An electronic transmission affidavit and coversheet to protect~~
2 voter privacy;

3 (2) ~~The unvoted ballot; and~~

4 (3) ~~The electronic transmission ballot instructions.~~

5 *Repeal of Rule 16.2.6 as it is no longer necessary now that this information is otherwise*
6 *tracked through SCORE:*

7 ~~16.2.6 The county clerk must maintain a log of each ballot sent by electronic~~
8 ~~transmission. The county clerk must maintain the log as an election record~~
9 ~~along with any other email or fax records. The log must include:~~

10 ~~(a) The name of the elector;~~

11 ~~(b) The fax number or email address to which the ballot packet was~~
12 ~~transmitted (as applicable);~~

13 ~~(c) The date the ballot packet was transmitted; and~~

14 ~~(d) The initials of the election official transmitting the ballot.~~

15 *[Not shown: current Rules 16.2.7 through 16.2.9 are renumbered to Rules 16.2.6*
16 *through 16.2.8.]*

17 *Amendments to Rule 18 are as follows:*

18 *Amendments to Rule 18.3.3 clarify the composition of resolutions boards in elections*
19 *which do and do not contain partisan ballot content:*

20 18.3.3 A resolution board must resolve ballots sorted or rejected for resolution.

21 (a) In ~~partisan elections~~ an election conducted with any partisan ballot
22 content, a resolution board must consist of at least two election
23 judges affiliated with different major political parties.

24 (b) In ~~nonpartisan elections~~ an election conducted without any partisan
25 ballot content, a resolution board must consist of at least two
26 election judges.

27 *New Rule 18.4.2 clarifies how to treat ballots returned by voters in a general assembly*
28 *or county commissioner vacancy election, but were ineligible to vote in that contest due*
29 *to their affiliation:*

1 18.4.2 A county conducting a general assembly or county commissioner vacancy
2 election must duplicate the ballot of a voter who voted in the vacancy
3 contest, but who, based on their affiliation as of 22 days before election
4 day, was not eligible to vote in the contest. The ballot must be duplicated
5 with the ineligible contest undervoted.

6 *[Not shown: current Rules 18.4.2 through 18.4.7 are renumbered to Rules 18.4.3*
7 *through 18.4.8.]*

8 *Amendments to Rule 19 are as follows:*

9 *Amendments to Rule 19.3.4 require election officials to attend at least one in-person*
10 *training class every year:*

11 19.3.4 To maintain Colorado certification, a person must complete at least four
12 Continuing Elections Education courses by July 31 of every year and
13 complete at least one in-person class every ~~two~~ years.

14 *Amendments to Rule 20 are as follows:*

15 *Amendments to Rule 20.1.2 include new section (h) which requires the county clerk to*
16 *provide the number of surveillance cameras they will have operational in their security*
17 *plan, and other necessary renumbering and technical changes:*

18 20.1.2 In the security plan, the county clerk must provide the following
19 information:

20 *[Not shown: no changes sections (a) through (f).]*

21 (g) The names of employees with administrative privileges to the voting
22 system as required by Rule 20.5.2(c)(5); ~~and~~

23 (h) The number of required surveillance cameras for the upcoming
24 election; and

25 ~~(h)~~(i) Any other information required in the published security plan.

26 *Amendments to Rule 20.4.2 require county clerks to use forms prescribed by the*
27 *Department in their detailed video surveillance maintenance plans:*

28 20.4.2 Surveillance of secure areas

29 *[Not shown: no changes to sections (a) through (d).]*

1 (e) Planned maintenance of video surveillance

2 *[Not shown: no change to subsection (1).]*

3 (2) Before the planned outage, the county clerk must notify and
4 submit detailed plans to the Secretary of State, on a form
5 prescribed by the Department of State, which describe
6 security measures the clerk will take to ensure the security of
7 the voting system components or areas during the planned
8 outage. Those plans must include, at a minimum, an
9 agreement by the county clerk that:

10 *[Not shown: no changes to sub-subsections (A) through (C).]*

11 *[Not shown: no changes to subsection (3).]*

12 *Amendments to Rule 20.4.4 update section (b) to require election judges and staff to*
13 *wear identification while working and include new section (c) to require identification to*
14 *be carried separately from a key card that accesses a door system:*

15 20.4.4 Restrictions on physical access

16 *[Not shown: no changes to section (a).]*

17 (b) ~~Individuals delivering ballots between separate rooms~~ Election
18 judges or staff performing election-related duties must wear
19 ~~distinguishing~~ identification which identifies them as either an
20 election judge or staff.

21 (c) Identification badges or other similar forms of identification must be
22 carried separately from a key card or similar door access system to
23 a secure area.

24 *Amendments to Rule 20.4.5 require security assessment under this rule to be*
25 *conducted by an individual or entity entities approved by the Department and remove*
26 *otherwise outdated language:*

27 20.4.5 Physical security assessment

28 *[Not shown: no changes to section (a).]*

29 (b) The physical security assessment requested under this Rule must
30 be conducted by an individual or entity approved by the Department

1 ~~of State federal agency charged with the security of critical~~
2 ~~infrastructure.~~

- 3 (c) A request under this Rule must be made, at a minimum, once every
4 three years, or within six months of the completion of a significant
5 alteration made to a central county facility or clerk's main office.
6 ~~Each clerk must have requested an initial assessment no later than~~
7 ~~June 30, 2025, unless the county clerk has already had an initial~~
8 ~~assessment completed, in which case the clerk must have a new~~
9 ~~assessment completed no later than 3 years following that initial~~
10 ~~assessment or within six months of the completion of a significant~~
11 ~~alteration made to the central count facility or the clerk's main~~
12 ~~office.~~

13 *Amendments to Rule 20.5.1 prohibit a county clerk from removing a seal to access a*
14 *computer case or hard drive without the written permission of the Department of State:*

15 20.5.1 Chain-of-custody requirements

- 16 (a) County clerks must continuously comply with the seal requirements
17 of the most recent conditions of use issued by the Secretary of
18 State for the county's voting system. County clerks may not allow
19 any unattended voting system component to remain unsealed at
20 any point after trusted build has been installed on a component. A
21 county clerk may not remove a seal to allow access to a computer
22 case or hard drive slot without the express written permission of the
23 Secretary of State.

24 *[Not shown: no changes to sections (b) and (c).]*

25 *Amendments to Rule 20.12.2(a) clarify that incident reports must be filed on a form*
26 *prescribed by the Department:*

27 20.12.2 Remedies

- 28 (a) Incident report
- 29 (1) If a county clerk discovers or determines that a violation of
30 any provision of Rule 20 has occurred, they must file an
31 incident report with the Department of State as soon as
32 feasible, but not later than two business days, following
33 discovery or determination of the incident. The incident
34 report must describe in detail the incident and the rule that

1 may have been violated and any other information the
2 Department may require. If an issue arises that does not
3 constitute a violation of Rule 20, but the county clerk or
4 Department believes an incident report should be filed, the
5 clerk must file an incident report as soon as feasible. [The](#)
6 [incident report must be filed on a form prescribed by the](#)
7 [Department of State.](#)

8 *[Not shown: no changes subsections (2) through (5).]*

9 *[Not shown: no changes to section (b).]*

10 *Amendments to Rule 21 are as follows:*

11 *Amendments to Rule 21.1.1 contain alterations to the rules for de minimus changes for*
12 *currently certified voting equipment. This includes allowing for the Department of State*
13 *to determine if integration testing is necessary and requiring a voting system vendor to*
14 *provide information regarding changes to system peripheral equipment, as well as*
15 *technical revisions:*

16 21.1.1 The standards for certifying a voting system in this Rule apply to
17 applications for new certifications. Voting system providers may submit an
18 application to modify a system previously certified by the Secretary of
19 State in accordance with section 1-5-618, C.R.S.

20 *[Not shown: no changes to sections (a) and (b).]*

21 (c) A voting system provider may apply for modification to a currently
22 certified voting system to address de minimis commercial off-the-
23 shelf hardware changes using the process laid out in this Rule.

24 (1) The provider must submit an application package that
25 includes an application for modification provided by the
26 Secretary of State, internal testing documentation, VSTL
27 determination of de minimis changes, specification
28 documents for existing and new equipment, [and any of the](#)
29 [following supporting documentation as applicable:](#) updated
30 TDP documents ~~as applicable~~, other engineering change
31 order documents, an integration testing plan, [hardware](#)
32 [manufacturer specification changes](#), and any other
33 documentation requested by the Secretary of State. If the
34 submitted application package is incomplete the Secretary of

1 State will identify the deficiencies and the voting system
2 provider must remedy the deficiencies within ten days.

3 (2) If the Secretary of State reviews the application package and
4 determines that the modification requires any additional
5 testing from the VSTL, the provider will work with the
6 Secretary of State to create a test plan for the modification.
7 The Secretary of State makes the final determination as to
8 whether the change is de minimis or not.

9 (3) If the Secretary of State reviews the application package and
10 determines that the modification does not require testing by
11 the VSTL, the provider will coordinate with the Secretary of
12 State to perform integration testing overseen by the
13 Secretary of State using the plan provided in the application
14 package if the Secretary of State determines that an
15 integration test is required.

16 (4) Upon completion of testing the Secretary of State will review
17 the outcomes of the integration testing and determine if the
18 modification complies with section 1-5-618(1.5), C.R.S. and
19 approve or deny the modification request.

20 (5) A voting system provider must notify the Secretary of State
21 of changes to system peripherals such as monitors,
22 keyboards, mice, card readers, routers or switches etc. The
23 Secretary of State may require the provider to submit
24 supporting documentation before allowing a county clerk to
25 use the new peripheral.

26 *Amendments to Rule 21.3.1 require voting system providers to request a meeting with*
27 *the Department's voting systems team prior to applying for certification or modification*
28 *of a voting system. Changes also include allowing the Department to reject or delay*
29 *requests for voting system certification in the event that the deadlines specified in the*
30 *rule are not met.*

31 21.3.1 Any voting system provider that wants to apply for certification or
32 modification of a certified voting system must request a meeting with the
33 voting system team to communicate their timing and intent to apply ~~with~~
34 ~~the voting systems team~~ prior to submitting a complete application
35 package. If the ~~timing of the~~ proposed timeline presented for the
36 submission would present a hardship for the Secretary of State or

1 counties, the Secretary may ~~request~~require the provider to delay
2 submission of the application to a later date agreed upon by all parties.

3 (a) The Secretary of State will not consider submissions for that year
4 that have not been communicated with a meeting mentioned in
5 Rule 21.3.1 before January 15th. No submission will be considered
6 in a year that includes a Presidential Election. This does not include
7 de minimums modifications as outlined in Rule 21.1.1(c).

8 (b) If during the certification process a vendor is substantially unable to
9 meet the deadlines laid out during the meeting as required in Rule
10 21.3.1, the Secretary of State may halt the voting system
11 certification or modification. The provider may restart the
12 certification or modification process at an appropriate time
13 according to subsection (a) of this Rule.

14 (c) The Secretary of State may waive the restriction provided in Rule
15 21.3.1(a) if a serious defect or vulnerability requires a modification
16 of a voting system for its continued use.

17 *Amendments to Rule 21.3.2 allows the “Application for Certification of Voting System”*
18 *form to be made available upon request by the voting system provider to the*
19 *Department:*

20 21.3.2 A voting system provider that desires to submit a voting system for
21 certification must complete the Secretary of State’s “Application for
22 Certification of Voting System” that is available upon request from ~~on~~ the
23 Secretary of State’s ~~website~~.

24 *Amendments to Rule 21.3.7 clarify that a trusted build may only be installed on a voting*
25 *system component by staff who have undergone a background check:*

26 21.3.7 The voting system provider must coordinate with the Secretary of State for
27 the establishment of the trusted build. The voting system provider must
28 submit all documentation and instructions necessary for the creation and
29 guided installation of files contained in the trusted build which will be
30 created at the start of functional testing and will be the model tested. At a
31 minimum, the trusted build must include a compilation of files placed on
32 write-once media, and an established hash file distributed from a VSTL or
33 the National Software Reference Library to compare federally certified
34 versions. The trusted build disks should all be labeled with identification of
35 the voting system provider’s name and release version. Once established,

1 the trusted build may only be installed on a voting system component by
2 members of staff for the Secretary of State that have undergone a
3 background check as required by Rule 20.2.5.

4 *Amendments to Rule 21.4.1 incorporate by reference the Voluntary Voting System*
5 *Guidelines 2.0 adopted on February 10, 2021, and other updates to the existing*
6 *incorporation by reference for the 2002 Voting Systems Standards:*

7 21.4.1 Materials incorporated by reference

8 (a) The 2002 Voting Systems Standards as adopted April 30, 2002 by
9 the Federal Election Commission are incorporated by reference.
10 Material incorporated by reference in the Election Rules does not
11 include later amendments or editions of the incorporated material.
12 Copies of the ~~material incorporated by reference~~ 2002 Voting
13 Systems Standards may be obtained ~~by contacting at no cost in~~
14 electronic form on the Federal United States Election Assistance
15 Commission's website: <https://www.eac.gov/>, 999 E Street NW,
16 Washington, DC, 20463, 800-424-9530.

17 (b) The Voluntary Voting System Guidelines 2.0 (VMSG 2.0) as
18 adopted on February 10, 2021 by the United States Election
19 Assistance Commission, and updated July 10, 2023 are
20 incorporated by reference. No future changes to the VMSG 2.0 are
21 incorporated by reference in these Election Rules. Copies of the
22 VMSG 2.0 may be obtained at no cost in electronic form on the
23 United States Election Commission's website:
24 [https://www.eac.gov/voting-equipment/voluntary-voting-system-](https://www.eac.gov/voting-equipment/voluntary-voting-system-guidelines)
25 [guidelines.](https://www.eac.gov/voting-equipment/voluntary-voting-system-guidelines)

26 (c) The Department of State also maintains a copy of the materials
27 incorporated by reference into these Election Rules available for
28 public inspection during regular business hours at the Department's
29 office at 1700 Broadway, Suite 550, Denver, CO 80290.

30 *Amendments to Rule 21.4.2 require all voting systems submitted for certification on and*
31 *after January 1, 2026, to meet the Voluntary Voting System Guidelines 2.0 adopted by*
32 *the Election Assistance Center on February 10, 2021. Amendments also do not allow*
33 *for modification of a system adopted under prior standards after January 1, 2026,*
34 *unless the modification is considered de minimus:*

1 21.4.2 All voting systems must meet the requirements of the 2002 Voting
2 Systems Standards, ~~p~~Parts 5 – 7, ~~of a~~Article 5 of ~~t~~Title 1, C.R.S., as
3 amended, and this Rule 21. Starting on January 1, 2026, all voting
4 systems submitted for certification must meet the requirements of the
5 Voluntary Voting System Guidelines 2.0 as adopted on February 10, 2021
6 and updated on July 10, 2023 instead of the 2002 Voting Systems
7 Standard.

8 (a) Any system that has been certified by January 1, 2026, under a
9 legacy standard does not lose its current certification.

10 (b) Starting January 1, 2026, no modification will be considered for a
11 system that was certified using the 2002 Voting System Standards
12 unless it is a de minimus hardware modification or to address a
13 serious defect or vulnerability.

14 *Amendments to Rule 21.4.4(b) conform to prior changes adopting the Voluntary Voting*
15 *System Guidelines 2.0:*

16 21.4.4 Independent Analysis. Before completion of functional testing, all voting
17 system providers submitting a voting system must complete an
18 independent analysis of the system, which includes:

19 *[Not shown: no changes to section (a).]*

20 (b) A source code evaluation conducted in accordance with Software
21 Design and Coding Standards of the 2002 Voting System Standard
22 or, ~~the most current version of the Voluntary Voting System~~
23 ~~Guidelines approved after January 1, 2008.~~ after January 1, 2026,
24 the Voluntary Voting System Guidelines 2.0 as incorporated by
25 reference in Rule 21.4.1(b).

26 *[Not shown: no changes to sections (c) through (f).]*

27 *Amendments to Rule 21.4.5 remove reference to an outdated practice for functional*
28 *requirements of a voting system:*

29 21.4.5 Functional requirements

30 *[Not shown: no changes sections (a) and (b).]*

31 ~~(c) — The voting system must integrate election day voting results with~~
32 ~~mail and provisional ballot results.~~

1 *[Not shown: current sections (d) through (h) are renumbered to sections (c)*
2 *through (g).]*

3 *Amendments to Rule 21.4.10 update the requirement for password capability for*
4 *certified voting systems, and other technical changes:*

5 21.4.10 Security requirements. All voting systems must meet the following
6 minimum system security requirements:

7 *[Not shown: no changes to sections (a) through (d).]*

8 (e) The voting system must meet the following requirements for
9 password security:

10 *[Not shown: no changes subsections (1) through (7).]*

11 (8) All voting systems must have all components of the voting
12 system capable of supporting passwords of a minimum of
13 ~~eight~~ 15 characters, and must be capable of including
14 numeric, alpha and special characters in upper case or lower
15 case used in any combination.

16 (f) All modules of the system must meet the ~~2002 voting system~~
17 ~~standards~~ following requirements for installation of software,
18 including hardware with embedded firmware:

19 *[Not shown: no changes to subsections (1) through (4).]*

20 *[Not shown: no changes to section (g).]*

21 *Amendments to Rule 21.4.12 clarify that voting systems certified for use must be*
22 *capable of creating a CVR export which is compatible with the Department of State's*
23 *post-election audit software:*

24 21.4.12 Ballot-level Cast Vote Records and Exports. All voting systems
25 certified by the Secretary of State for use in Colorado after January 1,
26 2016 must meet the following requirements for ballot-level cast vote
27 records and exports:

28 *[Not shown: no changes sections (a) and (b).]*

29 (c) The CVR export must be compatible with the Secretary of State's
30 post-election audit software. ~~contain the following fields, with values~~
31 ~~or data populated by the voting system:~~

1 ~~(1) — CVR Number. A sequential number from one to the number~~
2 ~~of CVRs in the export file. This can be used as an alternate~~
3 ~~method to identify each CVR.~~

4 ~~(2) — Batch ID. Identifies the batch in which the paper ballot~~
5 ~~corresponding to the CVR is located.~~

6 ~~(3) — Ballot Position. Identifies the position of the paper ballot~~
7 ~~corresponding to the CVR within the batch.~~

8 ~~(4) — Imprinted ID. If the scanner model supports imprinting a~~
9 ~~unique character string on the ballot during the scanning~~
10 ~~process, the voting system must populate this field with the~~
11 ~~unique character string.~~

12 ~~(5) — Ballot Style. Indicates the ballot style or type of the paper~~
13 ~~ballot corresponding to the CVR.~~

14 ~~(6) — Device or tabulator ID. Identifies the scanning device by~~
15 ~~device or tabulator ID.~~

16 ~~(7) — Contest and Choice Names. Each contest and choice on any~~
17 ~~ballot in the election must have its own field so that voters'~~
18 ~~choices in all contests can be easily and independently~~
19 ~~tabulated after the CVR export is imported into a~~
20 ~~spreadsheet application.~~

21 ~~(8) — Number of Valid Choices. The number of valid choices (e.g.,~~
22 ~~"Vote for 3") for each contest.~~

23 *[Not shown: no changes to sections (d) and (e).]*

- 24 (f) A vote for a choice must be indicated by a "1_". No vote for a choice
25 or an overvoted condition must be indicated by a "0_". Choices that
26 are not applicable to the CVR must be left blank.

27 *Amendments to Rule 21.5.3 which remove references to voting system capabilities no*
28 *longer in use in Colorado:*

29 21.5.3 General testing procedures and instructions

30 *[Not shown: no changes sections (a) through (d).]*

1 ~~(e) — Ballots must be cast and counted in all applicable counter types (or~~
2 ~~counter groups) as necessary based on the parts included in the~~
3 ~~voting system. These are, at a minimum, in-person, mail, and~~
4 ~~provisional ballots. Ballots may be run through components more~~
5 ~~than one time depending on components and counter group being~~
6 ~~tested to achieve a minimum number of ballots counted as follows~~
7 ~~for each group:~~

8 ~~(1) — Polling location = 500;~~

9 ~~(2) — Mail = 1,500; and~~

10 ~~(3) — Provisional = 500.~~

11 *[Not shown: current section (f) through (i) are renumbered to (e) through (h).]*

12 *Amendments to Rule 21.11.4(d) clarify that a voting system certified for use in a ranked*
13 *voting election must be capable of allowing simultaneous elimination in a single round:*

14 21.11.4 Tabulation requirements

15 *[Not shown: no changes to sections (a) through (c).]*

16 (d) If the combined votes of two or more candidates with the lowest
17 vote totals in the current round are less than the number of votes
18 for the continuing candidate with the next-highest number of votes,
19 then the voting system must be capable of eliminating the group of
20 lowest-vote candidates simultaneously if the user chooses.

21 *[Not shown: no changes to sections (e) through (j).]*