Colorado Voter Access and Modernized Elections Commission

Report to
Colorado General Assembly's
House of Representatives and Senate
State, Veterans and Military Affairs Committees

Regarding:

Needs Assessment of the Current State of Voting and Registration System Technology
including:
The Statewide Voter Registration System and
The Online Voter Registration System

July 15, 2013

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Introduction

Colorado House Bill 13-1303, the Voter Access and Modernized Elections Act (the Act), was signed into law and went into effect on May 10, 2013. The stated intent of the Act is to remove barriers to the electoral process by making both voting and voter registration more convenient and accessible. The Act allows eligible citizens to register and vote up to, and on, Election Day, expands the use of mail ballot elections and establishes Voter Service and Polling Centers (VSPCs) in each county where electors may register to vote, update their registration information and cast ballots in person. The changes mandated by the Act require the processes involved with election administration and the procedures and systems necessary to support those processes be modified.

The Act created the Colorado Voter Access and Modernized Elections Commission (the Commission) and charged it with evaluating the implementation of the Act. Among the Commission's tasks is the requirement to conduct an independent needs assessment in order to evaluate the current state of voting and registration system technology, including the statewide voter registration and online voter registration systems, and generate a report summarizing the needs resulting from the assessment.

The General Assembly regards the changes mandated by the Act to be of sufficient importance to impose an aggressive time frame for their implementation. This independent needs assessment will identify and prioritize needs according to their criticality for successful conduct of the 2013 and 2014 elections.

Executive Summary

Needs for 2013

A review of the State of Colorado Registration and Election Management System (SCORE) and interviews conducted with Colorado Department of State (CDOS) personnel who manage SCORE and a representative sampling of county personnel who use the system indicate that few changes are needed for SCORE to be ready for the 2013 election. These modifications can be made by CDOS and do not require a major renovation to, or replacement of, the system. More pressing for a successful election in 2013 are the needs for policy decisions, planning, developing business processes, and implementing changes to satisfy those needs. The tasks leading up to implementing these changes; particularly rulemaking, public hearings and evaluating potential solutions are time consuming.

The highest technical risk for the 2013 election is the failure to properly identify and provide the support needed by those counties with limited IT resources. While small

counties will be required to implement VSPCs in a similar fashion to early voting , medium-sized counties may be required to operate more VSPCs than they did early vote locations during previous elections. It is likely that some counties will need technical assistance as they set up VSPCs as required by the Act. Steps should be taken to determine the extent of this risk and to address it. A chart showing the numbers of early voting centers previously used by counties and the number of VSPCs required under the Act is included as an appendix to this report.

Needs for 2014

The needs associated with the 2014 elections require complex changes to SCORE and carry greater risks than those for 2013. Planned changes include replacing the existing Citrix user interfaces with a new secured web application. It is also likely that the data schema and queries will require modification. Changes of this magnitude are accurately described as "complex" In software engineering, changes like these are just short of guaranteed to introduce errors or unintended consequences, even in the best of development environments. As a consequence, part of the task will be a need for careful inspection and testing with an expectation that further changes or adaptations will need to be made. The impact of the risk cannot be predicated at the current conceptual design level, but the risk itself is real. The connectivity issue referenced later in this report adds to the risk. If the decision is made to implement the SCORE changes for the 2014 Primary election, in order to allow sixty days for adequate user training prior to the election, these changes must be completed no later than April 25, 2014. That deadline is nine months and ten days from the date of this report and a very short time frame to design, develop, and implement the new system. Alternatively, the Primary election could be conducted with the same SCORE processes as are used for the 2013 coordinated election. If the decision is made to implement the SCORE changes after the 2014 Primary election, the changes must be completed no later than September 5, 2014. Both of these time lines have their own combination of risks. In the former, although the project timeline is short, the use of the system in the Primary election allows for the system to be first used in a lower volume election, performance monitored, and adjustments made before the General Election. While the latter allows an additional four months and eleven days for implementation, the system's first use will be in the larger volume General election. In either case CDOS must execute the changes required for 2014 while maintaining operations on the system used in the 2013 election. The combination of these factors is an additional risk.

The final need involves mitigating the biggest risk to the 2014 election. It requires taking steps to ensure that SCORE connectivity, throughput and processing capability are all adequate to support a substantial, but somewhat unpredictable, increase in sites, users and transactions during the peak load times in the 2014 election cycles. In order to mitigate this risk, it is essential to develop an accurate estimate of these needs.

Most of the needs involving policy decisions, planning, and business process development will have been met in preparation for the 2013 election. At the conclusion of the election cycle these processes should be evaluated and, based on experiences in 2013, it is highly likely that additional modifications will occur prior to the beginning of the 2014 cycle.

Scope and Methodology

The scope of this assessment is strictly limited to identifying the needs that must be met for SCORE and the on-line voter registration system to support changes to the election process mandated by House Bill 13-1303. For the purpose of this assessment, the definition of "needs" is limited to those resources, actions and conditions required for the systems to either meet, or support processes that meet, the requirements of the Act.

The methodology of this assessment includes:
- Engaging a contractor, the Freeman, Craft, McGregor Group, Inc. (FCMG), to assist the Commission in preparing this report.
- Creating the inventory of requirements specified in the Act that are applicable to SCORE and the on-line voter registration system.
- Describing and creating an inventory of the needs within each of the systems.
- Reviewing existing documentation for the system design in SCORE.
- A walk through of SCORE and the online voter registration system's user interfaces conducted jointly by FCMG, CDOS staff and county staff familiar with the systems' operations and use.
- Participating in discussions with CDOS staff and a representative selection of County Clerks and Recorders and members of their staff pertaining to needs they have identified and the approaches they recommend implementing in order to meet those needs.
- Identifying those needs not currently met.
- Prioritizing the identified unmet needs as to criticality for 2013, 2014 and beyond 2014.
- Preparing a report of findings.

Description of Current Systems

The most succinct description of the configuration of SCORE prior to the effective date of HB 13-1303 is found in the recent CDOS Request for Proposals for contractors to provide operational support for SCORE. The description in Request for Proposal #DOS-SCORE-0001, April 1, 2013 can be summarized as follows:

The SCORE system was implemented by CDOS to fully comply with the Federal Help America Vote Act (HAVA) in 2002 and was fully implemented in 2008. Specifically, SCORE was designed to:

> Ensure that every eligible voter has the opportunity to vote.
> Protect the voter information of all registered citizens;
> Maintain the integrity of the electoral process;
> Enable county election officials to administer efficient, fair and impartial elections;
> Provide an audit capability; and
> Establish stronger coordination inherent in a centralized system.

The implementation of SCORE moved Colorado to a centralized structure and elections management system and moved individual counties away from using individual voter registration and election management systems. The system provides the following key functionality for the 64 counties across the state:

> Voter Registration
> Voter Search
> Address Library Management
> Election Setup and Creation
> Ballot Inventory Management
> Absentee Processing
> Early Voting
> Petition Management
> Vote Center Setup
> Poll Worker Management
> Reporting and Balancing

In addition, SCORE is required to validate voter registration records with the following state systems to ensure voters are eligible to vote:

> Colorado Department of Corrections -Colorado Integrated Criminal Justice System – Felony Verification (Corrections)

> Colorado Department of Public Health and Environment - State Registrar of Vital Statistics – Age and Death (Vital Records)

> Colorado Department of Revenue -Unique ID; this vendor integrates with the Social Security Administration. (DMV)

The following illustration is a simplified functional view of the application:
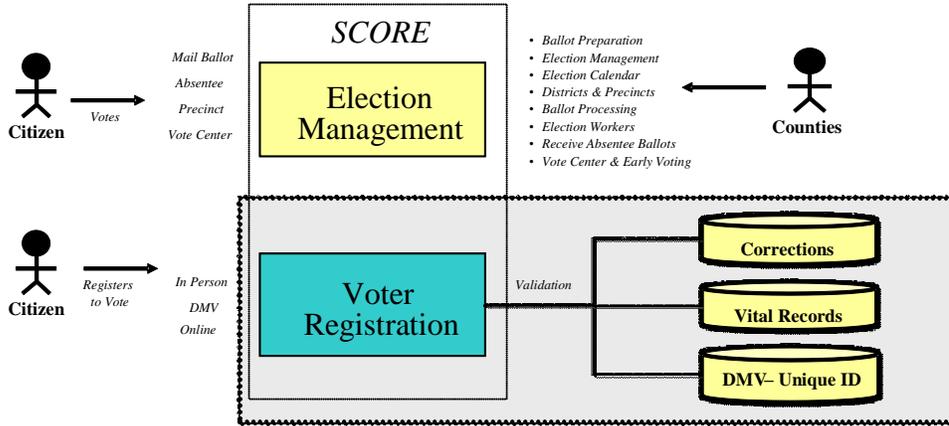
SCORE operates on a centralized network-centric architecture (top-down model) using a Citrix infrastructure to provide functionality for county users. This architecture is heavily dependent upon network connectivity and performance, but reduces the need for application management at the county level. The following is a simplified architectural view.
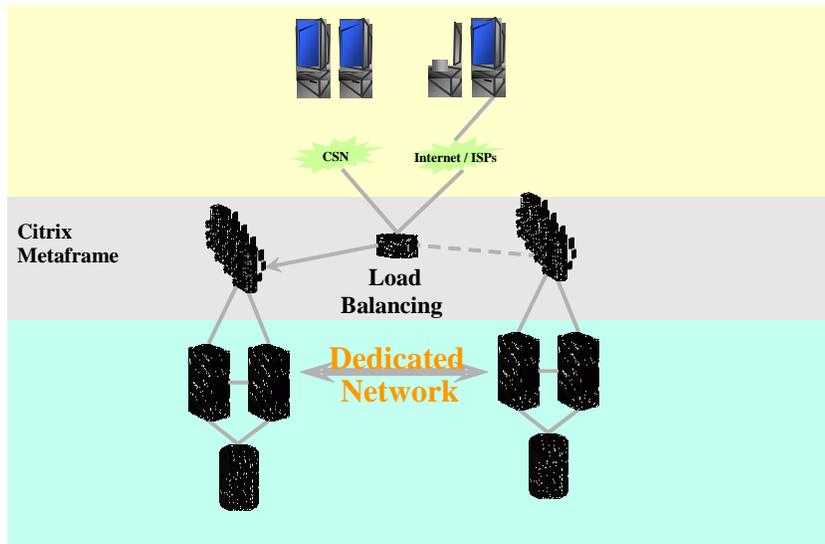
In addition to the information obtained from the RFP, the following is material to understanding the system and issues addressed in this needs assessment.

As designed, SCORE was not intended to process same day registration and voting although it can currently handle emergency registrations up through Election Day.   The

voter registration links to the Colorado Department of Corrections (Corrections), Colorado Department of Public Health and Environment (Vital Records) and Colorado Division of Motor Vehicles (DMV) do not occur in real time or through direct connections. They are data files provided to SCORE on a periodic basis. Corrections' data regarding felons is updated monthly, Vital Records are updated monthly and DMV data is updated nightly. In the business model used prior to the Act, voters were required to register no later than twenty-nine days prior to an election. Once a voter's application was processed and eligibility determined by checking against the most recent data, the voter would be registered to vote if his or her application was complete. The new voter's eligibility, like that of current voters, would be checked again after the next update of records from Corrections and Vital Records. Because updates for Corrections and Vital Records data only occur on a monthly basis, there was a gap in determining voter eligibility prior to the adoption of the Act. If the frequency of updates from these agencies is not increased consistent with the legislative intent for HB13-1303, that gap will remain.

The system's support for early voting and vote centers was designed to operate in an environment in which voter rolls generally closed to new registrations twenty-nine days prior to the election. The determination of an applicant's eligibility to vote was made prior to the election. In that environment, the controlling fact to determine whether a voter was issued a standard or provisional ballot was whether they were found on the voter rolls. Colorado law did provide for emergency registration. With emergency registration, a voter, in specified circumstances, could register to vote and vote a regular ballot even after the conventional voter registration deadline had passed. In the case of emergency registration, eligibility was determined in the same way it would be for all new registrants under the Act. Under HB 13-1303, the controlling fact will change in that the applicant will have to be deemed qualified to register and qualified to vote in order to be issued a ballot. Determining a voter's qualification on Election Day differs from determining whether the voter is already on a list or in a database of previously qualified voters who are registered to vote.

The design of the online voter registration system was also based on the twenty-nine day registration requirement. Under HB 13-1303, the deadline for voter registration and address changes using the online system is the eighth day prior to the election. The Act requires that, if a person attempts to register to vote or make an address change after the deadline, the system immediately informs them that they need to visit a VSPC to complete the process.

The SCORE Overview Document, provided as an appendix to this report, describes each module in SCORE, the functions within each module and provides samples of the screens used by system operators. It provides a more detailed understanding of the structure and capabilities of the existing system.

A new enhancement to SCORE will allow the Runbeck Ballot on Demand printers to be activated by clicking a "Print Ballot" button within SCORE modules. This enhancement is not included in the Overview Document and is scheduled to be completed in time to be available for use in the 2013 Mock Election. Runbeck is the Uniform Voting System Ballot on Demand printer for the State. This feature is not designed to work with any other ballot on demand system. Counties that have previously used other Ballot on Demand printers will be able to continue to use those systems in the same manner as in the past.

Needs for 2013 Election

Among the needs identified for the 2013 election, three are particularly critical. The time required meeting these needs and the limited number of days remaining until November 5, 2013 makes it urgent that they be addressed immediately. These needs are interdependent and their critical nature is based on not only their own importance in the context of a successful election, but the extent to which fulfilling other needs is dependent upon each of them.

The most critical item for the 2013 election is the need to develop a uniform business process to operate the VSPCs. Technical changes will have to be made to the Citrix modules within SCORE to support the VSPC business process, but these changes cannot be implemented until the business process is finalized. During its June 24, 2013 meeting the Commission was informed that a Business Practice Subcommittee has been formed and is scheduled to meet on July 3, 2013 to review business models. The members of the subcommittee intend to recommend models in very short order and make themselves available to appear before the Commission. During its July 1, 2013 meeting the Commission received a progress report on the Subcommittee. At it's July 8, 1013 meeting, the Commission received a high level view diagram of the business process. The document was posted for comments. A more detailed process will be presented at the July 15, 2013 meeting and will then be posted for comment.

The second need is to promulgate rule changes required to implement HB 13-1303. As of June 11, 2013, the Division of Elections (the Division) was still analyzing changes that must be made to six elections rules and drafting proposed changes to those rules. The Division's task includes identifying the items that can be clarified through rulemaking, where possible. After the presentation to the commission on July 8, 2013, of several of the Act's conflicts and ambiguities, CDOS staff noted that in their opinion many of the bill's conflicts can only be fixed by the legislature.

The third need is to design and implement modifications to the Voter Registration and Early Voting modules in SCORE to support the VSPC business processes and VSPC functions required by the Act. CDOS staff has proposed minor changes and the use of

two existing modules in SCORE; however the design cannot be finalized until the uniform business practice is adopted.

Less urgent, but still critical, needs for 2013 include the following:

County users must be trained to follow standardized VSPC operations. During interviews with county representatives, they indicated that regional training sessions would be beneficial. According to CDOS staff, the Mock Election is expected to fulfill most of the training needs. However, during testimony before the Commission on June 24, 2013, a Division official said programming changes required by HB13-1303 will not be in place in time for the Mock Election. A training plan needs to be finalized, a program developed and delivery accomplished.

The adequacy of system throughput for 2013 must be analyzed. Although it is a reasonable expectation that the number of users and transactions resulting from the additional VSPCs will not exceed those encountered in the 2012 Presidential Election and that current system throughput should be adequate, further analysis is needed. After counties designate their VSPC locations and finalize their plans to equip and provide staff for those sites, the estimates for the number of users and transactions should be reexamined. If this reexamination results in a significant increase in the projected number of users and transactions, an analysis should be performed to determine if available throughput is adequate and options available to increase throughput should be explored.

In order to insure that each VSPC is adequately covered by security procedures and is in compliance with applicable standards, an information system security analysis should be performed. CDOS has voluntarily adopted the security standards promulgated by the Colorado Office of Cyber Security. The extents to which these standards are applicable to operating VSPCs and granting VSPCs access to SCORE require policy decisions, appropriate training, developing procedures, and continued monitoring.

In addition to the uniform VSPC business process, other county business processes must be modified or developed to satisfy requirements in the Act. Current processes that may require modification include, but are not limited to, sending confirmation cards to voters, enforcing registration deadlines, reinstating voters to an active status, assigning inactive status, handling cancellations, and producing reports. New processes include, but are not limited to, handling requests for email communications, enforcing the twenty-nine day deadline to change or withdraw affiliation, processing NCOA lists, and providing the location of the nearest VSPC on the voter information card. Policy decisions must be made to determine which processes should be uniform throughout the counties and which may be developed independently by each county.

Under HB 13-1303, the Online Voter Registration web application must direct any voter attempting to register or update their residential address after the eight day deadline for new registrations and residence changes has passed to visit a VSPC. The Act also requires that the option for a voter to select Permanent Mail-In Voter Status (PMIV) be removed, and that all required questions and the required affirmation are included in the module. Discussions with CDOS staff indicate that implementing these changes is underway

The forms used to register voters at DMV facilities must be modified to include the changes required in Section 14 of the Act. According to CDOS staff, the system that generates this form is neither owned nor controlled by CDOS. A review of the Colorado Legislative Council Staff Fiscal Note for HB13-1303 found no estimate of, or recommended funding for, costs incurred by the Department of Revenue to implement this change.

A process to update records previously marked as "Inactive Failed to Vote" and change them to an active status has to be developed and implemented by August 1, 2013. The CDOS Chief Information Officer presented a report to the Commission on June 24, 2013 regarding plans to implement this change. According to the report, this change requires that the system be shut down for a brief period. It is planned to take place during a regular quarterly update scheduled for the weekend of July 13, 2013 and will become effective on July 15, 2013.

HB 13-1303 also requires making changes to the voter history report generated by SCORE. In the report, "Mail Ballot" and "Voter Service and Polling Center" need to be added and "Early Voting", "Mail-in Ballot", and "Polling Place" deleted. This is a relatively simple task that can be accomplished by changing the headers in the reports and use of the data categories "mail ballot" and "polling place" to record voting methods in the 2013 election.

There is a marked need for planning, developing a set of procedures and monitoring the VSPCs to ensure that all of them are compliant with the Federal "Americans with Disabilities Act" (ADA) of 1990. While significant progress has been made over the past several years, there are many voting locations in Colorado that are not currently ADA compliant. The problem remains despite existing requirements that each voting location be surveyed to identify and remedy barriers every year that the site is used as a polling place. With the fewer number of total polling locations required with the use of VSPCs, counties should be able to reduce or eliminate the use of noncompliant polling locations. For sites that require modification to be accessible, federal Help America Vote Act accessibility grant funds are available by applying to the CDOS who forwards it to the Accessibility Task Force, which makes funding recommendations to the Secretary of State who awards and issues the grants.

Both new and existing facilities and equipment should continue to be evaluated and appropriate caution should be taken to mitigate the risk of non ADA compliant sites.

Procedures must be developed and resources provided to support any emergency relocation of a VSPC and reestablishing its connectivity to SCORE. Ideally, this should be addressed in Continuity of Operation Plans (COOP) developed by both the State and the individual counties. Steps must be taken to insure that such procedures and adequate resources are in place.

The Act requires the CDOS to negotiate agreements with Vital Records and Corrections to access their databases and obtain records pertaining to deaths and felony convictions "to the extent required to enable the verification of the accuracy of the information provided on voter registration applications". This need is currently met on a monthly basis, however, part of the Legislative Council Staff Fiscal Note for HB13-1303 states: "The fiscal note assumes that data sharing on vital records and felon records will be conducted as is currently done, except that records will be added to SCORE on a daily basis during the 15 days prior to, and including, election day." The CDOS has indicated that, based on their interpretation of the Act, and their discussions with Vital Records and Corrections that no changes to the existing schedule are currently anticipated. At the July 1, 2013 meeting, the Commission discussed inviting representatives of Vital Records and Corrections to appear before the commission and discuss the possibility and requirements for providing the data on a daily basis during the 15 days prior to and including Election Day. SCORE is capable of handling this process on a daily basis, but steps must be taken to ensure that Vital Records and Corrections provide daily updates during the fifteen days prior to and on Election Day.

Needs for 2014 Elections

Prior to the 2014 elections, the most critical need is to modify SCORE. These changes fall into two categories; those that provide support for the VSPCs and those that support county business processes outside of the VSPCs.

All of the functions to be performed at VSPCs are currently conducted through SCORE with the Early Vote and Registration modules. Secured web applications to support the operation of the VSPCs must be developed for SCORE to create a more streamlined and integrated process for users. These applications need to have a capacity sufficient to support the sheer number of physical locations, users and transactions necessary to conduct the 2014 elections. These applications should be tailored to suit the needs of the uniform business process being developed by the counties and CDOS. The secure web application must access the critical SCORE functionalities that have been enhanced allowing users to continue to provide services in the VSPCs to:

Serve all voters in the county.

Access the statewide voter registration rolls through a secure connection.

Register new voters.

Check voter eligibility.

Update existing registration information.

Allow an unaffiliated voter to affiliate with a political party and cast a ballot in a primary election.

Issue and receive mail and provisional ballots.

Issue replacement ballots.

Support printing ballots on demand.

Record ballots cast in person, both on paper and on Direct Recording Equipment (DRE) voting devices, within the VSPC.

SCORE also needs to be modified to support county election offices in functions outside of the VSPCs including:

New functions:

Record voter requests for e-mail communication, or reversal of such requests. Recognize undeliverable e-mail messages and send the undelivered as well as any future communications through the Untied State Postal Service.

Protect voter email addresses from unauthorized disclosure.

Maintain a record of all correspondence sent to an elector in the elector's record under subsection 1-1-110(5), C.R.S. Email communications will be part of the county business process and records of that process are to be maintained on SCORE. Although the Act does not require the email communications from the counties to the voter to be integrated into SCORE, the required record keeping would be most efficient if the emails were managed by the county through SCORE. The Business Practices Subgroup should evaluate this as they develop the business process.

Modification to existing functions:

Enforce the multiple voter registration deadlines.
Enforce the twenty-nine day deadline for changes or withdrawals of affiliation.
Enforce the new state residency deadline.

The individual county business processes and the uniform VSPC business process will have to be assessed. The usability and efficiency of these processes during the 2013 election will require reviews in order to identify parts of the business processes that worked and those that still need improvement before the 2014 election.

The adequacy of system throughput for 2014 must be analyzed. The analysis should take into account the number of VSPC locations, plans for equipment and staffing levels, estimated turnout, voting patterns and system loads experienced during the 2013 Election. The system should undergo load testing to ensure that SCORE can handle the number of county users and increased system workload anticipated for the peak periods of the 2014 elections.

At present, matches of SCORE voter records against the National Change of Address (NCOA) dataset are made by a NCOA service contractor. The results of these matches are provided to and processed by counties outside of SCORE. The Act requires modifications to the county process. A workflow diagram of the required process, prepared by the Denver Elections Division, is included as an appendix to this report. The feasibility of fully integrating the NCOA process into SCORE, including providing match data to the counties and generating the required mailings of voter confirmation cards in SCORE should be explored.   An additional issue is that the data received from CDOS's current NCOA service contractor does not differentiate between residential addresses, mailing addresses, and temporary address changes. In interviews with County staff their experience is that providing this additional data improves the accuracy of the process. The feasibility of, and options for, acquiring this additional data should be explored.

Appendices

SCORE Overview Document Courtesy of Colorado Secretary of State

Analysis of Requirements Needs and Gaps

Chart of Counties Comparing Early Voting Sites to VSPC Requirements

NCOA Process Workflow Diagram Courtesy of Denver Elections Division

Legislative Council Staff Fiscal Note for HB13-1303

Notes from Department of State Chief Information Officer Interview

Notes from County Interviews

SCORE – An Overview

State of **Co**lorado **R**egistration and **E**lection Management

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The "Voter Registration" Module

The Voter Registration Module in SCORE is designed to allow users to work with voter records individually. Its primary functions are to:

➢ View existing voter registrations

➢ Enter new voter registration records

➢ Move existing voter registration records within counties and from other counties

➢ Edit existing Voter Registrations

➢ Cancel voter registration records individually

➢ Print or generate correspondence for individual voter records for multiple scenarios
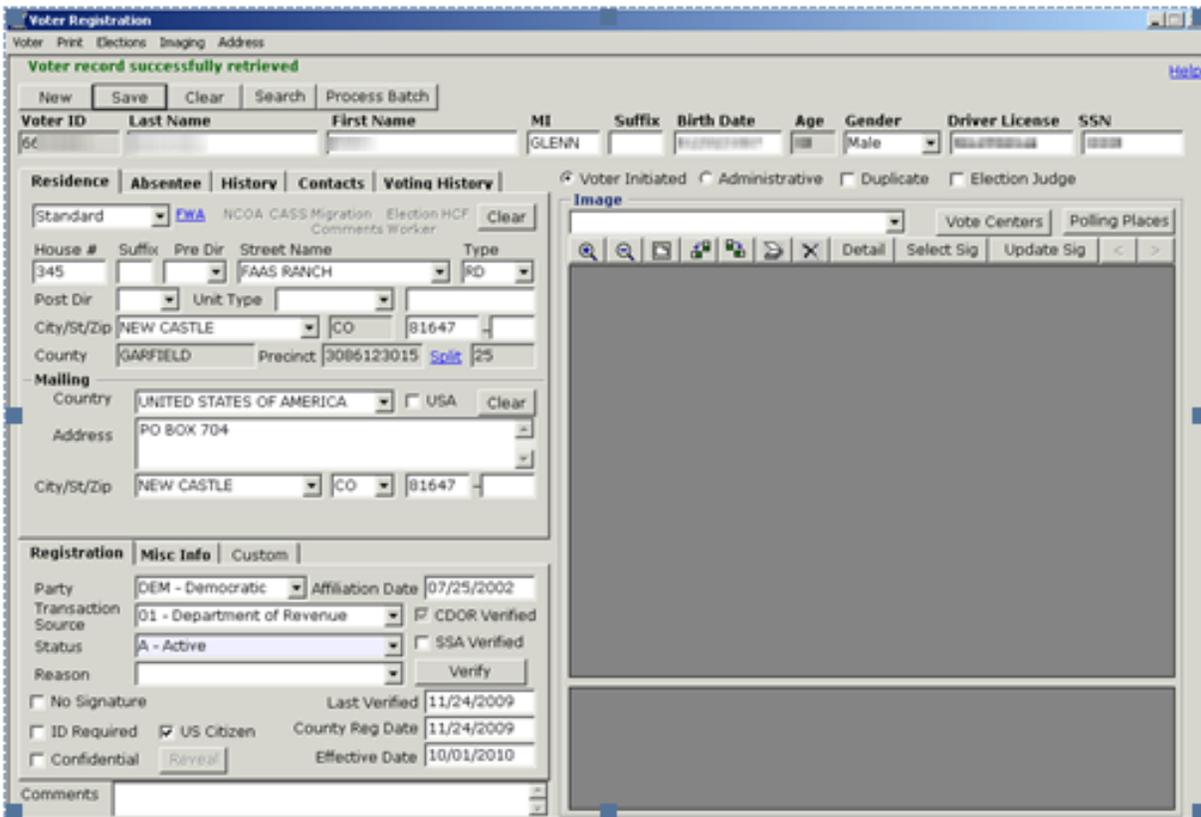
➢ Complete bulk status changes

Figure 1: Voter Registration Module with a voter record retrieved

The "Voter Search" Module

One of the most comprehensive modules in SCORE, the Voter Search module allows users to search for voters using a multitude of search parameters. Its primary functions are to:

➢ Search for existing voter records using a variety of parameters in the following categories:

  o **Name** – DOB – Age – Age Range – Driver's License # - SSN

  o **Absentee** and/or **Absentee Details**

  o **Residence Address** and/or **Mailing Address**

  o **Districts** and/or **Precincts**

  o Voter **Status**

  o Voter **Activity**

  o **Political Parties**

➢ Create and save custom queries for searching for voters

➢ Create and save custom outputs for providing reports and labels to Internal and External customers

➢ Generating correspondence to send to groups of voters based on search criteria
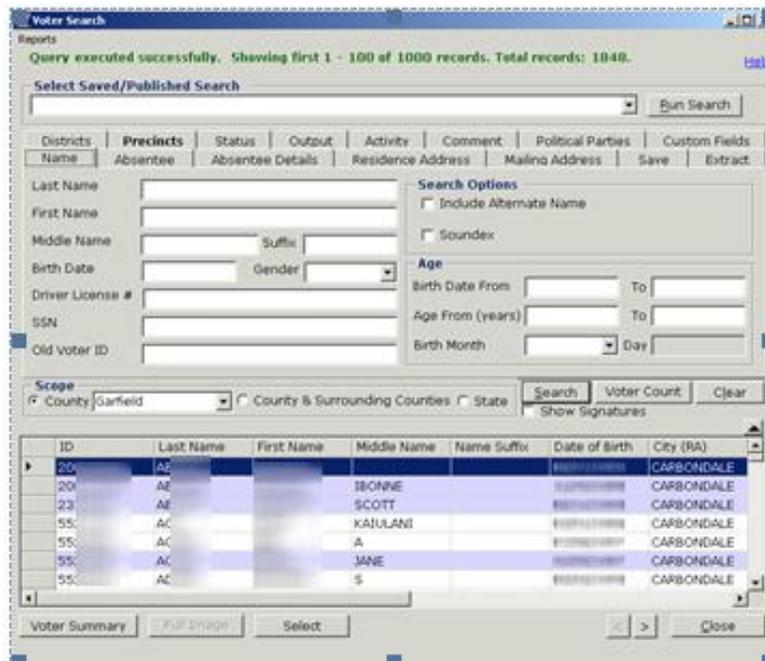
Figure 2: Voter Search Module with a search performed (for a specific Precinct)

The "Voter Merge" Module

The Voter Merge module is designed to allow users to combine voter records for duplicate voters. The functions of this module are to:

➢ Combine voter records using the identification method generated within SCORE

➢ Combine voter records for voters identified manually

➢ Combine voter records using a county's existing custom query

➢ Unmerge voters that have already been combined
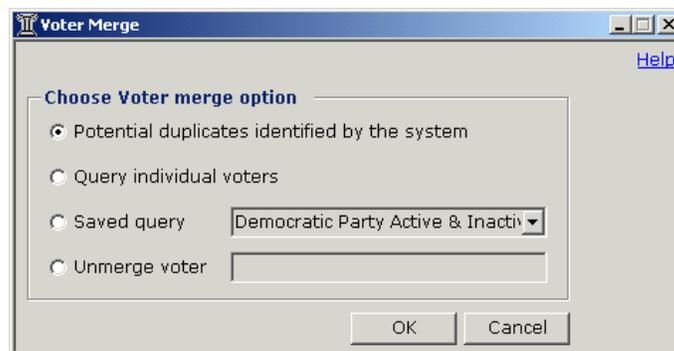
Figure 3: Voter Merge Module option screen
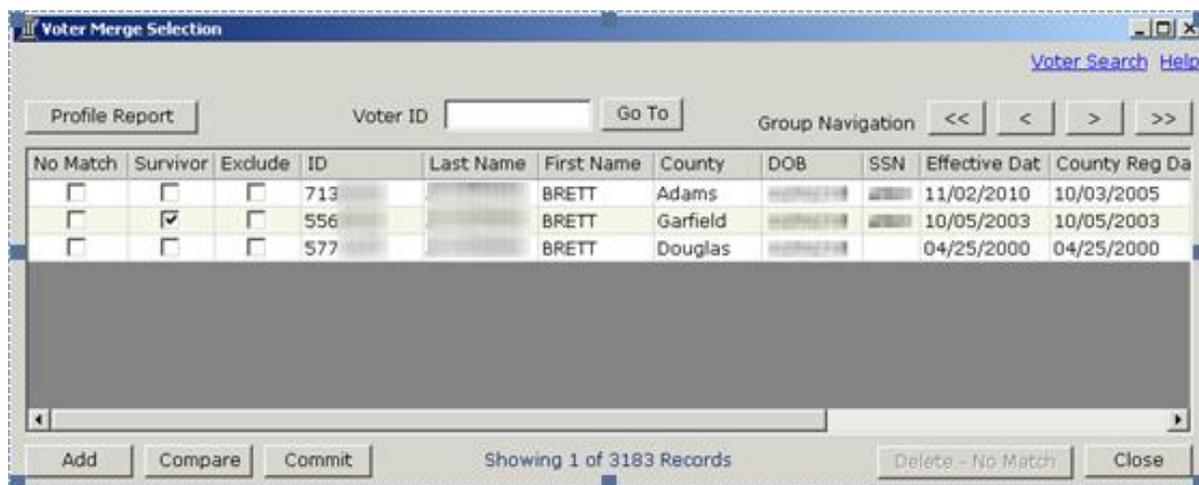
Figure 4: Voter Merge Module with a "match" retrieved using the first Voter merge option

The "Batch Scan/Commit Batch" Module

The Batch Scan Module allows county and state users to quickly create scanned batches of voter registration forms and other important voter documents. "Batches" of documents are created on the local PC and committed to the SCORE server. Committing the batches of images to the SCORE server allows county users at different PC's to view and process the images. CDOS uses this module to send batches of documents to counties that are received at the SOS Office. Batches are sent through the Batch Scan module then processed in the Voter Registration module by county data entry personnel. The process this module allows the user to follow is:

➢ Scanning the batch

➢ Committing the batch

➢ Processing the batch (using the Voter Registration module)
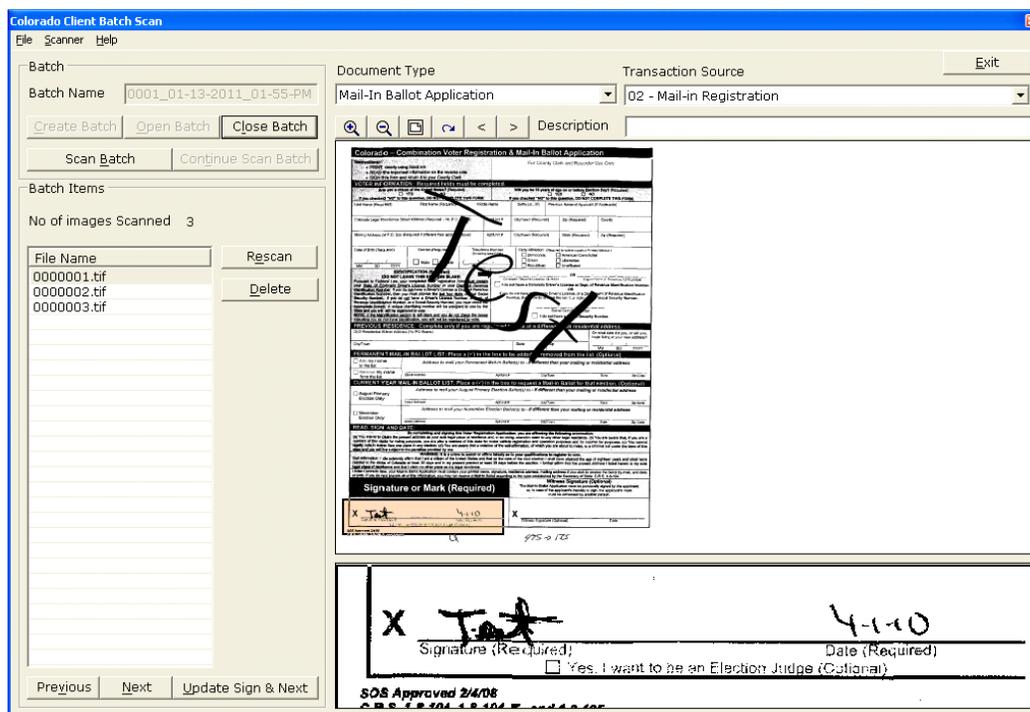
Figure 5: Colorado Client Batch Scan screen used to create batches of scanned forms

The "Election Management" Module

The Election Management module acts as the "hub" of each county's election. The functions that counties perform with this module are:

- ➢ Election Set-up – specifying election type, pertinent election dates, and election method

- ➢ Receive Certified Contest Placeholders – the county receives placeholders for statewide races and measures

- ➢ Measures & Races set-up – counties include local races and measures in their election

- ➢ Generate Ballot Styles

- ➢ Define election's Locations

- ➢ Enter and monitor ballot inventory

- ➢ Print labels for mail-In voters, or all voters for mail ballot elections

- ➢ Generate and Print Poll Book

- ➢ Record provisional ballots

- ➢ View voters and generate reports for voters with multiple ballots

- ➢ Post voters' vote history and certify election
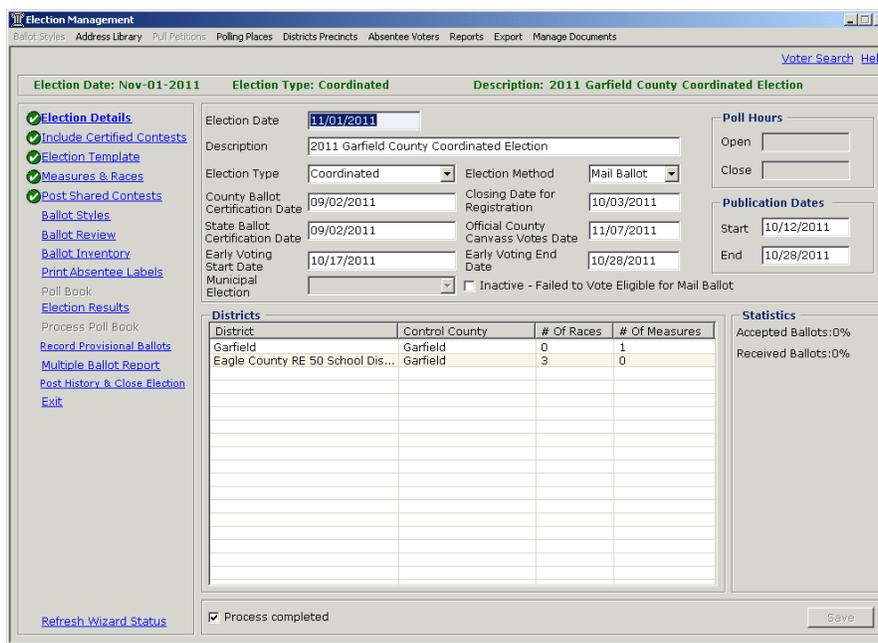
Figure 6: Election Management Module with a few Races and Measures displaying

The "Election Calendar" Module

With the Election Calendar Module, counties and the State can see the list of "open" elections created within SCORE across the State.
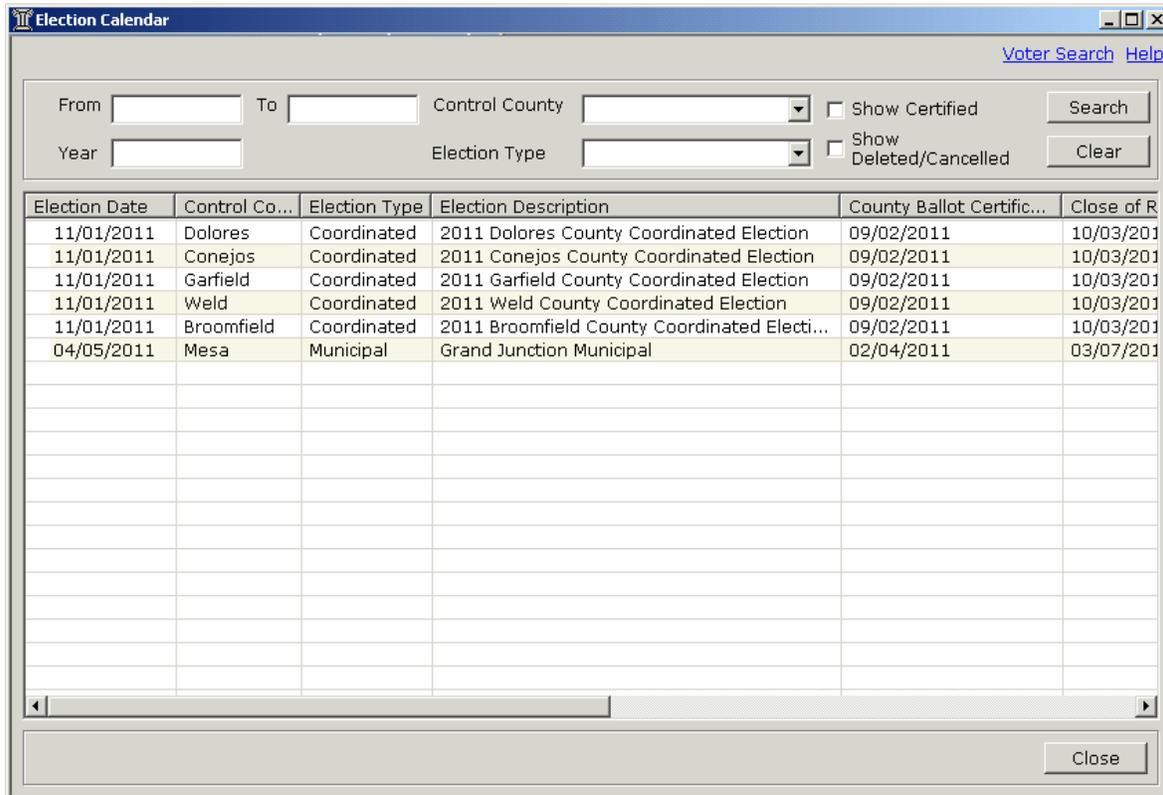
Figure 7: Election Calendar Module with list of Elections created Statewide

The "Receive Absentee Ballots" Module

The Receive Absentee Ballots module allows users to "receive" voted ballots from voters in SCORE. Using this module counties can:

➢ Complete signature verification for returned ballots

➢ Accept and Reject voted ballots

➢ Create batches of undeliverable ballots

➢ Print batch reports for batches of returned ballots

➢ Generate confirmation cards and change the status of voters whose ballots have been received as undeliverable

Figure 8: Receive Absentee Ballots module with list of batches of processed ballots

The "Districts & Precincts" Module

The Districts & Precincts module is designed to let users manage the districts, precincts, and splits that affect voters in their county. In this module users can:

- ➢ View, modify, and create Precincts

- ➢ View, modify, and create Splits

- ➢ View, modify, and create Districts

- ➢ View, modify, and create Polling Places

- ➢ Use reapportionment and re-precincting tools:

  - ○ Add district (to precincts/splits or existing geographic boundary)

  - ○ Replace district (from specific precinct/splits or existing geographic boundary)

  - ○ Remove district (from specific precinct/splits or existing geographic boundary)

  - ○ Replace Precinct / Replace Split

- ➢ Run reports
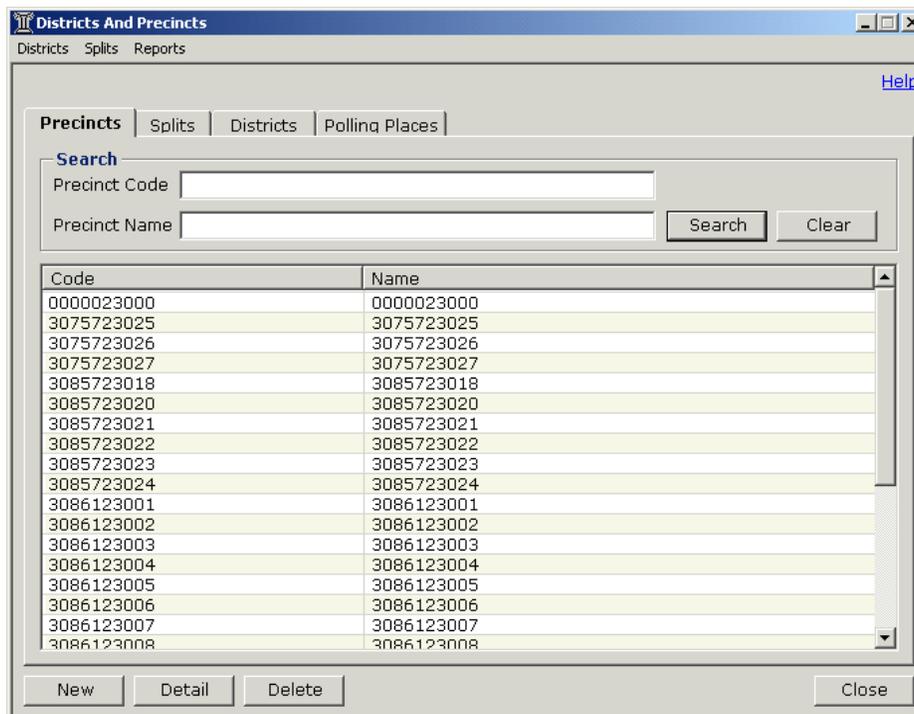
Figure 9: Districts and Precincts module – Precinct tab with search displayed

The "Election Workers" Module

The Election Workers module allows county users to manage their election workers (election judges).

In this module users can:

➢ Search for, edit, and add new Election workers

➢ Assign Election Workers to an election, to specific jobs and locations, and to their training classes

➢ Mail assignment and training notifications to Election Workers

➢ Make "Time Entries" for hours worked by Election workers to generate payroll reports and exports

➢ Run Reports
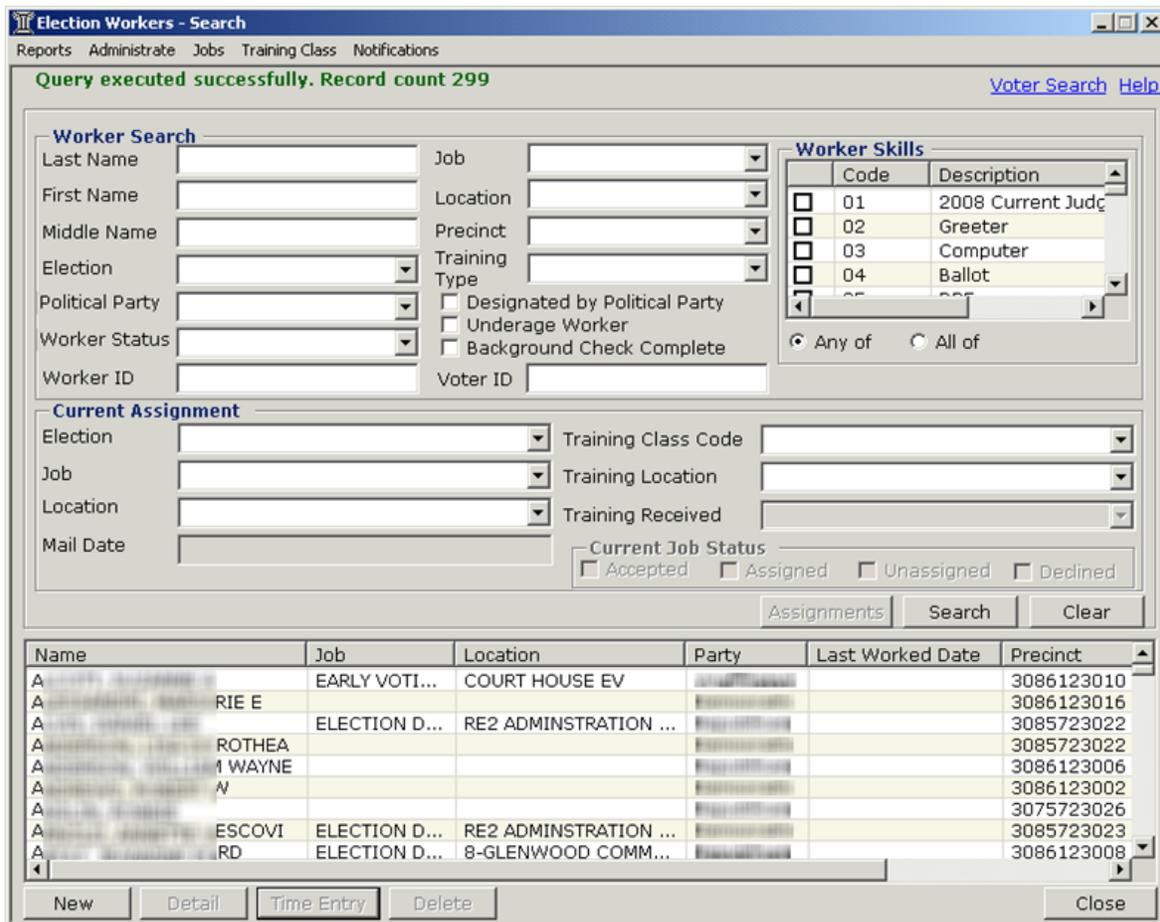
Figure 10: Election Workers Module main screen with list of county's election workers displayed

The "Early Voting" Module

The Early Voting module is the module used by all counties statewide to process voters that appear at a designated early voting location during the early voting period. Using this module, a county on one side of the state can tell if a voter has already voted early or by absentee in any other part of the state. In this module users can:

➢ Look up and "vote" voters (paper ballot or DRE)

➢ Undo vote credit

➢ Spoil ballots

➢ Transfer vote credit

Figure 11: Early Voting Module with a voter record retrieved

The "Vote Center" Module

The Vote Center module is used by most counties who conduct Vote Center Elections. This module allows counties to process and assign vote credit to voters using "real-time" data to ensure that voters can only vote once on Election Day.

Figure 13: Vote Center Module with a voter record displayed and prepared for voting

The "Petitions" Module

The Petitions module is designed to help counties create and process different types of petitions in SCORE. This module allows users to verify that petition signers are registered voters and for district-specific petitions, the module will verify voters' eligibility.

Figure 12: Petitions Module with an example of a Non-Partisan Candidate Petition displayed

The "Online Registration" Module

The online registration module is the module used by county users to process the voter registrations submitted through www.govotecolorado.com

Figure 14: Voter Record displayed on www.govotecolorado.com

The "CDOR Registration/CDOR Search" Modules

The CDOR Registration module is the module used by county users to process the new voter registrations submitted with the Colorado Department of Revenue.

Counties may choose to wait for the paper copy of the voter registration to arrive in their office instead of processing through this module to ensure that no duplicate records are created.

The CDOR Search module allows counties to search for voters with CDOR records to confirm information about their voter registration record.
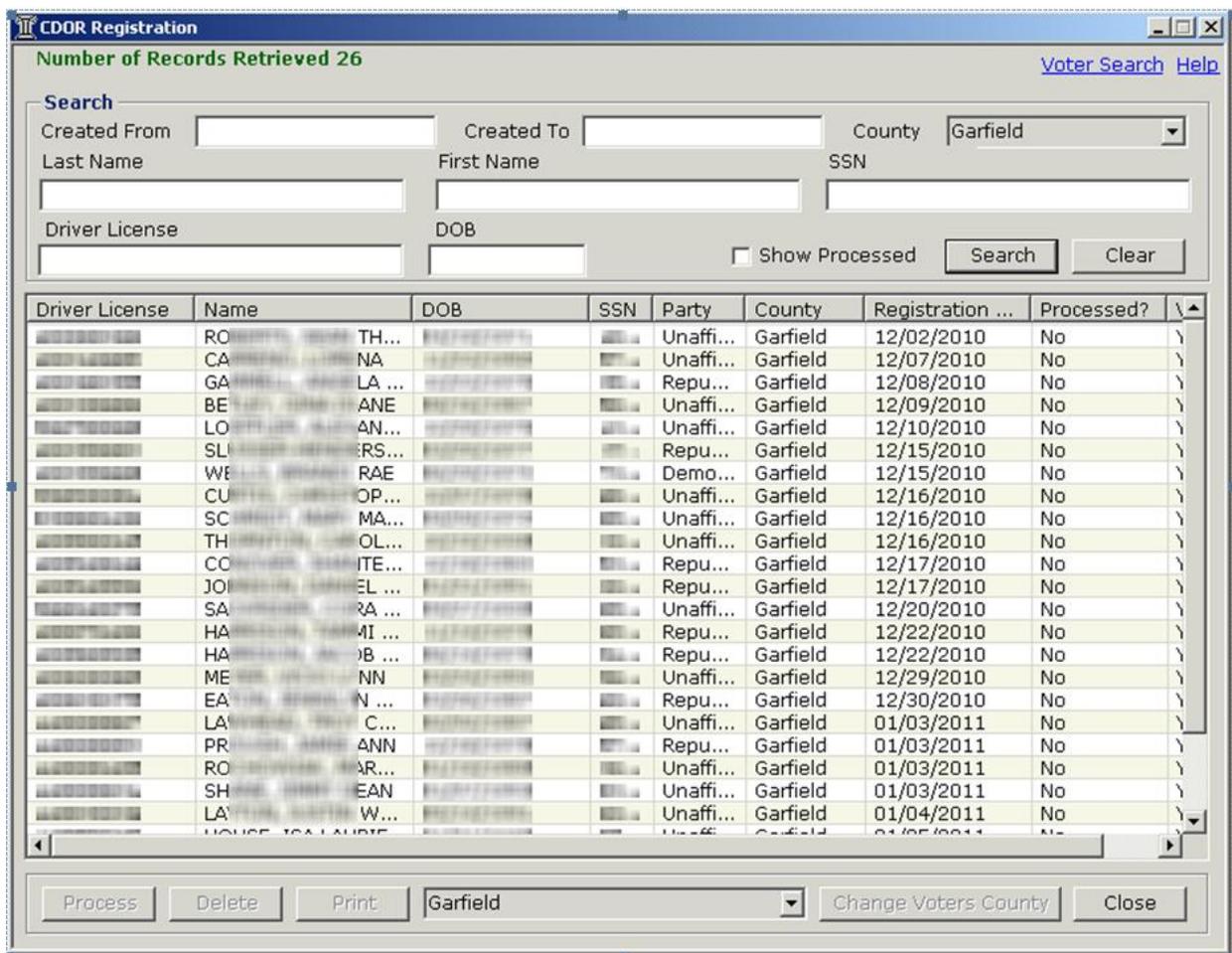
Figure 15: CDOR Registration Module with a list of submitted registrations

The "CDPHE Search" Module

The CDPHE Module is a module that is updated with lists of deceased persons from the Colorado Department of Public Health and Environment. These records are "matched" to existing voters. County users then verify that the records provided from CDPHE are indeed matches to existing voter record and cancel those registrations.

Figure 16: CDPHE Module with a "matched" voter record

The "CDOC Search" Module

The CDOC Module is a module that is updated with lists of convicted felons currently serving their sentence from the Colorado Department of Corrections. These records are "matched" to existing voters. County users then verify that the records provided from CDOC are indeed matches to existing voter record and cancel those registrations.

Figure 17: CDOC Module with a "matched" voter record

The "Batch Management" Module

The Batch Management Module is a module that is used to print and/or export batches of correspondence for mailing to voters. Batches are created in this module by normal data entry processes as well as by creating countywide mailings to meet statutory deadlines.
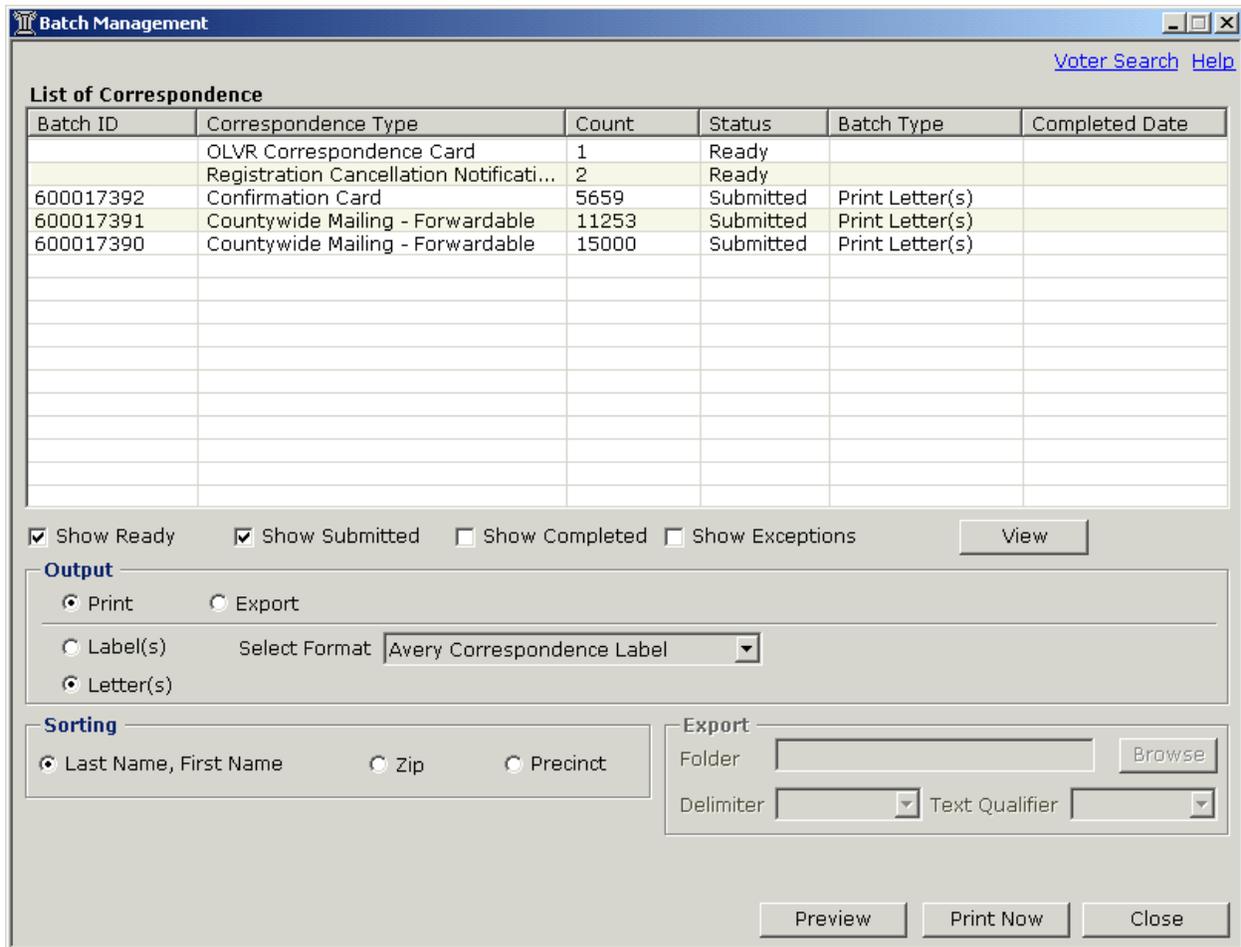
Figure 18: Batch Management Module with several submitted batches – ready to print – displaying

The "Reports & Labels / Schedule Jobs" Module

The Reports & Labels module offers users a way of running reports containing different varieties of information for many of the modules and the data throughout the SCORE system. The Schedule Jobs module is used in conjunction with the Reports & Labels module for large counties and/or counties who wish to schedule repeat jobs (or reports) to run at specific times.
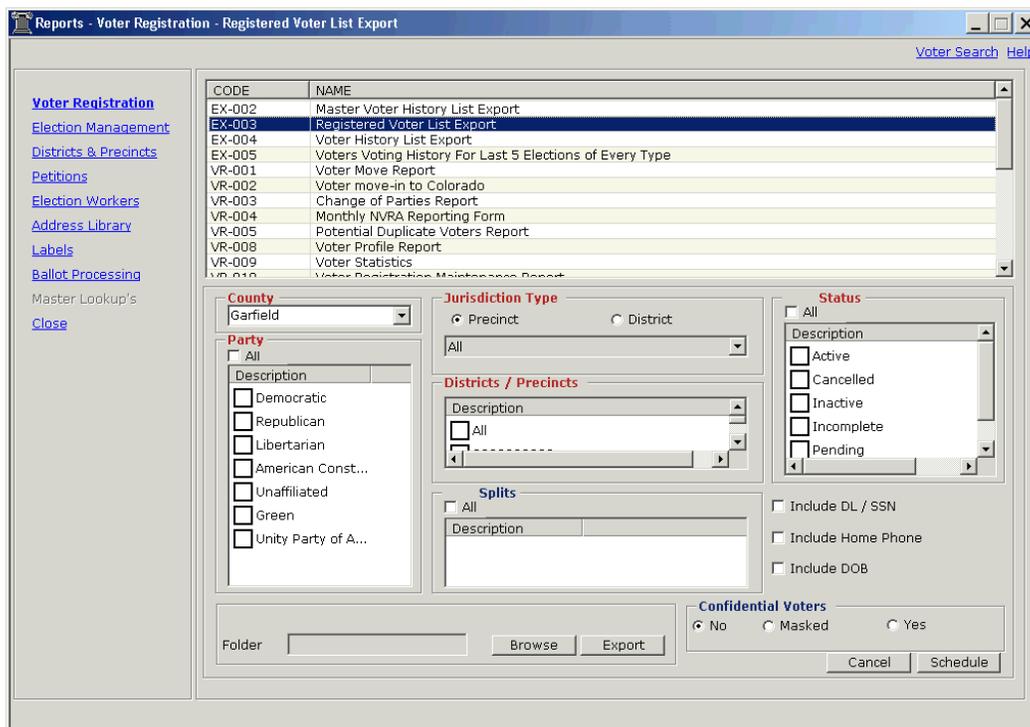
Figure 19: Reports & Labels Module with search parameters for EX-003 Report displayed
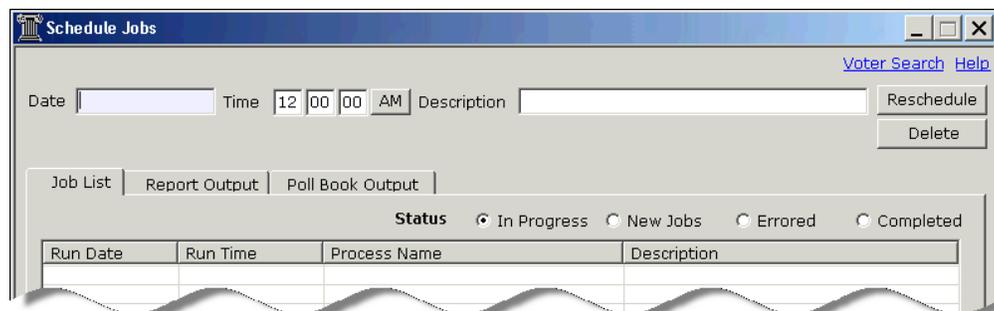
Figure 20: top section of the Schedule Jobs Module

The "Document Templates" Module

The Document Templates module is used to create templates from standard or common documents that may be received from or for voters. These templates allow the system to recognize these common documents and automatically crop signatures for voters to streamline the data entry process for county users.
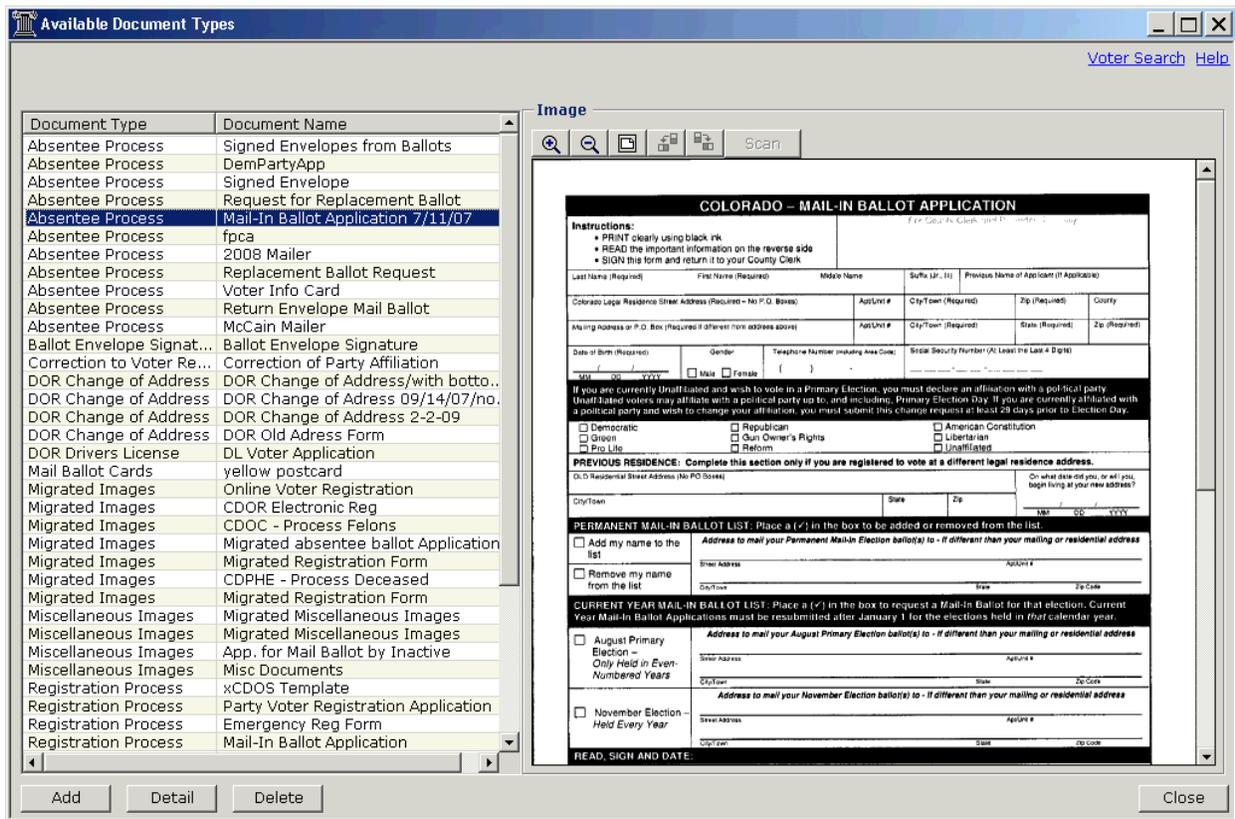
Figure 21: Document Template Module with Mail-In Ballot Application template displayed

The "Messaging" Module

The messaging module displays system messages for all users. Messages will display when voters move from one county to another or when a voter in one county is merged with a record from another county. Counties may also send messages to other users within their county using this module.
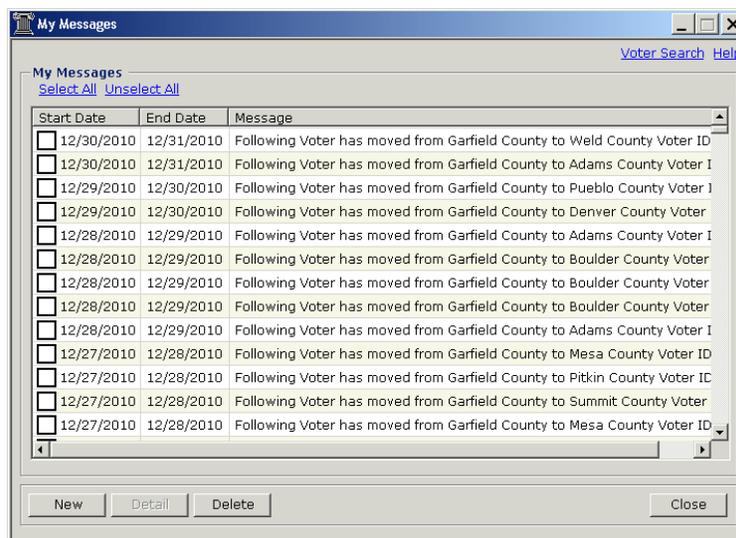
Figure 22: Messaging Module with list of messages displayed

Figure 23: Messaging Module with list of messages and custom message displayed

The "Address Library" Module

The Address Library Module is used by counties to create address "rules". Each Address range (or point) is assigned to a precinct and split and these splits determine which ballot style is assigned to each voter.

Figure 24: Address Library Module with list of addresses for a specific city displayed

The "User Administration" Module

The User Administration Module is used by counties to create new usernames and inactivate old usernames. Additionally, this module is used by the State to manage privileges created and modified by system releases.
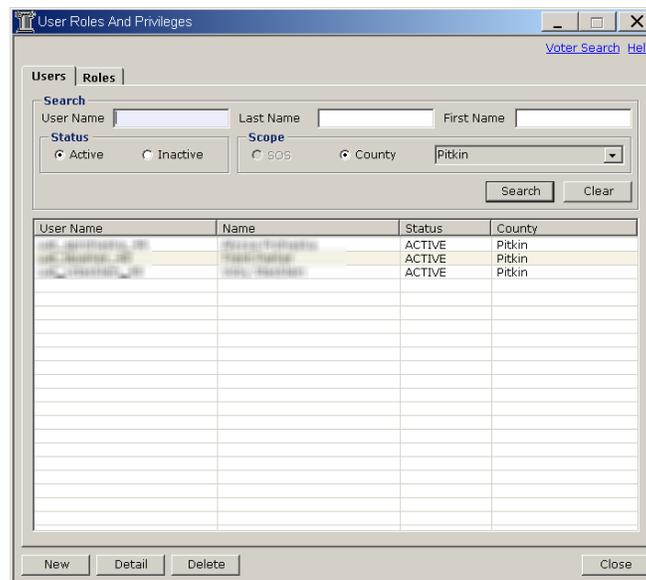
Figure 25: User Administration Module with list of users in a single county displayed
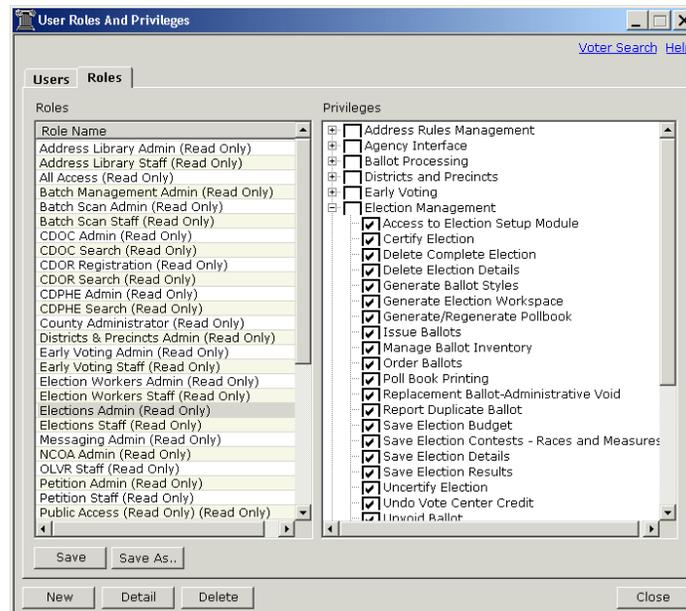
Figure 26: User Administration Module with list of Privileges given to a specific user role accessible to county administrators

The "System Configuration" Module

The System Configuration module is by county and state users to manage system parameters and to complete some processes within the system. The most commonly used functions in System Configuration are:

➢ Generating Correspondence

➢ Creating custom "Flex labels"

➢ Turning on ballot inventory notifications (for low inventory)
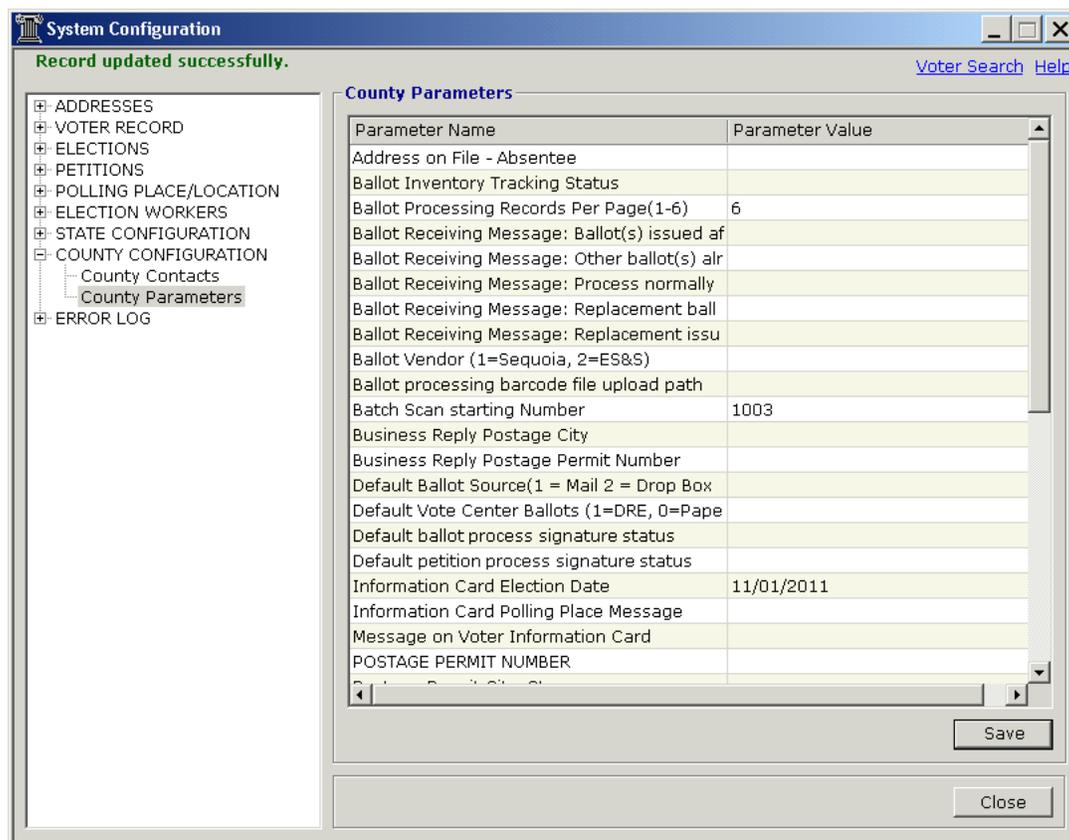
Figure 27: System Configuration Module with county specific parameters displayed

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
1	3	1	104	27	Pollbook is redefined to be SCORE. Requires all Polling Locations to be online to access the SCORE System.	Develop applications and procedures to support the Voter Service and Polling Centers. Enhancements to SCORE to handle increased transaction loading and connectivity. Requires training for counties and users with no previous experience in a Vote Center Election. Conduct sufficient information system security analysis and planning to insure that modifications in 2013 and 2014 are adequately covered by procedures and in compliance with applicable standards.	No	2013 and 2014	For 2013, the existing Citrix modules must be modified to support use in Voter Service and Polling Centers For 2013, the current throughput appears to be adequate. For 2013, a uniform business process should be adopted for all voter service and polling centers for ease of support and to insure consistency throughout the state. For 2014, based on the conduct of the 2013 election, the Voter Service and polling Center business process should be evaluated and modified as necessary. For 2014, user interfaces and supporting applications must be developed to be compatible with the uniform business process. For 2014, modifications are required to handle the increased number of users and transactions for expected increase in turnout. .
2	3	1	104	28	Polling place definition remains for elections conducted under article 8.	The ability to continue to support polling places for elections under Article 8.	Yes	2013	
2.1	3	1	104	36	Registration Book redefined to be SCORE Bound Books and film are no longer acceptable media for retaining and storing registration records. All records must be on SCORE. The system must be capable of exporting active and inactive records. The system must retain completed voter signature forms by precinct for each election.	It is our understanding that the current system is capable of these functions. All the needs in Item 1 are applicable.	Yes	2013	Our understanding is that the present SCORE system has these capabilities. The discussion items in Item 1 are applicable.
3	4	1	104	49.8	Deletes the Definition "Vote Center"	None			
4	4	1	104	50.5	Defines Voter Service and Polling Center ("VSPC"). Includes the functions previously assigned to "Vote Centers".	None			
4.1	5	1	110	4	(c) County Clerk and Recorder shall send Confirmation Cards	See items 30 to 41 below	No	2013	County Business Process
5	5	1	110	5	(a) Elector may request Email Communication	The system needs the capability to record the requests and invalid emails, log transactions, and record "All correspondence sent to an elector". "All correspondence" needs to be defined.	No	2013	For 2013, the counties can perform this functionality without any modifications to the system.
6	5	1	110	5	(a)(I) Elector may reverse request for Email communication.				
7	5	1	110	5	(a)(II) Procedures for invalid email.			2014	For 2014, These capabilities must be built into the SCORE system
8	6	1	110	5	(c) Track email correspondence in SCORE		No	2014	The definition of "All Correspondence" must be addressed.

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
9	10	2	101	1	(b) 22 day State Residency Deadline.	The system needs to support the enforcement of residency deadlines which include the new 22 day state deadline and any different municipal or special district deadlines.	No	2013 2014	This functionality can be handled by the Counties for the 2013 elections without system modifications. Support of the state residency deadline should be built into the system. The feasibility of modifications to support different municipal or special district deadlines should be explored.
10	11	2	201	3	(b)(I) 22 day Registration Deadline.	The system needs to enforce registration deadlines.	No	2013	A change to the Web Form is essential for 2013 to include a check for the On-line Voter Registration System
11	11	2	201	3	(b)(III) 8 day Registration Deadline.				8 day deadline and the messaging function required in item 17 below. The remaining requirements can be managed though the county business process without system modifications.
12	11	2	201	3	(b)(IV) 0 day In-Person Registration Deadline.				
13	11	2	201	3	(b)(V) Same Day Registration at VSPC	Policy and procedures for handling applications subject to the 22 day deadline and submitted after the deadline need to be developed.			Consideration should be given to policy and procedures for Voter Registration Agencies, Drivers License Facilities or Voter Registration Drives accepting applications after the 22 day deadline.
12	11.1	2	202	7	Registration Records to include all electors who have registered up through election day.	Procedural change	No	2013	Part of the Voter Service and polling center Business Process and Modification to SCORE Modules.
14	12	2	202.5	1	(a) Remove Permanent Mail-in Ballot Status (PMIV) from On Line Voter Registration (OLVR).	Change the web form to omit PMIV.	No	2013	Eliminate the PMIV option on the Web Form Application.
15	12	2	202.5	1	Remove PMIV from SCORE.	Eliminate the existing PMIV data.	No	2014	This change is not essential for 2013, but PMIV is obsolete and should be removed when the system is modified for 2014.
16	12	2	202.5	3	Registrant Requirement Questions to include pre-registration at age 16, changes to residency requirements and the affirmation.	Modifies the OLVR Web Form to include the required questions.	No	2013	The change to the Web Form is essential for 2013.
17	14	2	202.5	7	(c)(I) OLVR Messaging and processing after 8 day deadline.	Modify OLVR Web Form to notify an Elector attempting to register or change residence after the deadline that the change will not be effective and direct them to a Voter Service and Polling Center to make changes for the upcoming election.	No	2013	For 2013 this change to the web form is essential.
18	14	2	202.5	7	(c)(II) 29 day deadline for changes or withdrawals of Affiliation	Procedural change	No	2013 2014	For 2013 HB 13-1302 only requires a change in procedure to handle this change. For 2014 consideration should be given to changing the OLVR Web Form to support this change.
19	14	2	204	2	(I) Affirmation updated - Modification to the questions answered by the elector in the affirmation.	Modification to the OLVR Web Form to include the modifications to the required questions.	No	2013	Essential for 2013
19.1	15	2	204	4	If the registration record of a registered voter does not contain the last four digits of the electors SSN, the voter shall be asked to provide the last four digits of the number.	Currently handled.	Yes	2013	Should be a part of the business process.
19.2	15	2	205		Modification to Self Affirmation made by elector.	Modification of Forms	No	2013	Should be a part of the business process.
20	16	2	213	2	Modification to applications for registration at drivers license offices to include the questions required by section 1-2-204 and the affirmation required under section 1-2-205.	Modify the application used in the drivers license offices.	No	2013	Does not appear to require any change to the SCORE System. Requires a change at the drivers license offices.

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
20.1	17	2	216		Change of Address	Requires voter registration to be available online, in voter service and polling centers.	Yes	2013	Capability currently exists in the Online Voter Registration System and through the Voter Registration Module on Score. In 2014, this capability should be in the new system in a manner consistent with the business processes of the voting service and polling centers.
21	19	2	217.7	4	(a) Register New Voter in Voting Service and Polling Centers.	The system used in the voting service and polling centers must have all four capabilities.	Yes	2013	These capabilities exist in the current SCORE Voter Registration and Early Voting Modules, which will be used in the Voting Service and Polling Centers in 2013. In 2014, these capabilities should be included in the new system in a manner consistent with the business processes of the voting service and polling centers.
22	19	2	217.7	4	(a) Vote In Person in Voting Service and Polling Centers.				
23	20	2	217.7	5	Change of Address in Voting Service and Polling Centers.				
24	21	2	218	1	(a) Change of Name in Voting Service and Polling Centers.				
25	22	2	229		Records marked as "Inactive Failed to Vote" shall be updated to "Active" by August 1, 2013.	A process and system downtime is required to make the changes.	No	2013	CDOS CIO reported to the Commission that this change is in progress, will be put into place with a Quarterly update of the system to be installed on the weekend of July 13th, 2013 and made effective July 15, 2013
25.1	22	2	302	6.5	(b) Access to and use of information in the Department of Public Health and Environment and the Department of Corrections databases for use in verification of the accuracy of information on applications for voter registration.	Generate agreements with the agencies and process for using the information.	Yes	2013	The Department of Public Health and Environment and The Department of Corrections currently provide this data on a monthly basis. There is no requirement in the Act for it to be provided more often and CDOS advises that no changes to the monthly schedule are pending.
26	23	2	302.5	1	The Secretary of State shall conduct a monthly National Change of Address (NCOA) search for all electors on SCORE.	This requires an increase in the frequency of the DSOS business process by changing quarterly searches to monthly searches. There is no impact on SCORE.	Yes	2013	Conducting the match means creating a data export file of all voters in SCORE and sending that data to a contractor, who matches all voters in the file against the US Postal Service NCOA Data Set and returns a data file of voters for whom change of address records are found. The file export capability exists in SCORE and the process currently exists. Monthly matches are scheduled from July 1, forward.
27	23	2	302.5	2	(a) The data obtained form the NCOA search shall be transmitted monthly to the appropriate counties.	As with item 26, the requirement increases the frequency of a CDOS business process, changing quarterly searches to monthly searches but has no impact on SCORE. Although not required by HB 13-1303, changes to the data set being provided by the contractor and distributed to the counties are needed.	Yes	2013	Although this requirement is currently met, the data set currently returned to CDOS from their contractor and distributed to the counties does not contain NCOA data on whether an elector's address change is a change of mailing address, a change of residential address or a temporary change. Inclusion of this data in the file would improve the accuracy of the process.
28	23	2	302.5	2	(b)(I) Required process when the data from the NCOA Search indicates that the voter moved within the county.	The requirement is for a change to the county business process. There is no impact on SCORE.	No	2013	SCORE can already accept the data entry required in this process. Future system development should provide applications that match and support the county business process.
31	24	2	302.5	2	(b)(II) Required process when the data from the NCOA Search indicates that the voter moved to a different county in the state.	The requirement is for a change to the county business process. There is no impact on SCORE.	No	2013	SCORE can already accept the data entry required in this process. Future system development should provide applications that match and support the county business process.

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
34	24	2	302.5	2	(b)(III) Required process when the data from the NCOA search indicates that the voter moved to a different state.	The requirement is for a change to the county business process. There is no impact on SCORE.	No	2013	SCORE can already accept the data entry required in this process. Future system development should provide applications that match and support the county business process.
37	24	2	302.5	3	Address changes based on NCOA data and the processes described in items 28, 31, and 34 are prohibited during the sixty days immediately preceding a primary or general election unless the county receives confirmation of the new address from the elector.	The requirement is for a change to the county business process. There is no impact on SCORE.	No	2013	SCORE can already accept the data entry required in this process. Future system development should provide applications that match and support the county business process.
38	25	2	305	1	Change the voting methods in the voter history report to "mail ballot" and "voter service and polling center".	In the voter history report, "early voting", "mail-in ballot" and "polling place" need to be removed, "Voter Service and Polling Center", added and "mail ballot" retained.	No	2013	In 2013 this can be accomplished through a change in the report titles and using the categories "mail ballot" and "polling place" to record the voting method in the system. In 2014 the categories in SCORE should be changed.
39	29	2	605	2	Mail confirmation cards to voters who fail to vote and, when cards are returned as undeliverable, mark the voter's record "Inactive".	Create a category of "Inactive" on SCORE. Remove the category "Inactive - undeliverable". The requirement is a change to the county business process.	No	2013 / 2014	Change to County Business Process / Future system development should provide applications that match and support the county business process.
39.1	30	2	605	4	Reinstate inactive voters to active status.	The requirement is a change to the county business process.	No	2013	Future system development should provide applications that match and support the county business process.
39.2	30	2	605	5	Assign inactive status and mail confirmation cards to voter when mail ballot is returned as undeliverable.	The requirement is a change to the county business process.	No	2013	Future system development should provide applications that match and support the county business process.
39.3	31	2	605	7	Process for canceling an elector's registration record.	The requirement is a change to the county business process.	No	2013	Future system development should provide applications that match and support the county business process.
39.4	31	2	605	8	County report of cancelled registration records.	Not a new requirement. The Act changes the description of an established process. There is no impact on SCORE.	Yes	2013	Future system development should provide applications that match and support the county business process.
40	32	2	605	10	Remove Reinstatement Process.	The requirement is to delete part of the county business process perceived as being no longer needed.	No	2013	Removal of a function which will no longer be used.
40.1	34	5	102.9	1	Designation of voter service and polling centers, number required and services provided.	The SCORE System must provide adequate resources to handle the number of locations and users. Continuing analysis is needed to plan for and provide the resources needed for the 2013 election. For 2014, the system should be re-engineered to handle the increased load from adding locations and users and to provide enhanced support for county business processes.	No	2013 and 2014	The Department of State Chief Information Officer believes that the present system, with a small number of modifications can provide the resources needed for the 2013 election but not for the 2014 election. At this point in time, any attempt to make major system changes before the 2013 election will carry extremely high risks.

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
40.2	36	5	102.9	3	Each voter service and polling center (VSPC) must provide: the ability for an eligible elector to register to vote, cast a ballot, update their address and have legal name changes made in their voter record. the ability for an unaffiliated registered elector to affiliate with a political party and cast a ballot in a primary election. election.	For 2013, counties must adopt consistent state-wide business processes for providing these functions in the VSPC and the SCORE modules for voter registration and early voting must be modified to support the process For 2014, a system must be developed to support these functions.	No	2013 2014	CDOS staff and representatives of the Clerks and Recorders appear to be in consensus that a uniform business process for the VSPCs is needed and that minor modifications to the SCORE Early Voting and Voter Registration Modules will be adequate to support the VSPCs in 2013. For 2014 system development should provide applications that match and support the VSPC business processes.
46	37	5	102.9	3	(f) Secure computer access from the VSPC.	Information system security plans should be reviewed and modified or created to provide an appropriate level of information security in the VSPCs, County and CDOS offices and assure security and uninterrupted system availability when VSPCs are operational.	No	2013	The need is for analysis to determine if current information system security plans, continuity of operation plans are applicable and adequate.
46.1	37	5	102.9	3	(g) The VSPC must provide facilities and equipment that are compliant with the federal "Americans with Disabilities Act of 1990" .	There is a need for planning, procedures and monitoring to provide assurance that all VSPCs are compliant under this bill.	No	2013	There is no indication that existing facilities are not compliant, but expansion into new facilities introduces the risk of acquiring non-compliant facilities and equipment. Steps should be taken to mitigate the risk.
47	37	5	102.9	3	(h) through (m) The VSPC must provide Direct Record Electronic Voting machines or other accessible voting systems, voting booths, original and replacement ballots, mail ballots, the ability to accept mail ballots and the ability to cast provisional ballots.	Requirements to be met by the county business process in the VSPC.	No	2013	Future system development should provide applications that match and support the county business process.
47.1	37	5	102.9	3.5	If a voter is unable to cast a ballot at a VSPC due to technical problems accessing SCORE and the voter's eligibility cannot be verified on the system, by telephone or e-mail, the voter is entitled to cast a provisional ballot.	This is a procedural requirement to be met by the county business process in the VSPC and also an element of the COOP plan for VSPCs.	No	2013	Must be addressed in the county business process.
52	40	5	108	1	(a) Emergency relocation of a VSPC.	In the event that a VSPC is relocated, resources and procedures need to be provided to allow for connectivity to SCORE.	No	2013	This item should be included in the COOP for VSPCs.
53	42	5	206	1	The voter information card must identify the nearest polling location for the upcoming election.	This is a county business process item.	No	2013	Future system development should provide applications that match and support the county business process.
55	63	7.5	103	4	Redefines "Mail ballot election".	The definition does not appear to introduce any requirements for SCORE other than those addressed in the above items. CDOS staff have flagged this as needing a full analysis.	Unknown	2013	
55.1	66	7.5	106.5	1	Before any mail ballot is delivered, or before an elector is permitted to cast a vote in an election where the County Clerk and Recorder is the designated election official, they will record the date the ballot is delivered or mailed in SCORE.	There are no new requirements for SCORE.	Yes	2013	
55.1	66	7.5	106.5	2	For nonpartisan elections coordinated by the County Clerk and Recorder, voters will be recorded in SCORE.	There are no new requirements for SCORE.	Yes	2013	

Item Number	Bill Page #	Article	Section	Sub Section	Description of Requirement or Change	Description of Need	Met?	Year Needed	Discussion
55.1	66	7.5	106.5		The County Clerk and Recorder will keep a list of names and precinct numbers of electors with the dates the ballot was sent, returned or otherwise cast. If the ballot is not returned or cast or, if it is rejected and not counted, that fact will be noted on the list. The list is open to public inspection.	There are no new requirements for SCORE.	Yes	2013	The list appears to be a document easily produced by SCORE.

The requirement reads as if the list is to be maintained outside of SCORE. |
| 56 | 73 | 7.5 | 107 | 6 | When an elector returns more than one voted ballot the first ballot received is the accepted ballot. | There are no new requirements for SCORE.

CDOS Staff have flagged it as needing full analysis. | No | 2013 | This is a county business process. Future development should provide applications that match and support the county business process. |
56.1	75	7.5	107.3	5	Devices may be used to compare the signature found on the self-affirmation included on the return envelope of a ballot with the signature stored in the SCORE system in accordance with this subsection and rules promulgated by the SOS.	SCORE must have an interface for signature verification devices with sufficient throughput to provide adequate availability of the data and security controls to protect the confidentiality and integrity of the data.	No	2013	Careful analysis needs to be performed to insure that SCORE will be able to meet the volume of transactions in the 2014 election.
56.2	75	7.5	107.3	6	The SOS will adopt rules to establish procedures for using signature verification devices to process ballots used in mail ballot elections.	Rule development must include the business process for using signature verification devices, the necessary technical interface requirements for the devices and the security controls needed to access the data.	No	2013	Errors in process, interfaces or data integrity can result in unacceptably slow process times and rejecting valid signatures.
56.3	86	7.5	210		The County Clerk and Recorder will maintain a record of the name and voting address of each elector who casts a ballot by mail or at a voter service and polling center for any election.	No new needs for SCORE	No	2013	This is a county business process requirement which appears to be satisfied by a file export or report from SCORE. It is unclear whether this is to be a record kept outside of SCORE.

	Voter Registration Data			Location Information												
County	Active Voters	IFTV Voters	Active+IFTV	# of EV Locations - 2012 General (Include Main Office)	# of Service Centers on Election Day - 2012 General (Include Main Office)	# of Polling Places/Voter Centers - 2012 General (Do not include Main office)	# of Mail Ballot Drop off locations - 2012 General (anything separate from columns AF, AG, and AH)	Tier 1 Tier 2 Tier 3	If Tier 1, 1/15K A+IFTV	If Tier 1, then minimum 3 sites on E.D.	Election Day General Voter Service Center 1/15K A+IFTV	Early Vote General Voter Service Center 1/30K A+IFTV	VSPC for Primary and Coordinated # = DMV locations Counteis with fewer than 25,000 voters= 1	VSPC Difference between 2012 EV sites and Coordinated and Primary sites	Early Voting VSPC Difference between 2012 EV sites and 2014 EV VSPC	Election Day VSPC Difference between 2012 EV sites and 2014ED VSPC
Adams	181,760	30,446	212,206	7	7	32	8	Tier 1	14	14	14	7	6	-1	0	7
Arapahoe	293,723	47,757	341,480	8	4	32	12	Tier 1	23	23	23	11	4	-4	3	15
Boulder	183,424	15,002	198,426	6	5	118	9	Tier 1	13	13	13	7	3	-3	1	7
Broomfield	33,726	3,150	36,876	4	8	7	1	Tier 1	2	3	3	1	1	-3	-3	-1
Denver	320,198	40,935	361,133	13	13	149	2	Tier 1	24	24	24	12	4	-9	-1	11
Douglas	171,495	16,146	187,641	8	3	26	8	Tier 1	13	13	13	6	3	-5	-2	5
Eagle	23,543	3,695	27,238	3	3	15	n/a	Tier 1	2	3	3	1	3	0	-2	0
El Paso	301,534	50,396	351,930	4	4	111	4	Tier 1	23	23	23	12	1	-3	8	19
Garfield	25,211	3,156	28,367	3	2	6	4	Tier 1	2	3	3	1	2	-1	-2	0
Jefferson	319,631	36,839	356,470	8	5	175	9	Tier 1	24	24	24	12	5	-3	4	16
La Plata	30,237	4,034	34,271	2	1	19	2	Tier 1	2	3	3	1	2	0	-1	1
Larimer	185,023	21,333	206,356	6	6	24	6	Tier 1	14	14	14	7	3	-3	1	8
Mesa	74,820	9,492	84,312	5	10	0	2	Tier 1	6	6	6	3	3	-2	-2	1
Pueblo	79,617	12,726	92,343	3	1	40	0	Tier 1	6	6	6	3	1	-2	0	3
Weld	120,127	17,727	137,854	6	6	33	0	Tier 1	9	9	9	5	3	-3	-1	3
Chaffee	10,708	1,064	11,772	1	1	2	1	Tier 2	N/A	N/A	3	1	1	0	0	2
Delta	16,348	1,796	18,144	1	2	6	0	Tier 2	N/A	N/A	3	1	1	0	0	2
Elbert	14,526	1,815	16,341	1	1	4	0	Tier 2	N/A	N/A	3	1	1	0	0	2
Fremont	21,112	3,589	24,701	1	1	13	2	Tier 2	N/A	N/A	3	1	1	0	0	2
Gunnison	8,998	1,012	10,010	1	1	4	0	Tier 2	N/A	N/A	3	1	1	0	0	2
Logan	9,471	1,280	10,751	1	1	11	1	Tier 2	N/A	N/A	3	1	1	0	0	2
Montezuma	12,813	2,719	15,532	2	1	11		Tier 2	N/A	N/A	3	1	1	-1	-1	1
Montrose	20,758	2,535	23,293	2	2	4	0	Tier 2	N/A	N/A	3	1	1	-1	-1	1
Morgan	11,216	2,101	13,317	1	1	5		Tier 2	N/A	N/A	3	1	1	0	0	2
Otero	8,494	1,800	10,294	1				Tier 2	N/A	N/A	3	1	1	0	0	2
Park	9,750	1,218	10,968	2	1	5	2	Tier 2	N/A	N/A	3	1	1	-1	-1	1
Pitkin	10,319	1,478	11,797	1	1	8	0	Tier 2	N/A	N/A	3	1	1	0	0	2
Routt	13,716	1,951	15,667	2	1	10	4	Tier 2	N/A	N/A	3	1	1	-1	-1	1
Summit	15,962	2,712	18,674	2	1	6	0	Tier 2	N/A	N/A	3	1	1	-1	-1	1
Teller	13,725	2,291	16,016	2				Tier 2	N/A	N/A	3	1	1	-1	-1	1
Alamosa	6,987	1,075	8,062	1	1	1	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Archuleta	7,002	1,025	8,027	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Baca	2,162	404	2,566	1	1	6	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Bent	2,011	339	2,350	1	1	2	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Cheyenne	1,141	137	1,278	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Clear Creek	5,837	836	6,673	1	1	5	1	Tier 3	N/A	N/A	1	1	1	0	0	0

County	Active Voters	IFTV Voters	Active+IFTV	# of EV Locations - 2012 General (Include Main Office)	# of Service Centers on Election Day - 2012 General (Include Main Office)	# of Polling Places/Voter Centers - 2012 General (Do not include Main office)	# of Mail Ballot Drop off locations - 2012 General (anything separate from columns AF, AG, and AH)	Tier 1 Tier 2 Tier 3	If Tier 1, 1/15K A+IFTV	If Tier 1, then minimum 3 sites on E.D.	Election Day General Voter Service Center 1/15K A+IFTV	Early Vote General Voter Service Center 1/30K A+IFTV	VSPC for Primary and Coordinated # = DMV locations Counteis with fewer than 25,000 voters= 1	VSPC Difference between 2012 EV sites and Coordinated and Primary sites	Early Voting VSPC Difference between 2012 EV sites and 2014 EV VSPC	Election Day VSPC Difference between 2012 EV sites and 2014ED VSPC
Conejos	4,238	748	4,986	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Costilla	1,940	435	2,375	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Crowley	1,545	247	1,792	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Custer	2,799	262	3,061	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Dolores	1,279	193	1,472	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Gilpin	3,477	655	4,132	1	2	2	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Grand	8,429	1,247	9,676	1	1	6		Tier 3	N/A	N/A	1	1	1	0	0	0
Hinsdale	626	45	671	1	1	1	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Huerfano	3,797	491	4,288	1	1	3	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Jackson	865	230	1,095	1	1	2	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Kiowa	847	92	939	1	1	4		Tier 3	N/A	N/A	1	1	1	0	0	0
Kit Carson	3,818	507	4,325	1	1	6		Tier 3	N/A	N/A	1	1	1	0	0	0
Lake	3,106	1,575	4,681	1	1	1	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Las Animas	7,113	1,256	8,369	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Lincoln	2,344	305	2,649	1				Tier 3	N/A	N/A	1	1	1	0	0	0
Mineral	676	72	748	1	1	0	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Moffat	6,356	1,124	7,480	1	1	4	5	Tier 3	N/A	N/A	1	1	1	0	0	0
Ouray	3,307	246	3,553	1	0	3	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Phillips	2,309	343	2,652	1		2	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Prowers	5,047	1,045	6,092	1		4	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Rio Blanco	3,452	476	3,928	2	2	2	0	Tier 3	N/A	N/A	1	1	1	-1	-1	-1
Rio Grande	5,745	831	6,576	1	1	3		Tier 3	N/A	N/A	1	1	1	0	0	0
Saguache	3,052	551	3,603	1	1	3	0	Tier 3	N/A	N/A	1	1	1	0	0	0
San Juan	527	77	604	1	1	1	1	Tier 3	N/A	N/A	1	1	1	0	0	0
San Miguel	4,411	681	5,092	1	1	5	1	Tier 3	N/A	N/A	1	1	1	0	0	0
Sedgwick	1,390	155	1,545	1	1	3	2	Tier 3	N/A	N/A	1	1	1	0	0	0
Washington	2,672	251	2,923	1	1	6	0	Tier 3	N/A	N/A	1	1	1	0	0	0
Yuma	4,755	634	5,389	1	1	8	2	Tier 3	N/A	N/A	1	1	1	0	0	0
Total	2,657,047	360,785	3,017,832	142	117	959	94				260	138	93			

Denver Elections Division – HB 13-1303
NCOA Process

Voter changes address.

Data is input into the Central Forwarding Services (CFS) database by United States Postal Service (USPS) Clerks.

A *Change of Address Move Validation Letter* letter is sent within one day to the voter's old address, if they have not already moved.

A *Permanent Change of Address Confirmation Letter* is sent to the voter's new address 7-10 days after the move effective date.

7-10 days after voter initiates change, and after the move effective date: The voter's new address data is sent from CFS to the Address Management Systems (AMS) Office of the USPS, in Memphis, TN. The NCOA^{Link} product is built here, once/ week.

The SOS office receives the NCOA data monthly.

The SOS separates the data into three different categories, and sends to each county

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Voter has moved within the current county of record.

Update voter record based on NCOA.

Is the voter Inactive?

No → Send voter Confirmation Card to the voters old address.

Yes →

Card does not come back: Voter record stays the same

Card comes back confirms move: Voter record stays the same

Card comes back rejects move: Change back to previous address

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Voter moved to another county in Colorado.

Send voter Confirmation Card to the voters new address.

If the voter returns the card confirming they moved send the confirmation card to the new county of record.

If the voter returns the card stating they did not move, change the voter's address back to the old address.

Voter moved outside of the State of Colorado.

Change the voter's status to Inactive.

Send voter Confirmation Card to the voters new address.

If the voter returns the card confirming they moved cancel the voter registration record.

Colorado Legislative Council Staff Fiscal Note

STATE and LOCAL
REVISED FISCAL IMPACT

(replaces fiscal note dated April 15, 2013)

Drafting Number: LLS 13-0527	**Date:** April 24, 2013
Prime Sponsor(s): Rep. Hullinghorst; Pabon	**Bill Status:** Senate SVMA
Sen. Giron	**Fiscal Analyst:** Bill Zepernick (303-866-4777)

TITLE: CONCERNING MEASURES TO STRENGTHEN THE PARTICIPATION OF INDIVIDUALS IN THE ELECTORAL PROCESS, AND, IN CONNECTION THEREWITH, REDUCING THE MINIMUM DURATIONAL REQUIREMENT FOR AN ELECTOR TO QUALIFY AS A STATE RESIDENT, ALLOWING ELECTORS TO REGISTER TO VOTE THROUGH ELECTION DAY, REPEALING THE CATEGORY OF VOTER INACTIVITY TRIGGERED BY AN ELECTOR'S FAILURE TO VOTE, REQUIRING MAIL BALLOTS TO BE SENT TO ACTIVE ELECTORS FOR ELECTIONS CONDUCTED UNDER THE "UNIFORM ELECTION CODE OF 1992", AND REPLACING POLLING PLACES WITH VOTER SERVICE AND POLLING CENTERS AND BALLOT DROP-OFF LOCATIONS FOR MAIL BALLOT ELECTIONS.

Fiscal Impact Summary	FY 2013-2014	FY 2014-2015
State Revenue		
State Expenditures Cash Funds Department of State Cash Fund	$1,317,181	$250,527
FTE Position Change	4.0 FTE	3.2 FTE
Effective Date: Upon signature of the Governor, or upon becoming law without his signature, except that Sections 13 and 14 only take effect if House Bill 13-1135 does not become law.		
Appropriation Summary for FY 2013-2014: See State Appropriations section.		
Local Government Impact: See Local Government Impact section.		

The fiscal note has been revised to reflect input from the Governor's Office of Information Technology on IT contracting rates. Data sharing costs in other departments are also considered in this revised fiscal note. Lastly, local government savings have been clarified by separating operational and capital expenditures.

Summary of Legislation

The *reengrossed bill* makes numerous changes in election and voter registration processes in Colorado. Key changes under the bill are highlighted below.

Mail ballot elections. Under the bill, all general, primary, odd-year, coordinated, presidential, special legislative, recall, and congressional vacancy elections are to be conducted as mail ballot elections. In these elections, county clerks are required to mail a ballot to all active

registered voters. Voters have the option of returning the ballot by mail, dropping the mail ballot off at a voter service and polling center (voter service centers), or casting a ballot in person at the voter service center. Permanent mail-in ballot status is removed from statute, as it is no longer required because all active voters receive a mail ballot in elections under the bill.

Voter service and polling centers. County clerks are required to operate voter service centers in all elections under the bill. Precinct polling places are eliminated. Voter service centers must be open for at least 15 days prior to and including election day (Sundays excluded) and must have the ability to:

- register a person to vote;
- allow a voter to cast a ballot, including a provisional ballot;
- accept mail ballots deposited by electors;
- allow a registered voter to update his or her address;
- allow a registered voter to update his or her name, if legally changed;
- allow an unaffiliated voter to affiliate with a political party and cast a ballot in a primary election;
- access the statewide voter registration database (SCORE) through a secure computer connection, except that counties with less than 25,000 registered voters may, upon demonstrating hardship, seek approval from the Secretary of State of a plan to access SCORE and conduct real-time verification of voter eligibility by telephone or other means;
- provide mail ballots to requesting voters; and
- provide original and replacement ballots.

Voter service centers serve all voters in the county regardless of their location in the county. In addition, the bill specifies the number and type of ballot drop off locations that large counties must offer separately from voter service centers. County clerks are required to establish a minimum number of voter service centers in their county for the early voting period and on election day, as outlined below:

- 1 voter service center during early voting and on election day in counties with less than 10,000 active voters;
- 1 voter service center during early voting and 3 voter service centers on election day in counties with between 10,000 and 25,000 active voters; and
- 1 voter service center for every 30,000 active voters during early voting and 1 voter service center for every 15,000 active voters on election day in counties with more than 25,000 active voters, with a minimum of 3 voter service centers on election day.

Voter registration. Under current law, voter registration may occur no later than 29 days before an election. The bill make numerous changes to voter registration, including allowing voters to:

- register by mail or through a voter registration agency or voter registration drive up to 22 days before an election;

- register online through the Secretary of State website up to 8 days before an election;
- register in person at a county clerk's office, when registrations are permitted; and
- register at a voter service center up to and including election day.

Residency. Under current law, a voter must have lived in both the state and the precinct where he or she intends to vote for at least 30 days. The bill eliminates the time period that a voter must reside in a precinct to register to vote, and reduces the time required for state residency to 22 days.

Inactive voter status for failure to vote. The bill eliminates the status of "Inactive - Failed to Vote" (I-FTV) and shifts all voters with this status to active status. As a result, these voters will receive a mail ballot in future elections.

Voter communication. The bill permits county clerks, with voter permission, to send certain election-related communications to voters electronically. Ballots and confirmation cards may not be sent electronically.

Voter verification and data sharing. The bill requires the Secretary of State to conduct a National Change of Address (NCOA) database search on all registered voters in the SCORE database, and to transmit the results monthly to county clerks. Currently, the Secretary of State conducts this type of search quarterly. The bill specifies the procedures for county clerks to confirm the address of voters flagged through the search as possibly having moved. In addition, the Secretary of State is required to enter into data sharing agreements with the Department of Public Health and Environment (DPHE) and the Department of Corrections (DOC) to cross-check persons registering to vote with death records and felon lists, respectively.

Election commission. The bill creates the Voter Access and Modernized Elections Commission (commission) to evaluate the implementation of this bill and conduct other evaluations and assessments. Commission members must be appointed by June 1, 2013, and members serve two-year terms. Members serve without compensation, but are entitled to be reimbursed for reasonable expenses. The Secretary of State is required to support the commission in completing its duties. The commission is required to hold its first meeting no later than June 15, 2013, and all meetings are open to the public. The commission consists of the following 11 members, or their designees:

- the Secretary of State;
- the chief information officer from the Governor's Office of Information Technology;
- 2 members of the General Assembly of different political parties from the Joint Technology Committee of the General Assembly, if the committee is created by House Bill 13-1079, or otherwise 2 members from the House or Senate State, Veterans, and Military Affairs Committees, as appointed by the committees;
- 2 representatives of different political parties from the Colorado County Clerks Association, with 1 member from a county with more than 25,000 voters and 1 member from a county with fewer than 25,000 voters;

- a person representing the interests of persons with disabilities, appointed by the Secretary of State;
- 2 persons with expertise on voting rights, appointed by the Governor; and
- 2 persons representing a major political party, as appointed by the chairperson of each parties.

The commission is required to prepare and present the following reports to the State, Veterans, and Military Affairs Committees of the General Assembly:

- by *July 15, 2013*, an independent needs assessment that examines the current state of voting and registration system technology, including SCORE and the online voter registration system;
- by *September 2, 2013*, an independent needs assessment that examines the current state of technology pertaining to voting systems, the certification of voting systems, and the replacement of voting systems, including costs and funding sources;
- by *January 15, 2014*, recommendations generated from the first two assessments and an outline of a process for evaluating the use of technology in the 2014 general election; and
- by *February 16, 2015*, an evaluation of the technology used in the 2014 general election and technical recommendations for the 2016 general election.

State Expenditures

The bill increases costs in the Department of State by $1,317,181 and 4.0 FTE in FY 2013-14 and $250,527 and 3.2 FTE in FY 2014-15. These costs, paid from the Department of State Cash Fund, are summarized in Table 1 and the discussion below.

Table 1. Expenditures Under HB 13-1303		
Cost Components	**FY 2013-14**	**FY 2014-15**
Personal Services	$187,569	$150,487
FTE	4.0	3.2
Operating Expenses and Capital Outlay	22,612	3,040
SCORE Modifications	884,400	0
Other Information Technology Costs	125,600	48,000
National Change of Address Search	14,000	14,000
Commission Member Reimbursement	11,000	11,000
Consulting Services - Assessments	72,000	24,000
TOTAL	**$1,317,181**	**$250,527**

Personal services, operating, and capital outlay expenses. The Secretary of State will require an additional 4.0 FTE in the first year and 3.2 FTE in the second year to implement the changes in the bill at a cost of $187,569 in FY 2013-14 and $150,487 in FY 2014-15 and beyond. Standard operating and capital outlay costs for these staff will be $22,612 in the first year and $3,040 in subsequent years. Specifically, staff is required to:

- update election forms, procedures, and rules and assist the commission (General Professional II - 2.0 FTE in FY 2013-14 and 1.0 FTE in FY 2014-15);
- oversee additional NCOA searches and data sharing with other state departments (Data Analyst III - 1.0 FTE beginning in FY 2013-14);
- review general election mail ballot plans submitted by county clerks (General Professional I - 0.2 FTE beginning in FY 2014-15); and
- provide technical support to counties operating voter service centers to ensure consistent access to SCORE (IT Technician I - 1.0 FTE beginning in FY 2013-14).

SCORE modifications. Changes are required to SCORE, the statewide voter registration database, at a one-time cost of $884,400. These modifications require 6,000 hours of contract programming at a cost of $140 per hour, as well as 600 hours of consultant time for planning, testing, and quality assurance at the standard common policy rate of $74 per hour. The contract programming rate is higher than the common policy rate because of the short time period to procure a vendor and complete the project. For reference, similar IT contracts entered into by the Governor's Office of Information Technology and the Department of State with private vendors have ranged from $120 to $150 per hour.

These system modifications are required to create a new web-based application in SCORE that will allow county election staff at voter service centers, during early voting and on election day, to access the statewide voter registration rolls; register new voters and check voter eligibility; update existing registration information (name, address party affiliation, etc); issue and receive mail ballots and replacement ballots, print ballots on demand, record in-person ballot box voting; and perform other required tasks. In addition, system changes are needed to incorporate multiple voter registration deadlines for different methods of registration, implement the new residency deadline, verify information by accessing state vital records and incarceration records, and update the logic of the system for tracking, receiving, and issuing ballots when voter registration, mail ballot voting, and in-person voting are occurring at the same time.

Other IT costs. The Secretary of State will have costs of $125,600 in FY 2013-14 and $48,000 in FY 2014-15 and beyond for other information technology costs. These costs include a one-time cost of $26,900 for minor modifications to the online voter registration system (400 hours of programming at the standard rate of $74 per hour) to remove the permanent mail-in voter status option, handle applications consistently with the deadlines and dates in the bill, and to allow voters to sign up for electronic communications from county clerks. In addition, system load testing will be required at a cost of $48,000 per test. It is assumed 2 tests will be required in the first year and 1 test per year thereafter to ensure that SCORE can handle the increased number of county users and increased system workload in the peak general election voting environment.

National change of address search. The Secretary of State currently conducts quarterly searches of the NCOA database to identify voters who have moved within or out of the state. This bill requires that NCOA searches be conducted monthly. This change will increase costs to the Secretary of State by $14,000 per year. The current vendor charges $0.0005 per voter to search for the approximately 3.5 million registered voters in Colorado. Currently, costs are $7,000 per year (4 x 3.5 million x $0.0005); under the bill, NCOA costs will be $21,000 (12 x 3.5 million x $0.0005), resulting in a net increase of $14,000 per year.

Reimbursement of commission expenses. The Voter Access and Modernized Elections Commission is assumed to meet 10 times per year in both FY 2013-14 and in FY 2014-15 and members' expenses are estimated at $100 per meeting. Thus, costs for reimbursement of expenses are estimated to be $11,000 per year (11 members x 10 meetings x $100).

Consulting services. The bill requires the commission to submit 4 reports assessing and evaluating election technology and making recommendations. The assessments are also required to be independent. It is assumed that the committee will require expert consultants to assist with these duties. Assuming 400 hours of consultant time is required for each report at a cost of $60 per hour, costs for these reports and evaluations will be $72,000 in FY 2013-14 and $24,000 in FY 2014-15, based on the required timing of the reports.

Data Sharing - Department of Public Health and Environment and Department of Corrections. Implementation of data sharing agreements with the Department of State by the Department of Public Health and Environment and the Department of Corrections will not require additional funding and can be accomplished within existing appropriations. The fiscal note assumes that data sharing on vital records and felon records will be conducted as is currently done, except that records will be added to SCORE on a daily basis during the 15 days prior to, and including, election day.

Expenditures Not Included

Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill. The centrally appropriated costs subject to this policy are summarized in Table 2.

Table 2. Expenditures Not Included Under HB 13-1303*		
Cost Components	FY 2013-14	FY 2014-15
Employee Insurance (Health, Life, Dental, and Short-term Disability)	$26,815	$21,453
Supplemental Employee Retirement Payments	11,513	10,450
TOTAL	$38,328	$31,903

More information is available at: http://colorado.gov/fiscalnotes

Local Government Impact

The bill is expected to reduce the cost of conducting elections in most counties. While costs for county clerks may increase in some areas, savings are expected in others. Potential costs and savings depend on a variety of county-specific factors such as county size, population, current voting equipment replacement cycle, availability of public buildings for election purposes, and the number of early voting centers currently offered. **Potential savings** under the bill, among other things, include:

- reduced costs for staffing, supplies, and voting equipment purchases from the elimination of precinct polling places;
- fewer provisional ballots, which will save staff and election judge time and processing costs;
- consolidated and eliminated mailing to registered voters prior to and after elections and the option for voters to receive certain notices electronically; and
- reduced transportation costs for moving voting equipment and staff to and from precinct polling places.

Potential costs for county clerks under the bill include:

- additional printing and postage to mail ballots to all active voters, including voters who are currently classified as "Inactive - Failed to Vote;"
- internet connectivity to ensure consistent access to SCORE at voter service centers during early voting and on election day;
- additional rental costs if public buildings are not available for use as voter service centers; and
- increased number of voter service centers for some counties that offer a limited number under current law.

Nine counties submitted information on anticipated costs and savings for this fiscal note. **Total statewide savings for counties in the 2013 and 2014 elections are estimated to be at least $4.9 million over the two-year period.** The anticipated operating and capital savings are discussed below.

Operational savings in 2014 election. Savings in large counties ranged from about $400,000 to $520,000 for the 2014 election. One large county reported additional costs of about $700,000. Operational savings in 2014 ranged from $25,000 to $90,000 in medium-sized counties and from $8,000 to $10,000 in small counties. Extrapolating this sample of 9 counties by population, **total operational saving statewide for counties are expected to be at least $1.5 million in the 2014 election.** However, because the sample is small and not necessarily representative of all counties, the probable range of county savings statewide may differ from this amount, likely in the range of $1 million to $4 million per year. Operational costs and savings under the bill are assumed to be lower in off-year elections and higher in presidential election years.

Equipment savings. In addition, many counties are expected to have capital savings as a result of shifting to mail ballot elections with voter service centers. This shift will allow counties to forego replacing voting equipment, ballot drop boxes, and other durable items used in precinct polling places. Because counties' replacement cycles vary, savings on equipment purchases will likely be staggered over the next several years as the useful life of existing equipment ends and would have needed to be replaced under current law. For example, one large county reports more than $2.9 million in equipment savings in the next election cycle. Medium-sized counties reported equipment savings of between $100,000 and $200,000 dollars and small counties report equipment savings of between $30,000 and $60,000. Because of the varied replacement schedule and small sample of reporting counties, the statewide total for capital equipment savings cannot be estimated at this time. **However, the 9 counties providing responses reported total equipment-related savings of $3.4 million for the 2013-2014 election cycle.**

Departmental Difference

The Department of State estimates that the costs of the bill will be $1,506,198 and 5.3 FTE in FY 2013-14 and $368,744 and 4.7 FTE in FY 2014-15. The Department of State cost estimate in FY 2013-14 includes the following:

- $969,400 for SCORE modifications (6,240 hours of contract programming at $148 per hour and 600 hours at $74 per hour);
- $125,600 for other IT costs, including modifying the online voter registration system and twice yearly load testing for SCORE;
- $273,586 for personal services and $14,375 for operating and capital outlay expenses for 5.3 FTE, including an ongoing SCORE developer;
- $9,277 for commission expenses;
- $100,000 for assessments and evaluations; and
- $13,960 for monthly NCOA searches.

The fiscal note indicates costs of $1,317,181 and 4.0 FTE in FY 2013-14 and $250,527 and 3.2 FTE in FY 2014-15, and does not include all the costs indicated in the Department of State's estimate for several reasons. First, the fiscal note includes a lower rate ($140/hour) than the Department of State ($148/hour) for SCORE modification. In the event that total project costs are higher than indicated in the fiscal note, this can be addressed through a supplemental budget request to increase spending authority from the Department of State Cash Fund, after more information on the project scope and hourly rate have been established.

Further, the fiscal note concludes that existing staff will support SCORE after the modifications have been made, and that any additional need for ongoing development work is more appropriately addressed through the annual budget process rather than in this bill. In addition, the fiscal note assumes that after the first year, one load test per year ($48,000 per test) is sufficient. Lastly, the fiscal note has other minor differences with the Department of State's estimate concerning the amount of legal/policy staff, the application of common policies, assumptions on election commission meetings and expenses, and the timing of commission reports.

State Appropriations

Based on this revised fiscal note, for FY 2013-14, the reengrossed bill requires an appropriation of $1,317,181 to the Department of State from the Department of State Cash Fund and an allocation of 4.0 FTE.

Currently, the reengrossed bill includes an appropriation of $1,029,181 to the Department of State from the Department of State Cash Fund and an allocation of 4.0 FTE.

Departments Contacted

State   Corrections   Public Health and Environment
Revenue   County Clerks

Interview Notes
Conducted by Paul Craft and Kathleen McGregor
6-10-13 3:45PM
Follow-up discussion 6/12/13 8AM

Trevor Timmons
Chief Information Officer
Colorado Department of State
1700 Broadway
Denver, Colorado 80290
Phone Main 303-894-2200
███████████████

Subject, concerns about and history, and future development of the SCORE System.

End of April 2014 or sixty days before the 2014 Primary election is Mr. Timmons' New System Target date for modifications and development to be used in the 2014 election cycle. This is based on both project time lines and the time required for training by counties.

The fiscal notes for HB 13-1302 were prepared by technical and line-of-business staff at the department and Mr. Timmons presented and supported those fiscal notes to analysts and in committee hearings. Those notes were based on a redesign of the system using a secure web application. A portion of the fiscal note estimate was based on several thousand hours of programmer time. Because the staffing would have to be highly skilled, and recruited very quickly for a very short project, he used $150 as the estimated cost per hour for that work.

His rationale for a re-design is that scaling up the current system would require a substantial investment in old technology. Currently the Department has 1000 Citrix licenses for users at a cost of approximately $50,000 per year. During peak election times the need for licenses exceeds the 1000 by a few hundred. Thus far Citrix has generously allowed the use of evaluation licenses at no charge to bridge the gap. The department has also been able to temporarily add servers from other state agencies to handle the additional user activity at no cost. Mr. Timmons estimates that under the requirements of HB 13-1302, Citrix license needs would increase by 3,000 *(conservatively)* or more based on historical usage patterns in general elections. That will be a very large initial capital cost and continuing annual license expense. There will also be investment in infrastructure to support the increase in users. Accordingly, he strongly recommends investment in a redesign of the system using modern development tools and a secure web application approach.

He sees the major changes required by HB 13-1302 to be:

> The change of mailing ballots to everyone, which he believes is very possible using the current SCORE system and is the least impactful of the changes.

> Moving the registration deadline up to Election Day.

Changing from a county-based electronic poll book to a state-based electronic poll book.

Moving Election Day point-of-voting activity from the task of "Voter check-in" to adding new voters with the data validation required for that function.

Increased and changing throughput needs by requiring every county to implement service centers with electronic poll books in use. Two-thirds of the counties in the state have never run vote center elections before *(and he believes vote centers are the best comparison for running HB1303 service centers on Election Day)* and he is concerned about their preparedness to do so.

He identified and provided technical documents including:

Statewide Colorado Registration and Election (SCORE) Assessment - Program Assessment for the Colorado Department of State prepared December 19, 2008

SCORE Feasibility Assessment prepared February 25, 2008

Request For Proposal #DOS-SCORE-0001 April 1, 2013 which seeks contractors to provide operational support for the SCORE system and provides us with recent documentation of the system.

Follow-up discussion:

We discussed the issue of possible changes to the Citrix application for the November 2013 elections.

Mr. Timmons believes, based on hearing testimony and conversation, that user testing for use of these two modules has been underway by counties including particularly Denver County. He believes that they are developing and testing written procedures for use of the system in 2013.

Mr. Timmons said that maintenance upgrades to the system are released Quarterly except there are code freezes after the second quarter upgrade in even years. Third quarter upgrades are still worked by the development staff but are not released.

He hopes that current infrastructure and Citrix licensing is sufficient to carry the state through fall 2013 elections since participation is generally lower than in even years.

He said that if modifications are needed to the user interfaces for the Citrix applications those changes must be completed by the first part of September 2013. Accordingly code changes to implement those changes must be completed by the first part of August 2013 to allow for internal quality assurance testing and user acceptance testing cycles.

He cautioned that any changes to the Citrix modules must be high value changes and should be limited to user interface screens with the aim of closing off unneeded paths and reducing reliance on windows functions such as cut and paste.

Freeman, Craft, McGregor Group
Teleconference with Colorado County Clerk and Recorders and Staff
Identified as Tier 1 Counties

1:00PM to 2:35PM MDT, June 18, 2013

Subject: Needs under HB 13-1303 for the SCORE System and the online voter registration system.

Attendance

FCMG:
Steve Freeman
Paul Craft
Kate McGregor

Counties:
Douglas
Weld
Jefferson
Larimer
Pueblo
Mesa
Boulder
Arapaho
El Paso
Denver

The following needs and issues were discussed:

Among the larger counties there appears to be a consensus regarding the needs for 2013, but some disagreement on needs for 2014.

Among the changes being made to SCORE modules for 2013, the activation of the Issue Paper button is understood but the inactivation of the Carry button is not understood and needs clarification or reconsideration.

We were advised that the system did crash on Election Day in 2010. There needs to be consistent load testing on the system. Load testing is critical.

The procedures used by the counties in the 2013 election and beyond are contingent on the upcoming rule promulgation by the Secretary of State.

The recall election in Senate District 11 may accelerate the need for system changes to a date prior to November.

There is a need for counties to be able to pull e-mail addresses out of SCORE for those voters opting in to e-mail correspondence, in an efficient manner.

When a voter does not have, or does not produce, a driver's license or state ID, the ability to instantly validate Social Security Numbers is critical. An instant check through the Social Security database to validate the last four of the SS Number is desirable. The possibility that this may be a function that the Social Security Administration either cannot or will not support was discussed. There may be privacy and security issues, but there may be a process for performing such checks through the driver's license group at CDOR. At least one county felt that being able to perform this check for same day registration and voting was going to be necessary. At least one other county disagreed or thought it was not a high priority. We agree that the possibility needs to be explored.

There is a need to eliminate the gap between the functionality of the system and the business processes.

There needs to be a prioritized list of changes or needs.

The business process will be discussed at the upcoming conference of the Clerks and Recorders.

There is a need for a statewide poll book or voter registration list so voters can be checked in if the system goes down. Currently, many counties maintain a complete list of voters at each voting location.

There is concern about keeping the backbone of the system but rebuilding the application used in the voter service center It is perceived as being high risk.

Concerns were raised as to whether conversion to a web application is the best approach. This needs to be clarified.

There was discussion as to whether Cloud technology had been considered and whether it would be less expensive and appropriate.

There is a need to consider redundancy, perhaps in the form of a local database, in case the system goes down. Using e-poll books loaded with a local database of all voters was discussed. (Comment: how much data would be needed to give each location a list of all active and inactive voters and associated data sufficient to allow them to service those voters with the system down and allow new voters to vote a provisional ballot? This would also have to include a street segment database and the relationship to ballot styles to issue the correct ballot.)

Concerns were expressed regarding connectivity and the need to provide a back up poll-book or poll book functions. There were also concerns about redundancy, included connectivity.

We were reminded that redundancy and connectivity are going to be issues for 2013 as well as 2014.

The counties would like the user interface to be very user friendly by the 2014 election. This makes training easier and the process less prone to errors, so less need for support is required.

Last year (2012) the state had a backup pipe. (Connection)

Residency date verses registration date must be properly handled.

During the Mock Election, counties plan to change the last date for registration to Election Day. That makes it cleaner and easier. Residency is currently outside of SCORE and is part of the Clerk's business process.

Bringing the residency process into SCORE is not part of HB-1303 and is, perhaps, a want rather than a need but it could be considered a need for Election Day Registration

The system needs to provide a simple provisional ballot lookup where the proper ballot style for provisional ballot voters can be determined quickly and easily.

In addition to an address lookup for provisional ballots, a process for recording provisionals in SCORE may be desirable. The automatic locator is valuable, particularly to provisional ballot judges. It allows them to simply enter an address and, through the lookup function, process the provisional ballot.

Pueblo developed a database for Mill…(?)

It was mentioned that Amber was meeting with Hilary Rudy on NCOA.

There is a need for bar coding lists.

The data developers need to establish queries and processes to deal with inconsistencies in the NCOA data. The data obtained and used through NCOA must be correct and efficient.

The counties expressed a desire for the ability to swipe the mag strip or read the bar code on driver's licenses to automate the check in, eliminate data entry errors and speed up the process.

If mag card swipers are to be purchased, there is a general consensus that the state should pay for them.

It is our understanding that counties pay the hardware costs, but there is a grant program for counties that cannot afford new equipment.

A bigger question rests with the funding of elections. The state reimburses counties for election expenses but is is not transactional. There is a policy question. What kind of hardware will be needed who will pay for it and what will it be.

On the Uniform Voting System Side, create a catalog of services.

The SCORE system is viewed as the first piece of a new uniform election system.

Special districts and municipalities have issues that must be cleaned up by the next legislature.

There are conflicts in residency requirements resulting from the fact that Title 1 has not been rewritten in 25 years.

Special districts are not required to conduct their elections under HAVA, and HB-1303 attempted to keep them under Title 8. A move to observing a statewide residency standard would probably have to originate from the special districts and municipalities.

There is a want to bring special districts into SCORE and, perhaps, a need to design the system with an eye towards that possibility.

IT security for SCORE. CDOS recently required county users to go through OIT training. Do SCORE end users also take it?
It is unclear whether OIT standards have been adopted by CDOS.

Security requirements must be reasonable and feasible. Some of the OIT standards simply cannot be met by the counties. One example is a firewall requirement that at least one county could not meet due to conflicts with their already existing county-wide protocols.

Counties can, and are willing, follow whatever security procedures are defined. They just need to have the procedures defined.

By the 2014 election, the reporting engine must be more flexible. There is a call for more capability for custom reports. Most of the parts that needed to conduct an election are readily available on demand, but some have to be scheduled. Counties also need to be able to run reports as an export. Scheduled reports should just go automatically to the FTP sites.

There needs to be more capability to get reports without manual intervention. Counties should be able to run any or all reports without having to go through the state.

There should be a good way to capture the data assessing the numbers of voter assistance centers.

Trent is not sure what logic reports are based upon.

The SCORE Advisory Board has been disbanded and needs to be put back into place.

The counties were advised that, at least on a temporary basis, a subcommittee of the commission had been set up to take the place of the SCORE Advisory Board.

Freeman, Craft, McGregor Group
Teleconference with Colorado County Clerk and Recorders and Staff
Identified as Tier 2 and 3 Counties

9:00AM to 10:30AM MDT, June 20, 2013

Subject: Needs under HB 13-1303 for the SCORE System and the online voter registration system.

Attendance

FCMG:
Steve Freeman
Paul Craft

Counties:
Morgan
Delta
Chaffee- Invited but not able to join
Rio Blanco
Washington
Eagle
La Plata
Montrose

The following needs and issues were discussed:

The system crash in 2010 was due to the system's connectivity being severed by a network upgrade managed outside of the CDOS and not due to any problem related to SCORE. CDOS has addressed this issue by engaging two unrelated ISP providers to furnish two separate data pipes.

State and county officials need to look at the range of disasters that can potentially affect the voter service centers and county offices.

There is a need for comprehensive COOP planning. Many of the smaller counties do not have the resources and staff expertise to independently develop and manage COOP.

Regarding changes discussed by CDOS for the SCORE modules to be used in 2013, counties still see a need for the carry button in order to issue mail ballots to voters who intend to take them away and vote them later.

Voter convenience needs to be considered. Voters should not have to stand in several lines just to cast one ballot.

One county commented that the steps for issuing replacement ballots and those for newly registered voters should result in automatic issuance of a mail ballot without voting.

A good approach to dealing with data received from NCOA needs to be developed. The preference is to work it entirely in SCORE. Sending out mailings from a list is expensive.

There is going to be a session the week of June 24th at the Clerk and Recorder's Conference covering the mechanics of the NCOA process.

Providing a match to Social Security numbers is important to register voters without a driver's license or State ID.

Same day registration for municipal and special district elections remains an issue.

Discussing the numbers of voting service centers, smaller counties will have only small changes over and above their existing office and early voting locations.

There was interest in whether it would be legal to open additional voter service centers, beyond the minimum number required and have the additional centers open for less time than the required centers, perhaps only for the week prior to the election or on election day.

County representatives are of the opinion that counties trying to develop a uniform business process may encounter difficulties because so much will depend on the Secretary's rule making and decisions reached by the Commission.

In addition to the eight days of warning after the deadline, the online voter registration module needs to direct voters where to go in order to register. It is also necessary to close off the ability to register through the system until after the election.

There are ongoing concerns regarding the reliability of handling connectivity and the requirements for secure access on Election Day.

Group plans for COOP need to be more thoroughly developed. One county recently had all county operated computers go down for a full day.

Most of the small counties do not have a dedicated IT person.

Speed and connectivity are major concerns.

Even if there are a relatively small number of new registrants who need to be verified against Social Security numbers, they still need to be verified. One county reported quite a few registrations of voters without Driver's License or State ID during the last election.

Voter service centers should have backup data sets to use in the event of a loss of connectivity. The data should consist of a list of all registered voters in the county and a set of street segment data which can be used to select the proper ballot style for new registrants. At least one county

thought the street segment data should be statewide. and current voter registration data should be county-wide.

Will SCORE support third party poll books? Should it be designed with third party poll books in mind?

The SCORE poll book is not easy to search and its capabilities are very minimal.

The early voting module with the 20 day requirement becomes an enforcement issue when voters misstate their beginning date of residency. This usually appears when the Voter Information Card is mailed after their registration and is retuned as undeliverable. Although there are a number of ways this can occur, including postal system error, the most likely case is that the voter misstated their initial date of residency. There is a need to discuss how to investigate and enforce these occurrences. The Commission must be made aware of this issue, but it also must be handled in the county as a business process. How counties are supposed to investigate these incidents and when it is appropriate to hand them over to the District Attorney may vary depending on the policies and procedures of each District Attorney.

In terms of reporting capabilities, some reports must be cross referenced with other reports in order to obtain the desired information. There is an issue involving reporting replacement ballots and voids and how they appear in reports. One report (12-B) does not show the original ballot number and different sources are required to track it. Ballot reissues resulting from residence changes make it difficult to use the report to track the history of a voter and ballots previously issued to them.

There is a need for DL bar code and mag stripe readers for data entry.

The counties were informed that there is a new committee under the Commission and the members are the former members of the SCORE Advisory Board.