

COLORADO GENERAL ASSEMBLY

JOINT BUDGET COMMITTEE



FY 2008-09 STAFF BUDGET BRIEFING DEPARTMENT OF STATE

JBC Working Document - Subject to Change

Staff Recommendation Does Not Represent Committee Decision

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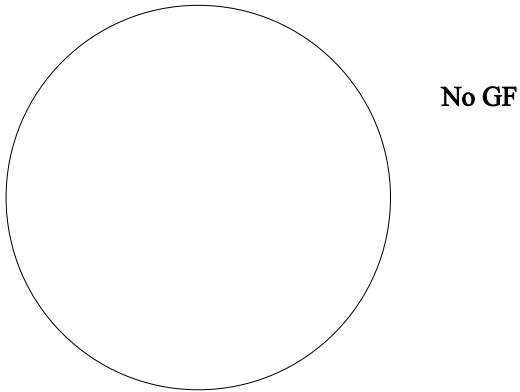
FY 2008-09 Joint Budget Committee Staff Budget Briefing
DEPARTMENT OF STATE

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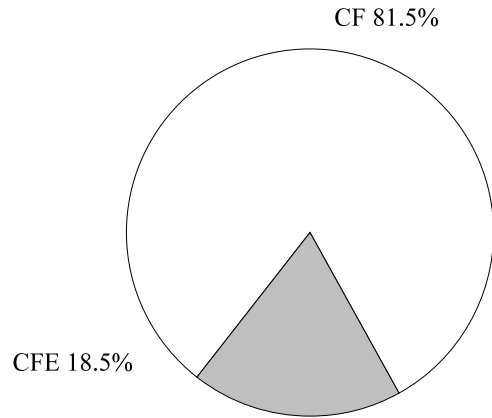
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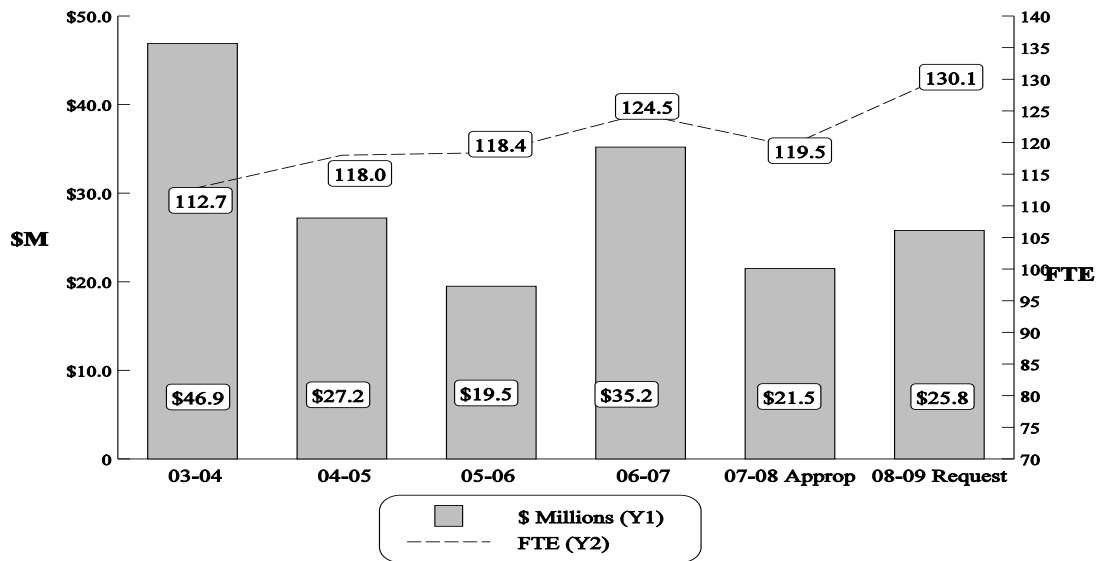
**Share of State General Fund
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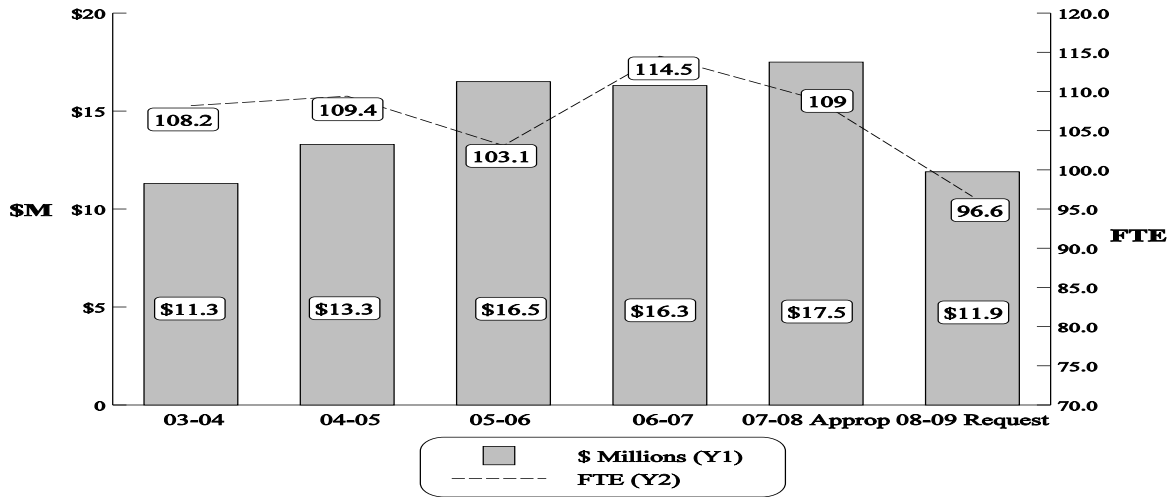
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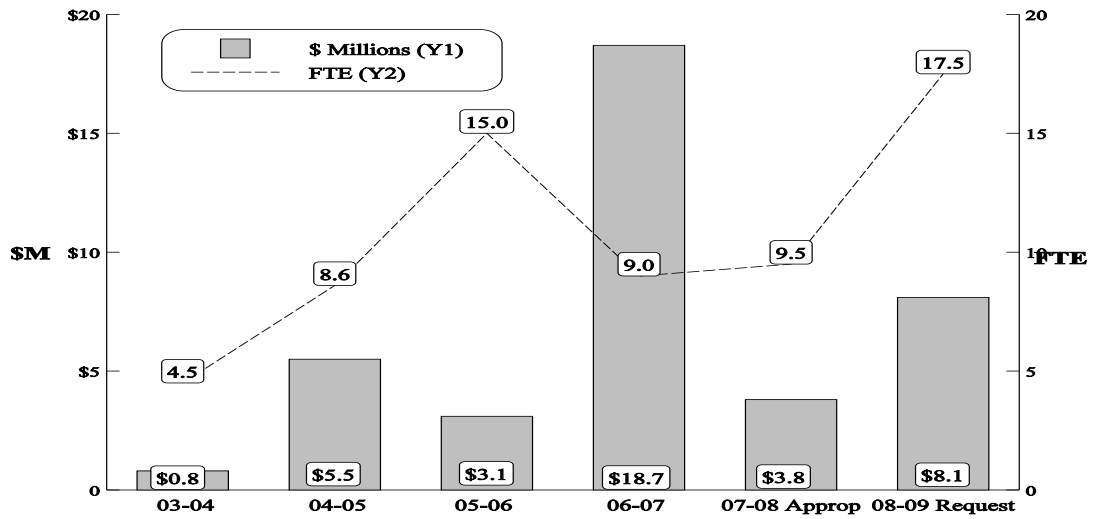
Budget History



Budget History of the Department's Cash-Funded Activities



Budget History of HAVA Expenditures



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Department Overview

Key Responsibilities

Elections

- ▶ Administers statewide statutory provisions that relate to elections
- ▶ Certifies voting equipment
- ▶ Oversees the requirements of the Help America Vote Act (HAVA)
- ▶ Collects, stores and provides public access to disclosure statements filed by public officials and lobbyists under Colorado's Sunshine Law and Fair Campaign Practices Act. Administers related laws.

Business

- ▶ Collects, maintains and provides public access to business filings such as annual reports, articles of incorporation, liens and other documents filed by for-profit and not-for-profit businesses under the Corporation and Association laws and the Uniform Commercial Code. Administers related laws.
- ▶ Collects, stores and provides public access to reports and other documents filed under the Bingo and Raffles charitable gaming laws and the Charitable Solicitations Act. Licenses entities that engage in charitable gaming and enforces related laws.
- ▶ Regulates notaries public and administers related laws.

Administrative

- ▶ Compiles, publishes, and makes available online the Code of Colorado Regulations and the Colorado Register.

Technology

- ▶ Manages the state disaster recovery data facility known as Enterprise Facility for Readiness/Response/Recovery and Transition Services (e-FORT).
- ▶ Implements and maintains the computerized statewide voter registration system

Factors Driving the Budget

Revenue from Business Filings

With the exception of federal funds that the state received to administer the Help America Vote Act, the Department is cash funded. The primary cash fund is the Department of State Cash Fund, which earns revenue from fees charged for business-entity filings such as articles of incorporation and articles of organization, annual reports, and Uniform Commercial Code (UCC) filings. The Business Division's filing fees contribute to approximately 95% of the Department's revenue.

Election-Related Expenditures

Many of the Department's election-related expenditures are not expressly labeled as such in the Long Bill. Instead they are contained in such lines as Personal Services, Operating Expenses, and Legal Services. Only two lines in the Long Bill, Initiative and Referendum and Local Election Reimbursement, pertain solely to elections. The Initiative and Referendum line funds duties such as verifying signatures on initiative petitions. During odd years the initiatives are limited to TABOR-related matters, but during even years there are no restrictions on the type of initiatives on the ballot. Under the Local Election Reimbursement program, the Department reimburses counties for some of the costs related to statewide ballot initiatives.

Over the past several years there has been increasing scrutiny surrounding election activities, especially on the security and reliability of electronic voting equipment. A 2006 court order required the state to recertify its voting systems, and the recertification process required additional state expenditures. Funding has also increased for legal services for the Department to address associated lawsuits. The following table shows funding levels for these items in recent years. The Initiative and Referendum row reflects the spending fluctuation that occurs between the even- and odd-year elections.

Election-Related Expenditures

	FY 04-05 Actual	FY 05-06 Actual	FY 06-07 Actual.	FY 07-08 Approp	FY 08-09 Request
Local Election Reimbursement	\$867,393	\$867,393	\$1,681,178	\$1,729,923	\$1,729,923
Initiative and Referendum	33,063	83,417	200,000	50,000	200,000
Legal	\$242,670	\$163,392	\$116,903	\$176,903	\$244,950
Total	\$1,143,126	\$1,114,202	\$1,998,081	\$1,956,826	\$2,174,873

Information Technology Services

Information Technology Services supports the core technology operations at the Department. The Department continues to move toward an electronic government model of delivering services, and businesses, public officials, charitable solicitors, and others may file many of their documents online. The Division also serves as the managing partner for the state's enterprise disaster recovery facility, known as e-FORT. It is also responsible for implementing the federally mandated centralized, computerized statewide voter registration system, known as the State of Colorado Registration and Elections (SCORE) system. SCORE is currently being piloted in nine counties and will be fully implemented for the 2008 elections.

Information Technology Expenditures

	FY 04-05 Actual	FY 05-06 Actual	FY 06-07 Actual	FY 07-08 Approp	FY 08-09 Request
IT Division Total	\$5,740,013	\$7,656,412	\$6,430,708	\$6,700,704	\$7,477,281
IT Division FTE	22.3	29.5	32.0	29.0	31.1

Help America Vote Act Program

The federal Help America Vote Act of 2002 (HAVA) required the state to replace outdated voting technology, to ensure accessibility for disabled voters, and to institute a statewide voter registration system. House Bill 03-1356 established the Federal Elections Assistance Fund to receive \$43.4 million of federal HAVA grants and appropriated \$1.8 million from the Department of State Cash Fund as the state's matching contribution. The state does not anticipate additional federal funding, and HAVA funds are expected to be exhausted by 2011. The following table shows recent expenditures and appropriations; HAVA funds are not subject to legislative authority and thus appropriations are shown in the Long Bill for informational purposes only.

HAVA Expenditures

	FY 03-04 Actual	FY 04-05 Actual	FY 05-06 Actual	FY 06-07 Actual	FY 07-08 Approp	FY 08-09 Request
Program Expenditures	\$801,394	\$5,497,564	\$3,032,976	\$18,760,700	\$3,810,214	\$8,003,934
FTE	4.5	8.6	15.0	9.0	9.5	17.5

Summary of Major Legislation

- ❑ **S.B. 07-83: (Tupa/Weissmann) Technical Changes to Election Laws.** Makes a variety of technical changes in Colorado election law. Certain infractions that were previously misdemeanors and referred to district attorneys are now handled as administrative matters by the Department of State. Appropriates \$82,332 and 1.0 FTE to the Department of State to investigate infractions that can no longer be referred, and appropriates \$11,860 to the Department of Law for the provision of additional legal services to the Department of State.
- ❑ **S.B. 07-259: (Gordon/Carroll) Campaign Finance Report Filing.** Requires the Secretary of State to develop and implement improvements to the Department's website to improve the public's ability to search, download, and analyze campaign finance information. Appropriates \$86,679 and 1.0 FTE to the Department of State for FY 2007-08 for the project.
- ❑ **H.B. 07-1350: (Romanoff/Tupa) Address Confidentiality Program.** Requires the Secretary of State to create an address confidentiality program that may be used by victims of domestic violence, a sexual offense, or stalking. Appropriates \$109,789 and 1.5 FTE for the creation of the program. Requires a post-enactment review after two years.
- ❑ **S.B. 06-170: (Gordon/Buescher) Elections.** Increases the reimbursement to counties for the cost of conducting elections that include state measures and allows the Secretary of State to include this reimbursement when setting fees.
- ❑ **S.B. 05-198: (Gordon/Madden) Conduct of Elections and S.B. 05-206 (Tupa/White) Blue Ribbon Election Panel Proposals.** These identical acts require that there be a paper record of all votes cast, regulate voter registration drives, modify laws governing provisional ballots, require local election officials to be trained and certified by the Secretary of State, make changes to the election calendar, add new types of identification that voters may show to vote, and allow emergency voter registration.
- ❑ **S.B. 04-231: (Owen/White) Department of State Electronic Filing and Access.** Authorizes the Secretary of State to require that certain filings be made electronically. Allows the Secretary of State to designate electronic access as the sole means of public access to certain information.
- ❑ **H.B. 04-1227: (Sinclair/Lamborn) Test and Certify Voting Systems.** Requires the Secretary of state to test and certify voting systems before they can be used in the state.
- ❑ **H.B. 03-1356: (Fairbank/Sandoval): Help America Vote Act.** Implements the federal Help America Vote Act of 2002 (HAVA) in Colorado. Requires the Secretary of State to establish and maintain a centralized statewide voter registration system by January 1, 2006. Establishes the Federal Elections Assistance Fund, administered by the Secretary of State, to implement HAVA and to receive federal moneys under the provisions of the federal legislation.

Major Funding Changes FY 2006-07 to FY 2007-08

Description	CF	CFE	FF	Total	FTE
Salary and Benefit Adjustment	\$423,116	\$28,957	\$0	\$452,073	0.0
Payments to Other Agencies	231,390	29,507	10,594	271,491	0.0
SB 07-1350 (Address Confidentiality)	109,789	0	0	109,789	1.5
SB 07-259	86,679	0	0	86,679	1.0
SB 07-083 Technical changes to elections law	82,332	0	0	\$82,332	1.0
Master List Distribution Contract	(80,000)	0	0	(80,000)	0.0
Initiative and Referendum	(150,000)	0	0	(150,000)	0.0
IT Asset Management and Hardware Maintenance	(219,075)	0	0	(219,075)	0.0
Eliminate One-Time Funding	(469,424)	0	0	(469,424)	0.0
Electronic Filing to Counties	(1,500,000)	0	0	(1,500,000)	0.0
Other	44,586	(163,617)	0	(119,031)	(2.5)
Subtotal	(\$1,440,607)	(\$134,110)	\$10,594	(\$1,564,123)	1.0
HAVA	\$0	(\$4,939,786)	\$100,000	(\$4,839,786)	(1.5)
Net Change	(\$1,440,607)	(\$5,073,896)	\$110,594	(\$6,403,909)	(0.5)

Funding Changes Highlights:

- The appropriation eliminates \$1.5 million in cash funds for grants to counties to assist them to implement electronic filings. Revenue that funded these grants is now retained directly by the County Clerks and Recorders.
- The appropriation makes adjustments for prior year special bills and decision items. Several special bills require limited-time spending to modify the Department's IT systems that are used for electronic filings, but the modifications are expected to result in subsequent savings.
- The appropriation restructures the Information Technology Services Division's budget. The Department operates the statewide IT disaster recovery facility (e-FOR³T). A new group of line items that allow the expenses associated with this facility to be tracked separately has been added to the budget for the Information Technology Services Division.

**FY 2008-09 Joint Budget Committee Staff Budget Briefing
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Decision Items**

Priority	Division: Description <i>[Statutory Authority]</i>	GF	CF <i>[Source]</i>	CFE	TOTAL	FTE
1	<p>Replace Cash Funds with General Funds to Support Elections The Department currently funds elections and election-related activities using Cash Funds from the Department of State Cash Fund. The Department's request is to replace the cash funds with General Funds to support activities such as the initiative and referendum process, elections, local election reimbursement, and to replace the oversight of voter registration.</p> <p><i>[Sections 1-1-107, 24-21-104, and 24-21-104.5, C.R.S.]</i></p>	\$5,767,747	\$0	\$0	\$5,767,747	15.0
2	<p>Compliance with Colorado Information Security Act The Department requests \$767,784 in cash funds to implement the necessary security measures in order to comply with the Colorado Information Security Act. The Department maintains and cross-references important data such as voter information, driver's license records, and credit card data. As the Department continues to move towards e-government, it becomes more important to secure its communication and information resources and to assure the integrity of data.</p> <p><i>[Section 24-37.5-404, C.R.S.]</i></p>	\$0	\$767,784 <i>[Dept. of State Cash Fund]</i>	\$0	\$767,784	2.1
3	<p>Replace the Department's Accounting System The Department's accounting system processes the payments for the registrations and services the office provides. The system is 11 years old and it is becoming increasingly difficult to support its technology. The request is to either purchase a new, off-the-shelf system or to develop a new system within the Department itself.</p> <p><i>[Section 24-21-104, C.R.S.]</i></p>	\$0	\$520,000	\$0	\$520,000	0.0

**FY 2008-09 Joint Budget Committee Staff Budget Briefing
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Decision Items**

Priority	Division: Description <i>[Statutory Authority]</i>	GF	CF <i>[Source]</i>	CFE	TOTAL	FTE
4	<p>Replace Cash Funds with General Funds for Voting System Certification Due to concerns with electronic voting equipment in accordance with the state's certification program, the Department had to implement additional rules and procedures. Statute requires the Department to certify systems and hire staff, but the enacting legislation (HB04-1227) did not appropriate funds for either of these purposes. The Department requests to replace cash funds with general funds to support the voting system certification program.</p> <p><i>[see Sections 1-5-617, 1-5-616, 1-7-514, and 1-5-610, C.R.S.]</i></p>	\$1,026,994	\$0	\$0	\$1,026,994	10.0
Total Prioritized Requests		\$6,794,741	\$1,287,784	\$0	\$8,082,525	27.1

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Overview of Numbers Pages

The following table highlights the changes in the Department's FY 2008-09 request compared with the FY 2007-08 appropriation.

Requested Changes FY 2007-08 to FY 2008-09

Description	GF	CF	CFE	FF	Total	FTE
IT Personal Services (DI#2, DI#3)	\$1,906,820	\$0	\$0	\$0	\$1,906,820	0.0
Local Election Reimbursement	1,729,923	(1,729,923)	0	0	0	0.0
Personal Services	1,179,811	(1,977,661)	0	0	(797,850)	0.5
Administration- Operating	300,762	(300,762)	0	0	0	0.0
IT Operating (DI #1)	214,431	320,462	0	0	534,893	2.1
Initiative and Referendum (DI#1)	200,000	(50,000)	0	0	150,000	0.0
Leased Space	142,400	(118,400)	0	0	24,000	0.0
Legal Services	93,600	(93,600)	0	0	0	0.0
Other	50	(27,182)	(90,693)	0	(90,643)	0.0
Statewide Data Recovery	0	\$474,376	0	0	\$474,376	0.0
Subtotal	\$5,767,797	(\$3,475,508)	\$0	\$0	\$2,265,107	2.6
Help America Vote Act	\$1,026,944	\$0	\$3,266,726	(\$100,000)	\$4,193,670	8.0
Net Change	\$6,794,741	(\$3,475,508)	\$3,176,033	(\$100,000)	\$6,458,777	10.6

	FY 2005-06	FY 2006-07	FY 2007-08	<u>FY 2008-09</u>	Change Request
	Actual	Actual	Appropriation	Request	
DEPARTMENT OF STATE					
Secretary of State - Mike Coffman					
(1) Administration					
Primary Functions: administer election laws; administer public official, lobbyist and business entity filing laws; license notaries public and charitable solicitors; regulate bingo and raffles charitable gaming.					
Personal Services	4,183,239	4,816,557	4,632,295	3,843,752	
FTE	<u>73.9</u>	<u>83.5</u>	<u>81.0</u>	<u>81.5</u>	
General Funds	0	0	0	1,179,811	DI#1, DI#4
FTE	0	0	0	15.0	DI#1, DI#4
Cash Funds	4,158,597	4,813,238	4,560,635	2,582,974	
FTE	73.6	82.5	80.0	65.5	
Cash Funds Exempt	24,642	3,319	71,660	80,967	
FTE	0.3	1.0	1.0	1.0	
Health, Life and Dental	<u>301,018</u>	<u>401,793</u>	<u>478,051</u>	<u>496,143</u>	
Cash Funds	273,969	366,415	478,051	496,143	
Cash Funds Exempt	27,049	35,378	0	0	
Short-term Disability	<u>11,763</u>	<u>6,304</u>	<u>6,764</u>	<u>7,797</u>	
Cash Funds	10,977	5,757	6,764	7,797	
Cash Funds Exempt	786	547	0	0	
Amortization Equalization Disbursement	<u>14,151</u>	<u>54,272</u>	<u>62,440</u>	<u>55,812</u>	
Cash Funds	14,151	50,159	62,440	55,812	
Cash Funds Exempt	0	4,113	0	0	

	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	
	Actual	Actual	Appropriation	Request	Change Request
Salary Survey and Senior Executive Service	<u>161,258</u>	<u>235,212</u>	<u>249,489</u>	<u>226,692</u>	
Cash Funds	151,935	209,640	249,489	226,692	
Cash Funds Exempt	9,323	25,572	0	0	
Performance-Based Pay Awards	<u>0</u>	<u>88,437</u>	<u>98,697</u>	<u>88,644</u>	
Cash Funds	0	78,402	98,697	88,644	
Cash Funds Exempt	0	10,035	0	0	
Workers' Compensation	<u>7,717</u>	<u>4,513</u>	<u>5,503</u>	<u>5,503</u>	
Cash Funds	6,786	4,513	5,503	5,503	
Cash Funds Exempt	931	0	0	0	
Operating Expenses	<u>549,659</u>	<u>589,147</u>	<u>680,386</u>	<u>680,386</u>	
General Funds	0	0	0	300,762	DI#1
Cash Funds	549,659	589,147	680,386	379,624	
Legal Services	<u>108,350</u>	<u>264,785</u>	<u>224,950</u>	<u>224,950</u>	
General Funds	0	0	0	93,600	
Cash Funds	108,350	264,785	224,950	131,350	
Cash Funds Exempt	0	0	0	0	
<i>Hours Equivalent</i>	<i>1,681</i>	<i>4,108</i>	<i>3,319</i>		
Administrative Law Judge Services - CF	109,976	134,277	143,601	143,601	
Purchase of Services from Computer Center - CF	1,166	829	611	611	
Multiuse Network Payments - CF	53,136	474,099	1,735,990	1,735,990	

	<u>FY 2005-06</u>	<u>FY 2006-07</u>	<u>FY 2007-08</u>	<u>FY 2008-09</u>	
	<u>Actual</u>	<u>Actual</u>	<u>Appropriation</u>	<u>Request</u>	<u>Change Request</u>
Payments to Risk Management and Property Funds	<u>6,900</u>	<u>33,365</u>	<u>34,743</u>	<u>34,743</u>	
Cash Funds	6,459	33,365	34,743	34,743	
Cash Funds Exempt	441	0	0	0	
Vehicle Lease Payments - CF	25	2,487	2,487	2,487	
Leased Space	<u>782,033</u>	<u>363,125</u>	<u>621,469</u>	<u>645,469</u>	
General Funds	0	0	0	142,400	DI#1
Cash Funds	782,033	363,125	621,469	503,069	
Cash Funds Exempt	0	0	0	0	
Indirect Cost Assessment	<u>114,860</u>	<u>113,610</u>	<u>165,717</u>	<u>165,717</u>	
Cash Funds	114,860	113,610	165,717	165,717	
Cash Funds Exempt	0	0	0	0	
Discretionary Fund - CF	5,000	4,643	5,000	5,000	
					Request v. Appropriation
TOTAL - ADMINISTRATION	6,410,251	7,587,455	9,148,193	8,363,297	-8.6%
FTE	<u>73.9</u>	<u>83.5</u>	<u>81.0</u>	<u>81.5</u>	
General Funds	0	0	0	1,716,573	
FTE	0.0	0.0	0.0	15.0	
Cash Funds	6,347,079	7,508,491	9,076,533	6,565,757	-27.7%
FTE	73.6	82.5	80.0	65.5	-18.1%
Cash Funds Exempt	63,172	78,964	71,660	80,967	13.0%
FTE	0.3	1.0	1.0	1.0	

	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	
	Actual	Actual	Appropriation	Request	Change Request

(2) Special Purpose

Primary Function: Implement the Help America Vote Act; reimburse counties for elections and ballot initiatives; help clerk and recorders in smaller counties develop electronic filing capabilities; administer the initiative and referendum laws.

Help America Vote Act	3,032,976	18,760,700	3,810,214 a/	8,003,934	
FTE	<u>15.0</u>	<u>9.0</u>	<u>9.5</u>	<u>17.5</u>	
General Funds	0	0	0	1,026,994	
FTE	0.0	0.0	0.0	10.0	
Cash Funds Exempt	2,924,037	18,628,609	3,710,214	6,976,940	
FTE	15.0	9.0	9.5	7.5	
Federal Funds	108,939	132,091	100,000	0	
Local Election Reimbursement	<u>867,393</u>	<u>1,681,178</u>	<u>1,729,923</u>	<u>1,729,923</u>	DI# 1
General Funds	0	0	0	1,729,923	
Cash Funds	867,393	1,681,178	1,729,923	0	
Electronic Filing Grants to Counties - Cash Funds	1,477,613	635,742	0	0	
Initiative and Referendum	<u>83,417</u>	<u>0</u>	<u>50,000</u>	<u>200,000</u>	DI# 1
General Funds	0	0	0	200,000	
Cash Funds	83,417	0	50,000	0	
Master List Distribution Contract - Cash Funds	58,365	58,382	0	0	

	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Change Request
	Actual	Actual	Appropriation	Request	Request v. Appropriation
TOTAL - SPECIAL PURPOSE	5,519,764	21,136,002	5,690,137	9,933,857	74.6%
FTE	<u>15.0</u>	<u>9.0</u>	<u>9.5</u>	<u>17.5</u>	
General Funds	0	0	0	2,956,917	
FTE	0.0	0.0	0.0	10.0	
Cash Funds	2,486,788	2,375,302	1,779,923	0	-100.0%
Cash Funds Exempt	2,924,037	18,628,609	3,810,214	6,976,940	83.1%
FTE	15.0	9.0	9.5	7.5	
Federal Funds	108,939	132,091	100,000	0	-100.0%

a/ These amounts are continuously appropriated from the Federal Election Assistance Fund by Section 1-1.5-106, C.R.S., and are shown for informational purposes only. They reflect the department's actual and anticipated expenditures from the fund.

(3) Information Technology Services

Primary Function: Create and maintain an internet-oriented record system that allows public officials, lobbyists, businesses, charities, and other entities to file a variety of reports and documents online. Provide online access to many of these records. Line items are cash funded from the Department of State Cash fund unless indicated otherwise.

Personal Services	<u>3,225,695</u>	<u>3,934,853</u>	<u>2,987,898</u>	<u>5,215,180</u>	
FTE	29.5	32.0	29.0	34.1	
General Funds	0	0	0	1,906,820	DI#1
Cash Funds	3,225,695	3,934,853	2,987,898	3,308,360	DI#2, DI#3
Operating Expenses	<u>2,626,827</u>	<u>1,290,280</u>	<u>593,158</u>	<u>938,453</u>	
General Funds	0	0	0	214,431	DI#1
Cash Funds	2,626,827	1,290,280	593,158	724,022	DI#2, DI#3
Cash Funds Exempt	0	0	0	0	
Hardware/Software Maintenance - CF	654,401	796,136	925,230	878,230	
Information Technology Asset Management - CF	800,839	409,439	445,418	445,418	
Leased Space- CF			1,749,000		
Statewide Data Recovery- CF				2,223,376	

	FY 2005-06	FY 2006-07	FY 2007-08	<u>FY 2008-09</u>	
	Actual	Actual	Appropriation	Request	Change Request



	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	
	Actual	Actual	Appropriation	Request	Change Request
Data Center Replacement Costs	<u>348,650</u>	<u>0</u>	<u>0</u>	<u>0</u>	
Cash Funds	348,650	0	0	0	
Cash Funds Exempt	0	0	0	0	
					Request v. Appropriation
TOTAL - INFORMATION TECHNOLOGY SERVICES	7,656,412	6,430,708	6,700,704	9,700,657	44.8%
FTE	<u>29.5</u>	<u>32.0</u>	<u>29.0</u>	<u>34.1</u>	
General Funds	0	0	0	2,121,251	
Cash Funds	7,656,412	6,430,708	6,700,704	7,579,406	13.1%
FTE	29.5	32.0	29.0	34.1	
Cash Funds Exempt	0	0	0	0	
					Request v. Appropriation
DEPARTMENT OF STATE TOTALS	19,586,427	35,154,165	21,539,034	27,997,811	30.0%
FTE	<u>118.4</u>	<u>124.5</u>	<u>119.5</u>	<u>133.1</u>	
General Funds	0	0	0	6,794,741	
FTE	0.0	0.0	0.0	25.0	
Cash Funds	16,490,279	16,314,501	17,557,160	14,145,163	-19.4%
FTE	103.1	114.5	109.0	99.6	
Cash Funds Exempt	2,987,209	18,707,573	3,881,874	7,057,907	81.8%
FTE	15.3	10.0	10.5	8.5	
Federal Funds	108,939	132,091	100,000	0	-100.0%
FTE	0.0	0.0	0.0	0.0	

FY 2008-09 Joint Budget Committee Staff Budget Briefing
DEPARTMENT OF STATE
Footnote Update

4) All Departments, Totals-- The General Assembly requests that copies of all reports requested in other footnotes contained in this act be delivered to the Joint Budget Committee and the majority and minority leadership in each house of the General Assembly.

Comment: No footnotes contained in the Long Bill required reports from the Department, thus the Department is in compliance with this footnote.

5) All Departments, Totals -- Every department is requested to submit to the Joint Budget Committee information on the number of additional federal and cash funds exempt FTE associated with any federal grants or private donations that are applied for or received during FY 2007-08. The information should include the number of FTE, the associated costs (such as workers' compensation, health and life benefits, need for additional space, etc.) that are related to the additional FTE, the direct and indirect matching requirements associated with the federal grant or donated funds, the duration of the grant, and a brief description of the program and its goals and objectives.

Comment: The Department of State did not apply for or receive any additional federal grants or private donations that included FTE.

FY 2008-09 Joint Budget Committee Staff Budget Briefing
DEPARTMENT OF STATE
Voting Systems Certification and Elections

ISSUE:

A 2006 court ruling required the Secretary of State to recertify all voting systems in the state according to more stringent requirements. The process is months behind schedule, and this delay is impeding the ability of County Clerks and Recorders to make important decisions that are necessary to successfully conduct a presidential election in 2008. A breakdown in communication and overly prescriptive, unclear statutes are impeding the abilities of the Department of State and the counties to resolve these issues and to adapt to a constantly evolving elections environment.

SUMMARY:

- ❑ Currently, four vendors operate in Colorado, and if just one of them is de-certified, counties could potentially lose millions of dollars. Many counties purchased their equipment within the last two years, and they don't have the funds to replace it. Since the problem would be the outcome of a state certification process, there is a possibility that counties could turn to the state for relief.
- ❑ The ongoing cost of the certification process will only continue to increase as new federal mandates are implemented, vendors update their systems, and national groups continue their movement towards eliminating electronic voting equipment altogether. The 2002 Help America Vote Act (HAVA) placed a greater emphasis on the role and responsibility of state government in the elections process.
- ❑ Elections have become increasingly litigious, and the constant threat of litigation has limited the Department of State's communication with the County Clerks regarding the current certification process. Without necessary information, the Clerks can not plan next year's budget, order equipment, and make the other decisions necessary to run a successful election. Counties are months behind in planning for 2008, and the limited communication has created an environment of anxiety and frustration.
- ❑ Prescriptive and unclear state statutes impede the abilities of both the Department of State and the County Clerks and Recorders to adapt to constantly changing elections rules at both the state and federal level.

RECOMMENDATION:

1. Staff recommends the Committee discuss the possibility of an all-mail ballot election in the event of a system decertification with the Department at the Hearing. This discussion should include:
 - a. The Secretary of State's willingness to pursue this option in the event that a system is decertified
 - b. The elements, both statutory and mechanical, that would be required to prepare for the potential of an all-mail ballot election
2. In the event that any voting systems are decertified, staff recommends that the Joint Budget Committee work with the newly created "Legislative Task Force on Voting Equipment Certification," chaired by Senator Gordon and Representative Balmer. Staff recommends Committee members to work with the Task Force to ensure that counties have the resources they need to overcome their voting system decertification.
3. Colorado has one of the most rigorous and thorough state certification programs in the country. Fewer than 7 states have an official state certification program, and according to several national experts, Colorado has more specified in statute than any other state. Staff recommends that over the long-term, the members of the Committee consider whether the benefit of having a state certification outweighs the costs of the certification process.

DISCUSSION:

Background Information

Elections have historically been administered at the county level, and pursuant to Section 1-1-110, C.R.S., the County Clerk and Recorder is the chief election official for the county. After the 2000 Presidential election exposed problems in the country's electoral system, Congress responded by passing the 2002 Help America Vote Act (HAVA). HAVA mandated a greater role for state government and the state Chief Election Official in an effort to more uniformly and effectively implement federal election laws [see Section 1-1.5-101 (1) (g), C.R.S.]. Pursuant to Section 1-1-107 (1) (e), C.R.S., the Secretary of State is to serve as the Chief Election Official.

HAVA also required that states replace punch-card ballots and lever voting machines, and to expand handicapped accessibility to ensure that all electors can cast their ballots "privately and independently." Many states expanded accessibility through the use of electronic voting equipment, also called Direct Recording Equipment (DRE's). Currently, 34 states use DRE's.¹ Section 1-5-601, C.R.S., authorizes the use of electronic voting systems, and according to Section 1-5-614, C.R.S., "The Secretary of State shall certify electronic and electromechanical voting systems and approve the purchase, installation, and use of such systems by political subdivisions and establish standards for certification."

¹www.electiononline.org

Colorado's counties contracted with four different suppliers of voting equipment. Diebold is used by 15 counties that include 1,001,560 registered voters; Hart InterCivic has contracts with 43 counties with a total of 656,185 registered voters; Sequoia is used by four counties with 771,130 registered voters; and ES&S represents two counties for a total of 422,146 registered voters.

Conroy v. Dennis

The same elections concerns that led to HAVA are also behind the expansion of national advocacy groups that focus on elections-related issues, one of which is whether electronic systems are secure, accurate, and reliable. In 2006, a group filed suit in Colorado to block the use of electronic voting systems, claiming that they have security and reliability flaws. The judge limited the lawsuit to whether the state had adopted sufficient security rules in accordance with Section 1-5-616 (a) - (i), C.R.S. [see *Conroy v. Dennis*, No. 06CV6072 (Denver Dis. Ct.)]. A court order issued September 22, 2006, found that the security rules for DRE's did not comply with state statute. Given the proximity to the upcoming the election, the judge determined that the electronic voting equipment could remain in use with the adoption of additional security precautions.² More significantly, the court order required the Secretary to "promulgate a rule containing minimum security standards for DRE's as required by Section 1-5-616 (1) (g), C.R.S." and "to retest previously certified systems or any new systems, using the revised security standards to be promulgated by the Secretary, prior to the next primary, general or statewide ballot issue, whichever comes first." The Department of State rewrote its voting systems certification requirements, also referred to as Rule 45.

Rule 45

Pursuant to Section 1-1-107 (2) (a), C.R.S., the Secretary of State is authorized to "promulgate, publish, and distribute..... such rules as the Secretary of State finds necessary for the proper administration and enforcement of election laws." The revised Rule 45 includes over 400 tests of a voting system's software (which is elections-specific), hardware (the physical structure) and firmware (the operating instructions for the device). Staff spoke with national vendors³, federal agencies, and national organizations, all of whom agreed that Colorado's voting systems certification requirements are some of the most challenging and thorough in the country.

An important but frequently overlooked component of Rule 45 is that *its requirements comply with state statute* [see Sections 1-5-615 and 1-5-616, C.R.S.]. In other states that certify voting systems, requirements are primarily listed as administrative rules within the Department of State. Staff reviewed the certification requirements in over ten other states and Colorado's statutes were by far the most prescriptive and detailed. The detailed statute made it more difficult for the Department and counties to adapt to the Conroy court ruling.

² The specific guidelines are Elections Rule 43. Pursuant to Section 1-5-616 (5) (a), C.R.S., counties are required to establish written procedures to ensure the accuracy and security of voting and submit them to the Secretary of State for approval.

³The four vendors that operate in Colorado referred staff to their attorneys, who declined to comment.

Recertification Process

The recertification process is comprised of 400 separate requirements that are applied through 1,200 tests. In addition to the Voting Systems Program Director, there are 2 other full time Test Monitors who execute the actual tests and make an initial determination of the test's outcome. Since the results of the certification process will be heavily scrutinized, it was created so that the Test Monitors verify each other's work. The Department used a technical temp agency to attain ten temporary employees with technical testing backgrounds such as experience testing computers and satellites, etc. Two of them work parallel to the Test Monitors and the remaining eight contribute to the process in various ways.

Vendors submitted their voting systems for review in early April, 2007. After submitting an application, the second step was a document review, which includes 879 requirements for items such as user guides and paperwork verifying that the system passed federal certification. Then the vendors submitted their actual systems for functional tests such as programming, downloading memory cards, etc. After the internal testing is complete, the tests are sent to external, independent auditors. The final step is for the Secretary to decide whether or not to certify the voting system.

Recertification Delays

The four vendors that operate in Colorado were told to submit their systems in early April for re-testing, with the goal of completing the recertification process by July 1. Pursuant to Section 1-5-617(c) C.R.S., the Secretary has ninety days after a system is submitted to decide whether or not to certify it. The Department has so far missed every deadline it has set for itself. The Department acknowledges that it is currently in violation of statute, but has determined that this statute is directory, not mandatory. Many County Clerks feel that the delays are because the Secretary has imposed nearly impossible requirements, in the interest of protecting his department from future lawsuits, without consideration for the actual process of conducting elections. Staff spoke with representatives of the Department who say that one main reason for the delays is because vendors have been slow to provide necessary documentation. For example, Colorado's rules permit the testers to use qualifying federal tests to satisfy state requirements, so that when possible the state certification team can avoid duplicate testing. However, many vendors have been slow or unable to produce their federal documentation, so the tests must be repeated.

Staff believes that the Department's recertification timeline was unrealistic, although it was in part dictated by a court order. Staff spoke with the Elections Assistance Commission (EAC), which certifies systems at the federal level, and learned that it takes approximately six months to a year for a voting system to work its way through the federal certification process. This is using a facility that is geared towards certifying voting equipment and has full-time staff who are dedicated only to certifying voting systems. The EAC said that it should take even longer when a testing lab is using new guidelines, as is happening in Colorado.

Complications

Leapfrogging Legislation- Since the passage of HAVA, state and federal laws are constantly changing. County Clerks and Recorders have been scrambling to keep up with the frenetic pace of new legislation. For example, Congress is currently considering several bills- the two most prominent are HR 811, "Voter Confidence and Increased Accessibility Act of 2007" and S1487, "Ballot Integrity Act of 2007." Both would require all jurisdictions to comply with specific voting system requirements and different regulations than those currently in place.

Confusing Statute- Certain state statutes are internally inconsistent and confusing, especially when paired with information from the Department. Numerous Clerks are concerned because Section 1-5-601.5, C.R.S., states that all voting systems offered for sale shall meet the voting systems standards that were "promulgated in 2002 by the federal election commission and that may thereafter be promulgated by the federal election assistance commission." New federal certification requirements take effect on December 13, 2007. After this date, unless a system has already begun the process for certification under the 2002 guidelines, all other testing will occur against the 2005 guidelines. Staff spoke with the EAC and only two vendors have submitted their systems to be certified under the new guidelines, neither of which operate in Colorado. As previously mentioned, the EAC reported that it will realistically take at least six months to a year, if not longer, to perform the first round of certification. Other national experts told staff that the majority of vendors have no intention of submitting their systems for 2005 certification because the EAC is already in the process of drafting new ones. If all of Colorado's equipment is decertified, there won't be any available that meets the state's requirements.

The Department issued an advisory (Election Alert 2007-6) that tells Clerks they may purchase election equipment after the new guidelines go into effect, even if the systems haven't been certified to the new guidelines. The Clerks asked the Department for clarification, and in a letter dated October 1, 2007, Deputy Secretary of State Bill Hobbs wrote that the new federal standards apply only to the certification of new systems, not to the purchase of new systems. Therefore, if a system had already been state certified then it could be purchased after the new rules went into effect. Staff spoke with Legislative Legal Services for its interpretation of the statutes. Upon initial review, Legal Services said that the statutes could potentially be interpreted either way, and therefore the counties should follow the Department's guidelines. However, the counties' concerns aren't solely with the state. The Conroy lawsuit initially named nine counties as defendants in addition to the Secretary, although the case against the counties was dismissed once it was determined that the core complaint was the certification process. County Clerks are concerned that unless the statute is 100% clear, that they are vulnerable to third-party lawsuits.

Delays- Numerous County Clerks are concerned that the delay in voting system verification places their counties at several disadvantages. Without knowing whether their current systems are usable, the counties are unable to plan their local budgets. Also, 2008 is a presidential election year- the longer a county waits to purchase voting equipment, the more competition there will be from other states, driving up the cost and increasing the likelihood that vendors won't be able to ship the equipment on time. Counties are placed at a significant disadvantage if vendors know their backs are "up against a wall" and it becomes more difficult to negotiate a better price. Clerks also reported that as they run out of time, they may be forced to purchase a system they don't know much about, which is not a good use of

taxpayer dollars. There is also the fact that Clerks need time to program the new software to do ballot parameters and tabulations, train staff, and hire elections judges- all of which become more difficult with each passing day.

Potential Litigation- It is conceivable that the Department of State could be sued again regardless of the outcomes of the certification process and whether it certifies none, some, or all of the voting systems. Before a vendor could potentially sue the Department of State for damages, there is an appeal process in statute [see Section 1-5-621 (6), C.R.S.], and a court would need to find that the Secretary's decision was arbitrary and capricious. In the event that a vendor were awarded damages, they would be paid from the Risk Management Fund created in Section 24-30-1510, C.R.S.

Decertification- According to Section 1-5-621 (6), C.R.S., if the Secretary decertifies a voting system:

"Within thirty days after receiving notice from the Secretary of State of the decertification of an electronic or electromechanical voting system, a political subdivision or provider of a voting system that is decertified may request in writing that the Secretary of State reconsider its decision to decertify the electronic or electromechanical voting system. Upon receipt of the request, the Secretary of State shall hold a public hearing to reconsider the decision to decertify the system. Any interested party may submit testimony or documentation in support of or in opposition to the decision to decertify the system. Following the hearing, the Secretary of State may affirm or reverse the decision."

Precinct reporting- Pursuant to Section 1-5-102.7 (8) (b), C.R.S., the 2008 election will be the first time that counties using vote centers must implement a new requirement to report by precinct. This will be nearly impossible if a county's voting system is decertified. A medium-sized county would easily go from using 30 different ballot styles to over 300 because of the various special districts, etc. Each ballot style must be printed separately, adding to the cost of elections. The County Clerks must then figure out how to ensure that a person receives the correct ballot, which is difficult when there are 300 options.

Alternatives

Mail ballot election- The overwhelming majority of County Clerks cited a mail ballot election as the best solution for the problems they are facing in 2008.⁴ Those who are nervous about the status of their systems could begin to develop an alternate plan, and if a county's system is decertified it will decrease the amount of new equipment it will have to buy. All of the Clerks that staff spoke with reported that mail ballot elections would save the county money and help to offset the cost of purchasing new equipment if theirs is decertified. Staff spoke with an expert at the Elections Center who said that his view was that mail ballot only elections don't result in significant savings for smaller or larger counties, it is the medium-sized counties who see cost savings. However, several counties provided staff with budget figures that show a mail ballot only election would save them money. Since mail ballot elections increase voter turnout, it would be important that it be an all-mail ballot election in order to not skew the results between counties.

According to the Colorado County Clerk and Recorder's Association, this year 41 of Colorado's 64 counties are operating a mail ballot only election. However, the General Assembly will need to change statute to permit an exception in 2008. Section 1-7.5-104 (2), C.R.S., prohibits mail-ballot only elections for partisan, primary, or Congressional vacancy elections.

Staff spoke with several counties who expressed a desire to retain the option to hold paper-ballot elections at polling places, because they had not operated a mail ballot only election before. Also, two of the smaller counties that staff spoke with reported that their county hadn't had a mail ballot only election in over 15 years, and the Clerks were worried that the voters wouldn't like it. Staff perceives the little opposition that exists to a mail ballot only election to be based on apprehension of the unknown and a desire to retain county control over elections.

Secretary Coffman issued a news release on April 26, 2007, in which he says that "...as Colorado's chief elections official, I will strenuously oppose any attempt to create an all mail ballot election system for general elections in Colorado." Staff recently spoke with the Department to clarify the Secretary's position on mail ballot elections. Staff's impression is that in the event that a voting system were decertified, that the Secretary would consider an all-mail ballot election if it was part of the solutions package to the 2008 elections.

⁴As research for this issue, staff spoke with County Clerks and Recorders, County Commissioners, or other county staff in over 23 counties. Among them were Adams, Boulder, Broomfield, Denver, Eagle, El Paso, Jefferson, Larimer, Mesa, Moffat, Montrose, Park, Pueblo, Rio Blanco, and Routt. Several counties wished to remain anonymous. Staff also spoke with representatives at Colorado Counties, Inc., and the Legal Center, National Association of Secretaries of State, National Association of State Election Directors, the Election Assistance Commission, the Government Accountability Office, and the Election Center.

FY 2008-09 Joint Budget Committee Staff Budget Briefing
DEPARTMENT OF STATE
Update- Help America Vote Act (HAVA)

Background

The 2000 election exposed concerns regarding the country's elections processes. Congress responded by creating the 2002 Help America Vote Act (HAVA). The goals of HAVA are to improve the administration of federal elections by creating a centralized, computerized statewide voter registration system; replacing punch-card ballots and lever voting machines; ensuring accessibility for disabled voters to polling places and voting equipment; and adopting new rules for provisional ballots. The Election Assistance Commission (EAC) was created to administer the federal government's voting system certification program and perform other oversight functions. At the state level, HAVA mandated a greater role for state government and the state Chief Election Official in an effort to more uniformly and effectively implement federal election laws [see Section 1-1.5-101 (1) (g), C.R.S.].⁵

In 2003 the Colorado General Assembly passed HB03-1356, the "Colorado Help America Vote Act," which is located in Title 1, Article 1.5, C.R.S. This legislation also created the Federal Elections Assistance Fund to receive federal and state monies appropriated for HAVA-related purposes [see Section 1-1.5-106, C.R.S.]. To date, the Fund has received approximately \$43.4 million in federal funds and the state's required \$1.8 million match, which was transferred from the Department of State Cash Fund.⁶ Pursuant to Section 1-1.5-106 (2), C.R.S., monies in the Federal Election Assistance Fund may only be used for HAVA-specified purposes and are continuously appropriated to the department for the administration, implementation, and enforcement of HAVA.

HAVA Requirements

HAVA required states to:

- Replace punch-card and lever voting systems
- Implement new voter ID requirements
- Provide a process for voters to cast provisional ballots
- Ensure that all people, including those with disabilities, may vote privately and independently and verify their choices prior to casting their ballot
- Comply with the Federal Election Commission's standards for voting equipment error rates
- Implement a centralized, computerized statewide voter registration list that is maintained, defined, and administered at the state level
- Enhance voter outreach

⁵Pursuant to Section 1-1-107 (1) (e), C.R.S., the Secretary of State is to serve as the Chief Election Official.

⁶ The Federal Elections Assistance Fund was created pursuant to Section 1-1.5-106 (3), C.R.S., and the Department of State Cash Fund was created pursuant to Section 24-21-104 (3) (b), C.R.S.

HAVA Expenditures

The federal government appropriated funds to the State of Colorado for three specific purposes:

- The first appropriation was \$2,177,095 to replace punch card and lever voting systems in five counties in the state (Boulder, Jefferson, Mesa, Montrose, and Pitkin), and \$4,860,301 to improve the administration of elections for Federal office. These appropriations did not require a state match.
- The second and largest source of funding was \$34,545,365 for the state to meet the requirements of HAVA. To receive this portion of funding, the state was required to provide five percent matching funds, \$1,813,632, as specified in Section 1-1.5-101 (1) (e) C.R.S. This amount was transferred from the Department of State Cash Fund.
- The U.S. Department of Health and Human Services appropriated the third source of funding as grants specifically to improve disability access in the elections process. Colorado has received \$729,208 under five separate awards to address accessibility issues. The state distributed sub-grants to counties for purposes such as removing accessibility barriers, modifying doors so they are wheelchair-accessible, and to purchasing accessible voting booths.

Summary of HAVA Expenditures FY 2006 - FY 2012						
Purpose	Actual	Projected				
		FY 2006-07	FY 2007-08	FY 2008-09	FY 2009-10	FY 2010-11
SCORE	\$5,400,682	\$4,147,252	\$6,111,061	\$1,383,200	\$1,383,200	\$1,383,200
Administrative Operating	\$868,395	\$1,182,596	\$1,303,822	\$1,228,122	\$1,314,130	\$1,362,953
Voting System Improvements	\$12,111,998	\$1,717,162	\$0	\$0	\$0	\$0
Voting System Certification	\$98,388	\$214,000	\$214,000	\$214,000	\$214,000	\$214,000
Outreach and Education	\$138,208	\$309,000	\$19,000	\$19,000	\$19,000	\$19,000
Yearly Expenditures	\$18,617,671	\$7,570,010	\$7,647,883	\$2,844,322	\$2,930,330	\$2,979,153
FY Balances Carried Forward	\$21,054,508	\$14,435,497	\$7,212,077	\$4,587,975	\$1,763,803	(\$1,184,122)*

* Funds are expected to run out mid-year during FY 2011-12.

Funding Disbursements to Counties

HAVA required every polling place to have at least one accessible voting system by the first federal election in 2006. Colorado's initial HAVA plan included *\$7.8 million* to assist counties to meet this requirement. This amount was increased to *\$15.1 million* after it became apparent that many counties needed to replace the majority of their equipment in order to comply with HAVA's requirement to have at least one accessible system in each polling place.

Section 1-1.5-106 (7), C.R.S., permits the Secretary to award grants to counties to help them comply with HAVA requirements, and to specify qualification requirements. Funds were distributed based on a formula that considered the number of polling places in the county, the number of registered voters, and whether or not the county needed to replace de-certified optical scan equipment. An intergovernmental agreement between the state and county ensured that the counties complied with HAVA and the state fiscal rules for the disbursement of funds. Each county was permitted to negotiate a contract with the vendor of its choice and sent a copy of the contract to the Secretary of State's office for approval to ensure the counties bought only certified equipment. Please refer to Appendix B: HAVA Allocations to Counties for the exact amounts disbursed to each county.

The Department reports that the state has no immediate plans to disburse additional HAVA funds to the counties to support their election activities. However, the intergovernmental agreement with the counties for the acquisition of new voting equipment included a performance period of five years (through 2010) in the event that funds would become available for future disbursements.

State of Colorado Registration and Election System (SCORE)

HAVA requires states to implement and maintain a centralized, computerized, statewide voter registration system. Colorado is pairing the voter registration system with its election management system, to create the State of Colorado Voter Registration and Election System (SCORE). The Department interfaces with the Colorado Department of Public Health and Environment to ensure that deceased persons are removed from voter registration lists, and with the Department of Corrections to ensure that felons don't receive a ballot. Pursuant to Section 1-2-301, C.R.S., the statewide voter registration system was to be implemented no later than January 1, 2006. The state had to replace the original vendor, which delayed the project's completion. SCORE is currently being piloted in nine counties and the Department expects it to be fully implemented by April, 2008. Every county is required to participate with SCORE for the 2008 elections. After SCORE is fully operating, the Department estimates that it will cost approximately *\$1 million* a year to maintain the system. The Department will assume this expense once HAVA funds are exhausted [see Section 1-2-301 (4) (a) (III), C.R.S.].

Audit

The Office of the State Auditor will release its audit of Colorado's HAVA funds the first week of December, 2007.

Appendix B:
2006 HAVA Disbursements to Counties: DRE Funding Allocations and Payments

County	Total Registered Voters	Number of Precincts	Number of Poll Places	Poll Place Allocation - \$3200 per poll place	Additional DRE Allocation - \$6,250 per combined poll place / vote center by		Software Funds Allocated	Additional Funds Allocated	Total Funds Allocated	Funds Distributed	Balance to be Paid
					# of Locations	Funds Allowed					
ADAMS	221,017	198	148	\$473,600	40	\$250,000	\$250,000		\$973,600	\$973,600	\$0
ALAMOSA	9,311	9	9	\$28,800	2	\$12,500	\$18,000	\$15,000	\$74,300	\$74,300	\$0
ARAPAHOE	364,198	366	207	\$662,400	40	\$250,000	\$250,000		\$1,162,400	\$1,162,400	\$0
ARCHULETA	8,556	9	8	\$25,600	2	\$12,500	\$18,000		\$56,100	\$56,100	\$0
BACA	3,000	10	7	\$22,400	2	\$12,500	\$18,000	\$40,000	\$92,900	\$87,700	\$5,200
BENT	3,096	6	6	\$19,200	2	\$12,500	\$18,000	\$40,000	\$89,700	\$84,375	\$5,325
BOULDER	215,141	229	201	\$643,200	30	\$187,500	\$250,000		\$1,080,700	\$1,080,700	\$0
BROOMFIELD	31,126	39	28	\$89,600	5	\$31,250	\$18,000		\$138,850	\$56,492	\$82,358
CHAFFEE	14,570	16	15	\$48,000	4	\$25,000	\$18,000	\$40,000	\$131,000	\$131,000	\$0
CHEYENNE	1,671	7	5	\$16,000	2	\$12,500	\$18,000	\$13,500	\$60,000	\$57,840	\$2,160
CLEAR CREEK	7,826	12	9	\$28,800	2	\$12,500	\$18,000	\$55,000	\$114,300	\$114,300	\$0
CONEJOS	5,482	11	10	\$32,000	3	\$18,750	\$18,000	\$41,500	\$110,250	\$110,250	\$0
COSTILLA	2,691	9	9	\$28,800	3	\$18,750	\$18,000	\$15,000	\$80,550	\$80,550	\$0
CROWLEY	2,127	6	6	\$19,200	2	\$12,500	\$18,000	\$16,500	\$66,200	\$61,830	\$4,370
CUSTER	3,294	4	3	\$9,600	2	\$12,500	\$18,000	\$40,000	\$80,100	\$78,980	\$1,121
DELTA	19,998	21	9	\$28,800	4	\$25,000	\$18,000		\$71,800	\$71,800	\$0
DENVER	387,105	422	292	\$934,400	45	\$281,250	\$250,000		\$1,465,650	\$1,300,000	\$165,650
DOLORES	1,700	5	4	\$12,800	2	\$12,500	\$18,000	\$9,000	\$52,300	\$45,540	\$6,760
DOUGLAS	159,377	131	84	\$268,800	25	\$156,250	\$250,000		\$675,050	\$675,050	\$0
EAGLE	28,384	30	16	\$51,200	6	\$37,500	\$18,000	\$9,000	\$115,700	\$115,700	\$0
EL PASO	355,571	378	190	\$608,000	45	\$281,250	\$250,000		\$1,139,250	\$1,139,250	\$0
ELBERT	15,026	16	13	\$41,600	3	\$18,750	\$18,000	\$40,000	\$118,350	\$118,350	\$0
FREMONT	26,573	31	26	\$83,200	4	\$25,000	\$18,000	\$40,000	\$166,200	\$161,478	\$4,722
GARFIELD	29,320	28	26	\$83,200	4	\$25,000	\$18,000		\$126,200	\$126,200	\$0
GILPIN	4,355	7	4	\$12,800	2	\$12,500	\$18,000	\$40,000	\$83,300	\$83,300	\$0
GRAND	11,281	13	9	\$28,800	4	\$25,000	\$18,000	\$40,000	\$111,800	\$111,800	\$0
GUNNISON	12,719	16	6	\$19,200	3	\$18,750	\$18,000	\$53,500	\$109,450	\$104,742	\$4,708
HINSDALE	781	4	3	\$9,600	2	\$12,500	\$18,000	\$12,000	\$52,100	\$50,600	\$1,500
HUERFANO	4,909	12	3	\$9,600	3	\$18,750	\$18,000	\$41,500	\$87,850	\$87,850	\$0
JACKSON	1,285	6	3	\$9,600	1	\$6,250	\$18,000	\$12,000	\$45,850	\$35,640	\$10,210
JEFFERSON	375,003	330	247	\$790,400	50	\$312,500	\$250,000		\$765,855	\$765,855	\$0
KIOWA	1,176	5	5	\$16,000	2	\$12,500	\$18,000		\$46,500	\$46,500	\$0
KIT CARSON	5,107	14	13	\$41,600	3	\$18,750	\$18,000	\$40,000	\$118,350	\$110,482	\$7,868
LA PLATA	36,052	61	19	\$60,800	5	\$31,250	\$18,000		\$110,050	\$110,050	\$0
LAKE	4,610	7	2	\$6,400	1	\$6,250	\$18,000	\$40,000	\$70,650	\$70,650	\$0
LARIMER	199,271	144	129	\$412,800	30	\$187,500	\$250,000		\$850,300	\$850,300	\$0
LAS ANIMAS	9,224	17	16	\$51,200	4	\$25,000	\$18,000	\$40,000	\$134,200	\$134,200	\$0
LINCOLN	2,958	14	13	\$41,600	3	\$18,750	\$18,000		\$78,350	\$78,350	\$0
LOGAN	11,670	17	17	\$54,400	3	\$18,750	\$18,000	\$40,000	\$131,150	\$131,150	\$0
MESA	86,745	83	71	\$227,200	15	\$93,750	\$250,000		\$570,950	\$570,950	\$0
MINERAL	801	2	2	\$6,400	1	\$6,250	\$18,000	\$15,000	\$45,650	\$29,679	\$15,971
MOFFAT	8,726	14	12	\$38,400	3	\$18,750	\$18,000	\$49,000	\$124,150	\$124,150	\$0
MONTEZUMA	17,291	12	12	\$38,400	3	\$18,750	\$18,000		\$75,150	\$60,763	\$14,387
MONTROSE	21,900	23	22	\$70,400	4	\$25,000	\$18,000	\$40,000	\$153,400	\$153,400	\$0
MORGAN	15,248	18	15	\$48,000	3	\$18,750	\$18,000	\$40,000	\$124,750	\$124,750	\$0
OTERO	12,526	19	17	\$54,400	3	\$18,750	\$18,000	\$40,000	\$131,150	\$131,150	\$0
OURAY	3,693	6	4	\$12,800	2	\$12,500	\$18,000	\$16,500	\$59,800	\$57,100	\$2,700
PARK	12,716	13	12	\$38,400	4	\$25,000	\$18,000	\$52,000	\$133,400	\$133,400	\$0
PHILLIPS	3,016	9	9	\$28,800	2	\$12,500	\$18,000	\$46,000	\$105,300	\$93,695	\$11,605
PITKIN	13,200	11	11	\$35,200	3	\$18,750	\$18,000		\$71,950	\$71,950	\$0
PROWERS	6,723	14	14	\$44,800	2	\$12,500	\$18,000	\$40,000	\$115,300	\$115,300	\$0
PUEBLO	92,635	263	90	\$288,000	15	\$93,750	\$250,000	\$40,000	\$671,750	\$671,750	\$0
RIO BLANCO	4,474	6	6	\$19,200	2	\$12,500	\$18,000	\$40,000	\$89,700	\$89,700	\$0
RIO GRANDE	8,193	16	16	\$51,200	3	\$18,750	\$18,000	\$49,000	\$136,950	\$131,976	\$4,974
ROUTT	16,777	21	20	\$64,000	3	\$18,750	\$18,000	\$40,000	\$140,750	\$140,750	\$0
SAGUACHE	4,022	10	6	\$19,200	5	\$31,250	\$18,000		\$68,450	\$35,302	\$33,148
SAN JUAN	646	2	1	\$3,200	1	\$6,250	\$18,000	\$12,000	\$39,450	\$37,945	\$1,505
SAN MIGUEL	7,171	7	7	\$22,400	3	\$18,750	\$18,000	\$49,000	\$108,150	\$108,150	\$0
SEDGWICK	1,737	6	5	\$16,000	2	\$12,500	\$18,000	\$49,000	\$95,500	\$95,500	\$0
SUMMIT	21,401	18	17	\$54,400	4	\$25,000	\$18,000	\$40,000	\$137,400	\$137,400	\$0
TELLER	16,718	14	8	\$25,600	3	\$18,750	\$18,000		\$62,350	\$31,429	\$30,921
WASHINGTON	3,156	7	7	\$22,400	2	\$12,500	\$18,000	\$56,500	\$109,400	\$109,400	\$0
WELD	121,166	101	96	\$307,200	18	\$112,500	\$250,000		\$669,700	\$669,700	\$0
YUMA	6,226	15	15	\$48,000	3	\$18,750	\$18,000	\$16,500	\$101,250	\$101,250	\$0
State Totals	3,103,468	3,370	2,315	\$7,408,000	504	\$3,150,000	\$3,704,000	\$1,504,000	\$15,178,955	\$14,761,793	\$417,162

