This document contains two parts.

- 1. The regular FY 2011-12 supplementals presented to the JBC on January 17, 2012.
- 2. FY 2011-12 "late" supplemental presented to the JBC on March 13, 2012.

COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



SUPPLEMENTAL REQUESTS FOR FY 2011-12

DEPARTMENT OF STATE

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

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Prioritized Supplementals

Supplemental Request, Department Priority #1 ERIC Project - Voter Registrations

	Request	Recommendation
Total	\$245,000	\$245,000
Cash Funds	245,000	245,000

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria? [An emergency or act of God; a technical error in calculating the original appropriation; data that was not available when the original appropriation was made; or an unforseen contingency.]

JBC staff and the Department agree that this request is the result of *data that was not available when the original appropriation was made*.

Department Request: The Department requests an appropriation of \$245,000 cash funds for FY 2011-12 to fund the participation in the Electronic Registration Information Center (ERIC) project. The cash funds source will be the Department of State Cash Fund. The annualized cost in FY 2012-13 will be \$170,000 cash funds.

Staff Recommendation: Staff recommends that the Committee approve the Department's request.

Staff Analysis: The Electron Registration Information Center (ERIC) project is a collaborative effort between several states and the PEW Center on the States. The system will compare Colorado's registration data with other states registration data, as well as other commercially available databases to find duplicative or otherwise invalid registrations and provide a tool for outreach to Colorado residents who are not currently registered to vote.

The Statewide Colorado Registration and Election (SCORE) system is the State's official voter registration list. Since 2010, the system has allowed Coloradans to register to vote or to make changes to their information online. Since that feature was implemented, over 145,000 people have registered or updated their information online. But the SCORE system is unable to identify when voters move, change names, or die. Few people update their voter information as their circumstances change. When they move or change their names, they may register to vote at the new address, but they usually do not contact their old state to remove themselves from the voting rolls.

There are databases, such as U.S. Postal Service change of address information, Social Security death index, and other consumer data that are available that can identify these changes, but they are expensive. By acting as the purchasing agent for multiple states, the PEW Center can acquire these

YES

databases at a much lower cost than if each state acquired these databases separately. State databases will be compared with each other and commercial databases on a monthly basis.

There are two components to the project. The first component is to clean up the State's databases by removing duplicative or invalid voter registrations. The ERIC system will do this by comparing each states voter databases (such as SCORE in Colorado) against the other states in the system. It will identify duplicated registrations, and notify each state of the duplicate registration for each state to take appropriate action to remove the voter from the rolls where that voter no longer resides. This will include mailings to former Colorado residents who are identified by the system as no longer residing in the state to confirm their status.

To allay privacy concerns, no information will pass between the states. The only information that will be provided to the states is information that a voter in one state's voter rolls appears in the another state's voter rolls, and, in comparing to the other databases such as the U.S. Postal Service change of address information, which registration appears to be correct. The states will then correct their databases.

The second component of the project is a voter outreach effort. The system will identify Colorado residents who meet registration requirements who are not currently registered to vote. The Department will mail postcards to these residents providing information about registering to vote and encouraging electronic registration. The mailing will take place before the June 2012 primary election to avoid the rush of registration that are often submitted just before the deadlines for a general election. These registrations, often by third parties, require elections officials to expend a great deal of time and expense to process and verify these registrations during a period of time when those officials are busy preparing for the general election. On an ongoing basis, this process will continue when new unregistered citizens are identified.

Electronic Registration Information Center (ERIC) Cost Elements								
Cost Element - Operating Expenses	FY 2011-12	FY 2012-13	FY 2013-14					
Membership costs (Help America Vote Act (HAVA) Funds)	\$50,000	\$0	\$0					
Membership costs	0	120,000	120,000					
Postcard Printing/Mailing costs	245,000	50,000	40,000					
Total Cost	\$295,000	\$170,000	\$160,000					

The cost elements for the proposed appropriation are as follows:

Electronic Registration Information Center (ERIC) Cost Elements							
Cost Element - Operating Expenses	FY 2011-12	FY 2012-13	FY 2013-14				
Help America Vote Act Funds (Continuously appropriated to the Department of State)	50,000	0	0				
Department of State Cash Fund	245,000	170,000	160,000				

Although State costs will increase, the county's cost will decrease because the voter registration lists are better maintained and up-to-date. This means that fewer vote-by-mail ballots will be sent, saving printing and postage costs. In addition, the counties will save in their response to the "MOVE" update (compares state database to the U.S. Postal Service change of address files). Finally, the major savings will come from the elections officials not having to respond to large numbers of voter registrations that are conducted by third parties. These registration drives typically are delivered just before the deadline for voter registration for a presidential election and cause local elections officials to have to hire temporary staff to process and verify the registrations. The table below details the Department's estimate of the statewide savings by county clerks.

Estimated Savings by County Clerks - ERIC System							
	Presidential Election Year	Gubernatorial Election Year	Off Year Election Year	Four Year Election Cycle			
Better list maintenance -fewer mail ballots	\$50,000	\$5,000	\$25,000	\$105,000			
Response to MOVE update	126,000	126,000	63,000	378,000			
Temporary staff to process voter registrations	500,000	50,000	<u>0</u>	550,000			
Total	\$676,000	\$181,000	\$88,000	\$1,033,000			

Supplemental Request, Department Priority #2 Military and Overseas Voter Project

	Request	Recommendation
Total	\$225,000	\$225,000
Cash Funds	225,000	225,000

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?YES[An emergency or act of God; a technical error in calculating the original appropriation; data that was
not available when the original appropriation was made; or an unforseen contingency.]YES

JBC staff and the Department agree that this request is the result of data that was not available when the original appropriation was made.

Department Request: The Department requests an appropriation of \$175,000 cash funds for FY 2011-12 to fund Miliary and Overseas Voter Project. The cash funds source will be the Department of State Cash Fund. Annual costs in future years will be \$175,000 cash funds.

Staff Recommendation: Staff recommends that the Committee approve the Department's request.

Staff Analysis: The Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) is a federal law dealing with elections and voting rights for United States citizens residing overseas. The act requires that all U.S. states allow certain U.S. citizens to register to vote and to vote by absentee ballot in federal elections. The act is Public Law 99-410 and was signed into law by President Ronald Reagan on August 28, 1986. In addition, most states (including Colorado's Uniform Military and Overseas Voters Act, Section 1-8.3-101 through 119, C.R.S.) and territories have their own laws allowing citizens covered by UOCAVA to register and vote absentee in state and local elections as well. Groups of people covered under the act are:

- Members of the seven Uniformed Services
- Members of the U.S. Merchant Marine
- Eligible family members of the above groups
- U.S. citizens employed by the federal government residing outside the U.S.
- Other private U.S. citizens residing outside the U.S.

Colorado law requires the mailing of ballots to military and overseas voters no later than 45 days prior to an election. Because overseas and military mail is often delayed, even voters who diligently make their election choices upon receipt of their ballots and put the ballot in the return mail often do not have their votes counted because the ballots are not received by the elections office in time.

Furthermore, a 2010 post election survey by the Department of Defense and submitted to Congress showed that 29 percent of active duty military voters never received the absentee ballots they requested.

The Military and Overseas Voter project will provide Colorado military and overseas voters with secure and reliable online access to the full, precinct specific ballots, which they can mark their selections, print the ballot, and then mail, fax, or email it to their respective county elections officials. Elections officials will be provided with a transparent and auditable absentee voting process.

In order to ensure that the voted ballot is authentic, voters are required to log in using their unique personal information. The system keeps track of who has returned ballots and can also send emails to voters who have not returned their ballots. The voter must also sign a form that is returned with the ballot and the signature is verified in the same process that absentee ballots are verified.

The online ballot delivery system will allow counties to experience savings associated with printing and mailing ballots to military and overseas voters and costs associated with programming tabulation equipment. For some of the larger counties that currently have vendor certified ballot-on-demand printers, this system will allow them to automate the duplication of faced or emailed ballots for counting purposes.

Through competitive evaluation, the Department of State has identified a vendor that has a proven record of delivering and hosting a secure, online ballot delivery system. The request for FY 2011-12 includes software license fees, hosting, system functionality development for all counties, and ballot-style development for each county for the June primary election. The project will allow each county to develop their own ballots and manage their own voter access for the November 2012 general election and beyond.

The system has been in place for several elections in El Paso County, which has somewhere between 3,000 and 4,000 UOCAVA voters and the County Clerk there is enthusiastic about the implementation of the system on a statewide basis. Statewide implementation would save El Paso County approximately \$9,000. El Paso County, for obvious reasons, has the largest number of UOCAVA voters in the state, so the cost per vote is relatively low. The Department reported that Adams County considered the system, but decided that the cost per vote, with fewer UOCAVA voters than El Paso County, was not justified. This statewide system would allow Adams and other

counties to participate, saving them the costs of the system and enhancing the abilities of military and other overseas voters to participate in elections.

Supplemental Request, Department Priority #3 Abstract Project

	Request	Recommendation
Total	\$80,000	\$80,000
Cash Funds	80,000	80,000

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?YES[An emergency or act of God; a technical error in calculating the original appropriation; data that was
not available when the original appropriation was made; or an unforseen contingency.]YES

JBC staff and the Department agree that this request is the result of *data that was not available when the original appropriation was made*.

Department Request: The Department requests an appropriation of \$80,000 cash funds for FY 2011-12 from the Department of State Cash Fund for contract services to assist with a project to prepare and abstract of votes cast in elections.

Staff Recommendation: Staff recommends that the Committee approve the Department's request.

Staff Analysis: State statutes (Section 1-10-105 (1), C.R.S.) requires the secretary of state to "prepare and certify an official statewide abstract of votes cast for all candidates, ballot issues, and ballot questions that the secretary of state certified for the ballot. For each contest, the statewide abstract of votes cast shall show the total number of votes received, with subtotals for each county in which the candidate was on the ballot, and the ballot wording for each ballot issue and ballot question."

The Department had a contract with a vendor to collect and compile voting data for the abstract. However, that vendor has discontinued doing that type of work and the Department has struggled to meet the deadlines set in statutes. Department staff spent numerous hours compiling the information for the publication of 2011 abstract, however the lack of a system to compile the data meant that the Department had to delay publication of the 2011 abstract.

While other vendors have been hired to assist in collecting data from the counties, there is not a single system that can manage the data from the beginning to end. The Department proposes to hire a contractor to develop a database system that would take the current system's data collection and convert it to a database that would allow the generation of the abstract report.

The project needs to be started in FY 2011-12 so that it can be complete in time to provide the abstract as required by statute. While the report itself is not due until 2013, the report includes elections data from the 2011 statewide election, and would incorporate the data from the 2012 primary and general elections.

The Department has determined, from past IT projects, that the project will require 1,000 hours of contract programming services, at a cost of \$80.00 per hour, thus the project cost of \$80,000. Over the long-term, having a system in place to generate the reports will save staff time in the compilation of the data to produce the abstract.

Previously Approved Interim Supplemental Technical Corrections

	Previously Approved
Total	\$1,075,800
General Fund	0
Cash Funds	1,075,800

Description of Supplemental: This interim supplemental was requested to reinstate moneys that JBC staff had recommended reducing during figure setting for the Department of State. Staff had recommended the reductions due to what appeared to be large reversions from the Department's budget in FY 2009-10. Staff's calculation did not include contract services, and had staff included contract services, the number would have been significantly different. Staff did not recognize this error until after the FY 2011-12 Long Bill had passed. This supplemental request was approved by the Joint Budget Committee at its June 20, 2011 meeting.

The rules governing interim supplementals in Section 24-75-111 (5), C.R.S., require the Committee to introduce all interim supplementals that it approves. Staff will include this supplemental in the Department's supplemental bill.

Statewide Common Policy Supplemental Requests

These requests are not prioritized and are not analyzed in this packet. The JBC will act on these items later when it makes decisions regarding common policies.

Department's Portion of Statewide Supplemental Request	Total	General Fund	Cash Funds	Reapprop. Funds	Federal Funds	FTE
Operating Common Policy True-up (Administrative Law Judges)	\$1,841	\$0	\$1,841	\$0	\$0	0.0
Annual Fleet True-up	(108)	0	(108)	0	0	0.0
Department's Total Statewide Supplemental Requests	1,733	0	1,733	0	0	0.0

Staff Recommendation: The staff recommendation for these requests is pending Committee approval of common policy supplementals. Staff asks permission to include the corresponding appropriations in the Department's supplemental bill when the Committee approves common policy supplementals. If staff believes there is reason to deviate from the common policy, staff will appear before the Committee later to present the relevant analysis.

	FY 2010-11	FY 2011-12	Fiscal Y	ear 2011-12 Supple	emental
	Actual	Appropriation	Requested Change	Recommended Change	New Total with Recommendation
DEPARTMENT OF STATE					
Secretary of State - Scott Gessler					
Supplemental #1 - ERIC Project - Voter R	egistrations				
(1) Administration Operating Expenses - Cash Funds	679,138	884,698	245,000	245,000	1,129,698
Supplemental #2 - Military and Overseas	Voter Project				
(3) Information Technology Services, (A) In	•	ology			
Personal Services - Cash Funds	3,171,049	2,831,996	145,000	145,000	2,976,996
FTE	28.0	29.9	0.0	0.0	29.9
Hardware/Software Maintenance - Cash	878,230	878,230	80,000	80,000	958,230
Total for Supplemental #3 - Cash Funds	4,049,279	3,710,226	225,000	225,000	3,935,226
FTE	28.0	29.9	0.0	0.0	29.9
Supplemental #3 - Abstract Project					
(3) Information Technology Services, (A) In	formation Techno	ology			
Personal Services - Cash Funds	3,171,049	2,831,996	80,000	80,000	2,911,996
FTE	28.0	29.9	0.0	0.0	29.9

	FY 2010-11	FY 2011-12	Fiscal Y	ear 2011-12 Supple	emental
	Actual	Appropriation	Requested	Recommended	New Total with
	Actual	Appropriation	Change	Change	Recommendation
Previously Approved Interim Supplemental (1) Administration	· Technical Co	rrections			
Personal Services - Cash Funds	4,802,360	5,420,564	332,142	327,160	5,747,724
FTE	4,802,300	92.0	0.0	0.0	92.0
TIL	80.5)2.0	0.0	0.0)2.0
(3) Information Technology Services, (A) Info	rmation Techno	ology			
Personal Services - Cash Funds	3,171,049	2,831,996	760,041	748,640	3,580,636
FTE	31.1	29.9	0.0	0.0	29.9
Total for Previously Approved Supplementa	7,973,409	8,252,560	1,092,183	1,075,800	9,328,360
FTE	111.6		0.0	0.0	121.9
Totals <i>Excluding</i> Pending Items					
DEPARTMENT OF STATE					
Totals for ALL Departmental line items - Cash		10.0== 0.01			
Funds	19,890,453	19,875,901	1,642,183	1,625,800	21,501,701
FTE	118.3	132.9	0.0	0.0	132.9
Statewide Common Policy Supplementals					
(see narrative for more detail)					
Cash Funds	N.A.	N.A.	1,733	Pending	N.A.
	1 1.	1 1.	1,755	i chung	11.7

	FY 2010-11	FY 2011-12	Fiscal Year 2011-12 Supplemental		
	Actual	Appropriation	Requested Change	Recommended Change	New Total with Recommendation
Totals Including Pending Items					
DEPARTMENT OF STATE Totals for ALL Departmental line items -					
Cash Funds	19,890,453	19,875,901	1,643,916	1,625,800	21,501,701
FTE	118.3	, ,	0.0	0.0	132.9

Key: N.A. = Not Applicable or Not Available

COLORADO GENERAL ASSEMBLY JOINT BUDGET COMMITTEE



SUPPLEMENTAL REQUEST FOR FY 2011-12

DEPARTMENT OF STATE

JBC Working Document - Subject to Change Staff Recommendation Does Not Represent Committee Decision

> Prepared By: David Meng, JBC Staff March 13, 2012

For Further Information Contact:

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Prioritized Supplementals

Supplemental Request, Department Priority #1 Initiative and Referendum

	Request	Recommendation	
Total	<u>\$84,000</u>	<u>\$84,000</u>	
Cash Funds	84,000	84,000	

Does JBC staff believe the request meets the Joint Budget Committee's supplemental criteria?YES[An emergency or act of God; a technical error in calculating the original appropriation; data that was
not available when the original appropriation was made; or an unforseen contingency.]YES

JBC staff and the Department agree that this request is the result of an unforeseen contingency.

Department Request: The Department requests an appropriation of \$84,000 cash funds for FY 2011-12 to allow sufficient spending authority to conduct a review of ballot measures for the required number of signatures.

Staff Recommendation: Staff recommends that the Committee approve the Department's request.

Staff Analysis: The Initiative and Referendum line in the Special Purpose section of the Long Bill for the Department of State provides funding for the Department to verify signatures on petitions that try to put an initiative on the ballot. The appropriation fluctuates between even-numbered and odd-numbered years, due to the odd-numbered years (the fiscal year contains the even-year presidential or gubernatorial elections) generally requiring more petitions to verify the signatures for. Fiscal years ending in odd numbers are appropriated \$250,000 while those ending in even numbers are appropriated \$150,000.

This year, the Department received and verified two initiative petitions and one minor party petition. Statutes require verification of a random sampling of signatures. If the random sampling shows that the number of signatures is sufficient for the initiative to be placed on the ballot, the signatures are approved. If, however, the random sampling method does not show a sufficient number of signatures, then each signature must be verified, line by line.

One of the initiative petitions submitted this fiscal year did not meet the statistical sampling method of signature verification, and thus the Department was required to perform a line-by-line verification of the signatures. This showed that the petition was 14,000 signatures short of the required number. The proponents of the initiative then had to submit those signatures, which had to be verified.

In addition, the Department expects another initiative petition to be submitted and it expects to verify 37 candidate petitions (an average number based on previous years).

The Department has an agreement with the Integrated Data Solutions Section of the Department of Personnel and Administration to conduct signature verification on behalf of the Department of State at the rate of \$18.00 per hour. The Department projects it will require a total 13,000 hours to verify the initiative petitions it has already received as well as the petitions (both initiative and candidate) that it projects it will receive (assuming that none require line-by-line signature verification).

The Department expects that if the number of petitions it expects to receive are in fact received, it will require \$234,000 in FY 2011-12. This is \$84,000 more than the Department's appropriation for this line item of \$150,000.

This cash funds appropriation is from the Department of State Cash Fund. While the Department of State Cash Fund is projected to have a balance of \$6.2 million at the end of FY 2011-12, appropriations already approved by the JBC for FY 2012-13 will reduce that to \$3.3 million at the end of FY 2012-13. Several bills have already passed out of the appropriations committees that would reduce this further. Taken together, the level of appropriations approved and pending may require an increase in the fees charged that support the Department of State Cash Fund by FY 2013-14.

	FY 2010-11	FY 2011-12	Fiscal Year 2011-12 Supplemental		
	Actual	Appropriation	Requested Change	Recommended Change	New Total with Recommendation
DEPARTMENT OF STATE Secretary of State - Scott Gessler					
Supplemental #1 - Initiative and Referndum (2) Special Purpose Initiative and Referendum - Cash Funds	40,943	150,000	84,000	84,000	234,000
Totals <i>Including</i> Pending Items DEPARTMENT OF STATE Totals for ALL Departmental line items -					
Cash Funds FTE	19,890,453 118.3	20,427,634 132.9	84,000 0.0	84,000 0.0	20,511,634 132.9

Key: N.A. = Not Applicable or Not Available