

# COLORADO SPRINGS CITY CLERK'S MAIL BALLOT PLAN

**SARAH B. JOHNSON, CITY CLERK AND DESIGNATED ELECTION OFFICIAL**

## GENERAL MUNICIPAL ELECTION – APRIL 1, 2025

### A. RECORDS/ASSISTANCE PROVIDED BY THE EI PASO COUNTY CLERK:

As required by law, the El Paso County Clerk and Recorder will provide a preliminary list of registered voters in the City of Colorado Springs (City), a supplemental list of registered voters in the city, and daily voter registration updates of voters in the City, as well as signature images for signature verification purposes of the same registered voters. They will provide remote assistance with voter registration, reactivation, and address updates for registered voters in the City. They will also allow usage of all 24/7 ballot boxes and cameras within the City and will provide additional research and other assistance as needed.

### B. ESTIMATED NUMBER OF REGISTERED VOTERS:

There are approximately 330,000 registered voters in the City.

### C. BALLOT DROP-OFF LOCATIONS AND HOURS OF OPERATION:

LOCATION	ADDRESS	HOURS OF OPERATION	ELECTION DAY HOURS
(Main Location) City Clerk's Office City Administration Building	30 South Nevada Ave., Suite 101	Mon-Fri 8:00 AM - 5:00 PM 24/7 Ballot Box	7:00 AM - 7:00 PM Closes at 7:00PM
Banning Lewis Ranch Academy	7094 Cottonwood Tree Dr.	24/7 Ballot Box	Closes at 7:00 PM
Bear Creek Regional Park (Charmaine Nymann Community Garden)	2002 Creek Crossing	24/7 Ballot Box	Closes at 7:00 PM
Black Forest Park-n-Ride	7503 Black Forest Rd.	24/7 Ballot Box	Closes at 7:00 PM
Boot Barn Hall at Bourbon Brothers	13071 Bass Pro Dr.	24/7 Ballot Box	Closes at 7:00 PM
Broadmoor Towne Center at Southgate	2007 Southgate Rd.	24/7 Ballot Box	Closes at 7:00 PM
Charles C. "Chuck" Brown Transportation & Environmental Complex	3275 Akers Dr.	24/7 Ballot Box	Closes at 7:00 PM
Citadel Mall (Food Court Entrance)	750 Citadel Dr. E.	24/7 Ballot Box	Closes at 7:00 PM
Colorado College – Boettcher Center	1106 North Cascade Ave.	24/7 Ballot Box	Closes at 7:00 PM
Colorado Springs Senior Center	1514 North Hancock Ave.	24/7 Ballot Box	Closes at 7:00 PM
Cottonwood Creek Family Center YMCA	3920 Dublin Blvd.	24/7 Ballot Box	Closes at 7:00 PM
El Paso County Citizens Service Center	1675 West Garden of the Gods Rd.	24/7 Ballot Box	Closes at 7:00 PM
El Paso County Downtown-Centennial Hall	200 South Cascade Ave.	24/7 Ballot Box	Closes at 7:00 PM
El Paso County Fort Carson Branch	6351 Wetzell Ave., Bldg. 1525	24/7 Ballot Box	Closes at 7:00 PM

El Paso County North-Union Town Center Branch	8830 North Union Blvd.	24/7 Ballot Box	Closes at 7:00 PM
El Paso County Southeast-Powers Branch	5650 Industrial Pl., Suite 100	24/7 Ballot Box	Closes at 7:00 PM
First and Main Town Center	3190 New Center Point	24/7 Ballot Box	Closes at 7:00 PM
Family Success Center – Pikes Peak United Way	1520 Verde Dr.	24/7 Ballot Box	Closes at 7:00 PM
Pikes Peak Regional Development Center	2880 International Cir.	24/7 Ballot Box	Closes at 7:00 PM
PPSC (Centennial Campus)	5675 S. Academy Blvd.	24/7 Ballot Box	Closes at 7:00 PM
PPSC (Rampart Range)	2070 Interquest Pkwy.	24/7 Ballot Box	Closes at 7:00 PM
PPLD-East Library	5550 North Union Blvd.	24/7 Ballot Box	Closes at 7:00 PM
PPLD-Library 21c	1175 Chapel Hills Dr.	24/7 Ballot Box	Closes at 7:00 PM
Rocky Mountain Calvary	4285 N. Academy Blvd.	24/7 Ballot Box	Closes at 7:00 PM
Tiffany Square U-Haul Moving & Storage	6805 Corporate Dr.	24/7 Ballot Box	Closes at 7:00 PM
UCCS - Kraemer Family Library	1420 Austin Bluffs Pkwy.	24/7 Ballot Box	Closes at 7:00 PM
Vista Grande Baptist Church	5680 Stetson Hills Blvd.	24/7 Ballot Box	Closes at 7:00 PM
Wilson Ranch Pool	2335 Allegheny Dr.	24/7 Ballot Box	Closes at 7:00 PM

1. Video recording will be used to monitor all ballot boxes.
2. The City Clerk’s Office will be open to accept ballots Monday through Friday, March 7, 2025 – to 7:00 PM on April 1, 2025.
3. For each drop-off location, ballots will be placed in a sealed container and a ballot log will be completed. The sealed ballot containers will then be returned to the City Clerk’s Office for processing.
4. Designated election judges will be positioned at all ballot boxes on Election Day to close the box at 7:00 PM, collect the ballots, and return them to the City Clerk’s Office. For every drop-off location, a ballot log will be completed, and the ballots will be placed in a sealed container. The sealed ballot containers will then be returned to the City Clerk’s Office for processing.
5. All election judges will be instructed that no one person may deliver more than ten returned ballots.

**D. IDENTIFY THE LOCATION OF AN ACCESSIBLE VOTING MECHANISM:**

For voters who require an accessible voting mechanism, the equipment will be available beginning March 7, 2025.

LOCATION	ADDRESS	HOURS OF OPERATION	ELECTION DAY HOURS
(Main Location) City Clerk's Office	30 South Nevada Ave., Suite 101	Mon-Fri 8:00 AM - 5:00 PM	7:00 AM - 7:00 PM

**E. POSTAGE AND HANDLING OF BALLOT PACKETS AND PROCEDURES FOR RETURNED "UNDELIVERABLE" BALLOTS:**

1. To ensure materials are in compliance with all US Postal Service regulations, the City Clerk, City Clerk's designated staff, and contracted print vendor will review all outgoing and reply envelopes using the USPS Mail Piece Design Analyst (MDA) review process.
2. To ensure the Post Office is prepared for the large bulk mailing, the City Clerk and City designated staff will work with the Colorado Springs Post Office and representatives of the U.S. Postal Service to coordinate the date ballots are to be mailed. The U.S. Postal Service has agreed to work in cooperation with the City to make certain that all ballots received on Election Day are promptly processed and ready for pick-up by designated election judges
  - a. All Ballot packets will be mailed at the non-profit postage rate. In accordance with instructions from the United States Postal Service, the outgoing envelope for the ballot packets will be marked "RETURN SERVICE REQUESTED", which will ensure the return of undeliverable ballot packets to the City.
  - b. All returned Undeliverable ballot packets will be scanned and stored in a designated secured room located in the City Clerk's Office. Upon completion of the election, the City Clerk will send the undeliverable ballot packet information to the El Paso County Clerk and Recorder.
  - c. The City Clerk requires the designated ballot packet print vendor to utilize Intelligent Mail Barcode tracking of all mail ballot packets.

**F. PROCEDURES TO BE FOLLOWED TO ENSURE COMPLIANCE WITH APPLICABLE LAWS, INCLUDING THE NAMES OF THOSE RESPONSIBLE FOR EACH STAGE OF THE PROCESS:**

1. As the designated election official, it is the responsibility of the City Clerk to administer the election and develop detailed policies and procedures, including but not limited to; preparing and mailing ballot packets, receiving and scanning mail ballot packets, assisting walk-in voters, counting ballots, and any other issues that may arise. The established procedures ensure compliance with applicable state statutes and other governing regulations.

2. The City Clerk supervises election judges. Responsibilities of election judges include:
  - a. All election judges must attend a training session covering applicable laws, processes, procedures, and equipment needed for mail ballot elections. All election judges then sign an affirmation of their understanding of the election laws, rules, and procedures, according to their assigned duties and functions.
  - b. Two designated election judges will be assigned to collect returned ballot packets from the Post Office each day and deliver them to the City Clerk's Office.
  - c. Designated election judges will assist voters who appear in person at the City Clerk's office requesting a ballot. They will verify voter eligibility using the voter list provided by the El Paso County Clerk and Recorder. Upon receipt of the appropriate paperwork, the ballot packet will be issued to the voter.
  - d. All registered voters in El Paso County, including those registered under the Uniformed and Overseas Citizens Absentee Voters Act ("UOCAVA"), will be included on a preliminary voter list received by the City Clerk's Office. Mail ballot packets will be sent to all active Colorado Springs registered voters. El Paso County Elections Department will provide daily updates to this list to ensure every eligible voter receives a ballot packet. The City Clerk's Office receives these updates until the last day to mail out a ballot packet, which is seven (7) days before Election Day. During the seven (7) days prior to and through Election Day, El Paso County Clerk and Recorder staff members will be remotely available to the City Clerk's Office in order to assist voters with voter registration updates so that ballots can be issued to voters in person.
  - e. A list of returned and undeliverable ballot packets will be generated daily. The list will include statewide voter IDs, names, registered addresses, mailing addresses, precincts, City districts, and a date of receipt. This list is available for purchase by anyone who establishes an escrow account from which report fees are collected
  - f. The City Clerk's election web page will be updated daily to reflect the number of ballot packets mailed and returned.
  - g. Runbeck Election Services (Runbeck) and Election Systems & Software (ES&S) have been awarded the contracts for the 2025 municipal election. Runbeck is responsible for printing and mailing the ballot packets. Runbeck Election Services will also provide a ballot-on-demand system to print ballot packets in the office for replacement ballots and new registrants. ES&S is responsible for providing a tabulator for ballot counting, accessible voting units, and hardware and software for signature verification.

- h. Background checks will be conducted on all election judges and all on-site contracted ES&S employees.
- i. The pre-processing of ballot packets will begin on March 7, 2025. Counting and tabulation will begin on March 17, 2025. Results will not be released until after 7:00 PM, April 1, 2025.
- j. If an elector does not receive, spoils or loses a ballot, they can request an initial or replacement ballot upon receiving the necessary documentation beginning March 7, 2025, until 7:00 PM on April 1, 2025.
- k. Designated election judges will be responsible for posting and publishing the Notice of Election at drop-off locations by March 7, 2025.

**G. PROCEDURES TO ENSURE BALLOT SECURITY AT ALL STAGES OF THE PROCESS:**

1. Locked and secured designated rooms located in the City Clerk's Office will be used to store election materials, including ballot packets, throughout the duration of the election. Ballots will be processed and counted in a separate secure room. Access to the secured designated rooms is restricted to specifically assigned election judges. The City Clerk and the Deputy City Clerk will have access cards and/or keys for unlocking the door to the processing and counting room and may authorize Clerk staff to use them.
2. Video surveillance cameras will record the processing and counting of the ballots 24 hours a day during the election. Security footage will be retained in accordance with City Code and state law.
3. Ballot packets will be handled by election judges, including ballot packets picked up at the Post Office. Two election judges will retrieve returned ballot packets from the Post Office and deliver them directly to the City Clerk's Office for processing. A Transmittal Audit Log will be signed by the election judges who deliver the ballot packets and the election judges who receive them.
4. Election judges will process ballot packets in teams of two or more. Each major step of the process is logged and verified on an Audit Log that includes the initials of the processing team to document the chain of custody, starting with signature verification. Using a single-use, numbered seal, the ballots are wrapped and sealed after each major step. To ensure ballot packet integrity, ballot packets are stored in secure locations in containers sealed with single-use, numbered seals for each step of the process. To confirm there has been no tampering with the enclosed ballots, the seal must be cut and the serial number verified against the Audit Log, which is sealed with the ballots.
5. Election management system:

- a. Each election judge authorized to use the election management system will have their own account. Each user account will be secured by a unique password known only to that user.
  - b. Election vendors will not have administrative or user access to the City's election management system.
6. Signature Verification equipment:
- a. Signature verification equipment will be connected to a closed network.
  - b. Upon delivery and installation of the signature verification equipment, default passwords and/or PINs used to access the signature verification equipment and application will be changed.
  - c. Signature verification equipment is located in a secure, locked room.
7. Ballot-on-Demand equipment:
- a. Upon delivery and installation of the ballot-on-demand equipment, default passwords and/or PINs used to access the ballot-on-demand equipment will be changed.
  - b. The ballot-on-demand laptop and unused ballot stock will be stored in a secure, locked location.
  - c. Damaged, misprinted, or unusable ballots will be retained by the City Clerk.
8. Accessible Voting equipment:
- a. Accessible voting equipment is a ballot marking device and does not tabulate votes.
  - b. Accessible voting equipment is not connected to any network during the election and will function independently.
  - c. Tamper-proof seals will be applied to all USB ports on the equipment.
  - d. After a voter selects and confirms their voting choices, the accessible voting equipment will print a scannable paper ballot.
  - e. Accessible voting equipment will be prepared for each day's use by election judges or vendor representatives.
  - f. The accessible voting equipment will be kept in a locked, secure area.

9. Ballot Tabulation/Digital Scanner equipment:

- a. Ballot tabulation equipment will operate independently and is not connected to any network.
- b. Ballot tabulation equipment will only be operated by designated election judges.
- c. The City Clerk's Office will seal each flash card slot, door, access panel, and accessible port.
- d. Election judges will record every seal's serial number in a chain-of-custody log. A chain-of-custody log must be signed and dated by two election judges indicating that the serial numbers match those logged.
- e. Two election judges will verify the serial number of the existing seal matches the chain-of-custody log before any seal is removed.
- f. The chain-of-custody log will be signed by two election judges before each panel or port is resealed. A chain-of-custody log must be signed and dated by two election judges to verify that serial numbers match logged serial numbers.

**H. PROCEDURES FOR SIGNATURE VERIFICATION:**

1. During the envelope scanning process, voter signatures on the returned envelopes will be captured and automatically verified. Signatures that are not approved by the signature verification system will be analyzed by designated election judges. During signature verification, designated election judges will be trained and given techniques for identifying variances, including training on the Colorado Secretary of State's signature verification guide. Questionable or missing signatures will be categorized as challenged and separated from the assigned batch for further review. A video recording of the signature verification room will be made each day.
2. If the signature is questionable, a letter explaining the discrepancy will be sent to the voter via mail and email, if available, within one (1) business day. A form will be included for the voter to confirm that a ballot was returned. The voter may fax, email or return the form to the City Clerk Office. Failure to return the form by 5:00 PM on the eighth (8<sup>th</sup>) day after Election Day will result in the ballot being rejected and not counted. All unresolved signature discrepancies will be reviewed by a Resolution Board. In the event that the Resolution Board concludes a signature is invalid, or if the elector confirms that the signature is not theirs, documentation may be forwarded to the Colorado Springs City Attorney and Colorado Springs Police Department for criminal investigation. A rejected envelope will be marked as such, stored in a secure location, and not counted. The daily Challenged Ballot Report will note the rejected ballot in the database.

3. If a voter's signature is missing a letter will be sent via mail and email, if available, to the voter within one business day informing of the deficiency and offering the opportunity to correct the information. Failure to return the form by 5:00 PM on the eighth day after election day will result in the ballot being rejected and not counted. A rejected envelope will be marked as such, stored in a secure location. The daily Challenged Ballot Report will note the rejected ballot in the database.
4. If a Voter who is identified as "ID Required" does not provide a copy of their identification along with their ballot a letter will be sent via mail and email, if available, within one business day informing of the deficiency and offering the opportunity to correct the information. Those who provide proper identification will be marked as such and sent for counting. Failure to return the form by 5:00 PM on the eighth day after Election Day will result in the ballot being rejected and not counted. A rejected envelope will be marked as such, stored in a secure location. The daily Challenged Ballot Report will note the rejected ballot in the database.

#### **I. PROCEDURES TO ENSURE PRIVACY OR SECRECY OF THE BALLOT:**

1. Election judges are trained to maintain voter confidentiality.
2. Designated election judges are trained how to separate a ballot from a return envelope to ensure that the voter information and the voted ballot are never visible at the same time to maintain voter secrecy. All envelopes are securely stored separately from ballots before counting.
3. UOCAVA voters who elect to vote electronically through email or fax must sign a form acknowledging their voluntary waiver of their right to a secret ballot. The email account used for these returned ballots will only be accessible by the City Clerk and Deputy City Clerk. Designated election judges working in teams of two will verify and duplicate electronically voted UOCAVA ballots onto a scannable paper ballot, and then processed in the same manner as other ballot packets returned by mail.

#### **J. PROCEDURES TO RECONCILE BALLOTS ISSUED, BALLOTS RECEIVED, DEFECTIVE BALLOTS, AND REPLACEMENT BALLOTS:**

1. Designated election judges scan and code ballot packets that are challenged or rejected (i.e., refused to vote, signed by power of attorney, not signed, etc.). Some ballot packets may be challenged or canceled automatically (e.g., voter moved). All challenged, rejected, and cancelled ballot packets will be reconciled against the Challenged Ballot Report at the close of business each day. If both the original and the replacement ballot packets are received, designated election judges will process the first ballot received for counting. The other ballot packet is marked as rejected, stored in a secure location, and not counted. The rejected ballot packet will be marked in the database and will appear as such on the Challenged Ballot Report.



2. Ballot packets issued are tracked by type of issuance and reconciled at the end of the election with the Canvass Report. Types of issuances include, but are not limited to, replacement ballots, absentee, address/name change, and new registration.
3. Defective ballots will be reviewed for duplication and reconciled with a separate duplication log.
4. Reconciliation reports are used to verify accuracy between audit logs and actual ballots counted.

**K. TIMETABLE FOR CONDUCT OF ELECTION:**

See attached Municipal Election Calendar.

**L. PROCEDURES TO ENSURE ACCURATE TABULATION**

Before and after each election, the vote tabulation equipment is tested for Logic and Accuracy (L&A).

1. The L&A Board is composed of one representative from the City Auditor's Office, one representative from the City Attorney's Office, and one representative from the City IT Office.
2. Before counting begins the L&A Board observes the ballot tabulation scanner being set to zero votes. Each member's pre-marked test ballots are scanned individually, and their scanned vote totals are compared with their own vote tally. The member part of the procedure is completed if the scanned ballot numbers match the voting record. If the numbers do not match, the scanner will be reset to zero and the marked ballots will be scanned again. The process continues until the numbers match, or the problem is resolved.
3. After testing all three sets of test ballots, the L&A Board observes that the tabulation scanner is set to zero. A tamper-proof numbered seal is then attached to each vote tabulation scanner and recorded by the L&A Board. The L&A Board then signs a document stating that the voting tabulation machine was tested, including the date, time, and machine seal number. Test materials will be secured by the seal number recorded by the team. Materials and ballots for the test are sealed in a metal box and stored in a vault at the City Clerk's office.
4. The L&A Board completes the post-election L&A testing following the same procedures as above.

**Attachment 1: Municipal Election Calendar**

**CITY OF COLORADO SPRINGS**  
**SARAH B. JOHNSON, CITY CLERK AND DESIGNATED ELECTION OFFICIAL**  
**April 1, 2025**  
**GENERAL MUNICIPAL ELECTION MAIL BALLOT CALENDAR**

DATE	ITEM	REFERENCE
October 1, 2024 November 1, 2024 December 2, 2024	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
December 10, 2024	Mail Ballot Plan to be approved by City Council	City Code § 5.1.113
December 31, 2024 First Day to File Nomination Petitions	Nomination petitions may be circulated by candidates (within 10 days after filing affidavit of independent candidacy form and nominating petition, council candidate must file Substantial Private Business Interests form)	City Code § 5.1.106
December 31, 2024	Charter amendments presented by petition due	CRS § 31-2-210 (1)(a)(III)
January 2, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
January 15, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
January 20, 2025 Last Day to File Nomination Petitions	Nomination petitions and Affidavit of Independent Candidacy due to City Clerk within 10 days after filing Affidavit of Independent Candidacy form, and nominating petition council candidate must file Substantial Private Business Interests form.	City Code § 5.1.106
January 24, 2025	Last day to amend nomination petition to correct signature line deficiencies for petitions filed by the filing deadline.	City Code § 5.1.106
January 24, 2025	Last day for candidates to withdraw from nomination	City Code § 5.1.107
January 24, 2025	Last day for write-in candidate to file affidavit of intent	City Code § 5.1.103
January 24, 2025	Draw names for ballot position	City Charter § 11-60
January 28, 2025	Last day for Council to adopt charter amendments, electoral ordinances and referred measures on 1st reading.	City Code § 5.1.104

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**CITY OF COLORADO SPRINGS**  
**SARAH B. JOHNSON, CITY CLERK AND DESIGNATED ELECTION OFFICIAL**  
**April 1, 2025**  
**GENERAL MUNICIPAL ELECTION MAIL BALLOT CALENDAR**

<b>DATE</b>	<b>ITEM</b>	<b>REFERENCE</b>
January 30, 2025	Deadline for elected city officer to notify City Clerk they intend to run for another city office	City Charter § 2-10(e)
January 31, 2025	Deadline for elected city officer to notify City Clerk they will withdraw their intent to run for another city office.	City Charter § 2-10(e)
February 3, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
January 30, 2025	Deadline to certify the list of candidates and ballot questions to City Council	City Code § 5.1.127(A)
February 14, 2025	Deadline to send active military and overseas citizens ballots (UOCAVA)	City Code § 5.1.119(E)
February 17, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
February 14, 2025	Deadline for filing written comments on TABOR issues with the City Clerk.	Colo. Const. X, 20(3)(b)(v) City Charter § 7-90(c)(2)(v)
March 3, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
February 28, 2025	Last day to receive a preliminary list of registered voters from El Paso County Clerk and Recorder	City Code § 5.1.115(A)
February 28, 2025	Deadline to mail TABOR pro-con statements.	City Charter § 7-90(c)(2) Colo. Const. Art. X, Sec 20(3)(b)
March 7, 2025	Post Election Notice at Mail Ballot Drop-Off locations (Candidate Names and Ballot Questions)	City Code § 5.1.114
March 7, 2025	Publish Election Notice (Candidates Names and Ballot Questions)	City Code § 5.1.127(C)
March 7, 2025	First day ballots may be issued from the City Clerk Office	City Code § 5.1.116(G)
No earlier than March 7, 2025 No later than March 17, 2025	Mail Ballot Packets to Active Registered Voters	City Code § 5.1.116(G)
March 7, 2025	Pre-processing of ballots may begin	City Code § 5.1.118(B)

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**CITY OF COLORADO SPRINGS**  
**SARAH B. JOHNSON, CITY CLERK AND DESIGNATED ELECTION OFFICIAL**  
**April 1, 2025**  
**GENERAL MUNICIPAL ELECTION MAIL BALLOT CALENDAR**

<b>DATE</b>	<b>ITEM</b>	<b>REFERENCE</b>
March 12, 2025	Last day to receive a supplemental list of registered voters from El Paso County Clerk and Recorder	City Code § 5.1.115(B)
March 17, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
March 17, 2025	Counting of ballots may begin	City Code § 5.1.123
March 25, 2025	Last day to file application for an absentee ballot	City Code § 5.1.119(B)
March 28, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(H)
April 1, 2025	<b>ELECTION DAY</b>	City Charter § 11-20
April 9, 2025	Deadline for return of military and overseas citizens ballots.	City Code § 5.1.119(E)
April 9, 2025	Deadline to correct issues related to self-affirmation signatures and missing ID for ballots returned by 7 PM on Election Day.	City Code § 5.1.121(B),(C),(E)
April 11, 2025	Last day to canvass returns.	City Code § 5.1.126
April 11, 2025	Publish any adopted initiated ordinances	City Charter § 12-60(b)(2)(i)
April 15, 2025	Oath of Office of for District Councilmembers whose terms begin at 10:00 a.m. on this day	City Charter § 2-10(c)
April 21, 2025	Last day to file certified copy of adopted Charter amendments with Secretary of State.	CRS § 31-2-208
May 1, 2025	Report of Contributions and Expenditures due	City Code § 5.2.203(G)