

**First Regular Session
Seventy-fifth General Assembly
STATE OF COLORADO**

INTRODUCED

LLS NO. 25-0812.02 Pierce Lively x2059

HOUSE BILL 25-1193

HOUSE SPONSORSHIP

Suckla,

SENATE SPONSORSHIP

(None),

House Committees

State, Civic, Military, & Veterans Affairs

Senate Committees

A BILL FOR AN ACT

101 **CONCERNING THE CREATION OF THE "VOTE TRANSPARENCY**
102 **PROTOCOL ACT".**

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <http://leg.colorado.gov>.)

The bill creates new processes for vote verification, voter verification, and audit transparency.

For vote verification, the bill requires ballots to be assigned vote tracking numbers and voters to be assigned voter identifier numbers. Voters are given both of these numbers and the secretary of state (secretary) publishes these numbers on a publicly accessible vetting

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.
*Capital letters or bold & italic numbers indicate new material to be added to existing law.
Dashes through the words or numbers indicate deletions from existing law.*

transparency ledger and a publicly accessible ballot transparency ledger, respectively. The number of vote tracking numbers on the vetting transparency ledger must equal the number of voter identifier numbers on the ballot transparency ledger. After a ballot is cast, the secretary publishes the information on the ballot on a cast vote transparency ledger along with the corresponding vote tracking number. A voter may challenge the entry on the cast vote transparency ledger associated with their vote tracking number. The secretary shall maintain a challenged vote ledger and shall publish the status to challenges of entries on the cast vote transparency ledger on the challenged vote ledger.

For voter verification, the bill requires voters to provide the secretary with the following no less than one month before an election in order to receive a mail ballot for that election:

- The voter's mailing address;
- A copy of the voter's relevant identification;
- Verification that the voter satisfies the necessary qualifications to register as a voter;
- A request to receive a mail ballot;
- Acknowledgment of the penalties for committing fraud in connection with casting a vote; and
- Verification that the voter is a human.

A voter can provide this information either on the secretary's website or in connection with the payment of a utility bill. Further, the bill:

- Prohibits the distribution of mail ballots more than 2 weeks before the relevant election;
- Requires the secretary, within 30 days after the effective date of the bill, to withdraw the state from participation in the electronic registration information system; and
- Requires the secretary to annually remove all registration information from the the statewide voter registration system and for that removal to be verified by an entity that is not a state agency.

For audit transparency, the bill requires the secretary to generate for every election a number of randomly generated and assigned audit numbers (RAANs) equal to the amount of electors who voted in the previous election plus one percent. The secretary shall enter each RAAN it generates into a RAAN tracking database. The secretary must randomly assign and attach each RAAN to a ballot. After a ballot is cast:

- A voter may keep a copy of the RAAN associated with their ballot;
- The secretary shall enter the first 12 digits of a ballot's RAAN (partial RAAN) in the RAAN tracking database to ensure that the ballot's RAAN was one of the RAANs that the secretary generated for the election;
- The secretary shall scan the ballot; and

1 MUST BE A SECURE HASH ALGORITHM TWO HUNDRED FIFTY-SIX ONE-WAY
2 CRYPTOGRAPHIC HASH FUNCTION.

3 (3) "PREVIOUS HASH" MEANS A UNIQUE HASH GENERATED BY THE
4 ONE-WAY HASH FUNCTION FOR A DISTRIBUTED LEDGER.

5 **1-7-1103. Vote transparency protocol applicability and**
6 **implementation - rules.** (1) NOTWITHSTANDING ANY LAW TO THE
7 CONTRARY, THIS PART 11 APPLIES IN ALL ELECTIONS AND SUPERSEDES ANY
8 CONFLICTING PROVISION OF THIS TITLE 1 OR ANY OTHER LAW THAT
9 GOVERNS THE CONDUCT OF ELECTIONS TO WHICH THIS PART 11 APPLIES.

10 (2) THE SECRETARY OF STATE MAY ADOPT RULES AS NECESSARY
11 TO IMPLEMENT THIS PART 11.

12 **1-7-1104. Vote verification - definitions.** (1) (a) EACH ELECTOR
13 WHO CASTS A VOTE IN AN ELECTION MUST BE ASSIGNED AND PROVIDED A
14 VOTER IDENTIFIER NUMBER.

15 (b) EACH BALLOT CAST IN AN ELECTION MUST BE ASSIGNED A VOTE
16 TRACKING NUMBER, AND THE ELECTOR WHO CAST THAT BALLOT MUST BE
17 PROVIDED WITH THAT VOTE TRACKING NUMBER.

18 (2) (a) FOR EACH ELECTION, THE SECRETARY OF STATE SHALL
19 CREATE A BALLOT TRANSPARENCY LEDGER, CAST VOTE TRANSPARENCY
20 LEDGER, AND VETTING TRANSPARENCY LEDGER.

21 (b) THE SECRETARY OF STATE SHALL ENSURE THAT THE TOTAL
22 NUMBER OF VOTER IDENTIFIER NUMBERS IN THE BALLOT TRANSPARENCY
23 LEDGER IS EQUAL TO THE TOTAL NUMBER OF VOTE TRACKING NUMBERS IN
24 THE VETTING TRANSPARENCY LEDGER.

25 (3) IF, UPON REVIEWING THE CAST VOTE TRANSPARENCY LEDGER,
26 AN ELIGIBLE ELECTOR WHO CAST A VOTE IN AN ELECTION THAT HAS NOT
27 YET HAD ITS RESULT CERTIFIED BELIEVES THAT THEIR VOTE WAS

1 IMPROPERLY RECORDED, THAT ELECTOR MAY PRESENT THEIR VOTE
2 TRACKING NUMBER AND VOTER IDENTIFIER NUMBER TO THE SECRETARY
3 OF STATE AND REQUEST REVIEW AND CORRECTION OF THEIR VOTE. THE
4 SECRETARY OF STATE SHALL RESOLVE A REQUEST MADE PURSUANT TO
5 THIS SUBSECTION (3) AS QUICKLY AND TRANSPARENTLY AS POSSIBLE.

6 (4) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE
7 REQUIRES:

8 (a) "BALLOT TRANSPARENCY LEDGER" MEANS A PUBLICLY
9 AVAILABLE DISTRIBUTED LEDGER THAT CONSISTS OF THE VOTER
10 IDENTIFIER NUMBERS FOR ELECTORS WHO CAST A VOTE IN AN ELECTION.

11 (b) "CAST VOTE TRANSPARENCY LEDGER" MEANS A PUBLICLY
12 AVAILABLE DISTRIBUTED LEDGER THAT CONSISTS OF THE FOLLOWING FOR
13 EACH BALLOT CAST IN AN ELECTION:

14 (I) THE VOTE TRACKING NUMBER; AND

15 (II) THE INFORMATION CONTAINED WITHIN THE BALLOT.

16 (c) "VETTING TRANSPARENCY LEDGER" MEANS A PUBLICLY
17 AVAILABLE DISTRIBUTED LEDGER THAT CONSISTS OF THE VOTE TRACKING
18 NUMBERS FOR BALLOTS CAST IN AN ELECTION.

19 (d) "VOTER IDENTIFIER NUMBER" MEANS A UNIQUE, ANONYMOUS
20 TEXT IDENTIFIER ASSIGNED TO AN ELECTOR WHO CASTS A BALLOT.

21 (e) "VOTE TRACKING NUMBER" MEANS A UNIQUE, ANONYMOUS
22 TEXT IDENTIFIER ASSIGNED TO A BALLOT.

23 **1-7-1105. Voter verification.** (1) IN ORDER TO RECEIVE A MAIL
24 BALLOT PACKET, AS DEFINED IN SECTION 1-7.5-103, FOR AN ELECTION, NO
25 EARLIER THAN ONE MONTH BEFORE THAT ELECTION, AN ELECTOR MUST
26 PROVIDE THE FOLLOWING TO THE SECRETARY OF STATE:

27 (a) THE ELECTOR'S MAILING ADDRESS;

1 (b) A COPY OF THE VOTER'S IDENTIFICATION AS DEFINED IN
2 SECTION 1-1-104 (19.5);

3 (c) VERIFICATION THAT THE VOTER SATISFIES THE NECESSARY
4 QUALIFICATIONS TO REGISTER AS A VOTER PURSUANT TO SECTION 1-2-101;

5 (d) A REQUEST TO RECEIVE A MAIL BALLOT;

6 (e) AN ACKNOWLEDGMENT OF THE PENALTIES FOR COMMITTING
7 FRAUD IN CONNECTION WITH CASTING A VOTE; AND

8 (f) IF PROVIDING THE INFORMATION DESCRIBED IN THIS
9 SUBSECTION (1) ON THE SECRETARY OF STATE'S WEBSITE, EVIDENCE THAT
10 THE ELECTOR IS A HUMAN THROUGH THE COMPLETION OF A "COMPLETELY
11 AUTOMATED PUBLIC TURING TEST TO TELL COMPUTERS AND HUMANS
12 APART".

13 (2) THE SECRETARY OF STATE SHALL ENSURE THAN AN ELECTOR
14 MAY PROVIDE THE SECRETARY OF STATE WITH THE INFORMATION
15 DESCRIBED IN SUBSECTION (1) OF THIS SECTION ON THE SECRETARY OF
16 STATE'S WEBSITE OR IN CONNECTION WITH THE PAYMENT OF AN
17 ELECTRICITY, GAS, OR WATER BILL.

18 (3) MAIL BALLOT PACKETS, AS DEFINED IN SECTION 1-7.5-103,
19 SHALL NOT BE DISTRIBUTED FOR AN ELECTION MORE THAN TWO WEEKS
20 BEFORE THE DATE OF THAT ELECTION.

21 (4) THE SECRETARY OF STATE SHALL, WITHIN THIRTY DAYS AFTER
22 THE EFFECTIVE DATE OF THIS SECTION, WITHDRAW THE STATE FROM
23 PARTICIPATION IN THE ELECTRONIC REGISTRATION INFORMATION CENTER.

24 (5) (a) THE SECRETARY OF STATE SHALL ANNUALLY REMOVE ALL
25 REGISTRATION INFORMATION FROM THE STATEWIDE VOTER REGISTRATION
26 SYSTEM CREATED IN SECTION 1-2-301.

27 (b) THE SECRETARY OF STATE SHALL ENSURE THAT AN ENTITY

1 THAT IS NOT A STATE AGENCY ANNUALLY VERIFIES THAT THE SECRETARY
2 OF STATE HAS COMPLIED WITH SUBSECTION (5)(a) OF THIS SECTION.

3 **1-7-1106. Audit transparency - definitions.** (1) (a) BEFORE
4 EVERY ELECTION, THE SECRETARY OF STATE SHALL GENERATE A NUMBER
5 OF RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBERS EQUAL TO ONE
6 HUNDRED ONE PERCENT OF THE NUMBER OF VOTES CAST THE LAST TIME A
7 SIMILAR ELECTION WAS HELD.

8 (b) THE SECRETARY OF STATE SHALL ENTER EACH RANDOMLY
9 GENERATED AND ASSIGNED AUDIT NUMBER IT CREATES FOR AN ELECTION
10 IN A RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER DATABASE
11 FOR THAT ELECTION.

12 (c) FOR EACH BALLOT IN AN ELECTION, THE SECRETARY OF STATE
13 SHALL RANDOMLY ASSIGN A RANDOMLY GENERATED AND ASSIGNED AUDIT
14 NUMBER AND ATTACH THE RANDOMLY GENERATED AND ASSIGNED AUDIT
15 NUMBER.

16 (2) AFTER A BALLOT IS CAST:

17 (a) A VOTER MAY CHOSE TO KEEP A COPY OF THE RANDOMLY
18 GENERATED AND ASSIGNED AUDIT NUMBER ASSIGNED TO THE VOTER'S
19 BALLOT; AND

20 (b) THE SECRETARY OF STATE SHALL:

21 (I) ENTER THE PARTIAL RANDOMLY GENERATED AND ASSIGNED
22 AUDIT NUMBER FOR THE BALLOT IN THE RANDOMLY GENERATED AND
23 ASSIGNED AUDIT NUMBER DATABASE IT CREATED FOR THAT ELECTION TO
24 ENSURE THAT THE PARTIAL RANDOMLY GENERATED AND ASSIGNED AUDIT
25 NUMBER CORRESPONDS WITH A RANDOMLY GENERATED AND ASSIGNED
26 AUDIT NUMBER THAT THE SECRETARY OF STATE GENERATED FOR THAT
27 ELECTION;

1 (II) SCAN THE BALLOT; AND

2 (III) ENTER THE BALLOT'S PARTIAL RANDOMLY GENERATED AND
3 ASSIGNED AUDIT NUMBER AND THE INFORMATION WITHIN THE BALLOT IN
4 A CAST VOTE RECORD DATABASE FOR THE ELECTION.

5 (3) THE SECRETARY OF STATE SHALL VERIFY THE BALLOT SCAN
6 CREATED PURSUANT TO SUBSECTION (2)(b)(II) OF THIS SECTION
7 CORRESPONDS WITH THE INFORMATION THAT THE SECRETARY OF STATE
8 ENTERS IN THE CAST VOTE RECORD DATABASE PURSUANT TO SUBSECTION
9 (2)(b)(III) OF THIS SECTION.

10 (4) (a) THE SECRETARY OF STATE SHALL CREATE AN EFFICIENT
11 AND TRANSPARENT PROCESS THROUGH WHICH AN INDIVIDUAL MAY
12 PRESENT A RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER AND
13 CHALLENGE THE INFORMATION ASSOCIATED WITH THE CORRESPONDING
14 PARTIAL RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER IN THE
15 CAST VOTE RECORD DATABASE.

16 (b) THE SECRETARY OF STATE MAY CHARGE AN INDIVIDUAL A
17 MAXIMUM OF TWENTY DOLLARS IN CONNECTION WITH THE INITIATING OF
18 A CHALLENGE PURSUANT TO SUBSECTION (4)(a) OF THIS SECTION, BUT THE
19 SECRETARY OF STATE SHALL REFUND ANY SUCH CHARGED AMOUNT IF THE
20 CHALLENGE IS SUCCESSFUL.

21 (5) AS USED IN THIS SECTION, UNLESS THE CONTEXT OTHERWISE
22 REQUIRES:

23 (a) "CAST VOTE RECORD DATABASE" MEANS A PUBLICALLY
24 AVAILABLE DISTRIBUTED LEDGER THAT FOR EACH BALLOT CAST IN AN
25 ELECTION CONTAINS THE FOLLOWING:

26 (I) THE PARTIAL RANDOMLY GENERATED AND ASSIGNED AUDIT
27 NUMBER ASSOCIATED WITH THE BALLOT; AND

1 (II) THE INFORMATION WITHIN THE BALLOT.

2 (b) "PARTIAL RANDOMLY GENERATED AND ASSIGNED AUDIT
3 NUMBER" MEANS THE FIRST TWELVE CHARACTERS OF A RANDOMLY
4 GENERATED AND ASSIGNED AUDIT NUMBER.

5 (c) "RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER"
6 MEANS A STRING OF THIRTY-TWO RANDOMLY GENERATED ALPHA-NUMERIC
7 CHARACTERS.

8 (d) "RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER
9 TRACKING DATABASE" MEANS A DISTRIBUTED LEDGER THAT INCLUDES THE
10 FOLLOWING:

11 (I) EACH RANDOMLY GENERATED AND ASSIGNED AUDIT NUMBER
12 GENERATED BY THE SECRETARY OF STATE FOR THE RELEVANT ELECTION;

13 (II) THE PARTIAL RANDOMLY GENERATED AND ASSIGNED AUDIT
14 NUMBER THAT CORRESPONDS TO EACH RANDOMLY GENERATED AND
15 ASSIGNED AUDIT NUMBER GENERATED BY THE SECRETARY OF STATE FOR
16 THE RELEVANT ELECTION; AND

17 (III) WHETHER THE BALLOT ASSOCIATED WITH A RANDOMLY
18 GENERATED AND ASSIGNED AUDIT NUMBER WAS CAST IN THE RELEVANT
19 ELECTION.

20 **SECTION 2. Act subject to petition - effective date.** This act
21 takes effect at 12:01 a.m. on the day following the expiration of the
22 ninety-day period after final adjournment of the general assembly; except
23 that, if a referendum petition is filed pursuant to section 1 (3) of article V
24 of the state constitution against this act or an item, section, or part of this
25 act within such period, then the act, item, section, or part will not take
26 effect unless approved by the people at the general election to be held in

- 1 November 2026 and, in such case, will take effect on the date of the
- 2 official declaration of the vote thereon by the governor.