#### 1 BY AUTHORITY 2 COUNCIL BILL NO. CB22-TBD ORDINANCE NO. \_\_\_\_\_ 3 SERIES OF 2022 COMMITTEE OF REFERENCE: 4 Finance and Governance 5 A BILL For an ordinance amending Chapter 15 of the Denver Revised Municipal Code

# BE IT ENACTED BY THE COUNCIL OF THE CITY AND COUNTY OF DENVER:

concerning municipal election procedures for ballot measures.

**Section 1.** Section 15-1, D.R.M.C., is amended by deleting the language stricken and adding the language underlined to read as follows:

### Sec. 15-1. - Filing acceptance of nomination.

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

29

30

31

Any person nominated as a candidate for a city elected office shall file an acceptance with the clerk and recorder at least fifty-five (55) days no later than seventy-five (75) days before the day of election, and in the absence of such acceptance the name of the candidate shall not appear on the ballot. Any person who has been nominated may, not later than forty-eight (48) days before the day of election, withdraw by filing with the clerk and recorder a request therefor in writing, and no name so withdrawn shall be placed upon the ballot. It shall be unlawful for any person nominated for any elective officer office of the city to file with the clerk and recorder an acceptance of such nomination when, at the time of such filing, such the person has knowledge of any fact rendering such the person ineligible to enter upon the duties of such office if elected thereto.

**Section 2.** Section 15-3, D.R.M.C. is amended by deleting the language stricken and adding the language underlined to read as follows:

# Sec. 15-3. - Review and comment hearing on initiated ordinances and charter amendments.

(a) Prior to the submission to the clerk and recorder of any affidavit or statement of intent commencing the process for initiating any ordinance or charter amendment, the proponents of the initiated measure shall submit a typewritten draft of the text of the proposed ordinance or charter amendment to the director of the city council staff legislative services director and to the city attorney for review and comment. Proponents are encouraged to write such drafts in plain, non-technical language and in a clear and coherent manner using words with common and everyday meaning which are understandable to the average reader. No later than ten (10) business days after the date of submission of the original draft, unless it is withdrawn by the proponents, the director or the city council staff-legislative services director and the city attorney, or their designees, shall render their comments to the proponents of the petition concerning the format or contents of the proposed ordinance or charter amendment at a meeting open to the public. Where appropriate, such comments shall also contain suggested editorial changes to promote compliance with the plain language provisions of this section.

- (b) After the public meeting but before submission to the clerk and recorder of any affidavit or statement of intent commencing the petition process, the proponents may amend the text in response to some or all of the comments of the director or the city council staff legislative services director and the city attorney, or their designees. If any substantial amendment is made to the text, the amended text shall be resubmitted to the director and the city attorney for comment in accordance with subsection (a) of this section. If the director or city attorney have no additional comments concerning the amended text, they may so notify the proponents in writing, and, in such case, a hearing on the amended text pursuant to subsection (a) of this section is not required.
- (c) To the extent possible, drafts shall be worded with simplicity and clarity and so that the effect of the measure will not be misleading or likely to cause confusion among voters. The draft shall not present the issue to be decided in such manner that a vote for the measure would be a vote against the proposition or viewpoint that the voter believes that he or she is casting a vote for or, conversely, that a vote against the measure would be a vote for a proposition or viewpoint that the voter is against. Proponents are encouraged to write such drafts in plain, non-technical language and in a clear and coherent manner using words with common and everyday meaning which are understandable to the average reader.
- (d) After the conference provided in subsections (a) and (b) of this section, the director of the city council staff and the city attorney, or their designees, shall jointly submit to the proponents and to the clerk and recorder a written notice, including a copy of the text or amended text finally reviewed by the director and the city attorney, certifying compliance with this section. the legislative services director and the city attorney shall submit jointly to the proponents and the clerk and recorder written notice certifying compliance with this section and a proposed ballot title and ballot question, provided that no ballot title or ballot question shall be submitted if the legislative services director and the city attorney believe an initiative contains more than one subject pursuant to section 8.3.1(B) and 8.3.2(E) or does not propose municipal legislation pursuant to section 1(9) of article V of the state constitution. The clerk and recorder shall not receive or act upon any affidavit or notice of intent

commencing the process for initiating any ordinance or charter amendment unless the affidavit or notice of intent is accompanied by a certification as provided herein.

**Section 3.** Section 15-4, D.R.M.C., is hereby amended by deleting the language stricken to read as follows:

### Sec. 15-4. - Applicability of Uniform Election Code.

- (b) Notwithstanding any contrary provision in the Uniform Election Code, the following requirements shall govern general city and county elections and runoff elections:
- 1. All provisional ballots shall be verified and counted no later than eight (8) days after the general election.
- 2. Any opportunity for a voter to confirm or correct the signature on an absentee ballot or a mail ballot shall be exercised no later than eight (8) days after the general election.
- 3. Any request for a recount shall be submitted no later than ten (10) days after the general election and the recount shall be completed no later than fourteen (14) days after the general election.
- 4. Any requirement regarding the canvassing, auditing, or certification of the results of the election shall be completed no later than nine (9) days after the general election.
- 5. Any ballot for a runoff election shall be certified no later than twenty-one (21) days before the runoff election, unless a recount is requested.
- **Section 4.** Section 15-9, D.R.M.C., is amended by adding the language underlined and deleting the language stricken to read as follows:

#### Sec. 15-9. - Form of ballot questions.

(a) At any election at which any initiative, referendum, Charter amendment, or other referred measure ordinance shall be submitted to a vote of the qualified electors, the official ballot shall, by proper words to be provided by ordinance, show the nature of the initiative, referendum, Charter amendment, or other referred ordinance measure to be voted upon, and shall give to each voter the right to show clearly his or her the voter's intention to vote yes or no on each initiative, referendum, Charter amendment, or other referred ordinance measure, and in case any separate or alternative proposition or propositions be submitted, the ballot shall be prepared so as to enable the voter to express his or her intention in regard to each proposition. For ordinances that are placed on the ballot as a result of an initiative or referendum petition, the official ballot shall include the ballot title submitted by the petitioners committee and approved set by the clerk and recorder as provided in subsection 3.3.2(C) subsection 8.3.2(E) of the Charter.

1	(b) The official ballot title for an initiative shall begin with the words: "Shall the voters for the
2	City and County of Denver adopt" unless different wording is required by the State Constitution.
3	Each voter shall have the right to show clearly their intention to vote "yes/for" or "no/against" on each
4	initiative.
5	(c) The official ballot title for a referendum shall begin with the words: "Shall the voters of the
6	City and County of Denver retain ordinance number entitled" unless
7	different wording is required by the State Constitution. Each voter shall have the right to show clearly
8	their intention to vote "yes/retain" or "no/repeal" on each referendum.
9	(d) At any election at which an initiative, referendum, or referred ordinance is submitted to a
10	vote of the qualified electors, the clerk and recorder must order and number the municipal ballot
11	measures as follows:
12	(1) Referred ordinances must be designated by a number and letter;
13	(2) Initiatives and referenda must be designated by a number;
14	(2) All referred ordinances must precede all initiatives and referenda;
15	(3) Municipal ballot measures must be ordered as follows:
16	a. Referred ordinances to increase taxes;
17	b. Referred ordinances to retain excess revenues;
18	c. Referred ordinances to increase debt;
19	d. Other referred ordinances;
20	<u>e. Referenda;</u>
21	f. Initiatives to increase taxes;
22	g. Initiatives to retain excess revenues;
23	h. Initiatives to increase debt; and
24	i. Other initiatives.
25	(4) Municipal ballot measures must be numbered as follows:
26	a. Referred ordinances must be numbered in the following series: 2A - 2Z.
27	b. Initiatives and referenda must be numbered in the following series: 300 -
28	<u>399.</u>
29	(5) Beginning with the November 8, 2022 coordinated election, the clerk and recorder
30	shall number referred ordinances beginning with 2A and initiatives and referenda beginning with
31	300. In each election thereafter, the clerk and recorder shall number municipal ballot measures
32	consecutively starting from the last numeral and letter, or numeral, used in any previous election

- until 2Z or 399 is used. Only after a referred ordinance is numbered 2Z, or an initiative or referendum is numbered 399, may the clerk and recorder reuse numbers.
- **Section 5.** Section 15-11, D.R.M.C. is repealed in its entirety and reenacted to read as follows:
  - Sec. 15-11. Initiative, referendum, and recall petitions; fiscal impact estimate and ballot information booklet.
    - (a) Initiative, referendum, and recall petitions.
      - (1) Initiative petitions.

- a. Form of petitions. The petition must be in a style and format specified by the clerk and recorder. A petition may be circulated in separate sections as long as each section conforms to the style and format specified by the clerk and recorder. Each petition section must include the title on the front of the petition section and have attached the full text of the proposed initiative. Each petition section must have space for signatures and addresses of electors as provided for by the clerk and recorder.
- b. Affidavit of Circulators. Each petition section must contain a completed and notarized affidavit of the circulator who circulated the petition section. The affidavit must state that the circulator personally circulated the petition section, that each signature on the petition section was affixed in the circulator's presence, that each signature is to the best of the circulator's knowledge a genuine signature of a registered elector, and that each signer had an opportunity to read the full text and ballot title of the initiative. Each circulator must be a citizen of the United States and at least sixteen (16) years of age at the time the circulator circulated the petition section.
  - c. Circulation and signing of petitions.
- 1. Signatures. Each registered elector shall provide a signature, the date of signing, the registered elector's full residence address, and other pertinent information as deemed necessary by the clerk and recorder. A registered elector who provided information for the petition may withdraw his or her signature from it by filing a written request with the clerk and recorder up to the time the clerk and recorder determines the petition's sufficiency.
- 2. Circulation period. The petitioner's committee has one hundred eighty (180) days from the date of approval of the affidavit, ballot title, and petition form to gather petition signatures and file the completed petition with the clerk and recorder.
  - d. Filing and review of initiative petitions.

1. *Filing, generally.* The petitioners' committee shall file the completed petition with the clerk and recorder by the close of business on a normal business day. The petitioner's committee must file all related petition sections at the same time.

- 2. Timing of filing for placement on the ballot of a specific election.

  Notwithstanding the one hundred eighty (180) day circulation period, if the petitioner's committee desires the proposed initiative to appear on the ballot for a certain election, the petitioner's committee must file the completed petition no later than one hundred forty-five (145) days before the date of the election on which the petitioner's committee would like the proposed initiative to appear on the ballot.
- 3. Verification of signatures and protest. The clerk and recorder shall declare whether the petition contains a sufficient or insufficient number of valid signatures no later than twenty-five (25) days after the petitioner's committee files the petition, except that if the petitioners' committee files a completed petition later than forty-five (45) days before the election, the twenty-five (25) day period shall commence on the day after the election. Within the twenty-five (25) day period for review of the petition, a protest subscribed and sworn to under oath may be filed by a registered elector. The protestor shall identify the signers protested against by name, or specify the factual and legal basis of any other alleged defects in the petition. The clerk and recorder shall consider the grounds of protest and may hear evidence, after giving notice of the hearing to the petitioners' committee, the protestors, and others the clerk and recorder may require for the hearing. Findings shall be issued no later than fifty (50) days after the filing of a protest.
- e. *Notice to council, optional special election*. Upon a final determination of sufficiency of an initiative petition, the clerk and recorder shall immediately notify the city council of the determination in writing. Upon receipt of the notice that the clerk and recorder has determined an initiative petition to be sufficient, the city council may, at its discretion, call a special election to be held before the next scheduled citywide election for the purpose of submitting the initiated ordinance to the electorate, subject to the limitations set forth in Section 8.2.3 of the Charter.
- f. *Publication*. The clerk and recorder shall publish the proposed ordinance in a manner consistent with the publication of other ordinances before the election at which the proposed ordinance will appear on the ballot.
- g. *Public record*. From the time of filing, all petitions for an initiative become public records. Upon completion of proceedings by city council, they shall be preserved by the office of the clerk and recorder.

### (2) Referendum petitions.

- a. Form of petitions. The petition must be in a style and format specified by the clerk and recorder. A petition may be circulated in separate sections as long as each section conforms to the petition style and format specified by the clerk and recorder. Each petition section must include the title on the front of the petition section and have attached the full text of the referendum. Each petition section must have space for signatures and addresses of electors as provided for by the clerk and recorder.
- b. Affidavit of Circulators. Each petition section must contain a completed and notarized affidavit of the circulator who circulated the petition section. The affidavit must state that the circulator personally circulated the petition section, that each signature on the petition section was affixed in the circulator's presence, that each signature is to the best of the circulator's knowledge a genuine signature of a registered elector, and that each signer had an opportunity to read the full text and ballot title of the referendum. Each circulator must be a citizen of the United States and at least sixteen (16) years of age at the time the circulator circulated the petition section.
- c. Signatures. Each registered elector shall provide a signature, the date of signing, the registered elector's full residence address, and other pertinent information as deemed necessary by the clerk and recorder. A registered elector who provided information for the petition may withdraw his or her signature from it by filing a written request with the clerk and recorder up to the time the clerk and recorder determines the petition's sufficiency.
  - d. Filing and review of referendum petitions.
- 1. *Filing, generally.* The petitioners' committee shall file the completed petition with the clerk and recorder by the close of business on a normal business day. The petitioner's committee must file all related petition sections at the same time.
- 2. *Timing.* A completed referendum petition shall be filed with the clerk and recorder within ninety (90) days of final publication of the ordinance.
- 3. Verification of signatures and protest. The clerk and recorder shall declare whether the petition contains a sufficient or insufficient number of valid signatures no later than twenty-five (25) days after the petitioner's committee files the petition, except that if the petitioners' committee files a completed petition later than forty-five (45) days before the election, the twenty-five (25) day period shall commence on the day after the election. Within the twenty-five (25) day period for review of the petition, a protest subscribed and sworn to under oath may be filed by a

registered elector. The protestor shall identify the signers protested against by name or specify the factual and legal basis of any other alleged defects in the petition. The clerk and recorder shall consider the grounds of protest and may hear evidence, after giving notice of the hearing to the petitioners' committee, the protestors, and others the clerk and recorder may require for the hearing. Findings shall be issued no later than fifty (50) days after the filing of a protest with the clerk and recorder.

- e. *Notice to council, optional special election*. Upon a final determination of sufficiency of a referendum petition pursuant to paragraph (5) of this subsection (a), the clerk and recorder shall immediately notify the city council of the determination in writing. Upon receipt of the notice that the clerk and recorder has determined a referendum petition to be sufficient, the city council may, at its discretion, call a special election to be held before the next scheduled citywide election for the purpose of submitting the referendum to the electorate, subject to the limitations set forth in Section 8.2.3 of the Charter.
- f. *Publication.* The clerk and recorder shall publish the ordinance proposed for referendum in a manner consistent with the publication of other ordinances before the election at which the referendum will appear on the ballot.
- g. *Public record.* From the time of filing, all petitions for a referendum become public records. Upon completion of proceedings by city council, they shall be preserved by the office of the clerk and recorder.

#### (3) Recall petitions.

- a. Form of petitions. The petition must be in a style and format specified by the clerk and recorder. A petition may be circulated in separate sections as long as each section conforms to the petition style and format specified by the clerk and recorder. Each petition section must contain the name of the elected official whose recall is being sought, the office held by the official, and a statement of the grounds upon which recall is being sought. Each petition shall have space provided for signatures and addresses of electors as provided for by the clerk and recorder.
- b. Affidavit of Circulators. Each petition section must contain a completed and notarized affidavit of the circulator who circulated the petition section. The affidavit must state that the circulator personally circulated the petition section, that each signature on the petition section was affixed in the circulator's presence, that each signature is to the best of the circulator's knowledge a genuine signature of a registered elector, and that each signer had an opportunity to read the full text and ballot title of the referendum. Each circulator must be a citizen of the United

States and at least sixteen (16) years of age at the time the circulator circulated the petition section.

- c. Signatures. Each registered elector shall provide a signature, the date of signing, the registered elector's full residence address, and other pertinent information as deemed necessary by the clerk and recorder. A registered elector who provided information for the petition may withdraw his or her signature from it by filing a written request with the clerk and recorder up to the time the clerk and recorder determines the petition's sufficiency.
  - d. Filing and review of referendum petitions.
- 1. *Filing, generally.* The petitioners' committee shall file the completed petition with the clerk and recorder by the close of business on a normal business day. The petitioner's committee must file all related petition sections at the same time.
- 2. Timing. A petition for recall shall be filed with the clerk and recorder no later than ninety (90) days after filing of the affidavit of the petitioners' committee initiating recall proceedings, and no less than six (6) months after, nor less than one (1) year before a regularly scheduled municipal election in which the office in question has been or will be filled. Failure to file a petition within this period shall render the recall petition null and void.
- 3. Verification of signatures and protest. The clerk and recorder shall declare whether the petition contains a sufficient or insufficient number of valid signatures no later than the twenty-five (25) days after the petitioner's committee files the petition, except that if the petitioners' committee files a completed petition later than forty-five (45) days before the election, the twenty-five (25) day period shall commence on the day after the election. Within the twenty-five (25) day period for review of the petition, a protest subscribed and sworn to under oath may be filed by a registered elector. The protestor shall identify the signers protested against by name or specify the factual and legal basis of any other alleged defects in the petition. The clerk and recorder shall consider the grounds of protest and may hear evidence, after giving notice of the hearing to the petitioners' committee, the protestors, and others the clerk and recorder may require for the hearing. Findings shall be issued no later than fifty (50) days after the filing of a protest with the clerk and recorder.
- e. Certification to council. A recall petition determined to be sufficient by the clerk and recorder shall be immediately certified to the city council for the scheduling of a recall election in accordance with section 8.3.5(B) of the Charter.

- f. Form of ballot and election procedures. The name of the incumbent sought to be recalled shall be printed as a candidate on the official ballot, unless the incumbent resigns or a vacancy exists. The setting of a recall election shall be as provided in section 8.3.5. Procedure the nominations and election of candidates shall be the same as fora general election, including a run-off election where necessary.
- g. *Public record.* From the time of filing, all petitions for a recall become public records. Upon completion of proceedings by city council, they shall be preserved by the office of the clerk and recorder.
  - (b) Fiscal impact estimate and ballot information booklet.

- (1) *Generally.* The clerk and recorder shall follow the procedures in state law for any initiated or referred measure subject to the provisions of section 20 of article X of the state constitution. For all other initiatives and referred ordinances, the clerk and recorder shall compile a ballot information booklet which shall contain a fiscal impact estimate.
- (2) Fiscal impact estimate. The manager of finance shall prepare the fiscal impact estimate. When preparing the fiscal impact estimate, the manager of finance shall consider estimates provided by any affected city agency or department, the petitioners' committee, city council, or any other interested person. The manager of finance shall submit the completed fiscal impact estimate to the clerk and recorder no later than sixty (60) days before the election. The clerk and recorder may not modify the estimate provided by the manager of finance.
- (3) Ballot information booklet. The clerk and recorder, in consultation with the legislative services director and the city attorney, shall compile a ballot information booklet which contains the text and title and a summary of the major arguments for and against the measure. When preparing the ballot information booklet, the clerk and recorder shall accept written comments from any person submitted no later than sixty (60) days before the election. The clerk and recorder shall deliver the booklet to voters before the first day to mail ballots to domestic voters under state law. The clerk and recorder may combine this booklet with other required election materials or make this booklet available electronically.
  - (c) Title setting and appeal. The clerk and recorder shall not set a set a title for:
- (1) an initiative that contains more than one subject pursuant to section 8.3.1(B) and 8.3.2(E);
- (2) an initiative that does not propose municipal legislation pursuant to section 1(9) of article V of the state constitution;

(3) an initiative that the city attorney has not certified as compliant with the requirements of the Charter and any applicable ordinance.

If the clerk and recorder does not set a title for an initiative in accordance with this section, the clerk and recorder shall notify the petitioners' committee by mailing such decision to the address provided by the petitioners' committee no later than five (5) business days after receipt of written notice certifying compliance with section 15-3(d). The petitioners' committee may appeal a decision setting or not setting a title by filing a written request within seven (7) days of the mailing date of the decision. Compliance with the provisions of this subsection shall be a jurisdictional prerequisite to any request for an appeal brought under the provisions of this section, and failure to comply shall forever bar any such action. The clerk and recorder is authorized to appoint one or more hearing officers to consult with the clerk and recorder with respect to any such appeal and to certify the record or a summary thereof as required by the clerk and recorder, along with his or her recommended findings, conclusions, and decision. The clerk and recorder may adopt rules and regulations as may be necessary for administration of this section.

**Section 6.** Article I of Chapter 15 of the D.R.M.C., is amended by the addition of a new subsection 15-13 to read as follows:

## Sec. 15-13. - Initiative, referendum, and recall petition circulator training.

The clerk and recorder shall promulgate rules and regulations for developing and conducting circulator training programs for paid and volunteer circulators. The clerk and recorder must conduct the training programs in the broadest, most cost-effective manner available to the clerk and recorder, including but not limited to, training sessions for persons associated with the proponents or a petition entity, and by electronic and remote access. The proponents of an initiative, referendum, or recall petition or the representatives of a petition entity must inform paid and volunteer circulators of the availability of these training programs as one manner of complying with the requirements of this article. For purposes of this subsection, petition entity shall mean any person or issue committee that directly or indirectly provides compensation to a circulator to circulate an initiative, referendum, or recall petition.

**Section 7.** Article I of Chapter 15 of the D.R.M.C. is amended by the addition of a new subsection 15-15 to read as follows:

## Sec. 15-15. - Unlawful acts - penalty.

(a) It shall be unlawful:

(1) For any person willfully and knowingly to circulate or cause to be circulated or sign or procure to be signed any petition bearing the name, device, or motto of any person, organization, association, league, or political party, or purporting in any way to be endorsed, approved, or submitted by any person, organization, association, league, or political party, without the written consent, approval, and authorization of the person, organization, association, league, or political party;

- (2) For any person to sign any name other than his or her own to any petition or knowingly to sign his or her name more than once for the same measure at one election;
- (3) For any person to knowingly sign any petition who is not a registered elector at the time of signing the same;
- (4) For any person to sign any affidavit as circulator without knowing or reasonably believing the statements made in the affidavit to be true;
- (5) For any person to certify that an affidavit attached to a petition was subscribed or sworn to before him or her unless it was so subscribed and sworn to before him or her and unless the person is duly qualified under the laws of this state to administer an oath;
- (6) For any person to do willfully, or with another person or persons conspire, or agree to do, any act which hinders, delays, or in any way interferes with the calling, holding, or conducting of any election permitted under the initiative and referendum powers reserved by the people in section 1 of article V of the state constitution or with the registering of electors therefor;
- (7) For any person to do willfully any act which confuses or is likely to confuse the issues submitted or proposed to be submitted at any election, or refuse to submit any petition in the form presented for submission at any election;
  - (8) For any person to violate willfully any provision sections 15-11, 15-13, or 15-14;
- (9) For any person to pay money or other things of value to a registered elector for the purpose of inducing the elector to withdraw his or her name from a petition for a ballot issue;
- (10) For any person to sign any affidavit as a circulator, unless each signature in the petition section to which the affidavit is attached was affixed in the presence of the circulator;
- (11) For any person to circulate in whole or in part a petition section, unless such person is the circulator who signs the affidavit attached to the petition section.
- (b) Any person, upon conviction of a violation of any provision of this section, must be punished by a fine of not more than nine hundred ninety-nine dollars.

1	Section 8. This ordinance shall only be effective after certification of passage by electors
2	of a referred question revising charter §§ 8.2.7, 8.3.1, and 8.3.2 at a special municipal election to be
3	held in conjunction with the coordinated election of November 8, 2022, and upon publication and
4	filing of such results with the Secretary of State.
5	
6	
7	COMMITTEE APPROVAL DATE: TBD
8	MAYOR-COUNCIL DATE: TBD
9	PASSED BY THE COUNCIL:
10	PRESIDENT
11	APPROVED: MAYOR
12	ATTEST: CLERK AND RECORDER,
13	EX-OFFICIO CLERK OF THE CITY AND COUNTY OF DENVER
14	NOTICE PUBLISHED IN THE DAILY JOURNAL:;;
15	PREPARED BY: DATE: TBD
16	Pursuant to section 13-9, D.R.M.C., this proposed ordinance has been reviewed by the office of the
17	City Attorney. We find no irregularity as to form and have no legal objection to the proposed
18	ordinance. The proposed ordinance is not submitted to the City Council for approval pursuant to §
19	3.2.6 of the Charter.
20	Kristin M. Bronson, Denver City Attorney
21	BY:, Assistant City Attorney DATE: