

FORMAL PROTEST OF BALLOT TITLE

Citizen-Initiated Douglas County 3-to-5 Commissioner Measure

FILING AND RECEIPT RECORD

This page is intended to accompany the full protest file and create a contemporaneous record of the exact date, time, method, recipient, and acknowledgment of delivery.

Submitted Date: _____

Exact Time Delivered: _____

Time Zone: Mountain Time

☐ Hand Delivery ☐ Email ☐ Electronic Filing ☐ Other: _____

Delivered To: _____

Office / Title: _____

RECEIPT OF FILING

The undersigned acknowledges receipt of this Formal Protest on the date and at the time indicated below. Acknowledgment of receipt does not constitute agreement with or acceptance of the substance of the Protest.

Received By: _____

Title / Office: _____

Signature / Initials: _____

Date Received: _____

Exact Time Received: _____

Time Zone: Mountain Time

PROOF OF DELIVERY

I certify that on the date and at the time stated below, this Formal Protest of Ballot Title was delivered to the person or office identified below.

Date of Delivery: _____

Exact Time of Delivery: _____

Time Zone: Mountain Time

Delivered To: _____

☐ Hand Delivery ☐ Email ☐ Electronic Submission ☐ Other: _____

Person Making Delivery: _____

Signature: _____

August 31, 2026

DELIVERED BY HAND AT THE 8:30 A.M. BUSINESS MEETING AND BY EMAIL

Board of County Commissioners of Douglas County, Colorado

Commissioner George Teal, Chair
Commissioner Abe Laydon
Commissioner Kevin Van Winkle
c/o Clerk to the Board, 100 Third Street, Castle Rock, Colorado 80104

cc: Jeffrey A. Garcia, Douglas County Attorney
Sheri Davis, Douglas County Clerk and Recorder (Designated Election Official)

Re: PROTEST OF BALLOT TITLE fixed by Resolution No. R-026-061 (adopted August 28, 2026; recorded Ref. #2026043594) for the Douglas County BOCC Expansion 3-to-5 Members Voter-Initiated Petition — filed pursuant to C.R.S. § 31-11-111(4) and Procedural Resolution (adopted August 25, 2026, Resolution Adopting Procedures For The Execution, Resolution, And Enactment Of Voter-Initiated Ballot Measures)

Dear Chair Teal and Commissioners:

The undersigned petition representatives and Stop the Power Grab, the registered issue committee supporting the voter-initiated measure to increase the Board of County Commissioners from three members to five, hereby **protest the ballot title fixed by Resolution No. R-026-061** and ask that the Board strike the language it added to the original question the electors petitioned for. This protest is filed in writing within 72 hours of the Board’s action, as required by the procedures resolution the Board adopted on August 25, 2026, and it plainly states its grounds below. Nothing in this protest waives any right or remedy available to the proponents under Colorado law.

I. WHAT IS PROTESTED

More than 23,000 signatures were submitted asking that a single, plain question be placed before the voters. The Clerk and Recorder certified 20,434 of those signatures as valid on August 12, 2026, roughly one-third more than the 15,087 required. The question those electors signed for, as C.R.S. § 30-10-306.5(3)(a) frames it, is “whether to increase the membership to five members,” together with the two statutory methods of election.

Resolution R-026-061 prefixes that question with a 22-word preamble (double the number of words of our original petition language) that the electors never saw and the statute never mentions:

“**At an ongoing estimated annual expense of \$760,000 to \$1,300,000 from County revenue that supports public safety, transportation, and essential county services,** shall the membership of the Douglas County Board of Commissioners be increased from a three-member board to a five-member board?”

We object to the preamble in its entirety, the dollar range, the words “from County revenue that supports,” and the enumeration of “public safety, transportation, and essential county services.” We do not object to the operative question, the [Yes / No] choice, or the two election-method options, and we ask that the title be restored to those elements. We separately note, and preserve, the removal of the words “without raising taxes” that appeared in the draft the Board published with its agenda (Legistar attachment 6571).¹

II. THE STANDARD THE BOARD BOUND ITSELF TO APPLY

The Board’s procedures resolution commits the Board to “strictly and narrowly apply state law on fixing Ballot Titles” when it adjudicates a protest. That law is short. In the parts that matter here, under C.R.S. § 31-11-111(3), made applicable to counties by C.R.S. § 30-11-103.5, the body fixing a title:

- “shall consider the public confusion that might be caused by misleading titles”;
- “shall, whenever practicable, avoid titles for which the general understanding of the effect of a ‘yes’ or ‘no’ vote would be unclear”; and
- “shall fix a title that ‘correctly and fairly express[es] the true intent and meaning of the measure’.”

C.R.S. § 31-11-103(5) defines the “title” itself as “a brief statement that fairly and accurately represents the true intent and meaning of the proposed initiative.” The measure’s intent and meaning are fixed by the statute that authorizes it:

¹ Original Ballot language proposed by Commissioners

C.R.S. § 30-10-306.5 concerns the number of commissioners and how they are elected. It appropriates nothing, reduces no fund, and eliminates no service. A title that “fairly and accurately represents” that measure describes a change in the structure of county government. It does not forecast the Board’s future staffing decisions or tell the voter which programs will pay for them.

III. GROUNDS

Ground 1. The preamble does not fairly express the measure; it argues against it. (§ 31-11-111(3); § 31-11-103(5))

The preamble does three things the measure does not do. It states an “ongoing” expense as though the measure fixed one; it identifies the source as revenue “that supports public safety, transportation, and essential county services,” which is a description of the entire General Fund offered as though it were a consequence of the measure; and it labels the third category “essential.” The record shows that the word was not drawn from any statute or fiscal document, it was proposed from the dais during the August 28 meeting (“I think just simply stating essential county services as the third option” - [Commissioner Kevin Van Winkle 2:14.30 meeting video]). A ballot title that pairs a cost with the three most sympathetic public services and the adjective “essential” is not a description of what a “yes” vote does. It is a reason to vote “no.”

The role of a body fixing a ballot title is to summarize the central features of the measure. It "is not required to explain the meaning or potential effects of the proposed initiative on the current statutory scheme." *Cordero v. Leahy*, 2014 CO 63, 328 P.3d 155, 163. A forecast of what a future Board might choose to spend is an explanation of potential effect. It is not a central feature of a measure that changes the number of commissioners and the method by which they are elected. Nor is "essential" descriptive. Colorado courts have treated comparable terms as catch phrases and slogans rather than description. (In regards, "Governmental Business," 875 P.2d 871, 875-77 (Colo. 1994)).

The Board’s own work-session standard confirms the point. On August 27 the Board stated that a title should contain “no argumentative language, no catchphrases, no slogan.” On August 28 the Board concluded it had met that standard: “We didn’t include any terms whatsoever that could be seen as campaigning, or catchphrases, argumentative language, or sloganeering.” (Commissioner Van Winkle, 2:36.55). Respectfully, a reader who did not attend the meeting cannot distinguish the adopted preamble from an opposition mailer. That is the “public confusion” § 31-11-111(3) directs the Board to avoid.

Ground 2. The dollar range is not the measure’s cost; it is the Board’s hypothetical staffing plan. (§ 31-11-103(5))

The county’s own presentation on August 28 (County Administration slides 5 and 24) put the ongoing cost of two additional commissioners — statutory salary \$158,669, benefits \$60,560, pro-rata operating \$21,625, or \$240,854 each, at **\$481,708 per year with no additional staff, beginning FY2029**. That is the cost the measure actually imposes. The adopted range of \$760,000 to \$1,300,000 is something else: it is the county’s “+2 FTE” and “+6 FTE” scenarios, which model the staffing of Arapahoe and El Paso counties, each of which has 1.63 to 1.89 times Douglas County’s population. The measure creates none of those positions. Staff told the Board as much: “Decision-making authority lies with current and future Board(s). These decisions are inherently subjective; there is no one right answer. (on slide presentation at 29:07)” For the sake of transparency, the sentence, “These decisions are inherently subjective; there is no one right answer,” was presented on screen at 29:07 on the meeting video and deleted from the published 26-page PDF.²

The scale of the assumption shows why it cannot be presented to voters as the measure’s cost. Going from three commissioners to five is a 67 percent increase in the number of commissioners. The top of the adopted range assumes that increase requires six new employees, three new staff for each new commissioner, and a 150 percent increase in the staff who support the Board, against the four positions assigned to it today. A 67 percent increase in commissioners is not a reasonable basis for a 150 percent increase in the staff that serve them, and a title that reports the result of that assumption as an “ongoing estimated annual expense” of the measure reports the Board’s own future hiring preferences, not what the electors are voting on.

The Board then discarded the highest scenario as “far too high” but kept a floor that already assumes new hires and excluded the one figure that follows directly from the measure. A range whose bottom is 58 percent above the county’s own no-new-staff cost, and whose top is 170 percent above it, does not “fairly and accurately represent” the measure. If any figure belonged in the title, it was the one the statute compels: the salaries and benefits of two commissioners. However, no statute compels a cost estimate for this measure.

Ground 3. The state-law formula the Board relied on does not apply to this measure, and the Board said so itself. (§ 1-40-106(3)(e)–(f); § 1-1-104(2.3), (2.7))

² Screenshot of slide characterizing cost estimates as “subjective”

The Board justified naming three spending areas by reference to state law: “it specifically says, in state law, that the major programs, and it lists three ... the three largest areas of program expenditures must be stated.” (Commissioner Van Winkle, 2:13.25) The provision described is C.R.S. § 1-40-106(3)(e), enacted by HB 21-1321. Read in full, it prescribes a mandatory opening sentence “[f]or measures that reduce state tax revenue through a tax change,” and it directs that sentence to “the title board,” a body defined in § 1-40-106(1) as the Secretary of State, the Attorney General and the Director of Legislative Legal Services. Its local counterpart, § 1-40-106(3)(f), is likewise limited to “measures that reduce local district property tax revenue through a tax change.” The three-largest-areas language does not exist outside that tax-change sentence.

This measure changes no tax. The Board recognized that on the record, minutes before it invoked the tax-change formula, when it struck “without raising taxes”: “This has nothing to do with raising taxes. It’s not lowering taxes ... it’s just changing the structure of government. It’s not raising or lowering taxes. So taxpayer bill of rights is not [unintelligible].” (Special Meeting video 2:10.26) We agree. Under C.R.S. § 1-1-104(2.3) and (2.7) this measure is a “ballot question,” not a TABOR “ballot issue,” and no statute requires, or authorizes, a fiscal preamble on it. The County Attorney likewise advised the Board that the state title-setting provisions are “not a mandatory ... requirement upon us, but rather guidance.” Guidance written for a different body and triggered by a condition this measure does not meet cannot be the basis for adding language the electors did not petition for.

Two further citations in the county’s “Authority and Guidance” materials do not change this. C.R.S. § 1-40-124.5 governs the contents of the statewide ballot information booklet. Additionally, the Board’s own citing of *Advance Colorado v. Griswold*, 99 F.4th 1234 (10th Cir. 2024), addresses the state Title Board’s discretion under §§ 1-40-105 and 106, exercised subject to rehearing before the Secretary of State and direct review in the Colorado Supreme Court. It upheld the state’s tax-change rules against a First Amendment challenge. This ruling has no bearing on county boards, municipal procedures, non-tax measures, or a body reviewing its own title without any of that oversight.

³Ground 4. The Board’s authority over this title is to express the statutory question, not to amend it. (§ 30-10-306.5(3)(a); § 30-11-103.5; § 31-11-111(1))

The Board is correct that § 31-11-111(1) makes it the body that must “promptly fix a ballot title.” But § 30-11-103.5 applies municipal procedure to counties only “as nearly as practicable” and only “to the extent no such procedures are prescribed by statute.” Here, the statute prescribes the substance. Section 30-10-306.5(3)(a) provides that a sufficient petition “**shall be sufficient to place on the ballot ... the question of whether to increase the membership to five members with a designation of not fewer than two of the methods of election.**” The Board’s role on a petitioned measure is ministerial: § 30-10-306.5(3)(b) tells the Board what to do after the vote. Nothing in Title 30 or Title 31 authorizes the Board to prepend its own fiscal characterization to a question the General Assembly has already defined and 20,434 electors have already endorsed. The Board repeatedly described itself on August 28 as acting “as a title board.” It is not one; that term appears nowhere in § 31-11-111, in Title 30, or in the Board’s own procedures resolution, and the discretion courts extend to the state Title Board comes bundled with the review this Board has not adopted.

Ground 5. The county’s own election official already approved the question, as circulated, under a statutory duty of impartiality. (§ 31-11-106(1), (3)(b); § 31-11-109)

The procedures the Board says it follows assign the petition stage to the Clerk and Recorder. Under § 31-11-106(1), “[n]o petition section shall be printed or circulated unless the form and the first printer’s proof of the petition section have first been approved by the clerk,” who “**shall assure that the petition section contains only those elements required by this article and contains no extraneous material.**” Under § 31-11-106(3)(b), the summary printed on every page of every petition section “**shall be true and impartial and shall not be an argument, or likely to create prejudice, either for or against the measure,**” and “**shall be prepared by the clerk.**” The Clerk and Recorder approved the form and printer’s proof of this petition on March 5, 2026, and on August 12, 2026 certified under § 31-11-109 that it was sufficient.

The question the electors signed, therefore, passed through the one county officer the statute charges with impartiality, under a standard that is, in substance, the same standard § 31-11-111(3) and § 31-11-103(5) impose on the title: true, impartial, not an argument, not likely to create prejudice. The Board did not adopt that vetted question. **It kept the language and added, in front of it, the kind of statement the Clerk was forbidden to place on the petition.** The proponents do not contend that the Clerk’s approval fixes the ballot title; § 31-11-111(1) assigns that to the Board. We contend that when the county’s election official has already found a formulation of the measure impartial, and the Board replaces it with one it wrote itself in a proceeding it alone judges, the Board bears the burden of explaining why the neutral formulation was inadequate. No such explanation appears in the record.

³ Board citing *Advance CO vs Griswald*

Ground 6. Removing “without raising taxes” while keeping the cost and the services list misleads voters. (§ 31-11-111(3))

The published draft contained the phrase “without raising taxes.” The Board struck it as “unnecessary clutter,” reasoning that the measure has nothing to do with taxes. Had the Board struck the entire fiscal preamble on the same reasoning, we would have no objection. Instead, it kept a dollar figure and a list of services said to depend on the same revenue and deleted the one accurate clause that told the voter what the measure does *not* do. The net effect is a title that invites the reader to conclude that a “yes” vote takes money from public safety, and is silent on the fact that it raises no tax. That is a title **“for which the general understanding of the effect of a ‘yes’ or ‘no’ vote would be unclear.”**

Ground 7. Integrity of the process: the Board wrote, and now judges, the title of a measure about the Board itself.

We state the following as facts of record, not as accusations. The measure before the voters changes the size and election of one body: this Board. The Board fixed the title. The Board, three days earlier, adopted the procedure under which the only protest of that title is heard by the Board. The timing of that procedure is itself a fact of record. Douglas County had not seen a citizen-initiated countywide measure since 1994. Circulation of this petition began in March 2026; the petition was filed on July 24; the Clerk and Recorder certified it sufficient on August 13. At any point in those months the Board could have adopted a neutral process for fixing and reviewing ballot titles, one with an independent hearing officer, or a review by the Clerk whose impartiality duty the statute already imposes. It did not. It adopted its procedure on August 25, twelve days after learning the measure had qualified and three days before it set the title, and the procedure it chose was the one that placed both the drafting and the review of that title in its own hands. A process designed to clarify a ballot title does not need to wait until the measure it will govern is known. A process adopted only after the measure is known, and shaped so that the body being restructured is the only reviewer, **invites exactly the inference Article XXIX directs public officials to avoid.** The Board has provided for no independent hearing officer on a title protest, although its own procedures resolution allows it to designate the Clerk and Recorder as hearing officer for other challenges, the same officer who, under § 31-11-106, had already approved the petition’s language as impartial. Members of the Board have publicly stated their opposition to the measure. The language the Board added is the language of that opposition, cost, framed against public safety, and the words “essential county services” were composed from the dais. The adopted text was not published for roughly three hours after the vote, during which the only document available to the public was the pre-amendment draft. The method-of-election language in R-026-061 differs from the text the electors signed (Legistar attachment 6571 versus the circulated petition), a change made in staff drafting rather than from the dais.

Colorado law speaks directly to this situation. Article XXIX, § 1(1) of the Colorado Constitution declares that the conduct of “local government officials” must **“hold the respect and confidence of the people” (§ (a)); that they “shall carry out their duties for the benefit of the people of the state” (§ (b)); and that they “shall, therefore, avoid conduct that is in violation of their public trust or that creates a justifiable impression among members of the public that such trust is being violated” (§ (c)).** C.R.S. § 24-18-103(1) provides that the holding of public office **“is a public trust, created by the confidence which the electorate reposes in the integrity of public officers.”**

We do not ask the Board to find that any member violated those provisions. We ask the Board to recognize that when the officials whose offices a measure would restructure adopt the review procedure only after the measure has qualified, write the words voters will read about that measure, and then sit as the sole judges of whether those words are fair, the public is entitled to a “justifiable impression” that the process has not been neutral, **unless the Board removes every word that could be read as advocacy.** The narrowest and surest way for the Board to protect its own integrity is to put the electors’ question on the ballot exactly as the statute frames it, and nothing more.

We ask the Board to place the complete record of this matter, the August 27 work-session and August 28 meeting recordings and transcripts, all staff slides and the cost model behind them, and every draft of the resolution, in the file for this protest.

IV. THE ELECTORS’ RIGHT TO THE QUESTION THEY PETITIONED FOR

The General Assembly gave the electors of large counties a direct path to this question: gather signatures from eight percent of those who voted for Secretary of State, and the question “shall” go on the ballot. C.R.S. § 30-10-306.5(3)(a). More than 20,000 Douglas County residents, unaffiliated, Republican, and Democratic voters in every commissioner district, and the issue committee did that. They signed for a neutral question. **The Board’s procedures resolution says its purpose is to “properly safeguard, protect, and preserve the voter-initiated ballot measure process.”** The way to honor that purpose is to put the electors’ question on the ballot as the statute frames it and let both sides make their case about cost in the campaign, where the county’s figures can be tested. The place for the county’s argument about what five commissioners might cost is the public debate, the county’s factual summary under C.R.S. § 1-45-117, and the voters’ own judgment. It is not the ballot; it is a future board’s decision.

V. REQUESTED RELIEF

The proponents respectfully request that the Board, at the earliest meeting permitted by its procedures and in all events before the September 4, 2026, certification deadline:

1. Sustain this protest and amend Resolution R-026-061 to strike the preamble in its entirety, so that the ballot title reads:
“Shall the membership of the Douglas County Board of Commissioners be increased from a three-member board to a five-member board? [Yes / No] If the membership of the Douglas County Board of Commissioners is increased from a three-member board to a five-member board, by what method shall the Douglas County Board of Commissioners be elected? (Vote for One) 1. Five commissioners resident in districts to be elected only by the voters resident in the district; or 2. Three commissioners resident in districts to be elected only by the voters resident in the district, and two commissioners to be elected by the voters of the whole county.”
2. Conform the method-of-election options to the language of the petition as circulated, or state on the record that the Board’s rewording is intended to be identical in meaning.
3. Issue a written decision on this protest, with findings, no later than **Thursday, September 3, 2026, at 12:00 p.m.**, so that the electors and the Clerk and Recorder have certainty before ballot certification.
4. Certify the amended title to the Clerk and Recorder in time for the September 4, 2026, ballot-content deadline.
5. Hear this protest in open session with an opportunity for public comment, and post this protest, the complete record described in Ground 7, and the Board’s written decision and findings alongside Resolution R-026-061 on the county website and in Legistar, so that the electors who signed the petition can see how the question they asked for was changed and why.

In the alternative only, and without conceding that any fiscal statement belongs in the title of a non-tax measure, if the Board concludes that a cost figure must appear, the only figure that fairly represents the measure is the county’s own no-new-staff cost, stated neutrally and without any enumeration of services: “at an estimated annual cost of approximately \$480,000, for the salaries, benefits and operating expenses of two additional commissioners and without raising taxes shall the membership ...”

VI. RESERVATION OF RIGHTS

This protest is filed under § 31-11-111(4) and the Board’s August 25 procedures resolution because the Board has asked that protests be brought to it first, and because the proponents would prefer that the Board correct its own title. Nothing in this filing waives, tolls, or elects against any right or remedy available to the proponents under Colorado law, and the proponents reserve all rights concerning the Board’s procedural resolution and any further amendment of R-026-061.

We are available to meet with the County Attorney at any time to resolve this promptly. We ask that the Board treat this letter as its formal, written protest, acknowledge receipt in writing with the date and time of filing, and notify the undersigned of the hearing date.

Respectfully submitted,

Angela Thomas, Petition Representative and Spokesperson, 3 to 5 Douglas County

Kim Carroll, Douglas County Elector

Contact for this protest: Angela Thomas, (308) 737-7620



ATTACHMENTS

- A. Resolution No. R-026-061 as recorded (Ref. #2026043594, August 28, 2026, 2:58 p.m.).
- B. Pre-amendment draft resolution published with the August 28 agenda (Legistar attachment 6571), showing “[INSERT COST ESTIMATE]” and “without raising taxes.”
- C. Board procedures resolution adopted August 25, 2026 (Legistar file 4990, attachment 6530).
- D. Petition section as circulated and approved, showing the original question and method-of-election text.
- E. Clerk and Recorder’s statement of sufficiency, August 12, 2026 (20,434 valid signatures).
- F. County Administration presentation to the Board of County Commissioners of August 28, 2026, including slides 5, 10, 13, 15, 17 and 24 (cost model).
- G. County Administration presentation published to the public, August 29.

Attachment A

RESOLUTION NO. R-026-061

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

**A RESOLUTION ADOPTING FIXING THE BALLOT TITLE FOR THE DOUGLAS
COUNTY BOCC EXPANSION 3 TO 5 MEMBERS VOTER-INITIATED PETITION**

WHEREAS, pursuant to C.R.S. §31-11-111, the Board of County Commissioners of the County of Douglas, Colorado, (“Board”) adopts this Resolution to fix the ballot title for the “Douglas County BOCC Expansion to 5 Members” voter-initiated petition. The fixed ballot title shall state:

At an ongoing estimated annual expense of \$760,000 to \$1,300,000 from County revenue that supports public safety, transportation, and essential county services, shall the membership of the Douglas County Board of Commissioners be increased from a three-member board to a five-member board?

[Yes / No]

If the membership of the Douglas County Board of Commissioners is increased from a three-member board to a five-member board, by what method shall the Douglas County Board of Commissioners be elected?

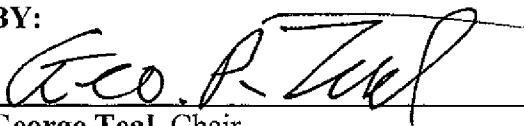
(Vote for One)

1. Five District Commissioners who reside in districts to be elected by the voters only by the voters resident in the district; or
2. Three District Commissioners who reside in districts to be elected by the voters only by the voters resident in the district, and two At-Large Commissioners to be elected by the voters of the whole county.

PASSED AND ADOPTED this 28th day of August 2026, in Castle Rock, Douglas County, Colorado.

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

BY:



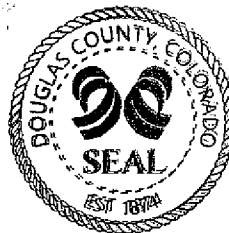
George Teal, Chair

ATTEST:



~~Hayley Hall~~, Clerk to the Board

Kris Handlett



Attachment B

RESOLUTION NO. R-026-

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

**A RESOLUTION ADOPTING FIXING THE BALLOT TITLE FOR THE DOUGLAS
COUNTY BOCC EXPANSION 3 TO 5 MEMBERS VOTER-INITIATED PETITION**

WHEREAS, pursuant to C.R.S. §31-11-111, the Board of County Commissioners of the County of Douglas, Colorado, (“Board”) adopts this Resolution to fix the ballot title for the “Douglas County BOCC Expansion to 5 Members” voter-initiated petition. The fixed ballot title shall state:

At an average annual cost of [INSERT COST ESTIMATE], from the General Fund which provides funding for public safety, transportation, and other county services, without raising taxes shall the membership of the Douglas County Board of Commissioners be increased from a three-member board to a five-member board?

[Yes / No]

If the membership of the Douglas County Board of Commissioners is increased from a three-member board to a five-member board, by what method shall the Douglas County Board of Commissioners be elected?

(Vote for One)

1. Five District Commissioners who reside in districts to be elected by the voters only by the voters resident in the district; or
2. Three District Commissioners who reside in districts to be elected by the voters only by the voters resident in the district, and two At-Large Commissioners to be elected by the voters of the whole county.

PASSED AND ADOPTED this 28th day of August 2026, in Castle Rock, Douglas County, Colorado.

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

BY:

George Teal, Chair

ATTEST:

Hayley Hall, Clerk to the Board

DRAFT

Attachment C

RESOLUTION NO. R-026-XXX

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

**A RESOLUTION ADOPTING PROCEDURES FOR THE EXECUTION, RESOLUTION,
AND ENACTMENT OF VOTER-INITIATED BALLOT MEASURES**

WHEREAS, the Board of County Commissioners of the County of Douglas, Colorado, (“Board”) adopts this Resolution to ensure, properly safeguard, protect, and preserve the voter-initiated ballot measure process.

WHEREAS, while Article 5 § 1 of the Colorado Constitution provides the authority for voters to seek a statutory or constitutional amendment, C.R.S. §30-11-103.5 directs counties to use as nearly as practicable the procedures for municipal initiatives. The Board adopts this Resolution under the authority afforded it under Title 30, Article 11 and Title 31, Article 11 of the Colorado Revised Statutes.

WHEREAS, the Board adopts the following procedures related to voter-initiated ballot measures:

Application of State Law

Because C.R.S. §30-11-103.5 directs counties to use municipal procedures for voter-initiated ballot measures, Douglas County shall use state law to the extent possible unless the unique nature of county government renders the use of municipal procedures impossible.

Challenge Resolution

Pursuant to C.R.S. §31-11-110(3), the Douglas County Board of County Commissioners shall designate the hearing officer for any protest or challenge filed pursuant to C.R.S. §31-11-110. The Douglas County Board of County Commissioners may designate the Douglas County Clerk as the hearing officer for a protest or challenge filed pursuant to C.R.S. §31-11-110.

In addressing any challenge to the validity of a petition or signature, Hearing Officers shall strictly apply state law regarding petitions, form of petition sections, circulators, and signatures.

Hearing Officers shall inform the Douglas County Board of County Commissioners, Douglas County Sheriff, District Attorney of the 23rd Judicial District, Douglas County Clerk, and any other law enforcement agency of applicable jurisdiction of any unlawful or criminal conduct identified during the adjudication of any challenge to the validity of a petition or signature, including all criminal conduct codified pursuant to C.R.S. §§31-11-114 and 31-11-115.

In addressing any challenge to the validity of a petition or signature, Hearing Officers shall apply C.R.S. §31-11-106(5). C.R.S. §31-11-106(5) states, “Any petition section that fails to

conform to the requirements of this article or that is circulated in a manner other than that permitted by this article shall be invalid.”

Ballot Title

Pursuant to C.R.S. §31-11-111(1), the Douglas County Board of County Commissioners shall promptly fix a Ballot Title for each initiative or referendum.

Pursuant to C.R.S. §31-11-111(4), the Douglas County Board of County Commissioners shall have original jurisdiction over any protest concerning a Ballot Title. Protests concerning a Ballot Title shall be filed in writing to the Douglas County Board of County Commissioners within the later of 72 hours after a Ballot Title is set or the adoption of this Resolution. The Douglas County Board of County Commissioners shall have a hearing on any protest filed concerning a Ballot Title, no more than 96 hours after receipt of the protest. Protests must plainly state the grounds for the protest. The Douglas County Board of County Commissioners shall strictly and narrowly apply state law on fixing Ballot Titles and this Resolution in adjudicating any protest concerning a Ballot Title.

Enactment

Where the voters of Douglas County adopt a voter-initiated ballot measure that does not provide the complete language to ensure the enactment and execution of the intent of the adopted ballot measure, unless prohibited by law, the Board of County Commissioners shall adopt any additional ordinances, resolutions, policies, and contracts to enable Douglas County to perform the intent of the adopted ballot measure.

WHEREAS, it is the intent of the Board should any section, clause, sentence, or part of this Resolution be adjudged by a court of competent jurisdiction to be unconstitutional or invalid, the same shall not affect, impair, or invalidate the Resolution as a whole or any part thereof other than the part so declared to be invalid.

BE IT RESOLVED, by the Board of County Commissioners of the County of Douglas, State of Colorado, Douglas County adopt these procedures for referring a voter-initiated ballot measure to an election, resolving disputes related to a voter-initiated ballot measure, and the enactment of voter-initiated ballot measures.

PASSED AND ADOPTED this **XX** day of August 2026, in Castle Rock, Douglas County, Colorado.

**THE BOARD OF COUNTY COMMISSIONERS
OF THE COUNTY OF DOUGLAS, COLORADO**

BY:

George Teal, Chair

ATTEST:

Hayley Hall, Clerk to the Board

Attachment D

Instructions for Initiative Petitions

FOR PETITION SIGNERS

1. BEFORE YOU SIGN

- A. Read the warning at the top of the page.
- B. Make sure you are a registered voter in Douglas County, Colorado
- C. Do not sign for anyone else.
- D. The petition circulator may not assist you. If you need assistance, a third party should provide it. Immediately following your name, the assistor must sign his or her name, provide an address, and state that he or she assisted you.

2. HOW TO SIGN

- A. Print clearly.
- B. Completely fill out the signature block. Do not use ditto marks.
- C. Use black or blue ink.
- D. List your residence address (including street name and number) where you are registered to vote. Do not use a post office box.
- E. Place today's date under "Date of Signing."
- F. **Corrections:** To make a small correction, simply initial the change. If you need to make a larger correction, completely cross out the mistake and proceed to the next signature block.

FOR PETITION CIRCULATORS

3. TO CIRCULATE A PETITION

- A. Only one person may circulate each petition section.
- B. You must accompany the petition at all times. Do not leave the petition unattended or pass it unaccompanied among potential signers.
- C. You must witness every signature block as the signer completes it.
- D. Do not take the petition section apart or remove the original staples.
- E. Make sure that the signature block is complete before a signer leaves.

4. AFTER COLLECTING SIGNATURES

- A. Turn in this petition section, even if not every signature block is completed.
- B. Personally take this petition section to a notary public for notarization.
WARNING: You may only complete your affidavit when in front of the notary. Do not sign or date it beforehand. Do not fill out the notary's section.
- C. You may not collect additional signatures on this petition section after the affidavit has been notarized. Immediately return notarized petition sections to:

Stop the Power Grab

106 Elm Ave, Castle Rock, CO 80104

Angela Thomas 106 Elm Ave Castle Rock CO 80104

Catherine Barrett 3213 Mount Royal Dr Castle Rock CO 80104

Name of Initiative: *Douglas County BOCC Expansion to 5 members*

PETITION TITLE – Douglas County BOCC Expansion to 5 Members			
WARNING: IT IS AGAINST THE LAW: For anyone to sign any initiative or referendum petition with any name other than his or her own or to knowingly sign his or her name more than once for the same measure or to knowingly sign a petition when not a registered elector who is eligible to vote on the measure. DO NOT SIGN THIS PETITION UNLESS YOU ARE A REGISTERED ELECTOR AND ELIGIBLE TO VOTE ON THIS MEASURE. TO BE A REGISTERED ELECTOR, YOU MUST BE A CITIZEN OF COLORADO AND REGISTERED TO VOTE. DO NOT SIGN THIS PETITION UNLESS YOU HAVE READ OR HAVE HAD READ TO YOU THE PROPOSED INITIATIVE OR REFERRED MEASURE OR THE SUMMARY IN ITS ENTIRETY AND UNDERSTAND ITS MEANING.			
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AFFIDAVIT OF CIRCULATOR

I do solemnly affirm under penalty of perjury that:

- I have read and understand the laws governing the circulation of petitions;
- I was a citizen of the United States and at least 18 years of age at the time this section of the petition was circulated and signed by the listed electors;
- I circulated this section of the petition;
- Each signature on this petition was affixed in my presence;
- Each signature on this petition is the signature of the person whose name it purports to be;
- To the best of my knowledge and belief each of the persons signing this petition section was, at the time of signing, an eligible elector; and
- I have not paid or will not in the future pay and I believe that no other person has paid or will pay, directly or indirectly, any money or other thing of value to any signer for the purpose of inducing or causing such signer to affix his or her signature to the petition.
- I understand that I can be prosecuted for violating the law governing the circulation of petitions, including the requirement that the I truthfully completed the affidavit and that each signature thereon was affixed in my presence; and
- I understand that failing to make myself available to be deposed and to provide testimony in the event of a protest shall invalidate the petition section if it is challenged on the grounds of circulator fraud.

Circulator Name (please print)

Last Name

--

First Name

Permanent Residence Address (or location if homeless)

Street name and number (no P.O. Boxes)

--

City/Town

--

County

7

State

--

Zip Code

Sign and Date in the Presence of a Notary

--

Signature of Circulator

--

Date of Signing

A NOTARY PUBLIC MUST COMPLETE THE FOLLOWING SECTION:

STATE OF COLORADO

COUNTY OF

Subscribed and affirmed before me this _____ day of _____, 20____ by _____.
Day Month Year Printed name of Circulator above

Signature (and Title) of Notary / Official Administering Oath:

My Commission Expires:

[seal]

Name of Initiative: *Douglas County BOCC Expansion to 5 members*

SERIAL #

Attachment E

STATEMENT OF SUFFICIENCY

August 12, 2026

On July 24, 2026, Angela Thomas, representing the Stop the Power Grab issue committee, submitted 23,040 signatures to the Douglas County Clerk and Recorder. The committee seeks to place a question before the voters of Douglas County to increase the size the of Board of County Commissioners from 3 to 5 seats and to determine the method of placement. Under Colorado law, the petition must contain at least 15,087 valid signatures.¹

Petition Verification Summary

Number of qualified signatures submitted	23,040
Number of entries rejected	2,606
Number of entries accepted	20,434
Number of valid signatures required	15,087

The Douglas County Clerk and Recorder has determined that the Stop the Power Grab committee submitted a sufficient number of valid signatures to qualify for placement on an upcoming election ballot. A record of all accepted and rejected signatures is on file with the Office of Clerk and Recorder and will be maintained as a public record.

Dated this 12th Day of August, 2026.



Sheri Davis, Douglas County Clerk and Recorder



Jack Twite Jr, Deputy of Elections

¹ Under section 30-10-306.5 (C.R.S) the petition requires 8% of the votes cast in the last election for Secretary of State. The 2022 Secretary of State race had 188,596 votes for 15,087 signatures required.

Attachment F

Base Ongoing Expense



Table 1 (continued on the next page)
Elected County Office Salaries for Terms Starting in 2026 and 2027*

Category	Commissioners	Sheriffs	Treasurers, Assessors, & Clerks	Counities
I-A	\$158,669	\$201,926	\$158,669	Adams, Arapahoe, Boulder, Douglas, Eagle, El Paso, Jefferson, Larimer, Pueblo, Rock, Summit, and Weld**
I-B	\$146,464	\$186,393	\$146,464	
I-C	\$134,258	\$170,860	\$134,258	
I-D	\$122,053	\$155,327	\$122,053	Mesa
II-A	\$133,770	\$159,396	\$133,770	Garfield, Grand, and La Plata
II-B	\$121,634	\$147,135	\$121,634	Fremont and Pitkin**
II-C	\$113,497	\$134,873	\$113,497	
II-D	\$101,361	\$122,612	\$101,361	
III-A	\$106,325	\$138,131	\$106,325	Archuleta, Chaffee, Clear Creek, Delta, Elbert, Gunnison, Moffat, Montezuma, Montrose, Morgan, Ouray, Park, Rio Blanco, San Miguel, and Teller
III-B	\$98,146	\$127,506	\$98,146	Alamosa, Gilpin, and Logan
III-C	\$89,967	\$116,880	\$89,967	Las Animas, Rio Grande, and Otero
III-D	\$81,788	\$106,255	\$81,788	
IV-A	\$90,330	\$121,046	\$90,330	Custer and Prowers
IV-B	\$83,362	\$111,735	\$83,362	Kit Carson, Lake, and Washington
IV-C	\$76,433	\$102,424	\$76,433	Huerfano and Yuma
IV-D	\$69,485	\$93,113	\$69,485	
V-A	\$79,607	\$89,240	\$79,607	Baca, Conejos, Costilla, Hinsdale, Lincoln, Mineral, Phillips, Saguache, and San Juan
V-B	\$73,483	\$82,375	\$73,483	Crowley
V-C	\$67,360	\$75,511	\$67,360	Bent and Dolores
V-D	\$61,236	\$68,646	\$61,236	Cherokee
VI-A	\$72,155	\$84,514	\$72,155	
VI-B	\$66,605	\$78,013	\$66,605	
VI-C	\$61,054	\$71,512	\$61,054	Jackson and Sedgewick
VI-D	\$55,504	\$65,011	\$55,504	Kiowa

* Salaries are set pursuant to Section 30-2-102, C.R.S.

** Home rule counties are authorized to set their own compensation rates (Pitkin and Weld Counties). In addition, the cities and counties of Broomfield and Denver are also authorized to set their own compensation rates.

Description	Amount
Salary (per statute)	\$158,669
Benefits (assumes family medical election)	\$60,560
Pro Rata O&M	\$21,625
Per Commissioner cost:	\$240,854
x 2 =	\$481,708

Staffing Scenarios with Peer County Benchmarking

Three peer Front Range Counties have five commissioners*

County	Population	Governance
Adams	553,633	Board - Manager
Arapahoe	669,582	Board - Dept. Directors
Douglas	408,412	Board - Manager
El Paso	761,605	Board - Manager

*excluding Weld County's unique home rule structure.

Douglas with Arapahoe Structure

Functional Category	FTE	Salary and Benefits
Executive management	-	-
BOCC Administrative	+1	\$117,000
Policy analysis / project management	+1*	\$161,442
Additional Fiscal Impact:	+2	\$278,442

*Replicable with one additional staff and other in-house resources from Strategic Solutions and Community Development.

Douglas with Adams Structure

Functional Category	FTE	Salary and Benefits
Executive management	+3	\$267,816 x 3 = \$803,448
BOCC Administrative	+5	\$117,000 x 5 = \$585,000
Policy analysis / project management	+3	\$161,442 x 3 = \$484,326
Additional Fiscal Impact:	+11	\$1,872.774

Douglas with El Paso Structure

Functional Category	FTE	Salary and Benefits
Executive management	-	-
BOCC Administrative	+3	\$117,000 x 3 = \$351,000
Strategy / policy / organizational improvement / project management / legislative and government affairs	+3	\$161,442 x 3 = \$484,326
Additional Fiscal Impact:	+6	\$835,326

Fiscal Impact Range

Expenses incurred through 2029:

No new FTE	+2 FTE	+6 FTE	+11 FTE
• \$577,538	• \$1,353,472	• \$1,910,356	• \$3,086,322
• \$95,830 One-Time • \$481,708 Ongoing	• \$593,322 One-Time • \$760,150 Ongoing	• \$593,322 One-Time • \$1,317,034 Ongoing	• \$731,840 One-Time • \$2,354,482 Ongoing

Attachment G



Fiscal Considerations of an Expanded Board of County Commissioners



Dan Avery, Deputy County Manager

Purpose and Assumptions

- Staff was directed to provide fiscal impact information for Board consideration.
- Decision-making authority lies with current and future Board(s).
- Presumed Timing of Incurred Costs:
 - 2027 - Redistricting Costs
 - 2028 - One-time Facility Costs
 - 2029 - Five-member board seated, Initial year of Ongoing Costs

2027 Redistricting Fiscal Impact

Description	Cost
Redistricting Software @ \$4,950 per license per year	\$14,850
Commission member meals and mileage, remote public hearing hosting	\$5,150
Total	\$20,000

2028 Fiscal Impact

- Phone and IT Equipment: \$5,000 each
- Vehicles, if requested: \$55,000 each
- Facilities alternatives:
 - Option 1: Limited 3rd Floor Modifications - \$65,830
 - Option 2: BOCC Office Reconfiguration - \$453,322
 - Option 3: Comprehensive Reconfiguration - \$561,610
 - In-District offices in existing County Facilities - \$30,230

2029 Fiscal Impact - Base Ongoing Expenses



Table 1 (continued on the next page)
Elected County Office Salaries for Terms Starting in 2026 and 2027*

Category	Commissioners	Sheriffs	Treasurers, Assessors, & Clerks	Counties
I-A	\$158,669	\$201,926	\$158,669	Adams, Arapahoe, Boulder, Douglas, Eagle, El Paso, Jefferson, Larimer, Pueblo, Routt, Summit, and Weld**
I-B	\$146,464	\$186,393	\$146,464	
I-C	\$134,258	\$170,860	\$134,258	
I-D	\$122,053	\$155,327	\$122,053	Mesa
II-A	\$131,770	\$159,396	\$131,770	Garfield, Grand, and La Plata
II-B	\$121,634	\$147,135	\$121,634	Fremont and Pitkin**
II-C	\$111,497	\$134,873	\$111,497	
II-D	\$101,361	\$122,612	\$101,361	
III-A	\$106,325	\$138,131	\$106,325	Archuleta, Chaffee, Clear Creek, Delta, Elbert, Gunnison, Moffat, Montezuma, Montrose, Morgan, Ouray, Park, Rio Blanco, San Miguel, and Teller
III-B	\$98,146	\$127,506	\$98,146	Alamosa, Gilpin, and Logan
III-C	\$89,967	\$116,880	\$89,967	Las Animas, Rio Grande, and Otero
III-D	\$81,788	\$106,255	\$81,788	
IV-A	\$90,330	\$121,046	\$90,330	Custer and Prowers
IV-B	\$83,382	\$111,735	\$83,382	Kit Carson, Lake, and Washington
IV-C	\$76,433	\$102,424	\$76,433	Huerfano and Yuma
IV-D	\$69,485	\$93,113	\$69,485	
V-A	\$79,607	\$89,240	\$79,607	Baca, Conejos, Costilla, Hinsdale, Lincoln, Mineral, Phillips, Saguache, and San Juan
V-B	\$73,483	\$82,375	\$73,483	Crowley
V-C	\$67,360	\$75,511	\$67,360	Bent and Dolores
V-D	\$61,236	\$68,646	\$61,236	Cheyenne
VI-A	\$72,155	\$84,514	\$72,155	
VI-B	\$66,605	\$78,013	\$66,605	
VI-C	\$61,054	\$71,512	\$61,054	Jackson and Sedgwick
VI-D	\$55,504	\$65,011	\$55,504	Kiowa

* Salaries are set pursuant to Section 30-2-102, C.R.S.

** Home rule counties are authorized to set their own compensation rate (Pitkin and Weld Counties). In addition, the cities and counties of Broomfield and Denver are also authorized to set their own compensation rate.

Description	Amount
Salary (per statute)	\$158,669
Benefits (assumes family medical election)	\$60,560
Pro Rata O&M	\$21,625
Per Commissioner cost:	\$240,854
x 2 =	\$481,708

Staffing Scenarios with Peer County Benchmarking

Three peer Front Range Counties have five commissioners, excluding Weld County's unique home rule structure:

County	Population	Governance
Adams	553,633	Board - Manager
Arapahoe	669,582	Board - Manager/ Board - Dept. Directors
Douglas	408,412	Board - Manager
El Paso	761,605	Board - Manager

Douglas County

Functional Category	FTE	What's Included
Executive management	2	County Manager, Deputy County Manager
BOCC Administrative	2	Administrative Staff
Policy analysis/ project management	-	-
TOTAL	4	

Adams County

Functional category	FTE	What's included
Executive management	5	County Manager (1), 3 DCMs, Chief of Staff
Executive / BOCC / constituent administration	7	Administrative Roles, Clerk to BOCC
Policy analysis / project management	3	Management Analysts
TOTAL*	15	

*Excluding 10 grant management staff, 2 legislative staff and 4 strategic initiative from the comparison

Douglas with Adams Structure

Functional Category	FTE	Salary and Benefits
Executive management	+3	\$245,000 x 3 = \$735,000
BOCC Administrative	+5	\$117,000 x 5 = \$585,000
Policy analysis / project management	+3	\$161,442 x 3 = \$484,326
Additional Fiscal Impact:	+11	\$1,804,326

Arapahoe County

Functional Category	FTE	What's Included
Executive management	2	County Manager, Deputy County Manager
BOCC Administrative	3	Administrative Staff
Policy analysis / project management	4	Management Analysts
TOTAL	9	

Douglas with Arapahoe Structure

Functional Category	FTE	Salary and Benefits
Executive management	-	-
BOCC Administrative	+1	\$117,000
Policy analysis / project management	+1	\$161,442
Additional Fiscal Impact:	+2	\$278,442

El Paso County

Functional Category	FTE	What's Included
Executive management	2	County Administrator, Deputy County Administrator
BOCC Administrative/ constituent services*	5	Administrative Staff
Strategy / policy/ project management	1	Senior Project Manager - Strategy and Special Projects
Legislative / government affairs*	2	Exec. Director, Gov. Affairs Advisor
TOTAL	10	

* Per County Website: "Government Affairs supports the Board of County Commissioners and residents through a comprehensive constituent services program that serves as something of an ombudsman for those seeking assistance from the organization. The team also provides executive-level administrative support for the Board of County Commissioners, the County Administrator, and the Deputy County Administrator."

Douglas with El Paso Structure

Functional Category	FTE	Salary and Benefits
Executive management	-	-
BOCC Administrative	+3	\$117,000 x 3 = \$351,000
Strategy / policy / organizational improvement / project management / legislative and government affairs	+3	\$161,442 x 3 = \$484,326
Additional Fiscal Impact:	+6	\$835,326

Staffing Scenario Summary

Based on staffing levels in peer counties, Douglas County could expect an increase in full-time equivalent staff of:

- 2-11 additional employees,
- at an annual cost of \$278,442 to \$1.8 million.

Summary

Lower Estimate

Year	Description	
2027	Redistricting cost	\$20,000
2028	Phone, IT equip., no vehicle, limited 3 rd Floor renovations	\$75,830
2029-2036	Commissioner Salary and Benefits	\$481,708/year
Average annual fiscal impact (2029-2036):		\$481,708

Summary

Mid-Range Estimate

Year	Description	
2027	Redistricting cost	\$20,000
2028	Phone, IT equip., vehicle, 3 rd Floor renovations	\$573,322
2029-2036	Commissioner Salary and Benefits	\$481,708/year
	+2 FTE (Arapahoe County equivalent) staffing scenario	\$278,442/yr
Average annual fiscal impact (2029-2036):		\$760,150

Summary

Mid-Range Estimate

Year	Description	
2027	Redistricting cost	\$20,000
2028	Phone, IT equip., vehicle, 3 rd Floor renovations	\$573,322
2029-2036	Commissioner Salary and Benefits	\$481,708/year
	+6 FTE (El Paso County equivalent) staffing scenario	\$835,326/yr
Average annual fiscal impact (2029-2036):		\$1,317,034

Summary

Higher Estimate

Year	Description	
2027	Redistricting cost	\$20,000
2028	Phone, IT equip., vehicle, comprehensive 3 rd Floor renovations, in-district office space in County bldgs.	\$711,840
2029-2036	Commissioner Salary and Benefits	\$481,708/year
	+11 FTE (Adams County equivalent) staffing scenario	\$1,800,000/yr
Average annual fiscal impact (2029-2036):		\$2,281,708

Fiscal Impact Range

No new FTE

- **\$481,708**
average
annual
increase

+2 FTE

- **\$760,150**
average
annual
increase

+6 FTE

- **\$1,317,034**
average
annual
increase

+11 FTE

- **\$2,281,708**
average
annual
increase



Appendices

Analysis of Adding 2 Additional County Commissioners
 As of 8/26/26

Description of Cost	Recurring	Nonrecurring	Nonrecurring	Total w/o Conf	Total w/ Conf	Method of Calculation
		w/o Conf	w/ Conf			
		Remodel	Remodel	Remodel	Remodel	
Additional Costs - Commissioners						
Salaries	\$ 317,338			\$ 317,338	\$ 317,338	Per 2027 Legislative Council Forecast (\$158,669 * 2)
Benefits (Medical/Retirement/FICA/Fringe)	121,120			121,120	121,120	At current 2026 budget level for family (\$60,560 * 2)
Community Programs/Sponsorships	7,000			7,000	7,000	Estimate of \$3,500 for each add'l BOCC
Computer/Office Equipment		10,000	10,000	10,000	10,000	Estimate of \$5,000 each to include computer, accessories Printer, Scanner, etc.
Conference, Seminar, Training Fees	3,265			3,265	3,265	2 1/2 year average of \$4,755 + 3% for inflation * 2 add'l BOCC (Avg of 24/25/26 Actual)
Contributions - Misc	5,000			5,000	5,000	Estimate of \$2,500 for each add'l BOCC
Copier Charges	1,316			1,316	1,316	2 1/2 year average of \$1,917 / 3 + 3% for inflation * 2 add'l BOCC (Avg of 24/25/26 Actual)
Supplies	1,565			1,565	1,565	2 1/2 year average of \$2,279 / 3 + 3% for inflation * 2 add'l BOCC (Avg of 24/25/26 Actual)
Metro Area Meeting	5,619			5,619	5,619	2 1/2 year average of \$8,183 / 3 + 3% for inflation * 2 add'l BOCC (Avg of 24/25/26 Actual)
Office Expansion & Furniture - Option 1		453,322		453,322	-	Per Facilities - 2 BOCC, 2 Admin, Expansion based on displaced staff at Miller Bldg. Includes costs for additional support staff
Office Expansion & Furniture - Option 2			561,610	-	561,610	Per Facilities - 2 BOCC, 2 Admin, Expansion based on displaced staff at Miller Bldg. Plus BOCC Conf Rm. Includes costs for additional support staff
Other Supplies/Equipment		850	850	850	850	Pens/Pencils/Ruler/Note Pads/Calculator/PDA/Misc. desk accessories, etc.
Professional Memberships	1,202			1,202	1,202	2026 Budget / 3 + 3% Inflation * 2 add'l BOCC
Travel	14,082			14,082	14,082	2 1/2 year average of \$20,508 / 3 + 3% for inflation * 2 add'l BOCC (Avg of 24/25/26 Actual)
Vehicles		110,000	110,000	110,000	110,000	2 Standard Comm. Cars per Fleet Mgmt. (\$55,000 * 2)
Vehicle Maint/Fuel/Tires	4,200			4,200	4,200	Based on \$350/month for 12 months
Costs - Additional Staff						
Salaries/Benefits - Support Staff	\$ 234,000			\$ 234,000	\$ 234,000	Current Salary S100 (Midpoint \$70 * 2) - 2026 Pay Plan including benefits for family (\$47K * 2)
Salaries/Benefits - Special Projects Mgr	161,442			161,442	161,442	Salary and benefits - Salary and full family benefits
Salaries/Benefits - Communications Specialist	138,000			138,000	138,000	Salary and benefits - Midpoint salary and full family benefits
Other Equipment		20,000	20,000	20,000	20,000	PC/Laptop/Docking Station, Phone, misc. supplies, desk essentials, etc.

FACILITIES DEPARTMENT COST ESTIMATES

Three options have been developed to accommodate **two additional Commissioner offices** within the existing 3rd Floor BOCC administrative area. The options range from a limited, lower-cost approach utilizing the current configuration to more comprehensive renovations that provide five equally sized Commissioner offices and enhanced BOCC support space.

Option 1 - Limited Modification | \$36,230

Relocate two existing staff members to create space for two additional Commissioner offices.

Two Commissioner offices and furniture: **\$30,230**

Basic furnishings for relocated staff: **\$6,000**

Optional two hard-wall Administrative Support offices: **+\$29,600**

Total with optional offices: \$65,830

Consideration: Lowest-cost option; however, the five Commissioner offices would not be equally sized.

Option 2 - BOCC Office Reconfiguration | \$423,722

Reconfigure the south side of the 3rd Floor BOCC administrative area to provide **five equally sized and outfitted Commissioner offices**, along with modifications to existing administrative spaces to accommodate staff relocation.

Base project: **\$423,722**

Optional two hard-wall Administrative Support offices: **+\$29,600**

Total with optional offices: \$453,322

Option 3 - Comprehensive BOCC Reconfiguration | \$532,010

Reconfigure the south side of the 3rd Floor BOCC administrative area to provide **five equally sized and outfitted Commissioner offices**, expand the existing BOCC Conference Room to increase occupancy, and remodel administrative spaces to accommodate staff relocation.

Base project: **\$532,010**

Optional two hard-wall Administrative Support offices: **+\$29,600**

Total with optional offices: \$561,610

Decision Consideration: Option 1 minimizes cost and construction impacts but does not provide office-size parity among Commissioners. Options 2 and 3 provide five equally sized Commissioner offices, with Option 3 representing the most comprehensive solution by also increasing BOCC Conference Room capacity.

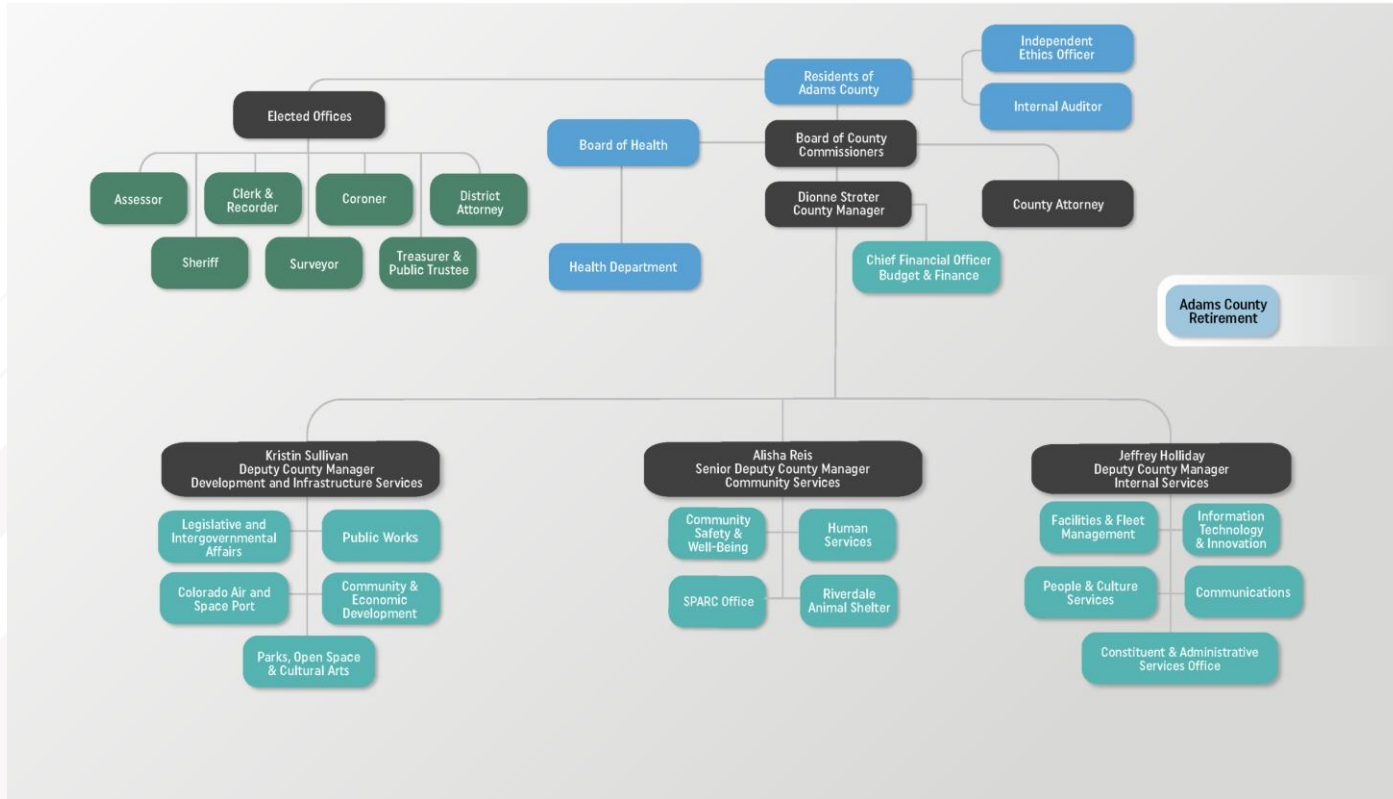


ADAMS COUNTY VISION
Adams County is the most innovative and inclusive
county in America for all families and businesses.



ADAMS COUNTY ORGANIZATIONAL STRUCTURE

February 2026

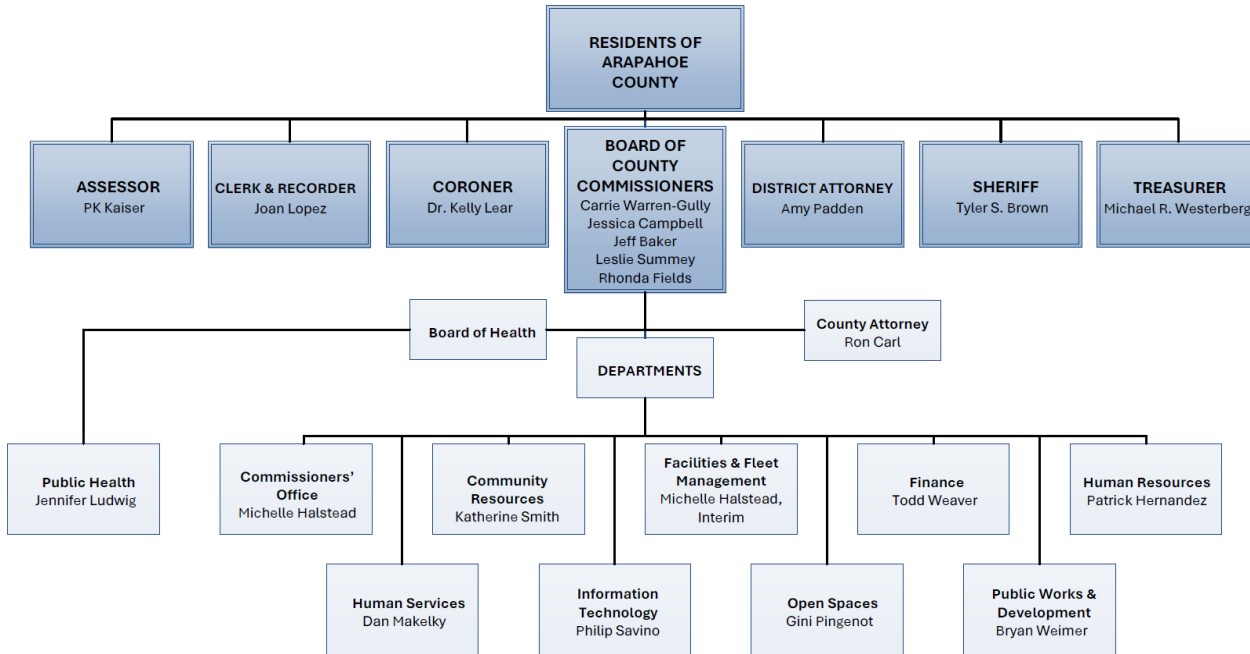


Full-Time Equivalent Positions (FTEs) Summary

Division	FY2024	FY2025	FY2026
FTE Count			
Strategic Partnerships & Resilient Communities	0	0	2
County Manager	29	29	27
Legislative & Government Affairs	4	2	2
FTE COUNT	33	31	31



ARAPAHOE COUNTY GOVERNMENT ORGANIZATIONAL CHART



- Per Arapahoe County staff, direct Board-serving staff consists of:
- Commissioners Office Director
 - Deputy Director
 - 4 Management Analysts
 - 3 Administrative Support staff



ARAPAHOE COUNTY

9

Staffing Summary by Division

Division Name	2023 Actual	2024 Actual	2025 Amended	2025 Estimate	2026 Adopted
Administrative Support Services	6.00	4.00	4.00	4.00	5.00
Communication Services - Open Space	1.00	1.00	1.00	1.00	1.00
Communication Services Administration	17.00	19.00	20.00	20.00	20.00
Total Full Time Equivalent Positions (FTE)	24.00	24.00	25.00	25.00	26.00



El Paso County

2026 Adopted Budget

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BoCC Administrative Services	3	1	5	5
Communications Office	11		12	12
Parks Department	55	-1	46	46
Digital, Strategy, Technology	82	-1	81	81
Economic Development Department	7		7	7
Facilities & Strategic Infrastructure	63		63	63
Financial Services Department	73	-7	63	63
Government Affairs Department	5		5	5

Attachment H

Purpose and Assumptions

- Staff was directed to provide fiscal impact information for Board consideration.
- Decision-making authority lies with current and future Board(s). These decisions are inherently subjective; there is no one right answer.
- As such, we are presenting a range of potential costs and ongoing expenses that could result from a transition from three to five commissioners largely based on staffing levels benchmarked against three peer counties that have five commissioners.

Attachment I

RESOLUTION NO. 1296-94 It was moved by Commissioner Jolly and duly seconded by Commissioner Nicholl to adopt the following Resolution:

WHEREAS, in any county having a population of seventy thousand or more, the membership of the Board of County Commissioners may be increased from three to five members; and

WHEREAS, pursuant to C.R.S. 30-10-306.5 the Board of County Commissioners may pass a resolution increasing its membership to five members and designating not fewer than two methods of election for said increase; and

WHEREAS, it is the opinion of the Board of County Commissioners that it would be in the interest of the citizens of Arapahoe County to expand the Board to five members in order to represent the varied needs of the citizens for the incorporated, unincorporated and rural areas of Arapahoe County; and

WHEREAS, by the election of commissioners from specified districts, those districts will be provided with better representation; and

WHEREAS, it is in the public interest that this matter be referred to the citizens of Arapahoe County at the November 8, 1994, general election by placing this question on the ballot.

NOW, THEREFORE, BE IT RESOLVED, by the Board of County Commissioners of the County of Arapahoe, State of Colorado that the following question should be placed on the November 8, 1994, election ballot, to wit:

1. Shall the membership of the Board of County Commissioners of Arapahoe County be increased from three to five members in order to represent the varied needs of the citizens for the incorporated, unincorporated and rural areas of Arapahoe County?

_____ YES

_____ NO

2. If the electors vote to increase the number of County Commissioners to five, the method specified below which receives the most votes will be used to elect Commissioners. Regardless of whether you voted "Yes" or "No" on whether to increase the number of commissioners, indicate below your choice of method to elect commissioners: SELECT ONLY ONE

_____ Shall the Board of County Commissioners of Arapahoe County be increased from three to five members who shall be residents of districts and who shall be elected only by voters residing within the district from which the member runs for election?

OR

_____ Shall the Board of County Commissioners of Arapahoe County be increased from three to five members, three of which shall be residents of districts and who shall be elected only by voters residing within the district and two members who shall be elected by voters of the whole county?

Said ballot question shall be voted on by all electors in Arapahoe County.

BE IT FURTHER RESOLVED, as follows:

1. If a majority of votes cast are in favor of the increased membership of the board, the Board shall take such action as necessary to assure that the increased number of county commissioners are elected at the next election in 1996.

2. Said action shall be in accordance with the procedure for election contained within the aforementioned ballot question which received the largest number of votes cast.

3. If a majority of votes cast are in favor of the increased membership of the board, said increase shall be in accordance with C.R.S. Title 30, Article 10, Part 3.

Upon roll call the vote was:

Commissioner Jolly, Yes; Commissioner Eggert, No; Commissioner Nicholl, Yes.

The Chairman declared the motion carried and so ordered.