

STATE OF COLORADO  
SECRETARY OF STATE  
1700 BROADWAY #550  
DENVER, COLORADO 80290

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BEFORE THE SECRETARY OF STATE, COLORADO DEPARTMENT OF STATE,  
ADMINISTRATIVE HEARING OFFICER

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AHO Case No. \_\_\_\_\_

ED Case No. 2026-25

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In the Matter of

ELECTIONS DIVISION OF THE SECRETARY OF STATE,

Complainant,

vs.

SOUTH METRO PROFESSIONAL FIREFIGHTERS ASSOCIATION PAC,

Respondent.

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### **COMPLAINT**

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Pursuant to § 1-45-111.7, C.R.S. (2025), the Elections Division of the Secretary of State files this complaint against the South Metro Professional Firefighters Association PAC (“Respondent” or “the Committee”).

### **BACKGROUND**

1. Under Colorado law, small donor committees are prohibited from making contributions to issue committees. 8 CCR 1505-6, Rule 3.1<sup>1</sup>.

2. Here, a small donor committee, the South Metro Professional Firefighters Association PAC, made \$46,000 worth of contributions in 2025 to an issue committee that supported a ballot measure that appeared on the November 2025 ballot in Douglas County.

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<sup>1</sup> There are minor exceptions to this general rule, that are not at issue in this action.

3. Accordingly, the Elections Division brings this action for appropriate relief.

### **PARTIES**

4. Complainant is the Elections Division (“Division”) of the Colorado Secretary of State.

5. Respondent is South Metro Professional Firefighters Association PAC, a small donor committee registered with the Colorado Secretary of State, ID # 20085616106.

### **JURISDICTION AND VENUE**

6. The Division has jurisdiction under § 1-45-111.7.

7. The Division files this complaint with a hearing officer consistent with § 1-45-111.7(5)(a)(IV).

8. This complaint is timely filed within 30 days of the Division’s Notice of Investigation dated April 28, 2026.

9. Venue is proper before the hearing officer under § 1-45-111.7(5).

### **ALLEGATIONS**

10. In 2025, voters in the South Metro Fire Rescue Protection District voted on Ballot Issue 7A. Issue 7A sought to raise property taxes to pay for “fire protection, ambulance, emergency medical response, rescue, safety, and support services” for residents of the district.

11. Issue 7A appeared on the November 2025 ballot and passed.

12. Respondent is a small donor committee. Its purpose is to “elect candidates to the Board of Directors for South Metro Fire Rescue and other federal, state and local legislative and governing candidate campaigns in the state of Colorado.”

13. Since it was formed in 2008, the Committee has raised over \$108,000, and made over \$88,000 worth of expenditures.

14. Under Colorado law, a small donor committee is “any political committee that has accepted contributions only from natural persons who each contributed no more than fifty

dollars in the aggregate per year.” Colo. Const. art. XXVIII, § 2(14)(a). A “political committee” is a person, other than a natural person, or any group of two or more natural persons, “that have accepted or made contributions or expenditures in excess of \$200 to support or oppose the nomination or election of one or more candidates.” *Id.* § 2(12)(a).

15. Consistent with this definition, small donor committees are prohibited from making contributions to issue committees. 8 CCR 1505-6, Rule 3.1.

16. On April 26, 2026, Respondent filed its May 1, 2026 Report of Contributions and Expenditures, covering the period from June 6, 2025 through April 26, 2026.

17. In that report, Respondent disclosed that it had made four expenditures during this time period. Each expenditure was made to “Local 2086 IIC,” and was described either as a “Contribution from Small Donor to IIC,” or “Transfer from Small Donor Fund to Local 2086 IIC.” In total, the four expenditures added up to \$51,000.

18. Local 2086 IIC is an issue committee registered with the Colorado Secretary of State. Its purpose is to “participate in educating and mobilizing citizens in our district to vote in favor of [ballot measure 7A].”

19. On information and belief, the registered agents and designated filing agents for Respondent and for Local 2086 IIC are all members of the Executive Board of the South Metro Professional Firefighters Local 2086 union.

20. Local 2086 IIC reported the contributions from Respondent on its October 14, 2025 and October 31, 2025 Reports of Contributions and Expenditures.

21. On April 2, 2026, the Division filed a complaint against Respondent and Local 2086 IIC under C.R.S. § 1-45-111.7(7). The complaint alleged that the Committees had violated Colorado law by making and accepting expenditures and contributions prohibited by Rule 3.1.

22. The Division offered the two entities an opportunity to cure. Just under \$6,000 was returned to Respondent, but the remaining total had already been spent to support the measure, which had appeared on the November 2025 ballot.

23. Apart from interest earned on its bank account, the \$51,000 Local 2086 IIC raised from Respondent was the only funds it raised to fund its efforts supporting Ballot Issue 7A.

### **COLORADO CAMPAIGN FINANCE LAW**

24. Under Colorado law, a “small donor committee may not make contributions to an issue committee or small-scale issue committee, except to the extent that a contribution is for the purchase of items such as event tickets, merchandise, or services.” 8 CCR 1505-6, Rule 3.1

25. Small donor committees are political committees funded by contributions of less than \$50 from individuals. Colo. Const. art. XXVIII, § 2(14)(a). Political committees are groups organized “to support or oppose the nomination or election of one or more candidates.” Colo. Const. art. XXVIII, § 2(12)(a).

### **CLAIM ONE PROHIBITED CONTRIBUTION (8 CCR 1505-6, Rule 3.1)**

26. All preceding allegations are incorporated.

27. In 2025, the small donor committee South Metro Professional Firefighters Association PAC made \$51,000 worth of contributions to an issue committee.

28. Those contributions funded the issue committee’s effort to support Ballot Measure 7A, which appeared on the November 2025 ballot in the South Metro Fire Protection District.

29. The Division is entitled to relief under Article XXVIII of the Colorado Constitution and the Fair Campaign Practices Act, § 1-45-101 et seq.

### **PRAYER FOR RELIEF**

WHEREFORE, the Elections Division prays for judgment and relief as follows:

1. Penalties as set out under 8 CCR 1505-6, Rule 23.4.3.
2. Such other relief as the Hearing Officer may deem appropriate.

## CLAIMS NOT PURSUED

1. In its original complaint, the Division named Local 2086 IIC as an additional respondent, alleging that the issue committee accepted a prohibited contribution.
2. The Division is not pursuing claims against the issue committee at this time.
3. First, Rule 3.1 frames the obligation as on the small donor committee, rather than the issue committee. 8 CCR 1505-6, Rule 3.1 (“A . . . small donor committee may not make contributions to an issue committee[.]”).
4. Second, the Division’s investigation determined that the small donor committee and the issue committee were effectively alter-egos. The Division determined that the transfer of funds between the entities was a misguided but genuine effort to comply with Colorado campaign finance law. Accordingly, the Division determines that it would not further the purposes of Colorado campaign finance law to effectively pursue “double” penalties against these entities for both making and accepting the same prohibited contributions.

Respectfully submitted this 28th day of May, 2026

PHILIP J. WEISER  
Attorney General

/s/ Peter G. Baumann

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## CERTIFICATE OF SERVICE

This is to certify that I will cause the foregoing to be served this 28<sup>th</sup> day of May, 2026, by email and/or U.S. mail, addressed as follows:

South Metro Professional Firefighters Association PAC  
C/O Registered Agent Matt Sammond  
7842 S. Garfield Way  
Centennial, CO 80122  
Local2086@gmail.com  
*Respondent*

/s/ Peter G. Baumann