



Everyone Belongs Onstage – Creating Accessible Rulemaking Documents

MNIT Office of Accessibility

Introducing today's presenters



Jay Wyant

Chief Information
Accessibility Officer



Stephanie Waegener

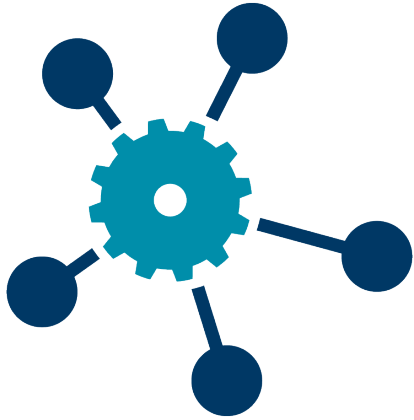
Digital Accessibility
Analyst

Set the Stage: Agenda

- **Today's training goals**
- **Accessibility overview**
- **Accessibility & rulemaking**
- **Building the foundation:
Accessibility from the
beginning**

- **Accessible document
essentials**
- **Rulemaking document
examples**
- **Resources for training, tools, &
the State of MN A11y
Community**
- **Q & A**

Training Goals



➤ **Cover
accessible
document
fundamentals**



➤ **Identify
challenges &
opportunities
with rulemaking
documents**



➤ **Review next
steps**



➤ **Provide training
& tool
resources**

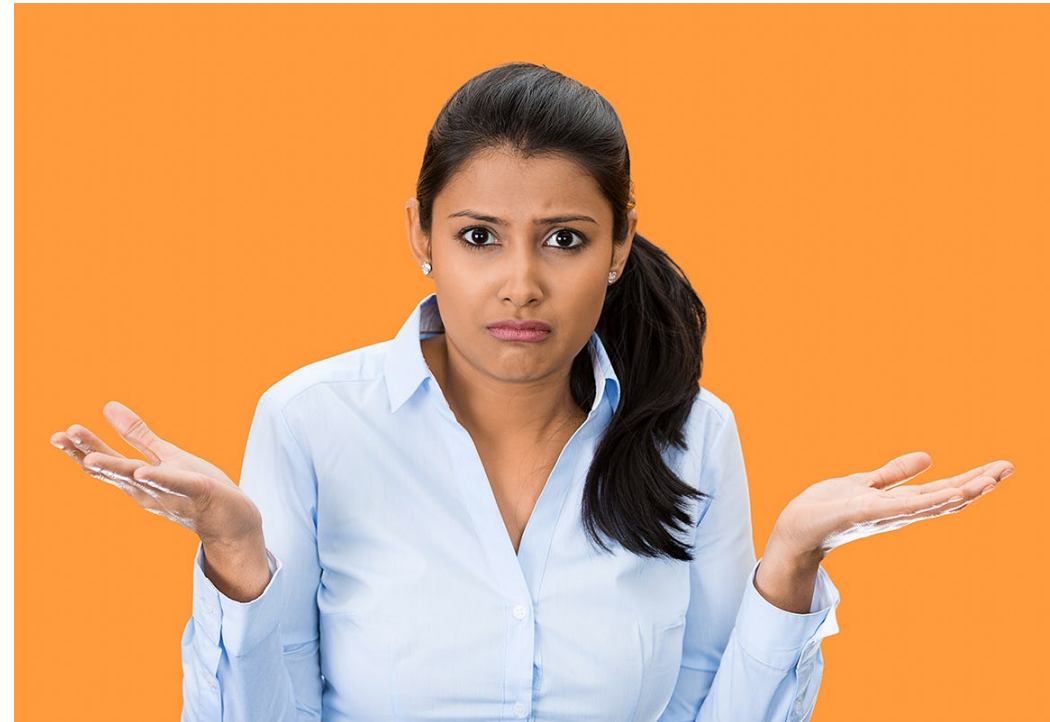
Welcome & introduction to the Office of Accessibility

- One of only 3 statutory roles in MNIT
- Created to implement the September 1, 2010 Digital Accessibility Standard
- Responsible for setting policies, procedures, processes for the state
- Awareness and training



Why Accessibility?

- **Everyone has a right to read and comment on rules.**
 - Especially vulnerable populations, such as people with disabilities.
- **Accessible content is easier to read and manage.**
- **Provides operating structure to build best practices.**





Inaccessible Document

This is an example of a document that was not written with accessibility in mind.

For example, the document title's color fails color contrast requirements. The contrast ratio between the green text and white background is 1.8 to 1. For large text, it should be at least 3:1. Regular text needs to be 4.5:1.

The logo doesn't have alt text. Worse, it's in the header area, where it is unlikely to be detected unless the assistive technology user makes a point of going there.

To create spacing, this document uses a sans-serif font. This is an example of a document

For online content, it is generally best practice to use a sans-serif font. Times New Roman is an extremely popular

Screen Reader Demo Video

Visualization of an Inaccessible Rule Draft

STATE DEPARTMENT [8 CCR 1505-3, et seq¹] General Policies and Administrative Rules, et seq Rules as Adopted – Redline October 9, 2024 Amendments to these rules are in Track Changes. Publication instructions/notes are blue and italicized. Amendments to 8 CCR 1505-3 are as follows: Amendments to Rule 1 concerning grammatical changes, technical changes to the numbering format, and repeal of Rule 1.7: Rule 1. Declaratory Orders 1.1 Applicability.: Any person may petition the Secretary of State for a declaratory order to terminate controversies or to remove uncertainties as to the applicability to the petitioner of any statutory provisions or any rule or order of the Secretary of State as required by CRS section 24-4-105(11), C.R.S. 1.2 Initial determination: 1.2.1(A) The Secretary of State will determine, at theirher discretion and without notice to petitioner, whether to rule upon the filed petition. If the Secretary decides not to rule upon the petition, the petitioner shall promptly be notified of the action. The notice shall state the reasons for the action. 1.2.2(B) In determining whether to rule upon a petition filed pursuant to this rule, the Secretary will consider the following matters, among others: (a)(1) Whether a ruling on the petition will terminate a controversy or remove uncertainties as to the applicability to the petitioner of any statutory provision, rule or order of the Secretary. (b)(2) Whether the petition involves any subject, question or issue which is the subject of a formal or informal matter or investigation currently pending before the Secretary or a court involving one or more of the petitioners. (c)(3) Whether the petition involves any subject, question or issue which is the subject of a formal or informal matter or investigation currently pending before the Secretary or a court but not involving any petitioner. (d)(4) Whether the petition seeks a ruling on a moot or hypothetical question or will result in an advisory ruling or opinion. 1.3 Content of petition.: any petition filed pursuant to this rule shall set forth the following: 1.3.1(A) The name and address of the petitioner and the relationship of the petitioner to the Secretary of State whether a licensee, a person required to file with the Secretary of State, a citizen or other relationship.; 1.3.2(B) The statute, rule or order to which the petition relates; and. 1.3.3(C) A concise statement of all of the facts necessary to show the nature or the controversy or uncertainty and the manner in which the statute, rule or order in question applies or potentially applies to the petitioner. 1.4 Procedure for ruling.: lf the Secretary of State decides to rule on the petition, the following procedures shall apply: 1.4.1(A) The Secretary may rule upon the petition based solely upon the facts presented In the petition. In such a case: (a)(1) Any ruling of the Secretary will apply only to the extent of the facts presented in the petition and any amendment to the petition.; (b)(2) The Secretary may order the petitioner to file a written brief, memorandum or statement of position.; (c)(3) The

Secretary may set the petition, upon due notice to petitioner, for a non-evidentiary hearing.; (d)(4) The Secretary may dispose of the petition on the sole basis of the matters set forth in the petition.; (e)(5) The Secretary may request the petitioner to submit additional facts, in writing. In that event, the additional facts will be considered as an amendment to the petition.; (f)(6) The Secretary may take administrative notice of facts pursuant to the Administrative Procedure Act, section CR3 24-4-105(8), C.R.S., and may utilize the experience, technical competence and specialized knowledge of the Secretary in the disposition of the petition; and. (g)(7) If the Secretary rules upon the petition without a hearing, the petitioner shall be promptly notified of the decision. 1.4.2(B) The Secretary, at theirher discretion, may set the petition for hearing under CRS 1973, section 24-4-105, C.R.S. as amended, upon due notice to petitioner, for the purpose of obtaining additional facts or information or to determine the truth of any facts set forth in the petition or to hear oral argument on the petition. The notice to the petitioner setting the hearing shall set forth, to the extent known, the factual or other matters into which the Secretary intends to inquire. The petitioner shall have the burden of proving all of the facts stated in the petition, all of the facts necessary to show the nature of the controversy or uncertainty, the manner in which the statute, rule or order in question applies or potentially applies to the petitioner and any other facts the petitioner desires the Secretary to consider. Repeal of Rule 1.7: 1.7 Effective date: these rules were adopted as emergency rules on July 9, 1991 and as permanent rules on November 6, 1991, effective January 1, 1992. Amendments to Rule 2 concerning grammatical changes: Rule 2. Seal of the Sstate 2.1 State Sseal. In accordance with section 24-80-901, C.R.S., the seal of the state shall be two and one-half inches in diameter. New Rule 3 concerning the general procedural rules for administrative hearings under the purview of the Secretary of State. These rules are inspired by the Rule 24 of 8 CCR 1505-6 (Campaign and Political Finance Rules) and also standardize the administrative hearing process for complaints and requests for hearings submitted to the divisions of the office of the Secretary of State: Rule 3. General Procedural Rules for Administrative Hearings 3.1 Scope of rules 3.1.1 The Secretary of State has authority to conduct hearings pursuant to section 24-21-108, C.R.S., and in conjunction with sections 24-4-104 and 24-4-105, C.R.S. 3.1.2 These rules apply to matters that come before a hearing officer under the Secretary of State's authority and the corresponding statutory authority: (a) For candidate petition protests, section 1-4-909(1.7)(c), C.R.S.; (b) For campaign finance complaints, sections 1-45-111.5 and 1-45-111.7(5), C.R.S.; (c) For charitable solicitations, section 6-16-111(6)(b), C.R.S.; (d) For durable medical equipment license complaints, section 24-21-115, C.R.S.; (e) For Help America Vote Act (HAVA) complaints, section 1-1.5-105(2)(g), C.R.S.; (f) For lobbyist complaints, section 24-6-305(2)(c) and 24-6-308(2), C.R.S.; (g) For notary public complaints, section 24-21-523(3), C.R.S.; (h) For petition circulator complaints, section 1-40-132, C.R.S.; (i) For petition

¹ The additional regulations' CCR numbers are: 8 CCR 1505-1, 1505-6, 1505-8, 1505-9, and 1505-11.

Visualization of an Accessible Rule Draft

STATE DEPARTMENT

[8 CCR 1505-3, et seq¹]

General Policies and Administrative Rules, et seq²

Rules as Adopted - Redline

October 9, 2024

Amendments to these rules are in Track Changes. Publication instructions/notes are blue and italicized.

Amendments to 8 CCR 1505-3 are as follows:

Amendments to Rule 1 concerning grammatical changes, technical changes to the numbering format, and repeal of Rule 1.7:

Rule 1. —Declaratory Orders

1.1 Applicability: Any person may petition the Secretary of State for a declaratory order to terminate controversies or to remove uncertainties as to the applicability to the petitioner of any statutory provisions or any rule or order of the Secretary of State as required by CRS section 24-4-105(11), C.R.S.

1.2 Initial determination:

1.2.1(A) The Secretary of State will determine, at ~~their~~ discretion and without notice to petitioner, whether to rule upon the filed petition. -If the Secretary decides not to rule upon the petition, the petitioner shall promptly be notified of the action. -The notice shall state the reasons for the action.

1.2.2(B) In determining whether to rule upon a petition filed pursuant to this rule, the Secretary will consider the following matters, among others:

~~(A)(1)~~ Whether a ruling on the petition will terminate a controversy or remove uncertainties as to the applicability to the petitioner of any statutory provision, rule or order of the Secretary.

¹ The additional regulations' CCR numbers are: 8 CCR 1505-1, 1505-6, 1505-8, 1505-9, and 1505-11.

² Additional regulations are amended as a result of this rulemaking. The amended rules are the rules concerning elections, campaign and political finance, the Colorado Charitable Solicitations Act, lobbyist regulation, and notary program.

~~(B)(2)~~ Whether the petition involves any subject, question or issue which is the subject of a formal or informal matter or investigation currently pending before the Secretary or a court involving one or more of the petitioners.

~~(C)(3)~~ Whether the petition involves any subject, question or issue which is the subject of a formal or informal matter or investigation currently pending before the Secretary or a court but not involving any petitioner.

~~(D)(4)~~ Whether the petition seeks a ruling on a moot or hypothetical question or will result in an advisory ruling or opinion.

1.3 Content of petition: any petition filed pursuant to this rule shall set forth the following:

1.3.1(A) The name and address of the petitioner and the relationship of the petitioner to the Secretary of State whether a licensee, a person required to file with the Secretary of State, a citizen or other relationship:

1.3.2(B) The statute, rule or order to which the petition relates: and.

1.3.3(C) A concise statement of all of the facts necessary to show the nature or the controversy or uncertainty and the manner in which the statute, rule or order in question applies or potentially applies to the petitioner.

1.4 Procedure for ruling: if the Secretary of State decides to rule on the petition, the following procedures shall apply:

1.4.1(A) The Secretary may rule upon the petition based solely upon the facts presented in the petition. -In such a case:

~~(a)(1)~~ Any ruling of the Secretary will apply only to the extent of the facts presented in the petition and any amendment to the petition:

~~(b)(2)~~ The Secretary may order the petitioner to file a written brief, memorandum or statement of position:

~~(c)(3)~~ The Secretary may set the petition, upon due notice to petitioner, for a non-evidentiary hearing:

~~(d)(4)~~ The Secretary may dispose of the petition on the sole basis of the matters set forth in the petition:

Accessibility Standards & Resources

- [Department of Justice ADA Title II update](#)
 - First deadline is April 26, 2027
- [State of Minnesota Digital Accessibility Standard](#)
- [State of MN Rulemaking Manual](#)
- [Minnesota Legislature Digital Accessibility Policy](#)
 - The Revisor's Office



Considerations

- **Must rulemaking documents have a particular look?**
- **Account for multiple authors.**
- **Must track revisions and retain each version.**
- **Use accessibility to lead the design.**
- **Build a workflow and supporting processes.**
- **Leverage the right applications.**



Something bigger than this?

Making Accessibility in Rulemaking Work

Rulemaking Manual Editing team

- Build & test templates
- Add templates to MMB kit

Community of Practice

- Best Practices
- Guidelines
- Consistency across agencies





Building the
foundation:
Accessibility
baked in

Accessible Foundation Training Focus

- **Building the foundation: Accessibility from the beginning**

- Building accessible templates

- **Resources**

- Training
- Tools
- State of MN A11y Community

- **Accessible Document Essentials**

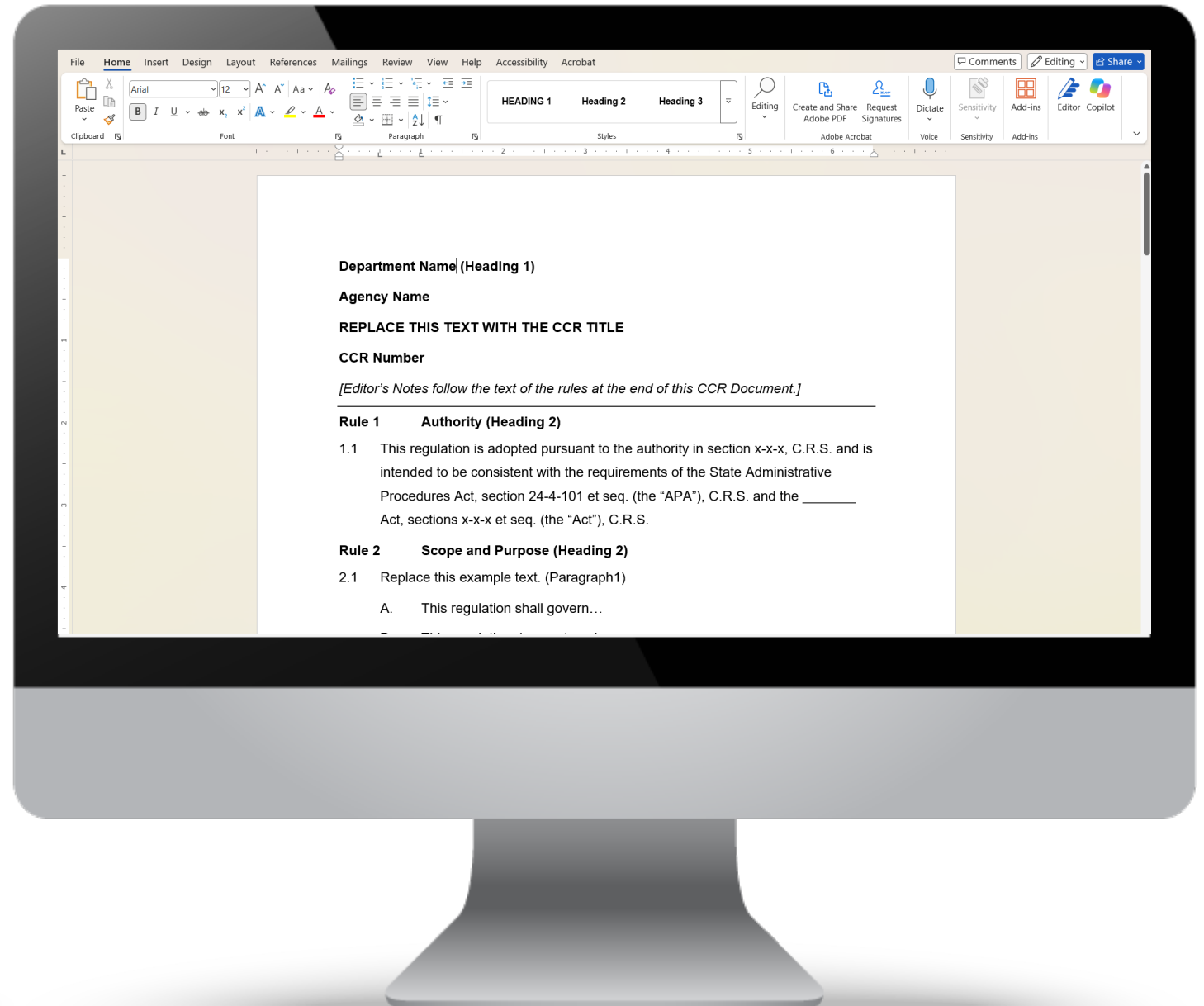
- Structure/Styles
- Deep Dive: Headings

- **Rulemaking document examples**

- Tracked revisions
- Multiple document versions and compilations / multiple file types
- Public review & participation

Accessible Templates

- **Great first step:**
 - Preformatted
 - Branded
 - Consistent
- State of MN
Rulemaking Manual

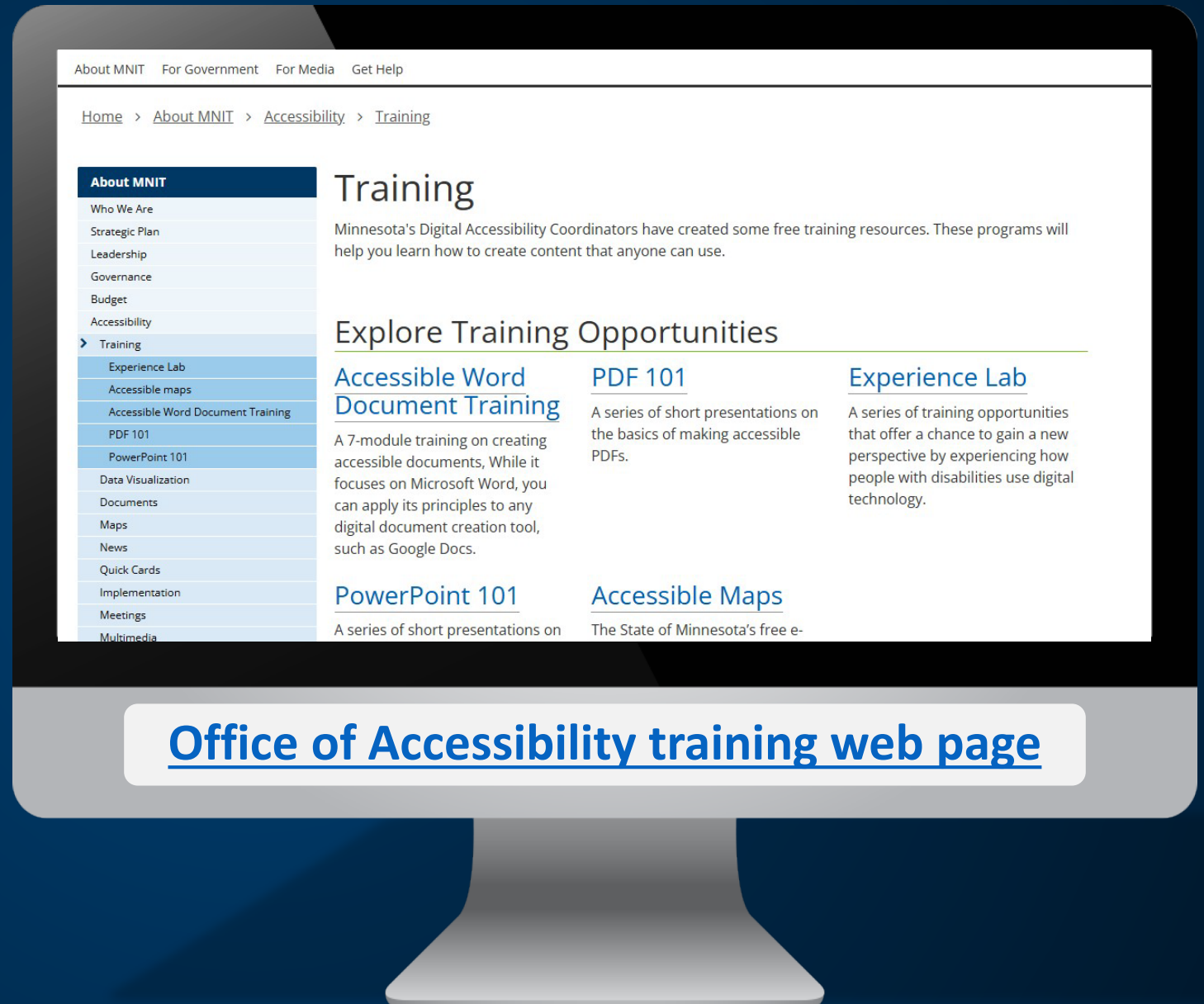


General accessibility training

Office of Accessibility Introductory, self-paced trainings for Word, PDF, PowerPoint & maps

- Accessible Word training in Learning Management, code: G46ACCWORD01

[Quick cards: Complete set & Individual PDFs](#)



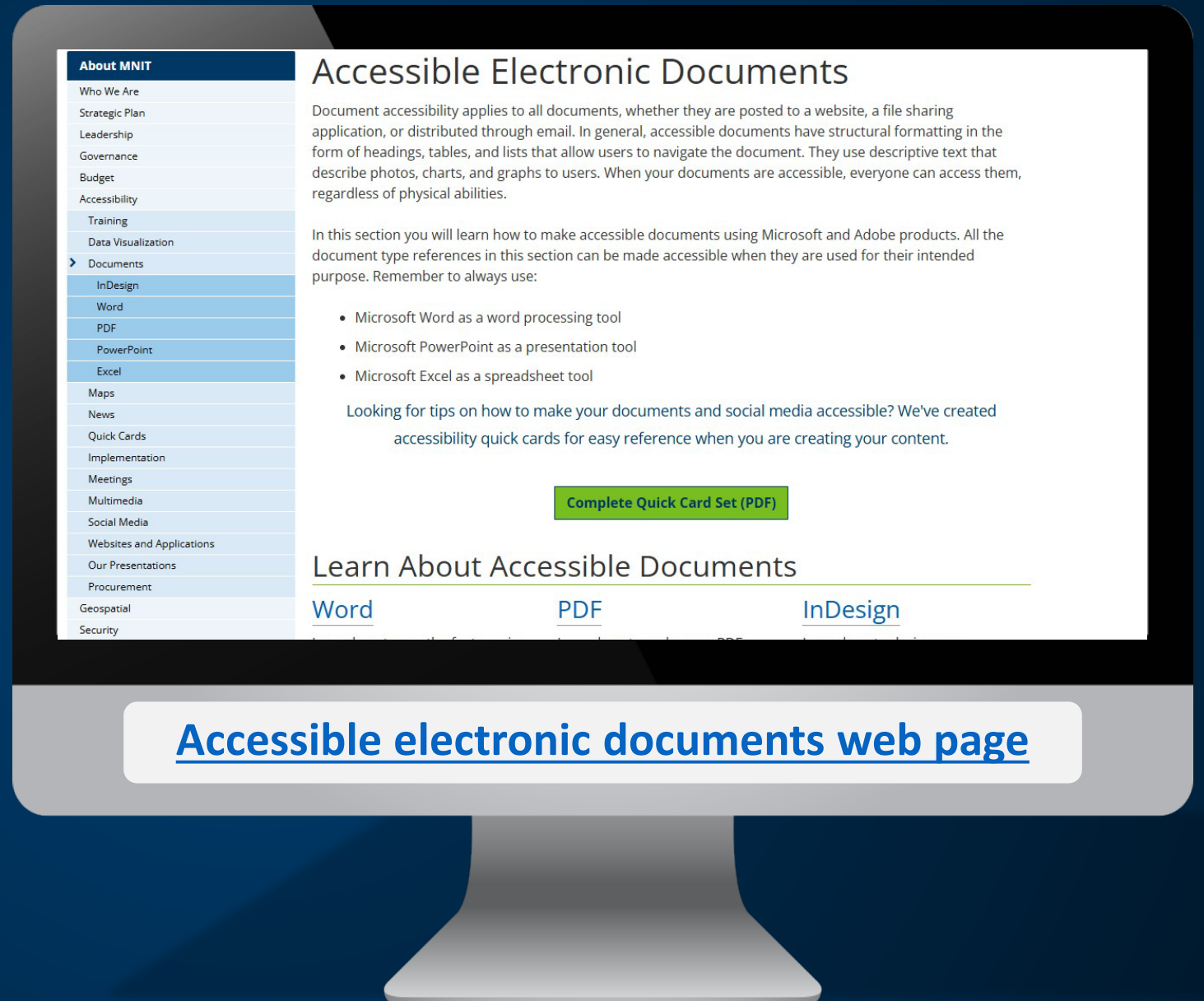
[Office of Accessibility training web page](#)

Accessible electronic documents

- Word, PDF, Excel, PowerPoint, InDesign

[Quick cards: Complete set & Individual PDFs](#)

(Note: The complete set does not include Map Accessibility)



[Accessible electronic documents web page](#)

Accessible Document Essentials



Structure & Styles

- Use styles: Headings, lists, bullets, tables.
- Fill-in Document Properties: Title, Author, Company.



Images

- Use informative alt text for important graphics.



Hyperlinks

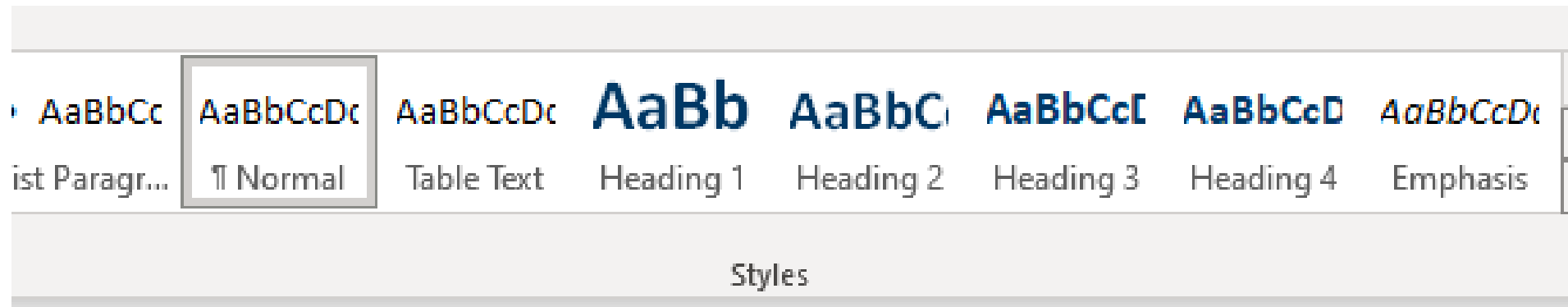
- Use meaningful (descriptive) text.
- Use full URLs with printed docs.



Color & Contrast

- Color alone cannot convey meaning.
- Text and non-text elements must sufficiently contrast with background.

Document Structure / Styles



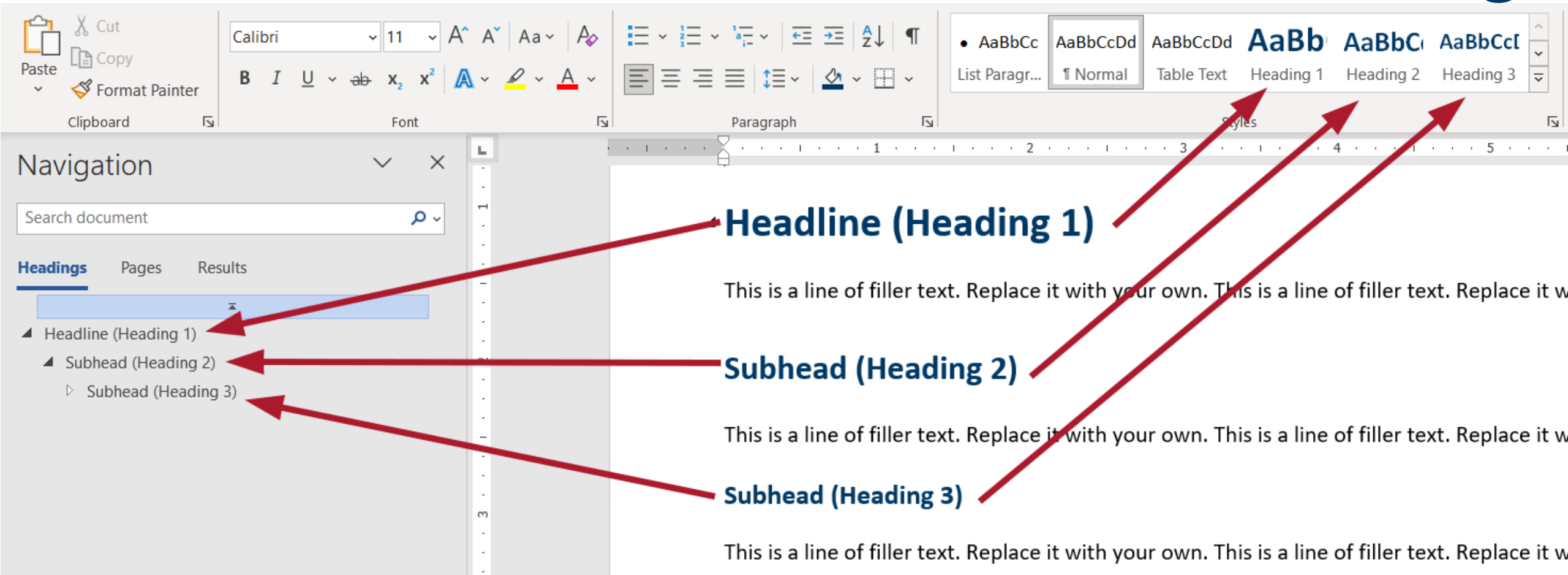
- **Structure gives a document formatting and order.**
 - How all text appears and is spaced between headings, paragraphs, lists, and more.
- **Structure is set up through Styles. Styles identify the structural pieces, including:**
 - Heading levels and hierarchy. H1, H2, H3, H4.
 - List items (bullets, numbers, letters), hyperlinks, and images.
- **Assistive technology (AT), like a screen reader, can interpret the structure to provide meaning & navigational info.**

Rule Draft Styles

- Modified Headings style to capture all caps and black font
- Modified paragraph style to incorporate Rule subparts with indentation and/or bolding
- Bold and emphasis styles
 - Modified for footnote style
- List styles (bullets and letters)

HEADING 1	Heading 2	Heading 3	Normal
par1	Style Footnote +	Upar1 + Bold	No Spacing
Heading 4	Subtitle	Subtle Emphasis	Emphasis
Intense Emphasis	Strong,Bold	Quote	<u>Intense Quote</u>
SUBTLE REFERENCE	INTENSE REFERENC	Book Title	List Paragraph
A+ Create a Style			
A Clear Formatting			
A Apply Styles...			

Headings



- Most important styles in Word.
- Crucial for AT to navigate the document the same as the visual layout.
- Can help create the document's table of contents, navigation pane, and bookmarks in PDFs.

Heading Hierarchy

Heading 1 = Document title

Heading 2 = Main topics

Heading 3 = Subtopic of Heading 2

Heading 4 = Subtopic of Heading 3

Heading 5 = Subtopic of Heading 4

Heading 6 = Subtopic of Heading 5

- Use a numerical order to represent the hierarchy. E.g, Heading 1 is a higher level than Heading 2.
- Can have up to six heading levels. Use H1 as your title.
 - Avoid 'TITLE' style. Isn't captured in the Navigation hierarchy and then AT can't find it. Same for PDF.

Rule Draft Headings

The screenshot displays the Microsoft Word interface with a document titled "Rule Draft Headings". The ribbon shows the "Home" tab, and the "Styles" group is active. The "Styles" gallery includes "HEADING 1", "Heading 2", "Heading 3", "Normal", and "par1". The "Navigation" pane on the left shows the document structure, with "CCR TITLE (Heading 1)" selected. The document content includes:

- CCR TITLE (Heading 1)**
- CCR Number (Heading 2)**
- [Editor's Notes follow the text of the rules at the end of this CCR Document.]*
- Rule 1 Authority (Heading 2)**
 - 1.1 This regulation is adopted pursuant to the authority in section x-x-x, C.R.S. and is intended to be consistent with the requirements of the State Administrative Procedures Act, section 24-4-101 et seq. (the "APA"), C.R.S. and the _____ Act, sections x-x-x et seq. (the "Act"), C.R.S. (par1)
- Rule 2 Scope and Purpose (Heading 2)**
 - 2.1 Replace this example text. (par1 – option 1)
 - 2.1 **Replace This Text with a Subheading (Heading 3 – option 2)**

Red arrows indicate the following mapping:

- From "HEADING 1" in the Styles gallery to "CCR TITLE (Heading 1)".
- From "Heading 2" in the Styles gallery to "CCR Number (Heading 2)".
- From "Heading 3" in the Styles gallery to "Replace This Text with a Subheading (Heading 3 – option 2)".
- From "par1" in the Styles gallery to "Replace this example text. (par1 – option 1)".
- From "CCR TITLE (Heading 1)" in the Navigation pane to "CCR TITLE (Heading 1)" in the document.
- From "Rule 1 Authority (Heading 2)" in the Navigation pane to "Rule 1 Authority (Heading 2)" in the document.
- From "Rule 2 Scope and Purpose (Heading 2)" in the Navigation pane to "Rule 2 Scope and Purpose (Heading 2)" in the document.
- From "2.1 Replace This Text with a Subheading (Heading 3 – option 2)" in the Navigation pane to "2.1 Replace This Text with a Subheading (Heading 3 – option 2)" in the document.

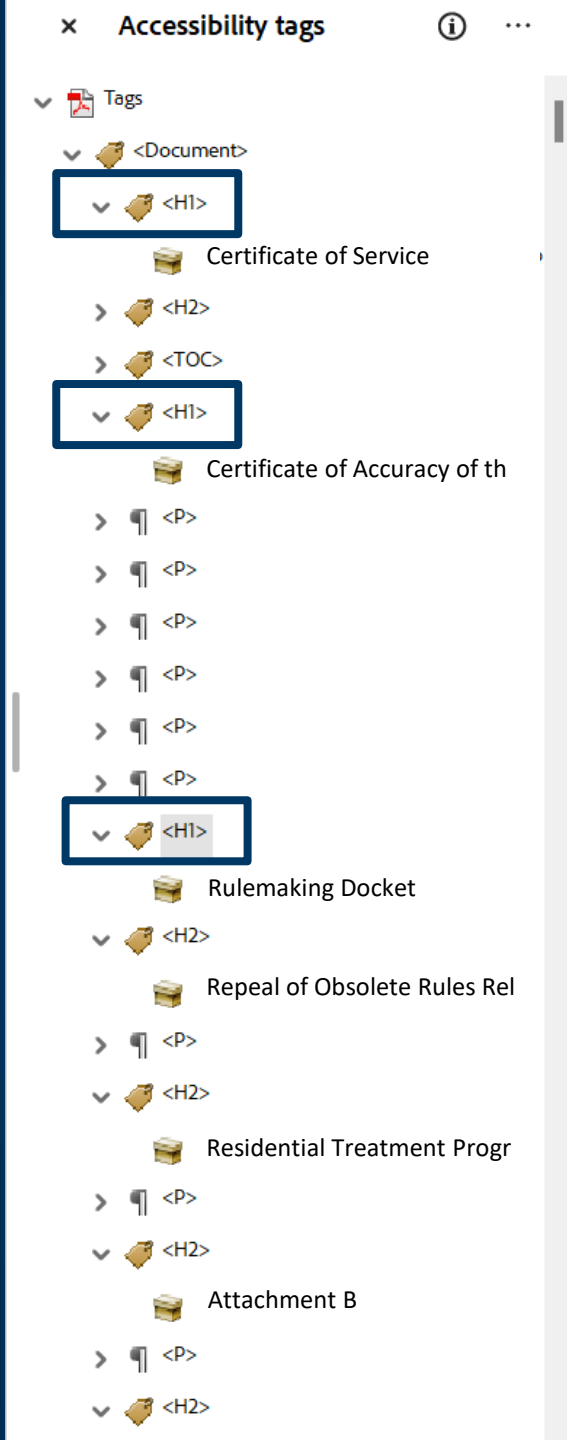
Rule Draft – Multiple Headings 1

Acceptable for:

- Department, Agency, Title set up in Rule Draft
- Compilation documents
 - Rule Docket

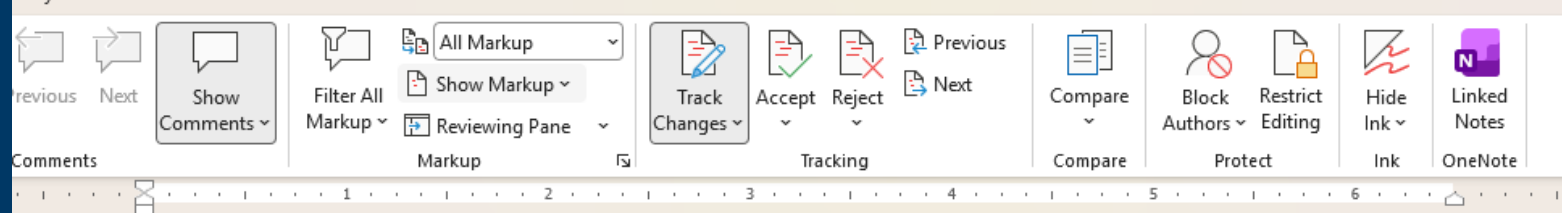
Other examples include:

- Setting up Chapters
- Annual Reports
- Accessibility Quick Reference Cards (Platform Name; Title of Card)



Accessible Rule Draft Revisions

- Word's Track Changes tool
 - [Screen Reader experience](#)
- Developing best practice use case: Post to website as an accessible alternative
 - Work with legal teams
 - Work with security teams
- [State of Colorado Styling Manual & Templates](#)
 - Official rule formatting template (DOCX)



STATE DEPARTMENT

[8 CCR 1505-3, et seq¹]

General Policies and Administrative Rules, et seq²

Rules as Adopted - Redline

October 9, 2024

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1.2 Initial determination:

1.2.1(A)—_____The Secretary of State will determine, at their~~her~~ discretion and without notice to petitioner, whether to rule upon the filed petition. -If the Secretary decides not to rule upon the petition, the petitioner shall

Accessible Rule Draft Revisions – Bracket Identifiers

- If posting a word document isn't possible: Remediate the PDF to **use brackets to identify when a revision occurs**.
 - Add to Tag Properties in “Actual Text”.
 - Screen readers will read this text instead of the text inside the tag.
 - Character Limit.
 - Why we are considering a rulemaking CoP.
 - Will need to reference the Word doc. PDF conversion accepts all tracked changes.

Example:

- A. Text about this bullet.
- B. Parts 1001.0500 to 1001.0850 apply to permits issued to owners and operators of stationary sources requiring permits under federal law at Code of Federal Regulations.
- **[Begin deleted text]** E. **[End deleted text]**
[Begin added text] F. **[End added text]** The commissioner must upon request provide a list.
- **[Begin added text]** G. Deadlines for agency action under this part may be extended as described. **[End added text]**

Accessible Revisions – Bracket Identifiers, cont'd

ConvertE-Sign

Find text, tools, or help

Object Properties

TagColor

Type:List Item Body

Title:

Actual Text:[Begin deleted text] E. [End deleted text] [Begin added text]

Alternate Text for Images:

Alternate Description for Links:

ID:

Language:

Edit Tag...Edit Attribute Objects...Edit Attribute Classes...

Close

00/00/0000

REVISOR

CKM/BM

RD###

Agency

Proposed Permanent Rules Relating to

1001.0500 SCOPE.

A. Text about this bullet.

B. Parts 1001.0500 to 1001.0850 apply to permits issued to owners and operators of stationary sources requiring permits under federal law at Code of Federal Regulations.

E. F. The commissioner must upon request provide a list.

G. Deadlines for agency action under this part may be extended as described.

1.14

1.15

1.16

1.17

1.18

Accessibility tags

Tags

<P>

<Part>

<H1>

AgencyProposed

<H2>

1001.0500 SCOPE

<L>

<LBody>

PlaceA.Text

<LBody>

B. Parts 1001

<LBody>

E. F.

<P>

The commis

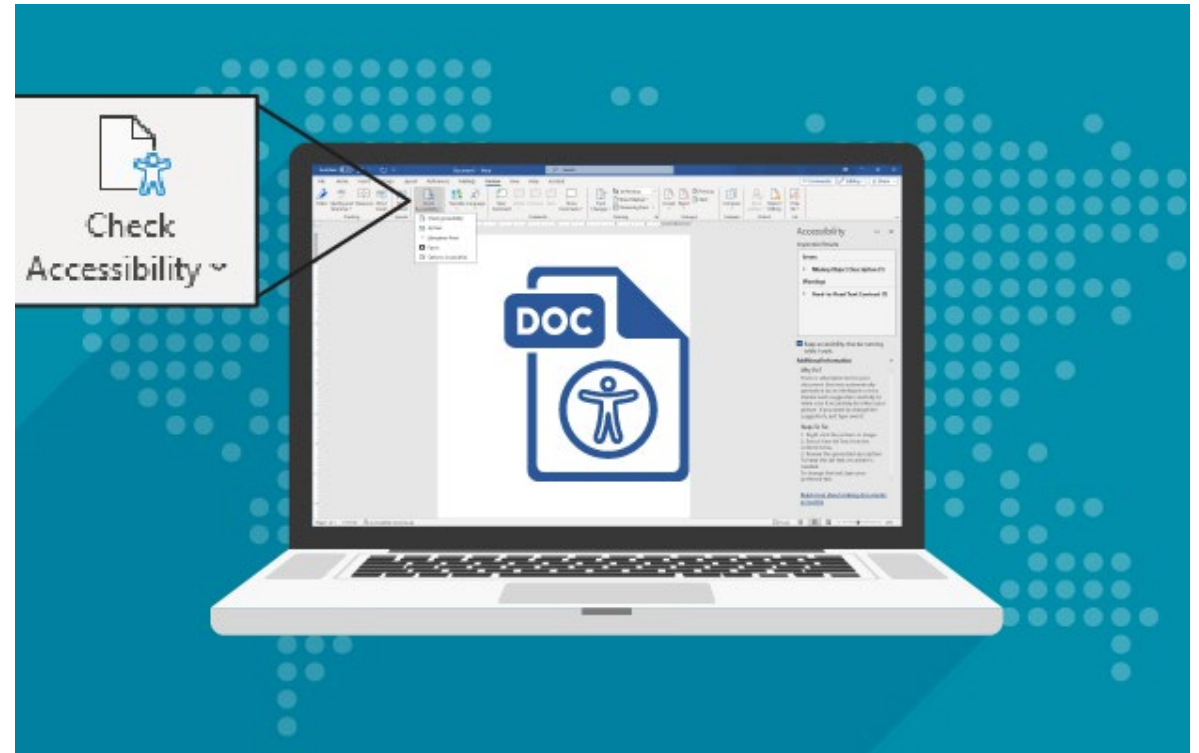
<LBody>

Accessible Public Comments

- Varying types (handwritten, email, online forms)
- Using Adobe Acrobat tools to detect scanned text, add tags, check accessibility at the end.
- Accessible Rulemaking CoP can help create guidelines

Your accessibility tool kit

- **Built-in software accessibility checkers** ([Word](#), [PPT](#), [Acrobat Pro](#))
- **Websites** ([WAVE](#), [ANDI](#))
- **Color contrast** ([WebAIM](#), CCA)
- **Screen readers** (JAWS, [NVDA](#))
- **Manual checks**
 - Accessibility tree (Shift+F10), zoom, Keyboard



Build your community

You aren't alone!

List of agency [Digital Accessibility Coordinators](#) (DACs)

Our office is a resource for you:
MNITAccessibility@state.mn.us

[Accessibility Community in Engage](#)
PDF, Maps, A11y

[OoA monthly drop-in sessions](#)
(Fourth Tue; Last Thu)

[OoA monthly newsletter](#) features digital a11y topics and a list of trainings and events – [subscribe](#)!



Resource Summary

Office of Accessibility public website

- [Training page](#)
 - Accessible Word Training Practice documents
- [Quick Reference cards](#)
- [Monthly newsletter](#) with digital a11y topics and Tech Tips – [subscribe!](#)

Office of Accessibility extranet (internal resource)

- [Training page](#)
- [Tools page](#)
- List of agency [Digital Accessibility Coordinators](#) (DACs)

Accessible Word Document training in LM: Code G46ACCWORD01



Questions and answers

Thank You!