

# **Innovations in Election Administration 11**

**All-Mail-Ballot  
Elections**





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# All-Mail-Ballot Elections

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# Introduction by the Clearinghouse

This report is another in the series on *Innovations in Election Administration* being published by the FEC's National Clearinghouse on Election Administration.

The purpose of this series is to acquaint State and local election officials with innovative election procedures and technologies that have been successfully implemented by their colleagues around the country.

**Our reports on these innovations do not necessarily constitute an endorsement by the Federal Election Commission either of any specific procedures described or of any vendors or suppliers that might be listed within the report. Moreover, the views and opinions expressed in these reports are those of the authors and are not necessarily shared by the Federal Election Commission or any division thereof.**

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# Introduction and History

All-mail-ballot elections, also called vote-by-mail, are sometimes compared to elections conducted entirely by absentee voting. But, whereas an absentee voter must request an absentee ballot, in an all-mail-ballot election, the official ballot is usually mailed automatically to each registered voter in the jurisdiction. Voted ballots are then returned to the election office either by mail or in person, eliminating the use of precinct polling places. According to its proponents, mail elections may also increase voter accessibility and participation and reduce costs and administrative complexity.

All-mail-ballot elections have recently received a good deal of attention in the election community. The first all-mail-ballot election conducted under authority of State law seems to have occurred in a 1977 Monterey, California, flood control district encompassing some 45,000 eligible voters. County election officials reported more than double the voter participation in that election as well as a savings of nearly \$10,000 compared to previous elections held in that district using polling places.

Since 1977, local jurisdictions in Alaska, California, Colorado, Florida, Kansas, Minnesota, Missouri, Montana, Nebraska, Nevada, New Mexico, New York, North Dakota, Oregon, Utah, and Washington have conducted all-mail-ballot elections. These elections typically involve only ballot issues or nonpartisan candidates and do not involve partisan candidates for public office, though some local jurisdictions in Alaska, Minnesota, Utah, and

Washington have expanded mail-ballot elections to include partisan candidates.

**California.** Alpine County conducted its first all-mail election in November 1993, a countywide special election. San Diego's first was a May 1981 election on a proposed \$224 million convention center for a charter city, involving 430,000 registered voters. Stanislaus County conducted its first for the charter city of Modesto in 1987, a charter amendment and election of nonpartisan candidates, for 80,000 registered voters.

**Colorado.** The State law allowing mail elections became effective on January 1, 1993, to increase voter turnout in traditionally low-turnout elections.

**Florida.** All-mail-ballot legislation was first introduced in 1985 (and was adopted on the third try), as an alternative method of conducting special elections, which tended to have low rates of voter participation. The legislative sponsor represented a county with an area of 2,110 square miles, in which a single precinct that covered 1,150 square miles had fewer than 500 people.

The first all-mail-ballot election in Florida was conducted in late 1988 or early 1989 in Indian River County, to dissolve a special parts and recreation district, involving fewer than 100 voters. Collier County first conducted an all-mail-ballot election in March 1989 on a municipal annexation, involving more than 18,500 voters. It has since conducted two more special election in 1991

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and three in 1993 by all-mail ballots. Broward County held its first all-mail election on December 23, 1991, for the Sunrise Intercoastal Neighborhood Security District, a special district referendum on a property tax assessment. Orange County has not conducted any countywide mail ballot elections, but has held three local ones: a city of Apopka charter revision referendum on September 14, 1993 and a annexation referendums for Windermere City on December 9, 1993 and for Winter Park on May 3, 1994. Santa Rosa County has not held a true mail ballot election, but did conduct a city annexation election by mail, involving only 18 voters.

**Kansas.** Kansas has allowed all-mail-ballot elections since 1983 for ballot issues and questions only. The first such election was held in Comanche County on September 13, 1993; local jurisdictions have conducted almost 150 mail elections since then. Sedgwick County conducted its first all-mail election on April 10, 1984, a \$1.2 million school district bond election. Since then they have conducted about 20 mail elections, including 3 in early 1995. In 1985 they conducted a mail ballot election for 175,000 voters.

**Minnesota.** The first all-mail-ballot election was held in the city of Luverne, in September 1987, for an election to approve a new city charter. The council chose to use a mail election to increase voter turnout because a similar question in March 1987 had produced only an 8 per cent turnout; the mail election turnout was 60 per cent. Carlton County's first all-mail election was the 1992 primary, involving partisan and nonpartisan candidates for qualifying townships. Kittson County was authorized by the Secretary of State to conduct elections by mail, but has never conducted one countywide because the county was unable to acquire the grant money needed to finance the cost. However, in 1988, six precincts requested voting by mail for the primary and general election; and the county now has ten precincts that vote by mail. Lake of the Woods County had its first all mail election in June 1988, for a Sunday liquor question; it was countywide except for municipalities.

**Missouri.** The first all-mail-ballot election was conducted in Adair County in February 1988 for a school levy for the Kirksville R-3 school district. Maries County's only mail election was on June 7, 1994, to establish a rural water district. St. Charles County had its first mail election on June 3, 1993, on a gas right-of-way, for a small political subdivision with 83 registered voters.

**Montana.** All-mail-ballot elections were approved in 1985 as a tool for county election administrators to help facilitate elections in rural areas. They may be used for special districts and municipal elections, but not for primary or general elections. Cascade County held a mail election in September 1994 on a bond issue, for 50 voters. In 1991, Fergus County conducted a mail election for nonpartisan directors of a water and sewer district and for a municipal general election for nonpartisan council members and mayors in seven different jurisdictions. Lake County has held school district, fire district, and irrigation district elections by mail. Lincoln County commented that special district elections are more convenient by mail ballot because the district boundaries do not usually conform to precinct boundaries, so a regular precinct polling place election is hard to conduct. Ravalli County conducted its first mail election in 1985, for fire and irrigation drainage, annual trustee and commissioner; it has held more than 100 all-mail-ballot elections since then.

**Nebraska.** All-mail-ballot elections for nonpartisan trustees of Sanitary and Improvement Districts (SIDs) have been allowed since 1986. Only ten counties have SIDs, which have voting populations ranging from 5 to more than 2,000 voters. Both candidates and voters must be property owners, but need not be registered voters. Douglas County (Omaha) has 136 SIDs, with half holding an election every two years.

**Nevada.** Lander County conducted its first all-mail-ballot election on November 16, 1993, a countywide hospital bond election.

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**New Mexico.** Chaves County held its first mail election in 1985, on a special district fire tax, for 1500 voters. Otero County's first mail election was on a countywide jail bond on November 11, 1989. The first mail election in San Juan County was on January 9, 1990, a bond election to construct two museums.

**North Dakota.** The first mail election in Adams County was in June 1994 and was countywide.

**Washington.** All-mail-ballot elections for precincts with a small number of registered voters (originally 100 or fewer) were first authorized in 1967; that provision of the law was subsequently amended in 1974, 1983, and 1993. The law authorizing the conducting of special elections by all-mail ballot at the request of the jurisdiction calling for the election was enacted in 1983. Both it and the subsequent two-year authorization for any election to be held by all-mail ballot were initiated at the request of the association of county auditors and the elections division of the Secretary of State's office.

Clark County (Vancouver, Washington) conducted the first all-mail election on May 15, 1984. Cowlitz County's first mail election was the September 20, 1994, primary, which was countywide and included partisan federal, state, and county candidates as well as school bond issues. Ferry County and Wahkiakum County also conducted their first mail election in the countywide September 1994 primary. Douglas County first conducted an all-mail election in 1991, a special election for officers of the city of Bridgeport. The first all-mail election in Island County was a nonpartisan school district election for 6,000 registered voters in May 1994. San Juan County conducted school elections in the 1980's, and expanded that to include primaries in the 1990's. Thurston County's first mail election was a special district issue election in 1985.

The purpose of this report is to examine the experience of these State and local governments with all-mail-ballot elections. It attempts to summarize the experience with all-mail-ballot elections in a

single document that will enable other interested jurisdictions to judge whether or not this innovation should be adopted and, if so, how it should be implemented.

All fifty States were surveyed to assure that no State that authorizes all-mail-ballot elections was omitted from the report. The sixteen States that have some form of all mail ballot elections were sent a questionnaire and were requested to provide a list of representative local jurisdictions that had experience with all mail ballot elections within that State. Responses were received from eleven States and questionnaires were sent to forty-five local jurisdictions, thirty-three of whom returned completed questionnaires. Complete names, addresses, and telephone numbers of these respondents are listed in Appendix 8.





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## Legal and Administrative Authority

Because the norm for elections is to require voters to present themselves in person at their precinct polling place during specified hours on a specified day, or to request an absentee ballot that is voted in person or by mail before election day, all-mail-ballot elections require specific authorizing legislation. Most States that allow all-mail-ballot elections restrict the types of elections that may be conducted by this process. The most common restriction is that only issues or questions may be on the ballot, though several also allow for nonpartisan candidates. Some restrict all-mail-ballot elections to a single specific type of election; some restrict them to property owners. Some restrict them to jurisdictions under a certain population or certain number of registered voters. A few States have allowed all elections to be conducted by all-mail ballots, usually on a temporary, experimental basis.

**California.** Any local, special, or consolidated election on issues or nonpartisan candidates may be by mail ballot, so long as it does not fall on the same day as a statewide primary or general election, is authorized by the governing body of the local agency; and is one of the following: does not involve more than 1000 eligible voters; is a maximum property tax rate election; is an election on a measure or measures restricted to the imposition of special taxes, or expenditure limitation overrides, or both, in a city, county, or special district with 5000 or fewer registered voters; is on the issuance of a general obligation water bond; or is an election of four specified water districts.

A special provision of State law allowing other elections to be conducted by mail ballot in two counties had a sunset provision and was not renewed after January 1, 1995.

**Colorado.** Any political subdivision may conduct any election for the political subdivision by mail ballot under the supervision of the Secretary of State and subject to the rules promulgated by the Secretary of State, with the following exceptions: elections or recall elections that involve partisan candidates; elections held in conjunction with or on the same day as a primary or congressional vacancy election.

**Florida.** All-mail-ballot elections, under Chapter 87-364 of the Laws of Florida, may be used for annexation/deannexation, expansion/contraction of districts; creation of new districts; approval of tax levies for special purpose districts; initial election for municipal incorporation; municipal initiative petition elections, bond elections; and other ballot issues. Elections that may not be conducted by mail are those at which a candidate is to be nominated, elected, retained, or recalled; an election held on the same date as another election other than a mail ballot election; an election district whose boundaries exceed those of a single county; and straw ballots.

**Kansas.** State law spells out in detail the restrictions on mail ballot elections. They can only be conducted if *all* of the following conditions are met. They must be held on a date that is mutually agreed upon by the local jurisdiction submit-

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ting the question and the county election officer and that is no more than 120 days after the jurisdiction submits the request. The Secretary of State must approve a written plan and timetable submitted by the county election officer. The election must be nonpartisan; not concerned with election, retention, or recall of any candidate; and not held on the same date as another election for that jurisdiction. The mail election must be a question that is submitted only to all qualified elections in one of the following subdivisions of government: counties, school districts, townships, benefit districts, cemetery districts, combined sewer districts, community college districts, fire districts, hospital districts, improvement districts, Johnson county park and recreation district, sewage disposal districts, or water districts.

**Minnesota.** The 1991 statute allows any statutory or home rule charter city or town having fewer than 400 registered voter on June 1 of an election year and not located in a metropolitan county to conduct a mail ballot election at any city, county, or state election. The governing body may apply to the County Auditor for permission to conduct a mail election; the county board may provide for mail elections in unorganized territory. A county, municipality, or school district may submit no more than two questions at a mail election and no offices may be voted on. In addition, the Secretary of State was authorized to allow Ramsay and Kittson counties to conduct mail elections on an experimental basis, with the Secretary of State reporting to the legislature on them by January 15, 1993. The Secretary of State was directed to adopt rules for the conduct of mail ballot elections, including instructions to voters, procedures for challenge of voters, public observation of the counting of ballots, and procedures for proper handling and safeguarding of ballots to ensure the integrity of the election. Because Minnesota allows voter registration on election day, special provision is made for voters who are not pre-registered to vote by absentee ballot.

**Missouri.** Restrictions on mail ballot elections require that the officer or agency calling the election must submit a written request for a mail election;

the election authority responsible for conducting the election must authorize the mail election; the election must be nonpartisan and must not be one at which any candidate is election, retained, or recalled; and the mail election must be an issue election at which the qualified voters of any one political subdivision are the only voters eligible to vote.

**Montana.** The following elections may be conducted by mail ballot: an election in a political subdivision required to hold annual elections; an election in a town; an election conducted in an unincorporated area; and a special election called by a local governmental unit for the sole purpose of submitting one or more ballot issues to its qualified electors if such special election is not held in conjunction with a statutorily scheduled election.

**Nebraska.** Mail elections are permitted only for Sanitary and Improvement District (SID) elections and only property owners are allowed to vote. Ten counties have such districts, but Douglas County has the greatest number and conducts most of these SID mail elections.

**Nevada.** State law authorizes all-mail-ballot elections only in precincts in which there were not more than 200 voters registered for the last preceding general election, or in precincts in which it appears to the satisfaction of the county or city clerk that there are not more than 200 registered voters.

**New Mexico.** Only issues or questions, no candidates, may appear on the ballot in all mail elections. The regulation of mail elections is the responsibility of the counties that conduct them.

**North Dakota.** The board of county commissioners of a county may conduct a primary election by mail ballot. The mail ballot election must include city elections administered by the County Auditor, and it may include any other election administered by the County Auditor under an agreement with the governing body of a political subdivision within the county. At least one polling place in the county must be open on the day of the election for voting in person. The County Auditor must place a notice at all polling places

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in the county used at the last statewide election, stating the location of the polling places that are open for the primary election. Because North Dakota does not have voter registration, the County Auditor is required to mail, between 45 and 30 days before the election, an application form for a mail ballot to each person listed in the pollbooks of the county from the last regular statewide election. The County Auditor must also publish in the official newspaper of the county, for two consecutive weeks after mail ballot application forms are mailed, a copy of the application form and a notice that additional forms may be obtained from the election official.

**Washington.** State law provides for different restrictions on mail ballot elections in different situations. (1) The County Auditor may conduct any primary, general, or special election by mail ballot in any precinct having fewer than 200 active registered voters. At the first such election, the County Auditor must deliver a notice that the election will be conducted by mail, an application form for a mail ballot, and a postage-paid return envelope. A mail ballot must be issued to each voter who returns an application by election day, and that application is valid in all subsequent mail elections in that precinct. (2) A county, city, town, or district may request that any nonpartisan special election not being held in conjunction with a state primary or general election be conducted by mail ballot, but the County Auditor may accept or refuse the request. No such special election may be conducted by mail if candidates for partisan office are on the ballot. For these special elections, the County Auditor must send a mail ballot to each active voter; but the County Auditor may choose whether to send inactive voters a ballot or an application to receive a ballot. If an inactive voter returns either a ballot or an application, the voter's status is restored to active. (3) Under a temporary exception to all restrictions, for a two-year period from June 1994 to June 1996, County Auditors may conduct mail elections in any precinct for any primary or general election, partisan or nonpartisan.



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## Who is Entitled to Receive All-Mail-Ballot Materials

The only qualification that most States require for voting in an all-mail-ballot election is being a registered voter whose registration address is within the jurisdiction conducting the election, be that a county, municipality, or special district.

There are, of course, exceptions. Nebraska requires that both candidates and voters must be a property owners of record within the Sanitary and Improvement District that is conducting an election in order to be eligible to vote in the district election, but neither voters nor candidates are required to be registered voters. Because North Dakota does not have voter registration, any qualified elector of the State may vote in an all-mail-election conducted in the elector's jurisdiction, but the elector must complete and return an application for a ballot. Minnesota allows election-day registration at conventional precinct elections; for all-mail elections, electors who have not registered prior to the 20th day before election day may vote by absentee ballot. Montana also has election day registration, with similar requirements for voters who have not pre-registered.

The State of Washington has different rules for three different situations: (1) All voters who submit written requests to be placed on the county's permanent absentee ballot roster are mailed absentee-style mail ballots for all elections in which they are eligible to vote. (2) Local election officials (County Auditors) may designate any precinct with fewer than 200 active registered voters as a vote-by-mail precinct. The Auditor

must initially send a ballot request form to each voter in the designated precinct; ballot request forms that are returned are kept on file and those voters are automatically sent mail ballots for all applicable elections. (3) In any election that is designated a vote-by-mail election, all active registered voters within the jurisdiction are mailed ballots.



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# The Types of Elections Best Suited to All-Mail Balloting

## What is Allowed or Prohibited

Most States that authorize all-mail-ballot elections restrict them to issues only, such as tax levies, bond issues, and other nonpartisan ballot questions. Florida also restricts them to only those districts that are wholly contained within a single county. All-mail-ballot elections are usually **not** allowed for elections that involve the nomination, election, retention, or recall of candidates, especially partisan candidates.

There are a number of exceptions to this generalization. Several States permit all-mail-ballot elections for candidates in smaller municipalities, special districts, or those involving only nonpartisan candidates.

**Colorado** does **not** allow all-mail-ballot elections to be conducted for partisan or recall elections; nor for school board elections that are not conducted in coordination with the county clerk; nor for elections held on the same day as a primary or Congressional vacancy election.

**Florida** allows all-mail-ballot elections for annexation or deannexation, for expansion or contraction of districts, for creation of new districts, for approval of tax levies for special purpose districts; for initial election for municipal incorporation, for municipal initiative petition election; and for bond elections and similar issues. It does **not** allow all-mail-ballot elections for any election at which a candidate is to be nominated, elected, retained, or recalled; nor an election held

on the same date as another election that is not an all-mail-ballot election; nor in any election district whose boundaries extend beyond a single county; nor any straw ballot election.

**Kansas** does **not** allow all-mail-ballot elections for partisan elections or any election in which a candidate is to be elected, retained, or recalled; nor may they be held on the same date as another election.

**Minnesota** allows municipalities with fewer than 400 registered voters to conduct all-mail-ballot elections for State primary and general elections, but otherwise restricts all-mail-ballot elections in a county, municipality, or school district to special elections on no more than two ballot questions.

**Missouri** all-mail-ballot elections must be nonpartisan, and the election authority must give written authorization for the election to be conducted by mail. No election to elect, retain, or recall a candidate may be conducted by mail ballots.

**Montana** prohibits all-mail-ballot elections in conjunction with primary, general, or statutorily scheduled elections; for any recall elections; or for any election involving candidates, except in political subdivisions required to hold annual election, elections in cities of the third class whose candidates are elected without party designation, or elections in towns.

**Nevada** does not have all-mail-ballot elections, strictly speaking, but does have mail precincts.

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**New Mexico** does not allow all-mail-ballot elections for statewide elections. However, many of the counties have all-mail-ballot elections for questions.

**North Dakota** allows all-mail-ballot elections only for statewide primaries, allowing each county to decide whether it wants to conduct the election by mail. It does not allow statewide general nor special elections to be conducted by all-mail ballot.

**Washington** has historically allowed only special elections to be conducted by all-mail ballot, and only with the agreement of all jurisdictions that had issues on the ballot. However, that State has a two-year legislative authorization (June 1994–June 1996) for county auditors, at their discretion, to conduct any primary or general election by all-mail ballot; seven counties conducted the September 1994 primary election by all-mail ballot.

## **Opinions**

Most respondents seem satisfied to have all-mail-ballot elections restricted to ballot issues only or to very small jurisdictions and local nonpartisan elections. But some election officials who have conducted all-mail-ballot elections that included partisan candidates (California, Minnesota, Washington) believe that this process works well for any type of election. Some Florida officials noted that the very low turnout for such partisan candidate elections as primaries and runoffs would seem to make all-mail-ballot elections a means to improve voter participation in those elections, but this was not included in their legislation because it proved to be the stumbling block to the act's adoption.



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## Planning and Time Frames

Every election needs preplanning within statutory time frames, and all-mail-ballot elections are no exception. An experienced jurisdiction's plan may be a simple list of statutory deadlines, with the election officials filling in the rest intuitively, based on their experience about how long it takes to accomplish certain tasks. But most jurisdictions find that they avoid problems by planning every step of the process, anticipating time and staff requirements from start to finish; and a number of States require that local jurisdictions submit a plan before a mail ballot election can be authorized. Certainly it appears that jurisdictions that have conducted complex or large mail ballot elections successfully have used detailed descriptions of deadlines, assignment of responsibilities, and procedures. This clarifies exactly what must be done and when, how it is to be done, and by whom, so that nothing falls through the cracks.

Some jurisdictions prepare separate documents for planning, a timeline, and procedures; others combine two or more of these documents. A complete election plan with a very detailed timeline, description of procedures and materials, and clear assignment of responsibilities is especially important the first few times a jurisdiction conducts an all-mail-ballot election. A post-election review of this complete documentation enables the election official to amend deadlines, procedures, documents, and responsibilities to correct errors, oversights, and problems before the next election. The documentation can also provide evidence if any aspect of the election is challenged.

While such detailed documentation may not be as necessary after the all-mail-ballot process has been used a number of times and is familiar to voters, campaigns, and officials, it should be preserved. It can be used by subsequent officials, who may not be familiar with all the planning and preparation required for an all-mail-ballot election. Examples of planning checklists, timelines, and procedures are in Appendix 2.

San Diego County, CA, produced a 120-page booklet documenting their 1981 citywide election, containing all procedures, flow charts, costs, sample materials, critiques, and follow-up.

Sedgwick County, KS, prepared a 44-page report containing detailed descriptions of all procedures used in a mail election; copies of all documents authorizing the election; contacts with authorities; examples of ballot materials, notices, forms; costs and staffing; tallies and a sample printout. Using the report, it would be possible to know who to contact and how to conduct a mail election in that county.

While most jurisdictions hold elections on Tuesdays, Sedgwick County has found that Thursday is the best day to hold an all-mail election because of the way the mail is returned. They found that half of all ballots that are going to be returned are received during the first week after mailing. Tuesdays are the days with the largest receipt of ballots. By Thursday the number of ballots received is low, so last-minute verification does not delay the results as it might with a Tuesday election date.

Cowlitz and Thurston counties, WA, provided some useful statistics on when and how ballots were returned to the election office in their mail ballot primaries held on September 20, 1994, and September 14, 1993, respectively. These figures may help jurisdictions that are contemplating a

mail ballot election for the first time to anticipate their workload. It may also be useful to note that 8.8 and 10 per cent of the ballots mailed were returned as undeliverable, and that only a fraction of a per cent of the voted ballots had to be rejected.

### BALLOT FLOW, COWLITZ COUNTY, WA, PRIMARY MAIL ELECTION SEPTEMBER 20, 1994

[Total ballots mailed — 45,550<sup>1</sup>]

Date	Mailed In	Brought In	Total Cast	Undeliverable	No Signature
Tue, 9-06	495	187	682	846	10
Wed, 9-07	3,159	115	3,274	617	25
Thu, 9-08	2,001	106	2,107	1,037	16
Fri, 9-09	1,334	80	1,414	508	17
Mon, 9-12	2,018	87	2,105	458	21
Tue, 9-13	1,588	77	1,665	62	18
Wed, 9-14	1,127	123	1,250	58	19
Thu, 9-15	1,347	120	1,467	72	6
Fri, 9-16	1,045	137	1,182	220	12
Mon, 9-19	2,385	347	2,732	65	8
Tue, 9-20	2,428	1,304	3,732	17	24
Wed, 9-21 <sup>2</sup>	2,020	0	2,020	9	13
Later <sup>2</sup>	310	0	310	34	3
<b>TOTAL</b>	<b>21,257</b>	<b>2,683</b>	<b>23,940</b> <b>52.6%</b>	<b>4,003</b> <b>8.8%</b>	<b>192</b> <b>0.8%</b>

<sup>1</sup> The deadline for mailing ballots for the September 20 primary was September 5, but that was Labor Day, so ballots had to be mailed by Saturday, September 3, or held until Tuesday, September 6.

<sup>2</sup> Washington State law allows ballots that are postmarked by election day to be counted.

**BALLOT FLOW, THURSTON COUNTY, WA, PRIMARY ELECTION  
SEPTEMBER 14, 1993**

[Total ballots mailed Monday, August 30 — 72,588]

<b>Date</b>	<b>Mailed In</b>	<b>Brought In</b>	<b>Total Cast</b>	<b>Undeliverable</b>	<b>Remote Sites</b>
<b>Wed, 9-01</b>	132	0	132	4	
<b>Thu, 9-02</b>	3,430	75	3,505	336	
<b>Fri, 9-03</b>	2,488	60	2,548	6,146	
<b>Tue, 9-07</b>	2,900	63	2,963	1,516	
<b>Wed, 9-08</b>	2,841	111	2,952	623	
<b>Thu, 9-09</b>	1,327	82	1,409	0	
<b>Fri, 9-10</b>	1,201	75	1,276	78	
<b>Mon, 9-13</b>	2,140	56	2,196	66	
<b>Tue, 9-14</b>	3,035	241	3,276	10	
<b>Wed, 9-15</b>	2,445	249	3,817	0	1,123
<b>Thu, 9-16</b>	143	0	143	23	
<b>Fri, 9-17</b>	0	0	0	0	
<b>TOTAL</b>	<b>23,266</b>	<b>1,012</b>	<b>24,217</b> <b>33.38%</b>	<b>7,286</b> <b>10%</b>	

Number of replacement ballots issued	76	Reasons: (continued)	
Reasons: Destroyed	1	Wrong Signature	20
Lost	9	Attempted to vote twice	1
Spoiled	1	2 ballots in one envelope	3
Not Received	65	Ballot signed by unregistered voter	1
Number of ballots counted	23,803	Ballot voted by ineligible voter	1
Number of ballots rejected	475	Ballot returned without envelopes	1
Reasons: Received Late	144	Ballot with write-ins that voter	
No Signature	303	was not eligible to vote for	1

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## Publicity

Jurisdictions that have conducted successful mail ballot elections have provided extensive publicity about the process before and during the voting period. Only one jurisdiction reported lower voter turnout for a mail election than for comparable elections held at polling places, and they evidently did not publicize the election widely; many electors commented that they did not know that an election was going on and did not notice their ballots.

We are talking lots of publicity. This is especially important when an all-mail-election is conducted for the first time in a jurisdiction and whenever a mail election is held for some local jurisdictions (a school or fire district, a municipality) at the same time that a regular polling place election is being held in other local jurisdictions. Otherwise voters will simply not understand what they are supposed to do.

In addition to the customary legal notices of election that appear in the newspaper, counties issued news releases explaining what a mail election meant, how it would work, when the ballots would be mailed, when they were mailed, when and how the ballots were to be voted, when and how they were to be returned, when and how they would be counted. They also held news conferences to explain the whole procedure to members of the news media; they did interviews and talk shows on radio and television; they got feature stories into the newspapers; they got countdowns to election day on the front page of the newspaper to remind people daily to return their voted ballots on time. Some officials did a mailing to all registered voters a week or so before they mailed the ballots, alerting voters to the fact that they would receive their ballot in the mail in a few days and to look for it; this mailing also gave them another opportunity to explain the whole process, to explain how to obtain a ballot if one was not received, and to address the concerns that some voters have about the secrecy of their ballot and the integrity of the process.

Several jurisdictions noted that they have had to rewrite and simplify their mail absentee instructions when they conducted mail elections, using terms that are familiar to voters instead of election jargon. For example, they refer to “voters” instead of “electors”; they refer to envelope by color instead of “secrecy envelope” and “return envelope”; one county included a simple map showing the sites where ballots could be dropped off on election day.

One aspect of planning for an all-mail-ballot election that cannot be overlooked is the close cooperation required between election officials and the postal service authorities. Early and frequent consultation about mailing requirements, costs, and deadlines will help minimize costs, ensure that ballots are delivered promptly to voters, and ensure that voted ballots are returned to the election office in time to be counted.

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# Procedures

The procedures that Minnesota summarized in a 1989 report on its first three experimental mail elections are typical of all-mail-ballot procedures in most States. After approval by the Secretary of State of the request from a local jurisdiction to conduct a special election by mail, the election jurisdiction was required to notify the voters at least six weeks prior to the election. The notice included an explanation of the mail voting procedures. Beginning on the 20th day before the election, ballots were mailed to all registered voters in the jurisdiction. All postage for mailing ballots to and from the voters was paid by the election jurisdiction. Each voter also received a survey card, to be filled out and returned to the Secretary of State. Any voter whose ballot was returned by the post office as undeliverable was challenged. Any voter not registered on the 20th day was permitted to register and vote by absentee ballot. Ballots could be returned to the city clerk or county auditor until 8:00 P.M. on election day, either in person or by mail. On election day, the election judges examined each ballot return envelope to determine if it was properly executed by a person eligible to vote on the question. At the conclusion of voting hours, the ballots were counted.

A similar procedure is followed in most States, although voters usually must be registered beforehand. Some jurisdictions noted that conducting an all-mail-ballot election is very much like dealing with a gigantic mail absentee vote. The preparation and procedures are often the same

as those spelled out in State law and rules for processing all mail ballots.

## **How and When Mail Ballot Materials Are Sent to Voters**

Ballots are usually sent to all registered voters two to three weeks before the deadline for their return to the election office (on "election day"). However, there are exceptions. South Dakota has no list of registered voters because they do not require registration, so they send a mail ballot application card before the election to each voter whose name appears on the pollbooks for the last general election. The application form is also reproduced in newspapers with the notice of the election. In addition, Renville County enlisted the aid of township and city officials to be sure all eligible persons received application cards. Douglas County, NE, has to compile the list of eligible voters for their Sanitary and Improvement District elections by consulting lists of property owners in other county offices. Washington allows each County Auditor to decide whether to send ballots or just applications for ballots to inactive voters on the voter registration list.

Most jurisdictions prepare and assemble the ballot materials with their own staff and mail them using first class mail. However, several use bulk mailing, and a few jurisdictions have negotiated the use of bulk mailing rates with first class delivery, with their local post office. A few have contracted with mailing services to assemble the

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prepared materials. All agree that it is essential to work closely with their local post office to assure timely delivery of all ballots. Most States require that all ballots be mailed at the same time, but a few allow them to be mailed in batches. North Dakota mails ballots as applications are received by the election office.

### **How and When Mail Ballot Materials Are Returned to the Election Office**

Most jurisdictions require that ballots be received by the election office by the time the polls would close on election day. This means that ballots that are returned by mail must be mailed a few days before election day to assure their delivery by the deadline. Washington accepts a postmark deadline; that is, any ballot envelope that is postmarked on or before election day is accepted if it is received within a specified number of days after the election. In at least one jurisdiction, this has led to problems when the post office closed at the end of business on election day, stranding ballots that were mailed after the close of business but before the time when the polls would have closed. Several local officials have arranged for a late delivery or pick-up of ballots after the poll-closing deadline to avoid this problem. One smaller jurisdiction even arranged to have a ballot box at the post office, which was picked up right after the poll-closing deadline on election day.

Most jurisdictions also allow voters to vote their ballots in person or to drop off ballots at the election office right up until the poll-closing deadline. Many also provide auxiliary drop-off locations for voted ballots, either on election day only or for the entire period after ballots have been mailed. This accommodates those voters who want to deposit their secret ballots in a regular ballot box and those who want to save the (postage) "poll tax".

### **How and When Mail Ballots are Verified**

Because the voter does not appear in person to cast a vote in all-mail-ballot elections, there can be no reliance on pollworkers' knowing the identity of the voter. Therefore, signature verification becomes the critical element in assuring that the ballot was in fact voted by that voter. This can be an enormously time-consuming task if every signature must be compared to the signature on the original voter registration form. Some jurisdictions try to alleviate this problem by arranging the ballots by precinct as they are received, then comparing signatures for all of the ballots from each precinct at one time. But the more common solution (eleven local respondents), particularly in larger jurisdictions, is to compare the voter's signature to a digitized signature displayed on a computer screen. At the same time, the voter's record can be marked to indicate that a voted ballot has been returned, thus preventing double voting and precluding the need to update the voter history after the election.

Sedgwick County, KS, has found that the major reason for nonmatching signatures is that a spouse or other family member signs the envelope for all voters in a household.

### **How and When Mail Ballots Are Tallied**

Verified return ballot envelopes are opened, separating the secrecy envelope and its ballot from the identification on the return envelope. If punch cards are used, the ballots are checked for hanging chads and damaged cards, and damaged cards are re-made. The ballots are sorted by precinct and prepared for tallying just as in any election. Most jurisdictions have all ballots ready for complete tallying immediately after the poll-closing deadline, providing results within a few minutes after the polls would have closed.

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In States that have a “mailed-by” deadline instead of a “received-by” deadline, the procedures are the same but the results available on election night are necessarily incomplete. The final results are available only after the 5-, 10-, or 15-day deadline for receipt of ballots after election day.

### **How Undeliverable Ballots (That Are Returned to the Election Office by the Postal Service) Are Dealt With**

All jurisdictions mail ballots by non-forwardable mail, to be returned to the sender if the addressee is unknown at that address. All of them retain returned undeliverable ballots, but many local election officials go to amazing lengths to track down these voters so they can receive their ballots. Most sort undeliverable ballots into precinct number order or alphabetically by voter name so the ballots are easily accessible when a voter calls about not receiving a ballot. But a number go much further than that, employing any or all of the following procedures:

- They check their registration records to see if they have made an error in the address; if so, they correct it and re-mail the ballot right away.
- If the postal service supplies a forwarding address, they check that it is within the correct jurisdiction. If it is, they re-mail the ballot to the new address and update the voter’s registration address. If it is not, they send the voter a notice to confirm the new address or cancel his registration. If the postal service did not make a notation on the envelope about why the ballot was undeliverable, one jurisdiction calls the post office to determine why the ballot was not deliverable.
- Some check with other county departments for more up-to-date addresses, and some even telephone voters for whom they can find a phone number.

Douglas County, Nebraska, has an unusual problem, in that the voters in their SIDs elections do not have to be registered. So the names and addresses of eligible voters must be obtained from the Registrar of Deeds and the County Assessor. Undeliverable ballots that cannot be identified by the county election official are turned over to troubleshooters in those two offices. North Dakota, on the other hand, does not have the problem of undeliverable ballots, because each voter in that non-registration State must request a ballot and provide the correct mailing address for each election.

Local election officials generally do not mind the extra work of trying to track down addresses for these ballots because the undeliverables help them keep their voter registration rolls clean by triggering a confirmation mailing that will yield an updated registration or an eventual purge.

### **How Ballots That Are Not Delivered or Not Received by Voters are Dealt With**

The procedures for dealing with voters who were entitled to ballots but did not receive them overlap the procedures for dealing with undeliverable ballots, since many of the undeliverables are not received because the voter has changed residence and has neglected to notify the election office of the new address. Almost all respondents described a procedure for issuing a second ballot and for the record-keeping necessary to prevent double voting. They require a written application or affidavit that a ballot was not received and that the voter will not vote twice; the voter’s record is flagged to indicate that a second ballot was issued; and the lost ballot numbers are recorded so they can be spotted if they show up and to balance the count after the election.

Because there is no way for election officials to know that a voter has not received a ballot unless the voter tells them so, most officials publicize the mailing of the ballots widely and include

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instructions for how voters may obtain a ballot if they fail to receive one. Some jurisdictions require the voter to apply in writing for a second ballot in person at the election office, but some allow application by mail or through a third person.

For example, Alpine County, CA, and Douglas County, WA, mail a duplicate ballot if there is time before election day; otherwise they have the voter come to the office to vote.

San Diego County voters may request a second ballot in person, by sending an authorized representative, or by letter. The voter signs a second-ballot oath; the affidavit was manually flagged with a colored card and check mark in 1981, but is now automatically flagged on the computer. Unreceived or lost ballots were available until six days before election day during the 1981 election; ballots that were not received because of an error on the part of the election office (185 ballots) were delivered personally to the voters.

Stanislaus County, CA, used the media to publicize widely to voters information that the election was occurring, when ballots were mailed, and to notify the elections division if the voter did not receive their ballot. Upon receipt of such notifications, the voter was sent another ballot and a notice for them to sign stating that they had not received their original ballot and they would not vote twice. The computer system would not accept a double vote from any voter. On election day, voters who discovered they had not received a ballot could go either to the elections division or to one of 12 publicized locations to receive a ballot.

Orange County, FL, used newspaper advertisements to explain the action a voter must take if a ballot is not received. The voter must appear in person at the election office to fill out a request for replacement ballots.

Fergus County, MT, will even also send replacement ballots by FAX if necessary.

## **How Ballots That are Spoiled and Need to be Replaced are Dealt With**

The procedures for replacing spoiled ballots are analogous to those for replacing lost ballots or spoiled absentee ballots. All jurisdictions require some kind of application or affidavit. Most require the voter to appear in person at the election office; but some will mail a replacement ballot. All allow a second ballot to be issued if the first is spoiled, and a few will allow a third. Some instruct the voter to return the spoiled ballot to the election office, but most have the voter destroy it or the office itself either destroys or separates spoiled ballots for later accounting. All keep careful records to prevent double voting. One county insists that voters who have spoiled three ballots must appear in person for assistance in voting another ballot.

## **How Voters Who Will Be Out of the Jurisdiction from Before the Time when Ballots are Mailed Until after the Time When They Must Be Returned Are Dealt With**

Local election officials are far too polite to say that this was a stupid question to ask. However, their answers made it clear that all jurisdictions deal with this problem the same way they deal with out-of-town voters in any election—by absentee ballot. Any voters who will not be at their registration address when the mail ballots are sent out needs to send an absentee application to the election office, stating where they would like their ballot sent. These voters' names are then deleted from the list before the regular mail ballots are sent, so they will not get two ballots. Some jurisdictions took note of the fact that all-mail-ballot elections often occur on dates that are not regular election times; therefore they advertise the election widely, with instructions for obtaining absentee ballots. San Juan County, NM, will also FAX ballots to absentee voters or will give



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them submarine ballots before they leave. Again, all jurisdictions must take care that absentee voters do not inadvertently receive or vote more than one ballot.

lack of legal authority to do anything about it. See also the chapter in this report on Integrity of the Election Process for further discussion of this issue.

### **How Out-of-Country Voters (Who Generally Need at Least 45 Days to Receive and Return a Mailed Ballot) are Dealt With**

Several jurisdictions noted that they have never had any out-of-country voters for an all-mail-ballot election, so they have not been faced with this concern. Those that have dealt with it have done so in a variety of ways.

Stanislaus County mails specially printed ballots 60 days before the election for out-of-county and military voters. Florida follows its regular overseas and military voter laws. Washington voters may use submarine write-in ballots; overseas voters also have 40 days to return regular mail ballots; Island and San Juan counties will also FAX ballots to them.

### **How Voters Who Are Confined to a Facility Such as a Nursing Home, Who Might Be Subject to Undue Influence in Marking Their Ballots, Are Dealt With**

At least half the respondents have not dealt with this concern, either because they have had no such facilities in the jurisdictions that have conducted all-mail-ballot elections, or because their statutes and administrative procedures do not address it. Some who have addressed it, such as Broward (FL), Kittson (MN), and Lincoln (MT) counties, send election office staffers to assist voters in nursing homes. Others publicize the legal constraints against improper influence and depend on the nursing home staffs or family members to assist voters. Several commented that they follow their usual absentee voting rules and hope for the best, noting their concern but



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# Supplies, Materials, Equipment, and Staff

## Ballot Materials

The ballot materials include the actual ballot, whether an ordinary paper ballot, an optical scan or mark sense paper ballot, a punch card containing only numbers, or a punch card containing the issues and/or candidates. Most jurisdictions using a punch card ballot also include a punching device; some jurisdictions using paper ballots include a very slim pencil for marking the ballot. Those jurisdictions using numbers-only punch cards also send information that indicates the correct number to be punched for or against each issue and for each candidate. In addition, the ballot materials include detailed instructions about how to mark or punch the ballot and the proper procedures for returning the ballot. A secrecy envelope and a return mailing envelope, with or without return postage affixed, are included. Some jurisdictions also include information about the issues and/or candidates. Some have also included a survey form for voters to report their opinions of the all-mail-ballot election process, usually when conducting the first mail election in a jurisdiction.

## Equipment and Personnel

Several jurisdictions, especially those that have conducted large elections, strongly recommend some specific pieces of equipment to make the efficient handling of thousands of ballots practicable. These same suggestions would also expedite the processing of mailed-in absentee ballots in a regular polling-place election.

A high-speed letter opener was mentioned frequently as a necessity for opening large numbers of return mailing envelopes and secrecy envelopes.

Digitized voter signatures that can be displayed on a computer terminal for comparison to the signature on a return envelope were regarded as essential in large elections and very useful in small ones. They enable election workers to verify signatures in a fraction of the time needed if each signature must be compared to the original voter registration form. Thurston County, WA, recommended obtaining as many computer terminals as possible to facilitate signature comparison.

A low-tech suggestion for facilitating the processing of ballots was access to a large space with plenty of big tables. This makes it possible to arrange the room for efficient flow of work, while separating the various functions involved in opening, checking, verifying, and counting ballots.

The processing of lots of mail ballots also requires the assistance of lots of people. Most jurisdictions hire and train temporary help to expedite the process, so votes will be timely counted. Many recruit experienced pollworkers; some manage with only their own staff members or augment them with county employees from other offices; some use a mailing service to assemble the ballot materials for mailing; one even obtained the services of volunteers to prepare the ballots for tabulating. No matter the source of workers, they need complete, detailed instructions and careful supervision.



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## Costs and Staffing

Every jurisdiction contemplating all-mail-ballot elections wants to know whether these elections save money. As is so often the case with the costs of elections, the answer seems to be, it depends or it varies. Some of the factors that affect cost include the size of the jurisdiction, the type of election, whether pre-election notices are sent to voters, whether return postage for voted ballots is paid by the election office or by the voter, and whether the cost is figured by comparing the **total** cost of precinct versus mail election or by comparing the cost **per vote**.

The big saving is in polling places and pollworkers and all their attendant costs. There is no need to rent any polling places, no costs in preparing and transporting voting devices, no pay for pollworkers or their training.

Most local officials agree that there are also certain savings with printing costs, because there is no need to print extra ballots in anticipation of possible higher-than-normal turnout at the polls; a ballot is mailed to every eligible voter, so the only extra ballots needed are for replacing lost or spoiled ballots.

Some local officials also report lower costs for their office personnel because the ability to spread the workload over a longer period of time reduces overtime pay. However, others report that conducting the election by mail puts more of a burden on office staff because all of the work is done in-house. The cost of hiring temporary workers can add significantly to the cost of the election.

Several commented that an all-mail-ballot election saves money if the election is a special election involving only one or two issues; but an issue can be added to a regular precinct polling place election at lower cost than conducting a separate mail election. They also noted that an all-mail-ballot election may be more cost-effective in smaller jurisdictions than in larger ones, because the cost per voter decreases when polling places serve large numbers of voters.

The biggest increase in costs is postage for mailing the ballots. This cost is of course increased even more if the return postage for voted ballots is paid by the election office. Some local jurisdictions have negotiated first class service for bulk mailing costs by working closely with their local post office, but most pay first class postage to assure timely delivery.

Another major cost is voter instructions and envelopes, which must be specially printed in different colors and sizes for mailing, return, and secrecy.

Following are some specific responses on costs from respondents.

San Diego County, CA, reported that the cost of its 1981 election was 25-30 per cent less than a comparable polling place election. However, the savings are estimated to be less now since they have reduced the number of polling places. The costs for postage and temporary workers offset the savings from polling places and pollworkers.

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Stanislaus County, CA, reported that mail elections since 1987 have saved 50 per cent of the cost of precinct elections, in spite of the fact that they pay the return postage for voted ballots. They have managed this saving by working closely with their post office. Instead of mailing their sample ballot (containing information about all the ballot issues) separately, they mail the sample ballot in the same mailing with the mail ballot. They use third class bulk rate and they also use a postal program called Brahmas that gives them a reduced postage rate on business reply mail for their voted ballots. They hired five temporary employees at minimum wage for a mail election; election officers for a precinct election would have cost \$70,000-80,000.

Broward County, FL, found that the cost of their postage and mailing supplies approximately equaled the cost of precinct elections.

Collier County, FL, reported total costs for a March 7, 1989, mail election on an annexation question. It involved 20,509 registered voters (18,904 active voters) for the city of Naples and annexed areas; the actual cost of the mail election was \$68,188; the estimated cost for conducting the election at the polls was \$72,578.

Orange County, FL, provided the following comparative costs for two elections conducted for the city of Apopka:

Precinct election, Dec. 8, 1994 (1 precinct)	\$2,118.30
Mail election, Sept. 14, 1993	\$7,611.23

The cost comparisons are somewhat distorted because of the publication of a lengthy ordinance in both English and Spanish. They also provided breakdowns of the actual costs of a countywide second primary election held on October 4, 1994, compared to the estimated costs of a similar countywide election.

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**ACTUAL COSTS, COUNTYWIDE SECOND PRIMARY, 10-4-94**

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**Personnel**

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Salaries and wages (pollworkers, temps, etc.)	\$127,598.98
Overtime	7,691.01
FICA	8,387.97
Medicare	1,961.70
Contract services	5,389.00

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**Polling places**

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Rental	6,500.00
Delivery & pick up of voting equipment	5,227.99
Utilities	163.23
Local travel	1,422.63
Communications	2,091.80
Recording fees	382.50
Consumable election supplies	10,309.18
Postage	16,044.98
Advertising	925.60
Printing	38,843.66
Equipment	1,376.45
<b>TOTAL</b>	<b>\$236,770.14</b>

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**ESTIMATED COSTS, SIMILAR COUNTYWIDE ELECTION**

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<b>Personnel</b>	
Tabulator operators (135,000 x \$2/M x 5)	\$ 1,350
Ballot opening (135,000 ballots)	12,075
Signature verification (135,000 @ \$.10 ea)	13,500
Stuffing mailing (270,000 ballots)	28,803
Canvassing board (6 hrs)	146
Public ballot examination (3 hrs)	41
Staff (book closing, mailed ballots, testing, etc.)	2,000
<b>Printing</b>	
Ballots (270,000 x \$.12)	32,400
Mailing envelopes (270,000 x \$68.30/M)	18,441
Return envelopes (270,000 x \$69/M)	18,630
Secrecy envelopes (270,000 x \$52/M)	14,040
Postage: under 1 oz (267,000 x \$.29)	*77,430
OR over 1 oz (267,000 x \$.52)	*138,840
<b>ESTIMATED TOTAL</b>	<b>\$219,000</b>

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Kansas has kept track of the results, turnout, and costs of all local all-mail-ballot elections since 1983. Almost all of these elections were either bond issue or tax questions. The voter turnout ranged from 48 to 99 per cent; 57 per cent of the issues passed. A chart listing these issues, showing whether each passed or failed, the number of electors, the turnout percentage, and the total cost, is in Appendix 7.

Sedgwick County, KS, is required by State law to pay the return postage on voted ballots. If it were not for that cost, they believe that mail elections would be extremely cost effective. Even including that cost, the cost per ballot is much less than for precinct elections: mail elections cost about 70 cents per voter, while similar traditional elections cost more than \$2.00 per voter. They report that mail elections in small jurisdictions create little in the way of staff requirements, while large elections require some temporary employees to help with sorting, counting, and verifying signatures.

Minnesota counties all reported that costs are lower in small precincts that choose to conduct mail elections. When costs are calculated on a per voter basis, the saving can be as much as 50 per cent. The following counties provided estimated cost comparisons:

**Carlton**

(assume 100 registered voters in a precinct)

<i>Precinct election</i>	
4 Judges @ \$90	\$360
Building	<u>50</u>
	\$410
 <i>Mail election</i>	
100 @ \$1.27 postage	\$127
Clerical (stuff envelopes, etc.)	25
Supplies	<u>25</u>
	\$177

**Lake of the Woods**

(1988 special countywide mail ballot question)

	<b>Mail Election Actual Cost</b>	<b>Precinct Election Estimated Cost</b>
Postage	\$ 632.78	\$ 21.44
Printing	562.49	53.89
Supplies	65.41	65.41
Labor & Training	93.00*	2224.00
Travel	0	236.00
Advertising	<u>171.32</u>	<u>146.26</u>
Total Expenditure	\$1525.00	\$2747.00
1,361 voters @	\$1.12**	\$2.02**

\* A significant factor in labor costs was that Auditor Office staff time was absorbed by the office and not considered for the purposes of this comparison.

\*\* Per vote

Montana counties agree that small districts find mail elections cheaper than precinct elections, by about 20 per cent; but in larger districts the **total** cost of the election may be higher for mail elections than for precinct elections. Ravalli County charges 50 cents per ballot for all elections; in addition, polling place elections have 3 or 4 judges who are paid \$50-70 each. This county has conducted a lot of mail elections and believes there is a break-even point at about 100 voters—mail is cheaper below, precincts are cheaper above that number; Lincoln County believes mail elections may be cheaper even up to 1500 voters. Both agree that the mail ballot is far more economical if you calculate the cost on a per-vote basis.

Lander County, NV, compared the costs of a regular election held on July 14, 1992, with an all-mail-ballot election held on November 16, 1993, and found the costs of the two elections to be very similar.

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New Mexico and North Dakota counties find the cost is a wash between mail and precinct elections.

Some Washington voters believed that mail elections were a waste of taxpayer money because they were more expensive than regular elections; yet Washington counties reported that total costs are comparable between mail and precinct elections, or a little less for mail elections, but they point out that the cost per vote is much less in mail elections.

Cowlitz County provided a breakdown of how the various election costs offset each other: the cost of precinct workers and rental of polling places is offset by postage costs; the costs of supplies for polling places is offset by the costs of envelopes and mailing supplies; salaries, administrative costs, legal notices, operation of the optical scan, printing, and ballot stock are all the same for both kinds of election. San Juan County found similar offsets in costs.

Island County noted that the first mail election may cost 10 per cent more than a precinct election, but the costs are the same or less in later mail elections because you get better with familiarity. Use of modern technology can reduce the cost of mail elections to 10-15 per cent less than precinct elections. Cost per vote cast makes mail ballot the clear winner, but this county does not believe that statistic should be abused to convert doubters.

Thurston County also found that mail elections generally cost about 10 per cent less than polling place elections, but this can vary with the size and complexity of the election. Cost savings are more dramatic when comparing the cost per vote. The increased staffing needed for all but the smallest elections is offset by the savings from not hiring pollworkers. In a comparison of costs of two comparable elections: the 1989 primary (78,158 eligible, 12.78 per cent turnout) cost \$114,749, or \$11.49 per ballot cast; the 1993 primary cost \$132,367, or \$5.46 per ballot cast.

**TURNOUT AND COST PER VOTER, COLORADO MAIL ELECTIONS**

1993 County	Number of Electors	Turnout Per Cent		Cost per Voter
		This Election	Last Election	
Alamosa	6,175	48	NA	\$ 2.86
Arapahoe	107	66.7	100	4.00
Boulder	9	45	NA	32.11
Clear Creek	5,750	58	NA	2.00
Douglas	3	100	100	30.10
Douglas	3,909	33.4	6	3.05
Douglas	3	0	NA	83.78
Elbert	6,371	50	NA	9.40
Gilpin	2,105	55	NA	1.71
Gilpin	114	47	45	10.18
Gunnison	6,575	48.75	NA	3.04
Jefferson	257,391	88	NA	4.20
La Plata	17,997	50	NA	3.43
Lake	3,375	34	NA	2.86
Logan	9,312	59	NA	.67
Moffat	6,553	43	NA	.99
Craig (city)	4,561	48	23	3.69
Montezuma	8,745	40	NA	7.03
Morgan	10,147	63	NA	1.93
Saguache	2,565	46	NA	4.21
Sedgwick	347	44.1	NA	3.58
Yuma	5,142	100	NA	.60
Yuma	404	50.1	NA	3.10

**TURNOUT AND COST PER VOTER, COLORADO MAIL ELECTIONS (CONTINUED)**

1994 Entity	Number of Ballots Returned	Turnout Per Cent		Cost per Voter
		This Election	Last Election	
Metro Dist	9	82	80	\$230.12
Fire Dist	38	8.5	5.94	
Town1	76	56.9	58.6	13.28
Water & Sani	116	8	NA	18.49
Town	438	57	38	5.09
Metro Dist	10	100	100	8.75
Fire Dist	149	63.9	NA	4.90
Fire Dist	116	21	18	8.25
Metro Dist	4	80	NA	1,193.71
Metro Dist	51	55	NA	22.78
Fire Dist	187	20	NA	16.90
Water & Sani	64	35	NA	13.06
Metro Dist	167	19	NA	42.57
Metro Dist	14	70	NA	45.48
City	1313	39.6	27	4.31
Fire Dist	13,648	10	.6	6.14
Metro Dist	9	100	100	11.11
Town1	52	59	20	8.96
School Dist	218	58.5	44.7	8.75
Water Dist	164	60.8	57	7.13
Metro Dist	117	40	38	11.72
Metro Dist	2	50	100	3,310.69
Metro Dist	5	72	NA	807.33

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## Voter Turnout

The reason for holding elections in a democracy is to determine the will of the electorate, so it has generally been held that the greater the degree of participation in elections, the more accurately the results of the election will reflect the will of the electorate.

The one survey question on which all election officials who responded, at both the State and local levels, agreed is that all-mail-ballot elections increase voter turnout significantly; it is only a question of how much turnout increases. However, some political scientists believe that turnout in mail elections will drop after the novelty wears off. (It seems a bit of an anachronism to discuss voter turnout when referring to an election in which no one actually "turns out" to go to a precinct polling place to cast their vote, but turnout is a useful shorthand term for voter participation.) The turnout still depends, as does the turnout in traditional polling place elections, on the interest in the issues or candidates that are on the ballot; but the increase over comparable polling place elections is striking, as illustrated by the following specific comparisons cited by respondents.

Stanislaus County, CA, reported that its turnout in the last ten years was generally 6-8 per cent lower than the statewide average; but its turnout for the 1993 statewide special election, conducted by all-mail ballot, was 6.8 per cent **higher** than the statewide average. They reported an even greater difference in small dis-

tricts. A city that had a voter turnout as low as 12 per cent for special elections for polling place elections had an all-mail-ballot return that was 44-45 per cent higher.

Collier County, FL, compared the voter turnout in a March 7, 1989, annexation election conducted by all-mail-ballot to the turnout in a number of earlier elections conducted at the polls.

They also compared the turnout in six precincts (ranging from 747 to 1382 registered voters) between two special elections, a June 25, 1985, tax levy for parks and a July 25, 1993, incorporation vote. The 1985 election was held at the polls; 44.75 per cent of 4,518 registered voters participated. The 1993 election was held by mail; 82.75 per cent of the registered voters participated.

The City of Apopka (Orange County), FL, estimated that its usual turnout of 10-12 per cent increased to 26 per cent in an all-mail-ballot election. The State of Florida reported that special elections usually have a turnout of 11 per cent at the polls; all-mail-ballot elections range from a low of 40 per cent to a high of 75-80 per cent. They explain that the range of turnout for all-mail-ballot elections depends in part on four factors: 1) whether the district involved sends an election notice to each voter household about the upcoming election; 2) the amount of educational material the district provides to eligible voters; 3) the time of year when the election is held (more of their citizens are there in the winter); and 4)

**COLLIER COUNTY, FLORIDA**

Type of Election	Date	Turnout	
		City	Annexed Areas
<b>Mail</b>			
Annexation	3-7-89	65.8	78.3
<b>Polls</b>			
City	2-2-88	57.1	NA
City	2-2-86	57.1	NA
City	2-4-84	50.6	NA
Pres. Pref. Prim.	3-8-88	64.4	60.8
First Primary	9-6-88	47.2	40.9
Runoff	10-4-88	26.2	23.5
General (Pres.)	11-8-88	89.7	88.8
General	11-6-86	72.4	70.0
General (Pres.)	11-4-84	80.6	79.4

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the perceived financial impact of the issue on the voter if the measure is passed.

Sedgwick County, KS, reported that local polling place elections traditionally had turnouts of 0-30 per cent; similar elections conducted by all-mail ballot had turnouts ranging from 64 per cent to 78 per cent.

Minnesota provided turnout statistics for the 1994 primary election: statewide turnout was 27 percent; in those counties that had at least one precinct voting by mail, turnout was approximately 28 per cent in the polling place precincts and approximately 34 per cent in those precincts that voted by mail.

Fergus County, MT, found that polling place elections on issues that had turnouts of 8-18 per cent went to 54-93 per cent with all-mail-ballot elections. They noted that the 54 per cent turnout was in a small town with no candidates running and none wanting to run, but was still a vast improvement over the previous 8 per cent. They also remarked that the 93 per cent turnout was unheard of before. Ravalli County, MT, reported that polling place election turnout could be as low as 1 per cent, but the lowest turnout they have had for an all-mail-ballot election is 38 per cent.

Douglas County, NE, reported that their voter turnout has increased from 7 per cent for polling place elections to 21 per cent for all-mail-ballot elections.

Lander County, NV, has seen turnout increase from about 30 per cent for special elections conducted at polling places to 59 per cent when conducted by mail.

Washington reported that, without exception, the all-mail-ballot jurisdictions significantly increased their voter turnout. This was true both when entire jurisdictions voted by mail and when only specific precincts were designated as vote-by-mail precincts. The turnout in the 1994 primary elections averaged 32 per cent in counties that voted at polling places and averaged 52 per

cent in the all-mail-ballot counties. Normal turnout in Island County in even-numbered-year primaries is 38 per cent; in the 1994 all-mail-ballot primary, turnout was 56 per cent.

**COMPARATIVE VOTER TURNOUT IN THURSTON COUNTY, WA,  
SELECTED POLLING PLACE AND MAIL ELECTIONS, 1981-1994**

<b>Election</b>	<b>Polling Place</b>	<b>Mail Ballot</b>
<b>1980 Primary</b>	58.41%	
<b>1981 Primary</b>	12.53	
<b>1984 Primary</b>	50.04	
<b>1985 Primary</b>	15.70	
<b>1987 Special</b>		52.96%
<b>1988 Primary</b>	48.90	
<b>1989 Primary</b>	12.78	
<b>1990 Primary</b>	38.96	
<b>1991 Special</b>		49.65
<b>1993 Special</b>		58.18
<b>1993 Primary</b>		33.38
<b>1994 Primary</b>		51.11



**COMPARATIVE VOTER TURNOUT, WASHINGTON STATE PRIMARY,  
POLLING PLACE AND MAIL ELECTION COUNTIES, 1990 AND 1994**

<b>County</b>	<b>Polling Places, 1990</b>		<b>Mail Ballots, 1994</b>	
	<b>Registered Voters</b>	<b>Percentage Turnout</b>	<b>Registered Voters</b>	<b>Percentage Turnout</b>
<b>Cowlitz</b>	33,930	27.77	45,560	52.37
<b>Douglas</b>	11,151	46.58	14,420	55.12
<b>Ferry</b>	2,513	53.00	3,440	68.17
<b>Island</b>	25,100	39.46	33,760	56.32
<b>San Juan</b>	6,977	52.53	8,451	56.34
<b>Thurston</b>	78,799	38.96	103,808	51.11
<b>Wahkiakum</b>	1,927	65.28	2,226	71.79
<b>SUBTOTALS</b>	<b>160,397</b>	<b>38.33</b>	<b>211,665</b>	<b>53.19</b>
<b>Rest of State</b>	<b>2,024,208</b>	<b>30.11</b>	<b>2,638,088</b>	<b>33.00</b>
<b>Statewide</b>	<b>2,184,605</b>	<b>30.71</b>	<b>2,849,753</b>	<b>34.50</b>



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## Effect on the Integrity of the Election Process

All the State respondents expressed the belief that all-mail-ballot procedures are at least as fraud-free as polling-place and absentee ballot procedures. They emphasize several aspects of mail balloting that protect the integrity and secrecy of the mail ballot.

- Some States require that all local jurisdictions conducting an all-mail-ballot election must submit their plans to the State election officer for approval and review to assure compliance with State statutes and administrative guidelines. (One local official commented that, having conducted over 100 all-mail-ballot elections, she is very tired of having to submit a plan for approval each time.) Some States also monitor mail elections to assure that they are conducted as outlined in the plan.
- The signature verification for mail ballots is more rigorous than it is at polling places, even in those States that require pollworkers to compare the signature of each voter to an original or digitized signature from the voter registration form; the signature comparison at the polls may be lax, but it is rigidly monitored with mail ballots.
- The secrecy of the ballot is ensured by careful training and supervision of election workers to ensure that no one examines a voted ballot as it is removed from the identification envelope.
- Because mail ballots are sent to the registration address by nonforwardable address, election officials are assured that only bona fide residents of the jurisdiction will receive ballots. Those who have moved to a different address and have not notified election officials of their change of address will not receive ballots. (At a precinct election, they sometimes voted from their old address and mentioned that they had moved only **after** depositing their voted, unidentifiable ballot.)

Some political scientists have expressed concern that doing away with precinct voting removes an important ritual of democracy that ties voters together as participants in a common act of governance.

### Undue influence

The concern is sometimes expressed that the mailing of all ballots increases the opportunity for unscrupulous persons to bribe or intimidate voters because the protections of the polling place cannot be provided at each individual home. This is a legitimate concern because those protections are exactly the reason that polling places are established and are so carefully regulated. At a polling place, the voter is assured a place to mark the ballot uninfluenced, in secret; and the ballot, once cast, is unidentifiable.

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There have been instances of undue influence on absentee voters, when persons have secured the list of absentee ballot applicants, then gone to those applicants' homes and offered to "help" they vote. With all eligible voters in a jurisdiction receiving a ballot in the mail, there is the fear that people will go door to door and "help" large numbers of voters, especially the elderly and the less well educated; that family members will be intimidated when the whole family sits around the kitchen table to mark their ballots; that social groups will urge their members to bring their ballots to a meeting and mark them in the group.

The response of some election officials to this concern is to point out that the sheer numbers of mailed ballots makes such an effort unrewarding. In fact, they say, the high turnout in all-mail-ballot elections will dilute any such efforts much more than in low-turnout regular precinct elections, when the absentee voters may have a much greater influence on the outcome.

The only court case reported on the subject of ballot integrity was in Kansas. The Sedgwick County Commissioner of Elections was sued over the purported lack of secrecy in a countywide mail election. The Kansas Supreme Court ruled, in *Sawyer v. Chapman* (240 KS 409), that "the compelling state interest in increased voter participation outweighs the added potential for fraud and loss of secrecy presented by mail ballot elections." Three voters were charged in this same election for attempting to submit more than one ballot.

## **Nursing Homes**

The concern about undue influence on voters in all-mail-ballot elections points up the specific issue of voters in nursing homes or other care facilities where residents may be particularly vulnerable to influence or intimidation. It is not unheard of for a director or activities director to help all the residents who are registered to vote in the facility to apply for absentee ballots. This person may "suggest" they vote a certain way, or

may even mark the ballots for them. In an all-mail-ballot election, all registered residents would be mailed a ballot, and they could all be "helped".

Some jurisdictions are either unaware of this potential problem or have no statutory or administrative provisions that address it. But some have addressed this concern, both for absentee ballots in regular elections and for all-mail-ballot elections. Some give residents of care facilities copies of the law forbidding undue influence.

A number of jurisdictions have an excellent procedure that seems to protect these vulnerable voters very well. Whenever they have a request for absentee ballots or an all-mail-ballot election, they send two election judges of different parties to deliver the ballots, assist the voters, and return the voted ballots for all voters in care facilities. These judges, who are usually either election office staff members or experienced precinct pollworkers, are carefully trained to avoid influencing the voter or revealing how anyone voted. This appears to be the best method yet devised for preventing an over-zealous person from garnering a large number of votes for or against a candidate or issue.

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## Effects on Campaigns

Several questions in the questionnaire asked about the effects of all-mail-ballot elections on campaigns. No one reported any information on the effects of all-mail-ballot elections on the costs of campaigns, either issue or candidate campaigns. Most respondents had noticed no effect of any kind on campaigns, often commenting that they had too few all-mail-ballot elections or that the procedure was too new to judge yet. Several also pointed out that issue-only elections generally do not draw the kind of major campaigning associated with partisan candidate elections.

Those local jurisdictions that had noted differences had some perceptive comments to make. They pointed out that campaigns normally obtain lists of voters who request absentee ballots, so they can send them campaign literature. In an all-mail-ballot election, the campaign printing and postage costs are increased, because they mail to all voters. They also commented that campaigns must get organized earlier and be prepared to present their arguments before the ballots are mailed, because as many as one-fourth of the voted ballots are returned in the first week. Very few States allow voters to re-vote (retract a voted ballot, then vote a new ballot), and even in those States few voters realize they can do so and even fewer do it. This means that last-minute campaign developments or write-in candidates are hindered in their ability to get votes. Mail elections may also make it more difficult to schedule candidate or issue forums; these are usually held during the month before election day, but

mail elections present the problem of holding them more than a month before election day to reach all voters before they receive ballots or holding them closer to election day and taking the chance of missing the early voters.

Some levy campaigns dislike mail ballot elections; some people feel they favor incumbents because of their better name recognition; some campaigns do not like them because they reduce the ability to control who will vote in the election. Some say there is less time to campaign because the ballots are being voted earlier, but others say the campaign is longer because the critical voting period lasts two to three weeks instead of one day. But most local election officials felt that campaigns that disliked the idea of all-mail-ballot elections before the election became more neutral after going through one. It was mostly a matter of their knowing the timing of mailings and when voted ballots were returned. For example, Stanislaus County, CA, election officials were in frequent contact with candidates and campaigns, notifying them of the dates when certain areas of the county would receive ballots so the campaigns could gear their mailings to specific voters in certain areas of the county around those dates.

Florida (ballot issues only) State officials reinforced the comment that all-mail-ballot elections force opponents and proponents to crystallize their planning and campaign strategy earlier. The campaigns need to coordinate their mailings to

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eligible voters with the initial all-mail-ballot mailing. Florida election officials believe that this results in the facts about the issue being made available earlier, with less negative or false information or innuendo circulating, and with less last-minute effort to sabotage the election process. They add that there does not seem to be so much roadside clutter of campaign signs as in precinct elections; opponents and proponents target eligible voters with direct mail and can (if they like) eliminate costly newspaper, radio, and television advertising, because such advertising has no regard for district or county boundaries.

Washington (issues and candidates) also commented that campaigns in all-mail-ballot counties indicated that they had a tighter time-frame in which to get their message out. Some candidates felt that all-mail-ballot elections gave incumbents an advantage by limiting the time for challengers to campaign and gain name recognition, though there is no data to substantiate that feeling. The time between Washington's September primary election and the November general election is already very limiting; in those instances where all-mail balloting is used in the general election, that time is further reduced so campaign time is very limited.

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## Effect on the Outcome of Elections

No election official had noticed any selective effect of all-mail-ballot elections on any ideological, ethnic, or economic group. Most election officials do not believe that all-mail balloting causes the outcome of the election to differ from the outcome of a traditional precinct election, but a few do note some possible differences.

No one reported organized opposition to all-mail-ballot elections as a concept, but Colorado mentioned opposition by various groups that tried to block an all-mail-ballot election on the grounds that it was more expensive than a polling place election. Florida noted that groups who tend to believe that low voter turnout would benefit their particular stance on an issue seem to be those who prefer not to have all-mail-ballot elections. Lake of the Woods County, MN, has conducted several surveys of voters to assess their satisfaction with mail ballot elections; 81 per cent of the returned surveys favored mail voting over precinct elections. Renville County, ND, polled 50 voters, receiving 31 responses, 26 of them positive. The reasons they gave for preferring mail elections included: more time to read and study the ballot, more relaxing method of voting; no driving — saves the environment, saves time; savings to the county; allows another option of voting method; simple, easy to understand voting method.

It has been pointed out that a high turnout reveals the true will of the majority. If an issue fails with a 10-20 per cent turnout, the temptation is to try, try again. However, a 70-80 per cent

turnout, pass or fail, indicates a clear decision by the voters. Although the increased voter turnout in all-mail-ballot elections provides better validation of the election results, some school districts in Washington have indicated that they believe it is more difficult for their measures to pass in elections conducted entirely by mail; there is no analysis to prove or disprove this contention, but the number of tax measures that fail appears to have increased in those jurisdictions where the elections have been conducted by mail. On the other hand, Stanislaus County, CA, has conducted six separate school bond issues by mail; four of them were approved, two were not. Sedgwick County, KS, reported that three-fourths of their tax or bond issues that had been submitted by mail ballot elections had been approved. Otero County, NM, said that all their fire excise taxes that have been submitted by mail ballot had been successful. Missouri (issues and nonpartisan candidates) noted that some ballot questions proposed in all-mail-ballot elections were later placed on the ballot in traditional precinct elections because they did not pass on mail ballots.

No specific differences in the outcome of contests for elective office have been identified when elections are conducted by mail.

Florida believes that younger voters may be more apt to participate in special elections that are held by mail than they are to vote in precinct elections, although this is not clear because all-mail-ballot elections improve voter participation

for all groups, reflecting the common experience that older voters are more likely to register to vote, to remain registered, and to vote. Chaves County, NM, felt that older voters used it more; Fergus County, MT, also noted that mail ballots made voting easier for older or disabled voters.

Collier County, FL, was able to provide some uniquely detailed breakdowns of turnout. Such analyses are difficult to obtain, and these may have only limited value for generalizing, but they offer interesting anecdotal results. One such breakdown compared turnout between two mail elections, in one of which to return postage was paid by the voter and in the other the return postage was paid by the city. Both included 19 precincts whose voter registrations ranged from 96 to 1463.

**COLLIER COUNTY, FLORIDA**

<b>Mail Ballot Return</b>	<b>Registered Voters</b>	<b>Per cent Turnout</b>
Postage paid by VOTER (3-7-89)	11,737	65.8
Postage paid by CITY (10-5-93)	13,360	67.9

Another chart provided an interesting breakdown of the first primary, September 8, 1994, in selected Marco Island precincts.

**SELECTED MARCO ISLANDS PRECINCTS**

<b>Category</b>	<b>% Turnout</b>
Male	38.8
Female	34.4
Democrat	22.2
Republican	43.8
Ages 18-24	15.6
Ages 25-44	23.8
Ages 45-64	34.3
Ages 65+	43.6
Total	36.5

Stanislaus County, CA, pays return postage on voted ballots to assure that there is no concern that lower income voters will be discouraged from voting.



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## Benefits of All-Mail-Ballot Elections

There is near unanimous agreement among State and local election officials that by far the biggest benefit of all-mail-ballot elections is greater voter participation. The second most frequently mentioned benefits are greater administrative ease and better security over election procedures. Increased voter turnout is addressed separately in this report, in the chapter entitled Effect on Turnout, but some of the specific administration advantages merit further mention here.

One local jurisdiction after another lists, almost gleefully, the problems that all-mail-ballot elections avoid. No pollworkers includes: no recruitment; no notices to be sent; no classes to conduct; no distribution and retrieval of election day supplies; no last-minute cancellations from workers who had agreed to serve; no paychecks to cut and mail; no W-2's to send; no pre-dawn election-day hours to line up replacement workers. No polling places includes no polling place leases, telephones, utilities; no searching for or preparation of accessible locations; no frantic phone calls about locked doors; no preparation, set-up, tear-down, or emergency repairs of voting machines or devices; no confusion about where people must go to vote.

The elections office can maintain tight security and accountability during every step in the process so records are complete and accurate. Most officials report that preplanning enables them to spread out the work so there is less overtime required, there is less stress, and the staff is not

exhausted by election night. In most States, all ballots are mailed at once, including absentees, which is much more efficient than mailing absentee ballots as requests are received. Voting history is noted as ballots are returned, lessening the amount of post-election work. Signatures are compared and ballots prepared for processing ahead of time, so the election night count can be completed much earlier. If an error does occur (for example, a voter is sent the wrong ballot), the election office can correct the error and document the procedure.

Nonforwardable ballots that are returned to the election office as undeliverable alert officials to check the registrations of those persons. Several local officials reported that mailing ballots to all registered voters within a jurisdiction enabled them to clean their registration rolls of significant numbers of ineligible voters.

Officials note that mailed ballots are more convenient for many voters, who can mark their ballots at their convenience over a period of several days or weeks instead of being required to show up in person during specific hours on a specific day or to submit a written request for an absentee ballot. Some officials pointed out that voters have time to study the issues after receiving their ballots, which encourages them to attend forums and ask questions.

Some mentioned cost savings, especially when figured on a **per ballot** basis. See the chapter on Costs for more detail.



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## Problems of All-Mail-Ballot Elections

There is no such unanimity about problems as there is about benefits of all-mail-ballot elections, but most of the problems reported are not considered overwhelming by the respondents. Several jurisdictions report that they have made minor modifications in their procedures as they gained more experience with all-mail-ballot elections. There seems to be some sense that smaller mail elections present far fewer problems than do those conducted in a jurisdiction of thousands of voters. The sheer volume of ballots to be processed in a short time requires some very detailed planning.

A few jurisdictions noted some reluctance by a small minority of voters to accept the mail balloting procedure. They believe it is crucially important to explain and publicize the process so voters will be comfortable with it. The main causes of this voter discomfort are concerns about potential fraud and about possible loss of the secrecy of the ballot. These concerns are discussed in the chapter on Integrity of All-Mail-Ballot Elections in this report. Voters may be particularly suspicious of mail ballots in jurisdictions that rotate candidate names, because the order in which the candidate names appear differs from ballot to ballot; voters who compare their ballots and who do not understand the rotation procedures may suspect some nefarious plot. Some voters who vote and return their ballots quickly may be unhappy when subsequent events in the campaign or the entry of a write-in candidate

causes them to want to change their vote; in most States they are not allowed to do so.

Some jurisdictions have sent surveys with the mail ballots, asking voters for their comments on the process. The comments have generally been at least 85 per cent favorable, but some people just prefer to go to a polling place. Alpine County, CA, received responses from 63 per cent of its voters; 86 per cent of the respondents supported mail elections; 13 opposed them; and 1 per cent either did not mark their post cards, voted both yes and no, or indicated they did not care. When Minnesota conducted its first three local mail elections in 1987-88, each voter also received a survey card, to be filled out and returned to the Secretary of State.

From the results of the voter surveys, a majority of those responding indicated that voting by mail was convenient and that the procedures used to conduct the elections were acceptable. A common complaint was that the voters were not supplied with adequate information on the issues relating to the ballot questions. In future mail elections, Minnesota suggested that it might be advisable to require that an informational brochure be sent with the ballots to each voter. They also concluded that the process could be improved by simplifying the instructions to the voters, perhaps by more clearly identifying the steps required to complete the ballot return envelope correctly.

## MINNESOTA VOTER SURVEY RESULTS FROM MAIL ELECTIONS

	City of Luverne 9-1-87	City of Glenwood 5-24-88	Lake of the Woods County 6-13-88
Number of persons voting in the election	1481	397	780
Number of persons returning survey cards	660 45%	214 54%	361 46%
Would you have voted in this election if you had to go to the polls?	Y 466 (71%) N 175 (27%)	Y 169 (79%) N 45 (21%)	Y 254 (70%) N 105 (29%)
Did you find voting by mail convenient?	Y 472 (72%) N 172 (26%)	Y 129 (60%) N 84 (39%)	Y 282 (78%) N 79 (22%)
Did you have difficulty finding a witness?	Y 59 (9%) N 575 (87%)	Y 23 (11%) N 184 (86%)	Y 24 (7%) N 332 (92%)
<b>Was the time allowed for return of ballots:</b>			
<b>about right?</b>	505 (77%)	168 (79%)	323 (90%)
<b>too long?</b>	89 (14%)	33(15%)	25 (7%)
<b>too short?</b>	14 (2%)	4(2%)	3 (1%)
Would you have been willing to put on your own return stamp?	Y 330 (50%) N 304 (46%)	Y 102 (48%) N 110 (51%)	Y 233 (64%) N 125 (35%)
Now that you've tried it, do you favor using mail voting for this type of election?	Y 401 (61%) N 246 (37%)	Y 102 (48%) N 105 (49%)	Y 282 (81%) N 65 (18%)

There is a period of time in most jurisdictions when the mail ballots have already been sent to the registration address of each voter, but voters may still request that an absentee ballot be sent to a different address from that in the voter registration file. This presents complications for the election office, for they must have checks in place to be sure that both ballots are not voted and counted. All-mail-ballot elections have some negative effect on part-time residents who are out of town and have not requested absentee ballots.

Jurisdictions that conduct all-mail-ballot elections that are restricted to property owners find it difficult, time-consuming, and frustrating to track down the names and addresses of those property owners (who may or may not be registered voters in that jurisdiction) through property titles.

States that have a witness requirement for absentee ballots find mail ballots are not as convenient for voters as they could be; this requirement can result in greater numbers of invalid

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ballots. New Mexico required that signatures on mail ballots be notarized when the first mail elections were held, creating a hardship for some voters, especially in rural areas, and creating a major burden on bank notaries; that statutory requirement has since been dropped.

Several local jurisdictions comment that stuffing envelopes, labelling, mailing, receiving, and processing ballots is very time-consuming. This is particularly true in larger jurisdictions and in those jurisdictions that do not use digitized signatures for comparison to the signatures on ballot envelopes. Jurisdictions that rotate the names of candidates on the ballots are particularly vulnerable to errors. There is often a big surge of returned ballots the last two days before election day, making it very difficult or even impossible to get them all processed in time to be counted on election night. It is difficult to predict needed staffing levels the first few times a jurisdiction conducts an all-mail-ballot election. If staffing levels are inadequate and manual processing is used, staff can be under great stress and election results may be delayed. Delayed results make voters, candidates, and the media very unhappy.

Some small jurisdictions have found that their local post offices do not postmark mail received after the close of business. In those States where a ballot postmarked by election day may be counted even though received after election day, this means that people may have dropped a ballot at the post office before the polls closed, but it is not postmarked until the next day and so cannot be counted.



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# Appendix 1

## **Statutes and Rules**

- Item 1. Colorado statute
- Item 2. Colorado rules
- Item 3. Kansas statute
- Item 4. Montana statute
- Item 5. Washington statute

Item 1

ARTICLE 7.5  
Mail Ballot Elections

1-7.5-101.	Short title.
1-7.5-102.	Legislative declaration.
1-7.5-103.	Definitions.
1-7.5-104.	Mail ballot elections - optional.
1-7.5-105.	Preelection process.
1-7.5-106.	Secretary of state - duties and powers.
1-7.5-107.	Procedures for conducting mail ballot election.
1-7.5-108.	Absentee mail ballots.
1-7.5-109.	Write-in candidates.
1-7.5-110.	Challenges.
1-7.5-111.	Report to the general assembly.
1-7.5-112.	Repeal of article. (Repealed)

1-7.5-101. Short title. This article shall be known and may be cited as the "Mail Ballot Election Act".

1-7.5-102. Legislative declaration. The general assembly hereby finds, determines, and declares that self-government by election is more legitimate and better accepted as voter participation increases. The general assembly further finds, determines, and declares that mail ballot elections are cost-efficient and have not resulted in increased fraud. By enacting this article, the general assembly hereby concludes that it is appropriate to provide for mail ballot elections under specified circumstances.

1-7.5-103. Definitions. As used in this article, unless the context otherwise requires:

(1) "Designated election official" means official as defined in section 1-1-104 (8).

(2) "Election" means any election under the "Uniform Election Code of 1992" or the "Colorado Municipal Election Code of 1965", article 10 of title 31, C.R.S.

(3) "Election day" means the date either established by law or determined by the governing body of the political subdivision conducting the election, to be the final day on which all ballots are determined to be due, and the date from which all other dates in this article are set.

(4) "Mail ballot election" means an election for which eligible electors may cast ballots by mail and in accordance with this article in an election that involves only nonpartisan candidates or ballot questions or ballot issues.

(5) "Mail ballot packet" means the packet of information



provided by the designated election official to eligible electors in the mail ballot election. The packet includes the ballot, instructions for completing the ballot, a secrecy envelope, and a return verification envelope.

(6) "Political subdivision" means a governing subdivision of the state, including counties, municipalities, school districts, and special districts.

(7) "Return verification envelope" means an envelope that contains the name, address, and birth date of an eligible elector voting in a mail ballot election, that contains a secrecy envelope and ballot for the elector, and that is designed to allow election officials, upon examining the signature, name, address, and birth date that appear on the outside of the envelope, to determine whether the enclosed ballot is being submitted by an eligible elector who has not previously voted in that particular election.

(8) "Secrecy envelope" means the envelope used for a mail ballot election that contains the eligible elector's ballot for the election, and that is designed to conceal and maintain the confidentiality of the elector's vote until the counting of votes for that particular election.

1-7.5-104. Mail ballot elections - optional. (1) If the governing board of any political subdivision determines that an election shall be by mail ballot, the designated election official for the political subdivision shall conduct any election for the political subdivision by mail ballot under the supervision of the secretary of state and shall be subject to rules which shall be promulgated by the secretary of state.

(2) Notwithstanding the provisions of subsection (1) of this section, a mail ballot election shall not be held for:

(a) Elections or recall elections that involve partisan candidates;

(b) Elections held in conjunction with, or on the same day as, a primary or congressional vacancy election.

(3) Notwithstanding any other provision of law to the contrary concerning the type of election to be held, elections by mail ballot shall be conducted as provided in this article.

1-7.5-105. Preelection process. (1) The designated election official responsible for conducting an election that is to be by mail ballot pursuant to section 1-7.5-104 (1) shall notify the secretary of state no later than sixty days prior to the election. The notification shall include a

proposed plan for conducting the mail ballot election, which may be based on the standard plan adopted by the secretary of state.

(2) The secretary of state shall approve or disapprove the written plan for conducting a mail ballot election, in accordance with section 1-7.5-106, within fifteen days after receiving the plan and shall provide a written notice to the affected political subdivision.

(3) The designated election official shall supervise the distributing, handling, counting of ballots, and the survey of returns in accordance with rules promulgated by the secretary of state as provided in section 1-7.5-106 (2) and shall take the necessary steps to protect the confidentiality of the ballots cast and the integrity of the election.

(4) No elector information shall be delivered in the form of a sample ballot.

**1-7.5-106. Secretary of state - duties and powers.**

(1) In addition to any other duties prescribed by law, the secretary of state, with advice from election officials of the several political subdivisions, shall:

(a) Prescribe the form of materials to be used in the conduct of mail ballot elections; except that all mail ballot packets shall include a ballot, instructions for completing the ballot, a secrecy envelope, and a verification return envelope;

(b) Establish procedures for conducting mail ballot elections; except that the procedures shall be consistent with section 1-7.5-107;

(c) Supervise the conduct of mail ballot elections by the election officials as provided in section 1-7.5-105 (3).

(2) In addition to other powers prescribed by law, the secretary of state may adopt rules governing procedures and forms necessary to implement this article and may appoint any county clerk and recorder as an agent of the secretary to carry out the duties prescribed in this article.

**1-7.5-107. Procedures for conducting mail ballot election.** (1) Official ballots shall be prepared and all other preelection procedures followed as otherwise provided by law or rules promulgated by the secretary of state; except that mail ballot packets shall be prepared in accordance with this article.

(2) (a) Except for coordinated elections conducted as a

mail ballot election where the county clerk and recorder is the coordinated election official, no later than thirty days prior to election day, the county clerk and recorder shall submit to the designated election official of the political subdivision conducting the mail ballot election a full and complete preliminary list of registered electors. For special district mail ballot elections, the county clerk and recorder and county assessor of each county in which a special district is located shall certify and submit to the designated election official a list of property owners and a list of registered electors residing within the affected district.

(b) No later than twenty days prior to election day, the county clerk and recorder required to submit a preliminary list in accordance with paragraph (a) of this subsection (2) shall submit to the appropriate authority a supplemental list of the names of eligible electors whose names were not included on the preliminary list.

(3) (a) Not sooner than twenty-five days before an election, and no later than fifteen days before an election, the designated election official shall mail to each eligible elector, at the last address appearing in the registration records, a mail ballot packet, which shall be marked "DO NOT FORWARD. ADDRESS CORRECTION REQUESTED", or any other similar statement which is in accordance with United States postal service regulations; except that with prior approval from the secretary of state, the packets shall be sent no later than ten days before election day.

(b) The ballot or ballot label shall contain the following warning:

**"WARNING:**

Any person who, by use of force or other means, unduly influences an eligible elector to vote in any particular manner or to refrain from voting, or who falsely makes, alters, forges, or counterfeits any mail ballot before or after it has been cast, or who destroys, defaces, mutilates, or tampers with a ballot is subject, upon conviction, to imprisonment, or to a fine, or both."

(c) No sooner than twenty-five days prior to election day, nor later than 7 p.m. on election day, mail ballots shall be made available at the designated election official's office, or the office designated in the mail ballot plan filed with the secretary of state, for eligible electors who are not listed on the county voter registration records or, for special district mail ballot elections, on the list of property owners or the registration list but who are authorized to vote pursuant to section 32-1-806, C.R.S., or

other applicable law.

(d) (I) An eligible elector may obtain a replacement ballot if the ballot was destroyed, spoiled, lost, or for some other reason not received by the eligible elector. In order to obtain a replacement ballot, the eligible elector must sign a sworn statement specifying the reason for requesting the replacement ballot. The statement shall be presented to the designated election official no later than 7 p.m. on election day. The designated election official shall keep a record of each replacement ballot issued in accordance with this section together with a list of each ballot obtained pursuant to paragraph (c) of this subsection (3).

(II) A designated election official shall not transmit a mail ballot package under this section unless the application for the replacement ballot is received on or before election day. A replacement ballot may be transmitted directly to the applicant at the designated election official's office or the office designated in the mail ballot plan filed with the secretary of state or may be mailed to the eligible elector at the address provided in the application. Replacement ballots may be cast no later than 7 p.m. on election day.

(4) (a) Upon receipt of a ballot, the eligible elector shall mark the ballot, sign and complete the return-verification envelope, and comply with the instructions provided with the ballot.

(b) The eligible elector may return the marked ballot to the designated election official by United States mail or by depositing the ballot at the office of the official or any place designated by the official. The ballot must be returned in the return-verification envelope. If an eligible elector returns the ballot by mail, the elector must provide postage. The ballot shall be received at the office of the designated election official or a designated depository, which shall remain open until 7 p.m. on election day.

(5) Once the ballot is returned, a designated election official shall first qualify the submitted ballot by examining the return-verification envelope and comparing the information on the envelope to the registration records to determine whether the ballot was submitted by an eligible elector who has not previously voted in the election. If the ballot so qualifies and is otherwise valid, the official shall enter the name of the eligible elector in the poll book, open the return-verification envelope, remove the ballot stub, and deposit the ballot in an official ballot box.

(6) All deposited ballots shall be counted as provided in this article and by rules promulgated by the secretary of

state. A mail ballot shall be valid and counted only if it is returned in the return-verification envelope, the affidavit on the envelope is signed and completed by the eligible elector to whom the ballot was issued, and the information on the envelope is verified in accordance with subsection (5) of this section. Mail ballots shall be counted in the same manner provided by section 1-7-307 for counting paper ballots or section 1-7-507 for counting electronic ballots. If the election official determines that an eligible elector to whom a replacement ballot has been issued has voted more than once, the official shall not count any ballot cast by the elector. Rejected ballots shall be handled in the same manner as provided in section 1-8-128.

**1-7.5-108. Absentee mail ballots.** Provisions for the allowance of and procedures for absentee ballots shall be determined by rules promulgated by the secretary of state.

**1-7.5-109. Write-in candidates.** Write-in candidates shall be allowed on mail ballot elections provided that the candidate has filed an affidavit of intent with the designated election official pursuant to section 1-4-1101. Ballots for write-in candidates are to be counted pursuant to section 1-7-114.

**1-7.5-110. Challenges.** Votes cast pursuant to this article may be challenged pursuant to and in accordance with law. Any mail ballot election held pursuant to this article shall not be invalidated on the grounds that an eligible elector did not receive a ballot so long as the designated election official for the political subdivision conducting the election acted in good faith in complying with the provisions of this article or with rules promulgated by the secretary of state.

**1-7.5-111. Report to the general assembly.** The secretary of state shall collect and analyze information concerning the implementation of this article and shall submit a report to the general assembly based on its findings no later than January 1, 1993. Election officials shall provide the secretary of state with such relevant information as the secretary of state requests.

**1-7.5-112. Repeal of article. (Repealed)**

July 1994

*Rules concerning Mail Ballot Elections*

10. Mail ballot rules.

10.1 Authorization of elections by mail.

10.1.1 Scope of the rules.

1-7.5-106

10.1.1.1 The secretary of state, with the advice of election officials of the several political subdivisions, has the authority to prescribe the form of materials to be used and to establish procedures for the conducting and supervising of mail ballot elections.

10.1.1.2 The secretary of state also has the authority to adopt rules governing procedures and forms necessary to implement mail ballot elections.

10.1.2 Types of elections.

1-7.5-104

10.1.2.1 The governing board of a political subdivision may choose to conduct elections by mail unless the elections or recall elections involve partisan candidate or are held in conjunction with or on the same day as a primary, or congressional vacancy election, subject to the constraints of Rule 5.2.

10.1.2.2 If a governing board chooses to hold an election by mail ballot, that decision should be reflected in the minutes

of the meeting or in the resolution authorizing the election.

10.1.3 Definitions.

1-7.5-103

10.1.3.1 Secrecy envelope: a secrecy envelope shall include a paper ballot which is folded so that the elector's vote is concealed when the ballot is removed from the return verification envelope.

10.1.4 A separate mail ballot plan is not required from a political subdivision where a county clerk and recorder submits a mail ballot plan for a coordinated election which includes the political subdivision.

10.2 Election judges.

10.2.1 The designated election official for the election may appoint one or more judges to receive the ballots after they are mailed.

10.2.2 The designated election official for the election may appoint one or more judges to handle "walk in" balloting and absentee ballots at the sites designated for "walk in" balloting.

10.2.3 The designated election official for the election may appoint two or more judges to check registrations, count the ballots and certify results.

10.2.4 The political subdivisions shall appoint as many judges as required to receive and count the ballots, however no more than three judges per precinct may be appointed.

10.3 Notice of elections.

10.3.1 Call and notice.

10.3.1.1 The political subdivision which chooses to conduct mail ballot elections must give notice of the election to the secretary of state no later than 75 days prior to the date of the election. This notice will become part of the plan for conducting the election which is filed with the secretary of state.

1-7.5-105

10.3.1.2 Notice of the election is to

be given to the electorate according to statute governing that election.

10.3.1.3 Notice of the election is to be sent to the clerk and recorder of the county in which the election is to be held. The notice is to include the date by which the list of registered electors is to be submitted to the political subdivision.

10.3.1.4 For multi-county political subdivisions, the notice sent to each clerk and recorder shall also include the names of all other counties in which the election will be held.

10.3.1.5 For elections where property owners are part of the electorate, notice of the election is to be given to the county assessor of the county in which the election is to be held. Notice is to include the dates by which the list of property owners is to be submitted to the political subdivision.

10.3.1.6 If the political subdivision is required to give notice by mail and the ballots and election information can be mailed at the same time and meet the statutory notice requirements, the mailing of the ballots and election information will constitute notice.

10.3.1.7 Political subdivisions with overlapping boundaries or the same electors hold an election on the same day who wish to conduct their coordinated election as a mail ballot election, permission may be sought from the secretary of state.

10.3.2 As soon as possible but no later than 75 days prior to an election, a written plan must be submitted to the secretary of state which includes the following:

- a. Type of jurisdiction involved in the election;
- b. Description of the type of election to be conducted.
- c. Citation of the statute or home rule charter provisions authorizing the election.



d. Estimated number of eligible electors;

e. Name of the designated election official who will be responsible for all aspects of the election;

f. Indication of whether county clerk and recorder will assist in the election for the entity other than by providing a list of registered electors and other information required by statute;

g. Total number of "places of deposit".

h. Written timetable for the conduct of the election in accordance with the statute;

i. Indication of how postage will be handled for ballot packets returned as undeliverable (e.g. "return postage guaranteed");

j. Indication of procedures to be followed to ensure compliance with statutes and rules, including persons responsible for each stage;

k. Description of procedures to be used to ensure ballot security at all stages of the process;

l. Description of procedures to be used for signature verification;

m. Description of procedures to ensure privacy by folding the ballot or use of secrecy envelopes so receiving judges cannot tell how the elector voted;

n. Description of procedures to be used to reconcile ballots issued, ballots received, defective ballots and substitute ballots.

#### 10.3.3 Written timetable specifications:

10.3.1 The designated election official shall prepare a written timetable for conducting the mail ballot election with specific dates or range of dates when each activity is to be completed.

10.3.2 The timetable shall include the following dates:

- a. Copy of written plan to governing body;
- b. Date of approval of election;
- c. Date of submission of written plan to secretary of state's office;
- d. Date of approval by secretary of state;
- e. Date of notice of election to electorate;
- f. Date of notice of election to the county clerk;
- g. Date of notice of election to the county assessor;
- h. Date of close of registration;
- i. Date ballots mailed;
- j. Date verification of ballots will begin;
- k. Date of the election.

10.4 Registration books.

1-7.5-107  
(2)(a),(b)

10.4.1 A full and complete list of registered electors shall be prepared for the election in a manner best suited for the election (e.g. alphabetized, by district, etc.)

10.4.2 The county clerk and recorder shall submit the preliminary list no later than thirty days prior to election day.

1-7.5-107

10.4.3 For elections where taxpaying electors as defined in C.R.S. 1-1-104(49) are eligible to vote, the assessor shall prepare a property owner's list which includes the name of all owners, not just the first name listed on the deed.

10.4.4 For elections where ballots are

mailed to electors based on addresses provided by the county assessor, the address on the assessor's list must match the elector's residence address on the election records for the owner to be considered an eligible elector and receive a ballot.

10.4.5 Post Office box numbers on the assessors' list may not be used as an address for registration purposes unless the election record includes the post office number in addition to the residence address.

10.4.6 Those persons to whom a mail ballot is not sent may vote in person pursuant to C.R.S. 1-7.5-107 by completing an affidavit as required by C.R.S. 1-7-103 or by absentee ballot.

10.4.7 The county clerk or secretary of state shall assist political subdivisions in determining whether property owners are registered electors in other counties in the state and thus eligible to vote in the election.

10.4.8 A supplemental list of those electors whose names were not included on the original list shall be submitted by the county clerk and recorder and the assessor to the appropriate designated election official of the political subdivision no later than 20 days before the election.

1-7.5-107  
(2)(b)

10.4.9 If the supplemental list is received after the initial mailing of ballots, the same procedures shall be followed for mailing ballots to electors on the supplementary list as for the initial mailings.

10.5 Ballots.

1-7.5-107  
(1),(2)(b)

10.5.1 Ballots and mail ballot packets shall be prepared in substantially the same form as is required by the secretary of state.

10.5.2 The information in the mail ballot packet shall clearly indicate the type of election, the issue upon which the elector is voting, and all instructions for casting the ballot.

10.5.3 For elections where multiple ballots will be included in the same packet or will be sent in separate packets, the ballots and return envelopes shall include distinctive markings or colors to identify political subdivisions when the colors or distinctive markings will aid in the distribution and tabulation of the ballots.

10.5.4 Neither the Article X, Section 20 notice nor any other information about the ballot issues may be printed on the ballot itself, unless authorized by law.

10.5.5 The ballots shall contain the warning required by C.R.S. 1-7.5-107 (3)(b) advising electors of the penalties for tampering with the ballot:

**"WARNING"**

"Any person who, by use of force or other means, unduly influences an elector to vote in any particular manner or to refrain from voting, or who falsely makes, alters, forges, or counterfeits any mail ballot before or after it has been cast, or who destroys, defaces, mutilates, or tampers with a ballot is subject, upon conviction, to imprisonment, or to a fine, or both."

10.5.6 For punch card ballots, non-sequential ballots may be used as long as a record is kept which indicates for which election the ballot was used.

10.5.7 A sufficient number but no less than 10 absentee or regular ballots shall be printed thirty days prior to the election to meet the requirements for mailing at that time.

**10.6 Supplies and equipment.**

10.6.1 The political subdivision calling the election shall ensure that sufficient forms and supplies are given to the election officials to carry out their tasks.

**10.7 Mailing ballots.**

1-7.5-107  
(3)(a)

10.7.1 The designated election official shall mail a ballot to each eligible elector entitled to vote in the mail ballot election no sooner than 25 days and no later than 15 days before the date set for the election.

10.7.1.1 The designated election official for each political subdivision for whom one or more county clerk and recorders are conducting the election, shall assure that a complete list of eligible electors in their political subdivision is sent to each appropriate county clerk and recorder, unless otherwise provided in the intergovernmental agreement. The political subdivision shall list each elector only once to assure that each elector receives one and only one ballot unless otherwise authorized.

10.7.1.2 For coordinated mail ballot elections, each county clerk and recorder shall compare the lists submitted by the various political subdivisions to assure that each elector receives the appropriate ballot or ballots for the election.

10.7.2 The ballot shall be sent to the last address appearing in the registration records and shall be marked "DO NOT FORWARD. ADDRESS CORRECTION REQUESTED" or similar language.

10.7.3 The mail ballot packets must include a ballot, instructions for completing the ballot, a secrecy envelope, and a return verification envelope.

10.7.3.1 The secrecy envelope and the return verification envelope may be combined as a single envelope if the instructions to voters included in the mail ballot package instruct the voter to fold the ballot in a manner that will conceal the voter's marks on the ballot prior to placing it into the envelope.

10.7.4 To assure full voter information, for mail ballot elections which have issues for which an Article X, Section 20 notice will be mailed, it is strongly recommended that the ballots be mailed no sooner than the constitutionally required notice.

10.7.5 For all coordinated elections where more than one mail ballot is being mailed or polling place elections are being held as well as the mail ballot election, the outgoing envelope as well as the instructions or other notice shall have the following notice: This is not your only ballot. Other elections may be held by other political subdivisions by mail or by polling place.

10.7.6 The number of the ballot mailed to each elector shall be recorded on the registration list.

10.7.7 If the ballot is returned to the election official as undeliverable, the official shall not be required to remail the ballot packet.

10.8 Absentee and early voting.

1-7.5-108

10.8.1 Absentee voting occurs in a mail ballot election when a registered, eligible elector wishes the ballot mailed to a place other than the address of record.

10.8.2 A request for an absentee ballot may be filed any time after January 1 of the year of the election but not later than the close of business three days prior to the election.

10.8.3 Upon receipt of a request for absentee ballot, the designated election official shall mail the original ballot or a replacement ballot to that elector.

10.8.4 A notation shall be made on the registration sheet that a request for an absentee ballot was received, a ballot was mailed to the alternate address and the ballot number shall be noted.

10.8.5 For mail ballot elections, the notation "Absentee Ballot No. A.V. \_\_\_\_" shall not be required on the absentee ballots.

10.8.6 Establishment of a polling place for early voting shall not be required for a mail ballot election, however the location for walk-in balloting must be maintained.

10.9 Judges to receive ballots as mailed.

10.9.1 One or more judges shall be appointed for the site to which ballots are to be mailed to receive the ballots as mailed.

10.9.2 Each day when ballots come in, a judge shall count the ballots, batch them and record the number of ballots received.

10.9.3 The ballots shall be date stamped when received. If any ballot is received after the time set for the closing of the election, the ballot shall be date stamped but the ballot shall not be counted.

10.9.4 Records shall also be kept of the number of ballot packets returned as undeliverable.

10.9.5 Ballots shall then be placed in a safe, secure placed until the counting of the ballots.

10.10 Ballots delivered in person.

10.10.1 Under the following circumstances an elector may vote in person:

1-7.5-107  
(4)(b)

a. When the elector is absent from his/her place of residence during the conduct of the election;

b. When the elector requests a replacement ballot;

c. When an elector who is entitled to vote is not listed on the property owner's list or registration list.

1-7.5-107  
(c)

10.10.2 Each political subdivision is to establish at least one site convenient to the voters and preferably within the political subdivision where electors may vote in person. The site must be open during regular business hours no sooner than 25 days before election day nor later than 7 p.m. on election day for ballot delivery.

1-7.5-107(c)

10.10.3 If the political subdivision wishes to establish a site for walk in voting outside of the county, municipality or

district, permission must be obtained from the secretary of state.

10.10.4 If a completed ballot is delivered in person, the judge is to include that ballot with those received in the mail that day.

10.10.5 If an elector wishes to vote in person and does not have a ballot with him/her, the judge shall follow the procedures for issuance of a defective/replacement ballot.

10.10.6 The judge shall have the elector complete the sworn statement specifying the reason for requesting the replacement ballot.

10.11 Defective or replacement ballots.

10.11.1 If an elector comes to the election judge with a defective ballot, the judge shall issue a replacement ballot for voting. Requests for replacement ballots may be made in writing, by mail, by fax or by telephone.

10.11.2 A sworn statement specifying the reason for requesting the replacement must be signed by the elector and presented to the election judge no later than 4 p.m. on election day. If the ballot is returned by mail, the sworn statement must be included in the return verification envelope with the marked ballot.

10.11.3 The sworn statement shall also contain a statement in bold face that the original ballot may not be cast and that, if both the original and the replacement ballot are cast, neither ballot will be counted.

10.11.4 The election official shall ensure that the sworn statement required by C.R.S. 1-7.5-107 (d)(1) is completed and that the return verification envelope with the identifying information is correctly completed.

10.11.5 The judge shall note on the registration list that a replacement ballot has been issued and write the number of that replacement ballot next to the name of the



elector. The judge shall also note on the return verification envelope in which the ballot is placed that the ballot is a replacement ballot.

**10.12 Judges to check return verification envelopes.**

10.12.1 The election judges may begin verifying the information on the return verification envelopes as soon as ballots are received.

10.12.2 The judges shall first check the information on the outside of the envelope to ensure the following:

a. The ballot was returned in the return-verification envelope for an election being conducted by the political subdivision;

b. The person who voted was in fact eligible to vote (a registered elector and property owner, if applicable);

c. The person completing the ballot is an elector (as verified by the birthdate and other identifying information) who has not previously voted in the election nor had a replacement ballot issued;

10.12.3 If the completed return verification envelope is in substantial compliance with Title 1, Article 7.5 C.R.S., the rules and regulations promulgated by the secretary of state and the instructions for voting, at any time during the ten days before the election, the ballot shall be removed from the return envelope for verification of the ballot number to the pollbook.

10.12.4 If the number on the ballot stub matches the number on the ballot sent to the elector, the judge shall so note next to the name of the registered elector on the official registration list. The judge shall then remove the ballot stub and place the ballot in a ballot box or transfer case for counting.

10.12.5 Those return verification envelopes which are defective shall be placed in a

secure container and retained. The ballots are not to be removed from the defective envelopes.

10.12.6 The judges are to make a final count of ballots which are to be counted and ballots which are rejected in the return-verification envelopes for the tally sheet.

10.12.7 Judges are to retain all envelopes in which the ballots were received in a secure container and deliver them with the election results to the election official.

10.13 Verification of replacement ballots.

10.13.1 If a return verification envelope is submitted which contains a replacement ballot or an original ballot for which a replacement ballot was issued, that shall be set aside until 7:00 p.m. on election day.

10.13.2 The information on the return verification envelope may be checked prior to 7:00 p.m. on election day, but the ballot may not be removed from the envelope until voting is complete.

10.13.3 When voting is complete, the replacement ballots shall be checked to ensure that the elector only voted with the replacement ballot.

10.13.4 If it appears that an elector voted more than one time, then none of the ballots cast by that elector shall be counted. The ballots shall be considered rejected and handled in the same way as other rejected ballots.

1-7.5-107  
(6)

10.13.5 If it appears that the elector voted the original ballot but requested a replacement ballot, the original ballot shall not be counted because the replacement ballot voids the original ballot.

10.13.6 If it appears that the elector only voted the replacement ballot and if all the information is complete on the return verification envelope, the ballot may be removed and counted as the other ballots.

10.14 Judges to count the ballots.

10.14.1 On the day before election day and on election day, the judges first count all security envelopes with ballots to ensure that those logged in are in fact accounted for.

10.14.2 The judges remove the ballots from the security envelopes and tabulate the results.

10.14.3 If it appears that a ballot is defective, then the ballot shall not be counted but shall be placed in a secure container and retained.

10.14.4 A defective ballot is one where the voter's intention is not apparent from the markings on the ballot.

10.14.5 The judges shall keep accounting forms with the election results.

10.15 Judges certificate.

10.15.1 The judges are to enter results of the count on the judges' certificate and statement. 1-7-308  
1-7-309

10.15.2 The judges are to deliver the results of the election to the designated election official along with all election materials.

10.15.3 The judges are to deliver all election materials bound separately as follows:

- a. Ballots which were counted;
- b. Ballots which were defective;
- c. Ballots/verification envelopes which may be challenged;
- d. Verification envelopes with ballots removed;
- e. Defective verification envelopes with ballots inside;

f. Ballot packets which were returned as undeliverable.

**10.16 Canvass of votes/certificates of election.**

10.16.1 The canvass of election shall occur as required by the enabling statute of the entity calling the election.

10.16.2 The canvass shall include the number of ballots mailed, the number issued in person and the number received.

10.16.3 All certificates shall be issued by the election officials as required by the enabling statute of the entity calling the election.

**10.17 Challenge of elections.**

10.17.1 Elections can be challenged as provided in the enabling statute of the entity calling the election.

10.17.2 A failure of an elector to receive a ballot will not by itself be sufficient grounds for the challenge of an election, so long as the designated election official acted in substantial compliance with Title 1, Article 7.5, C.R.S. or the rules promulgated thereunder by the secretary of state.

10.17.3 A technical violation of the procedures in the running of the election shall not be deemed sufficient to invalidate the election. The test shall be whether the procedures were such as to ensure that a fundamentally fair election was held.

**10.18 Retention of election materials.**

10.18.1 Election materials are to be retained by the designated election official for the time required by the enabling legislation.

**10.19 Filing of report.**

10.19.1 After the election the designated election official shall file a report with the secretary of state which shall include result of the election, number of ballots

mailed, number of absentee ballots, turn-out statistics, cost of the election, and any other information requested by the secretary of state.

MAIL BALLOT ELECTIONS

**25-431.** Title of act; citation. K.S.A. 25-431 to 25-441 may be cited as the "mail ballot election act."

History: L. 1983, ch. 125, § 1; July 1.

Research and Practice Aids:  
Elections - § 16.1.  
C.J.S. Elections § 210.

Attorney General's Opinions:  
Act does not prohibit submission of more than one question on a single mail ballot. 85-111.  
Mail ballot election act. 86-49.

CASE ANNOTATIONS

1. Act constitutional; compelling state interest for increased voter participation outweighs fraud potential and loss of secrecy. *Sawyer v. Chapman*, 240 K. 409, 415, 729 P.2d 1230 (1986).

**25-432.** Elections which may be conducted under act; limitations. An election shall not be conducted under this act unless:

(a) Conducted on a date, mutually agreed upon by the governing body of the political or taxing subdivision and the county election officer, not later than 120 days following the date the request is submitted by the political or taxing subdivision; and

(b) the secretary of state approves a written plan for conduct of the election, which shall include a written timetable for the conduct of the election, submitted by the county election officer; and

(c) the election is nonpartisan; and

(d) the election is not one at which any candidate is elected, retained or recalled; and

(e) the election is not held on the same date as another election in which the qualified electors of that subdivision of government are eligible to cast ballots; and

(f) the election is a question submitted election at which all of the qualified electors of one of the following subdivisions of government are the only electors eligible to vote:

(1) Counties;

(2) cities;

(3) school districts, except in an election held pursuant to K.S.A. 72-7302 *et seq.*, and amendments thereto;

(4) townships;

(5) benefit districts as organized under K.S.A. 31-301, and amendments thereto;

(6) cemetery districts as organized under K.S.A. 15-1013 or 17-1330, and amendments thereto;

(7) combined sewer districts as organized under K.S.A. 19-27,169, and amendments thereto;

(8) community college districts as organized under K.S.A. 71-1101 *et seq.*, and amendments thereto;

(9) fire districts as organized under K.S.A. 19-3601 or 80-1512, and amendments thereto;

(10) hospital districts;

(11) improvement districts as organized under K.S.A. 19-2753, and amendments thereto;

(12) Johnson county park and recreation district as organized under K.S.A. 19-2859, and amendments thereto;

(13) sewage disposal districts as organized under K.S.A. 19-27,140, and amendments thereto; or

(14) water districts as organized under K.S.A. 19-3501 *et seq.*, and amendments thereto.

History: L. 1983, ch. 125, § 2; L. 1984, ch. 374, § 34; L. 1991, ch. 101, § 1; July 1.

Attorney General's Opinions:  
Voting by electors; statute prohibiting electioneering inapplicable. 85-80.

U.S.D. 512 school building closing; applicability of statute. 85-91.

Act does not prohibit submission of more than one question on a single mail ballot. 85-111.

CASE ANNOTATIONS

1. Act constitutional; compelling state interest for increased voter participation outweighs fraud potential and loss of secrecy. *Sawyer v. Chapman*, 240 K. 409, 411, 415, 729 P.2d 1230 (1986).

**25-433.** Mailing of ballots; voting instructions; return envelopes, payment of postage and forms; voting by electors, procedure; replacement ballots; counting, handling and canvass of ballots; purging of names of voters whose ballots are undeliverable from registration books and party affiliation list. (a) The county election officer shall mail all official ballots with a return identification envelope and instructions sufficient to describe the voting process to each elector entitled to vote in the election on one date not sooner than the 20th day before the date of the election and not later than the 10th day before the date of the election. Ballots shall be mailed by first-class mail. Ballots mailed by the county election officer shall be addressed to the address of each elector appearing in the registration records, and placed in an envelope which is prominently marked "Do Not Forward."

(b) Upon receipt of the ballot the elector shall mark it, sign the return identification envelope supplied with the ballot and comply

with the instructions provided with the ballot. The elector may return the marked ballot to the county election officer by United States mail, if it is received by the county election officer by the date of the election, or personally deliver the ballot to the office of the county election officer before noon on the date of the election. The ballot must be returned in the return identification envelope. The county election officer shall provide for the payment of postage for the return of ballot envelopes.

(c) The return identification envelope shall contain the following form:

I declare under penalty of election perjury, a felony, that I am a resident and a qualified voter for this election as shown on voter registration records and that I have voted the enclosed ballot and am returning it in compliance with Kansas law, and amendments thereto, and have not and will not vote more than one ballot in this election.

I also understand that failure to complete the information below will invalidate my ballot.

Signature

Residence Address

(d) If the ballot is destroyed, spoiled, lost or not received by the elector, the elector may obtain a replacement ballot from the county election officer as provided in this subsection. An elector seeking a replacement ballot shall sign a statement verified on oath or affirmation, on a form prescribed by the secretary of state, that the ballot was destroyed, spoiled, lost or not received. The applicant shall deliver the statement to the county election officer before noon on the date of the election. The applicant may mail the statement to the county election officer, except a county election officer shall not transmit a ballot by mail under this subsection unless the application is received prior to the close of business on the second day prior to the election. When an application is timely received under this subsection, the county election officer shall deliver the ballot to the voter if the voter is present in the office of the county election officer, or promptly transmit the ballot by mail to the voter at the address contained in the application, except when prohibited in this subsection. The county election officer shall keep a record of each replacement ballot provided under this subsection.

(e) A ballot shall be counted only if: (1) It is returned in the return identification envelope; (2) the envelope is signed by the elector to whom the ballot is issued; and (3) the signature has been verified as provided in this

subsection. The county election officer shall verify the signature of each elector on the return identification envelope with the signature on the elector's registration records and may commence verification at any time prior to the canvass of the election. If the county election officer determines that an elector to whom a replacement ballot has been issued under subsection (d) has voted more than once, the county election officer shall not count any ballot cast by that elector.

(f) The county election officer shall supervise the procedures for the handling and canvassing of ballots to insure the safety and confidentiality of all ballots properly cast.

(g) The names of voters whose mail ballot envelopes are returned to the county election officer as "undeliverable" shall be subject to removal from the voter registration book and party affiliation list in the manner provided in subsection (d) of K.S.A. 25-2316c, and amendments thereto.

History: L. 1983, ch. 125, § 3; L. 1984, ch. 138, § 1; L. 1987, ch. 125, § 1; July 1.

Attorney General's Opinions:

Voting by electors; statute prohibiting electioneering inapplicable. 85-80.

Act does not prohibit submission of more than one question on a single mail ballot. 85-111.

Mail ballot election act. 86-49.

#### CASE ANNOTATIONS

1. Act constitutional; compelling state interest for increased voter participation outweighs fraud potential and loss of secrecy. *Sawyer v. Chapman*, 240 K. 406, 413, 415, 729 P.2d 1230 (1986).

**25-434.** Challenge of votes; procedure. Votes cast pursuant to this act can be challenged in the manner prescribed by K.S.A. 25-1136 insofar as applicable.

History: L. 1983, ch. 125, § 4; July 1.

**25-435.** Absentee voting; application of procedure. The provisions of article 11 of chapter 25 of Kansas Statutes Annotated, and amendments thereto, relating to absentee ballots shall apply to elections under this act only insofar as they do not conflict with the provisions of this act, except that the county election officer shall not accept any application for an absentee ballot later than the 21st day before the election.

History: L. 1983, ch. 125, § 5; July 1.

**25-436.** Deadline for registration of electors receiving mailed ballots; procedure for electors registering late. The county election officer shall not mail a ballot under this act to those electors not registered 30 days prior to

the date of the election. Electors registered after 30 days prior to the date of the election, but prior to the closing of the registration books, may apply for a ballot under subsection (d) of K.S.A. 25-433.

History: L. 1983, ch. 125, § 6; July 1.

**25-437.** Canvass of votes; form of abstract; special election board to be appointed. The county election officer of each county within the electoral district shall appoint a special election board pursuant to the requirements of K.S.A. 25-2801 to be composed of at least three members who shall make the original canvass of all ballots cast in that county. For the purposes of any canvass under this act, the electoral district within that county shall constitute one voting area, and ballots shall not be sorted according to precinct or ward. The abstract shall be prepared on a form prescribed by the secretary of state.

History: L. 1983, ch. 125, § 7; July 1.

Attorney General's Opinions:  
Mail ballot election act. 86-40.

**25-438.** Application of other election laws. All laws which apply to elections shall apply to elections under this act to the extent applicable.

History: L. 1983, ch. 125, § 8; July 1.

Attorney General's Opinions:  
Voting by electors; statute prohibiting electioneering inapplicable. 85-80.

Mail ballot election act. 86-49.

**25-439.** Act to be liberally construed; mere informality not to affect validity of election. No mere informality in the manner of carrying out or executing the provisions of this act shall invalidate any election held under it or authorize the rejection of the returns thereof. The provisions of this act shall be construed liberally for the purpose of effectuating its purposes.

History: L. 1983, ch. 125, § 9; July 1.

Attorney General's Opinions:  
Voting by electors; statute prohibiting electioneering inapplicable. 85-80.

Act does not prohibit submission of more than one question on a single mail ballot. 85-111.

Mail ballot election act. 86-49.

**25-440.** Secretary of state to adopt rules and regulations. The secretary of state may adopt rules and regulations governing the procedures and forms necessary to implement this act. The authority of the secretary of state to

adopt rules and regulations under this act shall be liberally construed.

History: L. 1983, ch. 125, § 10; July 1.



Item 4

**CHAPTER 19**  
**MAIL BALLOT ELECTIONS**

**Part 1 — General Provisions.**

- 13-19-101. Statement of purpose.
- 13-19-102. Definitions.
- 13-19-103. General election laws to apply.
- 13-19-104. Mail ballot elections not mandatory — when authorized — when prohibited.
- 13-19-106. Role of secretary of state.
- 13-19-106. General requirements for mail ballot election.

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- 13-19-201. How election initiated.
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- 13-19-301. Voting mail ballots.
- 13-19-302. Proportional voting.
- 13-19-303. Voting by elector when absent from place of residence during conduct of election.
- 13-19-304. Voting by nonregistered electors.
- 13-19-305. Replacement ballots — procedures.
- 13-19-306. Returning marked ballots — when — where.
- 13-19-307. Places of deposit.
- 13-19-308. Disposition of ballots returned in person.
- 13-19-309. Disposition of ballots returned by mail.
- 13-19-310. Signature verification — procedures.
- 13-19-311. Valid ballots — requirements.
- 13-19-312. Procedure at close of voting.
- 13-19-313. Notice to elector — opportunity to resolve questions.
- 13-19-314. Resolving issues in question.

**Part 1**

**General Provisions**

**13-19-101. Statement of purpose.** The purpose of this chapter is to provide the option of conducting certain specified elections using a procedure called a "mail ballot election" and to provide the procedures therefor. The provisions of this chapter recognize that sound public policy concerning the conduct of elections often requires the balancing of various elements of the public interest that are sometimes in conflict. Among these factors are the

## MAIL BALLOT ELECTIONS

public's interest in fair and accurate elections, the election of those who will govern or represent, and cost-effective administration of all functions of government, including the conduct of elections. The provisions of this chapter further recognize that when these and other factors are balanced, the conduct of elections by mail ballot is potentially the most desirable of the available options in certain circumstances.

History: En. Sec. 1, Ch. 196, L. 1985.

**13-19-102. Definitions.** As used in this chapter, the following definitions apply:

(1) "Election day" is the date established by law on which a particular election would be held if that election were being conducted by means other than a mail ballot election.

(2) "Mail ballot election" means any election that involves either candidates or ballot issues and is conducted in compliance with the procedure specified in 13-19-106.

(3) "Political subdivision" means a political subdivision of the state, including a school district.

(4) "Return/verification envelope" means an envelope that contains a secrecy envelope and ballot and which is designed to:

(a) allow election officials, upon examination of the outside of the envelope, to determine that the ballot is being submitted by someone who is in fact a qualified elector and who has not already voted; and

(b) allow it to be used in the United States mail.

(5) "Secrecy envelope" means an envelope used to contain the elector's ballot and that is designed to conceal the elector's vote and to prevent that elector's ballot from being distinguished from the ballots of other electors.

History: En. Sec. 2, Ch. 196, L. 1985; amd. Sec. 1, Ch. 10, L. 1987.

**13-19-103. General election laws to apply.** All laws applicable to elections when voting is not done by mail ballot and all penalties prescribed for violation of those laws apply to elections conducted by mail ballot to the extent they do not specifically conflict with the provisions of this chapter or are not otherwise provided for by this chapter.

History: En. Sec. 5, Ch. 196, L. 1985.

**13-19-104. Mail ballot elections not mandatory — when authorized — when prohibited.** (1) Conducting elections by mail ballot is only one option available to local officials and nothing in this chapter mandates that the procedure be used.

(2) The following elections may be conducted by mail ballot:

(a) an election in a political subdivision required to hold annual elections under 13-1-104(3);

(b) an election in a city of the third class, as defined in 7-1-4111(3), if all of the candidates whose names will appear on the ballot are candidates for offices to be elected without party designation;

(c) an election in a town as defined in 7-1-4111(4);

(d) an election conducted under 7-13-2236 in an unincorporated area; and

(e) a special election called by a local government unit for the sole purpose of submitting one or more ballot issues to its qualified electors if such special election is not held in conjunction with a statutorily scheduled election.

- (3) The following elections may not be conducted by mail ballot:
- (a) an election held for one of the purposes or at the time provided in 13-1-104(1) and 13-1-107(1);
  - (b) an election held for one of the purposes or at the time provided in 13-1-104(2) and 13-1-107(2), except as specifically allowed by subsections (2)(b) and (2)(c) of this section;
  - (c) an election being held under the provisions of the Montana Recall Act, in Title 2, chapter 16, part 6;
  - (d) an election involving candidates for public office, except as specifically allowed by subsections (2)(a) through (2)(c) of this section; and
  - (e) a special election being held in conjunction with a statutorily scheduled election.

History: En. Sec. 4, Ch. 198, L. 1985; amd. Sec. 2, Ch. 10, L. 1987.

**13-19-105. Role of secretary of state.** In addition to other powers and duties conveyed by law, the secretary of state, with advice from election administrators, shall:

- (1) prescribe the form of materials to be used in the conduct of mail ballot elections;
- (2) review written plans for the conduct of mail ballot elections as provided in 13-19-205; and
- (3) adopt rules consistent with this chapter to:
  - (a) establish and maintain uniformity in the conduct of mail ballot elections; and
  - (b) establish procedures for the conduct of mail ballot elections that:
    - (i) prevent fraud;
    - (ii) ensure the accurate handling and canvassing of mail ballots; and
    - (iii) ensure that the secrecy of voted ballots is maintained.

History: En. Sec. 6, Ch. 198, L. 1985.

**13-19-106. General requirements for mail ballot election.** A mail ballot election must be conducted substantially as follows:

- (1) Official ballots must be prepared and all other initial procedures followed as otherwise provided by law, except that mail ballots are not required to have stubs.
- (2) An official ballot must be mailed to every qualified elector of the political subdivision conducting the election.
- (3) The elector shall mark the ballot at home and place it in a secrecy envelope.
- (4) The elector shall then place the secrecy envelope containing his ballot in a return/verification envelope and shall return it by mailing it or delivering it in person to a place of deposit designated by the election administrator so that it is received prior to a specified time on election day.
- (5) Once returned, election officials shall first qualify the submitted ballot by examining the return/verification envelope to determine whether it is submitted by a qualified elector who has not previously voted.
- (6) If the ballot so qualifies and is otherwise valid, officials shall then open the return/verification envelope and remove the secrecy envelope, which is then voted by depositing it unopened in an official ballot box.

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(7) After the close of polls on election day, voted ballots must be counted and canvassed as otherwise provided by law.

History: En. Sec. 3, Ch. 196, L. 1985; amd. Sec. 17, Ch. 591, L. 1991.

### Part 2

#### Preelection Procedure

**13-19-201. How election initiated.** A proposal to conduct an election under this chapter may be initiated by either the election administrator or the appropriate governing body as provided in 13-19-202 through 13-19-204.

History: En. Sec. 7, Ch. 196, L. 1985.

**13-19-202. Initiation by governing body.** (1) A political subdivision may, by resolution of the governing body addressed to the election administrator, request that a particular election be conducted under the provisions of this chapter.

(2) No later than 70 days before election day, the governing body shall transmit its request to the election administrator, who shall determine whether it is economically and administratively feasible to conduct the requested election by mail ballot.

(3) Except as provided in 13-19-204, the decision to conduct an election under the provisions of this chapter is within the sole discretion of the election administrator.

(4) Within 5 days after receiving a request, the election administrator shall respond in writing, stating that the request is either granted or denied for reasons specified. If granted, the election administrator shall prepare a plan as provided in 13-19-205.

History: En. Sec. 8, Ch. 196, L. 1985.

**13-19-203. Initiation by election administrator.** (1) Even if no request has been received from the governing body concerned, the election administrator may conduct any election authorized by 13-19-104 under this chapter if, in his discretion, that would be the most economically and administratively feasible way of conducting the election in question.

(2) If he decides to conduct an election pursuant to subsection (1), the election administrator shall prepare a written plan as provided in 13-19-205 and forward a copy to the governing body concerned, together with a written statement informing it of his decision to conduct the election by mail ballot and the reasons therefor and the right of the governing body to object under 13-19-204.

History: En. Sec. 9, Ch. 196, L. 1985.

**13-19-204. Objection of political subdivision.** (1) A political subdivision may, by resolution of the governing body, object to the conduct of one of its elections under this chapter. The resolution must include a statement of the reasons for the objection.

(2) If such a resolution is filed with the election administrator no later than 55 days prior to election day, the election may not be conducted under this chapter.

History: En. Sec. 10, Ch. 196, L. 1985.

**13-19-205. Written plan for conduct of election — amendments — approval procedures.** (1) The election administrator shall prepare a written plan, including a timetable, for the conduct of the election and shall submit it to the secretary of state at least 60 days prior to the date set for the election.

(2) The plan may be amended by the election administrator any time prior to the 35th day before election day by notifying the secretary of state in writing of any changes.

(3) Within 5 days of receiving the plan and as soon as possible after receiving any amendments, the secretary of state shall approve, disapprove, or recommend changes to the plan or amendments.

(4) When the written plan has been approved, the election administrator shall proceed to conduct the election according to the approved plan.

History: En. Sec. 11, Ch. 196, L. 1985.

**13-19-206. Distributing materials to electors — procedure.** For each election conducted under this chapter, the election administrator shall:

(1) mail a single packet to every qualified elector of the political subdivision conducting the election;

(2) ensure that each packet contains only one each of the following:

(a) an official ballot, except that the election administrator may include separate ballots for each type of election being held concurrently;

(b) a secrecy envelope;

(c) a return/verification envelope; and

(d) complete written instructions for voting and returning ballots; and

(3) ensure that each packet is:

(a) clearly marked on its face with words stating the appropriate postal regulation language to prohibit forwarding of the packet;

(b) addressed to a single individual elector at the most current address available from the official registration records; and

(c) deposited in the United States mail with sufficient prepaid postage for it to be delivered to the elector's address.

History: En. Sec. 13, Ch. 196, L. 1985; amd. Sec. 18, Ch. 591, L. 1991.

**13-19-207. When materials to be mailed.** For any election conducted by mail, ballots must be mailed no sooner than the 25th day and no later than the 15th day before election day. All ballots must be mailed the same day.

History: En. Sec. 14, Ch. 196, L. 1985.

### Part 3

#### Election Procedure

**13-19-301. Voting mail ballots.** (1) Upon receipt of his ballot, the elector may vote by:

(a) marking the ballot in the manner specified;

(b) placing the marked ballot in the secrecy envelope, free of any identifying marks;

(c) placing the secrecy envelope containing a single ballot in the return/verification envelope;

(d) executing the affidavit printed on the return/verification envelope; and

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(e) returning the return/verification envelope with the secrecy envelope containing the ballot enclosed, as provided in 13-19-306.

(2) For the purpose of this chapter, an official ballot is voted when, after the requirements of 13-19-310 and 13-19-311 have been satisfied, the return/verification envelope has been opened by election officials and the secrecy envelope containing the ballot has been deposited in the official ballot box.

History: En. Sec. 16, Ch. 196, L. 1985.

**13-19-302. Proportional voting.** The election administrator shall provide a method for proportional voting in his written plan for an election conducted under this chapter that requires votes to be cast in proportion to ownership or any factor other than one vote per person.

History: En. Sec. 12, Ch. 196, L. 1985.

**13-19-303. Voting by elector when absent from place of residence during conduct of election.** (1) A qualified elector who will be absent from the county during the time the election is being conducted may:

(a) vote in person in the election administrator's office as soon as ballots are available and until noon the day before the ballots are scheduled to be mailed; or

(b) make a written request, signed by the applicant and addressed to the election administrator, that the ballot be mailed to an address other than that which appears on the registration card. Written requests must be accepted until noon the day before the ballots are scheduled to be mailed.

(2) Ballots mailed to electors pursuant to this section must be mailed the same day that all other ballots are mailed.

History: En. Sec. 15, Ch. 196, L. 1985.

**13-19-304. Voting by nonregistered electors.** (1) For any election being conducted under this chapter by a political subdivision that allows individuals to vote who are not registered electors, such an individual may vote by appearing in person at the election administrator's office and demonstrating that he possesses the qualifications which entitle him to vote.

(2) An individual complying with subsection (1) before official ballots are available may leave a card with the election administrator containing his signature and the address to which his ballot is to be mailed. The signature provided must then be used for verification when the mail ballot is returned.

(3) An individual complying with subsection (1) after official ballots are available and before the close of the polls on election day must be permitted to vote at that time.

History: En. Sec. 23, Ch. 196, L. 1985.

**13-19-305. Replacement ballots — procedures.** (1) An elector may obtain a replacement ballot as provided in this section if his ballot is destroyed, spoiled, lost, or not received by the elector.

(2) An elector seeking a replacement ballot shall sign a sworn statement stating that the ballot was either destroyed, spoiled, lost, or not received and shall present the statement to the election administrator no later than 8 p.m. on election day.

(3) Upon receiving the sworn statement, the election administrator shall issue a replacement ballot to the elector. Each spoiled ballot must be returned before a new one may be issued.

(4) The election administrator shall designate his office or a central location in the political subdivision in which the election is conducted as the single location for obtaining a replacement ballot.

(5) A replacement ballot may also be issued pursuant to 13-19-313.

(6) The election administrator shall keep a record of each replacement ballot issued. If he later determines that any elector to whom a replacement ballot has been issued has attempted to vote more than once, he shall immediately notify the county attorney and the secretary of state of each instance.

History: En. Sec. 17, Ch. 196, L. 1985.

**13-19-306. Returning marked ballots — when — where.** (1) After complying with 13-19-301, an elector or his designee may return his ballot on or before election day by either:

(a) depositing the return/verification envelope in the United States mail, with sufficient postage affixed; or

(b) returning it to any place of deposit designated by the election administrator pursuant to 13-19-307.

(2) In order to have his ballot counted, each elector must return it in such a manner that it is received prior to 8 p.m. on election day.

History: En. Sec. 18, Ch. 196, L. 1985; amd. Sec. 19, Ch. 591, L. 1991.

**13-19-307. Places of deposit.** (1) The election administrator shall designate his office and may designate one or more places in the political subdivision in which the election is being conducted as places of deposit where ballots may be returned in person by the elector.

(2) Prior to election day, ballots may be returned to any designated place of deposit only during regular business hours.

(3) On election day, each location designated as a place of deposit must be open as provided in 13-1-106, and ballots may be returned during those hours.

(4) The election administrator may designate certain locations as election day places of deposit, and any location so designated shall function as a place of deposit only on election day.

(5) The election administrator shall provide each designated place of deposit with an official ballot transport box secured as provided by law.

History: En. Sec. 19, Ch. 196, L. 1985.

**13-19-308. Disposition of ballots returned in person.** Ballots returned by the elector in person must be processed as follows:

(1) If returned to the election administrator's office directly, the ballot must be processed in the same manner provided for ballots returned by mail except that, while the elector is present, officials shall:

(a) verify the signature pursuant to 13-19-310;

(b) resolve any questions as to the validity of the ballot; and

(c) deposit the unopened secrecy envelope containing the ballot in the official ballot box.

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(2) If returned to a place of deposit other than the election administrator's office, the election official on location shall:

(a) keep a log of the names of all electors from whom he receives ballots and the names of the people who deliver the ballots;

(b) deposit the unopened return/verification envelope in the sealed ballot transport box provided for that purpose; and

(c) securely retain all ballots until they are transported to the election administrator's office. The transport boxes must then be opened and the ballots disposed of in the same manner provided for ballots returned by mail.

History: En. Sec. 20, Ch. 196, L. 1985; amd. Sec. 20, Ch. 591, L. 1991.

**13-19-309. Disposition of ballots returned by mail.** (1) Upon receipt of each return/verification envelope, election officials shall:

(a) compare the name with the official register to determine that the person has not previously voted;

(b) verify the signature on the affidavit in the manner provided by 13-19-310;

(c) open the return/verification envelope and retain it as an official record;

(d) remove and examine the secrecy envelope to determine if the ballot is valid pursuant to 13-19-311;

(e) if the ballot is valid, record the name of the elector in the official register as having voted; and

(f) deposit the unopened secrecy envelope containing the ballot in the official ballot box.

(2) If at any point there is a question concerning a particular ballot, the election administrator may not deposit the ballot in question. The election administrator shall retain all materials relating to the questioned ballot until the question is resolved satisfactorily or the question is determined as provided in 13-19-314.

History: En. Sec. 21, Ch. 196, L. 1985.

**13-19-310. Signature verification — procedures.** (1) The election administrator shall verify the signature of each elector by comparing the affidavit printed on the return/verification envelope to the signature on that elector's registration card or signature card provided under 13-19-304.

(2) If the election administrator is convinced that the individual signing the affidavit is the same as the one whose name appears on the registration card, he shall proceed to validate the ballot.

(3) If the election administrator is not convinced that the individual signing the return/verification envelope is the same as the one whose name appears on the registration card, he may not validate the ballot but instead shall:

(a) give notice to the elector as provided in 13-19-313; and

(b) if the discrepancy is not rectified to the election administrator's satisfaction, present the unopened envelope and the registration card to the canvassing board for a determination.

History: En. Sec. 22, Ch. 196, L. 1985.

**13-19-311. Valid ballots — requirements.** (1) Only valid ballots may be counted in an election conducted under this chapter.

(2) For the purpose of this chapter, a ballot is valid only if:



(a) it is sealed in the secrecy envelope and returned in the return/verification envelope;

(b) the elector's signature on the affidavit on the return/verification envelope is verified pursuant to 13-19-310; and

(c) it is received before 8 p.m. on election day.

(3) A ballot is invalid if:

(a) more than one ballot is enclosed in a single return/verification or secrecy envelope unless there are multiple elections being held at the same time and there is only one ballot for each election in the envelope; or

(b) any identifying marks are placed on the ballot by the elector.

History: En. Sec. 24, Ch. 196, L. 1985; amd. Sec. 21, Ch. 591, L. 1991.

**13-19-312. Procedure at close of voting.** (1) After the close of voting on election day, election officials shall:

(a) open the official ballot boxes;

(b) open each secrecy envelope, removing the ballot; and

(c) proceed to count the votes as otherwise provided by law.

(2) On election day, the election administrator may begin the procedures described in subsection (1) before the polls close if he complies with the procedures described in 13-15-103.

History: En. Sec. 27, Ch. 196, L. 1985; amd. Sec. 22, Ch. 591, L. 1991.

**13-19-313. Notice to elector — opportunity to resolve questions.**

(1) As soon as possible after receipt of an elector's return/verification envelope, the election administrator shall give notice to the elector, either by telephone or by first-class mail, if the election administrator:

(a) is unable to verify the elector's signature under 13-19-310; or

(b) has discovered a procedural mistake made by the elector that would invalidate his ballot under 13-19-311.

(2) The election administrator shall inform the elector that he may appear in person at the election administrator's office prior to 8 p.m. on election day and verify the signature or correct the mistake.

(3) Any elector so appearing must be permitted to:

(a) verify his signature, after proof of identification, by affirming that the signature is in fact his or completing a new registration card containing his current signature;

(b) correct any minor mistake if the correction would render the ballot valid; or

(c) if necessary, request and receive a replacement ballot and vote it at that time.

History: En. Sec. 25, Ch. 196, L. 1985.

**13-19-314. Resolving issues in question.** Any questions concerning the validity of a ballot or signature must be resolved in the following manner:

(1) If the election administrator is unable to resolve the issue to his satisfaction, he shall give notice to the elector as provided in 13-19-313.

(2) If the elector fails to appear or, if even after such an appearance, the issue is still not resolved to the election administrator's satisfaction, the election administrator shall present the issue for a determination to the board of judges appointed to count the ballots.

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**(3) If the counting board is unable to resolve the issue to its satisfaction, it may not count the ballot in question. Instead, the election administrator shall present the issue to the board of canvassers for a determination of the issue.**

**(4) If the board of canvassers is unable to resolve the issue, the ballot must not be counted.**

**History: En. Sec. 26, Ch. 196, L. 1985.**

Item 5

**29.36.120 Election by mail—Small precincts—Notice and application form—Nonpartisan and special elections.** (Effective until January 1, 1995.) (1) At any primary or election, general or special, the county auditor may, in any precinct having fewer than two hundred registered voters at the time of closing of voter registration as provided in RCW 29.07.160, conduct the voting in that precinct by mail ballot. For any precinct having fewer than two hundred registered voters where voting at a primary or a general election is conducted by mail ballot, the county auditor shall, not less than fifteen days prior to the date of that primary or general election, mail or deliver to each registered voter within that precinct a notice that the voting in that precinct will be by mail ballot, an application form for a mail ballot, and a postage prepaid envelope, preaddressed to the issuing officer. A mail ballot shall be issued to each voter who returns a properly executed application to the county auditor no later than the day of that primary or general election. Such application is valid for all subsequent mail ballot elections in that precinct so long as the voter remains qualified to vote.

At any nonpartisan special election not being held in conjunction with a state primary or general election, the county, city, town, or district requesting the election pursuant to RCW 29.13.010 or 29.13.020 may also request that the election be conducted by mail ballot. The county auditor may honor the request or may determine that the election is not to be conducted by mail ballot. The decision of the county auditor in this regard is final.

In no instance shall any special election be conducted by mail ballot in any precinct with two hundred or more registered voters if candidates for partisan office are to be voted upon.

For all special elections not being held in conjunction with a state primary or state general election where voting is conducted by mail ballot, the county auditor shall, not less than fifteen days prior to the date of such election, mail or deliver to each registered voter a mail ballot and an envelope, preaddressed to the issuing officer.

(2) For a two-year period beginning on June 9, 1994, and ending two years after June 9, 1994, the county auditor may conduct the voting in any precinct by mail for any primary or election, partisan or nonpartisan, using the procedures set forth in RCW 29.36.120 through 29.36.139. [1994 c 269 § 1; 1993 c 417 § 1; 1983 1st ex.s. c 71 § 1; 1974 ex.s. c 35 § 2; 1967 ex.s. c 109 § 6.]

**29.36.120 Election by mail—Small precincts—Notice and application form—Nonpartisan and special elections.** (Effective January 1, 1995.) (1) At any primary or election, general or special, the county auditor may, in any precinct having fewer than two hundred active registered voters at the time of closing of voter registration as provided in RCW 29.07.160, conduct the voting in that precinct by mail ballot. For any precinct having fewer than two hundred active registered voters where voting at a primary or a general election is conducted by mail ballot, the county auditor shall, not less than fifteen days prior to the date of that primary or general election, mail or deliver to each active and inactive registered voter within that precinct a notice that the voting in that precinct will be by mail ballot,

an application form for a mail ballot, and a postage prepaid envelope, preaddressed to the issuing officer. A mail ballot shall be issued to each voter who returns a properly executed application to the county auditor no later than the day of that primary or general election. For all subsequent mail ballot elections in that precinct the application is valid so long as the voter remains active and qualified to vote. In determining the number of registered voters in a precinct for the purposes of this section, persons who are ongoing absentee voters under RCW 29.36.013 shall not be counted. Nothing in this section may be construed as altering the vote tallying requirements of RCW 29.62.090.

At any nonpartisan special election not being held in conjunction with a state primary or general election, the county, city, town, or district requesting the election pursuant to RCW 29.13.010 or 29.13.020 may also request that the election be conducted by mail ballot. The county auditor may honor the request or may determine that the election is not to be conducted by mail ballot. The decision of the county auditor in this regard is final.

In no instance shall any special election be conducted by mail ballot in any precinct with two hundred or more active registered voters if candidates for partisan office are to be voted upon.

For all special elections not being held in conjunction with a state primary or state general election where voting is conducted by mail ballot, the county auditor shall, not less than fifteen days prior to the date of such election, mail or deliver to each active registered voter a mail ballot and an envelope, preaddressed to the issuing officer. The auditor shall send each inactive voter either a ballot or an application to receive a ballot. The auditor shall determine which of the two is to be sent. If the inactive voter returns a voted ballot, the ballot shall be counted and the voter's status restored to active. If the inactive voter completes and returns an application, a ballot shall be sent and the voter's status restored to active.

(2) For a two-year period beginning on June 9, 1994, and ending two years after June 9, 1994, the county auditor may conduct the voting in any precinct by mail for any primary or election, partisan or nonpartisan, using the procedures set forth in RCW 29.36.120 through 29.36.139. [1994 c 269 § 1; 1994 c 57 § 48; 1993 c 417 § 1; 1983 1st ex.s. c 71 § 1; 1974 ex.s. c 35 § 2; 1967 ex.s. c 109 § 6.]

Reviser's note: This section was amended by 1994 c 57 § 48 and by 1994 c 269 § 1, each without reference to the other. Both amendments are incorporated in the publication of this section pursuant to RCW 1.12.025(2). For rule of construction, see RCW 1.12.025(1).

Severability—Effective date—1994 c 57: See notes following RCW 10.64.021.

**29.36.121 Election by mail—Local elections—Nonpartisan special elections—Requirements—Duties of county auditor.** (Effective until January 1, 1995.) (1) At any nonpartisan special election not being held in conjunction with a state primary or general election, the county, city, town, or district requesting the election pursuant to RCW 29.13.010 or 29.13.020 may also request that the election be conducted by mail ballot. The county auditor may honor the request or may determine that the election is not to be conducted by mail ballot. The decision of the county auditor in this regard is final.

(2) In an odd-numbered year, the county auditor may conduct by mail ballot a primary or a special election concurrently with the primary:

(a) For any office or ballot measure of a special purpose district which is entirely within the county;

(b) For any office or ballot measure of a special purpose district which lies in the county and one or more other counties if the auditor first secures the concurrence of the county auditors of those other counties to conduct the primary in this manner district-wide; and

(c) For any ballot measure or nonpartisan office of a county, city, or town if the auditor first secures the concurrence of the legislative authority of the county, city, or town involved.

A primary in an odd-numbered year may not be conducted by mail ballot in any precinct with two hundred or more registered voters if a partisan office or state office or state ballot measure is to be voted upon at that primary in the precinct.

(3) For all special elections not being held in conjunction with a state primary or state general election where voting is conducted by mail ballot, the county auditor shall, not less than fifteen days before the date of such election, mail or deliver to each registered voter a mail ballot and an envelope, preaddressed to the issuing officer. The county auditor shall notify an election jurisdiction for which a primary is to be held that the primary will be conducted by mail ballot.

(4) To the extent they are not inconsistent with subsections (1) through (3) of this section, the laws governing the conduct of mail ballot special elections apply to nonpartisan primaries conducted by mail ballot. [1993 c 417 § 2.]

**29.36.121 Election by mail—Local elections—Nonpartisan special elections—Requirements—Duties of county auditor.** (Effective January 1, 1995.) (1) At any nonpartisan special election not being held in conjunction with a state primary or general election, the county, city, town, or district requesting the election pursuant to RCW 29.13.010 or 29.13.020 may also request that the election be conducted by mail ballot. The county auditor may honor the request or may determine that the election is not to be conducted by mail ballot. The decision of the county auditor in this regard is final.

(2) In an odd-numbered year, the county auditor may conduct by mail ballot a primary or a special election concurrently with the primary:

(a) For any office or ballot measure of a special purpose district which is entirely within the county;

(b) For any office or ballot measure of a special purpose district which lies in the county and one or more other counties if the auditor first secures the concurrence of the county auditors of those other counties to conduct the primary in this manner district-wide; and

(c) For any ballot measure or nonpartisan office of a county, city, or town if the auditor first secures the concurrence of the legislative authority of the county, city, or town involved.

A primary in an odd-numbered year may not be conducted by mail ballot in any precinct with two hundred or more active registered voters if a partisan office or state

office or state ballot measure is to be voted upon at that primary in the precinct.

(3) For all special elections not being held in conjunction with a state primary or state general election where voting is conducted by mail ballot, the county auditor shall, not less than fifteen days before the date of such election, mail or deliver to each registered voter a mail ballot and an envelope, preaddressed to the issuing officer. The county auditor shall notify an election jurisdiction for which a primary is to be held that the primary will be conducted by mail ballot.

(4) To the extent they are not inconsistent with subsections (1) through (3) of this section, the laws governing the conduct of mail ballot special elections apply to nonpartisan primaries conducted by mail ballot. [1994 c 57 § 49; 1993 c 417 § 2.]

*Severability—Effective date—1994 c 57: See notes following RCW 10.64.021.*

**29.36.122 Special election by mail—Sending ballots to voters.** (Effective until January 1, 1995.) For any special election conducted by mail, the county auditor shall send a mail ballot with a return identification envelope to each registered voter of the district in which the special election is being conducted not sooner than the twenty-fifth day before the date of the election and not later than the fifteenth day before the date of the election. The envelope in which the ballot is mailed must clearly indicate that the ballot is not to be forwarded and is to be returned to the sender with return postage guaranteed. [1993 c 417 § 3; 1983 1st ex.s. c 71 § 2.]

**29.36.122 Special election by mail—Sending ballots to voters.** (Effective January 1, 1995.) For any special election conducted by mail, the county auditor shall send a mail ballot with a return identification envelope to each active registered voter of the district in which the special election is being conducted not sooner than the twenty-fifth day before the date of the election and not later than the fifteenth day before the date of the election. The envelope in which the ballot is mailed must clearly indicate that the ballot is not to be forwarded and is to be returned to the sender with return postage guaranteed. The auditor shall send an application to receive a ballot to all inactive voters of the district. Upon receipt of a completed application the auditor shall send a ballot and restore the voter's status to active. [1994 c 57 § 50; 1993 c 417 § 3; 1983 1st ex.s. c 71 § 2.]

*Severability—Effective date—1994 c 57: See notes following RCW 10.64.021.*

**29.36.124 Election by mail—Replacement ballots—Deposit of ballots.** (1) If a county auditor conducts an election by mail, the county auditor shall designate the county auditor's office or a central location in the district in which the election is conducted as the single place to obtain a replacement ballot. The county auditor also shall designate one or more places for the deposit of ballots not returned by mail. The places designated under this section shall be open on the date of the election for a period of thirteen hours, beginning at 7:00 a.m. and ending at 8:00 p.m.

(2) A registered voter may obtain a replacement ballot as provided in this subsection if the ballot is destroyed, spoiled, lost, or not received by the voter. A registered voter seeking a replacement ballot shall sign a sworn statement that the ballot was destroyed, spoiled, lost, or not received and shall present the statement to the county auditor no later than the day of the election. Each spoiled ballot must be returned to the county auditor before a new one is issued. The county auditor shall keep a record of each replacement ballot provided under this subsection. [1983 1st ex.s. c 71 § 3.]

**29.36.126 Election by mail—Return of marked ballots.** Upon receipt of the mail ballot, the voter shall mark it, sign the return identification envelope supplied with the ballot, and comply with the instructions provided with the ballot. The voter may return the marked ballot to the county auditor. The ballot must be returned in the return identification envelope. If mailed, a ballot must be postmarked not later than the date of the election. Otherwise, the ballot must be deposited at the office of the county auditor or the designated place of deposit not later than 8:00 p.m. on the date of the election. [1993 c 417 § 4; 1983 1st ex.s. c 71 § 4.]

**29.36.130 Election by mail—Small precincts, nonpartisan special elections—Ballot contents, counting, secrecy, authorized observers.** All mail ballots authorized by RCW 29.36.120 or 29.36.121 shall contain the same offices, names of candidates, and propositions to be voted upon, including precinct offices, as if the ballot had been voted in person at the polling place. Except as otherwise provided in this chapter, mail ballots shall be issued and canvassed in the same manner as absentee ballots issued pursuant to the request of the voter. The county canvassing board, at the request of the county auditor, may direct that mail ballots be counted on the day of the election. If such count is made, it must be done in secrecy in the presence of the canvassing board or their authorized representatives and the results not revealed to any unauthorized person until 8:00 p.m. or later if the auditor so directs. If electronic vote tallying devices are used, political party observers shall be afforded the opportunity to be present, and a test of the equipment must be performed as required by RCW 29.33.350 prior to the count of ballots. Political party observers may select at random ballots to be counted manually as provided by RCW 29.54.025. Any violation of the secrecy of such count shall be subject to the same penalties as provided for in RCW 29.85.225. [1993 c 417 § 5; 1990 c 59 § 76; 1983 1st ex.s. c 71 § 5; 1967 ex.s. c 109 § 7.]

**Intent—Effective date—1990 c 59:** See notes following RCW 29.01.006.

**29.36.139 Mail ballots—Counting requirements—Challenge.** (1) A mail ballot shall be counted only if it is returned in the return identification envelope, if the envelope is signed by the registered voter to whom the ballot is issued, and if the signature is verified as provided in this subsection. The county auditor shall verify the signature of each voter on the return identification envelope with the signature on the voter's registration record. A person who votes or attempts to vote more than once in a mail ballot

election is subject to the penalties provided in chapter 29.85 RCW.

(2) Any mail ballot may be challenged in the same manner as an absentee ballot. [1993 c 417 § 6; 1983 1st ex.s. c 71 § 6.]

**29.36.150 Rules for accuracy, secrecy, and uniformity—Out-of-state, overseas, service voters.** The secretary of state shall adopt rules to:

(1) Establish standards and procedures to prevent fraud and to facilitate the accurate processing and canvassing of absentee ballots and mail ballots;

(2) Establish standards and procedures to guarantee the secrecy of absentee ballots and mail ballots;

(3) Provide uniformity among the counties of the state in the conduct of absentee voting and mail ballot elections; and

(4) Facilitate the operation of the provisions of this chapter regarding out-of-state voters, overseas voters, and service voters.

The secretary of state shall produce and furnish envelopes and instructions for out-of-state voters, overseas voters, and service voters to the county auditors. [1993 c 417 § 7; 1987 c 346 § 19; 1983 1st ex.s. c 71 § 8.]

**Legislative intent—Effective date—1987 c 346:** See notes following RCW 29.36.010.

**29.36.160 Penalty.** A person who willfully violates any provision of this chapter regarding the assertion or declaration of qualifications to receive or cast an absentee ballot, unlawfully casts a vote by absentee ballot, or willfully violates any provision regarding the conduct of mail ballot primaries or elections under RCW 29.36.120 through 29.36.139 is guilty of a class C felony punishable under RCW 9A.20.021. Except as provided in chapter 29.85 RCW a person who willfully violates any other provision of this chapter is guilty of a misdemeanor. [1994 c 269 § 2; 1991 c 81 § 34; 1987 c 346 § 20; 1983 1st ex.s. c 71 § 9.]

**Effective date—1991 c 81:** See note following RCW 29.85.010.

**Legislative intent—Effective date—1987 c 346:** See notes following RCW 29.36.010.

**29.36.170 Special absentee ballots.** (1) As provided in this section, county auditors shall provide special absentee ballots to be used for state primary or state general elections. A special absentee ballot shall only be provided to a voter who completes an application stating that:

(a) The voter believes that she or he will be residing or stationed or working outside the continental United States; and

(b) The voter believes that she or he will be unable to vote and return a regular absentee ballot by normal mail delivery within the period provided for regular absentee ballots.

The application for a special absentee ballot may not be filed earlier than ninety days before the applicable state primary or general election. The special absentee ballot shall list the offices and measures, if known, scheduled to appear on the state primary or general election ballot. The voter may use the special absentee ballot to write in the

name of any eligible candidate for each office and vote on any measure.

(2) With any special absentee ballot issued under this section, the county auditor shall include a listing of any candidates who have filed before the time of the application for offices that will appear on the ballot at that primary or election and a list of any issues that have been referred to the ballot before the time of the application.

(3) Write-in votes on special absentee ballots shall be counted in the same manner provided by law for the counting of other write-in votes. The county auditor shall process and canvass the special absentee ballots provided under this section in the same manner as other absentee ballots under chapters 29.36 and 29.62 RCW.

(4) A voter who requests a special absentee ballot under this section may also request an absentee ballot under RCW 29.36.010. If the regular absentee ballot is properly voted and returned, the special absentee ballot shall be deemed void and the county auditor shall reject it in whole when special absentee ballots are canvassed. [1991 c 81 § 35; 1987 c 346 § 21.]

**Effective date—1991 c 81:** See notes following RCW 29.85.010.

**Legislative intent—Effective date—1987 c 346:** See notes following RCW 29.36.010.

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# Appendix 2

## **Plans, Timelines, Procedures**

### **Written plan requirements—Kansas**

- Item 1. Checklist of requirements for mail ballot election, KS
- Item 2. Requirements for inclusion in a written plan for mail ballot elections, KS

### **Written plan requirements—Montana**

- Item 3. Written plan for the conduct of a mail ballot election, MT
- Item 4. Timetable for mail ballot elections, MT

### **Brief timeline**

- Item 5. Timetable of events, Maries and St. Charles counties, MO

### **Detailed timeline**

- Item 6. Amended vote-by-mail election checklist, Ferry County, WA

### **Combined timeline and procedures**

- Item 7. Mail ballot election procedures, Orange County, FL

### **Outlined procedures**

- Item 8. Procedure for mail ballot election handling of ballots, Cascade County, WA

### **Detailed procedures**

- Item 9. Conducting a vote-by-mail election, Thurston County, WA

### **Ballot problems**

- Item 10. Invalid ballot form letter, Lake County, MT
- Item 11. Replacement ballot request form, Lake County, MT
- Item 12. Error log, Wahkiacum County, WA
- Item 13. Ballot security, Wahkiacum County, WA

Item 1

**Office of the Secretary of State**  
**Checklist of**  
**Requirements for Mail Ballot Election**

The county election officer (CEO) must conduct the mail ballot election according to K.S.A. 25-431 through 440. Approval from the Secretary of State is required before conducting the election. The CEO should use this checklist in preparing the plan. If the plan is approved, the Secretary of State will issue an approval letter along with a Mail Ballot Election Data Sheet to be completed after the election and filed with the Secretary of State.

     1. A written statement must be submitted to the Secretary of State by the CEO requesting approval to conduct an election by mail. It must include the following:

- a. the political and taxing subdivision involved;
- b. the issue to be decided;
- c. applicable statutes involved in calling the election;
- d. the proposed date of the election; and

     e. a statement that the CEO has checked the voter registration records for this political or taxing subdivision and has determined that signatures are on file for every registered voter in that jurisdiction.

     2. The following materials are required for a plan to be approved by the Secretary of State.

- a. A list of all of the individuals responsible for the election, including:
  - (1) all election staff workers who will be directly involved;
  - (2) counsel for the governing body;
  - (3) other necessary legal counsel;
  - (4) the names, addresses and phone numbers of:
    - (a) members of the governing body affected by the election;
    - (b) all printers involved in printing materials, along with their specific printing jobs and expected completion dates;
    - (c) all newspapers involved in printing legal notices;
    - (d) members of the county board of canvassers;



\_\_\_\_ (e) members of the special election board assigned to complete the original canvass.

\_\_\_\_ b. Samples of all printed materials, including but not limited to:

- \_\_\_\_ (1) outgoing "Do Not Forward" envelope
- \_\_\_\_ (2) return/identification envelope
- \_\_\_\_ (3) log for return/identification envelope
- \_\_\_\_ (4) official ballot
- \_\_\_\_ (5) voter instructions
- \_\_\_\_ (6) abstract of votes cast
- \_\_\_\_ (7) notice of the election
- \_\_\_\_ (8) close of registration publication
- \_\_\_\_ (9) poll books and tally sheets
- \_\_\_\_ (10) verified statement for a replacement ballot
- \_\_\_\_ (11) forms required for:
  - \_\_\_\_ (a) former precinct residents
  - \_\_\_\_ (b) change of residence within precinct
  - \_\_\_\_ (c) change of name
  - \_\_\_\_ (d) absentee voting

\_\_\_\_ c. A written statement in narrative form of the agreement reached with your local postmaster. Include in this statement any special problems identified by the postmaster or other postal officials which are unique to your locale.

\_\_\_\_ d. An election calendar detailing every major event occurring during the course of the election. This calendar must include:

- \_\_\_\_ (1) The date that all printed materials must be in the hands of the CEC. This date must be no later than five working days before mailing the ballots.
- \_\_\_\_ (2) CEO's administrative timetable for carrying out all statutory requirements of the act.

\_\_\_ (3) Postmaster's timetable for mail ballot mailing and delivery.

\_\_\_ e. Various policy statements from the CEO's office are required to conduct a mail ballot election. These policies outline administrative procedures that will be followed by the CEO's office during the election. The required policy statements include but are not limited to:

\_\_\_ (1) Ballot reception from postal authorities.

\_\_\_ (2) Signature verification procedures.

\_\_\_ (3) Challenges and/or determination of validity by CEO.

\_\_\_ (4) Processing voted ballots and preparation for original canvass.

\_\_\_ (5) Access and observation of canvass.

\_\_\_ (6) Absentee and replacement ballot procedures.

\_\_\_ (7) Security for the election.

\_\_\_ (8) Election supplies needed.

\_\_\_ (9) Estimated cost differential of mail ballot election.

\_\_\_\_\_  
country

\_\_\_\_\_  
signature of CEO

\_\_\_\_\_  
date

Revised 4/29/93

Item 2

**REQUIREMENTS FOR INCLUSION IN A WRITTEN PLAN FOR  
MAIL BALLOT ELECTIONS**

- \_\_\_ 1. Provide the names of all individuals responsible for the mail ballot election.  
\_\_\_ School Board Members \_\_\_ Officials \_\_\_ Canvass Board \_\_\_ Election Staff  
\_\_\_ Board Workers \_\_\_ Temporary Workers (if any)
  
- \_\_\_ 2. Provide samples of all printed materials and persons responsible for their reproduction, including:
  - \_\_\_ a) Ballots
  - \_\_\_ b) Outgoing "DO NOT FORWARD" envelopes
  - \_\_\_ c) Return/Identification envelopes
  - \_\_\_ d) Instructions for voting, to include date of return to CEO
  - \_\_\_ e) Poll Books
  - \_\_\_ f) Tally Sheets
  - \_\_\_ g) Abstract of Votes Cast
  - \_\_\_ h) Verified Statement for a Replacement Ballot
  - \_\_\_ i) Notice of Election
  - \_\_\_ j) Close of Registration Books - Publication
  - \_\_\_ k) Log for Return/Identification envelopes
  - \_\_\_ l) Affidavits of Move and Name Change
  - \_\_\_ m) Application for Absentee Ballots
  
- \_\_\_ 3. Provide brief narrative of agreement reached with local postal officials. Include in this narrative any special problems identified by the postal official, contingencies for those problems and your general impression of the cooperativeness of the postal official you will be principally dealing with during the mail ballot election.
  
- \_\_\_ 4. Provide copies of all resolutions, ordinances or other documents passed by the political or taxing subdivision which mandates the "calling" of the election.
  
- \_\_\_ 5. Provide an election calendar for the mail ballot election, to include:
  - \_\_\_ a) The date of delivery for printed materials necessary to mail
  - \_\_\_ b) County election officer preparation time for all election procedures
  - \_\_\_ c) Timetable of post office requirements
  
- \_\_\_ 6. Provide policy statements regarding:
  - \_\_\_ a) Mail preparation and delivery to postal officials (Postal Agreement)
  - \_\_\_ b) Ballot reception in the office of the CEO
  - \_\_\_ c) Signature Verification (include notices: no signature and signature card mailing)
  - \_\_\_ d) Challenging
  - \_\_\_ e) Processing voted ballots
  - \_\_\_ f) Access and observation of canvass
  - \_\_\_ g) Mail Ballot Election Supplies
  - \_\_\_ h) Additional staff for emergencies
  - \_\_\_ i) Cost differential in Mail Ballot Elections
  - \_\_\_ j) Security for the Election
  - \_\_\_ k) Replacement ballot procedures
  - \_\_\_ l) Absentee ballots
  - \_\_\_ m) Mail Ballot procedure for two counties within electoral district
  - \_\_\_ n) Public Information

Item 3

**Written Plan**  
For the conduct of a Mail Ballot Election

Submitted by \_\_\_\_\_, Election Administrator for  
\_\_\_\_\_ County or School District No. \_\_\_\_\_

1. Legal name of jurisdiction \_\_\_\_\_

2. Jurisdiction is: \_\_\_ Town (under 1,000 pop.) \_\_\_ 3rd Class City: \_\_\_ school \_\_\_\_\_  
Other: \_\_\_\_\_  
\_\_\_ Special District \_\_\_ Drainage \_\_\_ Fire \_\_\_ Irrigation: \_\_\_ County water & sewer  
Other: \_\_\_\_\_

3. Type of election is: \_\_\_ regular annual election for the district  
\_\_\_ special election on ballot issues only  
\_\_\_ regular municipal election for a town: primary OR general (circle one)  
\_\_\_ regular municipal election for a 3rd class city: primary OR general (circle one)

4. ELECTION DAY is: \_\_\_\_\_ 5. Estimated number of eligible electors: \_\_\_\_\_

6. The jurisdiction involves: \_\_\_ a single county district \_\_\_ a multi-county district\*

\*If the jurisdiction is multi-county, a) list below the other election administrators and counties/school districts involved, b) designate the one election official chiefly responsible for the conduct of this election and c) have plan co-signed by all those listed below.

One person chiefly responsible for election: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. If the election is for school district purposes, the election will be conducted by:  
\_\_\_ school district clerk \_\_\_ county election administrator

8. Proportional voting \_\_\_ is\* \_\_\_ is not required for this election.

\*If proportional voting is required, state the applicable statute \_\_\_\_\_ and give the method you will use to satisfy the statutory requirements for proportional voting:  
\_\_\_\_\_  
\_\_\_\_\_

9. Voting \_\_\_ is\* \_\_\_ is not permitted by electors who are eligible but otherwise not registered.

\*If voting is permitted, state the applicable statute \_\_\_\_\_ and describe the eligibility requirements:  
\_\_\_\_\_  
\_\_\_\_\_

If you plan to hold several elections of different types on the same day, and your procedures will be the same for all elections, complete both pages of this form for one of the elections, and the first page only for each of the other elections. Attach and return all sheets, along with a completed timetable.

PREScribed FORM FOR THE SECRETARY OF STATE  
13-19-205, MCA  
(continued)

10. Number of places of deposit \_\_\_\_\_ If other than your office, list places and addresses:

(For each of the following, explain what you will do.)

11. If ballots are returned as undeliverable, \_\_\_\_\_

12. When ballots are returned by elector for counting, postage will be paid by \_\_\_\_\_

If elector is required to apply postage, insufficient postage will be handled by \_\_\_\_\_

13. For a school election conducted by the school district clerk, give a brief narrative of the procedures to be followed from the time ballots are received from the electors until they are tabulated, including a description of procedures for transport of ballots to and from the County Election Administrator for signature verification.

14. Describe the procedures you will use to ensure security for the ballots.

Date of Submission: \_\_\_\_\_

Election Administrator(s):

Signature: \_\_\_\_\_ County: \_\_\_\_\_

Signature: \_\_\_\_\_ County: \_\_\_\_\_

Signature: \_\_\_\_\_ County: \_\_\_\_\_

Signature: \_\_\_\_\_ School District: \_\_\_\_\_

**BE SURE TO ENCLOSE YOUR WRITTEN TIMETABLE!**

**FOR SECRETARY OF STATE OFFICE USE ONLY**

Date received \_\_\_\_\_

Approval date \_\_\_\_\_

Rejection date \_\_\_\_\_

Reviewed for the Secretary of State by \_\_\_\_\_, Deputy

Revised 10/90

Item 4

**TIMETABLE FOR MAIL BALLOT ELECTIONS**  
(pursuant to 13-19-205, MCA)

<b>CALENDAR DATE</b>	<b>ACTIVITY</b>
_____	Copy of written plan to governing body. (no date set by law, but should be at least no later than 60 days before election)
_____	Last day for governing body to opt out. (no later than 55 days before election)
_____	Submission of written plan to secretary of state's office. (no later than 60 days before election)
_____	Approval by secretary of state. (within 5 days of receiving the written plan from the election administrator)
_____ _____ _____	Publish notice specifying close of registration as provided by 13-2-301, MCA. (once a week for 3 weeks before election)
_____	Close of registration as provided by 13-2-301, MCA. (30 days before election)
_____	Ballots mailed. (no sooner than 25 days or later than 15 days before election)
_____	Election day.

This schedule must be attached to the written plan for this mail ballot election.

Date: \_\_\_\_\_ X \_\_\_\_\_  
Election Administrator

Revised 10/90

Item 5

TIMETABLE OF EVENTS

- 8th Tuesday Prior  
to the Election ---- The officer or agency calling the election has submitted a written request that the election be conducted by mail. (115.652)
- 6th Tuesday Prior  
to the Election ---- The election authority has authorized the use of mail ballots for this election.
- 4th Wednesday Prior  
to the Election ---- The written plan and/or checklist has been made available to the public and has been forwarded to the officer or agency calling the election.
- 3 Weeks Prior  
to the Election ---- The mail ballot, secrecy envelope, ballot return envelope, ballot instructions and outgoing envelopes have been prepared and are ready for mailing.
- 2 Weeks Prior  
to the Election ---- The notice of election has been published the first of two times and contains notice of intent to hold the election by mail. the notice includes instructions for when qualified voters should receive a ballot and what steps to take if they fail to receive a ballot. (115.127)
- 10th Day Prior  
to the Election ---- All ballot materials have been mailed first class to qualified voters or personally delivered by a team of election judges. (115.655.1)
- 5th Day Prior  
to the Election ---- No replacement ballot will be transmitted by mail if the replacement application is not received by the close of business this day. Prospective voters may receive a ballot if they personally deliver their replacement application to the election authority prior to noon on election day. (115.655.5)
- Election judges will begin signature verification procedures on early ballot returns.
- Day of Election ---- Election judges will begin tallying ballot returns but will not release results until after 7 p.m. No ballots will be accepted at ballot reception sites after 7 p.m. (115.655.6)

Item 6

AMENDED

VOTE-BY-MAIL ELECTION CHECKLIST

DATE:  
20-SEPT-94

TYPE:  
PRIMARY

<u>DATE</u>	<u>ACTIVITY</u>	<u>COMPLETED</u>
22-JUN-94	Confirm Courthouse room reservations Notify districts of resolution deadlines Submarine Ballots Available Order Ballots if possible Inventory Supplies	_____ _____ _____ _____ _____
22-JUL-94	Last Day to File Vote-By-Mail Plan with SOS	_____
25-JUL-94	Filing Week Begins	_____
29-JUL-94	Filing Week Ends	_____
02-AUG-94	Ballot Layout to Printer	_____
04-AUG-94	Last Day for Candidates To Withdraw	_____
05-AUG-94	Last Day for Major Parties to Fill Vacancies Resolutions Received Notify other counties of elections issue on ballot, when applicable Check for Address Confidentiality Voters Participating in Election	_____ _____ _____ _____ _____ _____
08-AUG-94	Notice of Closing To Voter Registration Assistants Notify Jurisdictions of Intent to Conduct the Election by Mail Notify Newspaper of VBM election Notify the Post Office of VBM election Ballots & Sample ballots ordered, if not done already Last day for SOS to certify candidates to Auditors Last minute additions or deletions to Printer	_____ _____ _____ _____ _____ _____ _____ _____
09-AUG-94	Material to Newspaper for Notice of Closing will run August 11, 1994 Decide whether to open office Saturday of Closing If office open on Closing, send press release	_____ _____ _____



11-AUG-94	Send Ballot Title(s) to Jurisdictions and Assessor, if applicable Send to SOS VBM plan corrections Letter to Newspaper to observe VBM processes	_____ _____ _____
12-AUG-94	Last Day for Precinct Committee Officers to File	_____
16-AUG-94	Counting Board workers cards Mailed Sample Ballots ready	_____ _____
20-AUG-94	Closing reg. books for election, except for in- person registration	_____
22-AUG-94	Begin assembling ballot material Hire additional temporary help	_____ _____
24-AUG-94	Submit voucher for VBM postage	_____
25-AUG-94	Deadline for voter reg. transfer, and delete processing Run VBM List and Labels Receive materials from printer Deadline for receiving ballot order	_____ _____ _____ _____ _____
26-AUG-94	Precinct summary printed Schedule Canvassing Board Meetings	_____ _____
01-SEP-94	Put up Courthouse signs related to the election Print Name and Address Books	_____ _____
02-SEP-94	Mail Ballots Last Day for in person reg. in Auditors Office	_____ _____
06-SEP-94	Election Day/Night staffing complete Statistical Information on past elections compiled Start notifying voters of ballots returned without Signatures, do this on daily basis until 8:00 P.M. Election Day	_____ _____ _____ _____ _____
12-SEP-94	Statistical information on past elections available	_____
13-SEP-94	Notice of Election to Newspaper, run once Notice to Canvassing Board Send legal notice of canvassing board meeting to Newspaper, run twice Sept. 15, and Sept. 22	_____ _____ _____ _____
15-SEP-94	Notice of Election published this day	_____
19-SEP-94	Precinct Checklist for Election Night done	_____
20-SEP-94	Open Office at 7:00 a.m. Clean Auditors Office Signs hung in designated areas Staff to answer phones until ballots counted	_____ _____ _____ _____
28-SEP-94	Ballots ready for Canvassing Board	_____
29-SEP-94	Canvassing Board to meet End Mail-Ballot Reports	_____ _____

30-SEP-94 Certify election  
Send certification notices to Assessor's Office,  
SPI, taxing districts, and Treasurer, if needed  
End Mail-in Reports

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

03-OCT-94 Send VBM Election Report to SOS

\_\_\_\_\_

Item 7

**MAIL BALLOT ELECTION PROCEDURES**

**BENCHMARK**

Orange County, Florida

City of Apopka  
Special Mail Ballot Election  
Revision of City Charter

Election date: September 14, 1993

**DAYS  
BEFORE  
ELECTION  
(Ideal)**

**TARGET  
(Actual)**

**TASK**

180 days  
prior

3-18-93

Connie Major, City Clerk and election official, City of Apopka contacted Betty Carter, Supervisor of Elections on behalf of City Council--requested Mail Ballot referendum be held September 14, 1993.

160 days

4-7-93  
(3-30-93)

Supervisor of Elections approved Mail Ballot Election, confirmed election date O.K. Written response to City Clerk.

155

4-12-93  
(4-12-93)

Meeting between Supervisor of Elections and election officer of jurisdiction to discuss election responsibilities.

120

5-17-93

Supervisor of Elections provides jurisdiction with number of registered voters and demographics for use in placing ballot order and ordering voting materials.

Election Agreement between Supervisor of Elections and City of Apopka submitted to County Attorney for approval.

90

6-16-93  
(scheduled  
6-14-93)

Apopka City Council passes ordinance asking for referendum and drafts ordinance/resolution calling for special election, setting date of election. Publishes any legal advertising required -

		Election agreement between Supervisor of Elections and City of Apopka submitted to City Clerk.
90	6-16-93	Supervisor of Elections mails Plan for Mail Ballot Election to Division of Elections
90	6-16-93	Governing Body provides Supervisor of Elections with copies of initiating documents
		Chief Judge, County Chairman contacted with request to appoint Canvassing Board.
90	6-16-93	Notice of Election mailed to overseas voters
90	6-16-93	Meeting with postal representative to discuss Mail Ballot requirements--check format of mail ballot envelopes, put on notice about volume expected--remind them that these ballots cannot be forwarded.
90	6-16-93	Outgoing & Return envelopes ordered - "Official Mail Ballot", special voter affidavit (100% current registered voters plus 10% for reinstatements, address changes, etc.) "Do NOT FORWARD" printed on mail out envelope. # 11 plain white envelopes ordered for secrecy envelopes.
90	6-16-93	Order Voting instructions printed and folded (English & Spanish)
75	7-1-93	Election initiated on Election Office in house EMS system Canvassing Board members notified of meeting schedule.
60	7-16-93	City Clerk provides Supervisor of Elections with ballot language in English & Spanish
60	7-16-93	Ballot layout approved and delivered to printer. City to place order and pay directly for ballots.

60	7-16-93	Election initiated on BRC election software (EMS) system.
60	7-16-93	Book closing ads in newspaper of general circulation.
60	7-16-93	Special ad run advising voters only those on active status will be receiving Mail Ballot. Also, any address changes must be made with Supervisor of Elections before date certain in order to have ballot mailed. Only those ACTIVE VOTERS residing in the jurisdiction holding the election will be mailed a ballot.  Staff notified of INACTIVE VOTERS procedure: Request for reinstatement must be in writing.  Ad also a reminder to request absentee ballot if won't be in jurisdiction during period for mailing and return of ballots.
50	7-26-93	Test ballots received, test decks marked, ballots tested
50	7-26-93	Absentee ballot labels ordered from tech dept. to be printed for 7-30-93
46	7-30-93	Absentee ballots mailed to all voters who have requested absentee ballots.
35	8-10-93	Assemble mail ballot envelopes and instructions into packets containing: mailing envelope, return envelope with affidavit, secrecy envelope, instructions. Have ready to label and add ballots.
32	8-13-93 and 8-27-93	City Clerk to publish Resolution/Ordinance ads according to statutes which prevail.
30 + 1	8-16-93	Voter registration books close.  As soon as all transactions completed by data, 2-up absentee type labels printed by Election

Office for all active registered voters in City of Apopka who did not request absentee ballot - print-out of all voters for this election sent to City Clerk. (delivery date entered into "absentee" system when labels produced)

26	8-19-93	Ballots received and prepared for mailing to all Active Voters residing in the City of Apopka who have NOT requested an absentee ballot.
20	8-25-93	All mail ballots to post office for delivery.
20	8-25-93	Media advised that all Mail Ballots have been placed into the postal system. Ballots returned by mail and hand delivery to Supervisor of Elections. May be hand delivered to Connie Major, Apopka City Clerk at Apopka City Hall. Anyone who does not receive Mail Ballot should contact Supervisor of Elections to ascertain problem with their registration so they can be mailed a ballot within the legal time frame.
20	8-25-93	Ads for Public Testing (L & A) and Canvassing Board Meeting, ballots available for examination before opening - prepared and delivered to newspaper of general circulation
19	8-24-93	Log returned absentee and mail ballots as returned. (Election Office begins signature verification and computer entry of returns). Ballots delivered to City Hall transferred to Election Office daily with a "double receipt" system of accounting.
19	8-24-93	Begin verification of signatures on returned Mail Ballot affidavits
11	9-3-93	Special Ad in Papers re: Didn't get your Mail Ballot? Must come to

		office to make changes or be reinstated and get ballot.
10	9-4-93	Last date to place mail ballots into mail.
7	9-7-93	Issue ballots to eligible voters who did not receive ballots in mail. ✓
7	9-7-93	Canvassing Board convenes to test L & A for ballot processing equipment. F.S. 101.5612
		Parameters to Division of Elections
2	9-12-93	Last date/Ad published re: ballots available for examination before opening, canvassing of ballots.
1	9-13-93	Continue verifying all signatures on returned Mail Ballots and absentee ballots
0	9-14-93	<b>ELECTION DAY - 7 p.m. deadline for return of ballots.</b>
	9-14-93	Absentee and Mail ballots available between 10:00 AM and 12 noon for examination before opening
<b>ELECTION DAY</b>	9-14-93	Canvassing Board begins canvassing of absentee and mail ballots 12:30 p.m. Pre-processing Logic and Accuracy test conducted. All approved mail and absentee ballots are opened and run through processor at direction of canvassing board.  At 7:30 P.M. all ballots received during day are presented to canvassing board, then opened and processed.  At the direction of the canvassing board, processing is ended and tabulation of election results is printed.

Any ballots which were outstacked are examined by the canvassing board and votes manually included in totals.

	9-14-93	Post Tabulation Logic and Accuracy Test conducted, compared with Pre-tabulation Logic and Accuracy Test
	9-14-93	Election results verified
+1	9-15-93	Election results certified to Department of State.
+2	9-16-93	Voter History entered into computer for all voters who returned mail ballot or absentee ballot.
+3	9-17-93	Voter History verified Election report prepared
+7	9-21-93	Invoice prepared - submitted to finance dept.
+10	9-24-93	All records generated by and for the Mail Ballot Election are prepared for storage and stored until Division of Archives gives permission to destroy.



Item 8

PROCEDURE FOR MAIL BALLOT ELECTION  
HANDLING OF BALLOTS

1. Official ballots mailed to every qualified elector of the district.
2. Elector shall mark the ballot and place it in a secrecy envelope.
3. Elector shall place the secrecy envelope containing his ballot in a return/verification envelope and return it by mail or in person to Election Administrator.
4. When ballot is returned, election officials shall qualify the submitted ballots by examining the return/verification envelope to determine whether it is submitted by a qualified elector who has not previously voted.
5. To qualify the ballot, first check the register to see if voter is registered. Then compare the signature on the envelope with voter's signature. Initial that you checked this.  
~~Put initials below signature line--~~
6. Open the return/verification envelope and retain it as an ~~left side~~ official record. (keep alphabetized)
7. Remove and examine the secrecy envelope to determine if the ballot is valid pursuant to section 24.
8. If ballot is valid, stamp or write in the official register on the line of the voter's name, "Ballot rec'd (and the date)."
9. Deposit the unopened secrecy envelope containing the ballot into the official ballot box. (Box must be sealed and locked)
10. See instructions if the validity of the ballot is questioned.

**REMEMBER TO CANVASS THE VOTES OF THE ELECTION BEFORE SENDING THE MATERIALS TO TRI-county.**

Item 9

CONDUCTING A VOTE-BY-MAIL ELECTION

<u>Action By:</u>	<u>Action:</u>
Election Deputy	1. Sends Notice of Closing to newspaper 48 days prior to Election Day to be published 40 days prior.
District(s) Requesting Vote-By-Mail Election	2. Submits resolution calling for vote-by-mail election.
Election Deputy	3. Submits resolution to Prosecuting Attorney at least 45 days prior to Election Day.
Prosecuting Attorney	4. Writes ballot title for resolution. 5. Returns resolution and ballot title to Election Department
Election Technician	6. Inventories election supplies and orders needed materials at least 45 days prior to Election Day.
Election Supervisor	7. Meets with district(s) regarding procedures and materials.
Assistant Elections Supervisor	8. Notifies media of Vote-By-Mail election 42 days prior to Election Day. 9. Notifies district(s) of intent to conduct election by mail 40 days prior to Election Day.

- |                                                         |                                                                                                                         |
|---------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------|
|                                                         | 10. Sends notice of vote-by-mail and copy of resolution to Secretary of State 40 days prior to Election Day.            |
| Elections Technician                                    | 11. Receives proofs from printer for materials 40 days prior to Election Day.                                           |
| Assistant Elections Supervisor                          | 12. Prepares Election Worksheet and Task Checklists 35 days prior to Election Day.                                      |
|                                                         | 13. Contacts additional personnel needed 35 days prior to Election Day.                                                 |
|                                                         | 14. Reviews current Vote-By-Mail forms and makes revisions as necessary 35 days prior to Election Day.                  |
| Election Technician                                     | 15. Receives materials from printer 33 days prior to Election Day.                                                      |
| Elections Supervisor and Assistant Elections Supervisor | 16. Meet with Post Office to discuss mailing arrangements and mailing materials at least 33 days prior to Election Day. |
| Election Technician                                     | 17. Begins ballot assembly 30 days prior to Election Day. (WAC 434-36-090) (See PRO-1220, PRO-1221)                     |
| Election Deputy                                         | 18. Finishes processing new voter registration, transfers and cancellations at least 25 days prior to Election Day.     |
|                                                         | 19. Orders Central Services lists                                                                                       |

- |                                         |                                                                                                  |
|-----------------------------------------|--------------------------------------------------------------------------------------------------|
| Central Services                        | 20. Produces master list 22 days prior to Election Day.                                          |
| Election Technician                     | 21. Mails ballots 21 days prior to Election Day. (See PRO-1221)                                  |
| Assistant Elections Supervisor          | 22. Begins Ballot Receipt Procedures 2 days after ballot mailing. (See PRO-1230)                 |
| Elections Deputy                        | 23. Sends notice to Canvassing Board members of meeting dates.                                   |
| Elections Supervisor and Ballot Counter | 24. Sends Notice of Election to newspaper to be published six days prior to Election Day.        |
| Assistant Elections Supervisor          | 25. Conduct Logic and Accuracy Test 5 days prior to Election Day. (WAC 434-36-170)               |
| Elections Supervisor and Ballot Counter | 26. Conducts ballot opening on Election Day. (See PRO-670)                                       |
| Assistant Elections Supervisor          | 27. Submits ballots to Canvassing Board on Election Day. (See TSK-570)                           |
| Assistant Elections Supervisor          | 28. Counts ballots on Election Day but results not available until after midnight. (See PRO-745) |
| Assistant Elections Supervisor          | 29. Conducts last opening of ballots 8 days after Election Day.                                  |
| Assistant Elections Supervisor          | 30. Schedules and prepares for Canvassing Board meeting scheduled 9 days after Election Day.     |

**Election  
Supervisor and  
Ballot Counter**

31. Count ballots for final results 10 days after Election Day.

**Assistant  
Elections  
Supervisor**

32. Prepares Certification and gets Canvassing Board members to sign it.

33. Gives Certification to Elections Supervisor.

**Elections  
Supervisor**

34. Finishes Certification Process. (See TSK-880)

**Assistant  
Elections  
Supervisor**

35. Prepares Secretary of State report.

36. Sends report to Secretary of State (WAC 434-60-210)

37. Prepares and sends County Auditor's Report to Assessor.

37A. If election is for school district, also sends report to Superintendent of Public Instruction.

38. Sends copies of final results, County Auditor's Report, and Secretary of State Report to District(s).

39. Sends list of voters attempting to vote twice to Prosecuting Attorney.

40. Prepares and sends bill for election to Districts at least 30 days after Election Day.

ASSEMBLING VOTE-BY-MAIL BALLOTS

Action By:

Action:

Election  
Technician

1. Assembles needed materials:

Ballots  
Outer Envelopes  
Inner Envelopes  
Instructions  
Ballot Pages (If Applicable)  
Styluses  
Mailing Trays  
Band-aids  
Rubber Fingers  
Hand Lotion  
Precinct Summary List

2. Sets up three tables end to end for each assembly group.

Worker No. 1

3. Opens flaps of outer envelopes to aid in stuffing.

4. Gives envelopes to Worker No. 3.

Worker No. 2

5. Selects ballots of precinct or district to be stuffed.

6. Counts number of ballots needed according to Precinct Summary.

7. Folds ballots at perforation and gives ballots to Worker No. 3.

Worker No. 3

8. Places ballot inside inner envelope and passes it onto Worker No. 4.

Worker No. 4

9. Places ballot page behind ballot and passes it onto Worker No. 5.

- |              |                                                                                                             |
|--------------|-------------------------------------------------------------------------------------------------------------|
| Worker No. 5 | 10. Places inner envelope behind ballot page (or ballot if no ballot page) and passes it onto Worker No. 6. |
| Worker No. 6 | 11. Places instructions behind inner envelope and passes it onto Worker No. 7.                              |
| Worker No. 7 | 12. Clips Stylus onto materials and passes it onto Worker No. 8.                                            |
| Worker No. 8 | 13. Checks to be sure all materials are present in outer envelope and passes it onto Worker No. 9.          |
| Worker No. 9 | 14. Places all stuffed ballots in mail trays by precinct or district.                                       |

LABELING AND STUFFING VOTE-BY-MAIL BALLOTS

<u>Action By:</u>	<u>Action:</u>
Assistant Elections Supervisor	1. Orders postage check at least two weeks prior to mailing. 2. Orders labels by precinct (or district) one or two days before mailing.
Elections Technician	3. Sets up table in Stuffing Room: One table for checking labels, one table for sealing, one table for sorting, and one table for each stuffing team. 4. Places extra mail trays beside each stuffing team table.
Label Checker	5. Checks each precinct's (or district's) labels for obvious address problems. 6. Distributes labels to stuffing teams, each team receiving on entire precinct (or district). 7. Informs Runner of the precinct (or district) each team receives.
Runner	8. Finds and delivers the appropriate tray(s) of stuffed ballots and mailing envelopes to stuffing team.
Stuffing Team Member No. 1	9. Sticks mailing label on stuffed ballot and passes it onto Stuffing Team Member No. 2.



Stuffing Team  
Member No. 2

10. Places stuffed and labeled ballot into mailing envelope, making sure that label is visible through window.
11. Places ballot into mailing tray.

Sealing Crew  
Member No. 1

12. Gathers ballots from mailing trays.
13. Lays ballot out with gummed edge of flap exposed.

Sealing Crew  
Member No. 2

14. Moistens gummed flaps with envelope sealer.

Sealing Crew  
Member No. 3

15. Closes envelope flaps as each are moistened.

Runner

16. Gathers sealed ballots into trays and delivers them to the sorter.

Sorter

17. Sorts ballots by zip code, watching for mistuffed ballots.
18. Places ballots into trays by zip code and labels each tray.
19. Counts number of ballots in each zip code.
20. Gives numbers to Assistant Elections Supervisor.

Assistant  
Elections  
Supervisor

21. Fills out bulk mailing sheet using number of ballots in each zip code.
22. Sends copy of sheet to Central Services.

**Elections  
Supervisor,  
Assistant  
Elections  
Supervisor,  
and Elections  
Technician**

- 23. Deliver ballots to Post Office with bulk mailing sheet, and postage check.**

**PROCESSING RETURNED VOTE-BY-MAIL BALLOTS**

**Action By:**

**Action:**

**Assistant  
Elections  
Supervisor**

1. Orders terminals to be installed at least one month prior to sending ballots, if there are not terminals in Ballot Processing Room.

**Central  
Services**

2. Installs required terminals at least one day prior to sending ballots.

**Elections  
Technician**

3. Sets up tables in Ballot Processing Room at least one day prior to checking signatures: One table for sorting and counting, one table for terminals, and one table for each signature check station.
4. Removes voter registration card trays from file.
5. Arranges trays of cards at each signature check station.

**Assistant  
Elections  
Supervisor**

6. Gathers materials for checking signatures:  
Paper Clips  
Post-It Note Pads  
Extra Mail Trays  
Red and Black Pens  
Copies of Signature Check Task and  
Criteria

7. Gathers other materials:

Daily and Cumulative Report Forms  
Red and Black Pens  
Form Letters for unsigned ballots  
Blank Labels  
Mailing Envelopes  
Typewriter

8. Trains Signature Checkers.

Sorter

9. Sorts ballots and delivers to Signature Checkers when ballot arrive.

Signature Checkers

10. Alphabetizes the ballots received.

11. Pulls voter registration card for each ballot.

12. Compares signatures using Signature Check Criteria. (See Appendix)

12A. If ballots do not meet criteria, writes reason on post-it, and places ballot with voter registration card and post-it note attached in designated spot.

13. Places approved ballots into mail trays.

Creditor

14. Gathers checked ballots from mail trays.

15. Enters I.D. numbers into computer.

16. Places red slash through address label.

Assistant  
Elections  
Supervisor

17. Counts number credited for day and notes number for following day.
18. Places credited ballots into locked storage room.
19. Checks number listed on next day's report with number counted.
  - 19A. If numbers do not match, checks ballots to make sure some did not get credited.
20. Gathers problems ballots from signature check stations.
21. Prepares problem ballots and submits to Canvassing Board. (See TSK-570)
22. Sets up ballot opening as needed. (See PRO-670)

..SORTING AND COUNTING VOTE-BY-MAIL BALLOTS

When vote-by-mail ballots arrive by mail, the Sorter:

1. Gathers ballots from ballot box in Auditor's Office foyer each morning.
2. Separates mail ballots from undeliverable ballots.
3. Sorts ballots by district within categories and counts each group.
4. Fills out daily and cumulative reports and delivers copies to Election Supervisor and Auditor.
5. Files original reports in appropriate file.
6. Sorts ballots by signature check station and delivers ballots to each station.
7. Checks undeliverable ballots for addresses that ballots can be resent to.
8. Types new labels for ballots to be resent.
9. Sends ballot out a second time.

Item 10



106 Fourth Avenue East  
Polson, Montana 59860-2174

**LAKE COUNTY  
ELECTION ADMINISTRATOR**

(406) 883-7268  
FAX (406) 883-7283

MEMO

TO: ELECTOR  
FROM: KATHIE NEWGARD, ELECTION ADMINISTRATOR  
RE: Problem With Ballot

Your ballot envelope has been received in the election office at the Courthouse.

However, we have noted the problem as indicated:

- \_\_\_\_\_ Your envelope affidavit is not signed
- \_\_\_\_\_ The envelope does not contain the ballot
- \_\_\_\_\_ Your new signature does not match the one recorded on your registration card
- \_\_\_\_\_ Your ballot cannot be counted without the stub for identification
- \_\_\_\_\_ Other \_\_\_\_\_

Since your ballot cannot be counted without resolving the problem, please either come in to the courthouse office, or call us to discuss a solution. I know that you intend to vote in such a way that your ballot can be counted.

Your co-operation is appreciated in this matter before the election day.

Lake Co MT

Item 11

REPLACEMENT BALLOT REQUEST

I, \_\_\_\_\_, do hereby request a replacement ballot for the Mail Ballot Election to be held \_\_\_\_\_, 19 \_\_\_\_ in Lake County, Montana, for the following reason: (check one)

( ) I did not receive the ballot mailed to me

The ballot mailed to me has been:

( ) spoiled ( ) damaged

( ) lost ( ) destroyed

I hereby certify, under penalty of law, that the above information is true and correct, and that I understand attempting to vote more than once in any election is a violation of Montana election law.

Signature \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_  
The above-named individual has sworn to and subscribed before me that the information is true and correct and shall be (has been) issued a replacement ballot pursuant to Title 13, Chapter 19, MCA.

Signature of Issuing Officer \_\_\_\_\_

Position of Officer Issuing Oath \_\_\_\_\_

(If notary, include the following information:)

Notary Public for the State of Montana  
residing at \_\_\_\_\_, Montana.  
My commission expires \_\_\_\_\_  
19 \_\_\_\_.



Item 12

**COMMENTS, QUESTIONS, REMARKS LOG**

**OFFICE ERRORS AND/OR POSTAL ERRORS**

	<b>Total</b>
Did Not Receive Ballot	
Lost Or Spoiled Ballot	
Ballot Was Received Damaged	
No Ballot In Envelope	
Two Ballots In Envelope	
Instructions/Pencil Missing	
Secrecy Envelope Missing	
Affidavit Envelope Missing	

**VOTERS NEEDING ASSISTANCE**

Needed Help With Instructions	
Registration Questions	

**COMPLAINTS**

Voter Paying Postage	
Lack of Ballot Secrecy	
Whole Mail Ballot Concept	
No Poll To Attend	

**COMMENTS:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Item 13

**BALLOT SECURITY AND STORAGE**

Ballots may begin to be received as early as 15 days prior to the election. Standard security measures as in the normal absentee ballot process will be followed.

These ballots will be logged and stored securely in a metal cabinet located in the vault of the Auditor's Office.

Records will be kept as to who has access to any phase of the operation and storage.

At the end of each working day all ballots received that day will be logged and placed in storage.

Once the opening of ballots begins the exposed ballots are placed in aluminum ballot boxes and sealed, then placed in security.

The boxes remain sealed until opening for the actual count.

---

# **Appendix 3**

## **News Releases**

### **Orange County, Florida**

- Item 1. Election notice
- Item 2. Ballots mailed, English  
and Spanish

### **Douglas County, Nebraska**

- Item 3. News release

Item 1

**ELECTION NOTICE**

The City of Apopka will be conducting an all Mail Ballot Election on September 14, 1993 to determine whether or not the City Charter should be amended.

1. **WHO IS ELIGIBLE TO VOTE?** Only ACTIVE voters who live in the city
2. **WHAT is an ACTIVE VOTER?**
  - One registered to vote by 5 PM on or before Monday, August 16, 1993
  - One who has voted within the last two-year period
  - One who has told the Election Office of any changes
  - One who has not had any ELECTION OFFICE first class mail returned to that office by the Post Office as undeliverable.
3. **WHEN do you receive your ballot?**
  - Between August 25, 1993 and September 4, 1993.
  - Mail ballots will NOT be forwarded.
  - Anyone who will be out of the area during the balloting period may request an absentee ballot from the Supervisor of Elections.
4. **WHEN must the ballot be returned?**
  - Must be delivered to the Supervisor of Elections by 7 PM on September 14, 1993 (by mail or hand carried). Ballots may be hand carried to the Apopka City Clerk.
5. **WHERE do you return your voted ballot?**
  - Supervisor of Elections, 119 W. Kaley Street, Orlando, or delivered to the Apopka City Clerk, City Hall, 120 E. Main Street
6. **WHY didn't I receive a mail ballot?**
  - You may not be registered to vote in Orange County
  - You may not be an ACTIVE voter
  - Your address on file at the Election Office may not be in the City of Apopka
  - You may need to change your address with the Supervisor of Elections
7. **HOW do I get a mail ballot if I do not receive one?**
  - Call the Supervisor of Elections Office (836-2070) who will determine:
    - If you live in the city
    - If the election office has the right mailing address.
    - If you are an active registered voter (If your voter registration status is "inactive" you will need to make a written request for reinstatement).
8. **WILL the polling places be open?** NO!
9. **Do I need to have my signature on the mail ballot envelope witnessed?** NO!

Item 2

**BALLOTS MAILED FOR MAIL BALLOT ELECTION**

On August 25, 1993 ballots for the Special Mail Ballot Election on September 14, 1993 were mailed to all active registered voters in the City of Apopka.

If you live in the City and did NOT receive a mail ballot, contact the Office of the Supervisor of Elections (836-2070) to determine your eligibility.

**English and Spanish**

**Publish**

8-27

**BOLETAS ENVIADAS PARA LA ELECCION A TRAVES DEL CORREO**

En 25 de Agosto de 1993 las boletas electorales para La Elección Especial A Través del Correo del 14 de Septiembre, 1993 fueron enviadas a todos los votadores activos y registrados en la Ciudad de Apopka.

Si usted reside en la Ciudad y NO ha recibido una boleta por correo, favor de comunicarse con el Supervisor de Elecciones para determinar su elegibilidad.

Item 3

NEWS RELEASE - JUNE 1, 1994

\*\*\*\*\*  
\*\*\*\*\*

NOTICE is hereby given that a special election will be held September 13, 1994 for the Sanitary and Improvement Districts listed below.

The Douglas County Election Commissioner, Margaret A. Jurgensen, has announced that the election for the Board of Trustees in many Douglas County Sanitary and Improvement Districts (SIDs) will be held Tuesday, September 13, 1994. People who wish to file for trustee in their district may do so in person at the Election Commissioner's office in the Hall of Justice. Forms will also be available at the Northwest Branch office. Deadline for filing is Monday July 25, 1994, by 5:00 pm in the Election office in the courthouse as well as the Northwest branch election office..

In accordance with the provisions LB 587, ballots will be mailed to the property owners in each Sanitary and Improvement District scheduled for an election. They will be mailed by August 24, 1994, and must be returned and received by the Election Commissioners office no later than Thursday, September 15, 1994 at 10:00 am, to be counted.

Contact the Chief Deputy Election Commissioner, Arlene V. Steier, if you have questions regarding filing for office or regarding the election process for SIDs.





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# Appendix 4

## **Ballot Materials**

### **Voter Instructions**

- Item 1. Alpine County, CA
- Item 2. Douglas County, NE
- Item 3. Douglas County, NE, SID ballots
- Item 4. Douglas County, WA
- Item 5. Thurston County, WA

### **Envelopes**

- Item 6. Montana, prescribed formats for mail, return, and secrecy envelopes
- Item 7. Douglas County, WA, actual formats for mail, return, and secrecy envelopes

### **Other**

- Item 8. Orange County, FL, mail ballot
- Item 9. Lake of the Woods County, MN, slim pencil on card
- Item 10. Adams County, ND, application card for mail ballot
- Item 11. Thurston County, WA, voter poll

Item 1

**Dear Voter:**

Pursuant to Section 1005 of the California Elections Code, your precinct has been declared an all-mail-ballot election precinct for the June 7, 1994 Direct Primary Election.

### INSTRUCTIONS FOR VOTING

Inside the gray secrecy envelope is your official absentee ballot. Also included is an identification/return envelope to be used for the return of your voted ballot. **POSTAGE IS PREPAID.**

**PLEASE READ THE BALLOT INSTRUCTIONS ON THE GRAY ENVELOPE CAREFULLY BEFORE PROCEEDING.** When you have completed marking your ballot:

1. Remove stub from ballot card; return the ballot card to the gray secrecy envelope.
2. Place the gray secrecy envelope in the Identification/Return Envelope.
3. **COMPLETE AND SIGN** (at the red arrow) the Declaration on the back of the Identification/Return Envelope.

**REMEMBER...YOUR VOTE CANNOT BE COUNTED IF YOU NEGLECT TO COMPLETE AND SIGN THE BACK OF THE I.D. ENVELOPE.**

**VOTED BALLOTS MUST BE RETURNED AS FOLLOWS ON OR BEFORE 8:00 P.M. ELECTION DAY:**

1. **BY MAIL** -- Return postage is provided.
2. **BY PERSONALLY DELIVERING** to the County Clerk's Office located in the County Administrative Office Building, Markleeville, **ON OR BEFORE 8:00 P.M. ELECTION DAY.\***

**\*For those persons desiring to cast their vote on election day, please see the following page.**

**\*\*\*\*\*IMPORTANT\*\*\*\*\***

If a voter becomes ill or disabled and unable to return the voted ballot they may designate a spouse, child, parent, grandparent, grandchild, brother or sister to return the ballot. If this is the case, the voter **MUST** designate the person returning the ballot and sign the back of the return envelope in the specified area. The voter must also complete **ALL** portions of the return envelope. **PLEASE REMEMBER...Third parties, unless specified above, are not permitted to collect, mail or deliver voted ballots.**

## VOTING ON ELECTION DAY

For those persons desiring to cast their vote on election day, the following U.S. Postal Service collection boxes or neighborhood collection boxes will be available for depositing of voted ballots. Pick-up, at the specified boxes, will be at 8:00 p.m. on election night (close of polls) by authorized personnel for delivery to the Office of the County Clerk for processing and tabulation.

1. **Post Office, Markleeville.** Post Office collection box is located in front of building.
2. **Sierra Pines,** located on Hwy 89 between Markleeville and Woodfords. Post Office collection box is located on porch area of Deli.
3. **Alpine Village** neighborhood collection box outgoing mail slot, located at the corner of Highway 89 and Barber Road, across the highway from the Woodfords Inn.
4. **Woodfords Station,** located at the intersection of Highways 89 and 88, Woodfords. Post Office collection box is located at the entrance of the store.
5. **Hope Valley Resort, Hope Valley.** Post office collection box is located at the entrance of the store.
6. **Mesa Vista** neighborhood collection box outgoing mail slot, located in Mesa Vista Subdivision on Carson View Road.
7. **Woodfords Indian Community** neighborhood collection box outgoing slot, located at the Community Center, Washoe Blvd.
8. Drop-box located upstairs at the **Bear Valley Sheriff's Substation, Bear Valley.**

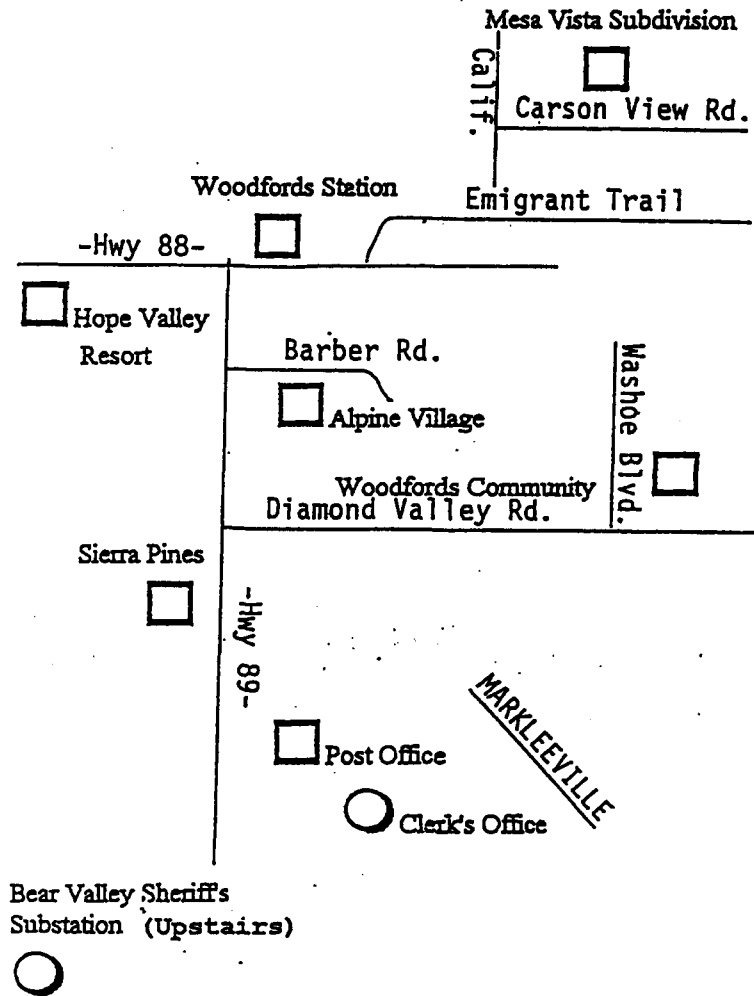
or

**BY PERSONALLY DELIVERING** to the County Clerk's office located in the County Administrative Office Building, Markleeville, ON OR BEFORE 8:00 P.M. ELECTION DAY.

# MAP\*

☐ U.S. POSTAL SERVICE COLLECTION  
BOXES/NEIGHBORHOOD COLLECTION BOXES.

○ OTHER BALLOT DROP OFF LOCATIONS.



\*Map not to scale.

Item 2

Douglas County

Margaret A. Jurgensen  
Election Commissioner



402-444-7200

Election Commission

Arlene V. Steier  
Chief Deputy

## DIRECTIONS

### For Sanitary & Improvement District Election by Mail

- 1.) Mark an "X" in the box  beside the name of the person for whom you wish to vote.
- 2.) For write-in candidates, write in both the NAME and ADDRESS and an "X" in the adjacent box . **Write-ins without both name and address and an "X" will not be valid.**

*(To be an eligible candidate, a person must be a property owner in the district.)*

- 3.) **A person may only be elected from either Ballot #1 OR Ballot #2.** Votes cast for the same person on both ballots will not be counted together.
- 4.) If you own more than one lot or more than one acre of unplatted land in this SID you are entitled to vote on BALLOT #2, times that number.  
A "times the number of lots or acres" (X \_\_\_) will be marked on the top of your BALLOT #2: i.e. if you own 2 lots in this SID, your BALLOT #2 will be marked "X 2". If you are to elect 3 people on this ballot, each of the three people you vote for will receive 2 votes.

- 5.) After marking your ballot(s), please fold in half and place it in the Ballot Security Envelope (smaller, white envelope printed in blue ink), and seal. **Place the NUMBER of your Sanitary and Improvement District on the outside of this envelope.** (S.I.D. numbers are found on the address label of the manila envelope.)

Persons or corporations owning property in more than one SID should place each SID ballot in its own separate security envelope and then in its own return envelope corresponding with that SID number.

- 6.) Place the completed Ballot Security Envelope inside the manila return envelope (printed in Black Ink) and seal. SIGN YOUR FIRST AND LAST NAME, in the space provided, beneath your identification mailing label. **YOUR BALLOT WILL NOT BE ACCEPTED WITHOUT THE SIGNATURE OF THE PROPERTY OWNER OF RECORD.** If your name is on the deed, but not on the label, and the label has a name with an "et al" listed, you (the property owner) are entitled to sign and vote.

*In the case of a corporation or partnership, please sign your name for "the name of said company".*

- 7.) Place a stamp on your pre-addressed Ballot Return Envelope and return by mail to the Douglas County Election Commission.

**Under NEBRASKA STATE LAW, SID Election date is Tuesday, September 13, 1994. DEAD-LINE for receipt of these ballots, by mail only, is Thursday, September 15, 1994 at 10:00 A.M. NO BALLOTS WILL BE ACCEPTED AFTER THAT TIME.**

If you have any questions or problems call Arlene Steier or Otto West at 444-7141.

Item 3 **BALLOT NO. 1**  
**RESIDENT PROPERTY OWNERS**  
**SANITARY & IMPROVEMENT DISTRICT**  
**NO. 142**

ELECTION OF TRUSTEES  
September 13, 1994

For Members of the Board of Trustees  
VOTE FOR NO MORE THAN THREE

- Joseph P. Reeves  
5139 Raven Oaks Dr. 68152
- Janet I. Pinaire  
9211 Raven Oaks Dr. 68152
- Craig Selgh  
9212 Raven Oaks Dr. 68152
- \_\_\_\_\_  
Addr \_\_\_\_\_
- \_\_\_\_\_  
Addr \_\_\_\_\_
- \_\_\_\_\_  
Addr \_\_\_\_\_
- 
- 
- 
- 

This ballot shall be voted only by a  
property owner **RESIDING WITHIN**  
the boundaries of the district.

**WRITE-IN VOTES ARE PERMITTED.**  
Candidate's address must appear on  
the ballot!

**MARK WITH AN**

**BALLOT NO. 2**  
**ALL PROPERTY OWNERS**  
**SANITARY & IMPROVEMENT DISTRICT**  
**NO. 142**

ELECTION OF TRUSTEES  
September 13, 1994

For Members of the Board of Trustees  
VOTE FOR NO MORE THAN TWO

- Mark A. Ryan, AIA  
9030 Raven Oaks Dr. 68152
- Del Murphy  
5119 Raven Oaks Dr. 68152
- David G. Johnson  
8928 No. 56 Ave. Cir. 68152
- \_\_\_\_\_  
Addr \_\_\_\_\_
- \_\_\_\_\_  
Addr \_\_\_\_\_
- 
- 
- 
- 
- 

This ballot shall be voted only by any  
person **OWNING PROPERTY**  
**WITHIN** the district, regardless of  
residence.

**WRITE-IN VOTES ARE PERMITTED.**  
Candidate's address must appear on  
the ballot!

**MARK WITH AN**

Item 4

## VOTE-BY-MAIL ELECTION INSTRUCTIONS

Douglas County, Washington

### YOUR VOTING PACKET CONTAINS:

1. Official Mail Ballot
2. Pink Security Envelope for securing official mail ballot.
3. Tan Return Envelope with affidavit. You **MUST** sign the voter's affidavit.

### TO VOTE:

1. Locate the Candidate or issue response of your choice and fill in the "bubble" next to the desired response like this ●.  
Do not make a check mark or an "X"; fully color in the "bubble".
2. Your ballot must be marked in secret and shown to no one.

### WHEN YOU HAVE FINISHED VOTING:

1. Place ballot into Security Envelope and seal it. *Make no marks on your ballot or on the security envelope.*
2. Place Security Envelope inside Tan Return Envelope. Seal the Tan Return Envelope.
3. Read and **SIGN** the voter's affidavit on the Tan Return Envelope. All signatures will be verified against voter registration cards.
  - Your Tan Return Envelope **MUST BE SIGNED** in order for your ballot to be counted.
  - If you are unable to sign, you may mark the envelope with an "X" and have two witnesses sign next to your mark. Power of attorney is not applicable to mail-in voting.
  - Only one ballot may be enclosed in the signed Tan Return Envelope.

### RETURNING YOUR BALLOT BY MAIL OR IN PERSON:

- Returning your ballot by mail: Place \$0.29 first class postage on the Tan Return Envelope. Your ballot must be postmarked no later than September 20th. We suggest you mail your ballot by Monday, September 19th or sooner to insure a valid postmark.
- Returning your ballot in person by 8:00 PM on September 20th, Election Day: Ballots may be deposited in the Douglas County Auditor's Office in Waterville or annex office in East Wenatchee at any time during normal business hours prior to the day of election, and from 7:00 AM to 8:00 PM on Election Day, September 20th at the following designated drop-off points:

Auditor's Office • Auditor's Annex Office • Coulee Dam City Hall • Bridgeport City Hall  
Waterville                      East Wenatchee                      Coulee Dam                      Bridgeport

**NO POLLING PLACES WILL BE OPEN ON ELECTION DAY  
PLEASE RETURN YOUR BALLOT AS SOON AS POSSIBLE**

INSTRUCTIONS CONTINUED ON OTHER SIDE

**VOTE-BY-MAIL ELECTION INSTRUCTIONS CONTINUED**

**REPLACEMENT BALLOTS:** If your ballot is damaged, destroyed, or lost, a replacement ballot may be obtained at the Douglas County Auditor's Office in Waterville until 8:00 PM on September 20, Election Day.

**QUESTIONS:** If you have any questions, call the Elections Dept. at 884-9403 or 745-8527.

**WOULD YOU LIKE TO CONTINUE TO VOTE BY MAIL?**

Complete the application below and place it in the Tan Return Envelope next to the SEALED Pink Security Envelope. (DO NOT seal the application in the Pink Security Envelope.) We will place you on permanent/all future elections mail-in status. Your ballot will be mailed to you approximately twenty days before each election.

**VOTER NAME** \_\_\_\_\_ **DATE OF BIRTH** \_\_\_\_\_

**RESIDENCE ADDRESS** \_\_\_\_\_

**CITY/STATE/ZIP** \_\_\_\_\_



**MAILING ADDRESS** \_\_\_\_\_

(If different from above)

**CITY/STATE/ZIP** \_\_\_\_\_

**SIGNATURE** \_\_\_\_\_

**DAYTIME TELEPHONE** \_\_\_\_\_



## ELECTION DAY AND VOTING INFORMATION

### VOTING WITH MAIL-IN BALLOTS:

The 1994 Primary Election is a Vote-By-Mail election. All precincts in Thurston County will be participating in this election. This type of election allows you the convenience of voting at home and simply returning your ballot by mail. Ballots must be voted and postmarked no later than Election Day, September 20, 1994. However, if you are unable to return your ballot by mail, or prefer to deliver it in person, you may return your completed ballot to the Thurston County Auditor's Office. The Auditor's Office is located in the Thurston County Courthouse, Building 1, 2000 Lakeridge Dr. SW, Olympia. Office hours are from 8:00 a.m. to 5:00 p.m., Monday through Friday, until September 20th. On election day, September 20th, the Auditor's Office will be open between 7:00 a.m. and 8:00 p.m. to accept your ballot.

*No polling places will be open on election day.  
Only locations listed below will accept your ballot.*

### ELECTION DAY DROP-OFF SITES:

For your convenience, we have arranged for ballot drop-off sites throughout the county. You may drop your ballot off at any of the listed sites on Election Day only.

**On Election Day only - September 20, 1994**, the following drop-off locations will accept your ballot between 7:00 a.m. and 8:00 p.m.:

Olympia Area:	Thurston County Auditor's Office, above address Olympia City Hall, 900 Plum St. SE
Lacey Area:	Lacey Timberland Library, 500 College St. SE
Tumwater Area:	Tumwater City Hall, 555 Israel Rd. SW
Northeast County:	South Bay Elementary School, 3845 Steeler-Kinney Rd. NE
Yelm Area:	Yelm City Hall, 105 Yelm Ave. W
Rainier Area:	Rainier Elementary School, 306 Second St. W
Tenino/Bucoda Area:	Tenino Elementary School, 301 Old Hwy. 99 N
Rochester Area:	Fire District #1 Station, (Rochester) 18346 Albany St. SW
Steamboat Island Area:	Fire District #13 Station, (Griffin) 3707 Steamboat Island Lp. NW

### REPLACEMENT BALLOTS:

If your ballot is damaged, destroyed, or lost, a replacement ballot may be obtained at the Thurston County Auditor's Office in the Thurston County Courthouse up to 8:00 p.m. on Election Day, September 20th.

If you have any questions please call the Elections Department at:  
786-5408 or 1-800-624-1234 ext. 5408.

*If you did not receive a ballot and you are a registered voter, please contact the  
Thurston County Auditor's Office immediately.*

**PRESCRIBED FORM OF THE FRONT SIDE OF THE ADMINISTRATION  
REQUIRED UNDER 44.9.401, ADMINISTRATIVE RULES OF MONTANA**

Item 6

4 1/4"

9 5/8"

Presorted  
First Class Mail  
U. S. Postage-Paid  
Capitol, MT  
Permit No. 999

**CAPITOL COUNTY ELECTION ADMINISTRATOR**  
1234 1st Street  
Clark, MT 59000

**DO NOT FORWARD**  
Return to Sender • Return Postage Guaranteed

**OFFICIAL BALLOT - DO NOT DELAY**

(WINDOW)

**PRESCRIBED FORM OF THE FRONT SIDE OF THE RETURN ENVELOPE  
ENVELOPE REQUIRED UNDER 44.9.402, ADMINISTRATIVE RULES OF MONTANA**

4/4

9 10/16

**CAPITOL COUNTY ELECTION ADMINISTRATOR  
1234 1st Street  
Clark, MT 59000**

**POSTAL CARRIER: OFFICIAL BALLOT - DO NOT DELAY**

Place  
Sufficient  
Postage  
Here  
(1st Class)

**CAPITOL COUNTY ELECTION ADMINISTRATOR  
1234 1st Street  
Clark, MT 59000**

**POSTAL CARRIER: DO NOT DELIVER TO THIS ADDRESS**  
(See other side)

**VOTER'S AFFIDAVIT**

I, the undersigned, hereby swear/affirm that I am registered to vote in Montana or that I am entitled to vote in this election because of special provisions; that I have not voted another ballot; and that I have completed this ballot in secret. I understand that attempting to vote more than once is a violation of Montana election laws. I further understand that failure to complete the information below will invalidate my ballot.

**SIGN HERE**

( LABEL )

Signature of Elector \_\_\_\_\_ Today's Date \_\_\_\_\_

**PRESCRIBED FORM OF THE FRONT SIDE OF THE SECRECY ENVELOPE  
REQUIRED 44.9.403, ADMINISTRATIVE RULES OF MONTANA**

**BALLOT SECRECY ENVELOPE**

Do not write on nor make any other mark  
of identification on this envelope.

**DIRECTIONS TO VOTERS**  
After you have marked your ballot,  
seal in this envelope.

Do not write on or make any mark of identification  
on this envelope; otherwise, the secrecy of your  
ballot will be lost.

After you have sealed your ballot in this envelope,  
put this Ballot Secrecy Envelope in the envelope  
that has the Voter's Affidavit and is addressed to  
your county election administrator.

**CAUTION TO VOTERS**

Be sure to return your ballot  
no later than the day of the election.

**BETTY T. LUND**  
**RAVALLI COUNTY ELECTION ADMINISTRATOR**  
COURTHOUSE, BOX 5002  
HAMILTON, MONTANA 59840-2805

**OFFICIAL BALLOT**

BULK RATE  
U.S. POSTAGE  
PAID  
Permit No. 58  
Hamilton, MT

**DIRECTIONS TO VOTERS**

After you have marked your ballot  
seal in this envelope.

Do not write or make any mark of identification  
on this envelope, otherwise the secrecy of your  
ballot will be lost.

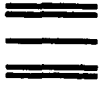
After ballot has been sealed in this envelope —  
place same in the envelope containing printed af-  
fidavit and addressed to your County Election Ad-  
ministrator.

**CAUTION TO VOTERS**  
BE SURE TO RETURN  
NO LATER THAN DAY OF ELECTION

**BALLOT SECRECY ENVELOPE**

Do not write or make any other mark  
of identification on this envelope.

Place  
First-  
Class  
Postage  
Here.



From: \_\_\_\_\_  
\_\_\_\_\_  
Check here if this is a new address:

BETTY T LUND  
RAVALLI COUNTY ELECTION ADMINISTRATOR  
COURTHOUSE BOX 5002  
205 BEDFORD ST  
HAMILTON MT 59840-2853



**VOTER'S AFFIDAVIT**

I, the undersigned, hereby swear/affirm that I am registered to vote in Montana or that I am entitled to vote in this election because of special provisions; that I have not voted another ballot; and that I have completed this ballot in secret. I understand that attempting to vote more than once is a violation of Montana election laws. I further understand that failure to complete the information below will invalidate my ballot."

**SIGN  
HERE**



(signed) \_\_\_\_\_  
(Signature of Voter)

**LAURIE EVENHUS**  
Douglas County Auditor  
PO Box 456  
Waterville WA 98858-0456

REGISTERED  
BULK MAIL  
U.S. POSTAGE PAID  
WATERVILLE, MA  
PERMIT NO. 21

# **OFFICIAL BALLOT - DO NOT DELAY**

*Important: Ballot Enclosed*

**Do Not Forward - Return To Sender  
Address Correction Requested  
Return Postage Guaranteed**

**VOTE AND RETURN PROMPTLY**



**POSTMASTER — OFFICIAL BALLOT**

**— DO NOT DELAY —**

**MAILING ENVELOPE**



FIRST  
CLASS  
STAMP  
REQUIRED

**LAURIE EVENIUS**  
Douglas County Auditor  
PO Box 456  
Waterville WA 98858-0456



**SIGN  
HERE**



**IMPORTANT: Failure to Sign and Date**  
the oath below may invalidate your ballot.  
First Class postage is required.

From

*Joe Voter*

I, the undersigned, hereby state that I am a registered voter in Washington; that I am entitled to vote in this election; that I have not voted another ballot; and that I have completed this ballot in secret. I further understand that any person attempting to vote when he or she is not entitled or who falsely signs this affidavit shall be guilty of a felony, punishable by imprisonment of not more than five years or a fine of not more than ten thousand dollars, or both such fine and imprisonment.

(signed) \_\_\_\_\_ (date of oath) \_\_\_\_\_ (today's date) \_\_\_\_\_

**POSTMAN: DO NOT DELIVER TO THIS ADDRESS**  
SEE OTHER SIDE

**DIRECTIONS TO VOTERS**

After you have finished voting, your ballot should be placed in this envelope.

Do not write or make any mark of identification on this envelope, otherwise the secrecy of your ballot will be lost.

After the ballot has been sealed in this envelope, place it in the mailing envelope containing the printed affidavit and addressed to your County Auditor.

**CAUTION TO VOTERS**

**BE SURE TO MAIL**

**NO LATER THAN DAY OF ELECTION**

Item 8  
OFFICIAL BALLOT  
CITY OF APOPKA, FLORIDA  
REFERENDUM ELECTION  
SEPTEMBER 14, 1993

BALOTA ELECTORAL OFICIAL  
LA CIUDAD DE APOPKA,  
FLORIDA  
ELECCION DEL REFERENDUM  
EL 14 DE SEPTIEMBRE DE 1993

If you tear, deface or wrongly mark  
this ballot, return it and get another.  
Mark with Pencil or Pen (No Red Ink)

TO VOTE, FIND THE BROKEN ARROW  
POINTING TO YOUR CHOICE ← →  
THEN FILL IN CENTER TO MAKE ARROW  
WHOLE, LIKE THIS: ← →

Si usted rompe, estropea o incorrectamente  
marca esta balota, devuelva y pida otra.  
Marque con Lápiz o Tinta (No Tinta Roja).

PARA VOTAR, BUSQUE LA FLECHA  
QUEBRADA QUE SEÑALA SU ELECCION  
← → LUEGO RELLENE EL CENTRO  
PARA JUNTAR LA FLECHA DE ESTE  
MODO: ← →

NO. 1

CITY CHARTER AMENDMENT:  
PROPOSING A REVISED AND  
UPDATED CITY CHARTER

Should the Apopka City Charter be  
amended, as proposed in Ordinance No.  
781, amending the entire City Charter ex-  
cept for boundaries, providing for corpo-  
rate existence, form of government,  
boundary, and power; providing for a  
Mayor-Council form of government; pro-  
viding duties of Mayor as Chief Executive  
Officer; updating and modernizing the  
Charter; providing four year terms for  
Mayor and Commissioners; providing for  
change in General Provisions; and provid-  
ing for Transition Schedule, Effective  
Date and Severability?

REFORMA A LA CARTA  
CONSTITUCIONAL DE LA CIUDAD:  
PROPONIENDA UNA CARTA  
CONSTITUCIONAL DE LA CIUDAD  
REVISADA Y PUESTA AL DIA

Debería la Carta Constitucional de la  
Ciudad de Apopka ser reformada, así  
como propuesta en la Ordenanza Num.  
781, reformando a toda la Carta Constitu-  
cional de la Ciudad excepto por los límit-  
es, proveyendo la existencia incorporada,  
forma de gobierno, límite, y poder;  
proveyendo una forma de gobierno d Al-  
calde-Consejo; proveyendo los cargos  
del Alcalde como Jefe Ejecutivo Oficial;  
poniendo al día y modernizando la Carta  
Constitucional de la Ciudad; proveyendo  
terminos de cuatro años para el Alcalde y  
los Comisionados; proveer por cambio en  
Provisiones Generales; y proveer por la  
Planilla de Transición, Fecha de Vigen-  
cia, y Divisibilidad?

Yes for Approval ← →

Sí para Aprobación ← →

No for Rejection ← →

No para Rechazar ← →

0195

STUB 2  
OFFICIAL MAIL BALLOT  
APOPKA, FLORIDA  
SEPTEMBER 14, 1993

STUB 1  
OFFICIAL MAIL BALLOT  
APOPKA, FLORIDA  
SEPTEMBER 14, 1993

0195

Item 3

PLEASE!!!

1. Use the special election pencil enclosed or a soft No. 2 lead pencil to mark ballots. Vote by connecting the arrows.
2. Fold ballots on existing crease lines before placing in the brown secrecy envelope.
3. Read the enclosed instructions to Mail Ballot voters carefully before voting.



**IMPORTANT!**  
ELECTION INFORMATION

ADAMS COUNTY AUDITOR  
BOX 589  
HETTINGER, ND

**APPLICATION FOR MAIL BALLOT**

I, \_\_\_\_\_, am or will be a duly qualified  
PLEASE PRINT NAME  
 elector and to my best knowledge and belief, am or will be entitled to vote at the  
 primary election. I hereby apply for an official mail ballot to be voted at that elec-  
 tion. I understand that it is a criminal offense to knowingly vote when not qualified  
 to do so. I have or will have resided at the below address for at least thirty days  
 before the election. My phone number is \_\_\_\_\_.

Dated this \_\_\_\_\_ of \_\_\_\_\_, 1994.

\_\_\_\_\_  
 Signature of applicant

\_\_\_\_\_  
 Mailing address

\_\_\_\_\_, ND  
 (City) (Zip Code)

I am a resident of \_\_\_\_\_ city and am entitled to vote in the City election.

Dear Voter,

The 1994 Primary Election will be conducted by mail, and your application form is attached. Please sign and return it immediately. Your ballot will be sent to you along with instructions for voting. If you are a resident of a CITY, please indicate on the card and you will receive a ballot that provides for your City's election.

If, for some reason, you do not want to vote in this manner, one polling place at the Adams County Courthouse will be open on Election day.

If you have family members, or friends, who are eligible to vote and did not receive a card, please call us at 567-4363.

Thank you for your prompt response.

Betty Svihovec  
Adams County Auditor



USA 19

**ADAMS COUNTY AUDITOR**

**BOX 589**

**HETTINGER, ND 58639**

## YOUR COMMENTS COUNT FOR THE SEPTEMBER 20, 1994, PRIMARY ELECTION

The 1994 Primary Election is the first *partisan, vote-by-mail* Primary Election in United States history. Our experience has shown that conducting elections by mail significantly increases Thurston County's traditional turn-out while saving your tax dollars. More importantly, it promotes a better informed electorate.

The Primary Election Voters' Pamphlet is yet another first for Thurston County and Washington State. It is an experimental project that stemmed directly from a questionnaire included in the 1993 General Election Voters' Pamphlet. Thank you for your thoughts and remember, *your comments count!*

### IN AN EFFORT TO BETTER SERVE YOU, PLEASE SHARE YOUR COMMENTS REGARDING THIS ELECTION WITH OUR OFFICE.

- |                                                                                                                                                                                                  | YES                      | NO                       |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|--------------------------|
| 1. Is the vote-by-mail process appropriate for partisan primary elections?                                                                                                                       | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. Was receiving your ballot in the mail preferable to voting at a poll site?                                                                                                                    | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. Would you like to see more vote-by-mail elections in the future?                                                                                                                              | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. Did the pamphlet, in conjunction with the media coverage (newspapers, TCFV Voters' Video Guide, etc.), provide adequate information on the candidates, issues, and the vote-by-mail election? | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. Did the questionnaire format for candidate statements provide adequate information?                                                                                                           | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. Did you like the different candidate statement formats (questionnaire vs. traditional statements) for the primary and general election pamphlets?                                             | <input type="checkbox"/> | <input type="checkbox"/> |
| 7. Would you like to continue receiving voters' pamphlets for primary elections?                                                                                                                 | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. What suggestions do you have for improving the vote-by-mail process or the voters' pamphlet?                                                                                                  |                          |                          |

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You may include your responses with your Mail-In Ballot or mail them directly to: Thurston County Auditor, c/o Your Comments Count, 2000 Lakeridge Dr. SW, Olympia WA 98502.

OPTIONAL: Name: \_\_\_\_\_

Address: \_\_\_\_\_

City/Zip: \_\_\_\_\_

Printed on Recycled Paper 





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# **Appendix 5**

**Statistical Information  
About Local Jurisdictions**

**APPENDIX 5  
STATISTICAL INFORMATION ABOUT LOCAL JURISDICTIONS**

	<b>Total Number of Registered Voters</b>	<b>Number of Precincts</b>	<b>Number of Registered Voters per Precinct</b>	<b>Voting System Used for All-Mail-Ballot Elections</b>
<b>ST/CO</b>				
<b>California</b>				
Alpine	819	5	95-202	Datavote
San Diego	1,200,000	1,500	max 1000	Votomatic
Stanislaus	182,000	280	max 1000	punch card
<b>Florida</b>				
Broward	661,580	597	5-3164 ave 1000	Votomatic
Collier	NA	NA	NA	NA
Orange	305,440	204	406-1966	IV-C
Santa Rosa	55,440	30	95-3237	Datavote
<b>Kansas</b>				
Sedgwick	203,000	257	ave 800	paper
<b>Minnesota</b>				
Carlton	17,130	37	NA	optical scan
Kittson	3,395	37	16-472	paper
Lake of Woods	2,351	14	57-345	optical scan
<b>Missouri</b>				
Adair	15,765	16	121-1974	paper or punch card
Maries	5,596	10	191-1512	Opti-Scan
St. Charles	125,078	130	55-2100; ave 800-1000	punch card

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**STATISTICAL INFORMATION ABOUT LOCAL JURISDICTIONS (CONTINUED)**


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	Total Number of Registered Voters	Number of Precincts	Number of Registered Voters per Precinct	Voting System Used for All-Mail-Ballot Elections
<b>ST/CO</b>				
<b>Montana</b>				
Cascade	45,738	37	50-2900	paper
Fergis	7,656	15	NA	paper
Lake	13,430	22	258-897	optical scan
Lincoln	10,500	24	120-1100	paper
Ravalli	20,000	18	237-2800	paper
<b>Nebraska</b>				
Douglas	241,366	381	ave 633	paper
<b>Nevada</b>				
Lander	2,840	7	72-594	Datavote
<b>New Mexico</b>				
Chaves	23,000	51	53-825	Optech
Otero	20,545	40	25-1001	Optech
San Juan	39,085	83	varies	Optech
<b>North Dakota</b>				
Adams	1,800 <sup>1</sup>	3	NA	paper with scanner pen
Renville	2,200 <sup>1</sup>	5 <sup>2</sup>	NA	paper with scanner <sup>3</sup>
<b>Washington</b>				
Cowlitz	42,000	92	ave 400-450	optical scan
Douglas	14,603	45	18-750	mark sense
Ferry	3,500	14	17-500	paper
Island	34,000	60	ave 490	punch card
San Juan	8,636	17	50-800+	optical scan
Thurston	106,000	262	2-600	punch card
Wahkiakum	2,226	11	100-308	paper

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**LOCAL JURISDICTIONS (CONTINUED)**


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ST/CO	Signature Scanning (Yes/No)	Bar Coding (Yes/No)	First All-Mail Election	
			Date	Description
<b>CA</b>				
Al	N	N	1993	Countywide special
SD	Y	Y	1981	Citywide referendum
St	Y	Y	1987	Ch.amend.& nonpart.cands
<b>FL</b>				
Br	Y	OCR <sup>4</sup>	1991	Spec.dist.tax referendum
Co	NA	NA	1989	Municipal annexation
Or	Y	Y	1993	City ch. revision refer.
SR	Y	N	NA	City annex., 18 voters
<b>KS</b>				
Se	N	Y	1984	School bonds
<b>MN</b>				
Ca	N	N	1992	Township candidates
Ki	N	N	1988	6 precincts, Prim & Gen
LW	N	Y	1988	County liquor question
<b>MO</b>				
Ad	N	N	1988	School levy
Ma	N	N	1993	One issue, 83 voters
SC	N	N	1993	One issue, 50 voters
<b>MT</b>				
Ca	Y	N	1994 <sup>5</sup>	Bond election, 50 voters
Fe	N	N	1991	Nonpartisan candidates
La	N	N	NA	Special districts
Li	N	N	1994 <sup>5</sup>	Special districts
Ra	NA	N	1985	Special dist. candidates

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**LOCAL JURISDICTIONS (CONTINUED)**


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ST/CO	Signature Scanning (Yes/No)	Bar Coding (Yes/No)	First All-Mail Election	
			Date	Description
<b>NE</b>				
Do	Y 96	Y 95	1986	Special dist. candidates
<b>NV</b>				
La	N	N	1993	Countywide hospital bonds
<b>NM</b>				
Ch	N	N	1985	Special district fire tax
Ot	N	Y	1989	Countywide jail bonds
SJ	N	N	1990	Bond issue, museums
<b>ND</b>				
Ad	N	Y	1994	Countywide
Re	N	N	1990	Countywide, state primary
<b>WA</b>				
Co	Y	N	1994	Countywide primary
Do	Y	N	1991	Special, city candidates
Fe	N	N	1994	Countywide primary
Is	N	N	1994	Sch.dist.nonpart.cands.
SJ	Y	Y 95	1980's	School election
Th	Y	N	1985	Special district issue
Wa	N	N	1994	Countywide primary

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**LOCAL JURISDICTIONS (CONTINUED)**

ST/CO	Average Mail Election		Cost of Mail Election	
	Voter Turnout	Undeliverable Ballots Returned	Total	Per Vote
<b>CA</b>				
Al	Higher	NA	Lower	NA
SD	Higher	9.2%	25% lower in 1981	NA
St	45%	12%	50% lower	
<b>FL</b>				
Br	Higher	8-10%	Same	NA
Co	40-75%	NA		
Or	26%	5%	\$7,611.23	\$4.83
SR	NA	NA	NA	NA
<b>KS</b>				
Se	64-78%	2-16%	NA	\$0.70
<b>MN</b>				
Ca	Higher?	5%	Lower	\$1.77
Ki	Higher	2.7%	\$162	NA
LW	30% Up	3%	\$1,525.00	\$1.12
<b>MO</b>				
Ad	Higher	NA	Higher?	NA
Ma	Lower	NA	Much higher	NA
SC	62-81%	8%	Lower	NA
<b>MT</b>				
Ca	75%	19.3%	Higher?	NA
Fe	54-93%	0-30%	20% lower	NA
La	Higher	NA	Small-lower Large-higher	NA
Li	Higher	0.5%	Lower	NA
Ra	38+%	15-20%	Small-lower Large-higher	\$0.50

**LOCAL JURISDICTIONS (CONTINUED)**

ST/CO	Average Mail Election		Cost of Mail Election	
	Voter Turnout	Undeliverable Ballots Returned	Total	Per Vote
<b>NE</b>				
Do	21%	5%	NA	NA
<b>NV</b>				
La	59%	1.6%	Same	NA
<b>NM</b>				
Ch	Higher?	5%	Same	NA
Ot	Higher	NA	Same	NA
SJ	Higher	10%	Same	NA
<b>ND</b>				
Ad	Higher	0 <sup>6</sup>	Same	NA
Re	Higher	0 <sup>6</sup>	NA	Lower
<b>WA</b>				
Co	Higher	5%	Same	Lower
Do	52%	14%	Lower	Lower!
Fe	Higher	12%	Same/lower	NA
Is	56%	6-18%	10% less after 1st	Lower
SJ	Higher	9.4%	Lower	NA
Th	Higher	15-20%	10% lower	NA
Wa	72%	NA	Same	NA

<sup>1</sup> Estimate; there is no voter registration.

<sup>2</sup> Currently; there were 12 precincts in the 1990 election.

<sup>3</sup> The 1990 election was conducted with manually counted paper ballots. <sup>4</sup> Optical Character Recognition

<sup>5</sup> Earlier all-mail elections may have been conducted.

<sup>6</sup> Ballots are sent only to those requesting them.





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# **Appendix 6**

## **State Summary**

**APPENDIX 6  
STATE SUMMARY**

<b>State</b>	<b>Who May Receive All-Mail Ballots</b>	<b>1st Mail Election</b>	<b>Types of Elections that May be All-Mail</b>
California	registered voters	1977	Issues & nonpart. candidates, small entities, if not with state prim. or general election
Colorado	registered voters	1993	Any except part. candidates or with primary or congressional vacancy election
Florida	registered voters	1989	Local issues in single county; no candidates or with other elections
Kansas	registered voters	1993	Local issues; no candidates or with other elections
Minnesota	eligible electors	1987	Any under 400 voters; max 2 local issues in other jurisdictions
Missouri	registered voters	1988	Local issues for single political subdivision
Montana	eligible electors	1985	Any, some jurisdictions and special local issue elections in all
Nebraska	property owners	1986	Sanitary & Industrial Development Districts
Nevada	registered voters	1993	Only precincts under 200 voters, all elecs
New Mexico	registered voters	1985	Only issues
North Dakota	eligible electors	1990	Only primaries
Washington	registered voters	1967	Any precinct under 200 voters; others, nonpart. only; 1994–96 all elecs

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# Appendix 7

## **Statistics: Turnout, Cost**

- Item 1. **Kansas Mail Ballot Elections, 1983–1994**
- Item 2. **Minnesota Mail Elections, 1987–1988**
- Item 3. **Ravalli County, MT, Comparison of Costs, Actual Polling Place Election and Estimate of Mail Ballot Election, 11–8–83**
- Item 4. **Lander County, NV, Cost Comparison Between a Polling Place Election and a Mail Ballot Election**

**ITEM 1**  
**KANSAS MAIL BALLOT ELECTIONS, 1983-1994**  
**RESULTS, TURNOUT, COST OF LOCAL BOND AND TAX ISSUES**

<b>Election</b>	<b>Result</b>	<b># of Electors</b>	<b>% Voter Turnout</b>	<b>Total Cost</b>
9-13-83	Passed	347	86	\$ 482.74
10-04-83	Passed	14,817	71	8,252.85
12-06-83	Passed	6,744	71	4,000.00
1-31-84	Passed	4,061	65	3,313.18
2-07-84	Passed	5,625	77	4,062.66
4-03-84	Failed	1,000	82	1,056.55
4-10-84	Passed	2,871	79	2,309.83
4-17-84	Failed	1,965	78	3,034.76
6-19-84	Failed	2,482	56	2,437.56
1-10-85	Failed	3,230	81	3,121.22
1-22-85	Passed	5,636	75	4,679.05
1-30-85	Passed	7,016	67	5,954.71
1-31-85	Passed	6,556	73	5,531.13
5-14-85	Passed	870	65	938.75
6-18-85	Passed	2,866	71	5,276.29
7-15-85	Passed	888	69	971.52
7-30-85	Failed	5,733	86	8,218.73
7-30-85	Passed	158,771	70	92,779.25
10-08-85	Passed	2,166	69	2,684.91
10-15-85	Failed	4,231	88	3,219.24
10-30-85	Failed	5,241	83	4,045.32
11-05-85	Passed	4,126	69	5,176.34
11-05-85	Passed	585	68	819.27
11-12-85	Failed	2,650	80	3,665.63
11-26-85	Passed	2,138	75	2,481.86
12-10-85	Passed	9,253	63	8,511.99

**KANSAS MAIL BALLOT ELECTIONS (CONTINUED)**

<b>Election</b>	<b>Result</b>	<b># of Electors</b>	<b>% Voter Turnout</b>	<b>Total Cost</b>
1-28-86	Passed	2,474	83	1,911.60
2-18-86	Failed	24,275	66	18,587.19
2-25-86	Failed	1,334	74	1,448.74
3-20-86	Failed	5,947	95	5,152.00
3-25-86	Passed	2,571	60	1,887.16
3-25-86	Passed	5,048	69	5,468.05
4-10-86	Failed	149,731	63	81,300.26
4-08-86	Passed	13,128	64	9,131.32
5-13-86	Passed	4,921	78	901.70
5-13-86	Passed	1,072	72	5,006.50
5-20-86	Passed	2,920	65	1,591.28
5-20-86	Passed	2,497	54	1,494.99
5-20-86	Failed	3,686	71	3,453.87
5-20-86	Failed	2,667	66	3,988.89
5-27-86	Failed	1,244	77	1,232.91
5-28-86	Failed	2,841	67	3,107.05
6-03-86	Failed	42,052	58	26,284.27
6-03-86	Failed	8,925	48	5,006.50
6-03-86	Passed	226	77	368.00
6-10-86	Passed	53	96	472.49
9-04-86	Passed	19,420	52	14,002.61
2-05-87	Passed	7,297	63	6,689.11
6-11-87	Passed	1,797	61	933.35
6-25-87	Failed	3,653	76	5,047.07
8-06-87	Passed	1,949	63	1,735.71
10-06-87	Passed	843	69	961.31
10-20-87	Passed	3,348	79	2,787.51
10-27-87	Passed	3,123	76	2,812.00
11-12-87	Passed	4,466	74	4,019.53

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**KANSAS MAIL BALLOT ELECTIONS (CONTINUED)**

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<b>Election</b>	<b>Result</b>	<b># of Electors</b>	<b>% Voter Turnout</b>	<b>Total Cost</b>
2-02-88	Passed	11,559	70	14,828.45
2-09-88	Failed	2,524	77	3,656.92
2-16-88	Failed	1,373	75	1,373.48
3-08-88	Failed	9,654	73	9,752.35
3-22-88	Passed	1,113	98	4,520.24
3-24-88	Failed	4,489	59	2,505.75
4-05-88	Passed	831	69	4,821.52
4-19-88	Failed	3,313	99	4,879.98
6-10-88	Failed	1,853	68	2,035.00
1-26-89	Failed	9,208	64	11,635.00
2-24-89	Passed	1,242	77	1,591.11
6-06-89	Passed	25,632	64	35,382.80
6-06-89	Failed	1,732	80	2,247.49
6-20-89	Passed	4,919	68	6,104.17
10-26-89	Failed	4,066	77	4,886.11
10-26-89	Failed	1,321	79	2,419.58
10-31-89	Passed	5,353	76	5,176.34
11-09-89	Failed	147	64	560.88
12-05-89	Failed	147	64	560.88
1-30-90	Passed	8,140	71	5,500.28
2-06-90	Passed	1,116	75	1,478.13
3-01-90	Passed	852	75	1,235.95
3-13-90	Failed	1,460	84	3,645.71
3-27-90	Failed	3,482	77	3,293.25
4-17-90	Failed	823	92	1,509.46
4-26-90	Passed	1,293	74	2,441.38
5-07-90	Passed	482	89	1,154.17
5-17-90	Passed	4,093	80	3,601.97
9-06-90	Passed	3,972	64	3,362.21

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**KANSAS MAIL BALLOT ELECTIONS (CONTINUED)**

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<b>Election</b>	<b>Result</b>	<b># of Electors</b>	<b>% Voter Turnout</b>	<b>Total Cost</b>
4-10-91	Passed	67	79	502.73
7-09-91	Failed	21,368	69	21,335.07
7-22-91	Passed	3,435	70	6,002.33
8-27-91	Passed	118	95	576.50
10-29-91	Passed	2,095	70	3,298.81
11-05-91	Failed	833	85	896.51
11-05-91	Failed	3,078	81	3,187.08
2-04-92	Passed	1,573	65	2,690.14
2-11-92	Passed	1,832	85	1,689.00
4-28-92	Failed	1,778	90	3,368.93
5-21-92	Passed	264	78	724.53
9-22-92	Failed	15,391	76	15,247.93
1-26-93	Passed	929	73	1,737.77
1-26-93	Passed	2,114	71	2,767.94
1-28-93	Failed	12,457	70	17,997.02
2-02-93	Failed	1,403	77	2,343.55
2-02-93	Failed	1,150	84	1,113.87
2-04-93	Passed	1,573	65	2,690.14
6-02-93	Passed	187	80	626.15
6-08-93	Passed	2,770	77	3,638.03
6-08-93	Passed	1,265	78	2,022.91
6-10-93	Passed	4,185	69	3,780.94
7-13-93	Passed	35	80	446.05
7-14-93	Passed	35	83	483.50
7-20-93	Failed	15,909	59	12,687.17
8-02-93	Passed	6,494	62	8,808.82
8-03-93	Passed	176	70	764.73
8-03-93	Passed	51	73	407.94

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**KANSAS MAIL BALLOT ELECTIONS (CONTINUED)**

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<b>Election</b>	<b>Result</b>	<b># of Electors</b>	<b>% Voter Turnout</b>	<b>Total Cost</b>
8-10-93	Passed	44	77	415.49
8-16-93	Passed	138	78	520.83
8-17-93	Passed	49	93	703.77
8-24-93	Failed	2,151	80	4,576.91
10-05-93	Passed	1,544	62	2,441.75
10-05-93	Failed	9,809	53	7,207.30
10-08-93	Passed	70	59	490.08
10-21-93	Failed	129,955	69	84,245.44
11-10-93	Passed	242	76	699.87
11-23-93	Passed	903	72	1,670.39
1-11-94	Failed	2,009	56	2,759.92
1-24-94	Passed	27,802	64	38,925
3-08-94	Passed	5,419	62	11,144.65
4-08-94	Passed	554	72	893.51
4-26-94	Passed	4,589	59	5,368.70
5-03-94	Passed	1,485	76	5,346.59
5-10-94	Passed	853	80	1,415.94
5-24-94	Failed	4,934	62	3,727.33
5-24-94	Failed	2,146	68	2,539.86
5-26-94	Passed	5,668	64.4	4,704.40
6-03-94	Passed	830	57	1,755.26
6-21-94	Passed	7,425	62	9,648.36
6-21-94	Failed	5,590	63.9	6,815.50
6-23-94	Failed	11,275	63.6	13,294.32
9-08-94	Passed	2,034	65	5,380.80

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**ITEM 2****STATISTICS FROM MINNESOTA MAIL ELECTIONS, 1987-88  
SIZE, UNDELIVERABLES, TURNOUT, STAFFING, COMPARATIVE COSTS**

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	<b>Luverne 9-1-87</b>	<b>Glenwood 5-24-88</b>	<b>Lake/Woods 6-13-88</b>
<b>Ballots</b>			
Eligible Voters (estimated)	3200	1850	1800
Ballots Mailed	2978	1526	1329
Undeliverable Ballots	568	255	93
Ballots Returned by Voter	1481	387	780
Voter Turnout	46%	21%	43%
Envelopes Rejected	11	43	25
Issue Passed/Failed	Passed	Passed	Failed
<b>Election Judges</b>			
Number Employed	8	6	3
Check Returned Envelopes	3.5	3.5	2.0
Remove Ballots	1.5	.5	.5
Open & Count Ballots	1.0	1.0	2.0
Hours Employed	6.0	5.0	4.5
<b>Total Costs</b>			
Salaries, materials, postage	\$1,999	\$1,493	\$1,525
Estimated costs for conventional special election	\$1,350	\$1,300	\$2,750

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**ITEM 3**

**COMPARISON OF COSTS, ACTUAL POLLING PLACE ELECTION AND ESTIMATE FOR MAIL BALLOT ELECTION, RAVALLI COUNTY, MT, NONPARTISAN GENERAL MUNICIPAL ELECTION, 11-8-83**

	Hamilton	Darby	Stevensville
<b>Polling Places</b>			
Judges	\$703.60	\$191.16	\$246.20
Ballots	166.50	37.00	64.75
Advertising	11.76	11.76	11.76
Ballot Stamps	9.00	6.00	6.00
Absentee Ballots	6.00	1.20	2.10
Precinct Register	85.25	15.20	37.35
Election Supplies	9.75	6.50	6.50
Polling Place Rental	—	25.00	40.00
<b>TOTAL COST</b>	<b>\$991.86</b>	<b>\$294.42</b>	<b>\$414.66</b>
<b>COST PER VOTE CAST</b>	<b>\$ 1.88</b>	<b>\$ 2.94</b>	<b>\$ 5.25</b>
Total Registered Voters	1773	331	783
Voter Turnout	527 29.7%	100 30.2%	79 10.1%
<b>Mail Ballots (Estimated)</b>			
Counting Crew (4 x 5 hr x \$3.25)	\$ 22.00 +	\$ 22.00 +	\$ 22.00
Ballots	166.50	37.00	64.75
Advertising	11.76	11.76	11.76
Ballot Stamps	9.00	6.00	6.00
Absentee Ballots	—	—	—
Precinct Register	—	—	—
Election Supplies	1.00	1.00	1.00
Polling Place Rental	—	—	—
Postage	301.41	56.27	133.11
Printing Envelopes	312.00	69.00	162.00
<b>TOTAL COST</b>	<b>\$823.67</b>	<b>\$203.03</b>	<b>\$400.62</b>
<b>COST PER VOTE</b>	<b>\$.66</b>	<b>.88</b>	<b>.73</b>
Total Registered Voters	1773	331	783
Predicted Voter Turnout	1241 70%	232 70%	548 70%

**ITEM 4**

**COST COMPARISON BETWEEN A POLLING PLACE ELECTION AND A MAIL BALLOT ELECTION, LANDER COUNTY, NV**

	<b>Polling Place Special Election 7-14-1992</b>	<b>Mail Ballot Special Hospital Election 11-16-93</b>
Election Board Workers	\$1,522.64	\$1,027.42
Meals for Workers	188.72	36.48
Employees, Close of Regis.Hrs.	310.94	— <sup>2</sup>
Employees,Elec.Day Overtime	287.82	— <sup>2</sup>
Ballots & Election Supplies	939.00	2,772.44
Sample Ballot Paper	13.52 <sup>1</sup>	—
Postage	617.74	1,620.67
Publications	306.00	239.75
<b>TOTAL COST</b>	<b>\$4,186.38</b>	<b>\$5,696.76</b>

<sup>1</sup> Sample ballots were prepared in-house, thereby cutting costs.

<sup>2</sup> Employee pay not included; would have been comparable to regular election.

**COST AND TURNOUT COMPARISON, POLLING PLACE AND MAIL ELECTIONS, RENVILLE COUNTY, ND, PRIMARIES, 1986, 1988, 1990**

	<b>Polling Places</b>		<b>Mail Ballot</b>
	<b>1986</b>	<b>1988</b>	<b>1990</b>
<b>Costs</b>			
Salaries	\$2547.33	\$2511.81	\$ 830.03
Canvassing Board	53.50	38.50	50.00
Travel	365.00	321.23	228.75
Postage	11.01	40.05	942.03
Publishing	1472.11	2058.97	2252.19
Ballots	1943.61	1921.64	782.94
Other	0.00	3.24	1268.94
<b>TOTAL</b>	<b>\$6392.56</b>	<b>\$6895.44</b>	<b>\$6354.88</b>
<b>PER VOTE</b>	<b>\$8.60</b>	<b>\$8.22</b>	<b>\$4.82</b>
Ballots Cast	743	839	1319



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# Appendix 8

## Sources

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## **Appendix 8 Sources**

### **California**

John Mott-Smith, Elections Chief  
Pam Giarrizzo, Elections Counsel  
Elections Division,  
Office of the Secretary of State  
1500 11th Street  
Sacramento, CA 95814  
916/657-2166

### **Alpine County**

Barbara K. Jones  
Office of the County Clerk  
P.O. Box 158  
Markleeville, CA 96120  
916/694-2281

### **San Diego County**

Sally McKenna  
Division Chief of Voter Services  
5201 Ruffin Road, Suite I  
San Diego, CA 96123  
619/694-3410

### **Stanislaus County**

Karen Mathews  
County Clerk-Recorder & Registrar of Voters  
912 11th Street, Room 201  
Modesto, CA 95354  
209/558-5811

### **Colorado**

Donetta Davidson, Elections Officer  
Dana M. Nelson, Staff Assistant  
Office of the Secretary of State  
1560 Broadway, Suite 200  
Denver, CO 80202  
303/894-2680 (press #1)

### **Florida**

Dorothy W. Joyce, Director  
Division of Elections  
Florida Department of State  
1801 The Capitol  
Tallahassee, FL 32399-0250  
904/488-7690

### **Broward County**

Joseph M. Cotter,  
Assistant Supervisor of Elections  
115 South Andrews Ave., Rm. 102  
Ft. Lauderdale, FL 33301  
305/357-7082

### **Collier County**

Mary Morgan, Supervisor of Elections  
3301 Tamiami Trail East  
Naples, FL 33962-4971  
813/774-8450

### **Orange County**

Betty Carter, Supervisor of Elections  
Pat Keough, Election Coordinator  
119 West Kaley St.  
Orlando, FL 32806-3967  
407/836-2070

### **Santa Rosa County**

Jo Hutcherson,  
Assistant Supervisor of Elections  
for P. Douglas Wilkes, Jr.,  
Supervisor of Elections  
801 Caroline Street, S.E., Suite L  
Milton, FL 32570-4978  
904/983-1023

### **Kansas**

Randy Foster, Elections Cartographer  
Secretary of State's Office  
2nd Floor, State Capitol  
Topeka, KS 66612-1594  
913/296-4561

### **Sedgwick County**

Marilyn K. Chapman,  
Commissioner of Elections  
510 N. Main  
Wichita, KS 67203  
316/383-7101

### **Minnesota**

Joseph Mansky, Director  
Election Division  
Secretary of State  
180 State Office Building  
St. Paul, MN 55155  
612/296-2805

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**Carlton County**

Paul G. Gassert, County Auditor/Treasurer  
205 Courthouse  
P.O. Box 130  
Carlton, MN 55718-010  
218/384-9127

**Kittson County**

Marilyn Gustafson, County Auditor  
Courthouse  
Box 848  
Hallock, MN 56728  
218/843-2655

**Lake of the Woods County**

Ellen J. Larson, County Auditor  
P.O. Box 808  
Boudette, MN 56623  
218/634-2836

**Missouri**

Shelly Brown, Administrative Assistant  
Elections  
Office of the Secretary of State  
P.O. Box 778  
Jefferson City, MO 65101  
314/751-2301

**Adair County**

Joan Elmore, County Clerk  
Courthouse  
Kirksville, MO 63501  
816/665-3350

**Maries County**

Rhonda Brewer, County Clerk  
County Courthouse  
P.O. Box 167  
Vienna, MO 65582  
314/422-3388

**St. Charles County**

Jim Primm, County Clerk  
Ruth Miller,  
Accounting Clerk of Election Department  
201 North 2nd Street  
St. Charles, MO 63301  
314/949-7550

**Montana**

Angela Fultz, Elections Director  
Secretary of State's Office  
P.O. Box 202801  
Helena, MT 59620-2801  
406/444-5376

**Cascade County**

Jean Harrison,  
Deputy Clerk in Election Department  
P.O. Box 2305  
Great Falls, MT 59405  
406/453-1331

**Fergus County**

Debbie L. Pallett, Clerk & Recorder  
712 West Main Street  
Lewistown, MT 59457  
406/538-5242

**Lake County**

Kathie Newgard, Election Administrator  
106 Fourth Avenue East  
Polson, MT 59860-2174  
406/883-7268

**Lincoln County**

Coral M. Cummings, Clerk & Recorder  
Leigh Mills, Elections Clerk  
512 California  
Libby, MT 59923  
406/293-7781 x200

**Ravalli County**

Betty Lund, County Clerk & Recorder  
Courthouse, Box 5002  
Hamilton, MT 59840  
406/363-6345

**Nebraska**

Douglas County  
Margaret A. Jurgensen, Election Commis-  
sioner  
Hall of Justice, Room 110  
Omaha, NE 68183  
402/444-7142

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**Nevada**

Sue Merriwether,  
Deputy Assistant for Elections  
Office of the Secretary of State  
Capitol Complex  
Carson City, NV 89710  
702/687-3176

**Land r County**

Laurie Pluemer, Deputy County Clerk  
315 S. Humboldt Street  
Battle Mountain, NV 89820  
702/635-5738

**New Mexico**

Sherry L. Mascarenas,  
Voting Machine Technician  
Office of the Secretary of State  
State Capitol Building, Room 420  
Santa Fe, NM 87503  
505/827-3600

**Chaves County**

Rhoda C. Goodloe, County Clerk  
P.O. Box 580  
Roswell, NM 88202  
505/624-6614

**Otero County**

Denise Y. Guerra  
Mary D. Quintana, County Clerk  
1000 New York Ave., Rm. 108  
Alamogordo, NM 88310-6932  
505/437-4942

**San Juan County**

Debbie Holmes, Election Supervisor  
County Clerk's Office  
112 S. Mesa Verde Ave.  
P.O. Box 550  
Aztec, NM 87410  
505/334-9471

**North Dakota**

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701/328-4146

**Adams County**

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Hettinger, ND 58639  
701/567-4363

**Renville County**

Susan Ritter, County Auditor  
P.O. Box 68  
Mohall, ND 58761  
701/756-6301

**Washington**

Gary McIntosh, Director of Elections  
Office of the Secretary of State  
Legislative Building  
P.O. Box 40229  
Olympia, WA 98504-0229  
360/753-2336

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Office of the Secretary of State  
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Olympia, WA 98504-0232  
360/664-2336

**Cowlitz County**

Darlene DeRosier, County Auditor  
Kristina Swanson, Elections Section  
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207 Fourth Avenue North  
Kelso, WA 98626  
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**Douglas County**

John Mullinax, Supervisor of Elections  
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Waterville, WA 98858  
509/884-9403

**Ferry County**

Dorothy M. Ferguson, County Auditor  
350 East Delaware  
P.O. Box 498  
Republic, WA 99166  
509/775-5201

**Island County**

Art Hyland, County Auditor  
NE 6th and Main St.  
P.O. Box 5000  
Coupeville, WA 98239-5000  
360/679-7366

**San Juan County**

Tari Runyan, Elections Supervisor  
P.O. Box 638  
Friday Harbor, WA 98250  
206/378-3357

**Thurston County**

Sam Reed, County Auditor  
Kim Wyman, Elections Manager  
Sheryl Moss, Assistant Elections Manager  
2000 Lakeridge Drive SW  
Olympia, WA 98502  
360/786-5408

**Wahkiakum County**

Diane L. Tischer, County Auditor  
64 Main St.  
P.O. Box 543  
Cathlamet, WA 98612  
206/795-3219





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**For information about other**

**Innovations in Election Administration**

**contact**

**National Clearinghouse on Election Administration**  
**Federal Election Commission**  
**999 E. Street, N.W.**  
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