

Election Administration

**Volume II
Planning Elections**

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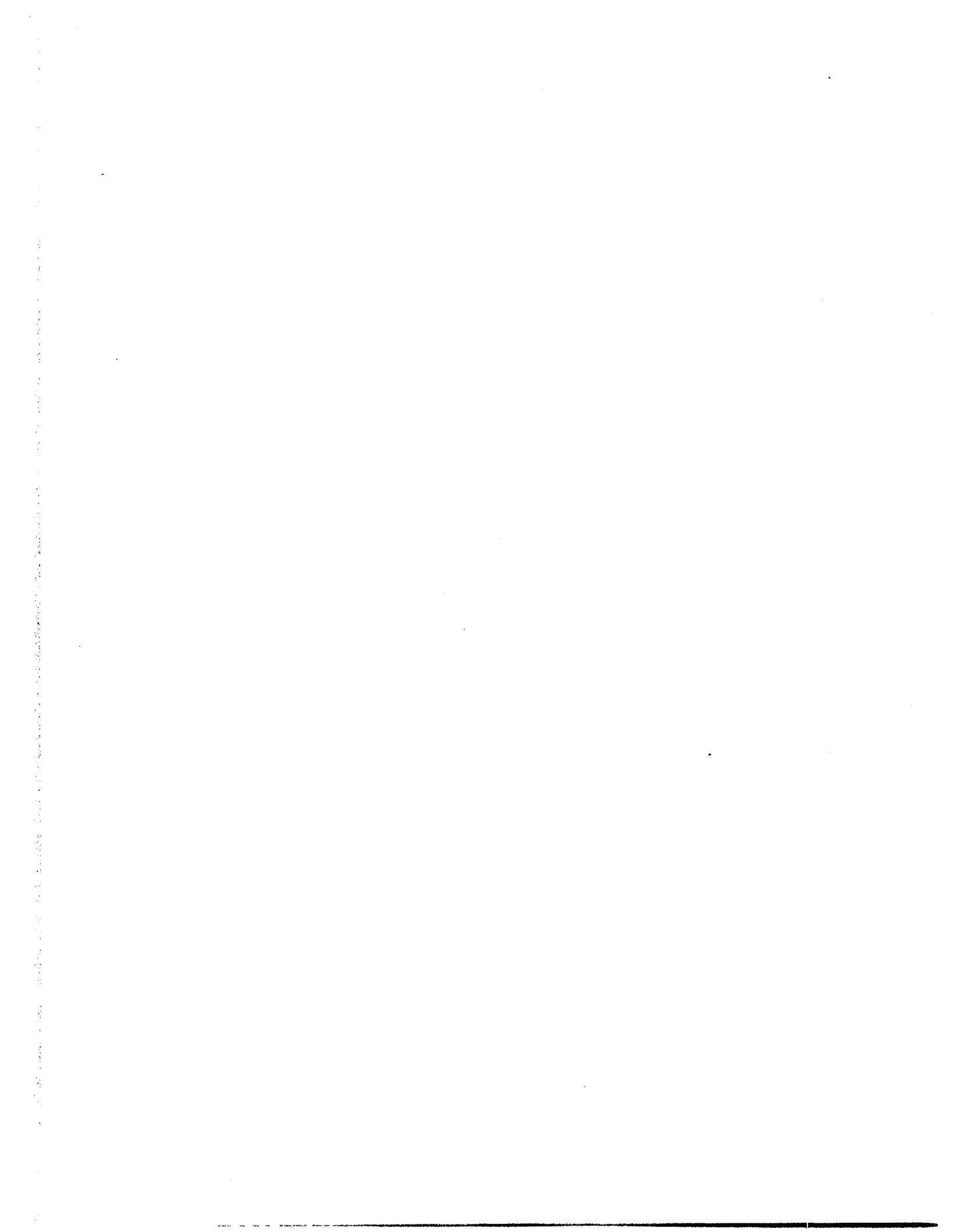
**Election Administration
Volume II
Planning Elections**

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Introduction by the National Clearinghouse on Election Administration

An election system might be compared to an automobile since, in order for either one of them to run well, a series of things must happen—some of them in sequence, some of them simultaneously. The principal difference is that election systems are comprised of living elements (voters, candidates, office staff, and records on all these) instead of the pistons, gears, and bearings that make up an automobile.

But if we look at the election system as an automobile, then we can see the election director as a kind of chief mechanic whose job it is to make the machine run and run efficiently. The ideal mechanic in this case is one who is concerned more with the smooth performance of the machinery than with the partisan direction in which the public (as driver) wants to go.

No chief mechanic begins work on an automobile without first consulting the engineering manual designed for that make and model. Such a manual contains the diagrams, schematics, and specifications which the manufacturer recommends for optimum performance. Up to now, election administrators have lacked this kind of manual partly because each jurisdiction's election system is a slightly different model from the rest and partly because there has been no nationwide study of what things are common to all models.

This four-volume series on election administration is designed as a set of engineering manuals for election officials. They describe the basic elements of the election machinery and offer standard and fairly uniform techniques for planning, managing, and costing out your election functions. When used in conjunction with a companion series of manuals, *election system statistics*, these manuals will provide you the basic tools you need to fine tune and adjust your election machinery to the conditions and demands of your own locality. The volumes in this series are:

I. *Managing Elections* which introduces the basic management cycle and provides a broad overview of essential election functions and tasks.

II. *Planning Elections* which introduces techniques for estimating the demand for election services, provides a series of activity check-off lists for each function and task, demonstrates how to distribute the workload, and suggests ways of spreading the workload over time.

III. *Costing Elections* which provides a basic chart of accounts, suggests ways of planning and accounting for election costs, and relates the election budget to the other functions of local government.

IV. *Memoranda of Law* which summarizes the legal provisions for administering and financing elections in each of the states.

The Manuals are designed to be flexible in two ways. First, since it is impossible for one set of manuals to fit every local make and model of election system, we list only those functions, tasks, and activi-

ties that are commonly performed. We then leave room for you to make the final adjustments (by adding or eliminating activities) in order to suit your own particular system. Second, we realize that large scale election offices with several units and a big staff are likely to need more elaborate planning, management and costing techniques than do small part-time offices. We have therefore designed these manuals in a kind of graduated way so that, for example, smaller offices can benefit by simply amending and using the checklist in Volume II while larger offices may want to advance into the PERT charts explained later in that volume. Similarly, the basic chart of accounts in Volume III may be adequate for tracking all election costs in smaller offices while larger jurisdictions would most likely benefit by applying it to each election function (or program).

Despite this flexibility, we hope that these manuals will

- help local election officials prepare and defend their budget requests with greater success
- help reduce election crises that drain resources, increase overtime hours, and threaten public confidence in the process
- provide a common language and approach to discussions of election problems and issues
- provide a common basis for comparing the costs and effectiveness of various registration and voting procedures.

In designing and writing these manuals, we relied not only on the expertise of Ernst and Ernst, but also on the practical advice and guidance of several experienced state and local election officials. This project more than most was a team effort. We are therefore deeply indebted for their work to:

Ray Phelps
Director of Elections
Oregon

William Durley
Ass't. Secretary of State
California

Thomas Wallace
Director, Board of Elections
New York

Joyce Dieffenderfer
Supervisor of Elections
Dade County, Florida

Marie Garber
Supervisor of Elections
Montgomery County, Maryland

Tom Walsh
County Clerk
LaSalle County, Illinois

S. H. "Hal" Runyan
State Senator
Arizona

and to dozens of other election officials who donated time to this effort.



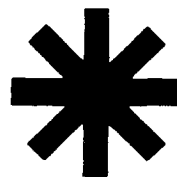
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Glossary of Terms

All definitions of accounting terms are compatible with those found in *A Dictionary for Accountants* by Eric Kohler (Prentice Hall, 1975).

1. **Accounting Transaction:** An event or condition that, when recognized, gives rise to an entry in accounting records.
2. **Activity:** A portion of a task that can be assigned to one or more persons.
3. **Demographic Variables:** Factors related to the size and density of population that can be used in demand analysis.
4. **Election District:** A geographic area that is entitled to be represented in the U.S. House of Representatives.
5. **Encumbrance:** An anticipated expenditure that can be related to a contract, purchase order, or specific administrative action.
6. **Expenditure:** The disbursement of cash for the purpose of acquiring an asset or service, liquidating an encumbrance, or settling a loss.
7. **Functions:** The primary responsibilities residing with local government as a result of the election process.
8. **Jurisdiction:** A governmental entity within a State empowered to conduct elections, e.g., county, municipality.
9. **Measures:** Issues appearing on the ballot as a result of the exercise of the right to initiative or referendum.
10. **PERT Chart:** A graphic illustration derived from the Program Evaluation and Review Technique developed by the U.S. Navy to resolve scheduling problems.
11. **Political Subdivision:** A geographic area within a jurisdiction that elects local officials and has access to the ballot to consider local measures.
12. **Potential Electorate:** That portion of the population that is eligible to register to vote in elections.
13. **Purchase Order:** A document authorizing a vendor to deliver described merchandise or materials.
14. **Registration Transaction:** An addition, deletion, or change to the original registration documents that are maintained by a jurisdiction.
15. **Registry:** The authoritative record of individuals who are registered to vote.
16. **Requisition:** A formal written request from one department to another within an organization for specified articles and services.
17. **Service Level (Service Volume):** The product of tasks that can be associated with work performed in specific time periods, e.g., number of voters registered in a given year.
18. **Subvention:** A subsidy from a governmental or foundation source.
19. **Task:** Work efforts that produce a distinct and measurable result.
20. **Workload:** Staff effort, measured in hours, that is required to perform a specific activity, task, or function.

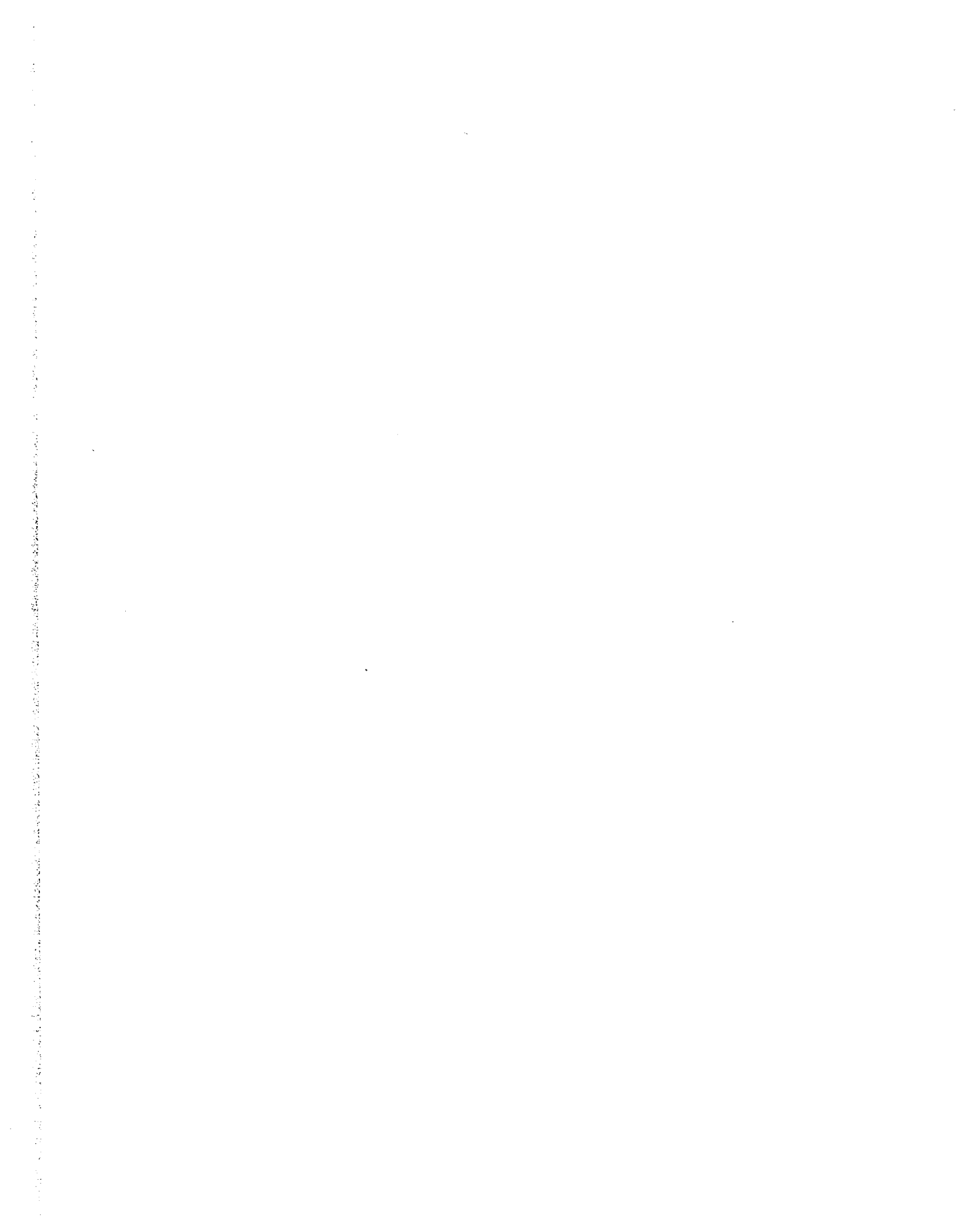


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I. Introduction





I. Introduction

While elections occur at times specified by statute and last only one day, they are the product of efforts put forth throughout the year. The credibility of the election process hinges on the ability of election officials to conduct fair, impartial elections, free from error or fraud. They can succeed in this only through the careful planning of each election.

This volume of the Election Administration series is designed to help you plan each year's election "program." Specifically, it is intended to:

- Help you project the levels of election services to offer
- Help you plan and assign responsibility for specific election tasks and activities
- Help you project the election workload for the office staff
- Help you schedule tasks and resources.

We recognize that different local offices have different planning needs. A large county office with multiple elections and a specialized staff in the hundreds obviously requires more elaborate planning than a single clerk who, among other duties, must run the elections. While no single volume can hope to satisfy all circumstances, this one offers basic techniques that can be adapted to any setting. Even if you are the only one in your office, our checklist of tasks and activities may serve as a handy reminder of what you have to do. But whatever the size and complexity of your office, the few hours invested in planning your activities are likely to be well rewarded in better budgets, less overtime, and fewer crises.

We have organized this volume into a glossary and four chapters:

- Planning Election Services
- Planning the Work
- Planning the Workload
- Scheduling Election Tasks and Activities.

The chapter on "Planning Election Services" offers some general guidelines which, in addition to your own experience, will help you project the volume of election services you will be expected to perform in any given fiscal year. It provides simple methods for determining 1) probable number of elections, 2) probable number of registration transactions, and 3) probable voter turnout.

The chapter on "Planning the Work" comprises the bulk of this volume. It divides the election process into major units (which we call "functions"). Each function is then sub-divided into principle tasks which are, in turn, divided into important activities. This sort of process leads to a kind of check-off list of things to be done. We provide the

basis for such a list, which includes spaces for noting when each activity is to be done and by whom. It is impossible, of course, for us to formulate a list that perfectly fits your particular circumstances. We therefore encourage you (and show you how) to add or delete any items necessary to bring this list into line with your own needs. To keep things in focus, we have divided the checklist into the eight "election function" sections and provide a diagram of all tasks at the beginning of each section.

Assuming that you have more than one person on your staff, you may discover in planning the work that you have assigned too many activities to one person during a period when others are idle. Chapter IV, "Planning the Workload," is intended to help you avoid this problem. Planning the workload is also an excellent way to estimate your need for temporary office help.

Having determined the levels of service, decided the work, and distributed the workload, there remains the matter of scheduling events over time. Our chapter on "Scheduling Election Tasks and Activities" focuses on several scheduling techniques that have proved useful in planning.

Of course, you cannot really plan your office election duties in quite the step-by-step way that our presentation of

chapters suggests. Planning the work, workload, and schedule are very closely related (each being affected by the other) and must therefore be done simultaneously. The differences in our chapters are more a matter of emphasis than content. Still, knowing 1) what has to be done by whom and when, 2) who will be doing what and when, and 3) when things will be done are three essential instruments of planning. The remaining instruments of budgeting and cost accounting are the subjects of Volume III of the series, *Costing Elections*.

But first we turn to "Planning Election Services."



II. Planning Election Services



II. Planning Election Services

Election officials operate a service delivery organization. It provides the following three basic services:

- Organizes election contests
- Conducts elections and reports the results
- Maintains the authoritative record of electors.

Delivering election services requires precision. Any miscalculations can be serious resulting in either too many people around to work efficiently, or in too few people available to get the job done.

When you plan the delivery of services, you first have to consider what gives rise to the demand for them. In the case of an election office, the demand for services is influenced by:

- Statutory requirements for holding elections
- Public interest in the candidates and measures of any election.

To be sure of meeting demand, you must find ways of measuring the volume or level of services you perform and then use these measures as a guide in scheduling the election work.

There are three common measures of election service volume:

- The expected number and types of races during the coming fiscal year
- The expected number of additions, changes, and deletions to the voter registry or record of electors
- The expected election turnout.

The expected number of races and the expected number of registration transactions largely determine your staffing requirements. Expected turnout usually affects supplies, equipment, and printing rather than staffing level. There are other service volume measures, but these three are basic and deserve further discussion.

1. The minimum number of election races you will conduct during the coming fiscal year can be determined from Federal, State, and local election statutes. An election race is commonly defined as a competition either for (a) the

party nomination for public office, (b) the election to a party office, or (c) the election to a public office. Races also include measures such as constitutional amendments and public referenda. Statutes may, in addition, provide for special elections in order to:

- Replace an incumbent who is unable to complete a full term of office
- Enable the electorate to vote on any matter proposed either by a legislative body or by a proportion of the electorate.
- Determine whether elected officials shall be removed from office in some States for misconduct or other specified causes.

The size and number of precincts in your jurisdiction may directly increase the amount of work required to conduct each race, especially when overlapping election districts and rotation requirements make it necessary to prepare different ballot varieties for each precinct.

An election race represents not only services delivered to the voting public but also services delivered to:

- Candidates for public and party office
- Advocates and opponents of measures
- Political parties and political organizations seeking to influence the election.

History, experience, and judgment will aid you in estimating the number of candidates and measures which your office must face.

2. The number of additions, deletions, and changes to the voter registry will vary with changes in the population and with the amount of public interest aroused by the election. Each time you enter the file of original registration documents to add or retrieve a record, you are performing a file transaction. The number of file transactions you will

Exhibit II-1

Worksheets to Compute Registration Transactions

Assumptions:

1. Sample Election Jurisdiction population is projected to be 250,000 in 1977.
2. Out-migration averages 15% of total population per year.
3. Purge totals consist of the sum of "Out-Migrants" for whom the jurisdiction receives no notification.

Worksheet to Project Deletions														
Fiscal Year	Periodic Purge	Out-Migration	% Change From Prior Cycle	Percent Notification	Number of Deletions	Mortalities	% Change From Prior Cycle	Percent Notifications	Number of Deletions	Institutionalizations	% Change From Prior Cycle	Percent	No. of Notifications	Total Deletions
1977	131,004	37,500	8.42	10	3,750	1,601	15.93	100%	1,601	876	34.56	100%	876	137,231
1976		36,750		10	3,675	1,503		100%	1,503	832		100%	832	6,010
1975		36,015		10	3,601	1,487		100%	1,487	759		100%	759	5,847
1974		35,294		10	3,529	1,492		100%	1,492	358		100%	358	5,379
1973	120,835	34,588	8.42	10	3,458	1,381	52.77	100%	1,381	651	56.12	100%	651	126,325
1972		33,897		10	3,389	1,258		100%	1,258	428		100%	428	5,075
1971		33,219		10	3,321	1,462		100%	1,462	861		100%	861	5,644
1970		32,554		10	3,255	1,018		100%	1,018	526		100%	526	4,799
1969	114,055	31,903	5.77	10	3,190	904	(2.06)	100%	904	417	3.99	100%	417	118,566
1968		31,660		10	3,166	1,212		100%	1,212	401		100%	401	4,779
1967		31,506		10	3,150	1,080		100%	1,080	389		100%	389	4,619
1966		31,657		10	3,165	943		100%	943	371		100%	371	4,479
1965	112,821	30,218		10	3,021	923		100%	923	401		100%	401	117,166

Worksheet to Project Additions										
Fiscal Year	In-Migration	% Change From Prior Cycle	Percent Registering	Number of Additions	Newly Eligible	% Change From Prior Cycles	Percent Registering	Number of Additions	Additions from Programs Registration	Total Additions
1977	37,500	8	60%	22,500	6250	2	25%	1562	2000	26,062
1976	36,750		60%	22,050	6125		25%	1531	1800	25,381

Worksheet to Project Changes													
Fiscal Year	Marriages	% Change From Prior Cycle	Proportion of Changes Reported	No. of Changes	Divorce	% Change From Prior Cycle	Proportion of Changes Reported	No. of Changes	Change of Local Address	% Change From Prior Cycle	Proportion of Changes Reported	No. of Changes	Total No. of Changes
1977	1501	2	35%	525	750	10	25%	187	1327	9	70%	929	1641
1976	1380		35%	483	628		25%	157	965		70%	675	1315



Exhibit II-2

Instructions for Projection Registration Transactions

Step 1. Record data for the past eleven years.

Step 2. Identify projected year within the four-year election cycle, e.g., 1977 is year 1 following the Presidential election of 1976.

Step 3. For the prior three election cycles, calculate percentage change from year to year among the following demographic factors:

- Marriages
- Divorces
- Local change of residence
- In-migration
- Newly eligible
- Out-migration
- Mortalities
- Institutionalizations

Percent difference is calculated as $\frac{Cy - Py}{Py} \times 100$

where Py = Prior year
Cy = Current year

Step 4. For each demographic variable, estimate a percentage change that reflects year-to-year trends.

Step 5. Multiply each prior year demographic variables by one plus the percentage change estimated for that variable in Step 4. Record product in projected year.

Step 6. Review the eleven years to determine if the results projected in Step 4 appear plausible. Make necessary adjustments and footnote the reasons for making them.

Step 7. For prior years complete the proportion of transactions reported as a result of demographic factors, e.g., 483 changes Y 1380 marriages = 35%.

Step 8. For each demographic variable estimate = the proportion of transactions resulting from annual changes based on prior year proportions calculated in Step 7.

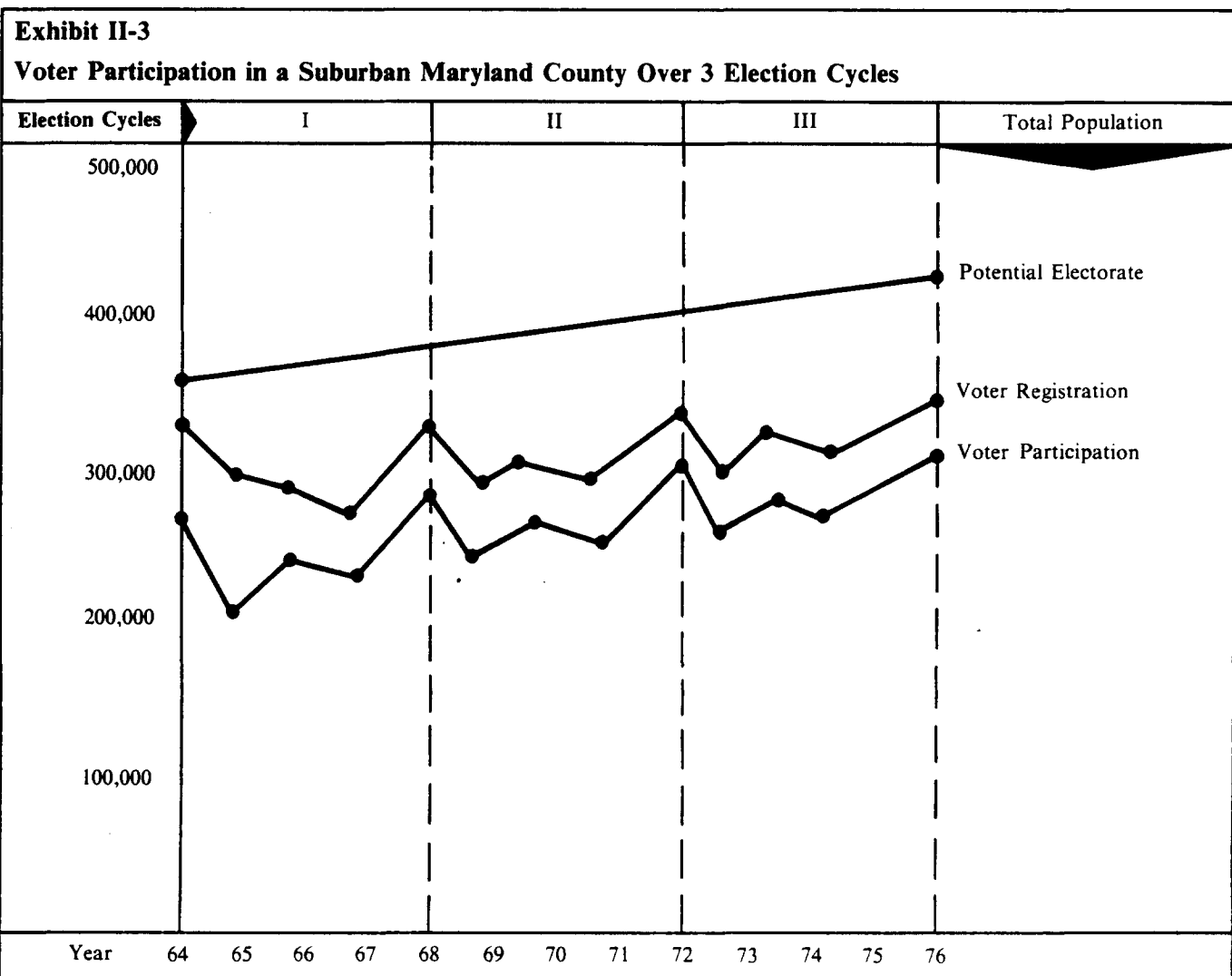
Step 9. Compute number of transactions as the product of the proportion of transactions estimated in Step 6 and appropriate demographic variable, e.g., 35% of 1501 marriages = 525.


have to do in the coming year is affected by the following factors:

- Degree of public interest in the election
- Changes of residency (or mobility) within your jurisdiction
- Population out-migration
- Population in-migration
- Name changes
- Mortalities
- The number of people turning 18 years old
- Institutionalizations (penal and mental)
- Voter registration and outreach ability
- File corrections
- Reassignment of precincts
- Registration methods.

Historical trends provide a good basis for projecting the volume of each type of registration file transaction. Exhibit II-1 offers a series of three worksheets for projecting registration transactions. A guide for completing these worksheets is provided in Exhibit II-2. As you prepare these worksheets, you might want to consider the probable impact of any registration drives planned by election officials or volunteer groups. These may well increase the number of add and change file transactions. You should also take into account your periodic purge (if you have one), remembering that it causes more to be deleted in some years than in others.

3. Changes both in the composition of your jurisdiction's population and in the amount of public interest each election generates will cause fluctuations in voter registration and voter participation. The size of the potential electorate in your jurisdiction is governed largely by the population's age and migration trends. Most State-level planning agencies maintain census data, annual intracensus estimates, and projections of population for all political subdivisions in the State. These statistics provide a basis for





developing projections of election turnout for the coming fiscal year. Exhibit II-4 presents a worksheet to analyze the following historical relationships among your population, registration, and participation data.

- Proportion of eligible voters in the general population
- Proportion of registered electors in the pool of eligible voters
- Proportion of voters among registered electors.

Exhibit II-5 presents a set of instructions for using these relationships to project election turnout under normal conditions.

While estimating the number of eligible voters is essential to understanding what service demands are possible (or desirable), this number alone is not the only important factor in play. The number of new registrants and the level of voter participation are greatly influenced by the amount of public interest generated by election contests. Normally, presidential elections generate more public interest than off-year or purely local elections. Exhibit II-3 presents a graph of the potential electorate and voter participation over the past 12 years for a suburban Maryland county. This graph illustrates that while the potential electorate is increasing at a steady rate, voter participation peaks at each presidential election.

When upcoming races involve extraordinarily emotional issues or controversial candidates, you may want to add an adjustment factor to reflect increases in registration and participation beyond what might be expected from the average increases of similar contests in the cycle. This adjustment factor also may be used to reduce registration or participation where prior races generated extreme public interest and upcoming contests are expected to return to more normal levels of registration and participation.

Adjustment factors are expressed as one plus or minus the anticipated percentage change due to extraordinary levels of public interest or apathy. To make adjustments,

calculate the product of registration or participation figures and the appropriate adjustment factors.

As you examine population data to project voter participation levels, it is also a very good idea to estimate the number of people who will or may require special assistance at the polls. Providing such assistance may increase your staff requirements as well as influence the types of registration and balloting materials you use. Your State or local planning office will prove to be the best source of data on the proportion of:

- Aged voters
- Handicapped voters
- Non-English speaking voters.

It is important to estimate not only the total number of such people in your jurisdiction, but also their distribution among the precincts since clusters of them may have a significant impact on certain precincts.



Exhibit II-4

Voter Participation Worksheet

Voter Participation Worksheet									
Race	Population	Potential Electorate	Potential Electorate as a Percent of Population	Registered Voters	Registered Voters as a Percent of Eligible Electorate	Registration Adjustment for High Interest	Voting Electorate	Voting Electorate as a Percent of Registered Voters	Adjustment Factor for High-Interest Elections
'77	^p 250,000	^p 159,000	^p 60% [*]	^p 87,000	^p 58% [*]	—	^p 24,800	^p 40% [*]	—
'76	245,000	147,000	60%	88,200	64%	—	61,740	70%	—
'75	240,100	141,659	59%	87,829	62%	—	39,523	45%	—
'74	235,298	143,532	61%	90,425	63%	—	54,255	60%	—
'73	230,592	133,743	58%	77,571	58%	—	30,253	39%	—
'72	225,980	133,328	59%	85,330	64%	—	61,438	72%	—
'71	221,461	137,306	62%	78,264	57%	—	37,567	48%	—
'70	217,068	130,240	60%	79,447	61%	—	48,462	61%	—
'69	212,690	123,260	58%	72,782	59%	—	29,840	41%	—
'68	211,068	128,751	61%	83,688	65%	—	63,603	76%	—
'67	210,040	123,923	59%	83,028	67%	—	38,193	46%	—
'66	211,050	130,851	62%	81,127	62%	—	47,054	58%	—
'65	210,382	126,229	60%	71,951	57%	—	28,061	39%	—

p = projected
 Elections are held on the first Tuesday after the first Monday in November.
 *estimated percent difference in like years/estimated on basis of historical trends.

Exhibit II-5

Instructions for Projecting Voter Turnout

Step 1.—Enter the following demographic data for the past eleven years:

population
potential electorate

Step 1-A.—If authoritative projections of coming year population are unavailable:

compute year-to-year trend of percentage change in population
percentage change is calculated

$$\frac{cy - py}{py} \times 100$$

Where: cy = current year population

py = prior year population

—Estimate coming year percentage change in population from an examination of the eleven year trend

—Compute projected year percentage change as the product of the prior year's population and the sum of one plus the estimated percentage change in population

Step 2.—For prior eleven years compute the following historical relationship:

—Eligible electorate as a percent of population

—Registered voters as a percent of eligible electorate

—Participation as a percent of registered voters.

Step 3.—Examine trends in historical relationships, particularly among those years that are similarly positioned in the 4 year presidential election cycle as the coming year. Estimate the relationship for the coming year.

Step 4.—Enter adjustment factors (1 + percentage adjustment) to increase or decrease registration and voter participation in response to unusual shifts in public interest

Step 5.—Compute the size of the eligible electorate, the registered electorate, and the voting electorate in the coming year as follows:

Eligible electorate = $N \cdot P^e$

Registered Voters = $E \cdot P^r \cdot A^r$

Voting Electorate = $R \cdot P^u \cdot A^u$

Where:

N = population

P^e = Eligible electorate as a percent of population

E = Eligible electorate

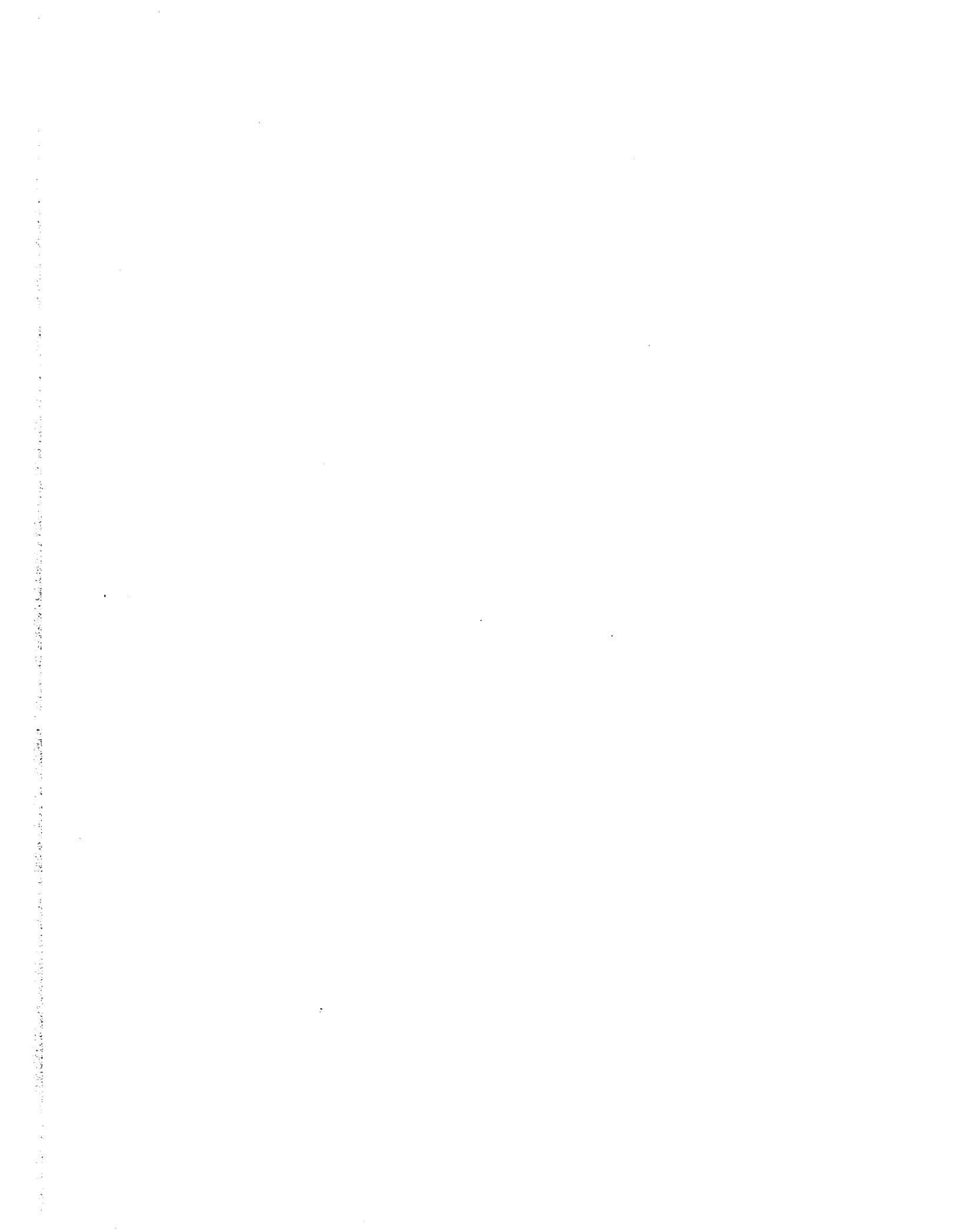
P^r = Registered electorate as a percent of eligible electorate

A^r = Public interest adjustment to registered electorate

R = Registered electorate

P^u = Voting electorate as a percent of registered electorate

A^u = Public interest adjustment to voting electorate





III. Planning the Work



III. Planning the Work

In the previous chapter, we were concerned with estimating levels of election services that will likely be demanded in the coming year. Based on those estimates and on your own records (or estimates) of how long and how much effort it takes to provide these services, it is now possible for you to plan your office work with reasonable precision. Just how precise you are depends, of course, on how good your estimates and office records are. This volume and Volume III suggest some of the kinds of records your office might keep to improve your planning accuracy each year. Specifically, this volume is designed to help you organize the election work in your office.

In our field visits throughout the country we have observed that election officials organize their work around eight major functions:

- Precinct definition
- Certification of qualifications
- Voter registration
- Campaign finance and control
- Voter information
- Balloting
- Tabulation
- Certification.

For planning and staff scheduling purposes, these major election functions can be further subdivided into:

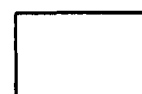
- *Tasks*—Representing units that produce a distinct and measurable result
- *Activities*—Representing portions of a task that can be assigned to one or more persons.

A. Planning Tasks and Activities

To assist you in planning for the next fiscal year, we have compiled a suggested checklist of tasks and activities for each of the eight election office functions. These checklists are intended only as a guideline for your own detailed planning of the election work and workload in your office. There will inevitably be activities listed that neither law or

local circumstances require you to do. Conversely, we may have ignored some activities that you need to perform. Our list, derived from jurisdictions of all shapes, sizes, and characteristics, can only be approximate. We urge you and, in part III-B, show you how to amend our list into one more exactly suited to your own jurisdiction and office.

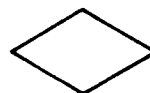
The checklist is divided into sections for each major election function. Introducing each function is a flow chart illustrating the sequence of tasks for performing the function. Only four symbols are used in the flow charts:



indicates a task



indicates the beginning and end of a function



indicates a question or decision that determines which of *two* alternative courses of action to follow



indicates that the next set of tasks is represented as a separate section of the chart.

Functions and tasks in the checklist are numbered to correspond to the flow charts and also to the narrative description in Volume I—*Managing Elections*.

The checklists are designed for planning election workloads as well as work. As you review the checklists, you should consider who is capable of performing each task. Chapter IV of this volume, "Planning Workloads," examines more closely the problem of distributing work. You can also use the checklists to monitor work that has been completed. Chapter V of this volume, "Scheduling Election Events," examines the sequencing of activities.

1

Precinct Definition Task Sequence Flow Chart

Tasks

Task A Establish Criteria for Reprecincting

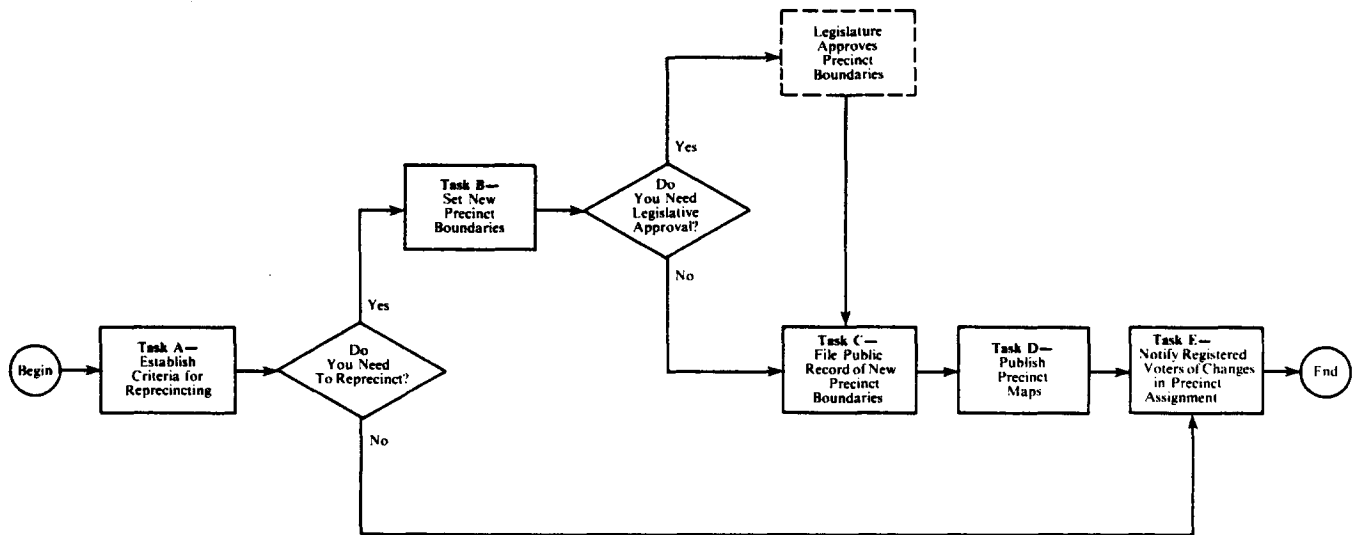
Task B Set New Precinct Boundaries

Task C File Public Record of New Precinct Boundaries

Task D Publish Precinct Maps

Task E Notify Registered Voters of Changes in Precinct
Assignment

Exhibit CL-1
Precinct Definition Task Order Diagram



Notes:

2

Certification of Qualifications

Task Sequence Flow Chart

Tasks

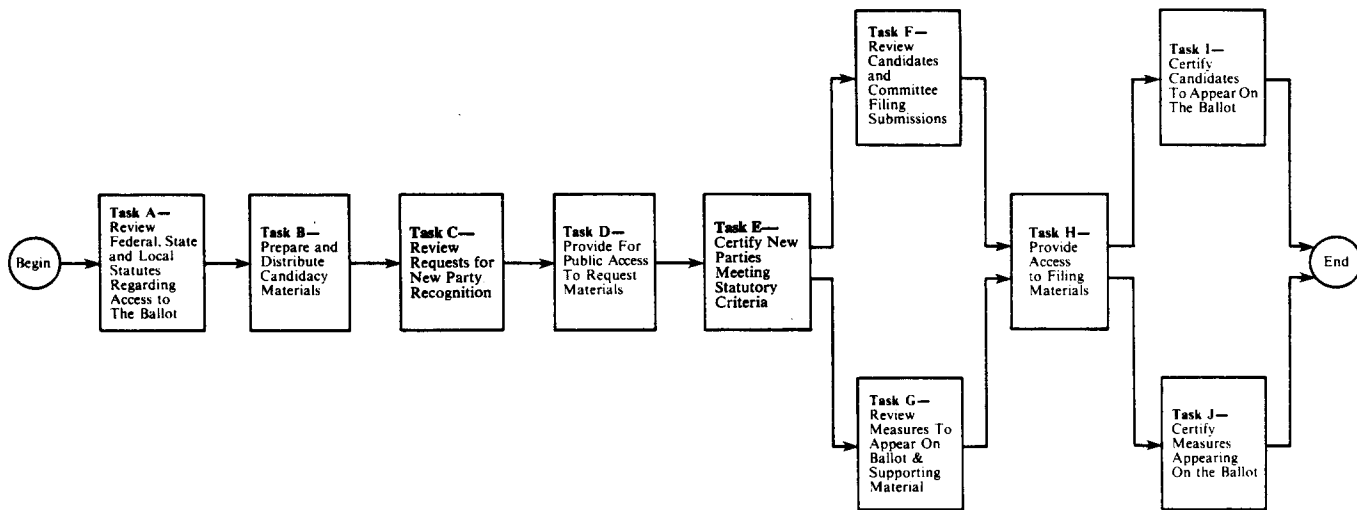
- Task A** Review Federal, State, and Local Statutes Regarding Access to the Ballot
- Task B** Prepare and Distribute Candidacy Filing Materials
- Task C** Review Requests for New Party Recognition¹
- Task D** Provide for Public Access to Request Materials
- Task E** Certify New Parties Meeting Statutory Criteria¹
- Task F** Review Candidate and Committee Filing Submissions²
- Task G** Review Measures to Appear on the Ballot and Supporting Materials²
- Task H** Provide Access to Candidate and Measure Filing Materials
- Task I** Certify Candidates to Appear on the Ballot²
- Task J** Certify Measures Appearing on the Ballot²

¹ State function in some states.

² State function for some races and measures.



Exhibit CL-2
Certification of Qualifications Task Order Diagram



Certification of Qualifications

Task: F Review Candidate and Committee Filing Submission

Activity	Individual Assigned	Begin	End	Actual Completion
■ Log and certify the date and time candidate filings are received				
■ Acknowledge filing				
■ Review for compliance with qualifying criteria				
—Declaration of Intention of candidacy				
—Affidavit attesting to residence, age, party affiliation, etc.				
—Personal financial disclosure of assets				
—Campaign contributions and expenditures				
—Loyalty oaths if required				
—Contingent resignations from currently held public office if required				
—Demonstration of public support in the form of party nomination or petition of registered voters				
■ Record payment of filing fees				
■ Log and certify the date and time nominating petitions are submitted				
■ Validate the signatures on nominating petitions against original registration documents				
■ Notify candidates of deficiencies in submissions or qualifications				

3

Voter Registration

Task Sequence Flow Chart

Tasks

Task A Review Federal and State Voter Registration Requirements

Task B Select Registration Programs

Task C Estimate the Quantity of Registration Transactions

Task D Conduct Registration Programs

Task E Conduct Optional Registration Programs

Task F Receive Original Registration Documents

Task G Process Additions to Voter Registry

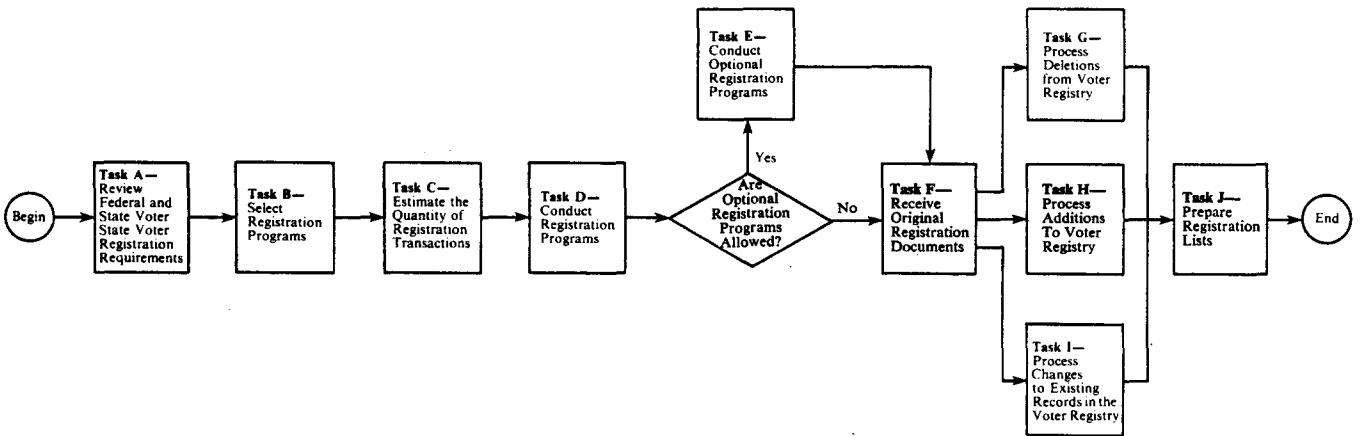
Task H Process Deletions from Voter Registry

Task I Process Changes to Existing Records in the Voter Registry

Task J Prepare Registrations Lists



Exhibit CL-3
Voter Registration Task Order Diagram



Voter Registration

Task: E Conduct Optional Registration Programs

Activity	Individual Assigned	Begin	End	Actual Completion
■ Record number of registration forms provided to each registrar or site				
■ Provide branch office registration				
—Permanent				
—Temporary				
—Mobile				
■ Provide mail registration				
■ Provide deputy registration				
—School				
—Door-to-door canvass				
—Etc.				
■ Batch original registration documents				
—Account for original registration documents by batch control procedures				

4

Campaign Finance and Control

Task Sequence Flow Chart

Tasks

Task A Make Finance and Control Forms Available to Candidates and Committees

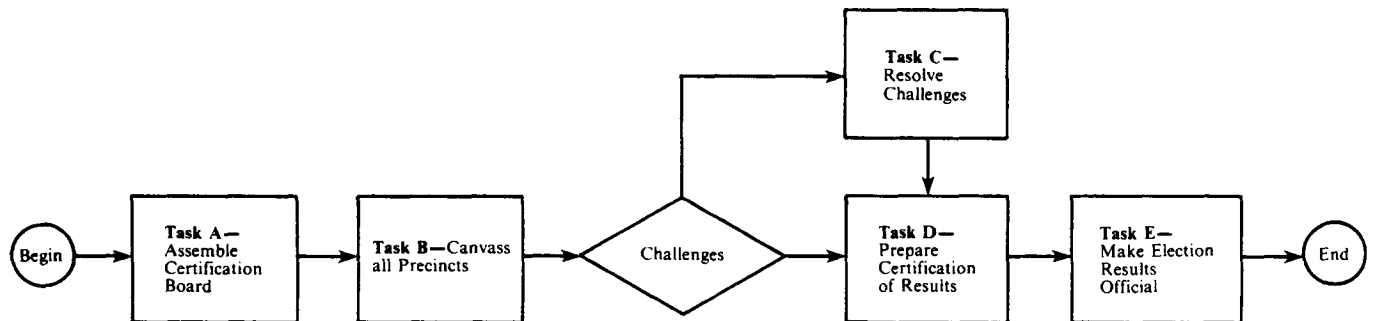
Task B Receive Financial Disclosure Forms

Task C Process Challenges to Candidate or Committee Submissions

Task D Process Final Campaign Accounting



Exhibit CL-4
Campaign Finance and Control Task Order Diagram





Campaign Finance and Control

Task: B Receive Financial Disclosure Forms

Activity	Individual Assigned	Begin	End	Actual Completion
■ Log in finance and control forms				
■ Certify the date and time forms were received				
■ Acknowledge receipt of forms				
■ Review forms for completeness				
■ Notify candidates or Committees of deficiencies or questions				
■ Identify cases of non-filing of required reports				
■ Where appropriate, forward copies to the Secretary of State				
■ Make file copies available for public review				

Campaign Finance and Control

Task: D Process Final Campaign Accounting

Activity	Individual Assigned	Begin	End	Actual Completion
■ Certify time and date final accounting is received				
■ Acknowledge receipt of forms				
■ Review forms for completeness				
■ Make copies of campaign accountings available to the public				
■ Determine compliance with State and local campaign practices legislation				
■ Alert counsel to cases of noncompliance				

5

Voter Information

Task Sequence Flow Chart

Tasks

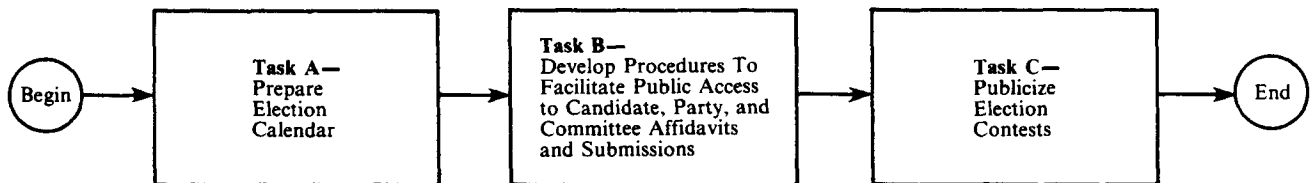
Task A Prepare an Election Calendar

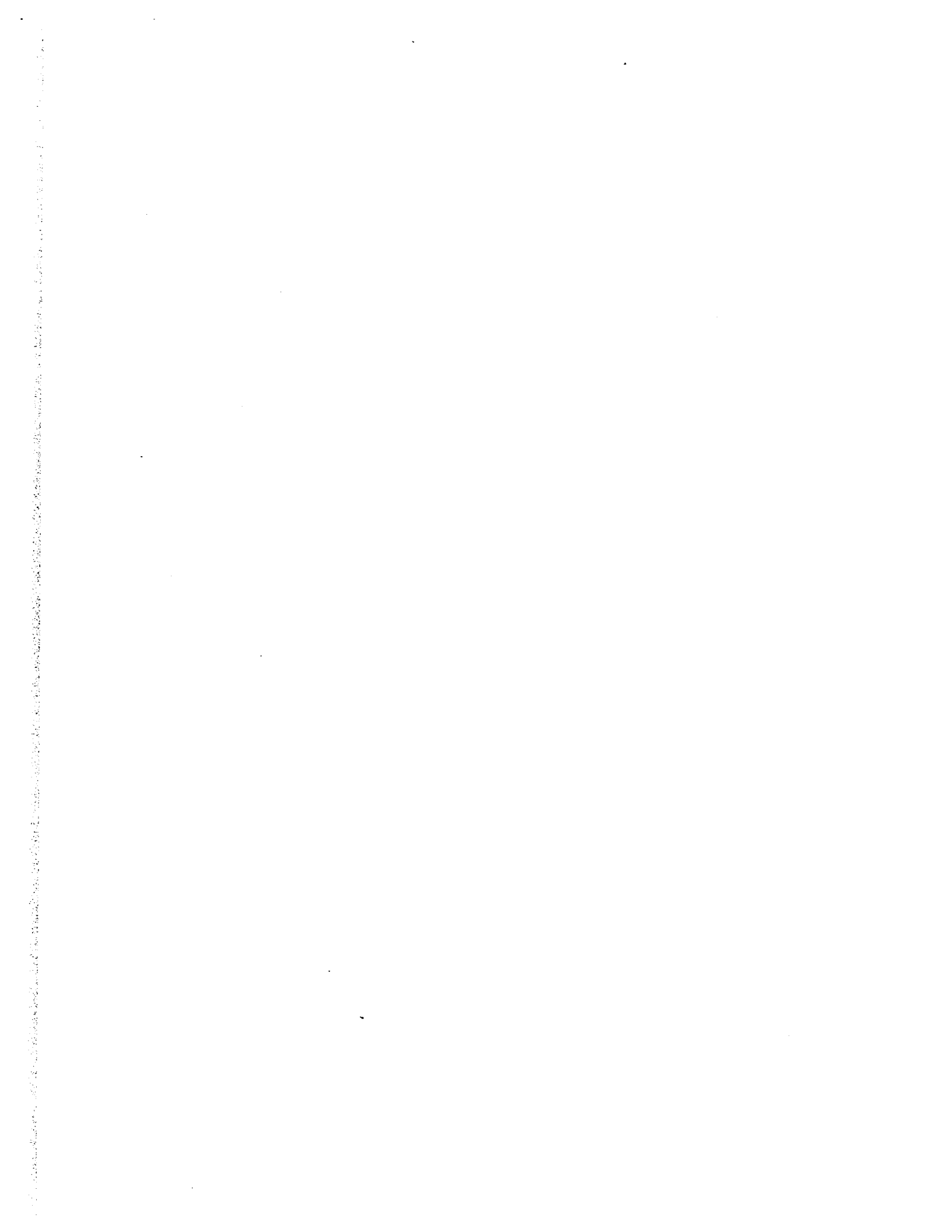
Task B Develop Procedures to Facilitate Public Access to Candidate, Party, and Committee Affidavits and Submissions

Task C Publicize Election Races



Exhibit CL-5
Voter Information Task Order Diagram





6

Balloting

Task Sequence Flow Chart

Tasks

Task A Define Statutory Requirements for Ballot Faces

Task B Determine Ballot Styles

Task C Determine Ballot Varieties

Task D Specify Ballot Method

Task E Design Materials Presented to the Voter at the Polling Place

Task F Select Polling Places

Task G Calculate Voting Station Requirements

Task H Print Voting Materials

Task H-1 Prepare Voting Machines

Task H-2 Prepare Punch Card Ballot Systems

Task I Package Voting Materials

Task J Deliver Materials and Equipment to Precincts

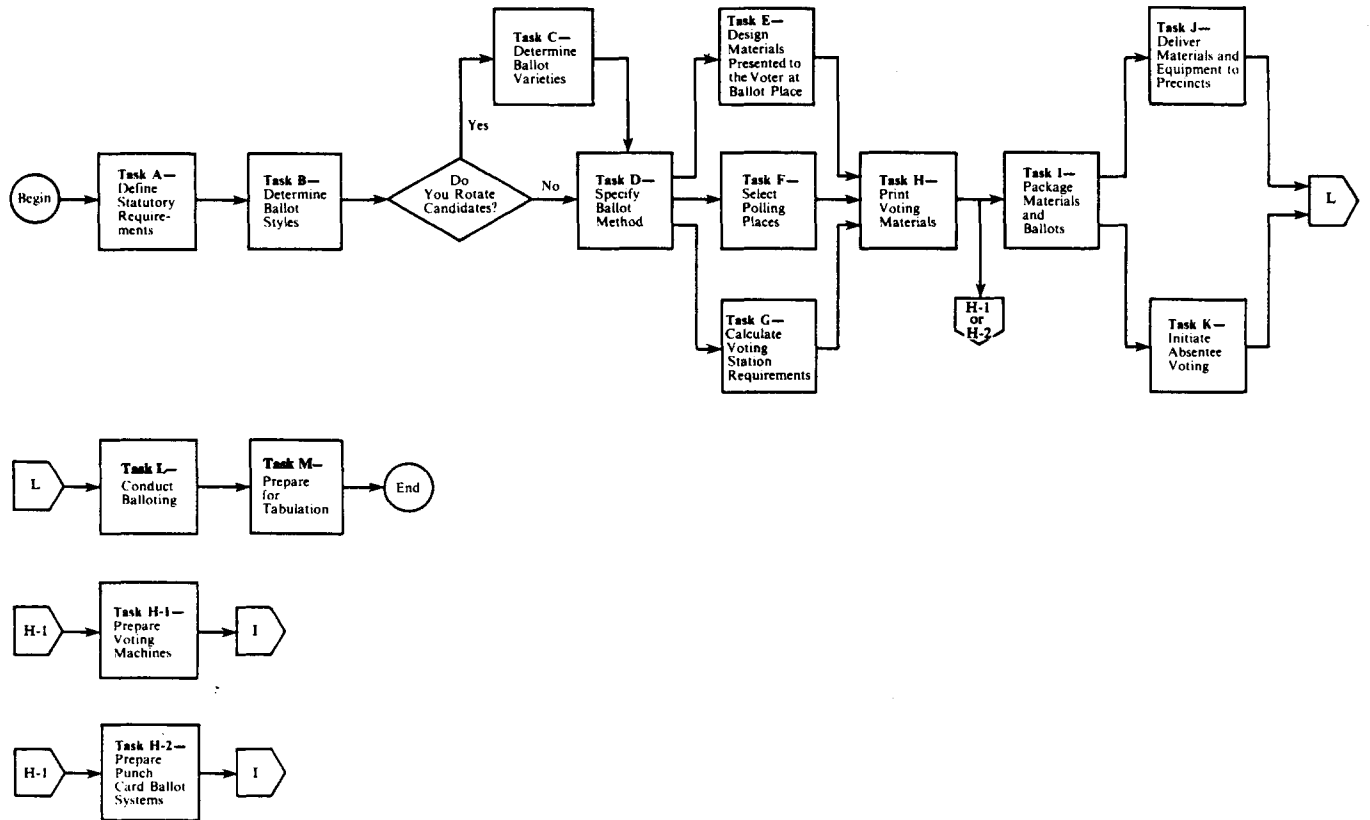
Task K Initiate Absentee Voting

Task L Conduct Balloting

Task M Prepare for Tabulation



Exhibit CL-6
Balloting Task Order Diagram





Balloting

Task: G Calculate Voting Station Requirements

Activity	Individual Assigned	Begin	End	Actual Completion
■ Determine rate at which selected balloting method enables the public to cast votes				
■ Determine maximum acceptable waiting time				
■ Project the number of registrants voting in each precinct				
■ Analyze peak load requirements for access to the polling place				
■ Determine the number of voting stations required for each precinct				
■ Determine the quantity of materials required for each precinct				



Notes:

7

Tabulation

Task Sequence Flow Chart

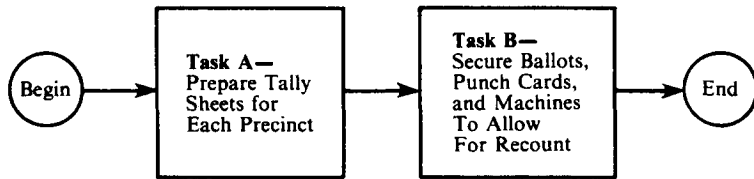
Tasks

Task A Prepare Tally Sheets for Each Precinct

Task B Secure Ballots, Punch Cards, and Machines to Allow for Recount



Exhibit CL-7
Tabulation Task Order Diagram



Tabulation

Task: A Prepare Tally Sheets for Each Precinct

Activity	Individual Assigned	Begin	End	Actual Completion
■ Tabulate Paper Ballots				
—Segregate challenge ballots				
—Count ballots				
—Prepare ballot tallys and/or				
■ Tabulate Voting Machine Stations				
—Read counters and compare to manual tally of voters				
—Canvass machines and/or				
■ Tabulate Punch Cards				
—Prepare for machine reading				
—Take sample hand count				
—Test tabulation software				
—Enter cards				
—Review reported tabulations				
■ Tabulate Absentee Ballots				
—Compare Ballot signature to application				
—Determine if ballot form is complete				
—Segregate challenges				
—Count ballots				
—Prepare absentee ballot tally				
—Sum tallys				
■ Tabulate challenged votes				
—Sum challenges in each precinct				
—Record on separate tally				

8

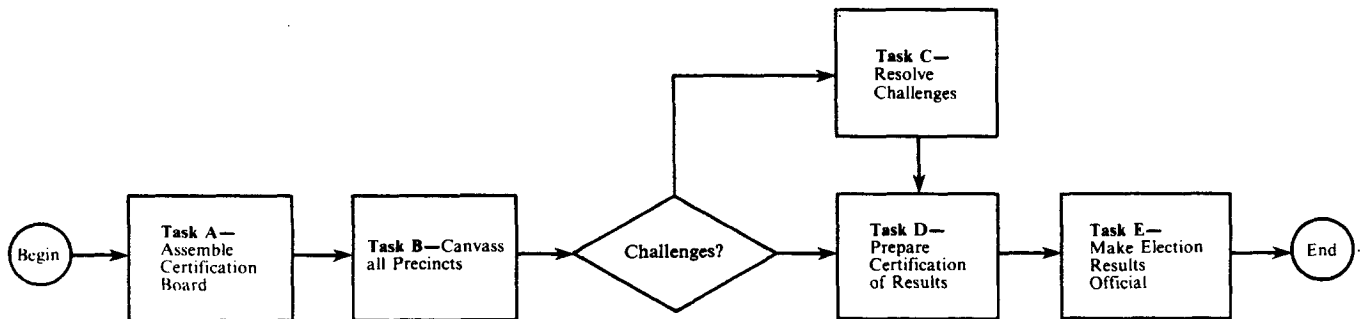
Certification of Results Task Sequence Flow Chart

Tasks

- Task A** Assemble Certification Board
- Task B** Canvass All Precincts
- Task C** Resolve Challenges
- Task D** Prepare Certification of Results
- Task E** Make Election Results Official



Exhibit CL-8
Certification of Results Task Order Form





Notes:

Exhibit III-1

Sample Modifications to the Checklist

Voter Registration

Task: G Process Additions to Voter Registry

Activity	Individual Assigned	Begin	End	Actual Completion
■ Check registry for duplicates of original registration documents / REMOVE DUPLICATES				
■ Verify original registration documents for completeness and plausibility of address				
■ Make precinct DISTRICT assignments (if accomplished manually)				
■ Count valid original registration documents and batch				
■ Compare count to original batch totals				
■ Submit batches for key entry DESTROY DUPLICATES				
■ Make precinct assignments (if accomplished by computer)				
■ Verify that all records in each batch are key entered				
■ Prepare edit list of registration records				
■ Edit records against original registration document for accuracy				

B. Making a Checklist of Your Own

No manager should adopt a general election checklist without first modifying it to reflect both the characteristics of his own jurisdiction and the probable demands of each year in the four-year election cycle. Our checklist requires at least four types of modifications before it will fit your jurisdiction:

- *Additions*—Tasks or activities may have to be added to some functions to take into account election laws or administrative procedures unique to the jurisdiction
- *Deletions*—Tasks or activities may have to be deleted from some functions because of unique election laws or administrative procedures
- *Changes in sequence*—Changes in the order in which tasks or activities are performed may have to be made to resolve scheduling problems
- *Changes in vocabulary*—Changes may have to be made in the vocabulary used to describe tasks and activities to conform to terminology in use in your jurisdiction.

Another major factor to consider in modifying the checklist is the level of automation you employ in administering elections. Task G under the Voter Registration function “Process Additions to Voter Registry” assumes a moderate level of automation. Exhibit III-1 illustrates how Task G would be modified for a jurisdiction that does not maintain a computer-based registration file.



Notes:



IV. Planning the Workload

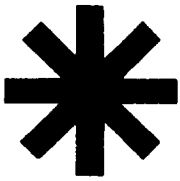


Exhibit IV-1

Proportional Time Distribution by Function

Employee: Jerry Doe
Position: Sr. Clerk

Function	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Precinct Definition												
Certification of Qualification												
Voter Registration	45%	25%	65%	65%	65%	85%	85%	85%	85%	85%	85%	
Campaign Finance and Control												
Voter Information												35%
Balloting												
Tabulation of Ballots												
Certification of Results												
Administration	15%	15%	15%	15%	15%	15%	15%	15%	15%	15%	15%	15%
Sick & Annual Leave												
Non-Election Office Duties	40%	60%	20%	20%	20%							50%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%



IV. Planning the Workload

“Work” describes the tasks and activities necessary to meeting an objective. “Workload” describes how these tasks and activities are distributed among the staff, or, putting it more clinically, how staff hours are allocated to tasks and activities.

In deciding to provide the levels of service suggested by the probable demand, you must take into account the workload that will be placed on your staff. Before you commit yourself and your staff to a final checklist and a specific level of service, you should consider whether this workload can reasonably be accomplished with your current staff (supplemented by whatever temporary or part-time help you normally acquire).

Workload is simply the number of staff hours required to perform the tasks and activities identified in your checklist. There are two basic approaches to measuring both probable and real workload:

- *The Self-Reporting Approach* requires each employee to report periodically what he or she spent time on. The most detailed form of the self-report system has employees recording daily activities on time cards

- *The Observation Approach* requires trained individuals (variously called efficiency experts, time and motion experts, or other less polite titles) to record the time required to perform well-defined tasks and activities. By timing work performed during sample periods, an industrial engineer can estimate the time required to do all repetitions of both observed activities and activities similar to those that were observed.

Both approaches can determine the workload required in providing current levels of service. They can also form the basis for projecting future workloads at different levels of service.

We recommend, by the way, that you rely on the self-report approach to measuring workload since it is easy to implement without significant commitments of time or funds. It is accurate enough to serve as a budget

justification without alarming the office staff by hiring “trained observers.” Moreover, the self-report approach involves the election staff in the planning effort. Such involvement offers the staff an opportunity to review, comment on, and participate in any needed revisions in the projected service levels or in the checklist.

By allowing the election staff to participate in the planning effort, you accomplish at least three things:

- You acquire an experienced review of proposed checklists and service level projections.
- You develop the kind of agreement among staff on the feasibility of projected service levels that becomes a commitment to meeting service levels.
- You identify individual assignments and demonstrate their relationships to the election process, to the schedule, and to the projected service levels.

Cooperative planning also builds morale by giving staff members some control over decisions that affect their work situation.

To provide a basis for estimating workloads and staff requirements for the coming fiscal year, you should have each paid member of your staff estimate the percentage of time he spent on election functions and tasks over the past 12 months. Exhibit IV-1 presents a worksheet that each employee can use to apportion time among election functions. For illustrative purposes, we have completed this worksheet as if it were filed by a senior registration clerk.

Note that in addition to election functions, there is a category entitled “Administration.” This category should be used to record time for normal administrative and personal chores performed during the work day that do not appear in the Election Checklist. These include:

- Election planning
- Budget preparation
- Purchasing
- Normal work breaks
- Meetings with other governmental organizations.

Exhibit IV-2

Areas Requiring Application of Judgment to Self Report Time Allocations

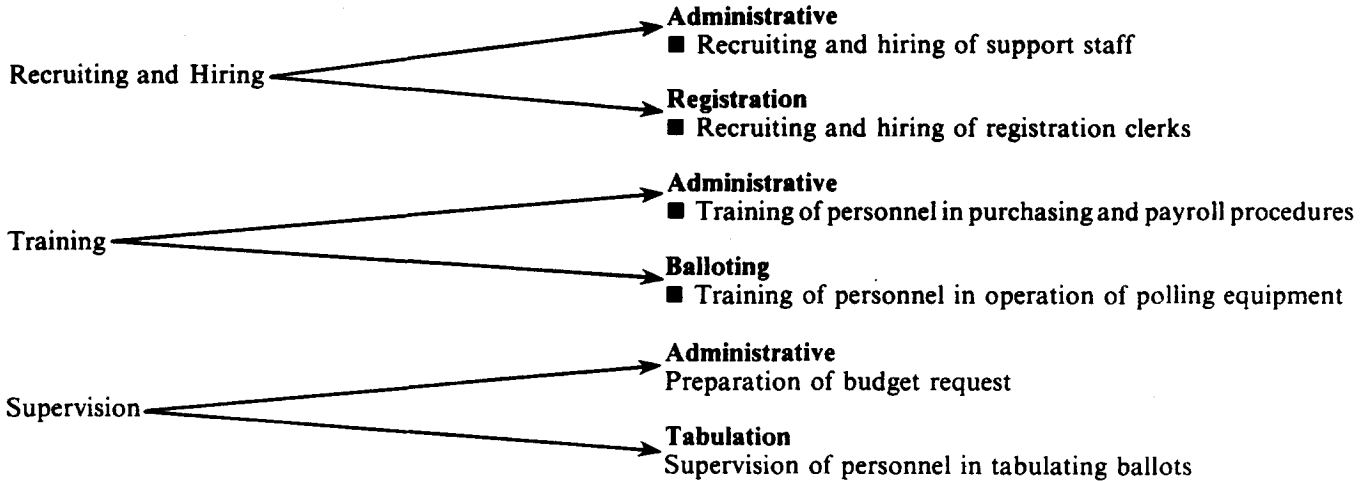
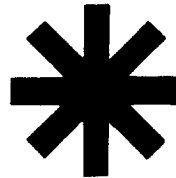


Exhibit IV-3

Distribution of Hours by Election Office Function

Employee: Doe
Position: Sr. Clerk



	Jan. Hrs %	Feb. Hrs %	Mar. Hrs %	Apr. Hrs %	May Hrs %	June Hrs %	July Hrs %	Aug. Hrs %	Sept. Hrs %	Oct. Hrs %	Nov. Hrs %	Dec. Hrs %	
Hours Available	160	144	168	160	160	160	152	168	160	160	152	152	1,896
Precinct Definition													
Certification of Qualification													
Voter Registration	72 45%	36 25%	109 65%	104 65%	104 65%	136 85%	129 85%	142 85%	136 85%	136 85%	129 85%		1,233
Campaign Finance and Control													
Voter Information												53 35%	53
Balloting													
Tabulation													
Certification of Results													
Administration	24 15%	21 15%	25 15%	24 15%	24 15%	24 15%	23 15%	26 15%	24 15%	24 15%	23 15%	23 15%	285
Non-Election Office Duties	64 40%	87 60%	34 20%	32 20%	32 20%								299
Sick and Annual Leave												76 50%	76
Total	160 100%	144 100%	168 100%	160 100%	160 100%	160 100%	152 100%	168 100%	160 100%	160 100%	152 100%	152 100%	1,896


Exhibit IV-4**Instructions to Convert Proportional Time Allocations Into Staff Hours**

Step 1—Compute hours available in each month as the product of the number of working days in the month and the number of work hours per day. Increase hours available to include required overtime, if any.

Step 2—Compute the number of hours allocated to each function as the product of the proportional allocation and the hours available.

Step 3—Sum row totals of hours and percentages.

Step 4—Sum column totals of hours.

It is not unusual for administrative activities to consume 10 to 15 percent of the work day.

Where there are many other official responsibilities besides elections, such as in a county clerk's office, many employees may work only part of their time on election tasks. In such cases, the time not spent on election tasks can simply be apportioned to "non-election duties." Where employees are borrowed from other agencies for the brief duration of an election or where election employees are loaned out to other agencies during long non-election periods, they should record such out-of-office time as "non-election duties."

It is usually helpful to review each employee's time allocation for plausibility. There is a tendency to allocate time for the 12-month period on the basis of most recent experience. You may want to meet with your staff to review their time allocations in light of the year's service levels and critical due dates. Also, ambiguities may exist in classifying time. Exhibit IV-2 offers examples in which some judgment is required in classifying time reasonably.

Percentage time allocations can easily be converted into numbers of staff hours spent on each election office function. Exhibit IV-3 is a worksheet to facilitate this conversion. For illustrative purposes this sample converts the proportional time distribution presented in Exhibit IV-1 into hours. Exhibit IV-4 provides instructions for preparing this worksheet.

In order to analyze the election staff workload for the past fiscal year, there are two ways to summarize employee self-report forms:

- Summarize staff hours by election function for each category of employee.
- Summarize staff hours by month for each category of employee.

To estimate workloads for the coming year, you should consider first the relationship between staff time spent on election office functions and the service levels provided during the past year. Exhibit IV-5 is a worksheet for

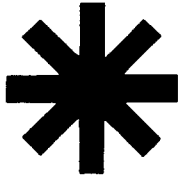


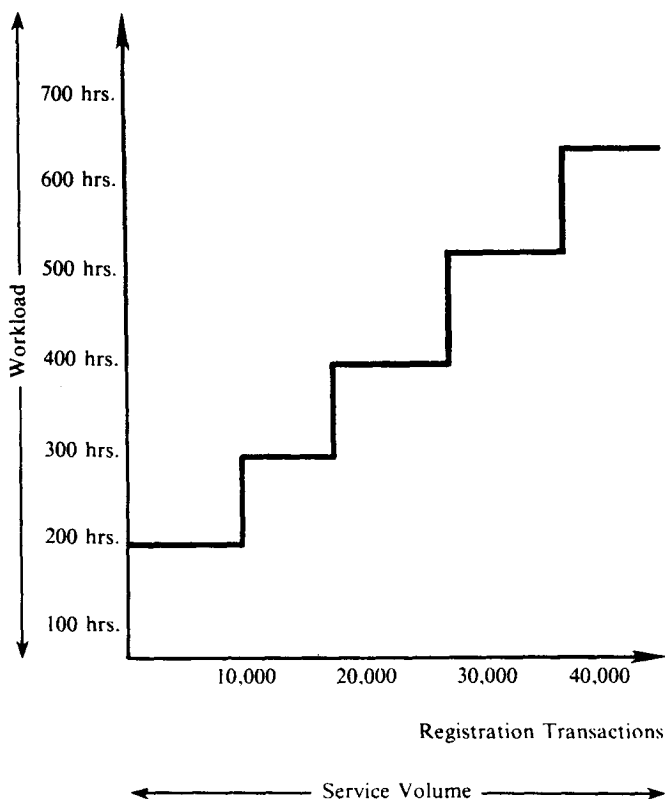
Exhibit IV-5

Worksheet to Relate Current Service Levels to Staff Mix

Function	Column 1 Service Measure	Column 2 Service Level	Column 3 Professional Staff Hours	Column 4 Support Staff	Column 5 Part-time Support Staff	Column 6 Volunteer Staff
■ Precinct definition	RACES	100	100	100	—	—
■ Certification of qualifications	RACES	100	100	140	—	—
■ Voter registration	REGISTRATION TRANSACTIONS	32,706	100	1,200	—	200
■ Campaign finance and control	RACES	100	100	200	—	—
■ Voter information	RACES	100	300	100	—	—
■ Balloting	RACES	100	600	600	2,400	—
■ Tabulation	RACES	100	40	400	—	—
■ Certification of results	RACES	100	60	100	—	—
Total Staff	—	—	1,400	2,240	2,400	200



Exhibit IV-6
Step Function Relationship of Service Volume to Workload



relating the mix of election staff hours to service levels. For each category of personnel, you can calculate the number of productive staff hours per unit of service by dividing the number of hours by the volume of service. From year to year the staff hours per unit of service may change as changes occur in:

- Election office procedures
- Laws governing elections
- Automation of some elections
- Level of staff experience in performing election office tasks and activities.

In fact, a staffing requirements analysis such as this is useful to predict the impact of these changes when they arise as a result of Federal or State legislative proposals.

Historical staffing patterns, then, provide a reasonable basis for estimating workload for the coming year. However, you should be aware that for most election work a graph of the relationship of workload to levels of service forms a step function similar to that presented in Exhibit IV-6. Above certain thresholds of service volume, workload increases to the point where new staff, new equipment, or more efficient procedures are required to meet the new demand levels.

To simplify the process of estimating workload for the coming year, you can use the worksheet in Exhibit IV-7. Here, workload projections for next year are based on staff hours and service levels for the current year. We have used as an example the professional staff hours we used in the staff mix worksheet (Exhibit IV-7). Exhibit IV-8 presents instructions for computing the projections. It is often useful to review the results of these projections with election staff in order to make sure that assumptions about service levels and adjustments are valid.

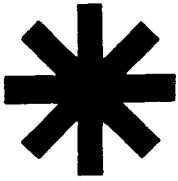


Exhibit IV-7

Worksheet to Project Workload

Staff Category: Professional Staff		Projected Workload					
Budgeted Hours This Year	Function	Column 1 Current Service Level	Column 2 Current Hours per unit of Service	Column 3 Adjustment Factor	Column 4 Adjusted Hours per Service Unit	Column 5 Projected Service Level	Column 6 Projected Hours
100	■ Precinct definition	100 RACES	1	-	1	80 RACES	80
100	■ Certification of qualifications	100 RACES	1	-	1	80 RACES	80
100	■ Voter registration	32,706 TRANSACTIONS	0.003	0.90	0.0027	165,000 TRANSACTIONS	490
100	■ Campaign finance and control	100 RACES	1	-	1	80 RACES	80
300	■ Voter information	100 RACES	3	-	3	80 RACES	240
600	■ Balloting	100 RACES	6	-	6	80 RACES	480
40	■ Tabulation	100 RACES	0.4	-	0.6	80 RACES	48
-	■ Certification of results	100 RACES	0.6	-	0.6	80 RACES	48
	Total	XXX	XXX	XXX	XXX	XXX	1546

Exhibit IV-8

Workload Projection Worksheet

- Compute current staff hours per service unit
- For a single category of staff compute staff hours per service unit by dividing staff hours by service levels found in Worksheet III-6; enter in column 2 of Worksheet III-8
- Enter adjustments to staff hours per service volumes in column 3. Adjustments are expressed as a percentage of current hours per service unit. They may be obtained from vendors who sell election office equipment, derived from sample observations, or derived from continuing staff self-reports of time distributions
- Enter the product of adjustment factors and hours per unit of service volume in column 4
- Enter projected service volumes in column 5
- Enter the product of adjusted hours per service unit (column 4) and projected service level in column 5
- Repeat worksheet for each category of staff.

Notes:



V. Scheduling Election Tasks and Activities

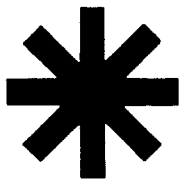
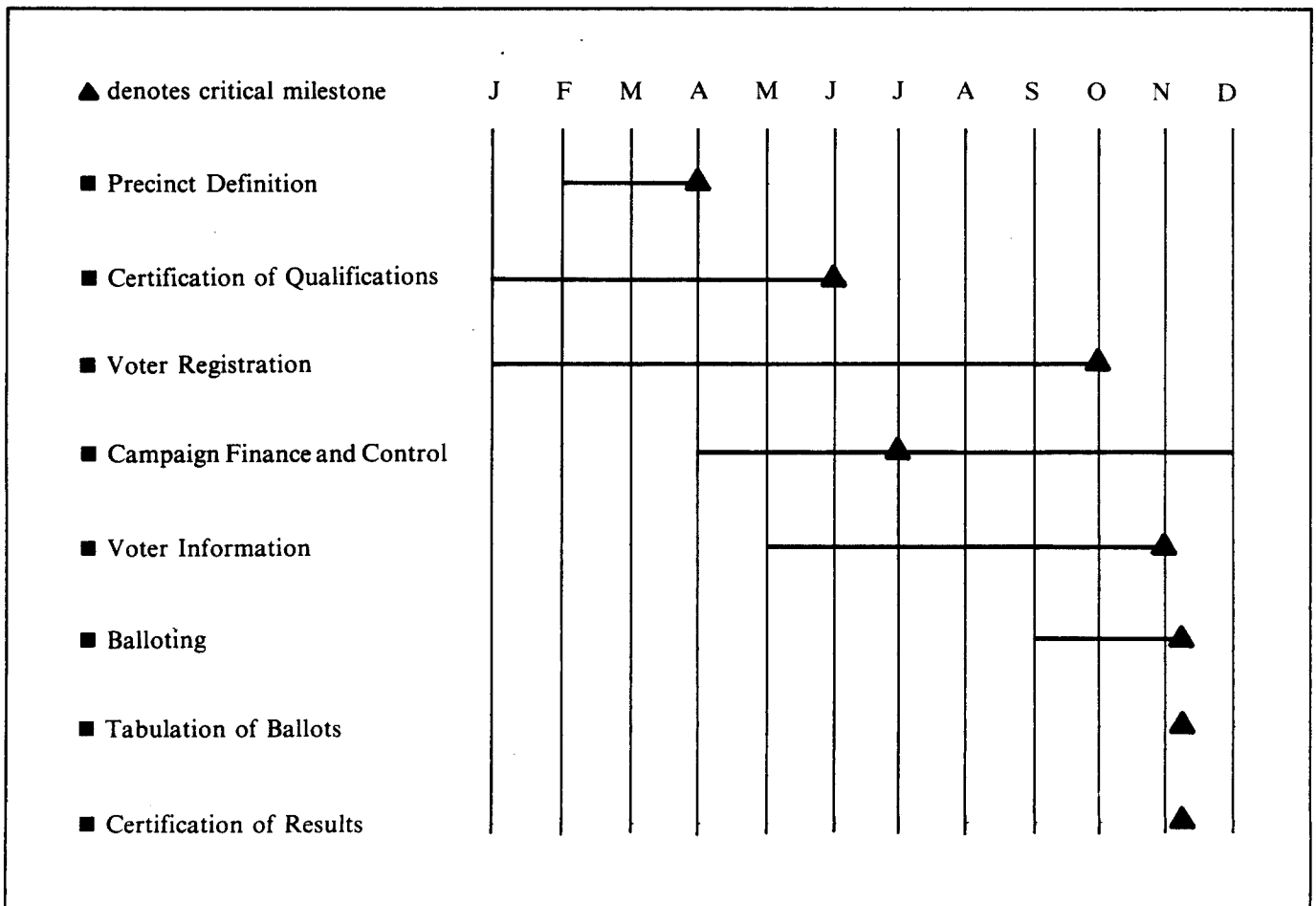


Exhibit V-1
GANTT Chart of Election Office Functions





V. Scheduling Election Tasks and Activities

The approach of this volume is that in order to provide a given level of service, work must be done by people within a specified time. The three previous chapters have addressed (1) deciding the level of service, (2) identifying task and activities, and (3) planning the workload. This chapter introduces some techniques of scheduling.

Scheduling is essential for at least four reasons:

- It ensures that tasks are performed in proper sequence and in proper relationship to each other
- It provides a handy management tool for reviewing work progress and measuring the consequence of delays
- It improves staff morale by demonstrating the relationships of individual (and possibly boring) activities to the overall objective
- It provides a basis for managing staff workload and resource consumption.

Four factors determine the time period within which work will be accomplished:

- Statutory due dates
- Workload expressed in staff hours
- Estimated quantity of people available to perform the work
- Time of other work performed by the election organization.

A GANTT chart provides a method of presenting, in visual form, the time period or periods when each function will occur. Exhibit V-1 presents a GANTT chart for a sample election jurisdiction. To prepare a chart similar to this you should perform the following steps:

- List the critical due dates set by Federal, State, or local statutes affecting each function. These dates will include, but not be limited to, the following events:
 - Election days
 - Registration closings
 - Certification dates
 - Candidate and party filing dates.
- Arrange the list in chronological order and note which

events determine dates on which entire functions must be completed.

- Record critical dates as milestones on the GANTT chart.
- Set “end” dates for each function. Note that in some cases functions may end later than critical due dates. For example, the registration function will end between the registration closing date and the election day. This allows time to prepare precinct lists of registered voters.
- Set “begin” dates for each function. “Begin” dates reflect total staff hours of workload computed from worksheets similar to the one presented in Exhibit IV-7 and estimates of the staff available to perform the work.
- Record begin and end dates on the chart format.

When you prepare a GANTT chart, set “begin” dates to provide sufficient time to complete all tasks in the function. You can derive the amount of time that is sufficient from two factors: the workload related to each function, and an estimate of the number of people available to perform the work.

It is worthwhile to prepare detailed GANTT charts for each election function and to display begin and end dates for each task. These charts are useful management tools to facilitate the scheduling of election staff.

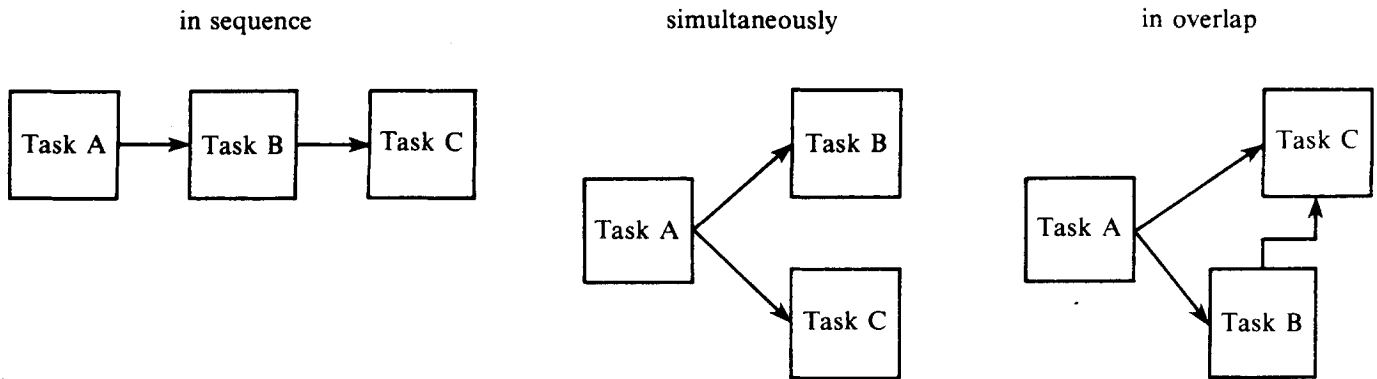
As you schedule staff to perform election functions, you must address three questions:

- What critical due dates must be met?
- In what order must tasks be performed?
- Who is available to perform work?

Critical due dates—those fixed by Federal and State law—cannot ordinarily be missed. You should, then, work backward from these dates in order to trace back the sequence of tasks essential to meeting the deadline. (When, as in a local clerk’s office, the staff is also responsible for things other than elections, it is prudent to identify *all* office critical due dates—whether election related or not—in order to avoid missing one to meet another). The order in which tasks and activities are performed depends largely on



Exhibit V-2
Flow Chart Segments to Illustrate Scheduling Alternatives





whether beginning (or completing) one task depends on the product of another task. For example, in order to perform the activities in Task B under Voter Registration, "Select Voter Registration Methods," you must perform the activities in Task A, "Review Federal and State Voter Registration Requirements." Task A determines for you which registration methods comply with the election law before you commit yourself in Task B to adopting one or more of the methods.

There are three ways in which election tasks and activities can relate to each other. They may therefore be scheduled either:

■ *In sequence*—Where the product or outcome of one task is required to begin the next task

■ *Simultaneously*—Where tasks are totally independent of each other but the product or outcome of both these tasks is required to begin another task

■ *In overlap*—Where the partial outcome or product of one task is required to begin another.

Exhibit V-2 shows how flow charts reflect these three scheduling alternatives. You should, as a first cut, try to schedule tasks and activities backward from critical dates assuming ideal circumstances with regard to available staff and equipment. You can then adjust the flow charts as these assumptions are revised. Prepare a flow chart for each task identifying the order in which activities are to be performed. The level of detail you use in designing the flow charts depends on the size and needs of your staff. A large staff providing many election services will very likely require fairly detailed flow charts of tasks and activities in order to remain on schedule as well as to assign staff efficiently.

While the end product of a flow chart is simply a list of activities to be done connected by sequence lines, the mechanics of building a flow chart are a little more complex. It helps, as we noted, to work backward from the end point or from critical dates. Physically, this can be

done using a pack of 3 x 5 filing cards (on a large empty floor or wall), or a long blackboard (with either chalk or magnetic squares). Begin by identifying the last milestone or activity. Then identify (with both begin and end dates) what activity must occur in order to do the last one. Continue identifying, step-by-step, the things that must occur before the last thing you put up on the board. We suggest that, in line with our earlier remarks on participatory planning, you involve members of your staff in this process. It is an educational and constructive experience.

Once all the tasks and activities have been put in logical sequence, you should then consider workloads, time frames, and exact dates. This will undoubtedly require moving many of the activities up in time and stretching out the flow chart (hence the use of mobile cards or erasable boxes). When all are agreed on the tasks, activities, sequence, and time frames, you can then transfer the flow chart onto paper.

Detailed flow chart may become a little cumbersome. It is usually best to prepare the "final" version on rolls of wrapping paper (using a yardstick and template) or by hiring a blueprinter to produce it. Another alternative is to draw them on 8½ x 11 paper, using the off-page connector symbol to indicate where the last step on one page connects to the next step on the following page. This is a little less clear, but the product is easier to carry or put in a folder.

To prepare flow charts that show not only the sequence in which tasks and activities are performed but also the time periods in which they are performed, simply add a "time line" to the bottom of the flow chart. Exhibit V-3 provides an example. When tasks recur during the year, the sequence of its required activities can be repeated along the time line.

Remember that the first versions of the flow chart you construct will no doubt have to be modified as you consider precisely who will perform each activity and what other



duties your office staff has. When you assign activities you should by all means avoid over-committing yourself or your staff. In making assignments, consider the total number of staff hours available to the election office. Exhibit V-4 presents a worksheet you can use to accumulate staff hours as you schedule employees. We have completed this worksheet to represent the time allocation of a management analyst on an election staff. The schedule in Exhibit V-4 accounts for 1,795 hours, of which 300 hours are devoted to administration.

As you assign activities, also remember that time has to be made available for routine and administrative tasks that do not appear on the election office checklist and will not appear on your flow chart. If you summarize the total hours staff members will spend on an activity, you should arrive at the workload associated with that activity. If you summarize the hours a single individual will spend on all activities during a month, you should arrive at the average number of working hours per month.

Critical activities should be assigned to staff members whose availability is certain—preferably, full-time and permanent employees. To determine how critical an assignment is, review your flow chart to see how many tasks would be delayed if the assignment were not performed on time.

For each month, as you compare staff required to staff available you may discover shortages of appropriate personnel for specific election functions. There are three ways to cope with this situation:

- Add staff
- Reduce services offered by the election office
- Perform tasks or activities in sequence that were previously planned to be performed simultaneously.

You may have to go through the scheduling process several times adjusting staff assignments for each task, service levels, and sequencing to accommodate staff availability.

When you have completed the flow chart, you and your staff will have a complete map of what tasks and activities have been performed when, and how they relate to each other. By assigning specific tasks and activities to members of your staff, you (as well as they) will have a complete picture of who is responsible for doing what and by when. As a final touch, you may want to post the master flow diagram in some highly visible place and mark off activities as they are accomplished—a kind of visual countdown. For in-hand, on-the-desk monitoring, we recommend using the checklist such as the one in Chapter III. You may also want to provide each of your staff members (or supervisors in a large office) with a list of activities by date for which he or she is responsible. By such a technique, every one knows his duties and can manage his time accordingly.

Based on this experience, your next year's plan will be both more accurate and easier to prepare.

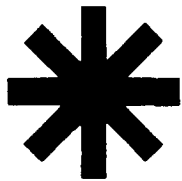


Exhibit V-4
Worksheet to Schedule Staff Hours

Employee: Smith							Staff Classification: Professional						
Function	Month												Total
	J	F	M	A	M	J	J	A	S	O	N	D	
■ Precinct Definition		40	20	20									80
■ Certification of qualifications	20	20	5	5	10	20							80
■ Voter Registration	45	35	65	20	40	20	60	40	20	20		80	445
■ Campaign Finance and Control				20	10	20					30		80
■ Voter Information				80		40	20	20	20	40	20		240
■ Balloting					80	20	40	40	100	80	80		440
■ Tabulation											10		10
■ Certification of Results													
■ Non Election Functions													
■ Administration	80	50	40	10	10	30	20	10	20	20	10		300
■ Sick & Annual								50				70	120
■ Total Hours	145	145	130	155	150	150	140	160	160	160	150	150	1795

Epilogue

This volume has focused on techniques you can use for:

- Estimating the demands for election services that will be placed on your office in the coming year
- Planning your election work in terms of tasks and activities that must be done
- Planning the workload so that tasks and activities are reasonably and realistically assigned to members of your staff
- Scheduling the tasks and activities to ensure that they can be done on time with the available staff.

In short, it has addressed the essential planning questions of why, what, who, and when. One crucial question remains: at what cost. Planning and accounting for election costs is the next and highest level of administering elections. Volume III, *Costing Elections*, demonstrates fairly simple ways of reaching that level.



Notes:

Worksheets

Proportional Time Distribution by Function

Employee:

Position:

Function	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
Precinct Definition												
Certification of Qualification												
Voter Registration												
Campaign Finance and Control												
Voter Information												
Balloting												
Tabulation of Ballots												
Certification of Results												
Administration												
Sick & Annual Leave												
Non-Election Office Duties												
Total												

Distribution of Hours by Election Office Function

Employee:
Position:

	Jan. Hrs %	Feb. Hrs %	Mar. Hrs %	Apr. Hrs %	May Hrs %	June Hrs %	July Hrs %	Aug. Hrs %	Sept. Hrs %	Oct. Hrs %	Nov. Hrs %	Dec. Hrs %	
Hours Available													
Precinct Definition													
Certification of Qualification													
Voter Registration													
Campaign Finance and Control													
Voter Information													
Balloting													
Tabulation													
Certification of Results													
Administration													
Non-Election Office Duties													
Sick and Annual Leave													
Total													

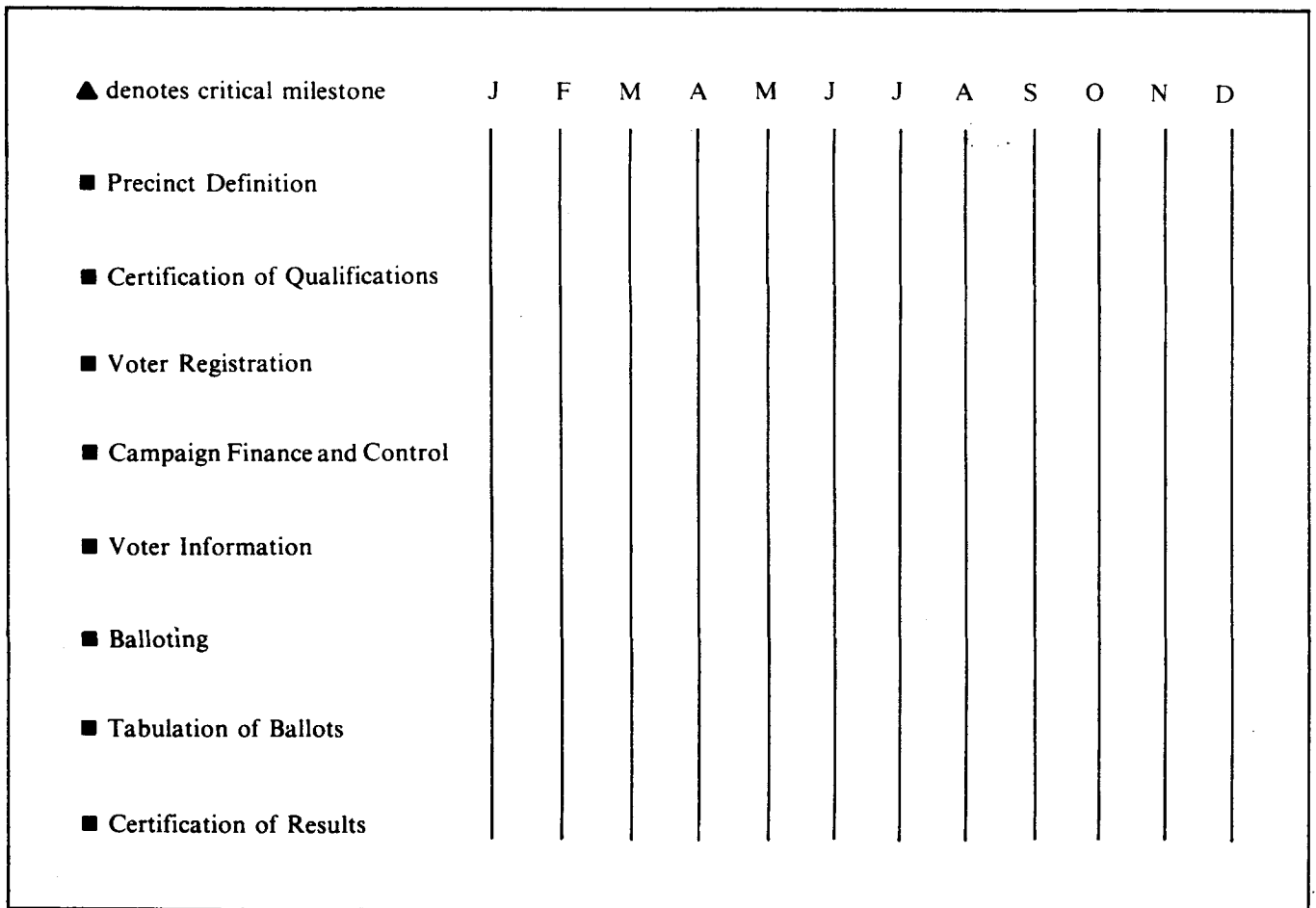
Worksheet to Relate Current Service Levels to Staff Mix

Function	Column 1 Service Measure	Column 2 Service Level	Column 3 Professional Staff Hours	Column 4 Support Staff	Column 5 Part-time Support Staff	Column 6 Volunteer Staff
■ Precinct definition						
■ Certification of qualifications						
■ Voter registration						
■ Campaign finance and control						
■ Voter information						
■ Balloting						
■ Tabulation						
■ Certification of results						
Total Staff						

Worksheet to Project Workload

Staff Category: Professional Staff		Projected Workload					
Budgeted Hours This Year	Function	Column 1 Current Service Level	Column 2 Current Hours per unit of Service	Column 3 Adjustment Factor	Column 4 Adjusted Hours per Service Unit	Column 5 Projected Service Level	Column 6 Projected Hours
	■ Precinct definition						
	■ Certification of qualifications						
	■ Voter registration						
	■ Campaign finance and control						
	■ Voter information						
	■ Balloting						
	■ Tabulation						
	■ Certification of results						
	Total						

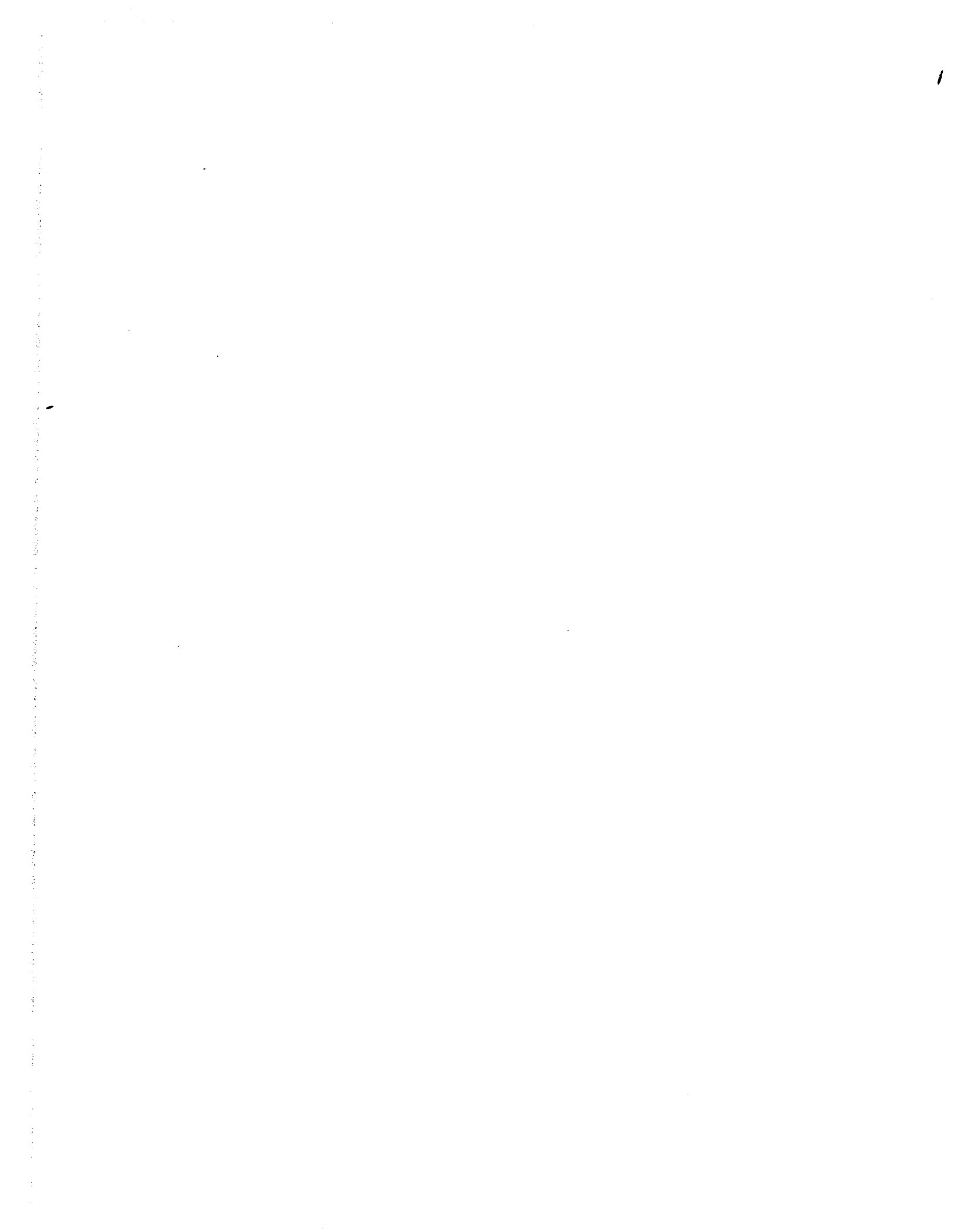
GANTT Chart of Election Office Functions



Worksheet to Schedule Staff Hours

Employee:							Staff Classification:						
Function	Month												
	J	F	M	A	M	J	J	A	S	O	N	D	Total
■ Precinct Definition													
■ Certification of qualifications													
■ Voter Registration													
■ Campaign Finance and Control													
■ Voter Information													
■ Balloting													
■ Tabulation													
■ Certification of Results													
■ Non Election Functions													
■ Administration													
■ Sick & Annual													
■ Total Hours													





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