

Innovations in Election Administration 9



**Early
Voting**

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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.

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Introduction

The term “early voting” is sometimes used to describe any procedure whereby qualified electors may cast their ballots in person during some period of time before election day. However, such a definition does not differentiate early voting from familiar in-person absentee voting procedures in use throughout the nation. Therefore, it is important—though not easy—to distinguish early voting programs from plain vanilla in-person absentee voting procedures.

This distinction involves six factors:

- who can vote early
- does the early voter complete an application
- is the early voted ballot individually identifiable
- when does early voting take place
- where does early voting take place
- is early voting widely publicized

Who Can Vote Early?

Those States that permit in-person absentee voting before election day usually (but not always) require that the voter be qualified to do so by claiming some statutorily specified reason (such as “planning to be out of the county on election day” or the like). No such reason is required for early voting; it is unrestricted and is available to any voter who is eligible to vote on election day.

Does the Early Voter Complete an Application?

Voting by in-person absentee ballot usually requires the voter to complete an application or request form. Early voting does not; the procedure for early voting is the same as that used at the polling place on election day—signing a pollbook and having registration verified from a registration list.

Is the Early Voted Ballot Individually Identifiable?

In-person absentee voting usually requires that the voted ballot be sealed in a signed, individually identifiable envelope that is not opened until election day (although this procedure may not pertain in jurisdictions using voting machines that do not entail a paper ballot). The eligibility of the individual voter must be verified, and the ballot can be challenged, before the envelope is opened and the vote is tabulated. Early voting ballots are cast just like ballots that are cast on election day, and they cannot be identified or challenged individually.

When Does Early Voting Take Place?

In-person absentee voting takes place only during the regular office hours of the elections office of the jurisdiction. Early voting programs provide extended hours for early voting, often 12 hours on weekdays and some number of hours on weekend days.

Where Does Early Voting Take Place?

In-person absentee voting takes place only in a designated central place in the jurisdiction (usually the county election office). Early voting programs also provide additional outlying or satellite early polling places that are established for the purpose of in-person voting before election day.

Is Early Voting Widely Publicized?

Even States that permit unrestricted in-person satellite absentee voting before election day may not accurately be termed early voting States unless they publicize the availability of the service. Thus, early voting is dependent on the publicity accorded it so that its availability is widely known by voters.

This narrow definition of early voting, therefore, includes only those programs that allow unrestricted voting during some designated period before election day, that do not require an application to vote early, that provide ballots that are not individually identifiable once they are cast, that provide voting opportunities during extended weekday and weekend hours, that offer voting at outlying or satellite sites, and that are well publicized.

Variants

However, the real world is not so simple. There are a number of programs that meet some but not all of these criteria, and some of these variants may be of interest to States considering the feasibility of some form of early voting.

Iowa's program may not fit the strict definition of early voting because it requires that an application be attached to each absentee ballot, so the ballot is individually identifiable. Virginia's procedure is a variant because it restricts who can vote early to specific classes of voters and restricts satellite sites to government buildings. Colorado does not provide for extended hours of early voting, and no county has yet provided satellite early voting sites.

Nevada's law is too new to have been implemented yet, and Arizona's law has not been implemented widely, but both States allow full early voting. All five of these States leave the implementation of early voting to the discretion of each county rather than mandating it.

Even in Texas, only the 28 most populous counties fit the strict definition of early voting; the 226 counties with populations of less than 100,000 are not required to have extended hours or satellite sites unless petitioned to do so. The programs in all of these States—Texas, Arizona, Colorado, Iowa, Nevada, and Virginia—are discussed in more detail in this report. A number of other States allow unrestricted absentee voting, either for all absentee voting or for in-person absentee voting only, for varying periods of time. Oregon even has a procedure for registered voters to vote a restricted ballot anywhere in the State on election day. While these absentee procedures are interesting, they do not include extended hours or satellite voting sites, so they are not within the scope of this report.

Preliminary Considerations

Early voting is so new that there are a number of questions that bear examination by any jurisdiction considering its introduction. Some of these questions can be answered, in whole or in part, on the basis of the experience in those States that already have some form of early voting. Some questions cannot be answered yet, but should still be considered.

Whenever early voting is discussed, the discussion turns into an argument over whether it is good public policy to encourage large numbers of people to vote before election day. While it has long been agreed that some voters must be allowed to vote early by absentee ballot if they are going to be able to vote at all, there is a roaring debate about whether it is advisable to **encourage** large numbers of people to vote as much as a week or a month before election day.

Proponents say that early voting will increase turnout and make voting more accessible and convenient to under-represented groups, such as elderly, disabled, and young people, and to people who find it difficult to get to a central election office because of distance, lack of transportation, or nontraditional work schedules; that it is advantageous in areas that frequently experience bad weather conditions on election day; that early voting will decrease the potential for fraudulent voting or voter intimidation by substituting in-person voting at early voting sites for most mail absentee voting; and that it can lead to better informed voters because it will force campaigns

to get more information to voters earlier instead of waiting for a last-minute blitz. They believe that early voting helps give government more credibility by providing a service and more options to voters, thereby helping to overcome the feeling that “government doesn’t belong to me” through voter outreach efforts to parallel voter registration outreach efforts.

Opponents say that early voting does not increase turnout, but simply shifts it from election day to early voting days; that it deprives large numbers of voters of the ability to make fully informed decisions by encouraging them to vote before the campaigns have ended and before all the information about the candidates and issues has been presented; that it promotes ill-considered impulse voting; that it drives up campaign costs; that it is extremely costly, both in taxpayer money and in administrative complexity; and that a multitude of voting sites and times introduce new and improved opportunities for election fraud and political manipulation. They believe that the common experience of voting at the polls on election day provides a feeling of political cohesion that is an important element in the democratic electoral process.

How are voters, campaigns, and election administration affected by early voting?

Voters

Some States have made early in-person voting at satellite sites available but have not urged

its use. Others have promoted early voting and sought to maximize early voting turnout. Still others have considered early voting and rejected it.

Every jurisdiction that has introduced early voting agrees that once it has been started, it cannot be stopped. Voters love it. In some jurisdictions, as many as 20 to 50 per cent of voters have used early voting. They do not know or care about any of the problems it may create for campaigns or administrators. Several States have expanded early voting incrementally, but none has introduced it and subsequently withdrawn it.* Everyone believes withdrawing it would be political suicide.

***NOTE:** Oklahoma is almost an exception. They twice introduced, then abandoned, in-person absentee voting. In the early 1950's, absentee ballots could be cast directly with the local election administrator, but the option was halted when one administrator was convicted of contributing many votes of his own. In the early 1980's in-person absentee voting was attempted in local elections, using a bipartisan board to receive the ballots. State law still had the traditional restrictions on absentee voting, limiting the potential pool of qualified voters; the high cost, low turnout, and staffing difficulty combined to end the experiment.

The State looked at the Texas early voting program, but opted for unrestricted in-person absentee voting in the county election board office 9:00 a.m.-5:00 p.m. on the Thursday, Friday, and Monday before statewide elections and on Monday only before local elections, accommodating those voters who had been disenfranchised by a five-day deadline for applying for an absentee ballot.

Satellite early voting is certainly a convenience for many of those voters who would otherwise have voted by absentee ballot. They need not mail

applications and ballots back and forth. It is a service to those voters who live a considerable distance from the central election office, who do not have access to transportation, or who live in areas of the country where there is frequently a threat of severe weather that would make it difficult to get to their polling location on election day. Yavapai County, AZ, has used a satellite early voting site to serve voters who live a long way from the county seat; Colorado introduced early voting specifically to accommodate disabled voters. Both Arizona and Colorado find that concerns about bad weather on election day are a spur to early voting. The Travis County, TX, mobile voting program has received special praise because of its sensitivity toward voters who would otherwise have a difficult time getting to the polls, including rural residents, senior citizens, and physically challenged voters. Fairfax County, VA, political parties and candidates have encouraged college students to vote while home on weekends and fall breaks, and this may help improve the traditionally lower voter turnout of young people. Disabled voters, those who would find it difficult to endure crowds and waiting at polling places on election day, and those who may be receiving medical treatment on election day are encouraged to vote early at a satellite site that is convenient for them. Voters like the convenience of voting absentee reasonably close to home and like not having to trust the mail with the application and ballot, especially if they are called out of town the week before election day.

What is not yet clear is exactly who votes early. Is it mostly the same voters who have always voted by absentee ballot, either by mail or in person—those who will be out of town, the disabled, and so forth? Is it the strongly committed voters who knew who they would vote for even before the candidates were nominated—the “rock-ribbed Republicans” and “yellow-dog Democrats”? Is it the easily swayed, who vote early because a candidate led onlookers to an early voting site after a rousing speech or because another candidate made a damning statement on television last night? Are early voters those who would have voted on election day anyway, or are they voters who might not have shown up on

election day but voted at an early voting site because it was more convenient, accessible, less intimidating, or fits into their overcrowded schedules better? Does it matter?

Does early voting favor any party's voters? Both major parties believe it favors their voters. There is no hard evidence available to support either's belief.

Does it increase turnout among certain demographic groups, especially among groups that have historically been under-represented in the electorate, or does it facilitate voting by the same groups that have always voted? No evidence proves or disproves either thesis.

Does early voting increase total voter turnout? Voter turnout was up in the 1992 general election in early voting jurisdictions, but it was also up all over the nation. There is no clear evidence to prove or disprove that voter turnout increased any more in early voting jurisdictions than in others; there are simply too many variables affecting turnout to be able to attribute any increase to any single specific factor.

Campaigns

One known effect of early voting is that it changes the dynamics and strategy of political campaigns. What is not clear is exactly **how** it changes campaigning. Some Texas counties comment that the major challenge presented by early voting to candidates and voters alike has been the transition from focusing on a *single* election day high-point to focusing on a series of high-points created by *multiple* early voting election days in addition to a climax on election day. This change has called for major restructuring in the allocation of campaign resources. One Texas candidate won on the margin of the early votes he received before election day; but another candidate lost after spending all his money and effort on early voting and had none left for election day.

If 20 to 50 per cent of voting takes place before election day, campaigns must take those voters into

account in planning strategy. In addition to a media blitz in the last few days before election day, candidates need to reach all those early voters. Campaigns are not able to track early voters as they can applications for mail absentee ballots, but they can do electioneering outside early voting sites.

As the early voting numbers have increased, campaigns have developed early voting programs to address the shift in voting. Travis County, TX, has seen "Super Saturday" and "The First Day to Vote" projects, as well as rallies scheduled around early voting locations and mobile voting theme days such as "Vote While You Shop," "Seniors Vote," "Vote at Work," "Vote at Play," "Vote with the Governor," and so forth. Campaign literature reflects the early voting schedule, and phone banks urge voters to cast their vote early. Early voting brings candidates more media and photo ops for "politicking at the polls." Early voting adds another layer to the campaign plan—a new dimension to the campaign process.

Early voting seems to lead to increased campaign spending, though this assumption is arguable. If early voting does lead to increased campaign expenses, how will this affect efforts to curtail overall campaign spending? Will this make it more difficult for challengers and minority candidates to mount effective campaigns or will it make it easier to attack incumbents? Will a misstep on a talk show, a good showing in a debate, or a negative ad send early voters to a polling place the next day with their minds made up before a rebuttal can be publicized?

Will it affect the final election results if or when the media do more exit polling at early voting sites and release the results before election day?

Administration

Election officials who have administered early voting have widely differing degrees of enthusiasm for it, but there are administrative considerations that they have all addressed:

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- How much does it cost? What effect does early voting have on election day costs, on mail absentee voting costs?
 - How can ballots be kept secure for an extended early voting period? How can individual voted ballots be kept secret? How can premature revelation of early vote counts be prevented?
 - How is a voter prevented from voting more than once, either under his own or someone else's name?
 - How can the proper ballots be made available to each voter at the early voting sites?
 - How are voting sites to be staffed for the extended early voting period?
 - How will the election office staff handle early voting responsibilities in addition to preparations for election day—the fatigue factor? How are planning, training, preparation and distribution of materials, publicity, and record-keeping to be handled?
 - What are the potential partisan pitfalls, especially in site selection for satellite voting locations, and how can they be avoided?
 - Does early voting require changes in other election laws and procedures?

This report deals with these administrative considerations and how they have been addressed in those jurisdictions that already have some kind of early voting procedure. Not all jurisdictions have answers to all questions. Early voting is a new and rapidly changing concept in elections; those jurisdictions that have instituted it are changing their procedures with almost every election. But there is now enough information available to provide some guidance to help jurisdictions that are considering this procedure.

Examples of Early Voting Programs

This and all the subsequent sections of this report dealing with specific aspects of early voting describe Texas procedures first, followed by the five States (in alphabetical order) that have variant procedures.

Texas

Early voting as defined in this report began in the State of Texas. It did not spring full grown to life, but began unobtrusively in 1963 with a provision that allowed one temporary branch absentee voting location in counties where the county seat was not the largest town in the county. In 1967 the County Commissioners Court was permitted to establish additional temporary branch absentee voting locations in the county at their discretion, but evidently few if any counties took advantage of this obscure permissive provision.

In 1986 a Texas legislator was irritated by the fact that he had to stretch the truth in stating that he expected to be absent on election day in order to vote by absentee ballot. In 1987 he introduced legislation abolishing the requirement for stating a reason for personal appearance absentee voting. The legislation passed with little fanfare. (Texas still requires a statutorily approved reason for mail early voting.) County Clerks were mandated to provide in-person absentee voting at the Clerk's office (usually in the county courthouse) and at any permanent substations of the Clerk's office from the 20th day through the 4th day before an election. The

County Commissioners Court still had the discretionary authority to set up additional temporary branch absentee voting sites. All permanent and temporary branch locations had to be open identical hours to those of the County Clerk's office.

In 1988 another legislator was angered when he almost missed being able to vote absentee because he arrived to vote on the last day just five minutes before the County Clerk's office closed at 4:30. In 1989 he introduced legislation to require the most populous Texas counties to remain open for extended hours during the last week of absentee voting. This required large counties to have the County Clerk's office open the last Saturday of the absentee voting period and for that office to be open the same hours that the polls are open on election day (7:00 a.m.-7:00 p.m) on Monday through Friday of the last week of absentee voting.

In 1991 the Texas legislature enacted Senate Bill 1234, which made the changes creating the early voting system that has attracted nationwide attention. They changed terminology, substituting "early voting" for "absentee voting" to accommodate the law that allows any voter to vote early by personal appearance. They authorized political subdivisions in any county to establish temporary branch early voting locations for shorter hours. This freed counties to create temporary branches at many different locations, including nongovernmental locations, each operating for a few days or even for a few hours.

Certain counties with larger populations were required to set up a minimum number of branches, each operating for the entire time period of early voting. In 1993 the county population threshold requiring additional sites was lowered from 200,000 to 100,000 population.

Another 1991 change allowed the mandated branch locations to operate at **different** hours from the main location, so long as the **number** of hours did not exceed the daily schedule at the main office. The law required extended hours in the populous counties before primary and general elections (for example, 12 hours per day during the last week, instead of business hours only). These changes facilitated use of store hours for voting at times more convenient to voters and led to increased use of locations such as shopping malls and grocery stores, dubbed “retail voting.”

To supply and operate many small branches, some counties have used vans or portable structures that can be moved to different locations scheduled for voting for a day or a few hours—“mobile voting.”

Extended early voting hours and extensive use of early voting satellite sites are the features that have attracted nationwide attention to the early voting program in Texas.

Any registered voter in Texas may show up at any early voting polling site in the county (except in Harris County, so big—more than 1,300,000 registered voters—it is divided into four zones) where that voter is registered and vote during the early voting period. The Texas early voting law is mandatory on every county, but the law is complicated because the requirements vary by county population size.

NOTE: Texas still has “early voting by mail” (regular absentee voting by mail) that requires a specific reason, an application, and has the kind of deadlines that are familiar in most States for mail absentee voting. They also have special provisions for late voting by disabled voters, by voters with a death in the family, and

by voting involving use of the Federal Post Card Application, but these are not pertinent to this report.

Texas has 254 counties, ranging in population from 107 (Loving) to 2,818,199 (Harris), and its statutes mandate very different early voting requirements for different county population sizes:

- small—less than 100,000 population (226 counties);
- medium—100,000 to 400,000 (22 counties);
- large—400,000 to 1,000,000 (2 counties);
- large urban—1,000,000 to 2,500,000 (3 counties);
- large metro—more than 2,500,000 (1 county).

The major changes attributable to early voting have taken place only in the largest 28 counties in Texas, which must meet a number of mandates for extended hours and satellite early voting sites. The requirements for early voting—for selecting and securing a number of early voting satellite sites, for providing all ballot formats for the county plus other supplies at each satellite site, for recruiting and training additional staff for sites, for maintaining the security of voted and unvoted ballots and other election materials and the voting locations, for verifying voter eligibility, and for reporting election results—present logistical and planning complexities that far exceed those required for preparations for ordinary absentee voting and for a single election day.

There are few mandates for small counties, and they have experienced only minor changes in procedures since the introduction of early voting. The major change for them was the elimination of restrictions on in-person voting in 1987.

Borden County, for example, has 500 registered voters, 7 precincts, 3 ballot styles; precinct identification also identifies ballot style. Early voting is conducted in the County Clerk’s office by the regular office staff, 8:00 a.m.-12:00 noon and 1:00 p.m.-5:00 p.m., Monday-Friday. The staff

receives no extra pay. Voter eligibility is verified from the registration list, and a list of early voters is sent to each precinct for election day. Early voting is by paper ballot, placed directly in a locked ballot box. The ballot box is locked with a numbered wire closure and two locks. The key to one lock is kept by the County Sheriff and the key to the other is kept by the County Clerk. The Clerk reports that early voting has caused only minor changes in procedure and no problems in this small county, but allowing people to vote early without having to state a reason has made it more convenient for voters, such as the county worker who would have to drive 40 miles to vote on election day. There have been no increased costs.

Sterling County has 876 registered voters. Early voting is conducted by the County Clerk and Deputy Clerk in the Clerk's office in the county courthouse during regular office hours, 8:30 a.m.-12:00 noon and 1:00 p.m.-5:00 p.m., Monday-Friday. Paper ballots are used for early voting and are put directly into a locked ballot box. Registration is verified by checking the voter's registration card against the registration list print-out; early voters are noted on the registration list sent to each polling place on election day. The Clerk notes that early voting is a convenience to voters. Supplies are the only increase in costs.

Variants

Arizona, Colorado, Iowa, Nevada, and Virginia all allow satellite early voting, based in part on the Texas experience. But none mandate it, leaving it to the discretion of each county whether to implement it. A number of other States have inquired of Texas about that State's experience, with an eye to considering some version of the law for their States.

Arizona. State law was changed, effective in 1992, providing for "no reason, no witness" absentee voting, resulting in a marked increase in absentee votes. Before 1993, the State statutes did not address off-site early voting. The only is-

sues addressed were mail ballots and in-person absentee voting at the County Recorder's office or the residence of confined voters. In 1993, a law was passed providing for off-site early voting, putting into writing what Yavapai County had been doing since 1986.

Colorado. When they took a hard look at all the effort being put into increasing voter turnout, Colorado legislators realized their absentee voting laws contained a whole set of built-in disincentives to voting. Absentee voters had to meet one of a set of criteria: going to be out of town, sick, hospitalized, and so forth. They decided that they were essentially encouraging voters to lie, so they changed the law to remove the reasons for absentee voting. In the summer of 1991, faced with the longest ballot in the State's history, a big increase in registration, a closely fought U. S. Senate election, and a closely contested Presidential election—all coming in the next year—they decided to make absentee voting easier and to introduce what Texas called early voting. Early voting was authorized in 1992. Colorado did not do away with absentee voting, but merely added early voting at the County Clerk's office or a branch office as an additional option. It was designed specifically to address the needs of elderly and handicapped voters so they could vote on a day that was less hectic than election day and when the weather conditions were good. (Colorado had a blizzard on November 2, 1992, the day before the general election.) In 1993 the law was amended to clarify it, to mandate at least one accessible early voting site in every county, to permit satellite sites during regular business hours, starting 24 days before an election, and to allow extended hours. It also provided for the processing of early-voted ballots to be ready for counting before election day, though they are not counted until election day.

Iowa. State law requires an application for absentee voting, but allows any voter to vote by absentee ballot who wants to. At least in part because of increasing numbers of absentee voters and increasing numbers who voted absentee

in person at the County Auditor's office, and after reports on early voting in Texas, the law was changed in 1991 to allow any voter to apply for, receive, and vote an absentee ballot "at any location designated by the [election] commissioner" (County Auditor). Johnson County and Polk County are the only Iowa counties that have introduced satellite absentee voting sites under these discretionary statutes. The locations, days, and times for satellite absentee voting can vary with each election.

Nevada. Early voting legislation was approved in 1993, effective in 1994, as a method to increase voter participation through improving access to voting. The law is based on the Texas law, but with some modifications based on experience with that law. Extended hours are required for weekdays and weekends, but for fewer days than in Texas. Satellite voting is permitted but not required, and the schedule of locations, dates, and times for early voting may not be changed after it is published the week before early voting begins.

Virginia. State statutes in 1978 provided that each city or county could "establish a central absentee voter election district in the courthouse or other public building." Under this provision, Fairfax County has provided satellite absentee voting for general elections every year since 1978, but it is restricted to the standard classifications of voters specified in many absentee voting laws and requires completion of a full application form. They initially provided two satellite sites, one in each congressional district, and voting at each satellite was limited to the voters in that congressional district. They now provide seven satellite sites, all in government buildings, and any voter in the county may vote at any satellite site. Fairfax is the only county in Virginia that provides satellite absentee voting sites.

What Official is Responsible for Conducting Early Voting?

In many States, all elections are administered by a single county office, whether that is the County Board of Elections, the County Clerk, the County Recorder, the County Auditor, or some other officer. In other States, different elections may be administered by different officials.

Texas. Early voting is conducted by the Early Voting Clerk, but different people can serve as the Early Voting Clerk depending on the type of election that is being held.

- The County Clerk is the Early Voting Clerk in: the general election for State and county officers and any other countywide election that is held at county expense; a primary election; and a special election ordered by the Governor.
- In a less-than-countywide election ordered by a county authority and held at county expense, the County Clerk is the Early Voting Clerk unless another person is appointed by the county authority.
- In an election ordered by a county authority and not held at county expense, the authority ordering the election appoints the Early Voting Clerk.
- The City Secretary is the Early Voting Clerk for an election ordered by an authority of the city.
- The Early Voting Clerk for all other types of elections is appointed by the authority ordering the election.

Arizona. The County Recorder is responsible for voter registration and early voting for all county, State, and federal elections. Cities and towns conducting an election can either piggyback on one of those elections or conduct their own early voting using a list of registered voters supplied by the County Recorder's office. Ballots, punch cards, or voting machines are supplied by the County Elections Department, which is responsible for election day activities. In some counties (including Maricopa) it has been arranged for the Director of the County Elections Department to work for the County Recorder so all election-related activities are in one office.

Colorado. The County Clerk and Recorder conducts voter registration and consolidated elections.

Iowa. All elections are conducted by the elected County Auditor, who also serves as the Commissioner of Elections.

Nevada. Early voting is conducted by the County Clerk's Election Department.

Virginia. The official responsible for early voting is the Clerk to the County Electoral Board.

Who is Eligible to Vote Early?

All of the States that offer any kind of early voting require that the voter be registered before casting a ballot, though the deadlines for voter registration vary. While a few States that conduct some variant of early voting require the voter to cite a specific reason for voting early, more States are moving to unrestricted in-person early voting.

Texas. All citizens registered to vote 30 days prior to election day may vote early by personal appearance at an early voting site—no reason is needed, and no application form is used. (Early voting by mail is still restricted to specific reasons and requires an application.)

Arizona. Since 1992, they have had unrestricted absentee and early voting for all citizens registered at least 29 days before an election.

Colorado. Any citizen registered at least 25 days before an election may vote by early voting ballot or by mail absentee ballot, without restriction. Mail absentee voters must complete an application, but in-person early voters do not.

Iowa. The voter registration deadline is 10 days before an election. State law requires an application and permits absentee voting by anyone who: 1) expects to be absent on election day from the precinct in which the person is qualified to vote during the time the polls are open; 2) through illness or physical disability, expects to be prevented from going to the polls and voting on election day; 3) expects to be unable to go to the polls and vote

on election day. Although the three circumstances under which a person may vote by absentee ballot are specified, nowhere does the Code require that the voter reveal that reason. The legislature added the third reason in 1990 with the understanding that it was very general and would open up the absentee voting process to anyone who wished to cast a ballot before election day. Even before reason number 3 was added, no one who requested an absentee ballot was denied a ballot.

Nevada. The voter registration deadline is 30 days before an election. Any registered voter may vote at any permanent early voting site in the county; or the county clerk may establish permanent sites within a commission district and limit early voting to voters who reside in that commission district.

Virginia. The voter registration deadline is 29 days before an election. An application form must be completed for all early voting or absentee voting, whether by mail or in person, requiring the voter to state one of a list of reasons for voting early: student, away on business or vacation, physical disability or illness, confined to jail, election official, armed forces, overseas.

Early Voting Methods

The goal of early voting for many early voting advocates is to attract marginal voters who want to vote but who might not make it to the polls on election day. Therefore the voting method at early voting sites is made as quick and simple as is possible within the constraints of conducting a fair and honest election. But those legal constraints vary from State to State.

The major difference between early voting and election day voting is that during early voting voters may cast their ballots at any of the early voting locations in the county, while on election day voters must vote at the polling place for the precinct in which they are registered. The early voting ballots are the same as those used on election day, and the early voting forms and methods are similar to election day forms and procedures.

Texas. To vote early by personal appearance, the voter must vote in person either at the main early voting polling place or at any duly designated early voting branch location during designated early voting hours.

A potential voter entering the early voting location is asked to present her or his voter registration certificate. If the voter does not have the certificate, the Clerk looks for the voter on the certified voter registration printout—a listing of all registered voters in the county who are eligible to vote in a particular election that is prepared by the Voter Registration Office. All voters are required to sign an early voting election form. The names from these forms are then entered into the main computer

database indicating where and when they voted in person. Travis County has successfully experimented with on-line computer terminals at several of their high-turnout locations, and they hope to expand this capability to include all early voting locations in the near future. Harris County has had on-line computer access to the main voter registration file from every satellite early voting site since November 1992. Each ballot punch card in Harris and Dallas counties is identified by precinct number and ballot style, but is not placed in any kind of identifying envelope before being deposited directly in the ballot box. Thus, no ballot can be identified individually or connected to a specific voter.

Arizona. The voter fills out an application, the registration is verified, and the voter is given a ballot and envelope. Every household is sent a sample ballot before election day, showing the proper number beside each candidate's name. The same sample ballot is given the voter in the early voting polling place so the voter will know which number to punch for each candidate. After the punch card ballot is voted, the voter places it in a signed ballot envelope, then seals the envelope and places it in the ballot box.

Colorado. Registered voters who appear in person at the early voting polling place may cast their ballots in the same manner as any ballot would be cast in a precinct polling place on election day. The procedure is made easy primarily for the administrative officers, but also, in the end, for the voters. The elector fills out a signature card, the name is

verified on the registration records, the proper ballot type is issued to the elector, and after the elector votes, the ballot is deposited into a ballot box. The ballot is individually identifiable by number. Voting methods used in different counties include punch card, paper, mechanical lever, electronic, and optical scan. Each county uses for early voting whatever voting system they use for absentee voting.

Iowa. Each satellite site is supplied with a computer and printer, with step-by-step instructions for their use in verifying and correcting registrations and printing absentee applications and end-of-day reports.

The pollworker enters either the voter's social security number or name. Once the computer system finds the name, the voter is asked his address to confirm that the computer has found the correct voter's data and to confirm that the address in the voter system is still current. (Changes of address or name can be made.) The computer prints a request form, which the voter signs and dates. (If the voter has already requested an absentee ballot, the computer screen reports this; if the voter wants to take the ballot and mail it in, he may do so; if the voter wants to vote immediately, the computer generates a serial number.) The pollworker fills out the affidavit/identification envelope with the serial number, the voter's precinct, and the voter's city, then has the voter date, sign, and write his address on the envelope. The pollworker fills out an outer envelope with the serial number, voter's last initial, and voter's precinct. The pollworker then inspects a ballot, initials it, and gives it to the voter along with a pencil, instructing the voter to: "Use this pencil. The new way to mark your ballot is by connecting the head and tail of the arrow pointing to your choice. After you've voted, fold your ballot in half and place your ballot inside the secrecy folder. Then place the secrecy folder inside the affidavit envelope. Seal the envelope and return it to me." When the voter returns the sealed affidavit envelope, the pollworker folds the request form over the affidavit envelope and places them inside the outer envelope and seals it, then inserts the sealed outer envelope inside the ballot box.

Nevada. When a voter appears to vote early, the Clerk will:

- check the registration file on the computer to verify the person's registration and the fact that they have not already voted at any other early voting site or by mail absentee ballot. (Any early voter may be challenged orally, according to the same rules that apply on election day.)
- have the voter sign the early voting roster for that day (the roster must include the voter's name, registration address, voter identification number, precinct number, and the date of voting)
- verify the voter's signature against the signature on the computer screen or voter card
- mark the voter's precinct on the bottom left-hand side of the ballot card and the ballot type number on the bottom right-hand side of the card and
- allow the voter to vote and place the ballot in the ballot box when finished voting.

Virginia. In Fairfax County the early voter completes the absentee application form required of all absentee voters. It is certified by the General Registrar to verify that the voter is registered and in which districts, then returned to the voter to hand to the officers of election. The officer records the voter's name in the two poll books for the correct district, enters the precinct name or code, stamps "Voted on Machine" on the application, places the application face down in the box provided, and permits the voter to enter the machine and vote. If the voter used a paper ballot, the voted ballot is placed directly in the ballot box; the ballot is *not* placed in an identification envelope before being put in the ballot box. Voters who have received an absentee ballot through the mail are allowed to return their voted ballot to a satellite absentee site, but they are *not* encouraged to do so.

When Early Voting is Conducted

There is wide variation in the days and hours when early voting must be offered. Texas and Nevada have mandated extended hours for certain sites, but other States leave hours and days to the discretion of each county.

Texas. Early voting *must* be conducted for all elections. In *most* elections, early voting by personal appearance begins on the 20th day before election day and ends on the 4th day before election day. Run-off and special elections may have a compressed early voting period starting the 10th day and ending the 4th day before election day.

All *mandatory* branch early voting polling places must be open the same *number of hours* as the main early polling place location, but the hours do NOT have to be identical to those of the main location (see Figure 1). Additional non-mandatory branches may be open any day and any hours.

Travis County has, for the past several elections, had all early voting sites open during the early voting period: Monday-Friday, 7:00 a.m.-7:00 p.m.; the first weekend Saturday, 9:00 a.m.- 5:00 p.m.; the second weekend Saturday, 7:00 a.m.-7:00 p.m.; and both Sundays, noon-5:00 p.m.

Bexar County uses mobile early voting and has determined the number of hours and days that each mobile early voting site would be open by the anticipated demand at each location. The number of hours each mobile site was open varied from 2 to 30 1/2. Adequate traveling time was

allowed between sites to ensure adherence to the publicized times of service.

Dallas County and Harris County had only the extended hours mandated by State law, because they have no additional satellite sites beyond those mandated.

Arizona. State law specifies that early voting must begin at least 33 days before an election and end the Friday before the election. Voter registration closes 29 days before an election. Yavapai County opened satellite sites for all elections Monday-Friday, 8:00 a.m.-5:00 p.m. Maricopa County satellite sites are open Monday-Friday, 8:00 a.m.-5:00 p.m. for the first 20 days, then Monday-Saturday, 7:00 a.m.-7:00 p.m. for the last 13 days.

Colorado. Early voting must be open during regular business hours beginning 24 days preceding any election and ending at the close of business on the Friday immediately preceding the election. Early voting is not allowed earlier because voter registration does not close until the 25th day preceding an election. (Any eligible person can register anywhere in the State. Allowing simultaneous registration *and* early voting caused confusion and delay, made it difficult to prevent double voting, and created long lines of waiting voters.) County Clerks have the option of keeping their offices open late and open on weekends if their County Commissioners approve it, but none has done so.

**FIGURE 1:
SUMMARY OF TEXAS MANDATORY EARLY VOTING HOURS**

County Size	Type of Election			
	Primary/General	Special	City	Other
Population Under 100,000	<p><i>Weekdays</i> Regular early voting hours, on weekdays during the time the early voting Clerk's office is generally open, for the entire early voting period</p> <p><i>Weekends</i> Weekend voting at the main early voting place is not required.</p>			Early voting at least 8 hours/day unless the area covered by an election has fewer than 1,000 registered voters; in that case 3 hours
Population under 100,000 with Valid Request* for Extended Hours or Weekend Hours	<p><i>Weekdays</i> Extended voting (at least 12 hours per day) on weekdays during the final week of early voting. Regular hours during the rest of early voting.</p> <p><i>Weekends</i> Petitioners may request voting for 12 hours on the last Saturday and 5 hours on the last Sunday; or they may request voting on Saturday or Sunday. In this case, the Clerk does not have to order voting on the day(s) requested, but must order voting on a Saturday if a Saturday is requested and on a Sunday if a Sunday is requested.</p>	<p>Extended voting (at least 12 hours per day) on the last 2 days of early voting. Regular hours during the rest of early voting.</p> <p>The clerk does not have to have to order early voting on the day(s) requested, but must order voting on a Saturday if a is requested and on a Sunday if a Sunday is requested.</p>	Not applicable.	Not applicable.
Population over 100,000	<p><i>Weekdays</i> Extended voting (at least 12 hours per day) on weekdays during the final week of early voting. Regular hours during the rest of early voting.</p> <p><i>Weekends</i> Must be open at least 12 hours on the last Saturday and at least 5 hours the last Sunday of the early voting Period. The early voting Clerk may, but is not required, to open the main early voting polling place on other Saturdays or Sundays during the early voting period.</p>	<p>Extended voting (at least 12 hours per day) on the last 2 days of early voting. Regular hours during the rest of early voting.</p> <p>Is not required unless a valid request* is submitted. The clerk does not have to order early voting on the day(s) requested, but must order voting on a Saturday if a Saturday is requested and on a Sunday if a Sunday is requested.</p>	Regular early voting hours during the time the early voting clerk's office is generally open, for the entire early voting period.	Early voting at least 8 hours a day unless the territory covered by the election has fewer than 1,000 registered voters; in that case, 3 hours.

* A "valid request" is a written request for extra hours during the early voting period, signed by 15 registered voters of the territory covered by the election, submitted 3 days before the first day that is requested.

Iowa. Absentee ballots must be available 40 days (or as early as possible) before an election, and absentee voting is permitted through the day before an election. The voter registration deadline is 10 days before an election; voters may register at the same time they vote, until the registration deadline. State law leaves the dates and times for providing satellite absentee voting sites to the discretion of each county, but mandates the availability of in-person absentee voting at the county election office. The limited experience in the two counties that have done satellite absentee voting indicates they are still grappling with the question of what dates and hours are most useful to voters.

Polk County instituted satellite absentee voting on a limited basis in 1992. Four sites in areas with competitive elections were opened 9:00 a.m.-4:00 p.m. for one Saturday each before the primary election. One site was opened on three days before the general election, in an area where past voter participation rates had been lowest.

Johnson County used 10 satellite sites in the fall of 1992, open different days between September 24 and November 2, and open for widely differing time periods ranging from one to 11 hours per day. Two sites were opened before a July 1993 special election, for one and two days respectively.

Nevada. Early voting begins the third Saturday preceding an election and continues through the Friday before the election. The voting hours at permanent early voting sites are 8:00 a.m.-6:00 p.m., Monday-Friday, during the first week of early voting; 8:00 a.m.-8:00 p.m., Monday-Friday, during the second week of early voting; 10:00 a.m.-6:00 p.m. on any Saturday. Temporary voting sites may be open any number of days for any number of hours.

Virginia. Fairfax County opens satellite early voting sites only for the November general election every year since voter turnout is too small in primaries and special elections to justify the expense. Satellite voting begins 2 1/2 weeks before the general election, but in-person voting is

mandated by State law to begin in the registrar's office 45 days before the general election. All in-person absentee voting closes at 5:00 p.m. on the Saturday before the election.

In 1993 in-person absentee voting was available at the *main* office September 17-October 30 during the following days and hours:

- Sept. 17 - Oct. 12 Mon-Fri
8:00 a.m.-4:30 p.m.
- Oct. 13 - Oct. 30 Mon-Fri
8:00 a.m.-7:30 p.m.
- Sat's - Oct. 2, 16, 23, 30
9:00 a.m.-5:00 p.m.

In-person absentee voting was available at seven *satellites*:

- Oct. 13 - Oct. 30 Mon-Fri
3:30 p.m.-7:30 p.m.
- Sat's - 9:00 a.m.-5:00 p.m.

Where Early Voting is Conducted

The selection of locations for satellite early voting sites can cause an outcry if it is not perceived as being fair and unbiased toward all groups, parties, interests, candidates, and areas. No one has contemplated opening *all* precinct voting locations for early voting, so early voting site selection must be done carefully. Some jurisdictions prefer to use government buildings for satellite early voting sites because of low cost and efficient communication with the central election office. Others prefer malls and retail stores because these have been their most popular sites and have produced the greatest voter turnout.

Experienced administrators say that selecting and securing early voting satellite sites must begin well in advance. This allows time for negotiating with building managements for appropriate space and security requirements. Some counties do site selection with an in-house committee, but others have found it saves time and forestalls dissension to create a site-selection committee that includes representatives of political parties, campaigns, and demographic, geographic, and interest groups. They stress that it is important to clarify the target audiences for satellite sites: disabled or elderly voters, young voters, precincts with low voter turnout, minority populations, shift workers or others who work nonstandard hours, and the general public. This kind of planning can avoid accusations of partisan advantage and reduce pressure to add sites that might favor one party or candidate over another.

There are a number of other considerations to take into account in planning satellite early voting. These include:

- the space available
- security arrangements
- anticipated turnout
- provision of ballots for all precincts that are to be covered and
- special personnel needs such as bilingual pollworkers or office standbys for heavy turnout sites.

In addition to these considerations, mobile sites also require planning:

- the best time-saving, gas-saving routes between sites
- travel time and extra time between sites (to allow people to vote who were in line when a site closed)
- optimum hours and days for specific sites and
- the number of mobile units needed.

Mobile voting also requires the procurement of vehicles and insurance and provisions for security. A standby mobile unit vehicle is recommended (in case a mobile vehicle breaks down). Some jurisdictions have found mobile voting to be impractical; others have found it the most cost-effective way to serve a variety of early voting sites.

**FIGURE 2:
SUMMARY OF ADDITIONAL MANDATORY EARLY VOTING PLACES**

Type of Election	Primary, General, or Special Election to Fill a Congressional, State Senate, or State Representative Vacancy	All Other Elections
County Size		
Population Under 100,000	None, unless otherwise ordered by the Commissioner's Court.	
Population 100,000–400,000	1 temporary branch early voting polling place in each Commissioner precinct covered by the election.	None, unless ordered by the Commissioners.
Population 400,000–1,000,000	1 temporary branch early voting polling place in each State Representative district covered by the election (may be grouped into no more than 4 groups in <i>primary</i> only).	
Population 1,000,000–2,500,000	1 temporary branch early voting polling place in each State Representative district covered by the election (may be grouped into no more than 4 groups, in <i>primary</i> only).	
Population Over 2,500,000	1 temporary branch early voting polling place in each State Representative district covered by the election (may be grouped into no more than 4 groups, in all elections).	

Texas. All counties in all elections are required to have one main early voting polling place and one in each permanent branch office of the County Clerk unless otherwise ordered by the Commissioners Court. The number and location of additional mandatory satellite early voting sites depends on the population of the county (see Figure 2). The Commissioners may order additional temporary sites anywhere in the county; additional sites may be

opened at any time during the early voting period, provided sufficient notice is given.

The Travis County Elections Division of the County Clerk's office makes a detailed recommendation to the County Commissioners Court before each election of what the program will entail. By State law, they are required to have at least one full-time early voting location in each of the county's

five State legislative districts as well as the main early voting location, for a total of six sites. Since 1991 they have operated a maximum of thirteen full-time locations as well as a mobile voting program using three mobile vans. The sites are equitably distributed throughout the county and are located in areas of optimum public convenience. They emphasize retail areas such as malls and grocery stores to offer voters the opportunity to vote as they go about their day-to-day activities. They stress that communication is crucial in maintaining the integrity of the election process, and they make sure that all early voting locations have telephone access. They use cellular phones for their mobile voting teams and for any full-time site for which telephone service cannot be established economically.

They recommend that jurisdictions doing early voting look carefully at where the public goes in the normal course of a day—to work, to school, shopping, events—and choose voting locations where the traffic already exists. They believe that libraries, recreation centers, and other public buildings may seem like obvious choices for early voting locations, but it will be found that a very limited cross-section of the voting public goes to them on a regular basis. Retail locations, though it is sometimes more difficult to confirm timely arrangements, draw the highest voter turnout.

Dallas County increased the number of early voting locations from 16 to 21 in 1988, and in 1992 added one additional location for a total of 22; all were sites mandated by State law. Most of their locations are city halls and recreation centers. They do not use shopping centers, stores, or mobile voting vans for early voting locations. They used a mobile site for a school election once on request, but it did not prove productive.

Harris County had 25 fixed early voting satellite sites, one in each State Representative district, plus the main voting office. Many of their fixed sites are in retail shopping areas. They have not used mobile voting.

Bexar County had 26 fixed early voting sites for the 1992 general election, keeping all the mall sites they had used before and replacing traditional sites with retail sites. In addition, the Elections Department presented to the County Commissioners court in August 1992 a detailed proposal for a mobile early voting and registration experiment. They rented five vans for a 60-day period, beginning September 1. For the first 30 days they were used for voter registration, thereby affording opportunities for acquainting people with early voting locations and procedures as well as making registration convenient. The vans served 50 additional early voting sites—some just one time, some repeatedly. The goal of using mobile vans for temporary early voting was to increase participation among the young, the poor, and tradespeople. In targeting these groups, they identified the following types of polling sites: grocery stores, discount stores, home improvement stores, flea markets, senior citizen nutrition/activity centers, college and university campuses, and churches. In selecting mobile site locations, they identified under-registered precincts, low-participating precincts, and areas of the county that are so remote that they are not close to any of the 26 fixed early voting sites; then they attempted to serve all three types of areas with mobile sites.

Arizona. Yavapai County had one satellite site in a county annex office and one in a city hall, plus the main office of the County Recorder. Prescott, the county seat, is in the center of the county; the Verde Valley area is a 1 1/2- to 2-hour drive to the northeast, physically separated from the county seat by a mountain. The county maintains an annex in Cottonwood, one of the towns in the Verde Valley, so it was obvious to use an office in that annex for early voting. The residents in the area around Sedona, another town about 30 minutes further northeast, were very vocal about their needs, so a second early voting satellite site was provided in a small room in the Sedona city hall.

Maricopa County has early voting in the main office downtown and in the Recorder's annex in the east part of the county; they are anticipating 9 additional sites throughout the county, to be similar to election day polling places, with a minimum of 600 square feet, ADA accessible, adequate parking, restrooms, and security. They have an inclusive committee working on plans and anticipate renting space in shopping malls.

Colorado. State law requires that each County Clerk conducting a coordinated election must provide one or more early voting polling places. It is left to the discretion of each County Clerk whether to provide additional satellite early voting sites. Every early voting site must be connected by computer to the main office for checking registration and to prevent double voting. In 1992 Denver had one satellite absentee voting site at a full-time branch office of the County Clerk. This may be the only satellite site in the State.

Iowa. Both Johnson County and Polk County have used different satellite absentee voting sites at different elections. Polk County serves a diverse urban and rural population, and Johnson County serves both a local population and a large university community. Polk County has tried shopping malls, senior citizen centers, and a library. Johnson County has tried a variety of government, quasi-government, and school buildings. Both have varied locations according to the type of election, and they still seem to be experimenting with finding the most convenient locations for voters.

Nevada. The main permanent site is the County Election Office. Satellite sites are optional, based on need and available resources. Clark County is planning satellite sites because it sees a need to serve a county that: covers a large area (8,000 square miles) containing remote cities that are as far as a 2 1/2 hour drive from the main election office; has a 24-hour community with a large segment of the community who work shifts that do not conform to the usual 8-5 pattern; and has a large retirement community, many of whom do not drive and who have limited transportation.

Virginia. Fairfax County started in 1978 with the central office and two satellite early voting sites. For the November 2, 1993, General Election they had increased the number of satellite sites to seven, all in government office buildings (as mandated by State law) that are distributed throughout the county.

Providing Security for Ballots and Voting Sites

How do you keep anyone from removing valid voted ballots, adding spurious voted ballots, stealing unvoted ballots, tampering with the lists of voters who have already voted, or generally calling into question the integrity of the election when you have a number of satellite early voting sites that are open for several days? While inadequate security can call any election into question, it is a particular risk in early voting because there are uncounted voted ballots in existence for days or weeks before the election results are tabulated. This is a clear instance in which election procedures must not only provide excellent security, they must also have every appearance of providing excellent security so that voters, candidates, and the public at large will trust the results of the election.

Security procedures at satellite early voting sites are very much the same as those followed on election day, but they must be followed every day of the early voting period. All ballots and materials must either be returned to the election office at the end of each day and delivered to the early voting sites at the beginning of the next day, or they must be locked in a secure room at the early voting location every night. Just as election security procedures vary from State to State, so early voting security procedures vary, but they work when they are very tight and are rigorously enforced.

In designing their security measures, jurisdictions contemplating early voting might want to consider using a double-lock system to insure

that no one single person can gain access to ballot materials. In such a system, any room that is used for secure storage has two locks. A person of one political party holds the single key to one lock and a person of a different party holds the key to the other lock. Thus, both persons must be present to open the door. Smaller carrying cases that contain ballots and other materials can be locked each night with a disposable lock embossed with a unique number that is recorded when it is attached and when it is broken, so that any tampering is immediately apparent.

Ballot Security

Texas. Travis County election officials emphasize the need to pay close attention to security. During early voting, they make sure the ballot box is accessible to voters, yet is in a safe area. They have sometimes chained the ballot box to a fixture such as a table or chair in some retail locations to ensure that no one could walk off with it. For those locations that are in the open and cannot be securely locked for the night, they arrange to use a locked closet in which to store their materials overnight.

Bexar County provides each mobile early voting van with a manual containing a detailed daily schedule of sites and times, contact names and telephone numbers, designated routes, and the procedures to be followed at each site. The security measures and procedures at each mobile

early voting site are identical to those of every fixed early voting location and are required to be in full compliance with all applicable election laws. A new ballot box is used daily at each early voting site; at the end of each day, it is double locked and not opened until after it is turned over to the Counting Board. All personnel must meet at the Election Center each morning, leaving their personal vehicles parked at the Election Center, and return there each evening after closing the final early voting site. Either the Presiding or the Alternate Election Judge on each mobile van brings the secured voted ballots and all election records and materials to the Election Center upon closing of the last voting site each day, as do all fixed early voting site election judges.

Dallas County has all voted ballots either picked up by a Deputy Sheriff or delivered to the main elections office by the satellite site Election Judge daily. Unvoted ballots and other election supplies are taken home by the Election Judge or locked in a secure room at the site every night.

Harris County uses a locked ballot box at each site. The voted ballots from each site are returned to the central elections office daily in a sealed transfer case by a uniformed Deputy Constable.

Arizona. Voted ballots are placed in a locked ballot box, then picked up daily by two people of opposite political parties for delivery to the main elections office, where they are stored in a locked room or closet.

Colorado. For partisan elections, the County Clerk and Recorder must appoint at least three Receiving Judges, no more than a simple majority from one political party, for each early voting site. Regular employees of the County Clerk and Recorder may serve as Receiving Judges so long as they meet the party affiliation requirements.

The voting machines, electronic machines, or ballot boxes used for the casting of early ballots must remain locked and secured with a numbered seal. Alternatively, the ballot boxes may be opened

each night, and the voted ballots placed in a transfer case that is locked and secured with a numbered seal. On lever or electronic machines there must be a daily reconciliation of votes and the number of voters. A record must be maintained consisting of a date, number of ballots, and seal number of each ballot box and transfer case until each is transferred to the Supply Judge for the absent voters' polling place for preparation for counting and tabulating. When a seal is broken, the designated election official and a person who is not to be of the same political party as the designated election official must record the number of the seal, and maintain the seal along with an explanation of the reasons for breaking the seal. During the time the early voting polling place is not open, the designated election official must have the custody and keys of any voting machine or electronic voting equipment being used for the casting of early ballots. The voting machines or electronic voting machines used for the casting of early ballots are not to be used for the further counting of absentee ballots.

Iowa. State law requires that at least three people be assigned to work at each satellite absentee voting station; more workers may be added at the Election Commissioner's discretion. At all times the satellite station must have at least two workers present to preserve the security of the ballots, both voted and unvoted. For primary and general elections, no more than a simple majority of the workers at each satellite station may be registered with the same political party. If from time to time there is more than a simple majority of workers from a single political party present at the station, voting must be suspended until bipartisan balance is restored.

At the Election Commissioner's discretion the ballots may be transported between the Commissioner's office and the satellite absentee voting station by the workers who will be on duty that day, or by two people of different political parties who have been designated as couriers by the Commissioner. It is not necessary for the same people to transport the ballots in both directions. If the ballots are transported by the satellite absentee

voting station workers, all of the workers and the ballots must travel together in the same vehicle.

Ballots may be stored at the satellite absentee voting station during hours when the station is closed only if they are kept in a locked cabinet or container. The cabinet must be located in a room that is kept locked when not in use. Voted absentee ballots must be delivered to the Commissioner's office at least once each week.

Johnson County requires that all the books be balanced against a daily computer-generated report and that a diskette be created each day for each computer. If couriers are picking up ballots, all workers must wait until both couriers arrive. The couriers must show identification before the ballots are surrendered. If ballots are stored on site, all voted, unvoted, spoiled, special, and any mailed ballots that were dropped off at the station must be locked in the ballot box, and the ballot box must be placed in a locked room while all workers are present.

Nevada. A double-locked ballot box is issued to the Deputy Early Voting Clerk each day during the early voting period. (One key remains with the County Clerk and one with another person not under the direction of the Clerk. Under no circumstance will the Early Voting Board open the ballot box.) The box must also be sealed with a numbered seal in a way that ensures that any tampering would be evident.

At the end of the early voting day, the Early Voting Clerks must secure the voting machines to ensure against any unauthorized use. The Clerks record on a numbered seal the number of voted ballots contained in that box for that day, and put the seal on the box. The sealed box is delivered by the Clerks to the Election Department; a new double-locked box is issued to the Early Voting Clerk for use the next day. This procedure is repeated daily.

A procedure must be established, with the approval of the Secretary of State, to ensure the security of unvoted ballots that have been issued to the early voting site. At the end of the early

voting period, all voting materials must be returned to the Election Department by the Board.

Virginia. Fairfax County election workers must account for all voted and unvoted ballots and must balance the books daily at each early voting satellite voting site. The Clerk of the Election Board must pick up voted ballots at the end of every day.

Voter Security and Prohibitions Against Electioneering.

All States have laws protecting the voter from interference and intimidation at the polling place on election day. States that have introduced early voting have provided identical or similar protections at early voting sites.

Texas. State law allows the use of ropes or other suitable objects at a polling place to ensure that a voting area is secure and discrete. This section requires the exclusion of persons not expressly permitted by law to be in a polling place, to the extent practicable. This is intended to ensure voters' privacy, especially in retail voting locations where early voting cannot be conducted in a separate room.

Texas law also expanded the prohibitions against electioneering near an early voting polling place to take into account such varied structures as the county courthouse, a polling place used on election day, a temporary building set up especially for early voting, and a retail area. The prohibited area is generally 30 feet, and a sign is posted at the outer limit of the area.

Arizona, The rules against electioneering are the same as on election day: none is allowed within 75 feet of a polling locations, although they are considering changing the limit to 50 feet.

Colorado. Electioneering is not allowed within 100 feet of an early voting location.

Iowa. Any signs supporting or opposing any candidate or question on the ballot are forbidden within 30 feet of a satellite absentee voting station.

Nevada. Electioneering is prohibited within 30 feet of an early voting site. The 30-foot distance may be roped off and marked with a distance marker indicating no electioneering.

Virginia. Electioneering rules for absentee satellite voting sites are the same as election day: none within 40 feet of the entrance to a polling place.

Preventing Double Voting

Elaborate procedures to keep track of who has voted by regular absentee ballot have long been in place to prevent persons from voting more than once. Pollbooks do the same at the polling location on election day. But how can someone be prevented from voting repeatedly when a number of satellite early voting sites are open for several days? Everyone seems to agree that the ideal answer is to have each satellite early voting site connected on-line to the computerized central registration file. This enables the election workers at the early voting site to call up the voter's registration and check its validity, then to make a notation on the computer record that the person has voted. Where on-line verification of eligibility has not been practicable, registrations have been checked and the notations made by telephone verification to the central file or by checking the list of early voters against the central election office file at the end of each day, preventing that person from voting again at least on subsequent days.

Texas. State law requires that a roster listing each person who votes an early voting ballot be updated daily and that each roster may be maintained in any form approved by the Secretary of State.

Travis County's central database indicates who has voted. A data entry clerk enters the early voting history from the poll lists. They have successfully experimented with on-line computer terminals at several of their high-turnout locations. If a

voter's name appears a second time on the poll lists, the data entry clerk receives a message on the terminal that this person has already voted. A search of the poll lists is done to determine if the information is true. If the information is confirmed by the search, the lists are copied, a letter is sent to the voter, and the information is forwarded to the District Attorney for investigation. Every early voting site has either regular or cellular telephone access, allowing daily reports from each location and a direct way to check voter registration status for those locations without computer access.

Dallas County has some concerns about the recording of early voters. They enter voter information on floppy disks at the early voting locations and load the information onto their computer nightly. They strongly believe that they need direct line access to their main office computer to record the voter immediately into the main system. This would virtually eliminate the error lists produced by the main office while correcting the mistakes made at the early voting locations. They would also like to print a computer-generated form at the early voting location, showing the voter's information printed directly from the voter's file. This would save a significant amount of time in processing voters and would assure that no voter could vote at two or more locations on the same day.

Harris County has provided every satellite early voting site with on-line computer access to

the main voter registration file since November 1992. Each voter's registration is verified, and a check is made to ensure that the voter has not already voted in-person or by mail. The voter's name is then flagged as voting early in person. Three years ago, before they had on-line computer access, one voter tried to vote in-person a second time, but announced that he was double voting and was prevented from doing so.

Bexar County provides each satellite early voting site with a microfiche list of registered voters and a microfilm reader. If the voter's name is not on the list, the clerk phones the main office for a check of the main registration file. They did have nine voters who voted twice in one election; on investigation of each voter, they found that all were over 75 years old and had simply been confused.

Arizona. In Yavapai County, at the county annex in Cottonwood, the early voting satellite site was hooked up to the voter registration computer by modem. The early voting clerk was able to display the voter's record, generate a printed application for signing, and flag the record. If a voter tried to request another ballot, the system would indicate that the voter had already voted. In Sedona, the early voting clerk was provided with a list of registered voters. The clerk provided an application for the voter's signature. Each night the applications were taken to the office in Cottonwood to be flagged on the computer the next day.

Maricopa County will check each voter's eligibility through its on-line computer with the main registration file. This will show if the voter has already voted, because each voter's name will be flagged upon appearance at an early voting site.

Colorado. State law requires that all early voting polling places must be provided with on-line computer accessibility to the County Clerk and Recorder for verifying voter registration and flagging the registration to show that person has voted.

Iowa. Johnson County provides each satellite absentee voting station a computer containing the list of all registered voters. Each voter's registration is checked before a request form is issued, and the computer will alert the pollworker if a ballot has already been requested by that voter. Because the application form is attached to the voted ballot, the board counting absentee ballots on election day can spot duplicate applications by the same voter and remove those ballots before they are counted.

The deadline for voter registration in Iowa is 10 days before the election, and absentee voting is available 40 days before an election. Therefore, it is possible for a voter to register to vote and to vote an absentee ballot at the same time. It is also possible to complete a change of address or name and to vote at the same time. However, because the request form is attached to the envelope containing the voted ballot, the eligibility of individual voters can be challenged before the vote is counted.

Nevada. The early voter's eligibility is checked against the registration file on the central computer to verify the person's registration and the fact that they have not already voted. After the voter signs the early voting roster for that day, the signature is verified against the signature on the computer screen or voter card.

Virginia. Fairfax County early voters must complete an absentee application that must be signed, witnessed, and must have the voter's Social Security number; absentee votes cast on paper ballots are placed in identifiable envelopes and can be individually challenged; names of absentee voters using machines are entered in a pollbook, and their votes cannot be challenged individually on election day. The election official telephones the main county office to verify that the voter is registered and has not previously applied for an absentee ballot, then marks the application to indicate the voter has voted. The terminal operator at the main office enters the date and "in-person" code on the

absentee files for the current election. Eventually they would like to have computer terminals at each satellite to speed up the registration verification process.

Absentee voting closes at 5:00 p.m. the Saturday before the election; the Monday before the election each precinct is provided a list of all absentee applicants (mail and in-person) so they can mark the names in the rosters before the polls open.

Providing Appropriate Ballots

Many elections include offices and issues that cover different and often overlapping districts—legislative, congressional, school, municipal, and so forth. The number of possible ballot styles and combinations is increased in States that require rotation of candidate names. This problem has been addressed for years in the provision of absentee ballots, but early voting satellite sites make the provision of all appropriate ballots at every site a logistical challenge. Paper ballots or punch cards with the names printed on them can accommodate permutations by printing copies of all the possible combinations and having them available at each early voting site. Punch cards that show only numbers can accommodate any number of ballot styles by providing sample ballots or ballot pages for all the styles. Lever and electronic machines are not so flexible. States have dealt with these complexities in a variety of ways.

Texas. Texas does not rotate the names of candidates on the ballot. That is, candidate names appear on all ballots in identical order, so there are not as many differing ballot styles as in States that rotate candidate names.

Harris County has 1,315,000 registered voters, 1,226 (increasing to 1,391 in 1994) precincts. It uses Votomatics and numbered punch cards and has as many as 350 different ballot styles (twice that number in partisan primary election). The county is divided into four zones, with about a half-dozen early voting sites in each zone. Each

early voting site has at least two, usually four to six, copies of all the ballot pages for the correct ballot style for every precinct within that zone; the appropriate ballot pages are loaded in the voting device for each voter. They use a generic ballot card, and the clerk writes the precinct number and ballot style on the bottom of each card.

Travis County has 365,500 registered voters, 195 precincts, more than 100 ballot styles at primary elections. It uses the AIS optical scan paper ballot, a paper ballot that is marked with a special lead marker that can be read by automatic scanning tabulators. They produce a specific ballot for each precinct, even though many precincts may include the same races. Each early voting location has a set of precinct folders for the entire county, and they allocate the number of ballots based on estimated voter participation. Voters' precinct numbers are printed on their voter registration certificates or listed on the voter registration roll. This precinct number determines which ballot the voter is to receive. Special care is taken to assure pulling the correct precinct folder from which the voter chooses a ballot. Checks and double checks are made to be absolutely certain the voter receives the right ballot.

Dallas County has 925,000 registered voters, 990 precincts, about 485 different ballot styles for each political party for primary elections, and about 100 different ballot styles for general elections. When there are split precincts (as for some school elections) they use different colored ballots for each part

of the precinct. They use Votomatics and punch cards for early voting. Each satellite site is provided a minimum of four sets of pages for each ballot style, more for busy sites. Warehouse technicians go to each satellite site daily and replenish all supplies and ballots as needed.

Bexar County has 584,000 registered voters, 514 precincts, and 192 different ballot styles. They use Votomatics and punch cards for early voting. They determine the number of ballots needed for each early voting site based on the turnout history for each fixed site. It is more difficult to determine the number needed for the mobile sites and they have to look carefully at the area each site will serve and try to estimate turnout. They have sometimes had to re-supply very busy sites and have done so on very short notice.

Arizona. The State requires that candidate names be rotated from precinct to precinct for those offices where there is a contest, making the provision of all ballot styles a complex challenge.

Maricopa County has 1,129,000 registered voters, about 1,000 precincts, and can have as many as 2,000 ballot formats. They use Votomatics and punch cards for absentee ballots. All ballots are printed with the precinct name on unique pages. Before each election they send a sample ballot to every household with the correct ballot punch card number beside each candidate's name. Identical ballots are used at polling places, so the voter punches the number on the card for each candidate for whom the voter wants to vote.

They are considering three alternative solutions for providing so many different ballot formats: 1) have the ballot formats and pre-punched cards on hand for the precincts nearest each early voting site (within a radius of 5 or 10 miles) and provide the capability for each site to generate all other ballot formats in the county by computer and pre-punch ballot cards as needed, using a separate PC loaded with all ballot information; 2) print all ballot pages for each voter on a PC as needed; or 3) supply each satellite site with about

20 copies of the ballot pages for each precinct within 10 miles of that site and have one set of ballot pages for every other precinct in the county. They will probably go with alternative 1, but with either alternative 1 or 2, they will have pre-punch machines and specially trained staff at each early voting site who know how to generate the ballot pages and how to pre-punch the computer cards for each voter.

Yavapai County had about 73,000 registered voters in 1992, 120 precincts (half in Verde Valley), about 30 different ballot styles. They use Votomatics and punch cards for absentee voting. Each early voter is issued the punch card and sample ballot for the correct precinct.

Colorado. The State does not rotate candidate names, but ballot position is determined by party, then by lot. Its 63 counties range in size from 508 (San Juan) to 257,873 (Denver) registered voters, which can have over 80 different ballot styles. Denver uses Datavote punch cards for early voting. Different counties use punch card, paper, mechanical lever, electronic, and optical scan ballots. All ballot styles for the county must be available at each early voting site. Because of the difficulty in predicting how many voters would vote early in 1992, some early voting staffs were working late at night to provide sufficient numbers of ballot types.

Iowa. Ballot format is by party line, with rotation of names within the party line when there are multiple candidates for an office. Johnson County uses optical scan ballots and provides all ballot formats in the county at all satellite sites. They have about 60,000 registered voters, 51 precincts, and over 100 possible ballot styles.

Polk County uses optical scan ballots, has 193,000 registered voters, 163 precincts, over 100 possible ballot styles. They restrict the precinct ballots that are available at satellite sites for primary elections. They provide as many as 100 copies of ballots for metropolitan precincts; if rural voters request ballots for precincts that are not available, they are asked to fill out an absentee

request and the absentee ballot is mailed to them. The voter is assured the correct format because the computer verification also provides the voter's precinct and city.

N vada. Clark County covers 8,000 square miles, has 342,000 registered voters, 846 precincts, 281 different ballot styles for each political party in a primary election. The early voting roster contains the voter's name, registration address, and precinct number. The voter's precinct is marked on the bottom left-hand side of the ballot punch card and the ballot type number on the bottom right-hand side of the card. At this writing, the county had not yet decided whether it will make all ballot assemblies available at all satellite sites in the county or whether it will make available at each site only the assemblies needed for the precincts that are within that County Commission District (there are seven Commission Districts in the county). If the county chooses the latter procedure, early voters will be allowed to vote only at the site for their Commission District.

Virginia. Fairfax County has 450,000 registered voters, 189 precincts, as many as 50 possible ballot styles. They do not rotate candidate names on the ballot; political parties draw lots each year for ballot position. Fairfax County provides all ballot formats used in the county to each satellite early voting site. (They provided only certain ballot formats at certain sites in earlier years, but changed to the current all-inclusive system.) The ballot formats that are expected to be the most commonly needed at each satellite site are put on electronic machines (after the close of voter registration), and the other formats are made available on paper ballots. They provide each satellite site with about 10 ballots for each of the more distant precincts and as many as 200 ballots of the precincts that are close to busy sites. If any site runs low on specific ballots, they are re-supplied. The voter is assured the correct ballot through the registration verification process. When the terminal operator in the main office verifies the voter's registration, she also gives the satellite election officers the voter's precinct and

districts. The election officers double-check the districts with their precinct list before giving the voter a ballot.

Counting and Reporting

States differ markedly in their counting and reporting procedures for early-voted ballots. Some do not differentiate between in-person early votes and mail absentee votes; some require detailed counting by early voting site; some give counties discretion or have not yet formulated procedures.

Texas. The total number of early votes must be reported for each candidate or measure by early voting polling place location, as well as by precinct. This information allows the governing body of a political subdivision to assess the effectiveness of early voting polling place locations in order to determine where future sites should be located.

Early Voting Ballot Counting Boards in counties that use paper ballots may begin processing (but not *counting*) the ballots as soon as the period for absentee voting by personal appearance ends, saving time on election day. The Early Voting Clerk is required to post continuous notice and notify any county chairperson having a nominee on the ballot of each delivery of ballots to the Early Voting Ballot Counting Board at least 24 hours prior to the delivery.

Arizona. The voted ballots are sealed in application envelopes; the envelopes can be opened and the ballots sorted by precinct at any time, but the count may not begin until election day.

Colorado. Early votes are counted with absentee ballots. They may be prepared for tabulation at the absentee and early voting counting place on the early voting days from 8:30 a.m. to 7:00

p.m. and on the day preceding the election from 8:30 a.m. to 5:30 p.m., but they must be turned over to the counting officials no later than 8:30 a.m. on the day of the election. The election officials, working in bipartisan teams, may transfer paper early votes to lever or electronic machines, beginning the Friday before the election and continuing through election day. Counting of absentee and early voters' ballots may begin the Monday before the election and continue until counting is completed. No information concerning the count shall be released by the election officials or watchers until 7:00 p.m. on election day.

Iowa. Absentee ballots voted at satellite sites along with mail absentee ballots are counted on election day. (People who vote by absentee ballot must be qualified on election day. But absentee ballots are available 40 days before election day, while voter registration does not close until 10 days before election day. Therefore, so long as registration is still open, the eligibility of the voter is undecided.)

Nevada. An Early Voting Ballot Board must be appointed by the County Clerk to handle balancing of early voting ballots. The board must have two co-chairmen of opposite political parties. At least two other members, who must not be of the same political affiliation, must also be appointed.

The Early Voting Ballot Board chairmen may begin balancing the early voting ballots beginning four days before the close of early voting.

At the call of the Ballot Board chairmen, the County Clerk will deliver all ballot boxes and his keys to those boxes, the early voting rosters, and any list of registered voters used in conducting early voting. The Board chairmen must also call for the second keys from the designated custodial person.

Upon receipt of all materials, the Board must:

- remove all ballots from all boxes
- sort ballots by precinct
- count the number of ballots by precinct
- account for all ballots on the official ballot statement
- place ballots in the transfer case and seal it with a numbered seal and
- send ballots and official ballot statements to the central counting location.

The returns of early votes must be reported separately from the regular votes of the precinct unless a voter's secrecy would be violated, in which case the county clerk must establish a procedure to ensure that secrecy.

Virginia. Fairfax County uses a central absentee ballot count, checking the paper absentee ballots name for name against a printout of absentee voters.

Because it uses voting machines for some voters at satellite absentee sites and because absentee votes cast on paper ballots at those sites are not enclosed in any kind of identification envelope, Fairfax County has noted a potential problem. If an early voter votes on a voting machine or casts any kind of ballot that cannot be individually identified and if that voter dies before election day, there is no way to void his vote as there would be with an identifiable absentee ballot.

Use of Early Voting by Voters

The differences in counting and reporting procedures help explain why only some States can provide detailed information about the results of early voting and its effects on mail absentee voting and election day turnout.

Texas. See Figure 3 for early voting statistics for the most populous Texas counties, Figure 4 for early voting percentages in Tarrant County from 1982 to 1992.

Arizona. The change in State law, effective in 1992, to provide “no reason, no witness” absentee voting, resulted in a marked increase in absentee votes; in Yavapai County, four times as many people voted early in 1992 as in 1988.

Colorado. In 1992 about 20 per cent of voters statewide voted before election day. In Mesa County (Grand Junction), 40 per cent voted early.

Iowa. Polk County reports that their absentee voting has increased from about 4 per cent in 1982 to nearly 10 per cent in 1992 (from 4,730 to 16,921 ballots). Both Polk and Johnson counties keep track of how many absentee ballots are voted at each satellite site. (See Appendix, “Johnson County, Iowa, Satellite Sites.”)

Nevada. Because Nevada’s early voting law did not become effective until 1994, they had no results to report at the time of this writing.

Virginia. Fairfax County does not separate numbers of absentee votes cast by mail from those cast in person, but their total absentee ballots

have been gradually increasing and are about 6 per cent in presidential elections and 3-4 per cent in other elections. They do keep track of the numbers of voters who vote at each absentee satellite site so they can determine which sites are worth the expense.

**FIGURE 3:
EARLY VOTING STATISTICS FOR 15 MOST POPULOUS TEXAS COUNTIES
NOVEMBER 3, 1992, GENERAL ELECTION***

County	Regis. Voters	Voter Turnout	% TO/VR	#In-Person EV	%In-Person EV/TO	#Mail EV	%Mail EV/TO	#Total EV	%Total EV/TO
Harris	1,315,010	942,947	71.71	153,135	16.24	24,052	2.55	177,187	18.79
Dallas	879,137	661,252	75.22	294,304	30.90	16,999	2.57	221,303	33.47
Tarrant	596,598	471,396	79.01	153,195	32.50	20,245	4.29	173,440	36.79
Bexar	584,335	415,276	71.07	195,188	47.00	22,626	5.45	217,814	52.45
Travis	352,737	296,235	83.98	112,476	37.97	6,203	2.09	118,679	40.06
El Paso	210,125	135,163	64.33	58,019	42.93	5,546	4.10	63,565	47.03
Hidalgo	152,147	88,160	57.94	28,804	32.67	2,282	2.59	31,086	35.26
Nueces	144,844	100,791	69.59	28,992	28.76	2,392	2.37	31,384	31.14
Jefferson	135,220	95,543	70.66	36,666	38.38	2,925	3.06	39,591	41.44
Collin	153,736	128,833	83.80	34,376	26.68	2,156	1.67	36,532	28.36
Denton	146,357	116,576	79.65	39,798	34.14	3,911	3.35	43,709	37.49
Galveston	122,590	90,242	73.61	33,553	37.18	2,573	2.85	36,126	40.03
Lubbock	109,552	82,858	75.63	25,067	30.25	2,452	2.96	27,519	33.21
Cameron	100,193	59,057	58.94	16,743	28.35	1,821	3.08	18,564	31.43
McLennan	98,807	70,016	70.86	16,828	24.03	2,453	3.50	19,281	27.54

*Adapted from "Some Texas Early Voting Experiences," The Election Center, 2/4/1993, Orlando, FL.

**FIGURE 4.
TARRANT COUNTY EARLY VOTING PERCENTAGES***

Year	% of Total Vote	% by Mail	% Personal Appearance
1982	5.4	48.4	51.6
1986	7.8	47.5	52.5
1987	4.5	27.3	71.4
1988	24.7	23.4	76.6
1989	4.8	16.7	83.3
1990	22.4	21.3	78.7
1991	12.0	14.9	85.1
1992	38.0	12.0	88.0

* Adapted from "Some Texas Early Voting Experiences," The Election Center Workshop, 2/4/93, Orlando, FL.

Publicity

Publicity is a key component of early voting. The concept of early voting is new to most voters, so publicity has two functions: to explain the benefits of early voting and to give voters specific information about dates, times, locations, and what identification (if any) they need to bring with them.

Texas. Travis County election officials make the public aware of the early voting option with the help of their local media as well as through posted notices, public service announcements, flyer handouts, the campaigns and political parties, and the county public access television station. They work hard to get the media involved, making daily media calls to report the early voter turnout as of the end of each day. If the races heat up, the media may get interested in turnout at specific locations. Election officials urge the media to give the schedule for stationary and mobile sites whenever they do a report, or at a minimum to publicize the election office phone number. They can tell when there has been a report on the news by the increase in the number of their phone calls.

Harris County issues news releases to television, radio, and newspapers; they have fliers available on request; both feature the complete schedule of locations, dates, and times when early voting will be available. But the most effective kinds of publicity are local television interviews with election officials about early voting and reports on the local news.

Dallas County distributed news releases with the full list of early voting locations, dates, and times to local television, radio, and newspapers, including suburban papers. The most effective publicity was candidates' including the schedule with their campaign literature mailed to voters.

Bexar County knew that the effective and timely dissemination to the public of the scheduled dates, times, and locations for mobile registration and early voting were essential to a successful program. They accomplished this through public service announcements, publication in local newspapers, and targeted distribution of location-specific fliers announcing to shoppers, senior citizens, students, church-goers, and residents of neighborhoods the specific dates and times that mobile vans would be there to provide voter registration and education, as well as early voting. Notices were also distributed to each mobile and fixed early voting site, to each member of the County Commissioner's Court, and to both Democratic and Republican party officials. Notices were also available to all candidates, campaign organizers, and the general public on request. Additional location-specific notices were also distributed in neighborhoods where newspapers and, in some cases, the English-language media do not penetrate effectively. Once public notice had been given, the locations, dates, and times for service were not to be changed unless circumstances arose that were beyond the control of the Elections Administrator. The idea was to register and educate voters about the punch card voting

system, while familiarizing voters with the mobile location in advance of the early voting period.

Arizona. Yavapai County advertised satellite early voting through local radio, television, and newspapers. Early voting information was also printed on the voter identification card sent to each new registrant. Maricopa County plans to provide bilingual notices, news releases, postings, sample ballots, and publicity pamphlets. They will publicize satellite sites widely because the sites are expensive and the county wants them to be worthwhile.

Colorado. The Secretary of State's office and the news media encouraged early voting in 1992. It was so successful in some locations that people voting early to avoid long lines on election day encountered long lines at the early voting sites.

Iowa. Both Johnson County and Polk County provide news releases and posters announcing the locations, dates, and times when voters can vote absentee at satellite sites.

Nevada. The schedule for early voting must be set and published during the week before the early voting period begins. Copies of the schedule must be posted on bulletin boards used to post County Commission meetings and must be made available to the public without charge. Once the early voting schedule is set it may not be changed.

Virginia. Fairfax County provides information leaflets to all elected officials, candidates, political parties, and the League of Women Voters. They provide news releases to the media detailing satellite absentee voting, and the media are very good about differentiating among the varying requirements in the neighboring jurisdictions in Virginia, Maryland, and the District of Columbia. Absentee application forms and information are sent to all county libraries and public information counters in the courthouse and other government office buildings. Voters who call the main office about absentee information are encouraged to use the satellite voting sites and are sent the information leaflet and an absentee application form.

Costs of Early Voting

What are the additional costs or the savings of early voting? It is difficult to separate the costs of early voting from the costs of holding any election, even more difficult to separate the costs of in-person early voting from the costs of mail absentee voting. The items included in costs vary widely from jurisdiction to jurisdiction, but they can include:

- personnel recruitment and pay
- instruction manuals and schools
- ballots or voting devices or both
- supplies
- satellite site rent, arrangements, and security
- mobile van costs
- computer or telephone connections or both
- postage
- printing and
- advertising.

Texas. Voting precincts in populous Texas counties often have 2,000 to 3,000 registered voters, with variable numbers of pollworkers and voting devices according to expected turnout. This allows them more flexibility in staffing and supplies than is possible in States with smaller precincts of a few hundred voters each.

Texas has tried to assess the costs that can be attributed to the early voting program, but counties do not generally isolate the costs of satellite voting or separate the costs of in-person early voting from mail absentee voting. However, their figures can give some idea of the total costs and the cost per vote in those counties that reported. Figure 3 shows the costs that were reported to the Texas Secretary of State.

These numbers show that there is no easy way to estimate the costs that are involved in temporary satellite in-person early voting programs, nor is there any clear pattern of costs. The numbers are all over the place. The cost per early voter, as with all election costs, varies widely with voter turnout.

Travis County confirms that early voting contributes to some cost savings in their mail early voting program. However, their increased costs in time and money for staffing and utilities for early voting location operation are only somewhat offset by decreased election day costs, though they are striving to adopt cost efficiencies wherever possible. They also point out that early voting offers the voters the most cost savings, in time, energy, or money, by offering them more options to vote so they can schedule voting around potential conflicts.

Dallas County reports that each major election conducted since 1988 has been more expensive than the previous one, and the significant increases in election costs can be attributed almost exclusively to early voting.

**FIGURE 3
EARLY VOTING COSTS IN SOME TEXAS COUNTIES**

Category/ County	Year	Voter Regis.	Early Votes	Cost of Early Voting		
				Total Cost	Per Regis. Voter	Per Early Voter
200,000–300,000 Total County Population						
Cameron	1988	97,854	16,422	\$10,600	\$.108	\$0.645
	1990	94,489	8,992	24,068	.255	2.677
	1992	100,193	18,975	47,187	.471	2.487
Collin	1988	122,718	18,439	9,300	.152	0.504
	1990	122,114	11,876	17,374	.142	1.463
	1992	153,736	43,068	32,398	.211	0.752
Nueces	1992	144,844	32,172	4,495	.031	0.140
500,000–600,000 Total County Population						
El Paso	1988	199,671	41,099	51,559	.258	1.255
	1990	197,735	27,243	83,900	.424	3.08
	1992	210,125	63,247	86,785	.413	1.372
Travis*	1988	325,384	64,524	40,858	.126	0.633
	1990	305,582	67,324	74,449	.244	1.131
	1992	352,737	118,641	93,609	.265	0.792
Over 1,000,000 Total County Population						
Dallas	1992	879,137	221,455	465,608	.530	2.102
Harris	1992	1,315,010	173,055	628,538	.478	3.632

* Travis County separated the costs for in-person early voting from those for mail early voting. This breakdown of costs is:

		Total Votes	Total Cost	Cost Per Regis. Voter	Cost Per Early Voter
1988	In-Person	52,252	\$28,586	\$0.088	\$0.55
	Mail	12,272	9,700	0.030	0.79
1990	In-Person	64,803	71,928	0.235	1.1
	Mail	2,521	7,800	0.026	3.09
1992	In-Person	111,533	86,501	0.245	0.78
	Mail	7,108	19,450	0.055	2.74

**DALLAS COUNTY COMPARISON OF EARLY VOTING AND ELECTION DAY COSTS
IN TWO GENERAL ELECTIONS**

	Nov. 8, 1988	Nov. 3, 1992
Absentee Cost:		
Total absentee cost	\$188,639.50	\$465,608.38
Total ballots cast	159,428	225,007
Estimated cost per vote	\$1.18	\$2.07
Election Day Cost:		
Total election day cost	\$454,577.63	\$372,433.27
Total ballots cast	444,656	442,093
Estimated cost per vote	\$1.02	\$0.84

Bexar County included some cost estimates in its proposal for mobile voting for 1992. Reducing the number of fixed early voting locations from 27 to 26 was estimated to save about \$5,000. They got three bids for van rental (15-passenger vans): for \$1,050, \$3,014, and \$4,049 per van/per month. They proposed renting five vans, four to be in service at all times, with one used as a backup in case of mechanical difficulty or accident. Each van was staffed with four persons, all paid \$5.00 per hour. Printing costs were estimated at \$2,500; gasoline at \$960 per month. Total costs per month were estimated as:

- personnel (16) \$13,760
- van rental (5) 5,250
- printing 2,500
- gasoline 960
- Total \$22,470

Each van was covered by Texas liability insurance provided through the rental contract. Comprehensive and collision coverage for each van was provided through the county insurance policy. All personnel were covered with personal injury insurance through the county insurance policy.

Arizona. Yavapai County satellite sites were in government buildings. Maricopa County plans to rent space for satellite sites, and all will be connected to their main office computer. They anticipate up-front costs for purchase of equipment: one printer for each site, two or three work stations for each, and a pre-punch machine for each; but their major on-going cost will be salaries. Neither expects any savings in money because of the need to staff sites and pay costs such as rent, utilities, and computer equipment. But they note savings in postage, time, and stress, because it is quicker to vote someone in person than to assemble an absentee packet for mailing; and more in-person early voters mean fewer long lines on election day and less stress for pollworkers.

Colorado. No specific figures are available on costs for early voting, but county clerks had extra personnel costs because they had to recruit their entire staffs to work on early voter sign-in cards and absentee voting, then work at night to get the regular work done. Removal of the overlap between the voter registration and early voting periods should shrink overtime costs in the future.

Iowa. Johnson County reported the following cost/savings analysis for satellite absentee voting:

- Nov. 3, 1992, General Election and Dec. 12, 1992, Special Election
 - 3,608 absentee ballots cast at 10 satellite sites
 - cost to the county was \$3,999.10
 - saved by the county's not having to mail—\$3,849.70
- July 13, 1993, Special Election
 - 806 absentee ballots cast at 2 satellite sites
 - cost to the county was \$583.32
 - saved by the county's not having to mail—\$779.40

Polk County does not have specific costs for its limited early voting program, but reports that budget constraints may keep it from expanding its program as it would like.

Nevada. Early voting is being implemented in 1994, so no cost figures were available at the time of this writing.

Virginia. The total cost of each satellite site in Fairfax County is about \$2,500. Increased costs include election officers' salaries, telephone services, and need for additional computer terminals in the main office. Their use of government buildings as satellite sites, which is mandated by law, saves money by allowing them to use the county's computerized telephone system instead of having to install special phone lines. They also realize savings in postage and printing of paper ballots and envelopes that would have been necessary if all absentee ballots had been sent to these satellite voters. When voting machines are used, fewer election officers are needed to count paper ballots.

Staffing and Training.

All of the rigorous security, careful checking and marking of registrations, and complex provision of correct ballot formats to voters demonstrate the

necessity of training superlative early voting pollworkers. Early voting sites need highly competent, dedicated, well-trained pollworkers who will get it absolutely right, absolutely every time. Experienced administrators stress that security and competency must also be communicated to the early voter to assure voter confidence. Training and security must be rigorous and effective, so that procedures are above reproach. There must be sufficient personnel on standby to troubleshoot early voting sites when problems are reported by voters, pollworkers, candidates, or the media. They recommend that each early voting site should be visited by supervisory staff the first day of early voting.

Most jurisdictions that have early voting have large precincts of 2,000 to 3,000 registered voters. This allows greater flexibility in election day staffing and supplies than is possible with smaller precincts of a few hundred voters since small precincts require some minimum number of pollworkers and voting devices regardless of election day turnout. Nevada allows a maximum of 1,500 registered voters per precinct, but there is discussion of getting that limit raised to allow larger precincts in urban areas.

Texas. Travis County uses two shifts of workers to staff its early voting sites. The morning shift works 7:00 a.m.-1:00 p.m.; the afternoon shift works 1:00 p.m.-7:00 p.m.; both shifts work these hours Monday through Friday and the second Saturday of the early voting period. On the first Saturday, the morning shift works 9:00 a.m. to 1:00 p.m. and the afternoon shift works 1:00 p.m. to 5:00 p.m. The shifts alternate on Sundays. Each location is supervised by an Early Voting Deputy—a morning Deputy and an afternoon Deputy. These Deputies are paid \$6.00 per hour. The other workers at each location are called Early Voting Clerks and are paid \$5.00 per hours. The number of Clerks needed at each location depends on the expected turnout at the location—those that have had a higher turnout in past elections will have a larger staff. The election office provides a 60-page "Election Guide for Early Voting Location Employees" that contains detailed procedures, checklists, sample forms, and instructions. They recommend producing such a guide and

holding an early voting election school, thoroughly covering all aspects of what is expected of early voting workers.

Harris County does early voting with a permanent staff of six, two of whom answer telephone inquiries, and two who take care of mail early voting. The rest of the work is done by temporary employees. Each satellite early voting site is staffed by four to twelve pollworkers, who are paid \$6.63 to \$8.16 per hour, with time and one-half for any hours over 40 per week. Their best pollworkers are those who have been election day pollworkers or who have worked at early voting sites before, because they already understand the responsibilities and procedures that are involved. They use word-of-mouth to get pollworkers, political parties to provide the proper balance of party affiliation, and Hispanic organizations for bilingual workers. Satellite site supervisors beat the bushes to get pollworkers who meet all the criteria. They have had at least one very able pollworker who asked never to be contacted for early voting duty again because it was too onerous.

Dallas County contacts the political parties for early voting pollworkers for primaries. For the general election, they advertise through the county personnel office. They train the workers before each election, even if they have worked before. Early voting pollworkers are paid \$5.63 per hour, time and one-half (\$8.44) for any hours over 40 per week. They express some concern about working the elections staff to near death.

Bexar County staffed each mobile van with four persons: the Presiding Election Judge, the Alternate Judge (must be from different political parties), an Election Clerk, and a driver/set-up person to set up the tables, Votomatics, and ballot-style files. All were paid \$5.00 per hour. Since Bexar County has had early voting in shopping malls since 1986, they have a large number of experienced early voting pollworkers available to work at their fixed sites; they only had to recruit mobile van early voting workers. They enlisted the assistance of their experienced workers, the political parties, and anyone who could help find bilingual workers.

Arizona. Maricopa County will hire seasonal employees to staff satellite early voting sites. Entry level pay is \$7.20 per hour, with overtime for anything over 40 hours per week. They will provide an experienced seasonal employee as a super inspector, who will receive special training and extra pay, in the lead position at each satellite site.

Yavapai County hired staff through applications submitted to the county personnel department. In 1992 a former county employee staffed the office in the county annex in Cottonwood. A County Supervisor's aide frequently assisted her because of the large number of early voters. Staff were paid \$7.64 per hour, the starting wage for a Clerk.

Iowa. Johnson County provides an extremely detailed 23-page instruction manual to each satellite absentee voting site, explaining exactly how to open and close the site, where to find and deposit all forms and supplies in a box and an accordion file with labeled pockets, step-by-step directions for using the supplied computer and printer to verify and correct registrations and to print absentee applications and end-of-day reports, and precisely what procedures to follow for any eventuality.

Nevada. A Deputy Early Voting Clerk is appointed by the County Clerk to oversee an early voting site. Additional Clerks may also be appointed.

Virginia. Fairfax County staffs satellite voting sites with three regular election officers (drawn from their pool of regular pollworkers) representing the two major political parties. They are paid \$8.50 per hour, the established county rate for "Clerk II" employees. They have had no difficulty recruiting pollworkers for their satellite absentee voting sites, attributing this to their relatively short satellite voting hours and a good supply of retired persons who enjoy doing it.

Conclusions

The goal of all early voting programs is to improve voting accessibility and turnout, but different programs emphasize different elements of the voting process. The change that has the greatest effect appears to be the removal of all restrictions for in-person early voting, because the requirement for satisfying some specific reason for voting early seems the single biggest impediment to voters who want to vote before election day. The provision of well-publicized convenient satellite early voting sites and extended hours for early voting also seem to have considerable effect. However, the relative effects of not requiring an application, of not identifying individual ballots, and of widespread publicity are difficult to determine. Certainly all contribute to early voter usage, but it is not clear how much each of these elements contribute or exactly how they interact. At this writing, although a number of States have examined the Texas model and some have used it as a starting point, no State has followed its example of *mandatory* satellite early voting, even in large urban jurisdictions. In those States where early voting is permissive, it has not been widely implemented, perhaps because it is new or perhaps because it may be needed only in certain specific circumstances. Jurisdictions that are considering early voting will judge for themselves how best to balance their goals and their costs, and can evaluate the elements of the various programs presented in this report to help determine which might best serve them.

Appendices

Appendix 1

Statutes

Arizona, Virginia, and Iowa

Arizona Statute, Section 16-542 Request for ballot (A) [Wording in all capital letters authorizes satellite early voting sites.]

Within ninety days next preceding the Saturday before any election called pursuant to the laws of this state, an elector may make a signed request to the county recorder, or other officer in charge of elections for the applicable political subdivision of this state in whose jurisdiction the elector is registered to vote, for an official absentee ballot. If the signed request indicates that the elector needs a primary election ballot and as general election ballot, the county recorder or other officer in charge of elections shall honor the request. **THE COUNTY RECORDER MAY ESTABLISH ON-SITE ABSENTEE VOTING LOCATIONS AT HIS OFFICE OR ANY OTHER LOCATIONS IN THE COUNTY HE DEEMS NECESSARY.**

Code of Virginia, Section 24.1-233.1 (in part)

Notwithstanding any other provision of law, for the purpose of counting and recording absentee ballots in all elections, the governing body of each city or county may establish a central absentee voter election district in the courthouse or other public building, and the governing body of any town may establish such an election district for town elections, which shall receive, count and record all such ballots cast within that city, county, or town. The decision to establish such district shall be made by the governing body in the month of January of each year, to be effective February one of that year for a period of twelve months and immediate notification of such decision sent to the State Board of Elections and the electoral board.

The Code of Iowa [Absentee voting provisions]

53.1 Right to vote—conditions. Any qualified voter may, subject to the provisions of this chapter, vote [by absentee ballot] at any election:

1. When the elector expects to be absent on election day during the time the polls are open from the precinct in which the elector is a qualified elector.
2. When, through illness or physical disability, the elector expects to be prevented from going to the polls and voting on election day.
3. When the elector expects to be unable to go to the polls and vote on election day.

53.2 Application for ballot. Any qualified elector, under the circumstances specified in section 53.1, may on any day, except election day, and not more than seventy days prior to the date of the election, apply in person for an absentee ballot at the commissioner's office *or at any location designated by the commissioner,...* [emphasis added]

53.11 Personal delivery of absentee ballot. The commissioner shall deliver an absentee ballot to any qualified elector applying in person at the commissioner's office, *or at any location designated by the commissioner,* not more than forty days before the date of the general election or the primary election, and for all other elections, as soon as the ballot is available.... [emphasis added]

Appendix 2
Johnson County, Iowa
Satellite Sites

**JOHNSON COUNTY, IA, SATELLITE SITES
 GENERAL ELECTION 11/3/92 &
 SPECIAL IOWA CITY SCHOOL ELECTION 12/12/92**

Location	Hours	Dates	Ballots Cast	
			Gen.	Sch.
Coralville City Hall*	7:30am-5:00pm	Sep.24-Nov.2	228	0
Iowa City Pub. Library	10:00am-9:00pm	Sept.24	254	0
	10:00am-6:00pm	Sept.25-26		
	12 noon-4:00pm	Sept.27		
Longfellow Elem. School	6:30pm-7:30pm	Oct.8	16	0
Roosevelt Elem. School	6:30pm-7:30pm	Oct.8	54	0
Regina High School	6:00pm-10:00pm	Oct.8	49	0
Kirkwood Elem. School	5:30pm-7:30pm	Oct.22	65	0
Iowa Memorial Union	9:00am-5:00pm	Oct.19-23	732	47
University Hospitals	7:00am-6:00pm	Oct.30	879	603
St. Peters Hall	9:30am-12 noon	Nov.1	35	5
IC Sr. Citizen Center	8:00am-5:00pm	Nov.2	<u>383</u>	<u>258</u>
			2695	913

*Staffed by Coralville city employees.

Appendix 3
Bexar County, Texas
Mobile Early Voting

**BEXAR COUNTY, TEXAS, MOBILE EARLY VOTING,
GENERAL ELECTION, NOVEMBER 3, 1992,
SITES, TIMES, AND TURNOUT**

	Time	Ballots Cast
Wednesday, October 14		
K-Mart 1	8:00 am-6:00 pm	53
K-Mart 2	8:00 am-6:00 pm	42
K-Mart 3	2:00 pm-6:00 pm	61
K-Mart 4	8:00 am-6:00 pm	143
Ella Austin Civic Ctr.	8:00 am-12:30 pm	27
Thursday, October 15		
Handy Andy 1	8:00 am-6:00 pm	46
Handy Andy 2	8:00 am-6:00 pm	13
H.E.B. 1	8:00 am-6:00 pm	112
H.E.B. 2	8:00 am-6:00 pm	71
Friday, October 16		
K-Mart 1	2:00 pm-6:00 pm	37
K-Mart 2	2:00 pm-6:00 pm	27
K-Mart 3	2:00 pm-6:00 pm	42
Sacred Heart Nutrition	8:00 am-12:30 pm	85
Ella Austin Civic Ctr.	8:00 am-12:30 pm	28
Handy Andy 3	8:00 am-12:30 pm	10
H.E.B. 3	8:00 am-6:00 pm	210
Saturday, October 17		
Cornerstone Church	3:00 pm-6:00 pm	31
Northwest Center Flea Mkt.	10:00 am-6:00 pm	92
Marbach Rd. Flea Mkt.	10:00 am-6:00 pm	51
Southcross Flea Mkt.	10:00 am-6:00 pm	21
Bxr-Bulverde Vol. Fire	10:00 am-2:00 pm	20
Sunday, October 18		
Lion of Zion Church	8:00 am-1:00 pm	2
St. James Catholic Church	8:00 am-1:00 pm	52
Antioch Baptist Church	8:00 am-1:00 pm	86
St. Anthony's Cath. Ch.	8:00 am-1:00 pm	19
Monday, October 19		
St. Mary's University	8:00 am-6:00 pm	160
Palo Alto College	8:00 am-6:00 pm	18
Sacred Hrt. Civic Ctr.	8:00 am-6:00 pm	41
H.E.B. 4	8:00 am-6:00 pm	213
Tuesday, October 20		
Eastside Multi-Srv. Ctr.	8:00 am-6:00 pm	80
Mt. Zion 1st Bapt. Ch.	8:00 am-12:30 pm	10
Handy Andy 4	2:30 pm-6:00 pm	51
H.E.B. 3	8:00 am-6:00 pm	220
Southwestern Bell Bldg.	8:00 am-6:00 pm	322

	Time	Callots Cast
Wednesday, October 21		
Eastside Multi-Srvc. Ctr.	8:00 am-6:00 pm	74
St. James Cath. Church	8:00 am-6:00 pm	38
Sacred Hrt. Civic Ctr.	8:00 am-6:00 pm	45
Diamond Shamrock Bldg.	8:00 am-6:00 pm	231
Thursday, October 22		
K-Mart 1	8:00 am-6:00 pm	95
K-Mart 2	8:00 am-6:00 pm	53
K-Mart 3	8:00 am-6:00 pm	75
Southwestern Bell Bldg.	8:00 am-6:00 pm	320
Friday, October 23		
H.E.B. 1	8:00 am-6:00 pm	90
Handy Andy 4	8:00 am-6:00 pm	64
H.E.B. 2	8:00 am-6:00 pm	67
Handy Andy 2	8:00 am-6:00 pm	23
Saturday, October 24		
Builder's Square 1	8:00 am-3:00 pm	117
H.E.B. 1	5:00 pm-8:00 pm	46
Builder's Square 2	8:00 pm-3:00 pm	90
Handy Andy 3	4:30 pm-8:00 pm	38
Builder's Square 3	8:00 am-3:00 pm	96
H.E.B. 4	4:30 pm-8:00 pm	89
Builder's Square 4	8:00 am-3:00 pm	81
Handy Andy 2	4:30 pm-8:00 pm	19
Our Lady of the Lake Univ.	11:30 am-2:30 pm	75
Sunday, October 25		
Northwest Ctr. Flea Mkt.	12:00 noon-2:30 pm	62
K-Mart 1	3:30 pm-6:00 pm	39
Marbach Flea Mkt.	12:00 noon-2:00 pm	30
Knights of Columbus	3:00 pm-6:00 pm	3
Southcross Flea Mkt.	12:00 noon-2:00 pm	12
K-Mart 3	3:30 pm-6:00 pm	64
K-Mart 4	12:00 noon-6:00 pm	335
Monday, October 26		
San Antonio College	8:00 am-8:00 pm	390
U.T. Health Science Ctr.	8:00 am-8:00 pm	974
U.T.S.A.	8:00 am-8:00 pm	528
St. Phillip's College	8:00 am-8:00 pm	351

	Time	Ballots Cast
Tuesday, October 27		
Handy Andy 5	8:00 am-4:30 pm	40
Cornerstone Church	6:00 pm-8:00 pm	147
Mt. Zion 1st Bapt. Ch.	8:00 am-12:00 noon	20
Handy Andy 4	2:00 pm-4:30 pm	39
China Grove City Hall	6:00 pm-8:00 pm	10
Eastside Multi-Srv. Ctr.	8:00 am-12:30 pm	42
H.E.B. 4	2:00 pm-4:30 pm	45
Converse Cilty Hall	6:00 pm-8:00 pm	17
Harlandale Civic Ctr.	8:00 am-12:30 pm	56
Handy Andy 3	1:30 pm-4:30 pm	18
Roman Community Ctr.	6:00 pm-8:00 pm	3
Wednesday, October 28		
H.E.B. 5	8:00 am-4:30 pm	190
Cornerstone Church	6:00 pm-8:00 pm	104
Mt. Zion 1st Bapt. Ch.	8:00 am-12:30 pm	24
Handy Andy 4	2:00 pm-4:30 pm	27
St. Hedwig Fire Station	6:00 pm-8:00 pm	12
Eastside Multi-Srv. Ctr.	8:00 am-12:30 pm	17
Sandy Oaks Fire Station	2:30 pm-8:00 pm	27
Harlandale Civic Ctr.	8:00 am-12:30 pm	32
Gunn Auto Dealership	2:00 pm-8:00 pm	64
Thursday, October 29		
Handy Andy 5	8:00 am-4:30 pm	245
Fair Oaks Ranch	6:00 pm-8:00 pm	123
Handy Andy 3	8:00 am-4:30 pm	46
Knights of Columbus	6:00 pm-8:00 pm	9
Somerset Nutrition Ctr.	8:00 am-1:30 pm	50
Somerset City Hal	12:30 pm-8:00 pm	21
Diamond Shamrock Bldg.	8:00 am-4:30 pm	180
Shavano Park City Hall	6:00 pm-8:00 pm	3
Friday, October 30		
Handy Andy 1	8:00 am-4:00 pm	250
H.E.B. 5	5:00 pm-8:00 pm	105
H.E.B. 1	8:00 am-3:30 pm	129
H.E.B. 3	5:00 pm-8:00 pm	285
H.E.B. 2	8:00 am-3:30 pm	143
H.E.B. 4	5:00 pm-8:00 pm	113
Handy Andy 2	8:00 am-3:30 pm	50
Handy Andy 4	5:00 pm-8:00 pm	81

Appendix 4
Texas Early Voting
Reporting Forms

EXAMPLES OF TEXAS EARLY VOTE REPORTING FORMS

Option 1: Tabulating Early Votes by Precinct and by Voting Site

Candidates		Precinct 1	Precinct 2	Precinct 3	Precinct 4	Precinct 5	Totals by Early Voting Polling Place
Main Early Voting Polling Place (#1)	Jim Little	26	43	15	7	0	91
	Ellen Smith	32	40	21	9	2	104
Early Voting Polling Place #2	Jim Little	6	31	25	11	5	78
	Ellen Smith	3	36	18	15	4	76
Early Voting Polling Place #3	Jim Little	1	4	12	17	38	72
	Ellen Smith	4	3	18	19	46	90
Totals by Precinct	Jim Little	33	78	52	35	43	241
	Ellen Smith	39	79	57	43	52	270

Jim Little received 78 total votes at Early Voting Polling Place 2.

Grand totals for each candidate.

Ellen Smith received 39 total votes from voters in precinct 1.

Option 2: Separating Early Votes by Mail and Personal Appearance

Candidates		Precinct 1	Precinct 2	Precinct 3	Precinct 4	Precinct 5	Totals by Early Voting Polling Place
Personal Appearance Votes at the Main Polling Place (#1)	Jim Little	22	35	14	7	0	78
	Ellen Smith	30	35	18	8	0	91
Mail Votes at the Main Polling Place (#1)	Jim Little	4	8	1	0	0	13
	Ellen Smith	2	5	3	1	2	13
Early Voting Polling Place #2	Jim Little	6	31	25	11	5	78
	Ellen Smith	3	36	18	15	4	76
Early Voting Polling Place #3	Jim Little	1	4	12	17	38	72
	Ellen Smith	4	3	18	19	46	90
Totals by Precinct	Jim Little	33	78	52	35	43	241
	Ellen Smith	39	79	57	43	52	270

Jim Little received 78 votes by personal appearance at the main early voting polling place.

Ellen Smith received 13 early votes by mail.

Source: "The New Early Voting Law," Office of the Secretary of State, Austin, TX, 1991.

Appendix 5

**Fairfax County, Virginia
Early Voting Leaflet**

1993

**ABSENTEE VOTING
INFORMATION**

To vote by **MAIL**,
CALL 324-4740

DEADLINES

APPLY BY MAIL - OCTOBER 28
VOTE IN PERSON - OCTOBER 30

All absentee ballots **must** be
received at the Electoral Board
Office by 7:00 p.m. on Election Day
in order to be counted.



VOTER REGISTRATION CLOSSES
October 4, 1993

GENERAL ELECTION
November 2, 1993

**IN PERSON
ABSENTEE VOTING**

AT SEVEN SATELLITE LOCATIONS

OCTOBER 13 - OCTOBER 30
MONDAY-FRIDAY 3:30 to 7:30 p.m.
SATURDAYS 9:00 a.m. to 5:00 p.m.

Franconia Governmental Center
6121 Franconia Road, Alexandria

Mason Governmental Center
6507 Columbia Pike, Annandale

McLean Governmental Center
1437 Balls Hill Road, McLean

Mt. Vernon Governmental Center
2511 Parkers Lane, Alexandria

North County Governmental Center
12000 Bowman Towne Drive, Reston

Sully District Office, Fort Hill Building
5900 Centreville Road, Centreville

Massey Building
4100 Chain Bridge Road, Fairfax

or at the

OFFICE OF THE ELECTORAL BOARD
12000 Government Center Pky, Suite 323

September 17 - October 12
MONDAY-FRIDAY 8:00 a.m. - 4:30 p.m.

October 13 - October 30
MONDAY-FRIDAY 8:00 a.m. - 7:30 p.m.

SATURDAYS October 2, 16, 23, 30
9:00 a.m. - 5:00 p.m.

Emergency Hospitalized Voters
Call Electoral Board 324-4735
until Monday, November 1, 12 noon

Appendix 6
Fairfax County, Virginia
Absentee Application

**APPLICATION FOR
ABSENTEE BALLOT**

If you have **MOVED** and not changed your address on registration records, give
your former address: _____
and date you moved: _____



PLACE
STAMP
HERE

**OFFICE OF THE GENERAL REGISTRAR
COUNTY OF FAIRFAX**
12000 Government Center Parkway, Suite 323
Fairfax, Virginia 22035-0082



THIS FORM MUST BE:

- Signed by Voter
- Signed by Witness (any U.S. Citizen 18 years old or older)
- Received in the General Registrar's Office 5 days before Election Day

(NOTE: Postal regulations prohibit the use of staples to seal this form)

COMMONWEALTH OF VIRGINIA
APPLICATION FOR ABSENTEE BALLOT
FOR USE BY REGISTERED VOTERS ONLY.

Mail in time to be received at least five days before election; or
Complete in registrar's office at least three days before election.

To the General Registrar, County/City of _____:
I hereby make application for a ballot to cast my vote in the following election:
 General or Special Democratic Primary Republican Primary
to be held on _____, 19____ for the reason checked below:

[You MUST check one, and only one, of the following squares.]

I am registered in, and expect to be absent from, the above county or city on the day of the election and I:

1A AM A STUDENT ATTENDING

1B AM THE SPOUSE OF A STUDENT ATTENDING

If you check 1A or 1B, you must enter name and address of school or institution of learning.

1C WILL BE AWAY ON BUSINESS

You must enter name of employer or business.

1D WILL BE AWAY ON PERSONAL BUSINESS OR VACATION

You must enter name of Virginia county or city, state or country to which you will travel.

I am registered in the above county or city and I am:

2A UNABLE TO GO IN PERSON TO THE POLLS DUE TO A PHYSICAL DISABILITY OR PHYSICAL ILLNESS

2B THE PRINCIPAL CARETAKER OF THE CONFINED FAMILY MEMBER WHOSE NAME AND ILLNESS ARE STATED BELOW:

If you check 2A or 2B, you must enter nature of physical illness or physical disability.

If you check 2B, you must enter name of confined family member.

3A CONFINED AWAITING TRIAL

3B CONFINED HAVING BEEN CONVICTED OF A MISDEMEANOR

If you check 3A or 3B, you must enter name and address of institution of confinement.

4A A MEMBER OF AN ELECTORAL BOARD, A REGISTRAR, AN OFFICER OF ELECTION, OR A CUSTODIAN OF VOTING MACHINES

I expect to be absent from the above county or city and I am:

6A A MEMBER OF THE U.S. ARMED FORCES ON ACTIVE SERVICE OR THE U.S. MERCHANT MARINE

6B SPOUSE OR DEPENDENT OF ABOVE

If you check 6A or 6B, you must enter Branch of Service, Rank, Grade or Rate, and Service Identification Number.

6D REGULARLY EMPLOYED IN BUSINESS, PROFESSION, OR OCCUPATION OUTSIDE THE CONTINENTAL LIMITS OF THE UNITED STATES

6D SPOUSE OR DEPENDENT RESIDING WITH SUCH PERSON

If you check either 6D, you must enter name and address of employer.

MAIL BALLOT TO ME AT THIS ADDRESS: [COMPLETE IF YOU ARE APPLYING BY MAIL OR IF BALLOTS ARE NOT AVAILABLE WHEN YOU APPLY IN PERSON.]

ZIP _____

[MUST BE either address where registered or where you will be located while away from your county or city of residence. CANNOT be sent in care of any other person.]

CHECK HERE IF YOU WILL NEED ASSISTANCE IN VOTING YOUR BALLOT DUE TO A PHYSICAL OR EDUCATIONAL DISABILITY.

I declare under penalty of perjury that, to the best of my knowledge and belief, the facts contained in this application are true and correct and that I have not and will not vote in this election at any other place in Virginia or in any other state.

WITNESSED BY:

Given under my hand this _____ day of _____, 19____

Witness must sign here

Applicant must sign here

Print full name of witness

Print full name

Address

Legal Virginia resident address

City/Town

ZIP

City/Town

ZIP

SBE-228.1 REV 7/93-600M

Social Security Number _____

The social security number is part of your voter record and is requested to assure that no other person is permitted to vote in your name. The general registrar deletes your number on the copy of this document made available for public inspection.

CERTIFICATE OF REGISTRAR FOR OFFICE USE ONLY	
Application Number _____	
Precinct _____	
Date Received _____	
<input type="checkbox"/> In person <input type="checkbox"/> By mail <input type="checkbox"/> Other	
Applicant is registered: <input type="checkbox"/> Yes <input type="checkbox"/> No	
_____ Signature of Registrar	

Appendix 7
Johnson County, Iowa
Early Voting Flier



Tom Slockett
 Johnson County Auditor
 Commissioner of Elections
 and Voter Registration

WHY YOU SHOULD VOTE EARLY

Questions? Call 356-6004

ADVANTAGES OF VOTING EARLY

- Vote at home when it is convenient for you
- Take as much time as you need to mark your ballot
- Set an example encouraging others who may not otherwise vote
- Avoid long lines and parking problems at the polls
- Your busy schedule or unforeseen events won't keep you from voting
- Bad weather on Election Day won't be a problem
- Parents won't have to find a sitter for the kids
- Avoid conflicts with your class schedule
- Free time to help others get to the polls

HOW TO VOTE EARLY

BY MAIL

You can now apply for a vote by mail ballot from the Office of the County Auditor. You can either complete the request form below or call the Auditor's Office at 356-6004 to request a completed form that only requires your signature.

IN PERSON

You may also vote early in person at the Auditor's Office in the County Administration Building, 913 South Dubuque Street, open daily from 8:00 a.m. to 6:00 p.m. or at satellite voting stations up to and including the day before the election. Voting in this manner eliminates the bother of mailing. Questions? Call 356-6004.

The following are current locations and times for satellite voting:

Iowa City Public Library 123 S. Linn St., Iowa City, IA Sept. 24 - Sept. 27, 1992	Thursday 10 a.m. - 9 p.m. Friday & Saturday 10 a.m. - 6 p.m. Sunday 12 noon - 4 p.m.
(All Johnson County precincts)	

Coralville City Hall 1512 7th St., Coralville, IA Sept. 24 - Nov. 2, 1992	Monday - Friday 7:30 a.m. - 5 p.m. (Coralville precincts only)
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Return this form to: **TOM SLOCKETT**
 JOHNSON COUNTY AUDITOR AND COMMISSIONER OF ELECTIONS
 913 SOUTH DUBUQUE STREET
 P.O. BOX 1350
 IOWA CITY, IA 52244-1350

OR

Fax signed application to: 319-356-6086

APPLICATION FOR VOTE BY MAIL (ABSENTEE) BALLOT	
Name: _____	Name of Election: NOVEMBER 3 GENERAL
Birthdate: _____ Sex: _____	Social Sec. No. (if available) _____
Telephone: _____	<small>(per 548.4 Iowa Code, to avoid duplicate requests)</small>
Registration Address: _____	If different than address at left, send ballot to: _____
_____	_____
_____	_____
DATE SIGNED: _____	SIGNATURE: _____

Distributed by Tom Slockett, Johnson County Auditor and Commissioner of Elections

Sources

Errors and misinterpretations are those of the author,
not of the sources.

Arizona

Jim Shumway, Director of Elections
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Elizabeth Hanshaw, Attorney
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**For information about other
Innovations in Election Administration
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999 E. Street, N.W.
Washington, D.C. 20463**

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