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## Welcome to the U.S. Election Assistance Commission's Guidebook on Successful Practices for Poll Worker Recruitment, Training, and Retention

**Background and Purpose.** The U.S. Election Assistance Commission (EAC) was established by the Help America Vote Act (HAVA) of 2002 to serve as a coordinating center for the Nation's election officials. Congress directed the EAC to research and compile a broad spectrum of "best practices" employed in preparing for and conducting elections, drawing on the collective experience, and wisdom of seasoned election administrators and community leaders, and to make these practices and procedures available to all.

This guidebook is the result of a 17-month applied research study commissioned by the EAC in 2005 and implemented through a partnership with IFES (formerly known as the International Foundation for Election Systems), The Poll Worker Institute, and the League of Women Voters.

This guidebook presents, for the first time, a framework for evaluating election-jurisdiction administrative practices based on interviews, surveys, and feedback from thousands of election officials and other community leaders nationwide. It is, necessarily, a "snapshot" of poll worker recruitment, training, and service practices across America in a limited period of time.

This guidebook is offered as a manual for election-jurisdiction administrators and others who assist in the ongoing effort to train and staff polling places with workers who contribute their time and skills for this fundamental exercise in the American political process. Flexibility is key: this guidebook presents a variety of field-tested techniques that can be adapted by election jurisdictions of varying sizes and demographics. Not all ideas and techniques



will be relevant to every jurisdiction; the varying requirements imposed by individual State laws, local regulations, and time constraints mean that each jurisdiction must develop its own approach to poll worker training and service. Ideas and practices from all sources were subjected to three important criteria for inclusion in this guidebook: Can the results be measured? Can the practice be sustained in a given jurisdiction over time? Can the practice be replicated elsewhere? An attempt was made to gauge the effort necessary to implement each practice and to determine the resources required and the costs and benefits associated with the practice.

The EAC trusts that election administrators and community leaders will find this guidebook a useful source of ideas and techniques that they can adapt to the circumstances of their particular jurisdictions.



Within the election community there is a tremendous wealth of experience and expertise in recruiting, training, and retaining poll workers. Over the years, election officials have devised innovative and resourceful methods for meeting the challenge of staffing polls on Election Day. The limitations of time and resources, however, have hampered efforts to share this expertise throughout the election world. This guidebook attempts to make that knowledge and expertise widely available.

- **Gathering Field-Tested Practices.** Every practice recommended in this guidebook has been tested in the field. Likewise, the tools, tips, and case studies all are derived from the practical experience of election professionals. As such, the contents of this guidebook are grounded in the realities of current election administration—a world of limited time and money, political and partisan controversy, and intense public scrutiny.
- **Maximizing Available Resources.** In seeking to tap the expertise of election officials, the authors of this guidebook relied on at least three important sources—The Election Center’s Professional Practices Program, the National Association of Counties (NACo) Achievement Awards, and the EAC’s “Best Practices in Election Administration.”
- **NACo Survey.** The authors also relied heavily on a nationwide survey of local election officials conducted in the spring of 2006 by NACo, The Election Center, and the International Association of County Recorders, Election Officials, and Treasurers (IACREOT). The survey provided a benchmark of current practices of poll worker recruitment, training, and retention. The survey also provided important leads, guiding the authors to those election officials who are actively raising the standards for poll worker administration with new programs and approaches.

In addition to researching current and successful practices nationwide, the authors sought to gain a better, more complete understanding of the constraints on poll worker programs.

- **Focus Groups.** The League of Women Voters’ Education Fund conducted focus groups across the country with election officials, poll workers, the general public, and stakeholders. The final report provided a nuanced picture of the challenges facing election officials. At the same time, the focus-group report provided an important perspective on the motivations for serving and potential strategies for reaching key audiences with effective recruitment messages.
- **Impact of State Laws.** The authors were also mindful of the complications imposed by myriad State laws governing who may serve at the polls. A compendium of State requirements compiled and verified jointly by Cleveland State University and IFES offers a framework for understanding the legal limitations in many States.
- **Outside Perspectives.** The authors worked with the EAC to appoint a working group of election practitioners, academics, and experts in adult learning, and accessibility and voting rights issues to bring important outside perspectives. The working group provided feedback on drafts at four different points in the project.
- **Extra Vetting of Particular Chapters.** The guidebook especially benefited from a series of interactive roundtables conducted on such areas as the role of adult learning in poll worker training, community organizations, accessibility issues, bilingual poll worker recruiting, college poll worker projects, and recruiting in hard-to-reach communities. The chapters on these topics benefited enormously from the insights and critiques of working group members and roundtable participants.
- **Compiling a Variety of Models.** The description of each practice and tool is based primarily on conversations and interviews with election officials about their programs. Wherever possible, the authors attempted to speak with election officials from both large and small jurisdictions. The models presented are “hybrids,” merging common and universal elements from a variety of specific, individual models.

- Interviews with practitioners covered practical details, such as the amount of staff time required, the cost, and resources needed—vital information for any election official considering implementing a new program.

**Providing a Framework for Evaluating Practices and Tools.** The authors sought information that would help in evaluating practices and tools according to three important criteria: ability to measure, ability to sustain, and ability to replicate. In the interviews with election officials, the authors tried to gauge the political will necessary to implement the project, whether the officials had quantified the costs and benefits, and the level of risk involved.

The effort to provide a framework for evaluating the practices is limited by the fact that the survey provides a snapshot in time. The authors do not have the means to monitor change over several election cycles. Nevertheless, they believe even limited information about the ability to measure, sustain, and replicate these practices will greatly enhance the usefulness of the guidebook for individual users.

**Field-Testing in Pilot Jurisdictions.** In June 2006, the IFES/Pollworker Institute (PI) team selected three jurisdictions to pilot the guidebook. The jurisdictions chosen were Milwaukee, WI, Santa Fe, NM, and Hamilton County, OH. Selection criteria included at least one jurisdiction covered by Section 203 of the Voting Rights Act, at least one jurisdiction with a partisan representation requirement, and at least one jurisdiction introducing a new voting system. The participating election offices were both large and small and were geographically diverse.

Sites were asked to test the contents and usability of the guidebook and to implement practices from each of the three sections of the guidebook and track the results. Tracking the results gave the IFES/PI team objective, quantified information about the effectiveness of the practices and enabled the authors to develop and refine models for use in the guidebook. To replicate the experience of

typical election officials who will receive the guidebook without extensive personal guidance, the research team took a hands-off approach to the pilot projects.

A post-pilot survey of the practices implemented asked election officials in the pilot jurisdictions to report on the following:

- Impact on staff.
- Impact on budget.
- Management challenges.
- Sustainability.

The survey also asked election officials several questions to gauge the usability of the guidebook: Could they find practices to address specific needs? Did they browse the guidebook? Was the table of contents useful?

## Snapshot of Pilot Program Successes

**Milwaukee, Wisconsin**  
**Chapter 7, Working With Government Employees.** With the support of the mayor and city agencies, 320 management-level city employees were recruited as poll workers (16 percent of the total number of poll workers). They provided valuable professional assistance in polling places on Election Day. These specialty poll workers brought a high level of management and problem-solving skills to the polling place operations—and contributed to building wider public support for the election office.

**Chapter 10, Offering a Split-Shift Option.** When the election office offered the split-shift option, 350 poll workers chose to take advantage of the option. The election office then recruited another 350 poll workers to cover the second shift. Many of these second-shift poll workers were new recruits who otherwise might have been unwilling to serve. It appears that many of the new recruits enjoyed their experience and are now willing to serve the whole day.

### Santa Fe, New Mexico

#### Chapter 1, Recruiting the General Public.

Santa Fe leveraged a relationship with a local reporter, who published a notice about the need for poll workers for three consecutive days. More than 200 people responded to the notice—nearly overwhelming the election office.

#### Chapter 1, Recruiting the General Public.

Santa Fe posted bright orange poll worker recruitment signup sheets in the polling place. Twenty precincts returned the sheets with a total of 50 names.

### Hamilton County, Ohio

#### Chapter 1, Recruiting the General Public.

Hamilton County developed a method for tracking the source of each poll worker, both new and old. The county tracked the source of each poll worker who worked in the election.

## Impact on the Guidebook

- Pilot offices requested specific models and how-to instructions. The authors searched for existing models. They also used models developed by the pilot jurisdictions in the guidebook.
- Jurisdictions appeared to be less likely to use the guidebook to plan a complete overhaul than to make incremental changes over a longer period of time. The authors changed the guidebook to include more simple and easy-to-implement changes.

## Note on the Terminology and Reference to Specific Jurisdictions

The immense variety of election terms posed a challenge for the authors. Poll workers are variously called judges, booth workers, precinct officials, board workers, and, of course, poll workers. The person in charge of the polling place on Election Day can be called a precinct captain, chief judge, supervisor, or presiding judge, to name just a few. For simplicity's sake, we refer to all workers in a polling place as poll workers.



References to the sizes of jurisdictions are roughly based on the following breakdown:

- Large: population of 250,000 or larger.
- Medium: population of 50,000–249,999.
- Small: population of 49,999 or smaller.

### Hybrid Discussion/Specific Models.

Whenever possible, this guidebook provides composites gleaned from dozens of interviews on any practice or method, rather than from the efforts of specific jurisdictions. The many models included in the guidebook (flyers, forms, tables, etc.) are most effective when presented in their original context, with references.





## Strategies To Improve Poll Workers' Performance

The business of managing poll workers is changing. New Federal and State election procedures—provisional ballots, early voting, voter identification—have increased the demands on poll workers. So has equipment such as touch-screen voting machines, precinct optical readers, and electronic poll books. As the needs change, procedures for assigning workers to polling places must also change.

This section provides tools and procedures that can improve poll worker management and reduce the administrative burden on Election Day. These measures can include employing Election Day troubleshooters, using early voting sites, and developing and assigning blended poll worker teams.

To establish assignments and support techniques, project managers need to know—

- The expected number of voters in each polling place.
- The skills and knowledge of each poll worker.
- The number and types of voting equipment at each site.





## In This Chapter

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- **Types of Troubleshooters**
  - **Pitfalls and Challenges**
  - **Tips for Successful Implementation**
  - **Evaluation: Questions To Ask**
- 

Troubleshooters can prevent Election Day meltdown. They serve as liaisons between the polling places in the field and election central. On Election Day, troubleshooters become the eyes and ears of the chief election official. They provide feedback and are often involved in post-election debriefing.

Election Day troubleshooting programs come in all shapes and sizes, but the objective remains the same: to provide a backup support system for poll workers. This can reduce the burden for those on the job, minimize errors, and build poll worker confidence. This approach depends on a team of well-trained, well-equipped troubleshooters.

### Types of Troubleshooters

- **Rovers** usually visit and monitor several polling places throughout the day. Some carry extra or replacement supplies. Some contact the leader of a poll worker team to ensure that everything is set up correctly—voting machines are operational and poll workers are on duty. Troubleshooters equipped with checklists audit polling places and ensure polling place compliance with established procedures.
- **Reservists**, or reserve poll workers, are on standby to fill vacancies on poll worker teams.
- **Technicians** work with the election machinery and receive extra training on voting machines. They can serve as rovers, or they can serve several precincts by helping to open and close machines, and fix and operate other pieces of equipment, including printers, electronic poll books, and modems. Some jurisdictions assign one technician to each polling place.
- **Openers and Closers** handle the biggest Election Day challenges: setup, opening and closing polling places and machines. In some jurisdictions, their role is to get polling places up and running on Election Day morning and return to the polls to help close and get the returns to the election office.



## Pitfalls and Challenges

- Troubleshooters are usually paid more than poll workers, which may increase the jurisdiction's budget.
- As other poll workers learn about the higher pay, they might ask to be promoted. Election officials should screen and test so the best poll workers receive this opportunity.

## Tips for Successful Implementation

- Assign the same set of polling places to each troubleshooter for every election. The troubleshooters will become familiar with their polling places. Using data provided by election central, the troubleshooter will plot a route based on which sites may need assistance. A new precinct leader might be at one site. At another site, a large voter turnout might be projected or the site may have a large number of voting machines.
- Assign troubleshooters to polling places with new programs or equipment.
- Troubleshooters should attend regular poll worker training as well as specialized technical training. They can work more effectively and avoid mistakes if they have a basic understanding of polling place operations.

## Evaluation: Questions To Ask

- **Is the program sustainable?** Do you have the budget to create a troubleshooter program or the ability to move funds to sustain it? Will your staff have time for this extra recruiting effort?
- **Is it measurable?** Can you track the number of troubleshooters you hire each election? Can you track how many return for the next election? Are they serving as your Election Day eyes and ears in the field? Are troubleshooters effectively solving problems?
- **Is the program worthwhile elsewhere?** Did you hear about this program from another jurisdiction and adapt it? Is it worth writing about and sharing with other jurisdictions?

*Sample #63. Standby Agreement Letter, Cuyahoga County, OH (page 210)*

*Sample #64. Standby Appointment Letter, Cuyahoga County, OH (page 211)*

*Sample #65. Rover Polling Place Checklist (page 212)*



## In This Chapter

- How Early Voting Sites, Consolidated Polling Places, and Vote Centers Differ From Election Day Poll Sites
- Pitfalls and Challenges

### How Early Voting Sites, Consolidated Polling Places, and Vote Centers Differ From Election Day Poll Sites

Early voting sites, consolidated polling places, and vote centers are becoming increasingly popular. They provide convenience for voters, and they make Election Day administration easier by reducing the number of polling places and poll workers.

In Clark County, NV, which includes Las Vegas, half of the voters cast their ballots early in the 2004 elections. Fewer polling places and poll workers were needed on Election Day.

**Early Voting.** In jurisdictions that allow early voting, voters can come to the central election office or to satellite sites before Election Day. Typically, early voting begins 1 to 2 weeks before Election Day. Early voting and vote centers require both access to the list of registered voters and the ability to provide every ballot style.

**Consolidated Polling Places.** Computerized voting and electronic poll books now provide the opportunity to assign several precincts to the same polling place. All voters check in at a central station, where they are listed by name instead of by precinct.

**Vote Centers.** This is the next step beyond consolidated polling places. They replace neighborhood polling places with “super polling places” throughout the jurisdiction. Voters can go to any vote center to cast their ballot. In Larimer County, CO, 31 vote centers replaced 143 polling sites. Instead of 1,000 poll workers, the county needed only 500 to staff the vote centers.

Vote centers usually work best in jurisdictions where significant numbers of people cast absentee ballots or vote before Election Day.

Because fewer poll workers are needed to staff early-voting sites, consolidated polling places, and vote centers, more selective recruitment and screening standards can be employed. But with hours of operation extending over several days or even weeks, there may be an added incentive for



potential recruits: more salary and regular blocks of part-time work throughout the year.

### Pitfalls and Challenges

- Recruiting employees to staff early voting sites will require a separate recruitment effort, with different materials and application processes. These poll workers may also need skills—typing or operating a desktop computer—that are not required of general poll workers.
- Staffing early voting sites will require more comprehensive training.
- Early voting sites may be subject to different personnel and minimum-wage regulations.

### *Tips for Successful Implementation*

- *Pilot these programs in small elections before a general election.*
- *Develop a separate training program for early voting, consolidated polling places, and vote center operations.*
- *Election jurisdictions should consider beginning their recruitment process by reviewing and interviewing their best Election Day poll workers.*

## In This Chapter

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- Benefits
  - Developing a Blended Team Tracking System
  - Screening Potential Poll Workers for Blended Teams
  - Sample Excel Spreadsheet
- 

Using practices described in this guidebook, election administrators can expand their range of recruiting from high school and college students to civic leaders, government employees, bilingual poll workers, retirees, technicians, and disabled poll workers. This expanded workforce provides the opportunity to create teams that are blended—a variety of people with a mix of skills. The poll worker teams of the future will work together to meet the changing demands for the conduct of elections.

### Benefits

- A blended group of poll workers with a diverse set of skills and abilities can promote the success of the entire team.
- A diverse team will probably be more representative of voters at each polling site.
- Election officials can develop an assignment method that tells them in advance the numbers of poll workers needed and the special skills required in which of their polling places.

### Developing a Blended Team Tracking System

The following method helps to determine the number of voters expected at each polling place on Election Day.

- Use spreadsheet software such as Excel or Access to create a database of precincts.
- In the spreadsheet, include both the total number of registered voters and the number of active registered voters in each precinct served by the polling place.
- Subtract any permanent absentee-by-mail voters.
- Project the voter turnout for the specific election, based on past statistics.



- Project the percentage of voters who will vote early or by absentee ballot, and subtract that number from the expected voter turnout.

This formula provides the expected-to-vote number on Election Day at each polling place. Use it to determine the number of poll workers, supplies, ballots, and voting machines. Sort the expected-to-vote lists from largest to smallest numbers.

- Consistent with your State law, begin by assigning at least one high school or college poll worker to each polling place.
- Next, assign a government or workforce employee to each polling place.
- Using census data and demographics, assign bilingual workers to targeted polling places.
- Assign disabled poll workers to specific polling places based on projected voters with developmental disabilities or with hearing or sight impairment.

For example, if your jurisdiction has electronic poll books, you would want at least two poll workers in each polling place who know how to set up and manage the check-in process using the new technology.

- Track your methods for evaluating poll workers and use those tools as part of your assignment process.
- Add a column to track the number of poll workers trained by polling place or precinct.

High-volume sites need a large number of high-quality poll workers to keep the voters moving on Election Day. Polling places expecting small numbers of voters can be staffed by fewer poll workers who have basic skill sets.

Add columns and data to the spreadsheet based on specific needs. Examples include the following:

- The number of poll workers assigned and trained (column A)
- The number of poll workers needed (column B)

This information can be updated daily during assignment and training. You can quickly subtract column A from column B to find the number of poll workers needed to be recruited or trained. You may want to track supervisors in a separate column—especially if they must attend a more advanced training session.





A spreadsheet facilitates assigning troubleshooters to polling places. You can add a code to denote high-traffic locations where supervisors might need extra assistance. You can assign troubleshooters to those sites first during the opening and closing of the polls.

### Screening Potential Poll Workers for Blended Teams

In a survey of local election officials conducted by NACo in 2006, 18.5 percent of respondents reported using a formal method to screen poll workers before allowing them to serve on Election Day.

In small jurisdictions, screening poll workers might not be necessary. The election official is likely to know the recruits.

According to the NACo survey, six jurisdictions asked recruits to take a literacy test. Eleven jurisdictions ran criminal background checks, and 67 required recruits to fill out questionnaires. Questionnaires can be included in the application form.

Other jurisdictions use less formal methods, such as personal interviews and referrals. Screen potential recruits as you collect and analyze data from the previous election. This will provide information on the most common errors and whether training can correct the problems, amended procedures or materials, and whether you can track problems to poll worker performance and error.

You can also include screening in poll worker training. Screen formally, by administering a quiz, or informally, by having trainers evaluate poll workers' abilities. Evaluations usually work best in small classes with hands-on training.

### Sample Excel Spreadsheet

	Polling Place Name	Total Reg	Active	By Mail Total	Remain to Vote (Reg – By Mail)	Project Turnout 42% of Reg	Project Early Vote 30% of Turnout	Expect at Polls Turnout minus Early Votes	Check-in Table (s)	Total EW's	Total Voting Machines
1	AMERICAN LEGION	1,017	920	28	989	428	129	299	1	4	3
2	KING BOWLING AMLI AT LAKE	1,205	1,085	22	1,183	507	153	354	1	4	4
3	FARMS	868	709	0	868	365	110	255	1	4	3



## In This Chapter

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- State-Initiated Poll Worker Programs
  - Strengths of State-Initiated Programs
  - Pitfalls and Challenges
  - Program Funding Options
  - Snapshot of Poll Worker Pay Scales Across the United States
- 

### State-Initiated Poll Worker Programs

Local election officials usually recruit and train the Nation's 1.4 million poll workers, but many States supplement and support the recruitment of high-quality poll workers. A survey of a dozen local and State election officials asked for feedback on the strengths and weaknesses of State-led and State-initiated poll worker programs.

State election officials said they were motivated by legislative mandates or requests from local election officials. State-led programs vary, but they include at least one of the following components:

- They provide a uniform poll worker curriculum or uniform training materials.
- They work with local officials or universities to develop poll worker recruiting materials.
- They work with corporations to benefit corporate poll worker programs.
- They conduct poll worker training and certify high-level poll workers.
- They train and certify local election officials in State laws and procedures.
- Observers from State offices visit polling places and provide feedback to local officials.

Some States have more flexible laws governing residency requirements for poll workers and laws permitting high school students to serve as poll workers. For example, a Minnesota law provides that "any individual who is eligible to vote in this State is qualified to be appointed as an Election Judge." Municipalities that have difficulty recruiting poll workers can use workers from other precincts. The law also allows high school students to serve as trainee election judges.



Mechanisms used for State-led programs include—

- Recruitment flyers and videos aimed at high school and college students, corporate employees, and bilingual persons.
- Letters to corporate leaders requesting recruitment partnerships.
- Press releases announcing the need for poll workers statewide or in targeted parts of the State.
- Training kits that include videos, training manuals, lesson plans, training slide presentations, worksheets, quizzes, role plays, and certificates of completion.

### Strengths of State-Initiated Programs

- They help to recruit high-quality poll workers who complete training provided by the State.
- They foster consistency in implementation of procedures.
- Many State-sponsored short sessions are effective and convenient.

### Pitfalls and Challenges

- In States with a variety of voting systems, State information can be of limited use, and maintaining uniformity can be difficult.
- Local officials must be engaged in developing the State-initiated program.
- One-time State allocations, unless extended, will create budget problems in future elections.

One State election official said that the biggest challenge was to meet local demand for more classes. Another stated that his State had not yet devised a program that met with local satisfaction.

### Program Funding Options

- HAVA funds, especially when adopting new voting systems.
- General operating fund.
- State appropriations.
- County funds.



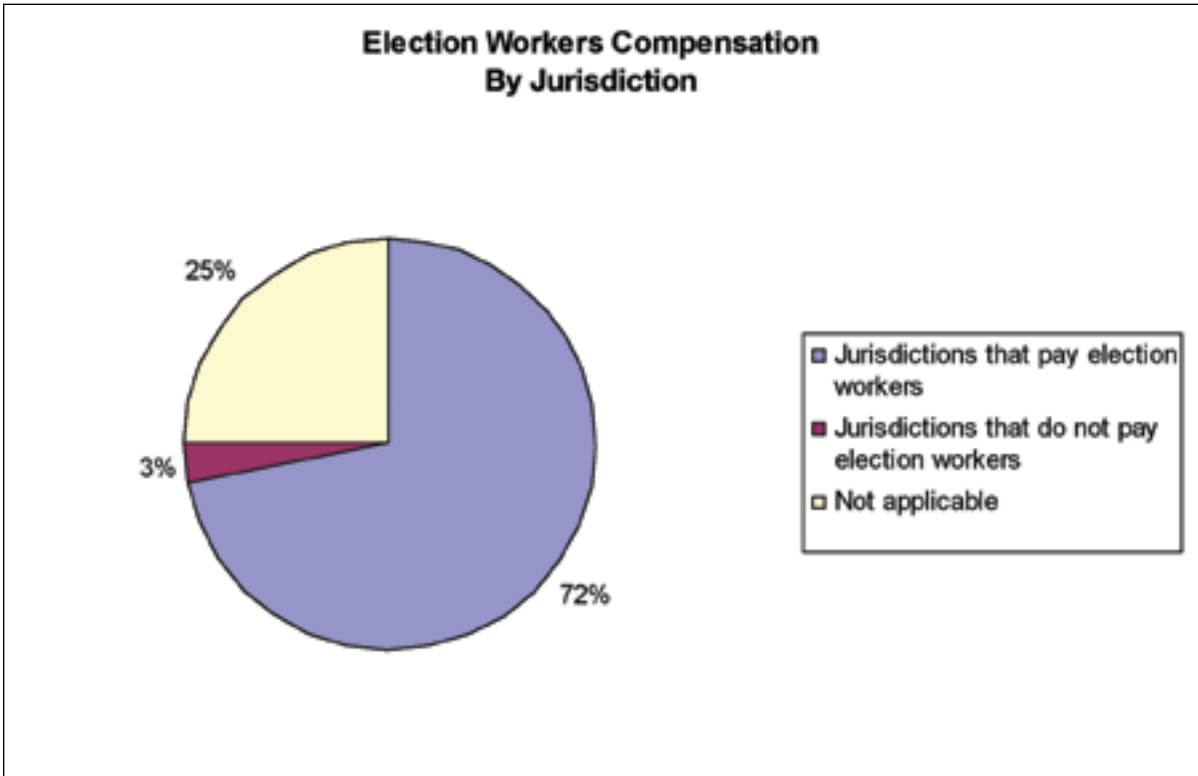
*“We also make it fun to attend the 1-1/2 hour regional workshops we provide around the State prior to the elections (with at least one workshop within 1 hour of each town). We hold them from 6:00 p.m. to 7:30 p.m. so the elderly can attend and still drive home before dark. Many of the clerks encourage all the poll workers to attend and they will drive together and stop for a light supper first.”*

*—Kathleen DeWolfe, Director of Elections and Campaign Finance, Vermont Office of the Secretary of State*

### Snapshot of Poll Worker Pay Scales Across the United States

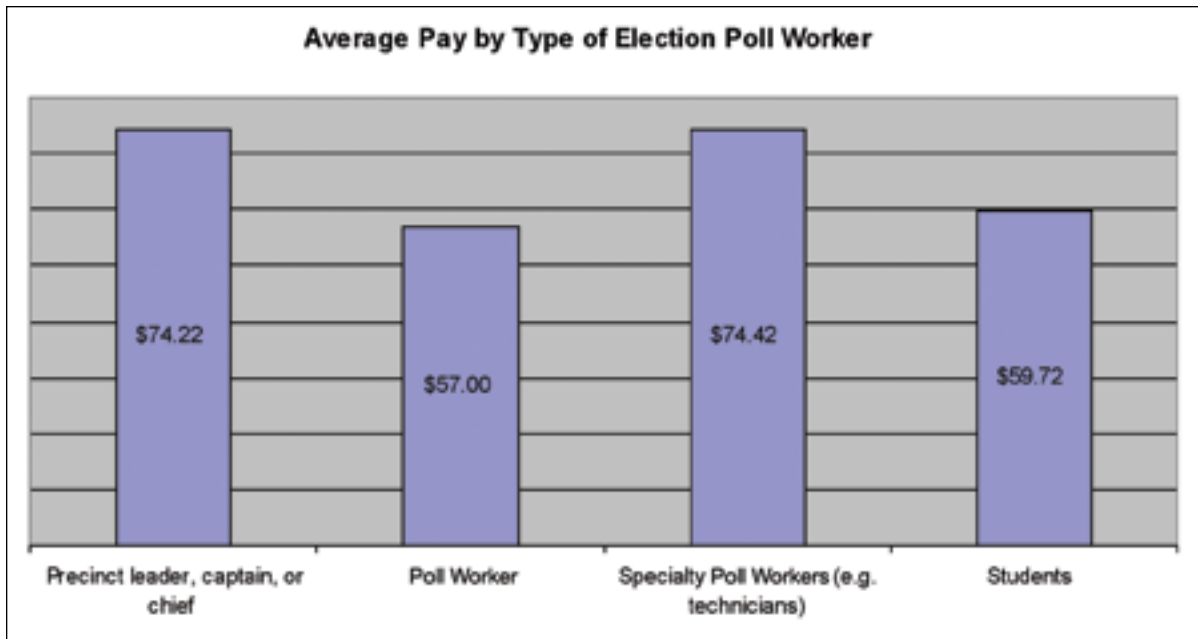
The 2006 NACo survey asked jurisdictions how much they pay poll workers.

Of the jurisdictions, 72 percent said they pay election workers, 3 percent said they do not, and 25 percent answered “not applicable.”



#### Average Daily Basic Pay Rates

Precinct leader, captain or chief	\$74.22
Poll worker	\$57.00
Specialty poll worker	\$74.22
Student	\$59.72



### Additional compensation

Training	56.2%
Bilingual ability	1.1%
Mileage	51.6%
Picking up supplies	28.4%
Performance bonus	0.3%

**Additional payments, including precinct set-up and tear-down, attendance, meetings, cell-phone usage and meals, averaged 10.5 percent.**

*Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA (pages 213–216)*

*Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (pages 217–221)*

## Section Four Samples

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*Sample #63. Standby Agreement Letter, Cuyahoga County, OH (page 210)*

*Sample #64. Standby Appointment Letter, Cuyahoga County, OH (page 211)*

*Sample #65. Rover Polling Place Checklist (page 212)*

*Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA (pages 213–216)*

*Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (pages 217–221)*

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*This Guidebook contains sample documents used by various State and local election jurisdictions. The U.S. Election Assistance Commission has published these documents with the express permission of its owner. These documents are intended to be representative of relevant election administration practice throughout the nation and to illustrate the concepts being described in the text. The inclusion of these samples in this Guidebook does not constitute an endorsement by the U.S. Election Assistance Commission. Additionally, as State law varies and is subject to change, readers are cautioned to obtain legal advice prior to adopting any new policy, procedure or document.*

## Sample #63. Standby Agreement Letter, Cuyahoga County, OH



Robert T. Bennett  
Chairman

Edward C. Coaxum, Jr.

Sally D. Florkiewicz

Loree K. Soggs

L. Michael Vu  
Director

Gwendolyn Dillingham  
Deputy Director

October 13, 2006

Dear Poll Worker,

Thank you for agreeing to participate in the November 7, 2006 General Election as a stand-by poll worker. By signing the attached agreement form you are agreeing to stand-by from 5:00 a.m. to 10:00 a.m. on Election Day, November 7, 2006 in the event we need a replacement worker in or around your community.

In order to be accepted as a stand-by poll worker you must attend training prior to election. A training class packet is enclosed along with registration instructions.

We will not contact you unless we need you to replace a worker. If you are not contacted you will be paid \$50.00 for your time. If we do contact you, we will inform you of the location at which you are needed to work. You will be paid the full rate of \$172.10 for a judge and \$182.10 for presiding judge.

In order to be paid for your services you must:

- Answer the phone (if we try to contact you and you do not answer we cannot pay you \$50.00 for standing by).
- Return the attached agreement to the Board of Elections by October 31, 2006.
- Report to the precinct we assign to you (if you report to a different precinct you will not be paid).

If you have any questions or concerns, please call 216-443-3277.

Sincerely,

Betty Grant Edwards  
Acting Manager  
Poll Worker Department







## Sample #65. Rover Polling Place Checklist

### SAMPLE ROVER POLLING PLACE CHECKLIST

**POLLING PLACE:**

**ELECTION:**

#### **VISUAL POLL CHECKS**

- Outdoor signs posted.
- No campaigning signs within 250 ft.
- "Vote here if you live here" map and sample ballots posted.
- Machines plugged in and electrical cords out of the way and taped down to prevent tripping.
- All voting machines read "AG Online" and top light in upper left hand corner of unit is yellow.
- The encoder machine says "Charging." Then touch "Close," then touch "Create Voter Cards."
- Voters' backs in a position that prevents their ballots from being seen
- Brown envelopes with binder clip for voter receipts attached to the side of machines.
- All voters stop at check-in table and receiving either a white receipt or a provisional ballot envelope.
- Voters sign in registration book or worker writes "P" for paper ballot voters.
- Write line number, precinct split number, and party (primary only) on voter receipts
- Nothing but fingers or a Q-Tip touch the screens.
- Give voter receipt and voter card directly to machine judge.
- Machine judge inserts voter card and verifies precinct number and party (primary only) with voter before placing receipt in brown envelope.
- Election worker collects voter cards.
- Payroll sheet complete and turned in.
- Opening/Closing Report signed. (Use left column at bottom of page for morning – right column for evening.)
- Red official ballot bag positioned and sealed
- Portable provisional booth set up.
- Supervising judge knows how to complete the mid-day and final tally sheets.

#### **PROCEDURAL CHECKS**

- Remind supervising judge that encoder PC card should be left in encoder machine.
- Show designated driver the clear PC card bag and number of PC cards to return on insert.
- The designated driver and Supervising Judge both know the location of the drop-off site.
- Remind supervising judge to remove all PC cards from all voting machines, put in clear PC card bag and give to driver to return to drop-off site.

Signature of Supervising Judge: \_\_\_\_\_

Signature of Field Supervisor: \_\_\_\_\_

## Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA

<b>COUNTY OF SONOMA AGENDA ITEM SUMMARY REPORT</b>		Clerk of the Board Use Only Meeting Date:                      Held Until ___/___/___                              ___/___/___ Agenda Item No:                      Agenda Item No: _____                                      _____	
<b>Department:</b> County Clerk-Recorder-Assessor		[    ] <b>4/5 Vote Required</b>	
<b>Contact:</b> Eeve T. Lewis	<b>Phone:</b> 565-1877	<b>Board Date:</b> 10/03/06	<b>Deadline for Board Action:</b> <b>November 7, 2006</b>
<b>Agenda Short Title:</b> Compensation for precinct officers and polling places			
<b>Requested Board Action:</b> To adopt the resolution increasing compensation for election precinct officers and polling places, effective November 7, 2006.			
<b>CURRENT FISCAL YEAR FINANCIAL IMPACT</b>			
<b><u>EXPENDITURES</u></b>		<b><u>ADD'L FUNDS REQUIRING BOARD APPROVAL</u></b>	
Estimated Cost                      \$    50,000		Contingencies                              \$ (Fund Name:                              )	
Amount Budgeted                      \$            0		Unanticipated Revenue                      \$ (Source:                                      )	
Other Avail. Approp                      \$    50,000 (Explain below)		Other Transfer(s)                              \$ _____	
<b>Additional Requested</b> \$            0		<b>Add'l Funds Requested:</b> \$ _____	
Explanation (if required): One-time funding is available through the HAVA Section 301 Voting Systems Program to reimburse the County for these costs during the current fiscal year.			
<b>Prior Board Action(s):</b> Prior resolutions increasing precinct officer/polling place rates: 4/1/74 – Resolution 44443 – Inspectors \$20; Clerks/Judges \$18 9/23/74 – Resolution 46313 – Inspectors \$33; Clerks/Judges \$28.50; Polling Places \$12 1/6/81 – Resolution 68586 – Inspectors \$45; Clerks/Judges \$40; Polling Places \$20 10/8/85 – Resolution 85-2225 – Inspectors \$60; Clerks/Judges \$55 7/31/90 – Resolution 90-1445 – Inspectors \$75; Clerks/Judges \$65 5/11/99 – Resolution 99-0604 – Inspectors \$100; Clerks/Judges \$75; Polling Places \$40			
<b>Alternatives to Requested Action:</b> 1) Leave payments at current levels. 2) Increase payments to a lesser rate than requested.			
<b>Results of Non-Approval:</b> In light of the additional duties placed on precinct officers as a result of the HAVA requirements, we would have increasing difficulty recruiting and retaining individuals to staff the polls on Election Day. The potential exists that some polling places would not open on Election Day due to lack of staff, or that the polls would open without adequate staffing. If we are not able to locate sufficient polling locations that are accessible to voters with disabilities, we will have to send voters out of precinct to vote and/or crowd existing polling places with multiple precincts. Any of these alternatives could jeopardize the legality of elections, or subject the County to potential lawsuits.			

## Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA (page 2)

**Increase in Precinct Officer Stipend - Background:** The Registrar of Voters office recruits approximately 1,400 registered voters as Precinct Officers to staff approximately 350 polling places in a countywide election in Sonoma County. Precinct Officers work approximately 15 to 16 hours each Election Day, arriving at the polls at 6:00 a.m. and completing their duties between 9:00 and 10:00 p.m. In addition, the Inspectors (those in charge of the polling places) have pre- and post-election day responsibilities, including arranging for access to the polling place on election morning, attending mandatory training, picking up all supplies, ballots, booths and new Disabled Access Units (DAU's), transporting all supplies, ballots, booths and DAU's to the polls, and returning all materials, equipment, ballots and supplies to the assigned receiving center on election night. These civic-minded citizens volunteer to perform these critical tasks and receive a stipend for their services. Since 1999, Sonoma County Precinct Inspectors have received \$100 plus mileage, and Clerks have received \$75 for the day.

The Help America Vote Act (HAVA) has added new duties and placed greater responsibilities on those who staff the polling sites. The requirement that every polling location have at least one unit on which a voter with disabilities may vote in privacy and without assistance has compelled Sonoma County to provide one electronic DAU to each precinct. These devices require a significant amount of additional training for the Precinct Inspectors, and increased knowledge for all pollworkers. Prior to the June 6, 2006, Consolidated Primary Election (our first election using the DAU's), each Inspector was required to attend a special four hour training class on the set-up, use and closing of the electronic DAU's. The training, which must be thorough to ensure the Inspectors are familiar with the equipment and able to train the other pollworkers assigned to the precinct in its use, as well as assist voters who use the DAU, provides an opportunity for hands-on practice prior to Election Day.

Precinct Officer recruitment has been a daunting task for many years. Despite various programs targeted toward particular groups - such as the Sonoma County Employee Precinct Officer Program and the Student Precinct Officer Program - we have still scrambled to replace up to a third of those initially appointed in any given election, including some who resign on Election Day itself. The additional duties imposed by HAVA have made recruitment even more difficult. Some counties have responded to this challenge by recruiting a higher paid individual solely responsible for the use and operation of the HAVA compliant equipment. Others are paying increasingly higher amounts for the additional training required. Some, such as Sonoma County, have only recently acquired HAVA compliant equipment, and are now considering increases for Precinct Officers to compensate for the additional duties.

Many Precinct Officers declined to serve at the polls in the Primary Election, citing the additional training required and extra responsibilities as a result of the electronic voting equipment. Some signed up to work and resigned after the training finding the additional duties too onerous. Since serving at the Primary Election, some pollworkers have indicated that they will not be returning due to the extra responsibilities.

The new responsibilities have further undermined our ability to persuade Clerks or new volunteers to assume the additional responsibilities of the Inspector.

Feedback we have received from the Inspectors who served in the Primary Election includes concerns regarding the length of the additional required training (which we are hoping to condense for future elections), the new responsibilities and required knowledge of the electronic equipment, and the weight of the equipment itself, making it difficult to transport (we are looking into folding equipment carts to assist in this area), set up and break down. Additionally, some Inspectors indicated that at least one other pollworker on each board should receive training on the disabled access units and we are hoping to meet this need through alternate training methods such as internet based or take home cd's.

## Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA (page 3)

The results of a statewide survey conducted following the Primary Election indicated that the average stipend for Inspectors (including training, but excluding mileage paid) was \$112 statewide, \$141 for the 11 Bay Area counties and \$118 for our neighboring counties, while the average pay for Clerks was \$84 statewide, \$92 in the Bay Area and \$78 in neighboring counties. In responding, many counties indicated they would be seeking an increase in the Precinct Officer stipend due to the additional responsibilities required and the added difficulty in recruiting Precinct Officers.

**Recommendation:** To compensate Precinct Officers for the additional training and responsibilities associated with the implementation of HAVA-compliant voting equipment, we are proposing that the stipend paid Inspectors in Sonoma County be raised from \$100 to \$135 per election (including training, but excluding mileage), and that the stipend paid Clerks be raised from \$75 to \$100 per election.

**Increase in Polling Place Rental Amount – Background:** Polling place recruitment presents a different problem. For many years, public schools have represented approximately one third of our polling places. Reduced school class size, the closing of schools and safety issues are limiting the availability of these facilities. In addition, many residential developments have no community facilities available, and community halls, clubs, and churches are often reserved for other ongoing activities on Election Day. When community facilities are built or acquired, they are often in close proximity to other public buildings, and not in the outlying neighborhoods, where the polling locations are needed. As a result, we sometimes double - or even triple - the number of precincts in a particular polling place. However, doing so results in voters having to travel out of precinct to vote or drop off an absentee ballot. This not only inconveniences voters, but also has an impact on the accessibility of the polling place.

We are fortunate that roughly 75% of our polling places are used without compensation (schools, churches and public buildings). It is our hope that by increasing the rate for paid polling places it will help offset the inconvenience of relocating activities for a day, and some of the cost of offering a facility as a polling place site on Election Day (utilities, janitorial services, etc.).

**Recommendation:** We are requesting that the amount paid to a polling location be increased to \$60 per election. It is anticipated that the additional cost of less than \$2,000 per countywide election can be covered by our existing appropriations.

**Summary:** Financially, the total estimated cost for the proposed increases is \$50,000, for a county-wide, county-funded election. As stated earlier, for the November 7, 2006, General Election, we expect that cost to be fully reimbursed from allocated HAVA funds. In future years, the County general fund net increase would be appropriately \$12,500 for General Elections, since those are heavily consolidated elections in which the consolidating jurisdictions pay a pro-rated share of costs, and the full \$50,000 for a Primary Election, which is nearly entirely a county cost. Nearly all other elections conducted by the County, whether scheduled or special, are called by jurisdictions that are responsible for the full costs of conducting those elections and no net County cost increases are anticipated.

# Sample #66. Compensation for Precinct Officers and Polling Places, Sonoma County, CA (page 4)

RESOLUTION NO. \_\_\_\_\_

County of Sonoma  
Santa Rosa, CA 95403

Date: \_\_\_\_\_

**RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SONOMA,  
STATE OF CALIFORNIA, FIXING COMPENSATION TO BE PAID ELECTION  
PRECINCT OFFICERS AND POLLING PLACES**

**WHEREAS**, the citizens who staff polling places during elections are critical to the fair and efficient conduct of elections in Sonoma County; and

**WHEREAS**, as a result of complying with the Help America Vote Act by providing one electronic voting device per polling location on which voters with disabilities can cast a ballot in privacy and without assistance, additional requirements and responsibilities have been placed on Precinct Officers; and

**WHEREAS**, the stipend paid to Precinct Officers for the vital service they provide has not been increased since 1999; and

**WHEREAS**, polling places are a necessary component of the orderly conduct of elections; and

**WHEREAS**, schools and other public facilities which are not required to be paid when used as polling locations are becoming increasingly difficult to acquire as such; and

**WHEREAS**, the daily rental fee for polling place use has not been increased since 1999; and

**WHEREAS**, the Board of Supervisors acknowledges the importance of both precinct officers and polling places and finds it necessary to increase compensation paid for both;

**NOW, THEREFORE BE IT RESOLVED**, that the stipend paid to precinct officers and for polling places shall be fixed at the following rates, effective November 7, 2006.

Inspectors (Precinct Officer in charge):	\$135.00/election (including training), plus mileage reimbursement for required election-related travel
Clerks:	\$100.00/election
Polling Places:	\$60.00/election

**SUPERVISORS:**

Brown \_\_\_\_\_ Kerns \_\_\_\_\_ Smith \_\_\_\_\_ Reilly \_\_\_\_\_ Kelley \_\_\_\_\_

Ayes \_\_\_\_\_ Noes \_\_\_\_\_ Abstain \_\_\_\_\_ Absent \_\_\_\_\_

**SO ORDERED.**

## Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA



### AGENDA SUBMITTAL TO SOLANO COUNTY BOARD OF SUPERVISORS

ITEM TITLE		BOARD MEETING DATE	AGENDA NUMBER
Approve the Registrar of Voters poll worker stipends for the June 6, 2006 Primary Election including an increase of \$10 for Ballot Issue Clerks; a \$5 increase in the training class stipend, a \$10 stipend for Inspectors with error free provisional ballots, and a \$10 stipend for Inspectors with balanced rosters and ballots		April 11, 2006	
Dept: Contact:	DOIT/ROV Deborah Seiler	Supervisorial District Number	
Extension:	3364	All	
Published Notice Required?		Yes _____	No <u>  X  </u>
Public Hearing Required?		Yes _____	No <u>  X  </u>

#### DEPARTMENTAL RECOMMENDATION:

It is recommended that the Board of Supervisors approve the Registrar of Voters' proposed Poll Worker Stipend Schedule (Attachment A), effective April 11, 2006 including:

1. An increase of \$10 for Ballot Issue Clerks working any Primary Election,
2. A \$5 increase in the training class stipend,
3. A \$10 stipend for Precinct Inspectors with error free provisional ballots, and
4. A \$10 stipend for Inspectors with balanced rosters and ballots.

#### SUMMARY:

The Help America Vote Act of 2002 (HAVA) requires at least one accessible voting device in each polling place, beginning with the June 6, 2006 Primary Election. To comply, Solano County will install one AutoMark voting device in each polling location. This new equipment and other HAVA requirements will necessitate longer and more complex training classes (3 to 4 hours) to cover the set-up and operation of these devices as well as sensitivity training to help poll workers deal with the needs of disabled voters.

In addition, the primary election is the most complex as Precinct Inspectors and their designated Ballot Issue Clerk must manage and account for numerous party ballot types, cross-over voting by nonpartisan voters, and an increase in provisional voting. The Registrar of Voters is proposing the \$10 increased stipend for the Ballot Issue Clerk for the June election; the \$5 increase in the training class stipend; and the two new \$10 stipends for Precinct Inspectors with error free provisional ballots and balanced rosters and ballots. An



## Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (page 2)

Board of Supervisors Agenda Submittal  
Subject: Approve Registrar of Voters Recommendation for Poll Worker Stipends for June 2006 Election  
Date: April 11, 2006 - Page 2

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overview of the current Board approved stipends is included in Attachment A. The Registrar of Voters is recommending these changes to recognize and reward Inspectors who successfully perform key duties related to the operation of the AutoMark, the precinct scanners, provisional voting, and balancing of the rosters on Election Day.

### **FINANCING:**

The Registrar of Voters has sufficient appropriation in their FY2005/06 budget to cover the \$9,200 increased cost of this proposal. The anticipated increase would be approximately \$2,000 for the additional stipend for Ballot Issue Clerks and \$3,000 for added training stipends. The stipends for error free provisional ballots and balanced rosters and ballots will depend upon the number of Precinct Inspectors who submit error free information, but if all Inspectors qualified for additional stipends, the amount would not exceed \$4,200.

### **DISCUSSION:**

Since HAVA was adopted in 2002, the County has installed a new optical scan voting system in polling places and is now required to install another new component of that system to meet the needs of voters with disabilities, including blindness.

In fulfillment of our contract with Election Systems & Software, the County will receive 160 AutoMark voting devices and install one in each voting location in the upcoming June election. The devices weigh 70 pounds in their carrying cases and must be mounted onto a separate table. The AutoMark devices and their accompanying tables will be delivered to the polling sites by a drayage company. Poll workers will be required to remove the 48 pound devices from the carrying cases, install them securely onto the tables, and attach peripheral devices such as headsets and "sip and puff" devices. They will be required to set up and power on the machines in the morning and help voters operate them while polls are open. When the polls close, the poll workers will shut them down, return them to their carrying cases, and fold the tables for pick up by the drayage company.

The Department typically trains approximately 200 Precinct Inspectors, for whom training is mandatory. Training is optional for the 800 clerks, and roughly 300 normally opt to attend. The training stipend is currently \$10 for Inspectors and Clerks.

The Department intends to add one additional worker for each of the AutoMark devices deployed and designate that worker as a "Poll Technician." It will be necessary to train these poll technicians in the set-up and operation of the equipment as well as offer them sensitivity training to ensure disabled voters are treated with professionalism and respect. For this reason, training will be mandatory for all Poll Technicians. Because of their higher stipend (\$100 as opposed to \$75 for Clerks), an increase in the training stipend is not recommended at this time.

However, Precinct Inspectors will also be cross-trained on the use of the AutoMark to serve as a back-up to the Poll Technicians, and this will increase the length and complexity of Inspector training. Training classes will increase from two to as long as three or four hours, and will continue to be mandatory for Inspectors.



## Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (page 3)

Board of Supervisors Agenda Submittal  
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 Date: April 11, 2006 - Page 3

Inspectors are ultimately responsible for all precinct operations, and for the June Primary this will be a challenge. Inspectors must be versed in the operation of two mechanical devices, the complexities of the ballot issue and provisional voting procedures, and the accurate accounting for all ballots received and issued during the day.

They must be attentive during training and must be willing to review materials prior to Election Day. The new stipends for error free provisional ballots and balanced rosters and ballots will motivate inspectors to double check the paperwork while at the polls. This added attention will save considerable staff time and effort processing the precinct's paperwork and validating provisional ballots.

In light of the complexity of the June election, with 8 party ballot types and cross-over voting, one poll worker will be designated as the Ballot Issue Clerk and trained to perform this critical duty. Although training for poll workers in clerk positions is normally optional, it will become mandatory for those designated as Ballot Issue Clerks in the upcoming primary election. Because training will be mandatory for Ballot Issue Clerks for this election, a higher stipend is recommended. Unlike Inspectors who receive \$120 for the day, clerks receive \$75. The higher Ballot Issue Clerk stipend is a way to motivate poll workers to serve as Ballot Issue Clerks and attend the training, without increasing the stipend for all clerks.

Precinct Inspectors and the Ballot Issue Clerks will ensure all voters receive their correct party ballots and non-partisan voters are properly instructed in cross-over voting options.

In recommending these increases and changes, the Department looks to counties with the same equipment configuration, namely precinct scanners and AutoMark devices. These include Contra Costa and Sacramento counties:

**Contra Costa County:**

Inspectors:	Stipend: \$115	Mandatory Training: \$20
Clerks:	Stipend: \$85	Mandatory Training: \$10

**Sacramento County**

Inspectors:	Stipend \$150	Mandatory Training: \$20
Clerks:	Stipend: \$95	Mandatory Training: \$20

It should be noted that Contra Costa conducts additional, 90-minute Equipment Training classes throughout the year, with 5 poll workers per class. Clerks and Inspectors are paid for these additional classes at the same rate as for the pre-election training classes. Sacramento County also pays \$30 for supply pick up and drop off.

**ALTERNATIVES:**

If the training stipend is not increased, we will continue to pay \$10 for training, but may experience resistance due to the mandatory nature of the training. If the stipends for error free provisional ballots and balanced rosters and ballots are not approved, the Department will continue to pay the current stipend of \$120. If the \$10 stipend for Ballot Issue Clerks is not approved, the Department will continue to pay the current clerk stipend of \$75.

## Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (page 4)

Board of Supervisors Agenda Submittal  
Subject: Approve Registrar of Voters Recommendation for Poll Worker Stipends for June 2006 Election  
Date: April 11, 2006 - Page 4

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### **OTHER AGENCY INVOLVEMENT:**

Although a direct comparison with other counties is not possible, the Registrar of Voters office has surveyed surrounding counties as well as outlying counties with a similar voting system configuration and considers this proposal to be a mid-range pay schedule.

The Registrar of Voters office will continue to encourage County employees to work at the polls.

### **CAO RECOMMENDATION:**

### **DEPARTMENT HEAD SIGNATURE:**

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**Ira J. Rosenthal, Chief Information Officer/Registrar of Voters**

## Sample #67. Request for Increase in Poll Worker Stipend, Solano County, CA (page 5)

Board of Supervisors Agenda Submittal  
 Subject: Approve Registrar of Voters Recommendation for Poll Worker Stipends for June 2006 Election  
 Date: April 11, 2006 - Page 5

<b>Registrar of Voters – Poll Worker Stipend Schedule</b>			
<b>Effective April 11, 2006</b>			
<b>Assignment</b>	<b>Current Poll Workers (Non County Employee)</b>	<b>Current County Employee Poll Workers (Non-Exempt*)</b>	<b>Proposed Stipend Schedule</b>
<b>Precinct Inspector</b>	\$120	\$120	\$120
Error Free Provisional Ballots			\$10
Balanced Roster and Ballots			\$10
<b>Poll Technician</b> (To assist with AutoMark)	\$100	\$100	\$100
<b>Ballot Issue Clerk</b> (For Primary Elections with multiple party ballots)	\$75	\$75	\$85
<b>Precinct Clerk</b>	\$75	\$75	\$75
<b>Roving Inspector</b> (To provide hands on support and elections expertise to multiple precincts)	\$120 plus mileage to and from polling sites	\$120 plus mileage to and from polling sites	\$120 plus mileage to and from polling sites
<b>Training Class</b> Training is mandatory for all inspectors, rovers, poll technicians and ballot issue clerks.  Attendance by all other poll worker clerks is optional	\$10	\$0 if attending on County time on regular work day  \$10 if the employee is on an unpaid status or using accrued leave (i.e. vacation time)	\$15
<b>Election Night Return of Supplies</b>	\$5	\$5	\$5

\* Non-exempt County, who work at the polls in the capacities described in this document, may be working for a different department than what they are regularly assigned, but will be performing services for Solano County. These employees will receive their regular days pay plus the poll worker stipend less applicable payroll withholdings.

For employees in positions that are covered by time and one-half overtime requirements, time worked at the polls during their regular County work hours will count as regular time worked and must be included in the overtime calculation when time worked exceeds forty hours during the work week.

**ATTACHMENT A**



### **EAC Commissioners**

Chair Donetta L. Davidson  
Vice Chair Rosemary E. Rodriguez  
Commissioner Caroline Hunter  
Commissioner Gracia M. Hillman

### **EAC Staff**

Thomas Wilkey, Executive Director  
Juliet Hodgkins, General Counsel



U.S. Election Assistance Commission  
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