Marion County Election Board
VOTER EXPERIENCE PROJECT

GENERAL PROCEDURES & ABSENTEE BALLOT PROCESSING

AGENDA
1. WELCOME
2. FOLLOW-UP
3. GENERAL ELECTION DAY PROCEDURES
4. ABSENTEE BALLOT PROCESSING
5. DISCUSSION

April 29, 2013 | Module 2

Welcome

FOLLOW-UP FROM APRIL 15, 2013 MEETING
PROVISIONAL BALLOT DATA
2002 EQUIPMENT PURCHASE

What are your constituent goals?
- Make voting easier, more convenient & accessible while ensuring fundamental fairness
- Process needs to be secure with a verifiable ballot audit trail
- Examine the short- and long-term fiscal impact of the new system

Follow-Up from Last Meeting

What new information did you learn?
- Comparison of precinct-based and vote center voting models
- Cost and complexity of managing elections
- Responsibility of the various city-county partners involved in local election administration

What are your constituent goals?
- Make voting easier, more convenient & accessible while ensuring fundamental fairness
- Process needs to be secure with a verifiable ballot audit trail
- Examine the short- and long-term fiscal impact of the new system

Topics needing further discussion
- Technology & security
- Cost
- Feedback from other vote center jurisdictions
**General Procedures**

**PROCESSING VOTERS AND ADMINISTERING ELECTIONS UNDER A PRECINCT-BASED & VOTE CENTER MODEL ELECTIONS**

*Presenter: Andy Mallon, Election Board Attorney
Greg Fehribach, Ball State University’s Bowen Center on Public Affairs*

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**Provisional Ballot Data**

<table>
<thead>
<tr>
<th>Reason</th>
<th>2010 General</th>
<th>2011 Municipal</th>
<th>2012 General</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not in Poll Book/No Fail Safe</td>
<td>53</td>
<td>37</td>
<td>273</td>
</tr>
<tr>
<td>Voter Moved</td>
<td>1</td>
<td>28</td>
<td></td>
</tr>
<tr>
<td>No ID</td>
<td>19</td>
<td>23</td>
<td>129</td>
</tr>
<tr>
<td>Add’tl Docs Required</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Signature Mismatch</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not 18+y/o</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other/Unknown</td>
<td>2</td>
<td>7</td>
<td>432</td>
</tr>
<tr>
<td>Wrong Precinct</td>
<td>147</td>
<td>86</td>
<td>21</td>
</tr>
<tr>
<td>Wrong County</td>
<td>32</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>Not Registered</td>
<td>14</td>
<td>5</td>
<td>49</td>
</tr>
<tr>
<td>Pollworker Error</td>
<td>15</td>
<td>21</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>282</strong></td>
<td><strong>182</strong></td>
<td><strong>947</strong></td>
</tr>
</tbody>
</table>

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**Poll Workers: Precinct Election**

- State law permits up to 5 Election Day poll workers in a precinct-based election:
  - Inspector (1)
  - Judge (2 – 1D & 1R)
  - Clerk (2 – 1D & 1R)

  - Election Board can adopt a resolution to permit assistant poll clerks each election, if desired

*Marion County has 600 precincts:
600 x 5 = 3,000 poll workers*

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**What do poll workers do?**

- Inspector (1)
  - Manages the precinct
    - Ensures the site is open at 6AM
    - Picks up Election Day materials from Election Board Regional Site
    - Directs poll workers
    - Assists voters
- Judge (2 – 1D & 1R)
  - Assists voters
  - Checks ID

*Together, these 3 poll workers make up the precinct’s Election Board, adjudicating Election Day challenges and other issues pursuant to state law*

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**What do poll workers do?**

- Clerks (2 – 1D & 1R)
  - Manages poll book, the list of every registered voter in a precinct
  - Checks ID
  - Determines proper ballot style for voters and responsible for ballot control
  - Processes absentee ballots with assistance from the other poll workers

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**2002 Voting Equipment Costs**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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</thead>
<tbody>
<tr>
<td>Voting Equipment &amp; Accessories</td>
<td>$6,916,400.00</td>
</tr>
<tr>
<td>Election Support Services</td>
<td>$2,698,638.00</td>
</tr>
<tr>
<td>Maintenance Agreement</td>
<td>$746,780.00</td>
</tr>
<tr>
<td>ES&amp;S Software License Fees</td>
<td>$102,000.00</td>
</tr>
<tr>
<td>Third Party Items*</td>
<td>$21,000.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$10,484,818.00</strong></td>
</tr>
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</table>

*Tabulation equipment and network (e.g., server, laptops, workstations)
Who appoints the poll workers?

- Inspectors in Marion County appointed by the Democratic Party
  - State law outlines the process: political party of the Secretary of State candidate that wins your county (NOT the overall election) gets to appoint until the next SOS election
- State law requires the two major political parties to appoint Judges & Clerks
  - Parties generally ask precinct committeepersons to fill slots
- Election Board recruits additional poll workers to fill open positions

Poll Workers: Vote Center

- County’s Vote Center Plan outlines the number & types of poll workers
  - State law does NOT set minimum or maximum requirements
  - Examples from other Indiana Vote Center counties:
    - Vanderburgh County (2011 Plan): 1 Inspector, 4 Judges (2D & 2R), 4 Clerks (2D & 2R)
    - Tippecanoe County (2006 Plan): 1 Supervisor/Inspector, Greeters, Exit Greeters, Check-in Judges, Programming Judges, Provisional Team, Hold Back Team
    - Floyd County (2012 Plan): At least 1 Inspector, 2 Judges (1D & 1R), 2 Clerks (1D & 1R)

Who appoints the poll workers?

- Depends on the Vote Center Plan, though the two major political parties are involved in the process
  - Example: Tippecanoe County (2006 Plan): Plan outlines their decision to continue using the state law regarding Inspector selection based on Secretary of State’s race; all other poll workers split evenly between the parties

Other Election Day Support Needs

- Equipment Delivery (transportation vendor)
  - Voting machines delivered to sites after the public test through election eve
    - Public test held at least 14 days before an election
- Supply Runners (~25)
  - Deliver additional materials to precincts as needed
    - Dispatched currently from the Election Services Center
- Machine Techs (~25)
  - Technicians are assigned routes to address equipment issues throughout the voting day

Other Election Day Support Needs

- Hotline Operators
  - Election Board (30-50)
    - Field calls from poll workers and voters at a centralized location
      - Early morning busiest time, as team is making sure all sites are opening on time, dispatching back-up poll workers and answering questions about voting equipment set-up
    - Log issues into EBIRS, Election Board Incident Reporting Software
      - Home-grown online solution to disseminate information to various dispatch centers – mechanics, supply runners, attorneys
        - Developed in summer 2007, first used in the 2007 municipal election
- Voter Registration (15-20)
  - Fields calls from poll workers and voters from a centralized location to help determine voter’s eligibility
    - Issues certificates of error if a person has been accidentally left off the poll book
    - Confirms whether or not a person is registered to vote
Other Election Day Support Needs

- Support teams are needed under both voting models
  - How many and where they are located may be different – for example:
    - There are 25 mechanics on routes under our current system to address voting equipment issues (each mechanic covers about 12 polling locations). In a vote center model, it may be necessary to have at least one mechanic at each site or perhaps assign mechanics to cover multiple sites.
    - Voter Registration may be able to assign people to each vote center to answer eligibility requirements, but probably would need to have people at the central location downtown to provide certificate of errors or approve changes in the ePollbook during the voting day.

Election Day Voter Processing

- Poll worker & voter interaction similar under both models
  - Voter enters polling location
    - Vote Center model – can go to any polling site in the county
    - Precinct-based model – must go to home precinct
  - Voter presents valid, government-issued photo ID
  - Poll worker finds voter in poll book
  - Voter signs their name
  - Poll worker determines the appropriate ballot style for voter
  - Voter votes
    - If DRE used, vote stored electronically
    - If paper, ballot scanned and stored in equipment

What happens after the polls close?

- Precinct-based Model
  - Poll workers shut down voting equipment and results tape printed
  - Current system marries the results from the DRE (iVotronic) to the optical scan system (M100), which are printed and signed by the poll workers
  - Poll workers remove electronic media from voting equipment
  - Poll workers organize used, unused and spoiled ballots into separate stacks, which are then sealed in envelopes
  - Poll workers finalize paperwork, including the ballot accounting certificate
  - Poll workers return materials to assigned Election Board Regional Site on election night
  - Election results from the electronic media uploaded from the regional site to a central server and are displayed online

- Vote Center Model
  - Follow similar procedures as precinct model, but process would be outlined in the Vote Center Plan
  - New voting technology will impact procedures
    - Can the equipment print precinct results at the vote center like current system?
    - If using printed ballots, would poll workers need to sort the ballots into 600 stacks – 1 for each precinct – before returning materials?
    - What would the ballot accounting certificate look like?
      - Not a state form; internal document used on Election Day

Election Results Certification Process

- Election Board has 10 days after an election to finalize results:
  - Process military & overseas absentee ballots and others that fall under court order
    - Military/overseas ballots can be received until noon, ten days after an election if postmarked on or before the date of the election
    - Marion County pursues a court order to process and count valid absentee ballots received by 6PM on Election Day and did not arrive at the precinct through no fault of the voter
  - Review provisional ballots & hold public meeting for Board to decide whether or not ballots can be counted
    - Voters who did not present ID to vote and voted provisionally have until noon, ten days after an election to bring proper ID to Election Board
    - Volume varies on the election – from several hundred to more than a thousand

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Received</td>
<td>1,213</td>
<td>282</td>
<td>182</td>
<td>947</td>
</tr>
<tr>
<td>Total Counted</td>
<td>171 (16%)</td>
<td>35 (14%)</td>
<td>30 (16%)</td>
<td>123 (13%)</td>
</tr>
</tbody>
</table>
Election Results Certification Process

- Canvass election results
  - Marion County’s current process:
    - Bi-partisan teams review precinct’s combined totals tape printed from the M100 to the precinct’s results printed from the central server
    - Ensures the electronic transfer of data from the precinct’s voting machine to the central server was accurate
    - If any additional absentee or provisional ballots are counted, those results are also canvassed
  - May need to tweak process if vote center model implemented
    - Individual precinct results would be spread over all vote centers rather than contained to one polling location under current system
- Certify results to the Indiana Election Division

Two Methods to Count Absentees

- Precinct Count
  - Absentee ballots are delivered to precinct on Election Day
  - Only can be utilized in a precinct-based election
    - State law prohibits a precinct count of absentee ballots under a vote center model
- Central Count
  - Absentee ballots are counted at a central site
  - Can be utilized in a precinct-based election OR vote center
    - Proposed legislation (SB621) would require three counties – Lake, Marion & Allen – to only count absentee ballots at a central site
      - No flexibility for local government in these three jurisdictions

Process for Precinct Count of Absentees

- Before Election Day:
  - Ballots are sorted and organized by precinct
  - Absentee applications and ballots are evaluated by bi-partisan signature review teams pursuant to a consent decree
  - Two major political parties asked to appoint commissioners to deliver ballots
    - Total number determined by absentee volume
      - Example: Each party was asked to appoint 50 people to create 50 bi-partisan teams in the 2012 Presidential Election
- On Election Day:
  - Bi-partisan teams are dispatched as early as 5:30AM in pre-defined routes to arrive at first site around 6AM
    - Travel by cabs that are required to have GPS tracking and open communication with the Election Board
    - This allows Election Board to locate where ballots are in the delivery process
    - Team arrives with a list of absentee voters and ballots specific to the precinct
    - Poll workers sign a receipt, which is returned by the bi-partisan teams to Election Board
    - Bi-partisan commissioners leave and go to next site on route
    - Poll workers then process absentee voters into the poll book and count valid ballots on the precinct’s voting equipment

Absentee Ballot Processing

- PRECINCT COUNT OF ABSENTEES
- CENTRAL COUNT OF ABSENTEES

Process for Precinct Count of Absentees

- On Election Day:
  - Election Board staff continue to receive absentee ballots and will send them out to be delivered to a precinct up to 6PM on Election Day
  - Absentee ballot results are included in the overall precinct results and cannot be parsed out
Process for a Central Count of Absentees (Using Current Technology)

- Before Election Day:
  - Ballots are sorted and organized by precinct
    - Necessary step to reconcile with reports generated by statewide voter registration system including those used in the signature review process and at the precinct and central sites
  - Absentee ballots and applications are evaluated by bi-partisan signature review teams pursuant to consent decree
  - Two major political parties must appoint two sets of additional workers – couriers & commissioners
    - Couriers deliver lists to precincts
    - Commissioners count the ballots

- On Election Day:
  - Bi-partisan courier teams are dispatched to deliver lists of absentee voters to each precinct
  - Poll workers process list into the printed poll book to ensure absentee voters aren’t able to vote at the precinct
    - Poll workers circle ‘ABS’ in the poll book & print voter’s name in the signature block
  - Bi-partisan couriers return with processed lists to the central site and pick-up new lists to depart to precincts with updates
  - Bi-partisan absentee commissioners can begin processing absentee ballots when the first list arrives

Process for a Central Count of Absentees (Using Current Technology)

- Using current technology, process is substantially similar to what precinct poll workers already do:
  - Teams would check-out one precinct’s absentee ballots, M100 card & other materials from staff
    - M100 flash card electronically stores tabulated results
  - Ballots would be reviewed by bi-partisan teams to ensure signatures match the application and security envelope
    - Also need to check against the list received by the precinct to ensure all absentee voters processed properly
  - Precinct’s flash card inserted into M100 and a zero tape printed and signed by both team members

- Using current technology, process is substantially similar to what precinct poll workers already do:
  - Ballots fed into machine and when finished, totals tape printed and signed by bi-partisan commissioner team
  - Ballots organized and secured in envelopes and teams complete paperwork
  - Team returns with the M100 card to be read into central server and turns in all paperwork, ballots and envelopes

Process for a Central Count of Absentees (Using Current Technology)

- On Election Day:
  - Results from the absentee ballots would not be included in the results returned by poll workers when the polls close
  - Potential refinements:
    - ePollbook solution could reduce the number of bi-partisan courier teams as updates made in real-time to all polling locations
      - Assuming all ePollbooks are connected to same server and not just to those machines in the polling location
      - If no countywide connectivity, small number of teams would need to deliver lists for absentee ballots received on Election Day
    - All electronic voting could simplify the ballot counting process, but difficult to address concerns about verifiable paper audit trail

- Expediency largely a function of how many people are available to process ballots and not necessarily due to speed of equipment
  - Example: 2003 Municipal Election Central Count of Absentees
    - Same M100 technology used then as is available today
    - Took more than 2 days to count 8,801 absentee ballots
  - Comparison:
    - 2008 General Election: 63,316 absentee ballots (high mark)
    - 2010 General Election: 22,163
    - 2011 Municipal Election: 19,090
    - 2012 General Election: 59,036

Process for a Central Count of Absentees (Using Current Technology)
Administrative Perspective

Poll Workers

- Voting machines hold us back
  - Most complicated set-up in the country
  - Difficult for many poll workers to maneuver and lift—especially those that are older or have a disability
  - Due to the complexity, equipment set-up dominates training
  - Many poll workers ask for help Election Day morning
    - Some poll workers intimidated by equipment or set-up the machines in the wrong order

- New voting equipment needs to be able to work for poll workers with varying degrees of exposure to technology

Expanded Early Voting Opportunities

- Helps officials ensure a positive experience for disabled and older voters
  - Absentee options like voting by mail or traveling board helpful to those confined to their home
  - Early voting at the Clerk’s Office & additional satellite locations makes voting more accessible, especially for voters with disabilities and older voters

- Takes enormous pressure off of Election Day poll workers

More People Voting Absentee

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Votes Cast</th>
<th>Absentee Votes</th>
<th>Net Election Day Votes</th>
<th>Absentee % of Total Votes Cast</th>
</tr>
</thead>
<tbody>
<tr>
<td>11/2004</td>
<td>323,673</td>
<td>27,430</td>
<td>296,243</td>
<td>8%</td>
</tr>
<tr>
<td>11/2008</td>
<td>381,759</td>
<td>93,316</td>
<td>288,443</td>
<td>24%</td>
</tr>
<tr>
<td>11/2012</td>
<td>361,416</td>
<td>59,036</td>
<td>302,380</td>
<td>16%</td>
</tr>
</tbody>
</table>

Current Technology Limitations in a Central Count

- Optical Scan Ballot Reader (M100) is designed to tabulate one precinct’s results
  - Older compatible technology designed to read and tabulate multiple ballot styles (ES&S M650) may be available, but will be difficult to rent or buy first generation equipment
    - In 2002 M650s were $55,000 each
    - Marion County would need 3-5 machines to handle volume

- Limited number of M100s to use at a central site
  - 737 M100’s in current fleet
    - 600 machines are deployed to precinct polling locations
    - 50 kept in reserve by mechanics
    - 87 available for a central count, assuming 100% fleet health

Conversation

INFORMATION ON THE NEXT FEW SLIDES WAS COMPILE AT THE APRIL 29, 2013 MEETING

Facilitator: Carolyn Brown
### Poll Workers: Precinct Model

- **Positives**
  - Good check & balance
  - Familiar
  - Neighborhood based, know voters
  - Cost effective
  - Ease of administration

- **Improvements**
  - Extend the hours
  - ePollbook
  - Better use technology
  - Improve efficiency during peak times

### Poll Workers: Vote Center Model

- **Positives**
  - Pre-set, pre-determined
  - Less confusion for voters on where to go, so less need for poll workers to be distracted
  - Need for fewer poll workers, could be more proficient
  - Knowing how many poll workers helps efficiency

- **Improvements**
  - Large amount of resources; reduce redundancy in administration
  - Increase early voting opportunities to take less stress off poll workers & pursue legislation to make additional early voting sites mandatory
  - Current technology doesn’t support poll workers under this model

### Counting Absentees: At Precinct

- **Benefits**
  - Absentee ballots are incorporated into precinct totals, so helps maintain anonymity
  - Timeliness of results

- **Negatives**
  - Room for human error in travel
  - Logistics & expense

### Counting Absentees: At Central Site

- **Benefits**
  - Ease of storing & counting ballots in 1 location
  - Fewer hands on the ballots for mistakes, losses

- **Negatives**
  - Total confusion at the central site
  - How long it takes
  - Delay results
  - Bogus challenges
  - Amount of resources
  - Relying on lots of people to show up & be present

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**Thank You!**