

Budget Amendment Report

General Election, 2004



Johnson County Auditor's Office
Submitted January 27, 2005

**2004 Elections Budget Amendment Report
Johnson County Auditor's Office**

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2004 Elections Budget Amendment

EXECUTIVE SUMMARY

The 2004 Elections Budget amendment is requested to meet additional expenses incurred in the 2004 General Election. These expenses fell into primarily two categories I) additional staffing and II) additional supplies and documentation, and increased volume in correspondence.

- I. Unanticipated part-time and pollworker staffing was the largest expenditure that exceeded the budget for the 2004 General Election. Of the \$143,395.18 requested in this request, \$95,389.03 is to cover additional part-time and pollworker staff. The additional staffing hours needed for the 2004 General Election was the result of three principal factors, 1) a sharp increase in voter activity (both at the polls and absentee), 2) substantial local drives to register voters and solicit absentee ballot request forms, 3) pervasive and significant changes in elections law that arose from the passage of HAVA 2002, Iowa SF2269, and new Iowa Administrative Rules. A more detailed reporting of this begins on page 4 of this report. Detailed reports of tasks this staffing accomplished are included following the Budget Summary.
- II. The supplies, documentation, and correspondence overage was the outcome of Federal and Iowa law changes that required the reprinting of forms and mailing materials. The unexpected level of voter activity was also a factor because more of all supplies were needed than anticipated. Law changes or the re-interpretation of law changes often obsolesced print materials we had in stock requiring Auditor's Office to discard these forms and print new ones. Forms that required reprinting included the Voter Registration Application Form, the Absentee Ballot Request Form, and all the mailing materials needed for processing mailed absentee ballots. In addition, the Voter Registration Card had to be entirely redesigned by the Auditor's Office as well as reprinted. None of these changes could have been anticipated when the FY05 budget was planned. The volume of these materials and correspondence also far exceeded expectations. Information regarding the law changes and comparison tables of the volume of voter activities follow in this report.

Summary of Budget Amendment Request

Johnson County Auditor

FY05 Administrative Costs and 2004 General Election

(Costs as of December 28, 2004)

Election Administration Summary

Total Election Administration Part time Staff Expenditures over Budget	\$10,883.55
Total Election Administration Supply Expenditures over Budget	\$9,948.15
Additional Election Administration Budget Needs	<u>\$11,555.16</u>
Total Election Administration Request	<u>\$32,386.86</u>

General Election Administration Summary

Total General Election Administration Part time Staff Expenditures over Budget	\$84,505.48
Total General Election Administration Supply Expenditures over Budget	<u>\$24,501.12</u>
Total General Election Administration Request	<u>\$109,006.60</u>

Total FY04 Expenses Paid in FY05 \$2,086.62

Total Budget Amendment Request **\$143,480.08**

Budget Amendment Request Details
Johnson County Auditor
FY 2005 Administrative Costs and 2004 General Election Expenses
(Costs as of December 28, 2004)

Election Administration Summary

Total Election Administration Part time Staff over Budget Expenditures	\$10,883.55
Total Election Administration Supply over Budget Expenditures	\$9,948.15
Additional Election Administration Budget Needs	\$11,555.16
Total Election Administration Request	\$32,386.86

**Elections Administration Budget
Cost of Part Time Staff**

	Budget	Actual	Over Budget	Additional Need
Part time Elections Staff	43,165.00	54,048.55	10,883.55	10,334.40
TOTAL	43,165.00	54,048.55	10,883.55	10,334.40

**Election Administration Budget
Cost of Supplies and Services**

	FY05 Budget	Actual (July 1-Dec. 28)	Over Budget	Additional Need
Voting Machine Parts	1,700.00	2,277.92	577.92	500.00
Van Maintenance and fuel	3,650.00	421.36	*	
Stationery/forms	15,100.00	2,956.34	*	(-1,569.24)
Voter registration	7,100.00	4,469.71	*	
Maps	200.00	0.00	*	
Periodicals/books	500.00	18.00	*	
Data Processing Supplies	1,750.00	4,868.55	3,118.55	1,000.00
Minor Equipment	5,800.00	1,150.00	*	
Publications	1,500.00	1,510.57	10.57	
Printing	1,100.00	1,512.73	412.73	500.00
Postage	0.00	336.86	336.86	
Officer travel, reimbursements & Registration fees	600.00	158.40	*	
Staff transportation, reimbursements and registration	500.00	92.78	*	
Telephone	1,200.00	352.66	*	
Cellular phone	350.00	579.49	229.49	750.00
Machinery & Equipment rental	0.00	1,135.33	1,135.33	
Notary fees	0.00	40.00	40.00	40.00
Software Purchases	0.00	1,186.70	1,186.70	
Voting Machines	200.00	3,100.00	2,900.00	
TOTAL	41,250.00	26,167.40	9,948.15	1,220.76

**Indicates that in these accounts, budgeted amounts are still likely to be needed for expenses that will be incurred during the remainder of the fiscal year.*

General Election Administration Summary

Total General Election Administration Part time Staff over Budget Expenditures	\$84,505.48
Total General Election Administration Supply over Budget Expenditures	<u>\$24,501.12</u>
Total General Election Administration Request	\$109,006.60

General Election Budget Cost of Part time Staff

	Budget	Actual	Over Budget
Part time Pollworker wages	68,904.00	149,609.86	80,705.86
Employer FICA	0.00	3,762.92	3,762.92
Election Official mileage	2,500.00	3,770.07	1,270.07
Part time Wages SAT	19,625.00	17,339.00	(-2286.00)
Employer FICA - SAT	0.00	848.75	848.75
Election Official mileage (SAT)	950.00	1,153.88	203.88
TOTAL	91,979.00	176,484.48	84,505.48

General Election Budget Cost of Supplies & Services

	Budget	Actual	Over Budget
Stationery/forms	4,000.00	8,821.10	4,821.10
Official publications (including SAT)	3,350.00	2,747.62	
Printing	21,500.00	40,110.02	18,610.02
Telephone	400.00	260.00	
Cellular phone	900.00	1,250.00*	350.00
Polling place rent	1,000.00	350.00	
Van rental	900.00	1,620.00	720.00
TOTAL	32,050.00	55,158.74	\$24,501.12
<i>*Cell bill had not been received so the cost was estimated.</i>			

FY04 EXPENSES PAID IN FY05

June 2004 Primary Election

	Budget	Actual	Over Budget
Official Mileage	0.00	40.64	40.64
Official Publications (including SAT)	0.00	1,945.98	1,945.98
Polling place rent	0.00	100.00	100.00
Total FY04 Expenses Paid in FY05	0.00	2,086.62	2,086.62

Revenue in 2005 Information

	Budget	Receipts	Revenue
School Election (September 14, 2004)	16,516.00	16,924.61	408.61
Special Elections	0	6,636.60	6,636.60
North Liberty Franchise FY04 - Received FY05			
Shueyville Franchise FY04 - Received FY05			
Oxford Franchise FY05			
Solon Franchise FY05			
Tiffin Franchise FY05			
TOTAL			\$7,045.21

REVIEW OF TASKS PERFORMED BY PART TIME STAFF

General Election, 2004

Twelve part-time staff were hired for the election. Part-time hours exceeded expectations for the same reasons as listed in the Pollworker staffing review, i.e. 1) a sharp increase in voter activity (both at the polls and absentee), 2) huge local drives to register voters and solicit absentee ballot request forms, 3) pervasive and significant changes in elections law that arose from the passage of HAVA 2002, Iowa SF2269, and new Iowa Administrative Rules. The following table describes areas in which they worked. Zeroes in the Budget column indicate this either a new task that arose from law changes that occurred after that budget had been submitted or were tasks that in prior years could be accomplished by full-time staff.

Task Area	Description	Budget Hours	Actual Hours	Over (Under)
Absentee Ballots <i>A sharp increase in absentee ballot requests along with additional legal requirements for ballot processing required at least five times the hands-on staff required in previous elections. There were already nearly 20,000 requests by the first day ballots could be mailed (9/23/04).</i> <i>By November 2, more than 43,000 absentee ballot request forms had been managed (including duplicate forms, replacement ballots when a voter lost a ballot or had received a ballot from the wrong precinct, or when a ballot was not received, etc. 33,727 individual voters were mailed ballots.</i>	Requests Following 9/23, absentee ballot requests averaged 600 per day.	1150	1502	352
	Challenged ballots Challenged ballots created a tremendous burden for staff as well as the ballot board. About 2000 ballots were challenged. This required staff to research the voter status of each challenged ballot and by law to notify voters at various stages of the process. (Approximately 3000 separate items of correspondence were generated for this process.) In addition, a new database needed to be created to identify and track these voters throughout the process. Staff were also required to constantly update this information for timely supply to the press/public.	0	84	84
	Ballot Courier The Ballot Courier was a new official role by the state. The Auditor's office was required to train couriers as well as execute fairly complex regulations and documentation for ballots delivered by couriers.	0	30	30
	Absentee voter notifications. Increased ballots along with increased rules regarding notification required about 9,000 additional pieces of correspondence in addition to processing absentee ballots otherwise.	60	96	36
	UOCAVA (military, overseas) ballots The Uniformed Officers and Citizens Abroad Voting Act (UOCAVA) new regulations also required much more time.	40	90	50

Task Area	Description	Budget Hours	Actual Hours	Over (Under)
<p>Direct Voter Assistance</p> <p><i>Voter assistance demands increased exponentially with increased interest in the election and its related activities. Not only were there more voters who required more attention, but each voter required more time than in past years.</i></p>	<p>Counter activity</p> <p>A record in counter activity was achieved two weeks before the election in voters alone, but there was also a sharp increase in other kinds of voter assistance.</p> <p>Increased voter interaction and correspondence</p> <p>Overall voter interaction increased. E.g. phone calls averaged 45-60 per hour during the last month. Additional routine correspondence.</p> <p>Requests from university/student populations.</p> <p>The interest in this election created more interaction with schools and universities regarding their issues and concerns. Four staff assisted here about 15 daily.</p> <p>Correcting ballot errors</p> <p>Errors on two ballots required additional staff time to correct, reissue and process. Additional staff contributed about 72 hours (ballot proofing, checking in new ballots, notifying voters, etc.) to this.</p>	<p>1600</p> <p>0</p> <p>0</p> <p>0</p>	<p>1525</p> <p>18</p> <p>18</p> <p>67</p>	<p>(75)</p> <p>18</p> <p>18</p> <p>67</p>
<p>Voter Records</p> <p><i>New laws required additional steps to register voters and to verify a voter's eligibility, including new classifications for voter status that required changes in data programs and retraining new and existing staff. These new rules were often confusing to voters and required more time to educate the public and explain the new rules.</i></p> <p><i>Ambitious action drives (e.g. ACT and New Voter Project) led to unprecedented volume in the forms received and ultimately the number of voters requiring attention.</i></p>	<p>Voter Registration</p> <p>In 2004 Staff processed about 75,000 voter registration forms (including duplicate and ineligible forms) and mailed 62,037 voter registration cards (compared to 29,898 mailed in 2004).</p> <p><i>Other issues that contributed to this load were:</i></p> <ul style="list-style-type: none"> <i>Increase in incomplete/problem forms</i> <i>New rules for processing</i> <i>New verification process</i> <i>Assisting voter registration drive leaders</i> <i>Jurisdiction Monitoring</i> <p>Documentation and scanning</p> <p>We document all voter transactions by scanning all associated forms into electronic files and attaching them to electronic voter records.</p> <p>Balancing Pollbooks</p> <p>Complications from the election resulted in more complications in pollbook entry and processing.</p>	<p>1200</p> <p>120</p> <p>240</p>	<p>1465</p> <p>240</p> <p>320</p>	<p>265</p> <p>120</p> <p>80</p>

Task Area	Description	Budget Hours	Actual Hours	Over (Under)
New security procedures <i>The Election Center issued Best Practices for Elections Officials that included strong recommendations for additional security measures. In Johnson County, the measures taken included installing video monitors in all areas where ballots were located, installing a more secure key monitoring system and entry procedures, and additional staff presence in sensitive areas.</i>	Two staff necessary in all areas of ballots More staff time needed to monitor secure areas, key and entry control, and assisting security technicians.	0	48	48
Total Hours		4317	5405	1088

	Budget	Actual	Over or (Under)
Wages Paid Part time staff are paid \$10.00/hr for regular time. Part time staff did not work more than 40 hours per week.	\$43,165.00	\$54,048.55	\$10,883.55

REVIEW OF TASKS PERFORMED BY POLLWORKERS

General Election, 2004

The additional pollworker hours needed for the 2004 General Election was the result of three principal factors, 1) a sharp increase in voter activity (both at the polls and absentee), 2) huge local drives to register voters and solicit absentee ballot request forms, 3) pervasive and significant changes in elections law that arose from the passage of HAVA 2002, Iowa SF2269, and new Iowa Administrative Rules. The following table describes areas where the Johnson County Auditor's Office experienced the greatest impact. Zeroes in the budget column indicates that we did not anticipate using pollworkers for this task. These workers were brought in for extra duty when the activity volume became overwhelming.

Task Area	Description	Budget	Actual	Over (Under)
<p>Absentee Ballots</p> <p><i>A sharp increase in absentee ballot requests along with additional legal requirements for ballot processing required at least five times the hands-on staff required in previous elections. There were already nearly 20,000 requests by the first day ballots could be mailed (9/23/04). This required 20 additional temps working 18 hours over two-days to complete this task alone.</i></p> <p><i>By November 2, more than 43,000 absentee ballot request forms had been managed (including duplicate forms, replacement ballots when a voter lost a ballot or had received a ballot from the wrong precinct, or when a ballot was not received, etc. 33,727 individual voters were mailed ballots.</i></p>	<p>Requests</p> <p>Following 9/23, absentee ballot requests averaged 600 per day and took 4 additional workers to enter new requests and 6 more workers to daily process the mailing requested ballots.</p>	0	918	918
	<p>Ballot check-in</p> <p>An additional 2 staff worked 6-8 hours per day, six days a week to check in ballots as they were returned. New legal requirements included additional steps in processing these as well.</p>	0	344	344
	<p>Special Precinct Board</p> <p>The absentee ballot board usually consists of 8-12 pollworkers working 4-5 days, 6-8 hours each day. The high volume of ballots (nearly 34,000) to process, along with a large increase in challenged ballots required 30 pollworkers working an average of 10-12 hours per day for 8 days.</p>	288	1436	1148
	<p>Challenged ballots</p> <p>Challenged ballots created a tremendous burden for staff as well as the ballot board. About 2000 ballots were challenged. This required staff to research the voter status of each challenged ballot and by law to notify voters at various stages of the process. (Approximately 3000 separate items of correspondence were generated for this process.) In addition, a new database needed to be created to identify and track these voters throughout the process. Staff were also required to constantly update this information for timely supply to the press/public.</p>	0	265	265

Task Area	Description	Budget	Actual	Over (Under)
	<p>Ballot Courier</p> <p>The Ballot Courier was a new official role by the state. The Auditor's office was required to train couriers as well as execute fairly complex regulations and documentation for ballots delivered by couriers. Two additional staff were needed 2-4 hours a day for this.</p>	0	144	144
	<p>Absentee voter notifications.</p> <p>Increased ballots along with increased rules regarding notification required about 9,000 additional pieces of correspondence in addition to processing absentee ballots otherwise. An additional 3 staff assisted regular staff about 2 hours a day in processing these letters.</p>	0	179	179
	<p>UOCAVA (military, overseas) ballots</p> <p>The Uniformed Officers and Citizens Abroad Voting Act (UOCAVA) new regulations also required much more time. Four people spent about 30 minutes each day on these</p>	0	8	82
<p>Direct Voter Assistance</p> <p><i>Voter assistance demands increased exponentially with increased interest in the election and its related activities. Not only were there more voters who required more attention, but each voter required more time than in past years.</i></p> <p><i>(For example, a new law required that the absentee ballot request form be attached to ballots voted over the counter and at satellite stations. This meant two labels (one of the ballot affidavit envelop and one for the request form) needed to be printed and affixed rather than just one label for the envelope as in prior years.)</i></p>	<p>Counter activity</p> <p>A record in counter activity was achieved two weeks before the election in voters alone, but there was also a sharp increase in other kinds of voter assistance.</p>	0	718	718
	<p>Nursing home and hospital requests</p> <p>These requests were up by one third.</p>	24	56	32
	<p>Training and pollworker manual revision</p> <p>The new laws required much more additional training (perhaps even more than we provided). We did slightly more than double than hours of training available to pollworkers than in years past resulting in additional payroll for these training sessions. 388 pollworkers received an average 2.5 more hours of training.</p>	776	1756	980
	<p>Voter interaction and correspondence</p> <p>Overall voter interaction increased. E.g. phone calls averaged 45-60 per hour during the last month. Additional routine correspondence experienced an equally exponential increase in responding to issues and questions involving the election. Eight temps spent on average 2 hours per day on the phone, processing correspondence or responding to voters for matters other than voting at the counter.</p>	0	517	517
	<p>Election Day</p> <p>Staffing hours anticipated for 2004 were close to those anticipated.</p>	6020	6096	76

	<p>Pollworker recruitment drive</p> <p>An extensive campaign was needed to restore the pollworker workforce which was shy about 300 workers by the spring of 2004. This required mailing prospective workers, preparing and disseminating recruiting materials, and processing new employment records for 400 new workers. Processing payroll claim forms for additional staff needed was also an enormous task. Two extra staff assisted with this about 1.5 hours each day.</p> <p>Requests from university/student populations.</p> <p>The interest in this election created more interaction with schools and universities regarding their issues and concerns. Four staff assisted here about 15 daily.</p> <p>Correcting ballot errors</p> <p>Errors on two ballots required additional staff time to correct, reissue and process. Additional staff contributed about 72 hours (ballot proofing, checking in new ballots, notifying voters, etc.) to this.</p>	0	63	63
<p>Voter Records</p> <p><i>New laws required additional administrative steps in registering voters and verifying a voter's eligibility. The new laws also brought new classifications for voter status that required changes in data programs and retraining new and existing staff. These new rules were often confusing to voters and required we take more time to educate the public and explain the new rules.</i></p> <p><i>Ambitious action drives (e.g. ACT and New Voter Project) also led to an unprecedented volume in the forms received and ultimately the number of voters requiring attention.</i></p>	<p>Voter Registration</p> <p>In 2004 Staff processed about 75,000 voter registration forms (including duplicate and ineligible forms) and mailed 62,037 voter registration cards (compared to 29,898 mailed in 2004). Six extra staff worked 12 hours daily.</p> <p><i>Other issues that contributed to this load were:</i></p> <p><i>Increase in incomplete/problem forms</i> New laws and increased activity lead to a backlog of voter forms that were incomplete or filled out incorrectly.</p> <p><i>New rules for processing</i> Several new or revised voter classifications were added to voter eligibility. The new classifications needed to be learned, trained, and installed in our data programs.</p> <p><i>New verification process</i> The state now requires that mailed voter registrations be processed differently than those submitted in person. This required setting up then training staff on a verification system required by the state Department of Motor Vehicles.</p> <p><i>Assisting voter registration drive leaders</i> Groups such as ACT and New Voter Project were hugely ambitious and required our time in advising on proper processing of forms etc.</p> <p><i>Jurisdiction Monitoring</i> Increased interest in the election also meant in voter's moving in and out the county and within county precincts. Increased diligence and time was needed to ensure that voters voted in jurisdictions wherein they were eligible.</p>	0	1514	1514

	<p>Documentation and scanning</p> <p>We document all voter transactions by scanning all associated forms into electronic files and attaching them to electronic voter records. Two temporary staff worked approximately 20 hours per week; however this area is still significantly behind.</p>	0	187	187
	<p>Balancing Pollbooks</p> <p>Complications from the election resulted in more complications in pollbook entry and processing. Six temporary staff remained to assist in completing this function.</p>	0	472	472
<p>New security procedures</p> <p><i>The Election Center issued Best Practices for Elections Officials that included strong recommendations for additional security measures. In Johnson County, the measures taken included installing video monitors in all areas where ballots were located, installing a more secure key monitoring system and entry procedures, and additional staff presence in sensitive areas.</i></p>	<p>Two staff necessary in all areas of ballots</p> <p>More staff time needed to monitor secure areas, key and entry control, and assisting security technicians.</p>	0	32	32
Total Hours				7,885

Task Area	Budget	Actual	Over (Under)
<p>Wage overage</p> <p>Pollworkers are paid \$9.00/hr for regular time and time and half (\$13.50/hr) for more than 40 hours per week or more than 8 hours per day on election day and when serving on the Special Precinct Board.</p>	\$149,609.86	\$68,904.00	\$80,705.86

LAW AND PROCEDURE CHANGES IMPACTING WORK LOAD

GENERAL ELECTION, 2004

HAVA, SF2269, and the Iowa Administrative Code (rules for administering law), added complex layers to the election process. This was exacerbated by continual re-interpretation of these laws by the Secretary of State and the courts.

Application forms and other materials needed to be re-printed, the voter registration card needed to be completely re-designed, and procedures were modified in response to these changes. We have filed copies of communications from the Secretary of State between September and Election Day, illustrating this. These changes included the following.

I. Voter Registration

A. Voter Status Codes Were Expanded

1. Required data programming changes
2. Additional staff training
3. Letters and new forms to registrants
4. Poll books more complicated to print and use by pollworkers
5. Registration entry more complicated and error-prone
6. Status code handout is included in the addenda of this report.

B. New Verification Process for Mailed Applications

1. Each applicant's driver's license had to be verified through a secured Department of Transportation's internet site.
2. Applicants without an Iowa driver's license were verified at the same site by the last four digits of that applicant's Social Security Number.
3. Applicants with neither of the above were required to affirmatively state so and submit another form of identification from a select list set out in SF2269 and HAVA.
4. Additional work was created when resulting confusion and other delays occurred. E.g. the required verification site was not available on 9/15/2004 as scheduled, and SSN verification aspect was not running until a few days before the election. Both delays led to a large back log of registrations needing verification.
5. Many registrants (not understanding nor accustomed to new the requirement) failed to enter required identification information. This required that we mail each a notification letter accompanied with a new form to resubmit. (Though there are instructions on the registration form, there was still confusion because it is a new procedure.)
6. It was very time-consuming to look up each by-mail registration through the DOT system. We were required to list applicants who could not be verified with a "P" (Pending Verification). Those applicants could not received an "A" (active status) until the verification requirements were met.

D. Registration Process

1. In-person registrations did not need verification; however, the new laws did require these applicants to meet the same identification requirements.
2. Each application required staff to look for the applicant's name in the current voter records first and either enter a new record or make changes (e.g. changing an old I.D. number to the number now required by the state) to an existing record.
3. In-person applications were also often incomplete, especially when submitted by the action drives. In those cases, a letter must be written to the voter and a new voter registration form sent.

II. Absentee Ballot Requests

A. The Process

1. Registration Process must be completed first. *(When a voter is not registered, a ballot is mailed anyway with a letter and a registration form informing them the ballot won't be counted unless the registration form is returned on time.)*
2. Look up voter in registration database; enter the voter ID # on the absentee request form.
3. If the information in the voter data base did not match info. on the request, send voter registration form and letter advising voter registration info. must be updated before the ballot will be counted.
4. Enter absentee request information into the database.
5. Triplicate labels were printed daily for each Absentee Ballot Request entered that day.
6. Two workers had to go to the ballot room and pull ballots according to the precincts of the requests for that day. *(No fewer than two staff were permitted in the ballot room at all times for security purposes, as recommended by the Election Center Best Practices Guide that was issued prior to the election).*
7. Absentee ballot packets were assembled for each voter and included: a delivery envelope, a return Carrier envelope, an affidavit envelope, a secrecy folder, ballot, and the voting instructions.
8. Both the delivery envelope and the return carrier envelope required pre-paid postage because one of the law changes in SF 2269 now requires the County to provide return postage.
9. The labels must be affixed to all three envelopes, the ballot folded into the secrecy folder, and then all of the contents placed inside the delivery envelope and sealed.)
10. Administrative Code changes required language on the outside of the secrecy folders to be changed. We had to print stickers as a temporary fix and order 35,000 new secrecy folders to be compliant.
11. The final step is to make sure the ballots are delivered to the post office. *(Again, two people required for security purposes.)*

III. Ballot Courier

SF 2269 set new rules on who may return ballots, creating additional work.

A. Certified Couriers

1. Required training and certification
2. Office must keep official list (there were hundreds of names)
3. Office must do training and certifying
4. Office must do separate check in process for these ballots
5. Check the courier's certification required
6. Check the ballots against the cover sheet
7. Accounting for these ballots as well as check-in on our database had to be done separately.

B. Non-certified deliveries of ballots

1. No one but the voter or a Certified Courier may now return an absentee ballot in person to the Auditor's Office.
2. If an unauthorized person did deliver a ballot, we were required to accept the ballot, then write a notice and mail it to the voter that an unauthorized person delivered their ballot and ask if the voter wished to contest the delivery? *(This led to angry responses because a spouse, etc. was not permitted to return a ballot, but the law required that we send the letter.)*

IV. UOCAVA

A. Materials Replacement

1. All of our military envelopes had to be replaced for the November election due to changes made in the language on the envelopes to comply with legal requirements. The stock of military absentee envelopes we had on hand could not be used.

B. Law Changes

1. The specifications of military ballots were changed, and rules created regarding the envelopes, and time and circumstance of acceptance. This was the first election we were required to keep statistics on all the types of military ballots mailed and received. However, we did not receive the information until close to the election on the format and types of information to gather making it hard and time consuming to recapture the required information.

V. Telephones

Eleven additional phone lines were added to handle the volume of calls that were coming from voters regarding registrations, requests, and letters. A four page informational hand out was created for office staff to deal with the calls because there were so many new rules and requirements.

VI. Cost Increases

Changes in absentee envelopes and instructions, required official absentee request forms, required return postage new requirements in letters in registration, verification of registrations, absentee requests if wrong form used, letters for non-compliance with rules, increased steps in processing registrations and absentee requests added costs in staff time and in supplies. There are attachments supporting the number of increases in registration and absentee processing as well as the budget summary supporting the increase in cost.

E-mail Communications with the Secretary of State

General Election 2004

E-mail Communications, September 8 – November 10, 2004 regarding:

- Law changes (HAVA, SF2269, administrative rules)
- Voting and registration forms required by their office
- New administrative rules from their office
- Interpretations of rules and law from their staff
- Attorney General opinions and interpretation by their staff
- Corrections to rules out of their office
- Corrections to required forms from their office
- Question and Answer reports from Auditor's across the state regarding all of the above

This log illustrates the circumstances that led to an increased need for staff and supplies. Legal deadlines were an unyielding imperative because in order to comply with the law, they could not be postponed.

Date Received	Sender	Subject
9/3/2004	Matt Parrott	Company informs us they will not have envelopes ready before 9/13/04. <i>Comment: This communication is included because it is the subject matter of a SOS communication on 9/15.</i>
9/8	SOS/Sandy	Three different sets of voting instructions will be sent to us later in week.
9/9	SOS/Sandy	<i>Auditor's Guide to Absentee Voting</i> won't be out until next week.
9/9	SOS/Sandy	Voting instructions for polling places will be coming later. <i>Comment: Absentee voting was to begin on 9/23. We sent out over 12, 000 ballots on the first day. These delays from the first two e-mails made it impossible to prepare in advance.</i>
9/9	SOS/Sara	Status Code changes set out
9/9	SOS/Sara	Reminder it begins tomorrow
9/9	SOS/Sara	Voter registration rules attached
9/10	SOS/Sandy	Absentee voting instructions sent
9/13	SOS/Sandy	"Corrections" to instructions sent yesterday
9/15	SOS/Sandy	Announces required text on absentee envelopes
9/15	SOS/Sandy	Announces Matt Parrott envelopes not promised before 9/23 <i>Comment: In response, we hired a local printer, had the envelopes printed, and cancelled our order with Matt Parrott.</i>
9/17	SOS/Jane	Voting Information News: Federal Voting Assistance Program, and federal guidelines
9/22	SOS/Michelle	How to handle media calls regarding high volume of absentee voting.
9/22	SOS/Michelle	Requested we report our absentee numbers weekly now and through election.
9/24	SOS/Michelle	Frequently asked questions answered regarding voting equipment purchasing
9/24	SOS/Michelle	Recommended counties not to purchase until state finishes RFP or risk losing reimbursement for purchases.
9/30	SOS/Jane	Four pages on how to handle absentee ballots returned undelivered by post office
10/4	SOS/Jane	Received <i>Absentee Voting Guide</i>
10/6	SOS/Michelle	News on absentee voting

Date Received	Sender	Subject
10/12	SOS/Jane	Sent us abstract by mail on Monday, today electronically with directions
10/14	SOS/Barb	Status code clarifications. Attorney General opinions on provisional ballots <i>Comment: Big impact on registration processing and provisional voters.</i>
10/18	SOS/Jane	General Election voting instructions for polling place
10/18	SOS/Jane	Correction to instructions sent earlier today
10/19	SOS/Michelle	New report to fill out regarding provisional ballots day after election
10/22	SOS/Barb	Attorney General opinion - states we have to count the federal portion of votes cast <i>Comment: This caused a great deal of anxiety because the election is close, pollworker instructions are completed, and training will take place on Monday and Tuesday. These ballots would have to be identified and a counting system developed</i>
10/22	SOS/Barb	Sent a power point presentation for school of instruction for pollworkers <i>Comment: Our manuals were already printed for training on Monday and Tuesday.</i>
10/23	SOS/Barb	Post card example given for use in sending voters notice in pending status.
10/25	SOS/Sandy	Rule changes explained on identification requirements at the polls.
10/27	SOS/Sandy	Notice that the provisional ballot envelopes that SOS developed and required auditors to use are missing essential language. Auditors must affix a statement to each envelope to repair error.
10/27	SOS/Barb	Election night reporting directions
10/27	SOS/Barb	Answering questions from a great deal of upset auditors about the statement that must be attached to provisional ballot envelope. <i>Comment: We responded by having PIP print replacements of the forms and envelopes to avoid confusion by the pollworkers and the voters.</i>
10/28	SOS/Barb	Sent <i>Precinct Officials Guide for Absentee and Special Voters</i>
		Sent another Attorney General opinion that reversed the prior opinion on counting votes in the wrong precinct. <i>Comment: Notice this is only 5 days before the election.</i>
10/29	SOS/Barb	Several election questions presented by auditors answered
10/29	SOS/Barb	More corrections to SOS materials already provided
10/29	SOS/Barb	EAC Survey attached; required to be filled out. <i>Comment: Getting the EAC survey before absentee voting began would have been good so we could have geared our collection of statistics to actually provided necessary information for this report. Receiving forms to use on Election Day on the 29th is extremely difficult when you have 57 precincts.</i>
1/1	SOS/Barb	Two pages of questions and answers on administration of the election
11/1	SOS/Barb	SOS request for an additional category of statistics to be reported on election night; votes out of precinct.
11/8	SOS/Jane	Election Reporting: "Over and Under" votes must now be reported SOS supplied directions for reporting after the canvass.
11/9	SOS/Jane	Legal authority cited for requirement to report number of people who attempted to vote.
11/10	SOS/Jane	Over and Under Report sent
11/10	SOS/Jane	Judges not required

2000-2004 Turnout Increase by County

Rank	COUNTY	Total Votes 2000	Total Votes 2004	Increase	Rank, highest absentee, 2004	COUNTY	Votes by Absentee in 2000	2004 Absentee Requests (by Nov. 2)	Absentee percentage 2000	Absentee percentage 2004
1	DALLAS	19,427	26,652	37.19%	1	JOHNSON	20,162	33,727	37.83%	50.88%
2	STORY	35,364	44,748	26.54%	2	JEFFERSON	1,887	3,674	24.63%	43.46%
3	JOHNSON	53,299	66,292	24.38%	3	DES MOINES	4,705	9,051	24.30%	43.17%
4	POTTAWATTAMIE	34,777	42,101	21.06%	4	MARSHALL	5,565	8,135	31.33%	42.06%
5	LINN	92,533	111,653	20.66%	5	LEE	4,840	7,721	28.89%	42.02%
6	PLYMOUTH	10,352	12,304	18.86%	6	MARION	4,564	6,869	31.28%	40.42%
7	DICKINSON	8,246	9,757	18.32%	7	UNION	1,852	2,441	31.06%	39.59%
8	WASHINGTON	9,194	10,846	17.97%	8	MAHASKA	2,801	4,226	28.97%	38.91%
9	MUSCATINE	16,225	19,100	17.72%	9	CERRO GORDO	5,830	9,540	26.08%	38.76%
10	SCOTT	70,979	83,452	17.57%	10	BUCHANAN	1,555	3,996	16.37%	37.56%
11	MILLS	5,974	6,991	17.02%	11	DALLAS	4,837	9,875	24.90%	37.05%
12	HARRISON	6,626	7,753	17.01%	12	STORY	9,490	16,383	26.84%	36.61%
13	WARREN	19,894	23,267	16.95%	13	POLK	38,571	73,707	21.97%	36.22%
14	CEDAR	8,395	9,815	16.91%	14	MUSCATINE	3,264	6,905	20.12%	36.15%
15	MARION	14,593	16,993	16.45%	15	JACKSON	2,322	3,640	25.27%	35.82%
16	WOODBURY	38,156	44,430	16.44%	16	APPANOOSE	1,609	2,324	27.72%	35.59%
17	MADISON	7,018	8,152	16.16%	17	FLOYD	1,930	2,936	26.44%	35.47%
18	DUBUQUE	40,716	47,277	16.11%	18	WAPELLO	3,450	5,969	22.54%	35.39%
19	BLACK HAWK	55,245	64,107	16.04%	19	CLARKE	1,221	1,591	29.00%	34.69%
20	POLK	175,555	203,488	15.91%	20	BLACK HAWK	10,081	22,220	18.25%	34.66%
21	WINNESHIEK	9,494	10,888	14.68%	21	BOONE	2,500	4,876	20.21%	34.55%
22	BREMER	11,267	12,883	14.34%	22	POWESHIEK	1,655	3,533	18.18%	34.43%
23	BENTON	11,881	13,574	14.25%	23	CLINTON	3,583	8,601	15.94%	34.37%
24	BOONE	12,373	14,113	14.06%	24	DUBUQUE	8,754	16,247	21.50%	34.37%
25	IOWA	7,501	8,545	13.92%	25	WARREN	4,442	7,915	22.33%	34.02%
26	JASPER	18,247	20,765	13.80%	26	POTTAWATTAMIE	5,851	14,193	16.82%	33.71%
27	FLOYD	7,299	8,277	13.40%	27	LINN	21,541	37,379	23.28%	33.48%
28	CLAY	7,819	8,841	13.07%	28	SCOTT	12,389	27,928	17.45%	33.47%
29	POWESHIEK	9,101	10,260	12.73%	29	WOODBURY	6,861	14,143	17.98%	31.83%
30	APPANOOSE	5,805	6,530	12.49%	30	WEBSTER	3,419	5,995	19.83%	31.82%
31	SHELBY	6,026	6,775	12.43%	31	JASPER	3,976	6,573	21.79%	31.65%
32	LYON	5,457	6,135	12.42%	32	CLAY	1,267	2,777	16.20%	31.41%
33	MAHASKA	9,670	10,860	12.31%	33	WINNESHIEK	1,848	3,418	19.46%	31.39%
34	SIOUX	14,873	16,698	12.27%	34	LUCAS	1,159	1,443	26.51%	31.12%
35	GRUNDY	6,130	6,870	12.07%	35	HENRY	2,034	2,909	23.33%	30.62%
36	BUCHANAN	9,498	10,638	12.00%	36	CEDAR	1,448	2,985	17.25%	30.41%
37	FRANKLIN	4,997	5,585	11.77%	37	HARDIN	1,679	2,735	19.70%	30.36%
38	EMMET	4,676	5,213	11.48%	38	PALO ALTO	802	1,581	16.40%	30.21%
39	CLINTON	22,485	25,027	11.31%	39	PLYMOUTH	1,564	3,688	15.11%	29.97%
40	CALHOUN	5,079	5,642	11.08%	40	MILLS	836	2,092	13.99%	29.92%
41	HAMILTON	7,627	8,460	10.92%	41	CHICKASAW	1,644	2,054	24.43%	29.92%
42	CARROLL	9,686	10,738	10.86%	42	MADISON	1,338	2,425	19.07%	29.75%
43	DELAWARE	8,390	9,296	10.80%	43	DAVIS	726	1,176	19.04%	29.68%
44	BUTLER	6,864	7,597	10.68%	44	HUMBOLDT	853	1,612	17.09%	29.52%
45	JACKSON	9,190	10,163	10.59%	45	FAYETTE	1,792	3,097	18.35%	29.37%
46	MONONA	4,606	5,090	10.51%	46	WASHINGTON	1,811	3,134	19.70%	28.90%
47	JEFFERSON	7,662	8,454	10.34%	47	KEOKUK	920	1,593	18.08%	28.43%
48	WAPELLO	15,307	16,864	10.17%	48	AUDUBON	914	1,017	23.94%	28.20%
49	KEOKUK	5,088	5,604	10.14%	49	DECATUR	787	1,145	21.03%	28.19%

2000-2004 Turnout Increase by County, continued

50	CERRO GORDO	22,357	24,610	10.08%	50	MONROE	760	1,117	20.62%	27.86%
51	LEE	16,753	18,375	9.68%	51	RINGGOLD	525	788	19.08%	27.82%
52	GUTHRIE	5,506	6,039	9.68%	52	SHELBY	873	1,871	14.49%	27.62%
53	JONES	9,300	10,185	9.52%	53	CASS	951	2,071	13.66%	27.20%
54	HUMBOLDT	4,992	5,460	9.38%	54	DICKINSON	1,706	2,647	20.69%	27.13%
55	CASS	6,962	7,613	9.35%	55	HAMILTON	1,434	2,276	18.80%	26.90%
56	WEBSTER	17,241	18,841	9.28%	56	KOSSUTH	1,828	2,489	20.24%	26.32%
57	CRAWFORD	6,676	7,294	9.26%	57	DELAWARE	1,473	2,440	17.56%	26.25%
58	GREENE	4,721	5,156	9.21%	58	WAYNE	525	832	17.17%	25.95%
59	O'BRIEN	7,102	7,752	9.15%	59	JONES	1,679	2,633	18.05%	25.85%
60	HANCOCK	5,475	5,970	9.04%	60	HOWARD	655	1,230	14.38%	25.79%
61	FREMONT	3,633	3,959	8.97%	61	CLAYTON	1,207	2,383	13.93%	25.43%
62	HENRY	8,719	9,501	8.97%	62	BENTON	2,021	3,434	17.01%	25.30%
63	CLARKE	4,210	4,586	8.93%	63	ALLAMAKEE	1,298	1,804	19.73%	25.19%
64	MARSHALL	17,760	19,340	8.90%	64	FRANKLIN	871	1,404	17.43%	25.14%
65	ALLAMAKEE	6,579	7,162	8.86%	65	GUTHRIE	916	1,510	16.64%	25.00%
66	MONROE	3,685	4,010	8.82%	66	POCAHONTAS	743	1,096	17.79%	24.88%
67	DECATUR	3,743	4,062	8.52%	67	CARROLL	1,541	2,657	15.91%	24.74%
68	DES MOINES	19,365	20,965	8.26%	68	PAGE	1,019	1,881	14.32%	24.59%
69	CLAYTON	8,666	9,372	8.15%	69	ADAMS	347	575	15.93%	24.44%
70	ADAMS	2,178	2,353	8.03%	70	MONTGOMERY	1,087	1,366	20.07%	24.28%
71	FAYETTE	9,764	10,543	7.98%	71	GRUNDY	1,142	1,668	18.63%	24.28%
72	MITCHEL	5,221	5,633	7.89%	72	TAYLOR	534	789	17.08%	24.25%
73	WINNEBAGO	5,571	5,999	7.68%	73	IOWA	1,194	2,043	15.92%	23.91%
74	TAMA	8,389	9,033	7.68%	74	CALHOUN	811	1,337	15.97%	23.70%
75	PAGE	7,114	7,651	7.55%	75	LOUISA	925	1,184	19.46%	23.39%
76	OSCEOLA	3,089	3,320	7.48%	76	WRIGHT	1,040	1,550	16.05%	23.32%
77	IDA	3,523	3,786	7.47%	77	ADAIR	689	1,015	16.37%	23.31%
78	PALO ALTO	4,889	5,233	7.04%	78	GREENE	737	1,189	15.61%	23.06%
79	SAC	5,073	5,418	6.80%	79	VAN BUREN	458	891	12.51%	23.05%
80	BUENA VISTA	8,027	8,571	6.78%	80	CRAWFORD	832	1,677	12.46%	22.99%
81	LOUISA	4,754	5,061	6.46%	81	BUTLER	1,028	1,735	14.98%	22.84%
82	LUCAS	4,372	4,637	6.06%	82	BREMER	1,565	2,942	13.89%	22.84%
83	HARDIN	8,521	9,009	5.73%	83	CHEROKEE	991	1,544	14.89%	22.56%
84	VAN BUREN	3,661	3,865	5.57%	84	EMMET	669	1,172	14.31%	22.48%
85	POCAHONTAS	4,177	4,406	5.48%	85	HARRISON	825	1,739	12.45%	22.43%
86	WAYNE	3,057	3,206	4.87%	86	BUENA VISTA	1,163	1,909	14.49%	22.27%
87	KOSSUTH	9,031	9,458	4.73%	87	IDA	495	797	14.05%	21.05%
88	HOWARD	4,554	4,769	4.72%	88	TAMA	1,378	1,900	16.43%	21.03%
89	TAYLOR	3,126	3,253	4.06%	89	O'BRIEN	938	1,627	13.21%	20.99%
90	DAVIS	3,814	3,962	3.88%	90	MITCHELL	820	1,176	15.71%	20.88%
91	MONTGOMERY	5,416	5,626	3.88%	91	MONONA	680	1,059	14.76%	20.81%
92	ADAIR	4,208	4,354	3.47%	92	LYON	744	1,215	13.63%	19.80%
93	UNION	5,963	6,166	3.40%	93	FREMONT	483	784	13.29%	19.80%
94	WORTH	4,032	4,165	3.30%	94	HANCOCK	761	1,143	13.90%	19.15%
95	RINGGOLD	2,751	2,832	2.94%	95	SAC	612	1,011	12.06%	18.66%
96	CHEROKEE	6,655	6,843	2.82%	96	OSCEOLA	360	617	11.65%	18.58%
97	WRIGHT	6,478	6,648	2.62%	97	SIOUX	1,686	3,043	11.34%	18.22%
98	CHICKASAW	6,730	6,865	2.01%	98	WINNEBAGO	653	1,046	11.72%	17.44%
99	AUDUBON	3,818	3,607	-5.53%	99	WORTH	476	610	11.81%	14.65%
	total	1,328,067	1,522,087	14.61%		total	277,077	502,110	20.86%	32.99%

Voting Transactions, By Day (Cumulative)

Days to Election	Day of week	Voters at Office		Ballots mailed		Mail Returned		Satellite		Total Transactions	
		2000	2004	2000	2004	2000	2004	2000	2004	2000	2004
41+				1,813	12,030					1,813	12,030
40	Thurs	76	98	1,923	12,391	2	5	100	146	2,101	12,640
39	Fri	131	231	2,021	12,709	3	21	100	146	2,255	13,107
38	Sat	131	231	2,096	12,710	10	21	100	146	2,337	13,108
37	Sun	131	231	2,096	12,711	10	22	100	146	2,337	13,110
36	Mon	184	343	2,216	13,040	120	983	100	146	2,620	14,512
35	Tues	231	459	2,295	13,311	262	1,937	100	146	2,888	15,853
34	Wed	281	561	2,366	13,617	358	2,500	100	146	3,105	16,824
33	Thurs	337	660	2,451	13,883	427	2,891	100	146	3,315	17,580
32	Fri	400	753	2,815	14,169	490	3,185	100	146	3,805	18,253
31	Sat	400	760	3,039	14,173	558	3,192	100	146	4,097	18,271
30	Sun	400	760	3,039	14,173	558	3,192	100	146	4,097	18,271
29	Mon	462	882	3,106	14,501	592	3,743	100	146	4,260	19,272
28	Tues	535	1,009	3,432	14,860	703	4,289	100	146	4,770	20,304
27	Wed	625	1,096	3,695	15,150	853	4,659	100	146	5,273	21,051
26	Thurs	734	1,217	3,895	15,444	979	4,997	100	146	5,708	21,804
25	Fri	841	1,358	4,029	15,650	1,095	5,284	100	146	6,065	22,438
24	Sat	841	1,358	4,108	15,781	1,196	5,544	100	146	6,245	22,829
23	Sun	841	1,358	4,108	15,783	1,196	5,544	100	146	6,245	22,831
22	Mon	978	1,486	4,264	15,911	1,314	5,694	100	146	6,656	23,237
21	Tues	1,095	1,653	4,441	16,270	1,487	6,165	100	146	7,123	24,234
20	Wed	1,208	1,825	4,524	16,406	1,643	6,803	100	146	7,475	25,180
19	Thurs	1,324	2,075	4,654	16,763	1,764	7,184	100	455	7,842	26,477
18	Fri	1,509	2,301	4,807	16,964	1,914	7,595	154	590	8,384	27,450
17	Sat	1,509	2,301	4,978	17,001	2,015	7,595	154	590	8,656	27,487
16	Sun	1,509	2,301	4,978	17,002	2,015	7,595	154	590	8,656	27,488
15	Mon	1,738	2,554	5,112	17,350	2,150	8,362	619	1,110	9,619	29,376
14	Tues	1,949	2,829	5,259	17,607	2,406	9,027	1,168	1,336	10,782	30,799
13	Wed	2,183	3,098	5,453	17,823	2,588	9,530	1,702	1,861	11,926	32,312
12	Thurs	2,387	3,368	5,573	17,939	2,750	9,978	2,368	2,543	13,078	33,828
11	Fri	2,692	3,719	5,661	18,133	2,914	10,381	3,047	3,176	14,314	35,409
10	Sat	2,864	3,920	5,724	18,196	3,058	10,784	3,432	3,555	15,078	36,455
9	Sun	2,864	3,920	5,726	18,196	3,059	10,792	3,744	3,746	15,393	36,654
8	Mon	3,130	4,179	5,781	18,382	3,269	11,218	4,470	4,400	16,650	38,179
7	Tues	3,383	4,461	5,840	18,447	3,642	11,909	5,129	4,987	17,994	39,804
6	Wed	3,612	4,728	5,943	18,514	3,859	12,509	5,791	5,757	19,205	41,508
5	Thurs	3,917	5,053	5,993	18,631	4,065	13,162	6,700	6,495	20,675	43,341
4	Fri	4,306	5,414	6,021	18,659	4,357	13,792	7,410	7,257	22,094	45,122
3	Sat	4,436	5,533	6,037	18,659	4,630	14,392	8,552	8,284	23,655	46,868
2	Sun	4,436	5,533	6,037	18,659	4,632	14,773	9,069	8,520	24,174	47,485
1	Mon	4,896	6,053	6,043	18,659	5,075	15,378	10,365	9,755	26,379	49,845
Nov. 2	Tues	4,896	6,053	6,043	18,659	5,455	16,239	10,365	9,755	26,759	50,706

Registration Transactions in 2004

(September 14 – November 1)

Registration Cards Mailed	19,885
Registrations (mailed) Verified	2,465
ID Changes	3,009
TOTAL	25,359

Voter Correspondence Mailed

(September 14 – November 1)

Letter Type	Total
Absentee Ballot Request Change of Address	318
Party Machine Testing Letter	4
Wrong Absentee Request used	132
Missing Date of Birth	38
Wrong Voter Registration Form used	84
Local Status 1	42
Not Registered Absentee Request	410
Registered with No ID	180
Registered With No ID By Mail	1045
Inactive Absentee Request	68
Local Status No More	32
Unauthorized Delivery	53
Absentee Reminder Letter: Military Mail	428
Absentee Reminder Letter: Out of State	517
Absentee Reminder Letter: Out of County/In State	153
Absentee Reminder Letter: In County	6243
Specific Complaint Responses	118
Total	9865

Representative Correspondence Comparison

	2000	2004
Absentee Reminder Letter: Military Mail	95	337
Absentee Reminder Letter: Out of State	257	517
Absentee Reminder Letter: Out of County/In State	182*	153*
Absentee Reminder Letter: In County	1365	6243
TOTAL	1899	7250
<p><i>*Note: in 2000 all out-of-county reminder letters were processed in one group on October 29 (9 days before election) and in-county letters were processed on November 3 (4 days before election). In 2004 letters within Iowa but outside Johnson County were mailed closer to election day than in 2000, resulting in fewer letters despite the increase in requests.</i></p>		