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AN EXAMINATION OF FACTORS
WHICH CONTRIBUTE TO ERRORS AND OMISSIONS
IN THE POLLING PLACE ON ELECTION DAY

by

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Faculty of Old Dominion University
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for the Degree of

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ABSTRACT

AN EXAMINATION OF FACTORS WHICH CONTRIBUTE TO ERRORS AND OMISSIONS IN THE POLLING PLACE ON ELECTION DAY

by

Ann J. Washington
Old Dominion University, 1988
Director: Dr. Mark Fravel, Jr.

The purpose of this study was to investigate and assess factors which appeared to contribute to errors and omissions made by the citizens who worked as election officers in the polling places in Norfolk, Virginia on election day. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987.

In the first phase, a comparison was made of two different approaches to formatting election-day procedural materials--subject-formatting and time-formatting--in an effort to determine which approach appeared to have a greater influence on reducing the number of errors and omissions occurring in the polling places on election day. In the second phase, certain demographics were examined as factors which appeared to contribute to the number of errors and omissions. These included socioeconomic status of the election officers and the voters; age, experience, and education of the election officers; and voter turnout in the precinct. Finally, an investigation was conducted of

overall management of the polling place by the election officers from the perspective of the electoral board, the voters, and the election officers themselves.

Five instruments were designed and developed to conduct the research for the two phases. Twelve hypotheses were tested; quantitative and qualitative data were collected. Quantitative data were analyzed using parametric and non-parametric statistics.

The major findings of this study support the use of subject-formatted procedural materials in reducing the number of errors and omissions in the polling place. Socioeconomic status and experience of the election officers, and voter turnout in the precinct, were found to be significant factors which affected the number of errors and omissions which occurred in the polling places. Criticality of errors and omissions was not found to be affected by the format of election-day materials or the socioeconomic status of the election officers.

Appendices include the five instruments used to collect the data for this study and qualitative data from the electoral board, the voters, and the election officers.

DEDICATION

To Betty Williams Edwards, Chief Assistant Registrar,
whose service and loyalty to the election officers of
Norfolk and commitment to excellence of election services,
inspired this study.

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Many individuals contributed to this study. Appreciation is expressed to my dissertation committee for their assistance, time, and patience: Dr. Mark Fravel, Jr., Dissertation Committee Chair, Dr. Robert A. Lucking, Dr. Katherine T. Bucher, and Dr. Ellen L. Miller.

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Several individuals have given special encouragement and support to complete this project: Betty W. Edwards, Bernice King, Ellen L. Miller, Elisa Long, Kathleen Ripley, and my parents, Clary and Ann Jones. I value their friendship. Finally, to my children, Bill and Clary, and to my mentor and best friend, Robert E. Washington, I express my gratitude and readiness to sail.

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CHAPTER I

INTRODUCTION

For most voters, after they have registered, the only contact they have with their local election office is in the polling place on election day. If the polling place functions well, the voter's perception of this public agency, which is funded by the voter's tax dollars, will be a favorable one. If the polling place is perceived to be managed badly or is staffed by election-day personnel perceived to be incompetent or unknowing of procedures and laws, the voter's impression of the electoral process is not propitious and frequently leads the voter to question the integrity of the system and the accuracy of the final returns.¹

In Norfolk, Virginia, evidence exists that election officers are unable to manage the polling places at optimal levels of efficiency. The occurrence of numerous procedural errors and omissions in the polling places has prompted voters and public officials to question qualifying characteristics of election officers and to inquire of provisions for training election officers to effectively manage a polling place.²

Statement of the Problem

The purpose of this study was to investigate factors which appeared to contribute to errors and omissions among the citizens who worked as election officers in the polling places in Norfolk, Virginia on election day. Specifically, the study was designed to investigate whether the approach to formatting procedural materials was a factor in reducing errors and omissions. In addition, since performance of election officers had revealed considerable variability in the occurrence of procedural errors and omissions,³ certain demographics were examined as factors which appeared to contribute to errors and omissions. These factors included socioeconomic status of the election officers and the voters; age, experience and education of the election officers; and voter turnout in the precinct. Finally, the study examined overall management of the polling place by the election officers from the perspective of the electoral board, the voters, and the election officers themselves.

According to a report published by the Federal Election Commission in 1978, the most common sources of errors and omissions occurring on election day lie in miscounting of votes, misinterpreting a voter's intent on paper ballots, incorrectly adding or subtracting totals, misreading or incorrectly transcribing voting machine numbers, and inconsistently applying procedures and rules for determining a voter's eligibility.⁴ The authors of the report assert

that:

In order for laws and regulations to be correctly and consistently applied, it is necessary that officials at the precinct level know what those laws and regulations are, and that they know how to apply them. The best way to ensure that these conditions are met is to develop detailed procedures manuals for the conduct of every normal task, and to train the election officials in the performance of those tasks (*italics mine*).⁵

There are no second opportunities in the election process.⁶ If procedural errors or omissions occur on election day, or if a qualified voter is disenfranchised, the probable recourse is the court system.⁷ Gwenn Hofmann, formerly the assistant director of the National Clearing-house on Election Administration, states:

There are many frustrations associated with election law. . . , not the least of which is the lack of quality workers to choose from and a general misunderstanding about election law and procedures. . . . You must ensure that all your staff know their jobs and that there is consistency in job performance throughout your jurisdiction.⁸

Questions to be Explored

The questions addressed by this study were as follows:

1. Was there a difference between the number and criticality of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials?

2. Was there a difference between the number and criticality of errors and omissions made on election day by election officers who worked in precincts in high and in low

socioeconomic areas?

3. Was there a relationship between the mean age of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas?

4. Was there a relationship between the mean number of years election officers have served (level of experience) and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas?

5. Was there a relationship between the mean level of education of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

6. Was there a relationship between turnout of voters and errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas?

7. Was there a difference in ratings of job performance for election officers who worked in precincts located in high and in low socioeconomic areas?

8. Was there a difference in ratings of effectiveness of polling-place management for election officers who worked in precincts in high and in low socioeconomic areas?

9. Were problems caused by election-day procedures different for election officers who worked in precincts in

high and in low socioeconomic areas?

10. Were problems caused by forms, handbooks and envelopes used on election-day different for election officers who worked in precincts in high and in low socioeconomic areas?

Significance of the Problem

On any national election day, over one million election workers are needed to operate and manage the 188,600 polling places in the fifty states.⁹ According to Dr. Gary Greenhalgh, former director of the National Clearinghouse on Election Administration and the International Center on Election Law and Administration, a critical problem confronting every election administrator involves training and preparing election workers to manage the polling places on election day. Dr. Greenhalgh states:

The training of election and poll workers is one of the most serious problems facing election administrators today. Prior to any major election, election administrators have to find, and train, literally hundreds of thousands of election and poll workers. It is a truly massive, but critical task because it is these workers who can make or break an election.¹⁰

To compound this problem, there is an increasing elderly population of experienced election officers who are unable to endure the required fifteen to sixteen hours of continuous election-day work at the polls.¹¹ Greenhalgh has outlined the current situation as follows:

- A. Recruiting Problems:
 - 1. Long hours, low pay.

2. Number of housewives decreasing as more women enter the full-time job market.¹²

B. Training Problems:

1. "Size." Over 1,000,000 poll workers on a major election day. These are the people who run our elections!
2. "Control." Many of these poll workers are responsible to the party, not the election official!
3. "Pay." Often negligible!¹³

The development of comprehensive polling-place management programs for election workers is complicated further by the intermittent characteristic of election operations. A myriad of procedural tasks must be accomplished before, during, and after the official hours on election day in the polling place. Many of these tasks are performed only once and are not repeated until the next election which, depending on the election jurisdiction, may not occur again for six to twelve months.¹⁴ Further, certain problems are encountered more frequently in some election jurisdictions than in others due to demographic characteristics of the locality, the voters, and the election officers.¹⁵ Polling-place management programs, therefore, should aim to provide information on election-day procedures and respond to needs and resources unique to the election jurisdiction.¹⁶ Further, as part of polling-place management training, supplementary procedural materials should be developed which permit election officers to perform duties without errors or omissions and respond expeditiously to problems affecting voters and polling place operations.¹⁷

This study represents the first effort in Norfolk, Virginia to develop monitoring procedures for assessing overall polling-place management by election officers and errors and omissions which occur on election day. Further, the study represents the first effort to examine certain factors, including procedural materials, demographic characteristics of the election officers, voter turnout, and socioeconomic determinants, which appear to contribute to errors and omissions in the polling place on election day.

Limitations of the Study

As general registrar of voters for the City of Norfolk, the writer was in a unique position to investigate certain factors which appeared to contribute to errors and omissions among election officers who worked in fifty-four polling places in Norfolk, Virginia. The polling-place locations, the election officers, and the voters reflected Norfolk's population by race and socioeconomic status. The following descriptive profile of Norfolk was obtained from the Department of City Planning:

Description of Norfolk, Virginia

Located in Southeastern Virginia, Norfolk is a major port community in Hampton Roads. Principal aspects of its economy are finance, education, medical services, ship building and repair, conventions/tourism, services, and the military.¹⁸

Population

The city experienced a decline in population from 1970 (307,951) to 1980 (266,979) and from 1981 (273,000) to 1982 (267,200). Since then, the population has

continuously increased from 1983 (279,100) to its current level (282,900 in 1985).¹⁹

Racial Distribution

The city's racial composition is 60.8% white, 35.2% black, and 4.0% other.²⁰

Age of Population

The median age is 25.5 years with the largest age cohorts between 20 and 34. . . . Over the last ten years, there has been a population decline for all age groups up to 55 years and older, except for the 25-34 age group, which has increased.²¹

Household Income

According to the 1980 census, Norfolk had 88,383 households with a median household income of \$12,509 and 61,506 families, with a median family income of \$14,779. Since 1980, there have been significant increases in the number of households and families and income levels. The projected 1986 statistics from the Tayloe Murphy Institute indicate that the number of households has increased to 101,199 and the median household income has increased to \$18,474, while the number of families has risen to 69,122 with a median family income of \$22,269.²²

This study was conducted during and immediately following the two November general elections of 1986 and 1987, in which turnout of voters for both elections represented between 50 and 53 percent of the registered voters in Norfolk. The research did not include an investigation and assessment of training methodology since all election officers received the same instructional information for the two elections included in the study. Although the majority of election officers attended the instructional classes, only chief officers and assistant chief officers for each precinct were required to attend, in accordance with the

Code of Virginia.²³

Because the study was limited to the population of election officers who worked in fifty-four polling places in Norfolk, Virginia, conclusions derived from the study are applicable only to this election jurisdiction. However, it is anticipated that, in addition to improving polling-place management in Norfolk, Virginia, the results of the study will have practical significance for all election jurisdictions in Virginia.

Procedures

This study was undertaken to investigate and assess factors which appeared to contribute to errors and omissions made by election officers in the polling place on election day. A major purpose of the study was to acquire information and data for decision-making and planning in the Department of Elections in Norfolk, Virginia. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987, in which turnout of voters was 48,194 and 49,756, respectively.

The problem addressed in the first phase concerned the perceived inadequacy of existing procedural materials which were provided to all election officers in Virginia by the State Board of Elections. An investigation was conducted to determine whether modification strategies and the addition of job aids resulted in a reduction of procedural errors and omissions on election day. Specifically, a comparison was

made of two different approaches to formatting election-day procedural materials--subject-formatting and time-formatting--in an effort to determine which approach appeared to have a greater influence on reducing the number of errors and omissions occurring in the polling places on election day. The problem addressed in the first phase was examined immediately following the November 4, 1986 general election.

Three major investigations were conducted in the second phase during and immediately following the November 3, 1987 general election. The first investigation concerned the perception that procedural errors, omissions, and overall ineffective management of the polling places resulted from appointing and retaining citizens who were elderly, inexperienced, undereducated, and unable to cope with the diversity and the number of voters. Accordingly, an investigation was conducted to determine among election officers in certain high and low socioeconomic areas of the City of Norfolk the effect of the following variables on polling place performance: (1) age of election officers, (2) experience of election officers, (3) level of education of election officers, and (4) voter turnout for the precinct. The objective of the second investigation was to examine the perceptions of electoral board members and voters who rated the election officers who worked in precincts in high and in low socioeconomic areas of Norfolk on performance and effectiveness of polling-place management. The third

investigation pertained to an assessment of problems as perceived by election officers who worked in precincts in high and in low socioeconomic areas of Norfolk. Here, election officers rated their opinions concerning problems caused by certain election-day procedures and materials. In addition to the quantitative data derived from the study, qualitative data were gathered from post-election comments and suggestions from voters and election officers.

Definitions of Terms

For the purpose of this study, the following definitions were used:

Title 24.1 of the Code of Virginia:²⁴ This title refers to the election laws of Virginia.

Electoral Board: In each Virginia county or city, an electoral board is appointed by a majority of the circuit court judges for that county or city for a term of three years. A majority of the members of the electoral board are from the political party which cast the highest number of votes in Virginia for Governor at the last preceding gubernatorial election.²⁵

Election Officers: This term refers to "those persons appointed by an electoral board to maintain and operate a polling place at any election. . . ." ²⁶

Polling Places: This term refers to the "place provided for each election . . . precinct at which the qualified voters having a voting residence in such . . .

precinct may vote."²⁷

Precinct: This term refers to "a district designated by a proper authority within which all qualified voters having a voting residence therein may vote at the same polling place."²⁸

Polling Place Management: This term refers to "the act or manner of managing, handling",²⁹ directing and controlling the procedures and tasks involved in the operation of a polling place--opening the polls, processing qualified voters, certifying the results, and closing the polls.

Performance Monitoring: This term refers to "the periodic measurement of progress toward program objectives."³⁰

High Socioeconomic Area: This term refers to twelve precincts, identified from census tract data, where the average household income is highest in the City of Norfolk, ranging from approximately \$34,000 to \$62,000.³¹

Low Socioeconomic Area: This term refers to twelve precincts, identified from census tract data, where the average household income is lowest in the City of Norfolk, ranging from approximately \$9,200 to \$15,000.³²

Middle Socioeconomic Area: This term refers to thirty precincts identified from census tract data, where the average household income is between the lowest and the highest in the City of Norfolk, ranging from approximately \$15,000 to \$34,000.³³

Official Records: This term refers to "all written or printed books, papers, letters, documents, maps and tapes, photographs, films, sound recordings, reports or other materials regardless of physical form or characteristics, prepared, owned, or in the possession of a public body or any employee or officer of a public body in the transaction of public business."³⁴

ENDNOTES

¹Gwenn Hofmann, "Managing The Polls on Election Day," Paper presented to National Clearinghouse on Election Administration, Washington, D.C., n.d. (Mimeographed)

²Norfolk, Virginia, Department of Elections, Notes of the General Registrar, November 1984-May 1986.

³Ibid.

⁴Federal Election Commission, Contested Elections and Recounts, Volume II: The State Perspective (Bloomington, Indiana: School of Public and Environmental Affairs, 1978), 225.

⁵Ibid., 226.

⁶Gwenn Hofmann, "Training: What Is It?; Why Do It?" Election Center Reports (24 February 1987), 4.

⁷Gary Greenhalgh, "Contested Election and Recounts, " paper presented at the First Conference of the Election Center, New Orleans, Louisiana, December, 1986, 4.

⁸Hofmann, "Training: What Is It?; Why Do It?" 1.

⁹"What If We Held an Election and Everybody Came?" Paper sent to Virginia General Registrars from State Board of Elections, Richmond, Virginia, 1984. (Mimeographed), 1.

¹⁰National Clearinghouse on Election Administration, "Training Your Election and Poll Workers: What's To Be Done, How and Why?" Washington, D.C., n.d. (Promotional Materials)

¹¹Gary L. Greenhalgh, Director of the International Center on Election Law and Administration to, Ann J. Washington, General Registrar of Norfolk, Virginia, 1 April 1985.

¹²Ibid., 1.

¹³Ibid., 2.

¹⁴Ibid., 2.

¹⁵Betty W. Edwards, Chief Assistant Registrar, Department of Elections, interview by author, Norfolk, Virginia, n.d.

¹⁶Ibid.

¹⁷Ibid.

¹⁸Norfolk, Virginia, A Statistical Overview, Department of City Planning, Information Services Section (March 1987), 1.

¹⁹Ibid., 11.

²⁰Ibid., 11.

²¹Ibid., 11.

²²Ibid., 29.

²³Virginia, Title 24.1 of the Code of Virginia (1987), sec. 24.1-105.

²⁴Virginia, Title 24.1 of the Code of Virginia (1987).

²⁵Ibid., sec. 24-1.29.

²⁶Ibid., sec. 24.1-1.

²⁷Ibid., sec. 24-1.1.

²⁸Ibid., sec. 24.1.

²⁹Random House Dictionary of the English Language, 2nd ed., Unabridged, s.v. "Management," (New York: Random House, 1987).

³⁰Joseph S. Wholey, Evaluation: Promise and Performance (Washington, D.C.: The Urban Institute, 1979), 117.

³¹Norfolk, Virginia, Current Demographic Profiles (CDP) Report; Update of the 1980 U.S. Census for the City of Norfolk (Cincinnati, Ohio: Public Demographics, Inc., March 1984).

³²Ibid.

³³Ibid.

³⁴Virginia, Title 2.1 of the Code of Virginia (1987), sec. 2.1-341.

CHAPTER II

REVIEW OF THE LITERATURE

To provide a framework for this study, a review of the literature pertaining to parameters of polling-place management was conducted. This information was organized into three categories: (1) A National and Local Perspective, (2) Procedural Materials, and (3) Election Litigation.

A National and Local Perspective

In the United States, there are approximately 13,000 independent election authorities charged with supervising registration and election activities.¹ A substantial amount of research has been devoted to voter registration, voter mobilization, and election turnout profiles, but relatively little study has been given to the administration of election-day operations at the polling places. This serious oversight has potentially disastrous consequences.² One of the reasons for the gap in research on election-day management is the absence of coordination on a national level of election procedures and operations. These election processes, including voter registration, are determined at the state level; the administration and implementation processes are delegated to the local authorities.³

There is a considerable variation in the quality of local election administration and operations.⁴ Many election administrators and their staffs are highly competent and experienced. They are supported financially by local governmental units which permit them to hire and pay competent staff of sufficient number and to make use of the latest in computer technology to monitor the activities and processes that are involved in managing election operations. In other jurisdictions, election officials are using obsolete equipment, and they do not have the requisite personnel to adequately administer and monitor the election process. Funding is usually a major problem in these jurisdictions; many are located in the older, diverse, and highly populated areas where a large number of voters are affected by the extremes of high and low socioeconomic levels.⁵ As an example, in 1982 thousands of registered voters in Washington, D.C. were required to use special, challenged ballots on election day because the roster of registered voters was deficient. Many voters left the polling place rather than confront the confusion and chaos. According to the Chairman of the Washington, D.C. Board of Elections, "The primary cause of the difficulties . . . was the lack of effective organization and training of poll workers and the lack of accurate registration data."⁶ At considerable cost, the problems were corrected after staff changes were made and the voting rosters were revalidated.⁷

In 1971, the League of Women Voters of the United States, in conjunction with the National Municipal League, conducted a national monitoring survey of 251 communities to assess standards, procedures and structures of election services and to document the need for changes in election laws and administrative practices of local and state election officials. The Election System Project, supported by a grant from the Ford Foundation, presented the findings in a report called Administrative Obstacles to Voting.⁸ The following procedural and structural obstacles were encountered by the monitors on election day at the polling places:

1. Thirty-eight percent (38%) of the polling places were poorly marked or identified.
2. Seven percent (7%) of the 484 polling places observed opened later than the hour prescribed by law.
3. Nineteen (19) of the polling places observed refused the voter the right to vote even though the voter was standing in line at closing time.
4. Voters were delayed in casting a ballot in one of these voting places observed due to a malfunction of the voting equipment.
5. The voting rights of 419 persons were challenged at the observed polling places.⁹

The authors of the monitoring report concluded that a prospective voter who enters a polling place "will probably confront a poorly trained staff usually selected on the basis of partisanship."¹⁰ Election workers were observed to be confused about voting machine operations, vote tallying procedures, absentee ballot processing, and changes in election law and procedures affecting a person's voting rights.¹¹

Little national attention has been given to remediating the problems associated with making election-day operations and performances more efficient. Because of the decentralized nature of the election system, state officials in 1984 were encouraged by the U.S. House of Representatives Administration Committee, which oversees national elections for Congress, to conduct an inventory of each local election jurisdiction before the Presidential election. The inventory was designed to determine the potential impact of increased voter registration and the resulting need for additional technical staff assistance, voting equipment, ballots, and election workers to manage the polling places.¹²

The inventory was not conducted in Virginia. In Norfolk, there was an increase of over 18,000 newly registered voters and over 5,000 address changes among those who were currently registered to vote.¹³ The impact of a heavy voter turnout was experienced throughout Norfolk's fifty-four polling places on November 6, 1984. However, according to electoral board members and other public officials, long lines of voters in many of Norfolk's polling places were attributed not to increased registration, but to the need for more competent election officers and improved procedural materials to handle the numerous problems associated with a high voter turnout.¹⁴ Numerous grievances were documented. One Norfolk legislator complained that many of the election

officers he had observed appeared to be too elderly to handle the stress and to deal with uninformed voters and problems relating to polling place procedures. Further, he reported that in some polling places, voting booths were vacant, but long lines of voters developed because of inadequate reading and writing skills among the election officers.¹⁵ These complaints were reiterated throughout the election day,¹⁶ when the voter turnout was the largest on record in Norfolk: seventy-eight percent of ninety-nine thousand registered voters.¹⁷

A review of election day and post-election monitoring logs used in the gubernatorial election on November 5, 1985,¹⁸ and in the Norfolk City Council election on May 6, 1986,¹⁹ reveals numerous procedural errors and omissions were made by election officers working in Norfolk's fifty-four polling places. Election-day telephone calls from voters, recorded as complaints and potential lawsuits, related to procedural questions, to the lack of promptness in verifying qualified voters due to reading and writing skills, and to an overall perceived incompetence on the part of election offices in managing the polling places.²⁰

Section 24.1-105 of the Code of Virginia provides that electoral boards of each city or county appoint not less than three competent citizens to serve as election officers for each precinct, beginning on the first of March of each year and continuing for one year.²¹ The electoral boards

designate one officer as the chief officer of election and one officer as the assistant for each precinct. Whenever practicable, these two officers are not to represent the same political party.²² Further, it is the duty of the electoral boards to train and prepare each chief officer and each assistant chief officer in the procedures required to manage a polling place, not less than three nor more than fourteen days before each election. Other officers of election may receive preparation training not less than three nor more than thirty days before each November general election.²³

Methods of preparing election officers to manage a polling place are left to the discretion of the electoral boards, who frequently delegate the responsibility to the general registrars. Guidelines for assessing preparation needs, for developing polling-place management programs based on those needs, and for monitoring performance at the polling places are not provided by the state election agency in Virginia.²⁴

In Norfolk, monitoring the performance of election officers in each of the fifty-four polling places has been sporadic at best. During a brief visit (usually lasting no longer than fifteen minutes) by one of three electoral board members to one of the fifty-four polling places on election day, the board member notes the attendance of each election officer in order to process the compensation for their

services. If a board member is not present at a time when assistance is needed or when procedural errors or omissions are occurring, the errors or omissions are either overlooked or they become known to the Department of Elections later via a complaint from a voter, a candidate or the media.

In 1985, a subcommittee of the Federal Election Commission on national voting systems standards indicated the need for developing comprehensive monitoring procedures in all election operations.²⁵ Several jurisdictions, including Detroit, Michigan; Washington, D.C.; and Jackson County, Missouri, were cited as having developed performance monitoring reports or checklists to identify the procedural areas where election workers have made errors, omitted procedures or performed unsatisfactorily. The monitoring reports indicate patterns of precinct deficiency which are used to identify areas of concentration for subsequent training programs on polling-place management.²⁶ Other jurisdictions, notably Pinellas County, Florida²⁷ and Fairfax County, Virginia,²⁸ use experienced election officers who are assigned a limited number of polling places to monitor and supervise throughout the election day.

Procedural Materials

In 1972, with supplemental funds from the Ford Foundation, the League of Women Voters of the United States published a handbook to assist election officials in preparing election-day workers to manage a polling place.

The handbook, Making It Work: A Guide to Training Election Workers,²⁹ was based on information obtained from the Election Systems Project survey, and on a study of procedural manuals and films from different states.³⁰ The handbook provided a framework from which local and state regulations and procedures could be adapted. It also provided a guide to assist election officials in developing their own procedural manual on election-day operations, covering such topics as preparing polling places for voting, managing problems with voters and voting equipment, closing the polls, tallying the votes, and completing the required reports. The authors of the League of Women Voters' handbook suggested that the local and state manual be written in layman's language and "color-coded for easy reference during the heat of election-day activities" (italics mine).³¹

The observations of the League of Women Voters are supported in a study of laws and procedures governing contested elections and recounts conducted for the Federal Election Commission in 1978 by the School of Public and Environmental Affairs at Indiana University.³² The final study reported that many recounts and contests are initiated because of known problems in the election system, including personnel and administrative procedures at the polling places. In the report, the authors state:

The recruitment, training, and management of individuals who actually administer the balloting and

tabulation functions at polling places is one of the greatest problems in local election administration. Professional election administrators uniformly agree that programs should be implemented to improve the quality of work performed by officials at the polling place in order to reduce the incidence of errors in the determination of voter identity and eligibility, tabulation, tallying, and canvassing. These concerns are obviously quite valid, since the vast majority of recounts and contests combined arise from apparent or alleged error in tabulation, and in verification of voter eligibility.³³

The report concluded that the optimal response to these problems was to develop detailed procedural manuals for performing every task and to train the election workers in the correct performance of those tasks.³⁴ Because most tasks in the polling places appear to be "fairly routine and intuitively obvious,"³⁵ the researchers reported a dearth of detailed written procedures describing how each of the election-day tasks should be performed. Further, the researchers were unable to find any formalized analysis of tasks performed at the precinct level, "a necessary prerequisite to the proper development of procedures."³⁶

In light of the findings that incorrect and inconsistent application of regulations was a major problem in determining voter eligibility, counting ballots, and performing other routine tasks in the polling place, the authors of the study for the Federal Election Commission recommended that:

. . . a procedures manual be prepared for the use of precinct workers which will provide detailed instructions for the performance of every task required at the precinct level. . . . In order to ensure uniformity across jurisdictions within each state, such manuals

should be prepared at the state level. In the absence of state action, local administrators should satisfy these needs.³⁷

The researchers of the above study acknowledged the complexity and quantity of certain procedures to be followed on election day and that use of written instructions only would not suffice to ensure accurate administration of an election in the polling places. Because of the occasional or intermittent nature of the duties of an election worker in the polling place, the design and the implementation of programs for these workers were acknowledged to be difficult. However, the authors of the study recommended that polling-place management programs for election workers provide for a structured review of specific problems encountered at the polling place in performing election-day procedures. The report also recommended that provisions be made for supervising election officers, beginning with an analysis of necessary tasks to be accomplished by the election workers in the polling place.³⁸

Although specific job tasks for each election officer position in the polling place have not been delineated, a procedural handbook, Instructions for Officers of Election,³⁹ is published annually by the State Board of Elections for over 6,000 election officers serving in Virginia's 1,821 precincts. The format of the handbook is time-related. The first section, which includes seventy-five percent of the handbook's 104 pages, contains

information on all regular procedures to be followed by election officers in the conduct of an election. Thus, Section One is divided into three parts and describes the duties of the officers in the order in which they should occur: "Opening Polls," "When Polls Are Open," and "After Polls Close." Section Two contains information on the exceptions to the regular voting procedure: absentee voting, appeals by the voter, challenged votes, change of address, names not on the roster of voters, persons needing assistance, and persons voting outside the polls. Section Three contains information on those items which need special attention: authorized representatives of a candidate or a party, instruction versus assistance, and official forms. The primary handbook and a new, twenty-six page addendum,⁴⁰ used by nine jurisdictions with punch-card voting equipment, contain no index of subject areas. Retrieval of specific information is accomplished by a random search through the handbooks or by using the table of contents.⁴¹

Although the primary handbook is revised annually, election officers in Norfolk, Virginia, continue to express their frustration and dissatisfaction with the handbook's organization.⁴² The omission of the index does not permit an election worker to quickly and easily retrieve information relating to a voter's problem or a question involving electoral policy and procedure. As an example, any voter in Virginia is subject to being challenged as a qualified

elector in a precinct by an authorized representative of a candidate or a party. Should this event occur, the voter is required to sign an "Oath of Voter" form, affirming under penalty of perjury that he is duly qualified to vote in that particular precinct. If the voter refuses to take the oath, he loses the right to vote.⁴³ The oath form, used in this situation, is one of five different, but not dissimilar, oath forms which an election officer might be required to administer to a voter. Each situation which requires the use of an oath form generally results in a disruption of the voting process for all voters. Frequently, the incident angers or embarrasses the voter who must take the oath,⁴⁴ and it discourages the election officers who must search the handbooks' contents to locate the proper procedure and specific form to use.⁴⁵

In each circumstance, when the election officer cannot locate in the handbooks the required procedures to follow and telephone service in the polling place is not readily accessible for calling the Department of Elections, the voter's problem is either not addressed, which potentially disenfranchises the voter, or the problem is attended to incorrectly, which results in a potential code violation.⁴⁶ Similarly, when the voting equipment malfunctions, immediate retrieval of trouble-shooting procedures is critical in order to prevent time-consuming disruptions in the voting process.⁴⁷

Modifications to the two state agency handbooks were proposed by James E. Mathews, Chairman of the Norfolk Electoral Board, in a letter dated January 2, 1987, to Susan H. Fitz-Hugh, Secretary of the State Board of Elections.⁴⁸ Specifically, Mathews suggested using only one publication with a replaceable-page format which "could be tabbed, color-code, or be otherwise marked so as to provide quick and easy reference for specific situations" (italics mine).⁴⁹ Such a handbook, according to Mathews, would permit localities to insert their own "administrative instructions, telephone numbers, etc."⁵⁰

In the letter, Mathews outlined the disadvantages of reorganizing current state-agency materials but concluded with these remarks:

The question then properly arises as to whether the proposed change in format would be justified in view of predictable initial start-up costs and ensuing administrative problems. I feel a good case could be made for the change. A new format which would significantly improve the assistance available to officers of election and help them complete their numerous and demanding tasks properly and with greater ease and confidence would appear to be worthwhile. A one volume publication which would be easily amendable statewide, conveniently tabbed or colored for quick reference, and locally supplementable, would, it seems to me, so improve the usefulness of the provided guidance as to justify its creation and maintenance.⁵¹

In a reply to Mathews, dated January 6, 1987, Fitz-Hugh cited recent observations in which some local registrar offices in Virginia were unable to keep a copy of a loose-leaf Registrar's Manual updated.⁵² Further, Fitz-Hugh cited annual printing costs of approximately \$19,500 for 25,000

handbooks and 6,000 addendums. This number of handbooks was sufficient for two statewide elections and for approximately 13,500 election officers who worked in the 136 election jurisdictions in Virginia.⁵³ An estimation of initial start-up costs for notebooks and printing, annual printing costs to update the notebooks, if necessary, and long-term savings to the State of Virginia was not given. Further, Fitz-Hugh stated that the initial purchase of notebooks was not feasible under the current budget, but that the suggestion would be considered.⁵⁴

Election Litigation

Recent national developments have served to bring the issue of contested elections and recounts into focus. In the United States, over 500,000 offices are filled by elections during a major election year. During the past ten years, the number of parties, candidates, initiatives, referendums, and recall actions has doubled. Election recounts and contests can be expected to increase also.⁵⁵

In order to invalidate an election, a "candidate has to establish that questioned votes are of a number great enough to have affected the outcome of an election."⁵⁶ The questionable votes might occur from procedural errors, voting equipment breakdowns, absentee ballot mismanagement, or performance and management problems at the polling places.⁵⁷

Heading a conference panel on contested elections in

1986, Dr. Gary Greenhalgh recommended that all states "develop a comprehensive procedures manual, coupled with mandatory training for election-day personnel."⁵⁸ At a national conference in February, 1987 on election administration, four workshops were devoted to lawsuits, recounts, and contested elections.⁵⁹ Among the recommendations presented, the following directly pertain to this study:

1. Prepare for each election as though you anticipate a contest.
2. Know your state statutes on contests and recounts.
3. Establish approved guidelines or standards before the election.
4. Train poll workers thoroughly and test their election-day knowledge and abilities.
5. Keep a telephone log for each polling place on election day to record errors or problems that might arise.
6. Track down each problem from a polling place on election day and resolve it promptly.
7. Prepare specific lists (manual) for the poll workers, with examples of their election supplies and show exactly how each form is to be handled.⁶⁰

A recent and significant example of litigation involving procedural practices in the polling place occurred in St. Louis, Missouri following a March, 1987 primary election. The case (Roberts v. Wamser No. 87-347C (3), E.D. Mo., Dec. 23, 1987) involved two white and two black candidates for President of the Board of Alderman.⁶¹ A white candidate won the party nomination by 171 votes over a black candidate, in which 77,444 votes were cast. After refusing a free recount provided by state law for close elections, the losing candidate challenged the outcome of

the election as a violation of the Voting Rights Act, charging that the punch card voting system, as used in St. Louis, discriminated against black voters.⁶²

The losing candidate won a court order which required a secret manual recount of the votes cast from seven of the twenty-eight wards in St. Louis. When the margin was reduced by fifty-one votes during the secret recount process, the court ordered the remaining votes from all the wards recounted. This manual review of the 77,444 ballots was required to determine whether the voter had "indicated a choice in some way other than a punch"⁶³ that could be electronically read. Although no official recount total was agreed upon, the initial candidate's victory was sustained by not less than sixty votes.⁶⁴

The losing candidate in this case filed a fourth amended complaint, and according to Dr. Richard G. Smolka, editor of Election Administration Reports:

. . . the difference between the number of voters who went to the polls and the votes cast in this contest was greater in the black wards than in the white wards. He [the losing candidate] referred to this difference as "uncounted ballots," including overvoted ballots and "undervoted" ballots, those ballots on which the voter indicated no choice in the contest.⁶⁵

The federal judge, William Hungate, ruled that:

. . . the pattern of "uncounted" votes on punch cards, either because no vote was cast for an office, or because the voter overvoted for the office, indicated punch card ballots as used in St. Louis, discriminated against minorities in violation of Sec. 2 of The Voting Rights Act.⁶⁶

Although the judge did not find that punch card voting was illegal, the requirement he imposed on the City of St. Louis has the potential for making punch card voting "so cumbersome and expensive that paper ballots would seem to be the only noncontroversial way of meeting the judge's demands," according to Smolka.⁶⁷

Missouri Secretary of State, Rob Blunt, in urging the City of St. Louis to appeal the judge's order to manually examine each ballot, stated:

Engaging in speculation by looking at scratch marks, indentions, or double punches would require guessing as to what the voter is thinking. No group of election workers is qualified to do that.⁶⁸

Currently, approximately forty percent of the nation's voters live in counties or cities which use punch-card voting systems.⁶⁹ Implications of the St. Louis case could provide a basis for lawsuits against these counties and cities, including Norfolk, which use punch-card voting equipment, since all election jurisdictions in the nation are covered by Section 2 of the Voting Rights Act. Further, the decision suggests that new voting systems "must not have a negative impact, however small, on voting participation by minorities protected under the Voting Rights Act."⁷⁰

In accordance with guidelines from the State Board of Elections, one election officer in each polling place is required to offer the voter a demonstration on how to properly use the punch-card voting equipment.⁷¹ However, telephone calls from voters during and following election

day indicate that a demonstration of voting equipment is not always offered or given to each voter.⁷² Further, procedural materials from the State Board of Elections do not mention the consequences of overvoting: if a voter votes for a number of persons or positions which exceeds the number of votes allowed for an office or an issue, the total voted ballot is considered void and the person is disenfranchised. The ballot counter printout tape, however, records the number of overvotes which occurs in each polling place as well as the number of undervotes, or those votes which result from not voting the allowable number designated for each office or issue. In the latter case, the person's votes, up to the allowable number, are counted and the remaining "unused" votes are tallied as undervotes for an office or issue. Strategically, "single-shot" voting for a particular candidate is a well-known tactic which is used by voters and sometimes encouraged by a candidate's supporters when more than one candidate is to be elected for an office. Here, voters do not cast their votes for the allowable number indicated on the ballot, thereby preventing a dispersion of votes among all the candidates.⁷³

In February 1988, Federal Judge William Hungate "stayed his order requiring the St. Louis Board of Election Commissioners as a matter of routine to manually recount all punch-card ballots which contained either overvotes or undervotes. (Roberts v. Wamser, No. 87-0347 C (3), E.D.

Mo., February 26, 1988)."74 This order eliminated the need for a manual recount if the margin of votes between the winning candidate or proposition and the losing candidate or proposition was "greater than the total number of votes cast but not counted in that race or for that proposition."75

The new order was enacted only after the Board of Election Commissioners modified its voter signature cards to verify that all voters would be offered instructions on how to vote using a punch-card voting ballot,76 and presumably, on the consequences of overvoting and undervoting.

In a letter to the Norfolk General Registrar, dated July 9, 1987, State Delegate William P. Robinson, Jr. expressed concern about the excessive number of overvotes and undervotes recorded on the ballot printout tapes following a June 9, 1987 Democratic Primary Election. In the letter, Robinson writes:

In reviewing the election returns of the recent Democratic primary, I observed a significant drop off of votes cast as opposed to votes counted. I have observed similar drop offs in other elections since we adopted the new [punch-card] voting machines. It would appear to me that the new election machinery should be reviewed to determine whether voters are being appropriately instructed and guided in regard to their ballots. In addition, if [perhaps] the ballot receptacles should be programmed in such a way as to reject an invalid ballot so as to give the voter the opportunity to correct his mistake.77

In a reply to Delegate Robinson, dated August 27, 1987, Paul M. Lipkin, Secretary of the Norfolk Electoral Board, stated:

The Electoral Board also was aware of the difference between the votes cast and those counted. As you well know, this resulted from voters either voting for both candidates or for neither candidate. Naturally, when that occurred, the ballot was rendered negatory. Other than voter education, I know of nothing either the Electoral Board or the Registrar can do. People have the right to spoil their ballot as they have the right to vote or not to vote. Of course, if a person votes for opposing candidates by mistake, that person can get a new ballot before the ballot is actually placed in the counter.⁷⁸

In summary, the primary purpose of this study was to investigate factors which appeared to contribute to errors and omissions among the citizens who worked as election officers in the polling places on election day. If procedural errors and omissions occur or if qualified voters are disenfranchised due to incompetent management of the polling places, the likely outcome is a lawsuit, a contested election, or a recount of the votes.

In Chapter II, an overview is presented of polling-place management concerns from a national and local perspective. This chapter has also included information concerning the importance of procedural materials to the management of a polling place on election day. Chapter III describes the population of election workers, methods of collecting data, research procedures, instrumentation, statistical procedures, and hypotheses.

ENDNOTES

¹"What If We Held an Election and Everybody Came?"
Paper sent to Virginia General Registrars from State Board
of Elections, Richmond, Virginia, 1984. (Mimeographed), 1.

²Ibid., 4.

³Ibid., 4.

⁴Ibid., 4.

⁵Ibid., 5.

⁶Ibid., 6.

⁷Ibid., 6.

⁸League of Women Voters, Administrative Obstacles to
Voting (Washington, D.C.: League of Women Voters Education
Fund, 1972).

⁹Ibid., 18.

¹⁰Ibid., 18.

¹¹Ibid., 18-19.

¹²"What If We Held an Election and Everybody Came?" 8.

¹³General Registrar to Electoral Board, Norfolk,
Virginia, November, 1984. (Typewritten)

¹⁴Norfolk, Virginia, Department of Elections, Notes of
the General Registrar, November, 1984.

¹⁵William P. Robinson, 90th House District Delegate to
the Virginia General Assembly, interview by author, Norfolk,
Virginia (4 November 1984).

¹⁶Norfolk, Virginia, Notes of the General Registrar,
November, 1984.

¹⁷Virginia, "Abstract of Votes," Title 24.1 of The Code of Virginia (1984), sec. 24.1-150.

¹⁸Norfolk, Virginia, Notes of the General Registrar, November, 1985.

¹⁹Norfolk, Virginia, Notes of the General Registrar, May, 1986.

²⁰Ibid.

²¹Virginia, Title 24.1 of the Code of Virginia (1987), sec. 23.1-105.

²²Ibid.

²³Ibid.

²⁴Ibid.

²⁵Richard G. Smolka, ed. "FEC Panel Training Subcommittee Outlines Training Need in All Election Operations," Election Administration Reports 15 (February 4, 1985), 3.

²⁶Ibid.

²⁷Betty W. Edwards, Chief Assistant Registrar, report to the Department of Elections on Conference for Election and Registration Professionals, Cocoa Beach, Florida, February 5-7, 1987.

²⁸Evelyn S. Peevy, Vice-Chairman of the Norfolk Electoral Board, report to the Electoral Board on 15th Annual Meeting of the Virginia Electoral Board Association, Hot Springs, Virginia, March 27-29, 1988.

²⁹League of Women Voters, Making It Work: A Guide to Training Election Workers (Washington, D.C.: League of Women Voters Education Fund, 1973), 2.

³⁰Ibid.

³¹Ibid.

³²Federal Election Commission, Contested Elections and Recounts, Volume II: The State Perspective (Bloomington, Indiana: School of Public and Environmental Affairs, 1978).

³³Ibid., 224.

³⁴Ibid., 226.

³⁵Ibid., 226.

³⁶Ibid., 226.

³⁷Ibid., 226.

³⁸Ibid., 226.

³⁹Virginia State Board of Elections, Instructions for Officers of Elections (Richmond, Virginia, 1986).

⁴⁰Virginia State Board of Elections, Addendum--Instructions for Officers of Elections (Richmond, Virginia, 1986).

⁴¹Betty W. Edwards, Chief Assistant Registrar, interview by author, Office of the General Registrar, Norfolk, Virginia, n.d.

⁴²Ibid.

⁴³Virginia, Title 24.1 of the Code of Virginia, (1987), sec. 24.1-133.

⁴⁴Betty W. Edwards, Chief Assistant Registrar, interview by author, Office of the General Registrar, Norfolk, Virginia, n.d.

⁴⁵Ibid.

⁴⁶Virginia, Title 24.1 of the Code of Virginia, (1987), sec. 24.1-125.

⁴⁷Ibid., sec. 24.1-221.

⁴⁸James E. Mathews, Chairman of the Norfolk Electoral Board to Susan H. Fitz-Hugh, Secretary of the Virginia State Board of Elections (2 January 1987).

⁴⁹Ibid., 1.

⁵⁰Ibid., 1.

⁵¹Ibid., 2.

⁵²Susan H. Fitz-Hugh, Secretary of the Virginia State Board of Elections to James E. Mathews, Chairman of the Norfolk Electoral Board (6 January 1987).

⁵³Ibid., 1.

⁵⁴Ibid., 1.

⁵⁵Gary Greenhalgh, "Contested Elections and Recounts, paper presented at the First Conference of the Election Center, New Orleans (December, 1986), 4.

⁵⁶Ibid., 4.

⁵⁷Ibid., 6.

⁵⁸Ibid., 6.

⁵⁹Election Center, "Conference for Election and Registration Professionals," Cocoa Beach, Florida (February 5-7, 1987).

⁶⁰Laurie P. Christie, "Contested Elections: How to Deal With Them", Conference for Election and Registration Professionals, Cocoa Beach, Florida, 6 February 1987. (Typewritten)

⁶¹Richard G. Smolka, ed. "Federal Judge Orders St. Louis Punch Card Ballots to be Manually Reviewed Each Election," Election Administration Reports 18 (January 11, 1988), 1.

⁶²Ibid., 2.

⁶³Ibid., 2.

⁶⁴Ibid., 1.

⁶⁵Ibid., 3.

⁶⁶Ibid., 1.

⁶⁷Ibid., 1.

⁶⁸Ibid., 1.

⁶⁹Ibid., 2.

⁷⁰Ibid., 2.

⁷¹Virginia, Addendum, 8.

⁷²Norfolk, Virginia, Notes of the General Registrar, November, 1987.

⁷³Robert E. Washington, former 89th House District Delegate to the Virginia General Assembly, interview by author, Norfolk, Virginia, n.d.

⁷⁴Richard G. Smolka, "Federal Court Stays Order Requiring Manual Recount of St. Louis Ballots," Election Administration Reports 18 (March 21, 1988), 3.

⁷⁵*Ibid.*, 3.

⁷⁶*Ibid.*, 3.

⁷⁷William P. Robinson, Jr., 90th House District Delegate to the Virginia General Assembly to Ann J. Washington, General Registrar of Norfolk, Virginia (9 July 1987).

⁷⁸Paul M. Lipkin, Secretary of the Norfolk Electoral Board to William P. Robinson, Jr., 90th House District Delegate to the Virginia General Assembly (27 August 1987).

CHAPTER III

METHODOLOGY

The purpose of this study was to investigate factors which appeared to contribute to errors and omissions among election officers in polling places in order to improve election services to voters and prevent election litigation and contests. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987. Following a description of the population and general considerations for collecting data for both phases of this study, the framework and research procedures are presented separately for Phase 1 and Phase 2.

Description of the Population--Phases 1 and 2

The procedures for appointing election officers is given in Section 24.1-105 of the Code of Virginia, in which it is stated:

It shall be the duty of the electoral board of each city and county, at their regular meeting in the first seven days of the month of February each year, to appoint, . . . officers of election whose terms of office shall begin on the first of March following their appointment, and continue for one year or until their successors are appointed. Not less than three competent citizens shall be appointed for each precinct and, insofar as practicable, each officer shall be a qualified voter of the precinct he is appointed to serve, but in any case a qualified voter of the city or county.¹

Section 24.1-106 of the Code of Virginia defines the qualifications for serving as an election officer:

Whenever it is possible to do so, the persons appointed officers of election shall be chosen for each polling place from a list of names of persons who are competent, of good moral character, and qualified to serve in the precinct, if submitted by the two political parties casting the highest and next highest number of votes at the last gubernatorial election.²

Over ninety-five percent of the election officers in Norfolk, Virginia are assigned to work on election day in the precinct where they vote or in a contiguous precinct, thereby reflecting the socioeconomic demographics of the precinct. Further, over ninety-five percent of election officers in Norfolk, Virginia are recruited by other election officers since the political parties rarely submit a list of names to the electoral board.³

Approximately five weeks before each election day, election officers receive correspondence from the Department of Elections which provides information relating to the precinct and polling place where they will work on election day, the dates for the training classes, the compensation, and the hours of work. The number of election officers assigned to a precinct will be predicated on two considerations: (1) the number of registered votes in a precinct, and (2) the projected turnout of voters in an election. Among the fifty-four precincts included in this study, twenty-seven precincts use a minimum of six election officers; twenty-four precincts use a minimum of eight

officers; three precincts use a minimum of eleven officers. The central absentee precinct was not included in this study.

Since the majority of Norfolk's election officers are retired, it is not uncommon to replace up to 40 percent of the total number of officers originally assigned to work in an election. Personal and family illness, or travel are the usual reasons given for an officer's inability to serve as an election officer in a particular election. Accordingly, substitute officers, having been appointed by the electoral board, are called upon to work on election day, often with minimum notice. Every effort is made to limit the number to no more than two substitute officers to serve with other experienced officers in each polling place.

Methods of Collecting Data--Phases 1 and 2

Six instruments were used to collect data for both phases of the study. Before the instruments were designed, the following questions were asked:

1. Why is the information being collected?
2. Who can provide the information?
3. What information is required?
4. When should the evaluation take place?
5. How should the information be gathered?
6. How will the data be analyzed?
7. How will the results be used?⁴

Answers to these questions for each of the six instruments are presented in tables 1 and 2.

After the preceding questions were answered, the design of each instrument was subjected to the following basic

Table 1.--Questions For Designing Instruments for Phase 1

Questions	Election-Day Procedural Test	Performance Monitoring Checklist
1. Why is information being collected?	To determine equivalency of treatment and control groups	To determine the effect of procedural materials in reducing errors and omissions
2. Who can provide the information?	Experienced election officers assigned to treatment and control groups	Election officers assigned to treatment and control groups
3. What information is required?	Knowledge of election-day procedures	Number of errors and omissions which occurred on election day
4. When should the information be collected?	Prior to training program and election day	Day after election day in Circuit Court; 30 days after election day
5. How should the information be collected?	Achievement test	Checklist
6. How will the data be analyzed?	T-test	Wilcoxon Rank Sum Test
7. How will the results be used?	To determine equivalency of treatment and control groups	Program training

Table 2.--Questions For Designing Instruments for Phase 2

Questions	Performance Monitoring Checklist	Electoral Board Monitoring Form	Telephone Interview Form For Voters	Post-Election Assessment Survey
1. Why is information being collected?	To determine performance differences between election officers who worked in precincts in high and in low socioeconomic areas	To determine differences in performance of election officers in high and in low socioeconomic areas	To determine differences in voters' ratings of effectiveness of polling-place management in high and in low socioeconomic areas	To determine differences in ratings of problems caused by procedures and materials
2. Who can provide the information?	Election officers assigned to work in precincts in high and in low socioeconomic areas	Electoral Board Members	Voters in high and low socioeconomic areas	Election officers who worked in precincts in high and in low socioeconomic areas
3. What information is required?	Number of errors and omissions which occurred on election day	Data relating to operation and management of the polling place and performance of election officers	Data relating to ratings of effectiveness of polling-place management	Data relating to ratings of problems caused by procedures and materials

Table 2.--Continued

Questions	Performance Monitoring Checklist	Electoral Board Monitoring Form	Telephone Interview Form For Voters	Post-Election Assessment Survey
4. When should the information be collected?	Day after election day in Circuit Court; 30 days after election day	During election day	Within four weeks after election day	Within four weeks after election day
5. How should the information be collected?	Checklist	Rating scale, checklist, and comments	Rating scale, checklist and comments	Rating scale, checklist and comments
6. How will the data be analyzed?	ANOVA	MANOVA	MANOVA	ANOVA
7. How will the results be used?	Program Planning	Program Planning	Program Planning	Program Planning

steps:

1. Objectives for each instrument were determined.
2. An outline was written of the major sections of the instrument and the items needed for addressing the objectives.
3. A draft of the instrument was developed.
4. The draft was reviewed by an educational specialist and by a panel of experienced election officers for content, technical flaws, comprehensiveness, clarity and precision of language.
5. The draft was revised, based on feedback in step 4, and reviewed again by experienced election officers and staff in the Department of Elections.
6. The draft was field-tested for validity and reliability considerations.
7. The draft was revised again from feedback in step 6.
8. The instrument was administered to the target audience.

Since validity and reliability were specific concerns in the design and development of each instrument, the following discussion is relevant to this study.

Validity Characteristics

For the purpose of this study, validity refers to the concern that the instruments should measure what they were intended to measure as determined by the objective for the

instrument.⁵ Since content validity was the criteria which was most relevant to this study, each instrument's content was deemed to be an accurate reflection of the objective for the instrument as determined by the expert judgment of experienced election officers. Because validity is related to how the researcher intends to use the data, it was important to this study that certain instruments be designed and developed to reflect assessments from the perspective of the election officers, the electoral board and the voters. Further, it was important that the analysis and interpretation of the data from each of the instruments reflect only the limited objective for each instrument.

Reliability Characteristics

For the purpose of this study, reliability refers to accuracy of measures.⁶ Efforts to increase reliability were accomplished by field testing each instrument, revising the items to reflect feedback, and providing clear, precise language and directions.

In order to procure valid and reliable outcome measures from the instruments in this study, scores for all measurements were coded and checked by staff members in the Department of Elections and by part-time paid assistants. The documents used to obtain scores on the performance monitoring checklist are retained for five years in the Department of Elections, in accordance with section 24.1-144 of the Code of Virginia.⁷

Framework--Phase 1

The framework from which Phase 1 of this study was developed included: (1) the use of a time-formatted procedural handbook, developed by the State Board of Elections for all election jurisdictions in Virginia, (2) the use of a newly written addendum, developed by the State Board of Elections for nine election jurisdictions in Virginia, including Norfolk, which use punch-card voting equipment, (3) the use of subject-formatted procedural materials which were developed for this study by the writer for election workers in Norfolk, Virginia, (4) the use of an election-day procedural test, and (5) the use of a performance monitoring checklist. A description of the State Board of Elections' procedural materials was presented in the previous chapter. A description of the procedural materials which were developed for this study follows.

Description of Procedural Materials--Phase 1

Procedural Handbook - City of Norfolk

A new handbook on election-day procedures was developed by the writer in order to conduct the research for this study. The structure for the handbook was patterned on procedural and problem-focused handbooks from the following election jurisdictions: St. Louis County, Missouri;⁸ Thurston County, Washington;⁹ DuPage County, Illinois;¹⁰ Broward County, Florida;¹¹ and the State of South Carolina.¹² Although content of the locally developed handbook

reflected the text used in the time-formatted primary handbook, published by the State Board of Elections for all jurisdictions in Virginia, format of the Norfolk handbook was subject-formatted, in accordance with election-day duties, forms, problems and procedures. The physical arrangement of the handbook was graduated, with subject areas typed in bold print for use as an index to problems and procedures; pages were color-coded to agree with the numerous forms required by the State Board of Elections. The procedural handbook was reviewed by four experienced officers for content and format. Further, in order to ensure content validity, procedural information in the locally-developed handbook was checked against the same procedural information listed in the time-formatted, primary handbook from the State Board of Elections and the Code of Virginia. After several changes were made to clarify certain procedures, the handbook was field tested by chief election officers and assistant chief officers in a preceding local election. Following additional suggestions from chief election officers, appropriate revisions were made to the final version of the subject-formatted handbook which was used for this study.

Job Aids--City of Norfolk

Job aids were developed for each of the five major job positions required to operate and manage a polling place using punch-card voting equipment. The job aids, patterned

after similar materials designed for all polling places in the State of South Carolina,¹³ presented information relating to the purpose of the assignment and the procedures to follow to perform the job tasks without errors or omissions.

As discussed in the previous chapter and in accordance with recommendations from the study conducted for the Federal Election Commission by the School of Public and Environmental Affairs at Indiana University,¹⁴ the writer examined each of the five major job assignments in the polling place and identified those tasks which were necessary to perform the particular job assignment as an election officer. After identifying and comparing the job tasks with the tasks listed in the two handbooks from the State Board of Elections and those tasks specified in the Code of Virginia, the job tasks were reviewed and validated by four experienced election officers for content, criticality of the tasks, coverage of essential information, and clarity of language.

Research Procedures--Phase 1

The nonequivalent control group design was used to determine if there was a difference in the number of errors and omissions made by election officers who used subject-formatted or time-formatted procedural materials. In a discussion concerning this design, Campbell and Stanley state ". . . the addition of even an unmatched or non-

equivalent control group reduces greatly the equivocality of interpretation. . . ."¹⁵ Further, Campbell and Stanley state:

The more similar the experimental and the control groups are in their recruitment, and the more this similarity is confirmed by the scores on the pretest, the more effective this control becomes. Assuming that these desiderata are approximated for purposes of internal validity, we can regard the design as controlling the main effects of history, maturation, testing, and instrumentation, . . .¹⁶

The independent variables in Phase 1 were procedural materials used by election officers on election day. The materials included: (1) a time-formatted primary handbook on election-day procedures, published by the State Board of Elections for all election jurisdictions in Virginia, (2) a time-formatted addendum, published by the State Board of Elections for election jurisdictions which use punch-card voting equipment, (3) a subject-formatted handbook on election-day procedures based on the same content as the time-formatted primary handbook, but designed to provide election officers with quick and easy access to procedural information, and (4) job aids reflecting each of the five job positions required to operate and manage a polling place. The dependent variables in Phase I were the errors and omissions as recorded on a performance monitoring checklist. Using a treatment and control group to compare the differences in error and omission scores, the research design in Phase 1 investigated the effects of the independent variables on the dependent variables.

In accordance with the Code of Virginia,¹⁷ approximately 340 election officers were assigned first to one of the fifty-four precincts where they would work on election day. Second, the fifty-four precincts were assigned by a random drawing to form twenty-seven precincts for a treatment group and twenty-seven precincts for a control group. Election officers were advised by letter of their assigned precinct and the specific dates for training classes which were held in the Norfolk City Council Chambers approximately two week before the November 4, 1986 election.

Before the training classes began, election officers in both the treatment group and the control group were given a twenty-five item pretest on election-day procedures. The pretest was administered under identical circumstances for both groups. Personal names were not obtained, but election officers were asked to indicate on the test sheet the precinct number where they would be working on election day and the approximate number of elections in which they had worked.

In accordance with recommendations of Fitz-Gibbons and Morris:

. . . the achievement pretest is a relevant measure on which to base a judgment about whether or not two groups are equivalent. A check on the equivalence of groups will be especially important if . . . the following situations exist:

There is a non-equivalent control group - always have a pretest if the control group was not formed by random assignment

Small numbers, say less than 15 per group

Large variability in the population being sampled--for example, if the groups selected contain a large ability range¹⁸

Following the completion of the pretest, election officers in both groups received instruction in opening, operating and managing, and closing the polling place. Both groups received the same instructional information concerning election-day procedures.

Election officers assigned to the treatment group were given three handbooks: (1) the time-formatted primary handbook from the State Board of Elections, as required by the state agency, (2) a newly-written twenty-six page addendum from the State Board of Elections for localities using punch-card voting equipment, and (3) the subject-formatted handbook prepared by the researcher. In addition, election officers in the treatment group were advised that a set of job aids, written for each of the five job positions in the polling place, would be provided for each precinct on election day.

As required by the State Board of Elections, officers in the treatment group retained the time-formatted primary handbook from the State Board of Elections and the addendum. Since the newly written addendum was delivered to localities just before training classes were to begin, the contents of the addendum were not incorporated into the subject-formatted handbook. Consequently, it was imperative that every

election officer in both groups be given the new instructions pertaining to punch-card voting equipment. The subject-formatted handbook was retained by the chiefs and assistant chiefs assigned to the treatment group. The chief officers were requested to use only the subject-formatted handbook and job aids on election day and to make these materials available to all election officers assigned to their precincts.

Election officers assigned to the control group were given only two procedural documents: (1) the time-formatted, primary handbook from the State Board of Elections, as required by the state agency, and (2) the new, twenty-six page addendum from the State Board of Elections, as required by the state agency. The control group did not receive the subject-formatted handbook and job aids.

Instrumentation--Phase 1

The following instruments were developed and used to collect data for Phase 1 of this study: (1) an election-day procedural test and (2) a performance monitoring checklist. The instruments are listed in the order in which data was collected and analyzed.

Election-Day Procedural Test

In order to determine the equivalence of the treatment and control groups, an election-day procedural test was developed. A brief outline of the steps which were

performed to develop content validity for this instrument follows:

1. An analysis of performance by precinct was conducted from two preceding elections in order to determine areas where critical procedural errors and omissions were made.
2. Election-day procedural tests were examined from election jurisdictions in other states.
3. Content for the election-day procedural test was based on required tasks, on identified problems from the preceding elections, and on the criticality of election-day procedural errors and omissions. Approximately thirty items were developed to cover the content areas. Format included multiple-choice items and true-false statements.
4. After a prototype had been prepared, it was reviewed for test construction by an educational specialist. Appropriate modifications to the test were made and twenty-five items were selected.
5. To ensure comprehensiveness, clarity of language and content validity, the test was field-tested by four experienced election officers and four staff members in the Department of Elections. Necessary revisions to the test items were made to ensure that the language was clear and content areas were covered.

For the purpose of the election-day procedural test, validity will be defined as "the degree to which a test measures what it purports to measure."¹⁹ Since no procedural tests have been devised by the State Board of Elections, no validity measures were available for this study. Therefore, a discussion follows concerning content validity which is an appropriate concern for this portion of the study.

To determine content validity of the procedural test, the following explanation by Borg and Gall was used in this research:

Content validity is the degree to which the sample of test items represents the content that the test is designed to measure. . . . In contrast to face validity, which is a subjective judgment that the test appears to cover relevant content, content validity is determined by systematically conducting a set of operations, such as defining in precise terms the specific content universe to be sampled, specifying objectives, and describing how the content universe will be sampled to develop test items.²⁰

The specific content universe of the election-day test included all procedures required to open, operate and close the polling place on election day, as defined by the Code of Virginia or mandated by the State Board of Elections. In the primary handbook, published by the State Board of Elections for all election jurisdictions in Virginia, nineteen procedures are listed as tasks to be accomplished before the polls open. The handbook lists thirteen procedures and another twenty-five procedures to be accomplished after the polls open and after the polls close,

respectively. Although the procedures given in the primary handbook pertain to lever-operating voting equipment, a comparable number of procedural tasks are required before, during and after the polls close for election jurisdictions in Virginia, including Norfolk, which use punch-card voting equipment.

Approximately twenty additional legal procedures are required to be implemented when the polls are open if one of the following problems occur: (1) a voter claims to be qualified to vote but is not listed in the official roster of voters, (2) a voter leaves the voting room before depositing his ballot card, (3) the ballot card is damaged, (4) the voter makes an error in voting, (5) a voter has changed his address, (6) a voter is challenged, (7) a voter needs assistance in casting his ballot, (8) the authorized representatives of a candidate or party does not adhere to legal procedures, (9) a voter must vote outside the polling place due to a physical disability, or (10) there is a malfunction of the voting equipment.

From this universe of procedural tasks, thirty procedures were identified as representative of those tasks which were required to be implemented most frequently on election day and those tasks, identified from the two previous elections, which were implemented incorrectly or omitted altogether by election officers. Then, from the identified tasks, test questions were written by the researcher after

consulting references for test construction and item writing. Format of election-day procedural tests were examined from Chicago, Illinois;²¹ New Orleans, Louisiana;²² and Manatee County, Florida.²³

To ensure that test items were representative of the content of procedures to which election officers in both groups had been exposed in previous elections, the following questions, recommended by Brinkerhoff, were asked in order to maximize content validity of the pretest:

Does content reflect what's important in this . . . program, etc.?

Is there agreement that these variables are important?

Does the literature, other programs, or research support these variables as being correct?

Is there a logical connection between what you're measuring and what you need to know?²⁴

These questions, asked of the content for the thirty items, were answered in the affirmative by the principal investigator and a panel of four experienced election officers. From this pool of thirty test items, a representative sample of twenty-five test items were selected by a panel of four experienced election officers and the writer. Format for the test items included sixteen multiple-choice items and nine true-false statements. The content for twelve test items reflected procedures which were required of all election officers, regardless of voting equipment. Content of the remaining thirteen questions reflected procedures which were unique to the punch-card voting

equipment.

After a prototype had been prepared, using the twenty-five test items, the instrument was reviewed for test construction by an educational specialist. The instrument was also reviewed for reliability concerns which examined how each item was related to the other items. Following minor revisions, the instrument was field-tested by four experienced election officers and four staff members in the Department of Elections to ensure that the instrument reflected comprehensiveness, clarity of language and content validity. Final revisions to the test items were made to ensure that language was consistent and that test items related to other items. (See appendix A for a copy of the election-day procedural test.)

The election-day procedural test was administered to elections officers in the treatment and control groups under identical conditions. All election officers in both groups completed the test in approximately fifteen minutes. Before the tests were collected, election officers were reminded to indicate on the test sheet the precinct to which they had been assigned and the number of elections in which they had served as an election officer. Although separate classes were conducted for new election officers, the officers who attended a class with experienced officers were asked to write "New Election Officer" at the top of the test sheet. These test sheets were later removed from the other test

sheets and were not analyzed for this study.

Performance Monitoring Checklist

In order to record election-day errors and omissions for Phase 1 of this study, a performance monitoring checklist was developed to reflect the following: (1) Over thirty critical election-day procedures unique to Virginia's election laws, (2) several mandates from the State Board of Elections, and (3) critical procedures related to punch-card voting equipment. Patterned after a checklist used for evaluating elections in Washington, D.C.,²⁵ the performance monitoring checklist was field-tested in a preceding election in Norfolk, Virginia, thereby providing documentation on the occurrence of procedural errors and omissions which could be addressed through training and supplementary procedural materials.

Since the electoral board did not conduct comprehensive monitoring on election day, thereby detecting procedural errors and omissions when they occurred, the performance monitoring checklist was limited to a list of required procedures which could be evaluated only after the election. In order to provide a discriminative value to the procedural errors and omissions, each election-day procedure was assigned a rating of criticality by six staff members in the Department of Elections. The staff had a composite experience level representing over fifty elections. Error and omission ratings of criticality ranged from a low of one (1)

to a high of ten (10), in accordance with the probability that the procedural error or omission would lead to a lawsuit, a recount or a contested election. (See appendix B for a copy of the performance monitoring checklist.)

The first opportunity to use the checklist was the day following election day when the official canvass of results was conducted in the Norfolk Circuit Court by the electoral board and staff in the Department of Elections. Here, the procedures which could be evaluated related to certain sections of the Code of Virginia: (1) required signatures of election officers in accordance with sections 24.1-135²⁶ and 24.1-142,²⁷ (2) required certification of printout tapes of election results, in accordance with section 24.1-143,²⁸ (3) required certification of ballots, voting equipment and pollbooks, in accordance with section 23.1-143,²⁹ (4) required certification of write-in results, in accordance with section 24.1-217,³⁰ (5) required procedures for returning used and unused ballots, in accordance with section 24.1-119,³¹ and (6) required procedures for using forms and envelopes, in accordance with sections 24.1-55,³² 24.1-55.1³³ and 24.1-133.³⁴ Inasmuch as the fifty-four precinct ballot counters contained the computer modules in which results of an election for a precinct were recorded, a critical procedural omission occurred if voting equipment was not properly disassembled and locked after the polls closed. According to section 24.1-222 of the Code of

Virginia:

As soon as the polls of election are closed, the officers of election shall immediately lock and seal each voting machine and counting device against further voting.³⁵

Section 24.1-244 states:

The voting machines and counting devices shall remain locked for a period of fifteen days after the results of the election have been ascertained and as much longer as may be necessary or advisable because of any threatened contest over the result of the election. .
..³⁶

After the official canvass of results was conducted in the Norfolk Circuit Court and procedural errors and omissions were documented on the performance monitoring checklist, errors and omissions were documented again, thirty days after the election, when the roster of voters and poll books were assessed by staff in the Department of Elections. Here, the name of each person who voted, as recorded on the official precinct roster of registered voters by the election officers on election day, was checked against the voter's name which was written also in the pollbook on election day. These two documents were checked against a third document, a computer printout of voters' names which was generated from the official precinct roster of registered voters. This latter document is provided by the State Board of Elections approximately four weeks after the original precinct rosters are sent to the State Board of Elections for certifying that persons who voted in the election are given voting credit in the statewide central

computer system.

Statistical Analysis--Phase 1

After data were collected in Phase 1, Statistical Analysis System (SAS) software was used to process and analyze the data. The significance level for the analyses was set at a value of .05 or below. A t-test was conducted to determine whether the means of the treatment and control groups were statistically equivalent prior to instruction on election-day procedures and prior to serving as an election officer on election day. Differences in errors and omissions between the treatment and control groups were determined by using the Wilcoxon Rank Sum statistic.

Framework--Phase 2

The framework from which Phase 2 of this study was developed includes: (1) use of the updated Current Demographic Profiles (CDP) Report of the U.S. Census for the City of Norfolk³⁷ for determining high and low socioeconomic areas of the city, (2) use of records in the Department of Elections for determining voter turnout in each precinct and age, experience and educational level of election officers, (3) use of survey and monitoring instruments, developed for this study in order to determine factors which might contribute to errors and omissions which occur in the polling places in certain high and low socioeconomic areas of the City of Norfolk. Phase 2 of this study was conducted

during and immediately following the November 3, 1987 general election.

Research Procedures--Phase 2

In Phase 2, all election officers who worked in the fifty-four precincts received identical training and procedural materials before election day. For the training program, approximately seventy slides were shown which addressed correct procedures for opening the polls, operating and managing the polls during the day, and closing the polls. Training slides also focused on procedures relating to unqualified voters, change of address forms, challenged ballots, write-in votes, voided and spoiled ballots, authorized representatives, voting equipment, assisting voters, and completing certification forms. All election officers received the following procedural materials:

(1) the time-formatted procedural handbook from the State Board of Elections, (2) the addendum, also from the State Board of Elections, written for localities which use punch-card voting equipment, and (3) a complete set of job aids, describing materials and procedures for each of the five job positions in the polling place. The chief election officer and assistant chief election officer received the subject-formatted procedural handbook from the City of Norfolk. These officers were requested to make the Norfolk handbook available for all officers to use on election day.

Although error and omission scores were identified and

recorded for all of Norfolk's fifty-four precincts, the purpose of Phase 2 was to investigate specific demographic factors which might contribute to a high or low number of errors and omissions on election day. These demographic factors were examined in certain high and low socioeconomic areas of Norfolk where a respective number of high and low errors and omissions have occurred in previous elections.³⁸

The Current Demographic Profiles (CDP) Report³⁹ was used to determine the precincts which matched the census tracts, where mean household income was the highest and lowest in the City of Norfolk. Twelve precincts were identified from census tract data where the average household income was the highest in the City of Norfolk, ranging from approximately \$34,400 to \$62,200. Likewise, twelve precincts were identified from census tract data where the average household income was the lowest in the City of Norfolk, ranging from approximately \$9,700 to \$17,800. These twenty-four precincts were used in Phase 2 to investigate factors which might affect or contribute to a high or low number of errors and omissions on election day. Tables 3 and 4 present demographic data for census tracts and precinct equivalents in the high and low socioeconomic areas, respectively.⁴⁰ (A map of census tracts in Norfolk, and a map and listing of Norfolk's fifty-four precincts are provided in appendix D.)

Table 3.--Demographic Data for Census Tracts and Precinct
Equivalents in High Socioeconomic Areas

Census Tract	Precinct	Mean Household Income	Population	Racial Distribution	
1987	1987	1984	1984	1980	
				White	Black
40.01	13	62,209	645	95%	4%
19	24	49,639	719	93%	1%
12	21	44,705	2,872	96%	3%
22	23	42,378	982	100%	0%
70.02	31	39,414	3,355	40%	59%
38	12	38,387	2,521	96%	3%
15	22	37,658	1,995	97%	1%
66.06	47	37,298	4,442	85%	11%
40.02	10	34,734	2,787	94%	4%
40.02	11	34,734	2,787	94%	4%
24	18	34,429	3,227	99%	0%
24	19	34,429	3,227	99%	0%

Methods of Collecting Data--Phase 2

Quantitative and qualitative design strategies, employed in Phase 2 for collecting data, followed the mixed paradigms recommended by Michael Q. Patton in Qualitative Evaluation Methods.⁴¹ Quantitative data relating to voter turnout in each precinct, and age, education, and experience levels of election officers were collected from primary

Table 4.--Demographic Data for Census Tract and Precinct
Equivalent in Low Socioeconomic Areas

Census Tract	Precinct	Mean Household Income	Population	Racial Distribution	
1987	1987	1984	1984	1980	
				White	Black
48	09	9,707	1,724	3%	97%
41,42	08	12,197*	8,543	.25%*	99.25%*
44,45	04	13,863*	5,910	0%*	99.50%*
47	05	14,622	2,017	1%	99%
52	01	14,836	4,346	0%	100%
46	03	15,206	3,017	2%	97%
53,50	02	16,398*	4,292	1%*	98%*
65.02 65.01	49	16,490*	8,130	80%*	15.50%*
26	16	17,011	3,035	72%	24%
43	06	17,142	3,710	1%	98%
29	14	17,684	5,943	4%	96%
25	17	17,828	3,263	21%	78%

* Average for the combined census tracts

source documents in the Department of Elections. Primary source documents included minutes of the Norfolk Electoral Board, applications made by individuals who wished to serve as election officers, and voter registration applications. These documents, referred to as "official records" in Title 2.1 of the Code of Virginia, "shall be open to inspection

and copying by any citizen of this Commonwealth. . . ."42

Additional quantitative data were collected from performance monitoring which was conducted by electoral board members on election day and from a performance monitoring checklist which was used by election staff to record errors and omissions. Data were also collected from post-election telephone interviews with citizens who voted in precincts in certain high and low socioeconomic areas and from a post-election assessment survey administered to election officers. Qualitative data were obtained from written comments of electoral board members on election day, from written comments of election officers, and from post-election telephone interviews with voters.

Instrumentation--Phase 2

The instruments which were developed and used to collect data for precincts located in certain high and low socioeconomic areas of Norfolk included: (1) an election-day monitoring form for electoral board members, (2) a structured form for interviewing voters by telephone, and (3) a post-election assessment survey for election officers. The performance monitoring checklist, used in Phase 1, was also used in Phase 2. The instruments are listed in the order in which data were collected and analyzed.

Performance Monitoring Checklist

In order to record election-day errors and omissions

for Phase 2 of this study, the performance monitoring checklist, used in Phase 1, was used again to monitor over thirty critical election-day procedures unique to the Code of Virginia and punch-card voting equipment. Ratings of criticality remained identical to the ratings used in Phase 1.

The differential performance of the high and low socioeconomic precincts was determined initially by the Norfolk Electoral Board and staff in the Department of Elections the day following the election when the official canvass of results was conducted in the Norfolk Circuit Court. Performance was evaluated again, using the monitoring checklist, when the roster of voters and pollbooks were assessed by staff in the Department of Elections for determining that voting credit was given to each person who voted on election day. (See appendix B.)

Electoral Board Monitoring Form

An election-day monitoring form was developed for this study in order for the three members of the electoral board to evaluate on-site management of the polling places and job performance among the election officers. The monitoring form has significant practical value as an instrument for collecting observable data inside and outside the polling place. Checklist items on this form relate to physical characteristics of the polling place, parking accessibility and voting-equipment arrangements. These items are followed

by a performance rating scale for each of the job positions in the polling place, including the chief officer's position. Final items relate to performance of specific jobs and tasks, and a section is included for electoral board members to suggest areas for additional training and improvement of election services.

Reliability of this instrument related to the concern that rating scores given to election officers for job performance represented what was "measured versus who did the measuring."⁴³ Unfortunately, with fifty-four precincts and only three board members, it is difficult for three people to visit all polling places and to return to the voting locations for a second visit within the thirteen-hour day. Usually, second visits by a board member occur only in an emergency situation. A comparison of scores, therefore, from different individuals who might observe the same problems, is not a reality under the present arrangements in Norfolk. As was previously discussed in Chapter II, provisions have not been made in Norfolk to use experienced election officers or area supervisors to monitor during the day a limited number of polling places. However, in order to enhance reliability characteristics of the electoral board monitoring instrument, board members attended the training classes and assisted with the critique of performance the day after the election in Circuit Court, thereby strengthening their knowledge of the parameters involved in

managing a polling place effectively.

Validity of this instrument concerned the need for each item on the form to sufficiently "represent the trait being assessed."⁴⁴ Validity was established by a field-test of the monitoring instrument during a preceding election, at which time some items were deleted because of time constraints and some items were reworded for brevity and clarity. Job performance of the election officers who worked in one of the five job positions related to the tasks assigned to each position and detailed in the job aids. The monitoring process therefore, relies on the judgment of the electoral board members to discern in a brief time period (usually ten to fifteen minutes) that each election officer is effectively performing the assigned job at the time of observation. Items relating to the physical layout of the polling place are observable and can be answered easily on the monitoring form with an affirmative or negative response. (See appendix E for a copy of the electoral board monitoring form.)

Telephone Interview Form for Voters

A telephone interview form was developed in order to survey a sample of citizens who voted in precincts located in the designated high and low socioeconomic areas of Norfolk. The purpose of the telephone interviews was to investigate, from the voter's point of view, the effectiveness of election services in the polling place. According

to Harry P. Hatry of the Urban Institute:

Effectiveness information is but one class of data - albeit a very important one - needed before major government actions should be taken. The information generated by the procedures . . . does not indicate why conditions are bad or good nor what should be done about them. That information indicates only the results of government services.⁴⁵

Validation of the survey followed Hatry's recommendation that (1) the survey be worded for local conditions and pretested for ambiguous language, and (2) the sample of voters to be interviewed should reflect demographic characteristics of the precinct areas. The major reliability concern was the stability of the instrument over time, as administered by the telephone interviewers.⁴⁶ The interviewers were a married couple who had served as election officers and who were trained at the same time and in an identical manner to conduct the interviews immediately following the election.

Approximately thirty questions were field-tested with two voters from each of the high and low socioeconomic areas. A maximum of twenty questions were selected and refined. A second field test was conducted, again with two voters from each of the high and low socioeconomic areas. Final revisions were made to the interview form which consisted of seven questions which requested voters to rate election services for convenience, availability of parking, courtesy, promptness and competence of election officers, voting procedures and overall performance of election

officers. Two questions pertained to accessibility of the polling place. These were followed by a question relating to the reason a voter had to wait to cast his vote and the length of time the voter would be willing to wait before casting a ballot. The remaining eight questions were open and close-ended, permitting the voter to respond to specific concerns relating to election officers, voting equipment, voting assistance and election-day procedures. The final question asked for comments that would assist the Department of Elections in providing more effective election services to voters.

One hundred and sixty-six voters were interviewed by telephone in the four-week period following election day. In order to obtain names of persons who voted from each of the high and low socioeconomic areas of the city, it was necessary to select the names from the precinct roster in a two-day period before the rosters were transported to the State Board of Elections for certification of voting records. Systematic sampling was performed for each precinct by listing every fiftieth voter on the precinct roster. Telephone numbers were obtained for approximately 85 percent of the voters in the high socioeconomic areas and approximately 65 percent of the voters in the low socioeconomic areas. The reasons for not obtaining telephone numbers for every voter were: (1) no telephones, (2) unlisted telephone numbers, and (3) female voters are rarely

listed by their full name, alone or apart from a spouse's name in a telephone directory. City directories were used also to obtain telephone numbers, especially for female voters. The interviewers were instructed to call a certain minimum number of voters within each precinct, based on the total number of individuals who voted in the precinct on election day. Although the total number of voters interviewed exceeded 200 individuals, only 166 completed responses were used in the analysis. Eighty-seven voters from the precincts in the high socioeconomic areas and seventy-nine voters from the precincts in the low socioeconomic areas were interviewed. (See appendix F for a copy of the telephone interview form.)

Post-Election Assessment Survey

After the researcher reviewed all procedures required to open the polls, to operate and manage the polls during the day, and to close the polls, a post-election survey was developed for election officers in order to investigate problems relating to these procedures. The survey was designed also to assess the effectiveness of training classes in addressing problems encountered in the polling place, as well as problems resulting from procedures, forms, handbooks and envelopes.

Based on the models and recommendations of Keith Neuber in Needs Assessment,⁴⁷ Don Dillman in Mail and Telephone Surveys,⁴⁸ and Harry P. Hatry in How Effective Are Your

Community Services?,⁴⁹ the assessment survey, consisting of seventy-four items, was reviewed for comprehensiveness and clarity of language by an educational specialist, four experienced election officers and three staff members in the Department of Elections. Appropriate revisions to the survey were made to ensure that the purpose was clear and that all issues affecting critical procedures and operations of the polling place on election day were covered.

In the first section of the survey, eleven questions related to specific problems the election officer had with opening and closing procedures, voting equipment, polling-place accommodations, voters and authorized representatives of the candidates. Eight questions in the second section concerned training needs and administrative procedures. These questions were followed by section three and a list of twenty procedures. Here, the election officer was asked to indicate on a rating scale the extent to which he perceived the procedures to be a problem on election day. The election officer was asked in section four to rate the extent to which he perceived a list of forms, handbooks and envelopes to be a problem on election day. The next section contained fourteen items relating to training class time and methods of training. Here, the election officer was asked to rate his opinion concerning optimal class time and optimal methods of training. In the final section, the election officer was asked to rate eleven support functions

for the extent to which these functions enabled the officer to carry out the required duties on election day. Four additional, open-ended questions were directed to new election officers concerning the training preparation they received before election day.

In order to establish reliability and validity for the assessment survey, a major portion of the assessment survey was deemed to be a "singular item, rating-scale instrument"⁵⁰ in which fifty-five items were scored independently. According to Brinkerhoff's writings, an important consideration of reliability was the "halo effect" since survey items were designed to elicit ratings for different independent variables.⁵¹ Therefore, it was important that the rating on one item not influence the rating on another item. The problem was addressed to some degree, in accordance with Brinkerhoff's suggestions, by subjecting the survey items to experienced election officers who could detect differences among items being rated and thereby reposition certain items which were closely related.⁵²

Content validity was the primary concern with the assessment survey in order to affirm for this research that the instrument was assessing the correct set of variables. After four experienced election officers had field-tested the survey, there was 100 percent concurrence that the instrument was assessing the variables relating to problems and procedures which occur in the polling place on election

day.

The survey was sent to the entire population of election officers who served in the election. A cover letter to the officers stated the purpose of the survey, the person to contact if there were questions, and the time frame for returning the survey. Although the precinct number where the election officer worked on election day was written on the survey form by the researcher, officers were given the option of providing their name on the form. After three weeks, 255 officers or 71 percent had returned the survey. A follow-up letter was mailed to all officers in a precinct who did not provide their names. The second mailing increased the return rate to 315 respondents or 87 percent of the election officers who worked in the November 3, 1987 election. (See appendix G for a copy of the post-election assessment survey and the cover letter to the election officers.)

Statistical Analysis--Phase 2

Statistical Analysis System (SAS) software was used to process and analyze the data in Phase 2. The significance level for the analysis of all data was set at a value of .05 or below. Statistical Package for the Social Sciences (SPSS) software was used to obtain frequency data and cross tabulations from the measures of each instrument. The statistics used for analyzing the data in Phase 2 included analysis of variance, stepwise regression, and multivariate

analysis of variance.

Hypotheses--Phases 1 and 2

The 0.5 level of significance was used to accept or reject the following null hypotheses:

1. There is no significant difference between the number of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials.
2. There is no significant difference between the criticality of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials.
3. There is no significant difference between the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.
4. There is no significant difference between the criticality of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.
5. There is no significant relationship between the mean age of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high

- and in low socioeconomic areas.
6. There is no significant relationship between the mean number of years in which election officers had served (level of experience) and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.
 7. There is no significant relationship between the mean level of education of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.
 8. There is no significant relationship between turnout of voters and errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.
 9. As measured by electoral board monitoring on election day, there is no significant difference in ratings of job performance for election officers who worked in precincts located in high and in low socioeconomic areas.
 10. As measured by telephone interviews with voters, there is no significant difference in ratings of effectiveness of polling-place management for precincts in high and in low socioeconomic areas.
 11. There is no significant difference in the problems

caused by election-day procedures for election officers who worked in precincts in high and in low socioeconomic areas.

12. There is no significant difference in the problems caused by forms, handbooks and envelopes used on election day for election officers who worked in precincts in high and in low socioeconomic areas.

Chapter IV presents the findings of this study for Phase 1 and Phase 2.

ENDNOTES

¹Virginia, Title 24.1 of the Code of Virginia (1987), sec. 24.1-105.

²*Ibid.*, sec. 241.-106.

³Betty W. Edwards, Chief Assistant Registrar, interview by author, Office of the General Registrar, Norfolk Virginia, n.d.

⁴U. S. Department of Transportation, Coast Guard Training: Evaluation (Washington, D.C.: United States Coast Guard, 1985).

⁵Robert O. Brinkerhoff and others, Program Evaluation: A Practitioner's Guide for Trainers and Educators (Boston: Kluwer-Nijhoff Publishing, 1983), 188.

⁶*Ibid.*, 189.

⁷Virginia, Title 24.1 of the Code of Virginia (1987), sec. 24.1-144.

⁸"Instructions for Election Judges," (St. Louis, Missouri: Board of Election Commissioners, 1986).

⁹Sam S. Reed, "Here at Your Fingertips," (Thurston County, Washington, n.d.).

¹⁰"Guide for Election Judges," (Wheaton, Illinois: DuPage County Board of Election Commissioners, 1985).

¹¹Jane Carroll, "Information for Poll Workers," (Broward County, Florida: Supervisor of Elections, 1984).

¹²"Election Day Problems at the Polls: What To Do If. . . ." (Columbia, South Carolina: State Election Commission, n.d.).

¹³"Job Aids for Election Workers," (Columbia, South Carolina: State Election Commission, n.d.).

¹⁴Federal Election Commission, Contested Elections and Recounts, Volume II: The State Perspective (Bloomington, Indiana: School of Public and Environmental Affairs, 1978).

¹⁵Donald T. Campbell and Julian C. Stanley, Experimental and Quasi - Experimental Designs for Research (Chicago: Rand McNally College Publishing Company, 1963), 47.

¹⁶*Ibid.*, 47.

¹⁷Virginia, Title 24.1 of the Code of Virginia (1987), sec. 24.1-105.

¹⁸Carol Taylor Fitz-Gibbon and Lynn Lyons Morris, How To Design a Program Evaluation, (Beverly Hills: Sage Publications, 1978), 41-42.

¹⁹Walter R. Borg and Meredith Damien Gall, Educational Research: An Introduction, 4th ed. (White Plains, N.Y.: Longman, Inc., 1983), 275.

²⁰*Ibid.*, 276.

²¹"School of Instruction for Judges of Election," (Board of Election Commissioners of the City of Chicago, 1984).

²²Louisiana, "Questionnaire for Judges of Election" (Louisiana State Board of Elections, 1983).

²³"Clerk Certification Questionnaire," (Supervisor of Elections of Manatee County, Florida, 1986).

²⁴Brinkerhoff, Program Evaluation: A Practitioner's Guide for Trainers and Educators, 102.

²⁵Richard G. Smolka, ed., "District of Columbia Precinct Scorecard Used to Identify Level of Performance," Election Administration Reports 16 (April 4, 1986), 6.

²⁶Virginia, Title 24.1 of the Code of Virginia, (1987), sec. 24.1-135.

²⁷*Ibid.*, sec. 24.1-142.

²⁸*Ibid.*, sec. 24.1-143.

²⁹*Ibid.*

³⁰*Ibid.*, sec. 24.1-217.

³¹*Ibid.*, sec. 24.1-119.

- ³²Ibid., sec. 24-1.55.
- ³³Ibid., sec. 24.1-55.1.
- ³⁴Ibid., sec. 24.1-133.
- ³⁵Ibid., sec. 24.1-222.
- ³⁶Ibid., sec. 24.1-244.
- ³⁷Norfolk, Virginia, Current Demographic Profiles (CDP) Report; Update of the 1980 U.S. Census for the City of Norfolk (Cincinnati, Ohio: Public Demographics, Inc., March 1984).
- ³⁸Norfolk, Virginia, Department of Elections, Notes of the General Registrar, November 1985-May 1986.
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- ⁴⁰Ibid.
- ⁴¹Michael Quinn Patton, Qualitative Evaluation Methods (Beverly Hills: Sage Publications, 1980).
- ⁴²Virginia, Title 2.1 of the Code of Virginia (1987), sec. 2.1-341.
- ⁴³Brinkerhoff, Program Evaluation: A Practitioner's Guide for Trainers and Educators, 106.
- ⁴⁴Ibid., 107.
- ⁴⁵Harry P. Hatry, How Effective Are Your Community Services? (Washington, D.C.: The Urban Institute, 1977), 64.
- ⁴⁶Ibid., 4-5.
- ⁴⁷Keith A. Neuber, Needs Assessment: A Model for Community Planning (Beverly Hills, California: Sage Publications, 1980).
- ⁴⁸Don A. Dillman, Mail and Telephone Surveys: The Total Design Method (New York: John Wiley & Sons, 1978).
- ⁴⁹Hatry, How Effective Are Your Community Services?, 4-5.
- ⁵⁰Brinkerhoff, Program Evaluation: A Practitioner's Guide for Trainers and Educators, 103-104.

⁵¹Ibid., 104.

⁵²Ibid., 104.

CHAPTER IV

FINDINGS OF THE STUDY

The purpose of this study was to investigate and assess factors which appeared to contribute to errors and omissions made by election officers in the polling place on election day. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987, in which turnout of voters was 48,194 and 49,756, respectively.

Phase 1

The problem addressed in the first phase concerned the perceived inadequacy of existing procedural materials which were provided to all election officers in Virginia by the State Board of Elections. An investigation was conducted to determine whether modification strategies and the addition of job aids resulted in a reduction of procedural errors and omissions on election day. Specifically, a comparison was made of two different approaches to formatting election-day procedural materials--subject-formatting and time-formatting--in an effort to determine which approach appeared to have a greater influence on reducing the number of errors and omissions occurring in the polling places on election

day.

Three hundred and forty experienced and inexperienced election officers were included in Phase 1 of this study. After election officers were assigned to the precinct where they would work on election day, the precincts were randomly assigned to a treatment group and a control group. The treatment group received the following procedural materials: (1) a time-formatted handbook, published by the State Board of Elections and used by all election jurisdictions in Virginia, (2) an addendum, published by the State Board of Elections and used by election jurisdictions with punch-card voting equipment, (3) a subject-formatted handbook, which incorporated and rearranged the text from the time-formatted handbook in order to make procedural information easily accessible and immediately retrievable by the election officers, and (4) job aids which described materials and procedural tasks for each of the five job positions in the polling place. The control group received only the time-formatted handbook and the addendum from the State Board of Elections. Both groups received the same instructional information during a two-hour training class.

In order to determine if the treatment and control groups were statistically similar prior to receiving instruction on election-day procedures and prior to serving as an election officer on election day, a twenty-five item pretest on election-day procedures was administered to both

groups. Statistical analysis of the pretest mean scores for the experienced officers indicated no statistically significant difference at the 0.5 level between the two groups (see table 5).

Table 5.--Results of T-Test for Pretest Scores Among Treatment and Control Groups

Group	N	Mean	T-Value	P
Treatment	121	15.94	.08	.9362
Control	123	15.98		

Thirteen items on the pretest concerned procedures that were unique to punch-card voting equipment. Twelve items concerned procedures that were common election-day practices for all election jurisdictions in Virginia. Tables 6 and 7 summarize the results of the two subtests for each of the two groups. The results indicated there were no significant differences at the .05 level in mean test scores for the two groups on both subtests. The assumption of equivalency of the treatment and control groups was supported.

The first null hypothesis for this study is that there is no significant difference between the number of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials. The second null hypothesis is that there is no significant difference

between the criticality of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials.

Table 6.--Results of T-Test for Subtest on Punch-Card Voting Equipment (13 Questions)

Group	N	Mean Percentage Correct Response	Mean Number Correct Response	T-Value	P
Treatment	27	59.8	7.77	.688	.4902
Control	27	61.2	7.96		

Table 7.--Results of T-Test for Subtest on Common Election-Day Procedures (12 Questions)

Group	N	Mean Percentage Correct Response	Mean Number Correct Response	T-Value	P
Treatment	27	68.1	8.17	.510	.6100
Control	27	66.9	8.02		

In order to test the first hypotheses, the performance monitoring checklist was used to record errors and omissions from twenty-seven precincts which composed the treatment group and twenty-seven precincts which composed the control group. As discussed in the previous chapter, in order to provide a discriminate value to the procedural errors or

omissions, each election-day procedure on the checklist was assigned a rating of criticality which ranged from a low value of one (1) to a high value of ten (10), in accordance with the probability that the procedural error or omission might lead to a lawsuit, a recount, or a contested election.

After the unweighted number of errors and omissions was recorded, the weighted number, based on the criticality of the error or omission was assigned to each error and omission. Accordingly, each precinct was given an unweighted total score for the number of errors and omissions and a weighted total score for each error and omission. Table 8 presents a summary of the unweighted number of errors and omissions and the weighted values assigned to the errors and omissions for each precinct in the treatment and control groups. (See appendix C for specific data relating to the type and number of errors or omissions and the weighted value assigned to the type of error or omission.) Summary statistics for the unweighted and weighted means for errors and omissions for the treatment and the control groups are presented in table 9.

Since the distribution of the unweighted number of errors and omissions was not normally distributed, the non-parametric Wilcoxon Rank Sum test was administered in order to compare the performance of the treatment and control groups. As table 10 indicates, a statistically significant difference was found between the mean unweighted number of

Table 8.--Unweighted and Weighted Errors and Omissions for the Treatment and Control Groups

Pre- cincts in Treatment Group	Number of Un- Weighted Errors & Omissions	Number for Weighted Errors & Omissions	Precincts in Control Group	Number of Un- Weighted Errors & Omissions	Number for Weighted Errors & Omissions
03	13	119.8	01	3	28.8
06	3	28.8	02	18	171.6
08	5	48.0	04	33	314.6
09	11	102.0	05	6	58.0
10	0	0	07	18	162.4
15	5	48.0	11	3	20.4
16	0	0	12	3	29.2
19	0	0	13	45	432.0
20	0	0	14	9	81.4
23	1	4.0	17	6	58.8
24	0	0	18	6	52.6
28	9	85.8	21	3	28.8
30	8	72.8	22	9	77.0
34	1	9.6	26	0	.0
36	1	9.6	27	12	111.2
37	3	23.2	29	0	.0
40	3	28.8	31	11	97.6
41	0	0	32	0	.0
42	32	308.0	33	3	28.8
43	0	0	35	2	18.6
44	2	19.2	38	6	68.0
46	2	13.6	39	7	55.8
48	1	9.6	45	1	4.8
49	1	4.0	47	2	18.2
50	2	0	51	5	39.8
54	1	23.2	52	0	.0
55	1	9.6	53	5	48.8

Table 9.--Unweighted and Weighted Mean for Errors and Omissions for Treatment and Control Groups

Group	N	Unweighted Mean for Errors & Omissions	Weighted Mean for Errors & Omissions
Treatment	27	3.89	35.837
Control	27	8.00	74.340

errors and omissions for the treatment and the control group. Accordingly, the first hypothesis is rejected. This finding suggests that procedural materials do make a difference in reducing the number of errors and omissions in the polling place.

Table 10.--Results of Wilcoxon Rank Sum Test for Difference in Unweighted Errors and Omissions

Group	N	Sum of Scores	Mean Score	Z-Value	P
Treatment	27	605.5	22.43	2.38	.0171*
Control	27	879.5	32.57		

* $p < .05$.

The Wilcoxon Rank Sum Test was also used to determine if there was a difference in the weighted error and omission scores for the two groups. As indicated in table 11, no significant difference in the treatment and control groups was found, thereby indicating that the criticality of the

errors and omissions was approximately the same for both groups. Accordingly, the second null hypothesis is accepted.

Table 11.--Results of Wilcoxon Rank Sum Test For Difference in Weighted Errors and Omissions

Group	Number of Errors	Sum of Scores	Mean Score	Z-Value	P
Treatment	105	16498.5	157.13	.7462	.4555
Control	216	35182.88	162.88		

Phase 2

Three major investigations were conducted in the second phase during and immediately following the November 3, 1987 general election. The first investigation concerned the perception and evidence that the number of errors and omissions made by election officers on election-day reflected the socioeconomic areas where the precincts were located. Further, errors and omissions reflected the results of appointing and retaining citizens who were elderly, inexperienced, undereducated, and unable to cope with the diversity and the number of voters. Accordingly, an investigation was conducted to determine among election officers in certain high and low socioeconomic areas of the City of Norfolk the relationship between the number of errors and omissions which occurred in the polling place and the following variables: (1) age of election officers, (2)

experience of election officers, (3) level of education of election officers, and (4) voter turnout for the precinct. The second investigation concerned the perception of electoral board members and voters who rated the election officers who worked in precincts in high and in low socioeconomic areas of Norfolk on performance and effectiveness of polling-place management. The third investigation concerned the perception of election officers who worked in precincts in high and in low socioeconomic areas of Norfolk. Election officers rated their opinions concerning problems caused by certain election-day procedures and materials. In addition to the quantitative data derived from the study, qualitative data were gathered from post-election comments and suggestions from voters and election officers.

Before the first problem in Phase 2 was investigated, analysis of variance and a post-hoc test were conducted to compare the number of errors and omissions made by election officers who worked in precincts located in high and in low socioeconomic areas. Accordingly, the third null hypothesis for this study is that there is no significant difference between the number of errors and omissions made on election day by election officers who worked in precincts located in high and in low socioeconomic areas.

The unweighted mean number for errors and omissions which occurred in the high, middle, and low socioeconomic areas are summarized in table 12. Table 13 shows the

results of the analysis of variance and table 14 shows the post-hoc contrast which indicates that a statistically significant difference was obtained between the mean number for errors and omissions made by election officers from the twelve precincts located in the high socioeconomic areas and the mean number of errors and omissions made by election officers from the twelve precincts located in the low socioeconomic areas. Therefore, the third hypothesis is rejected.

Table 12.--Unweighted Mean for Errors and Omissions
According to Socioeconomic Status (SES)
of Precincts

Socioeconomic Status of Precincts	Unweighted Mean for Errors and Omissions
Low SES - 12 Precincts	10.00
Middle SES - 30 Precincts	7.13
High SES - 12 Precincts	3.58

Table 13.--Results of Analysis of Variance For Comparing
Unweighted Errors and Omissions by SES

Source	DF	Sum of Squares	Mean Square	F-Value	PR
Among	3	2880.62	960.20	39.04	.0001*
Between	51	1254.38	24.60		
Total	54	4135.00			

*p < .05.

Table 14.--Post-Hoc Contrast for Comparing Unweighted Errors and Omissions by High and Low SES

SES Contrast	DF	Sum of Squares	F-Value	P
High vs. Low	1	247.04	10.04	.0026*

*p < .05.

Analysis of variance and a post-hoc contrast were conducted also to investigate if there was a significant difference in the weighted errors and omissions for the precincts in the high and low socioeconomic areas of the city. The weighted mean for errors and omissions which occurred in the high, middle, and low socioeconomic areas are summarized in table 15. Table 16 shows the results of the analysis of variance which indicate a significant difference was obtained between the three groups. However, a post-hoc test for contrasts shows that no significant difference was obtained between the weighted errors and omissions which occurred in the high and in the low

Table 15.--Weighted Mean for Errors and Omissions According to Socioeconomic Status (SES) of Precincts

Socioeconomic Status of Precincts	Weighted Mean for Errors and Omissions
Low SES - 12 Precincts	8.11
Middle SES - 30 Precincts	7.90
High SES - 12 Precincts	8.02

socioeconomic areas (see table 17). Therefore, the fourth null hypothesis is accepted.

Table 16.--Results of Analysis of Variance for Comparing Weighted Errors and Omissions by SES

Source	DF	Sum of Squares	Mean Square	F-Value	P
Among	3	24038.71	8012.90	1345.77	.0001*
Between	374	2226.85	5.95		
Total	377	26265.56			

*p < .05.

Table 17.--Post-Hoc Contrast for Comparing Weighted Errors and Omissions by High and Low SES

SES Contrast	DF	Sum of Squares	F-Value	P
High vs. Low	1	.25681	0.04	.8356

To investigate the first problem in Phase 2, four hypotheses were tested to determine if there was a relationship between the number of errors and omissions which occurred in the polling place and the following variables: (1) age of election officers, (2) experience of election officers, (3) level of education of election officers, and (4) voter turnout for the precinct. Accordingly, the fifth hypothesis is that there is no significant relationship between the mean age of election officers and the number of

errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. The sixth hypothesis is that there is no significant relationship between the mean number of years (level of experience) in which election officers had served and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. The seventh hypothesis is that there is no significant relationship between the mean level of education of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. The eighth hypothesis is that there is no significant relationship between turnout of voters and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. Table 18 presents the demographic data relating to the mean for age, experience, and level of education for election officers and the official voter turnout in each of the precincts located in the high and in low socioeconomic areas.

To address hypotheses five through eight, stepwise regression analysis was conducted to examine, one by one, the relationship of the independent variables of age, experience and education of election officers and voter turnout to the dependent variable or number of errors and

Table 18.--Mean for Age, Experience and Education of Election Officers and Voter Turnout in the High and Low Socioeconomic Areas

High Socioeconomic Area					Low Socioeconomic Area				
Pre-cinct	Age	Experience (Years)	Educa-tion*	Voter Turnout	Pre-cinct	Age	Experience (Years)	Educa-tion*	Voter Turnout
10	56.67	4.00	3.83	435	01	65.00	8.25	2.88	1,272
11	60.60	4.00	3.50	551	02	61.75	10.50	2.75	1,040
12	61.50	5.88	3.25	1,189	03	60.17	6.16	3.50	658
13	56.00	1.00	4.00	812	04	45.55	3.90	3.18	1,507
18	63.88	4.00	2.88	792	05	67.50	3.50	3.33	531
19	63.33	4.00	3.50	520	06	65.50	2.67	2.17	582
21	59.25	5.25	3.00	1,462	08	43.45	2.64	2.55	1,443
22	62.63	8.12	2.75	1,104	09	64.83	8.00	2.00	372
23	60.50	2.00	3.50	1,073	14	47.63	3.62	2.13	940
24	61.88	9.00	2.63	1,128	16	52.50	4.17	3.50	835
31	62.67	3.50	2.83	1,193	17	52.89	4.44	2.67	578
47	59.57	8.43	3.14	1,134	49	61.83	4.33	2.50	324

* Education Equivalents:

2 = High School Graduate; 3 = Some College or Technical School; 4 = College Graduate

omissions which were made on election day.

Table 19 shows that for precincts in high socioeconomic areas, only the variable voter turnout was found to be significantly related to the number of errors and omissions made on election day. Accordingly, as voter turnout increases, the number of errors and omissions increased.

Table 19.--Stepwise Regression Procedure For Precincts in High Socioeconomic Areas
Variable: Voter Turnout

	DF	Sum of Squares	Mean Square	F-Value	P
Regression	1	192.711	192.711	32.97	.0001*
Errors	11	64.288	5.844		
Total	12	275.000			

*p < .05.

Table 20 presents the summary statistics for stepwise regression procedures for variables which were examined for their relationship to errors and omissions in high socioeconomic areas. The table indicates there are no significant relationships between age, experience and education, and errors and omissions in the high socioeconomic areas.

Table 21 indicates that for precincts in the low socioeconomic areas, only the variable experience was found to be significantly related to errors and omissions. Accordingly, as the experience of election officers

Table 20.--Summary Statistics for Stepwise Regression
Procedure for Precincts in High
Socioeconomic Areas

Variable	Model R Squared	F-Value	P
Age	.7499	1.2161	.2960
Experience	.7499	.0002	.9887
Education	.7774	1.2395	.2916
Voter Turnout	.7498	32.9734	.0001*

*p < .05.

Table 21.--Stepwise Regression Procedure for Precincts in
Low Socioeconomic Areas
Variable: Experience

	DF	Sum of Squares	Mean Square	F-Value	P
Regression	1	1287.740	1287.74	25.37	.0004*
Errors	11	558.259	50.75		
Total	12	1846.000			

*p < .05.

increases, the number of errors and omissions increases. While this finding might appear to be inconsistent with one's expectations for effective performance in the polling place, it supports observations of staff in Department of Elections that some election officers continue to implement procedures in 1987 as these procedures were implemented in 1983 or before, when Norfolk's voting equipment consisted of

lever mechanical machines and Virginia's election-day procedures were less complicated. Table 22 presents the summary statistics for stepwise regression procedures for variables which were examined for their relationships to errors and omissions in the low socioeconomic areas. The table indicates there are no significant relationships between age, education and voter turnout, and errors and omissions in the low socioeconomic areas.

Table 22.--Summary Statistics for Stepwise Regression
Procedure for Precincts in Low
Socioeconomic Areas

Variable	Model R Squared	F-Value	P
Age	.7117	.4887	.5004
Experience	.6976	25.3737	.0004*
Education	.6981	.0159	.9022
Voter Turnout	.7219	.8753	.3715

*p < .05.

The ninth hypothesis is that there is no difference in ratings of job performance for election officers who worked in precincts located in high and in low socioeconomic areas, as measured by electoral board monitoring on election day. A multivariate analysis of variance was conducted first to determine if there was a difference in ratings of job performance for election officers who worked in precincts

located in high, middle, and low socioeconomic areas. The results of the analysis are given in table 23, and as indicated by the F values and probability values, there were no significant differences in job performance of election officers. Accordingly, a post-hoc analysis to determine differences for the high and low socioeconomic areas was not conducted. The null hypothesis for this portion of the study is accepted. Table 24 presents the results of cross tabulations for all monitored items and performance of election officers in the high and low socioeconomic areas. Comments of electoral board members are presented in appendix E, along with the election-day monitoring instrument.

The tenth hypothesis is that there is no difference in ratings of effectiveness of polling-place management for

Table 23.--Results of Multivariate Analysis of Variance for
Job Performance Ratings of Election Officers

Job Assignment	F-Value	P
RVL Officer	.34	.7111
Pollbook Officer	.87	.427
Demonstration Officer	.30	.7424
Ballot Officer	.86	.431
Counter Officer	.46	.6337
Chief Officer	.70	.4601
Overall Performance	.87	.427

Table 24.--Cross Tabulations for Precinct Monitoring by
Electoral Board in High and in Low
Socioeconomic Areas*

Monitored Item		Yes	No
POLLING PLACE			
1. Is the polling place marked clearly?	High	11	
	Low	11	2
2. Is an additional polling-place sign needed?	High	2	9
	Low	2	11
3. Did you observe election-eering within the legal voting area of 40 feet?	High	1	9
	Low	2	11
4. Did you observe intimidation of voters?	High		11
	Low		12
5. Is the sample ballot posted?	High	11	
	Low	11	1
6. Is the Absentee Ballot Applicants list posted?	High	8	2
	Low	11	1
PARKING			
7. Is parking available for voters close to the polling place entrance?	High	6	5
	Low	11	2
8. Is parking for handicapped voters marked clearly?	High	7	3
	Low	10	3
VOTOMATIC EQUIPMENT			
9. Are the votomatic booths set up at least four feet apart and positioned to give the voter privacy?	High	9	2
	Low	11	1
10. Is the ballot counter positioned to give the voter secrecy of the ballot?	High	10	1
	Low	12	

Table 24.--Continued

Monitored Item			Excel- lent (5)	Good (4)	Satis- factory (3)	Fair (2)	Poor (1)	Do Not Know
JOB PERFORMANCE								
11.	RVL Officer	High Low	8 8	2 2				1
12.	Pollbook Officer	High Low	7 7	3 1	3			
13.	Demon- stration Officer	High Low	8 7	3 3	1			
14.	Ballot Officer	High Low	7 7	2 2	1	1		
15.	Counter Officer	High Low	8 6	2 4	1			
16.	Chief Officer	High Low	8 8	2 3	1			
17.	Overall Perform- ance of Election Officers	High Low	7 7	1 3	2			
						Yes	No	
18.	Did the RVL Officer determine the voter's qualifications to vote with reasonable promptness?				High Low	11 9		
19.	Did the Demonstration Officer explain adequately the procedure for using the punch-card voting equipment?				High Low	10 10		
20.	Did the number of voters listed in the poll book agree with the number registered on the ballot counter?				High Low	8 9	2 2	

* Frequencies do not include precincts in middle socio-economic areas.

precincts located in high and in low socioeconomic areas, as measured by telephone interviews with voters. Multivariate analysis of variance was conducted to determine, from the first seven items on the interview form, if there was a difference in the voter's perception of effectiveness of polling-place management by election officers who worked in precincts in the high and in the low socioeconomic areas. As shown in table 25, there was a significant difference in the voter's perception of convenience of the polling place to their residence, courtesy of the election officers, and competence of the election officers in demonstrating the voting equipment.

No significant differences were found in availability of parking, promptness of election officers in verifying a voter's name and address, overall procedures for voting, and overall performance of election officers. Table 26 presents the results of cross tabulations for all telephone interview responses from voters in the high and in the low socioeconomic areas. (See appendix F for a copy of the telephone interview form and comments from voters.)

The eleventh hypothesis is that there is no significant difference in the problems caused by election-day procedures for election officers who worked in precincts in high and in low socioeconomic areas. The twelfth hypothesis is that there is no significant difference in the problems caused by forms, handbooks and envelopes used on election-day for

Table 25.--Results of Multivariate Analysis of Variance for
Telephone Interviews with Voters from Precincts
in High and in Low Socioeconomic Areas

Survey Item	F-Value	P
1. Convenience of the polling place to your residence	8.37	.0043*
2. Availability of parking at your polling place	3.72	.0556
3. Courtesy of the election officers	13.80	.0003*
4. Promptness of the election officer in verifying name and address	.82	.3677
5. Competence of the election officer in demonstrating use of the voting equipment	7.91	.0055*
6. Overall procedures for voting	.29	.5905
7. Overall performance of election officers (efficient, competent, knowledgeable of procedures and laws)	.73	.3948

* $p < .05$.

election officers who worked in precincts in high and in low socioeconomic areas.

The eleventh and twelfth hypotheses were concerned with the problems caused by election-day procedures, forms, handbooks and envelopes used in the polling place. Data from the post-election assessment survey were collected from 87 percent of the election officers who worked in the November 3, 1987 election. Sixty-seven officers from the precincts in the low socioeconomic areas responded to

the survey, and seventy-two election officers responded from the precincts in the high socioeconomic areas. Ratings

Table 26.--Cross Tabulations for Telephone Interviews with Voters from Precincts in High and in Low Socioeconomic Areas

Survey Item		Excel- lent	Good	Satis- factory	Fair
1. Convenience of polling place to your residence	High Low	69 75	15 4	1	1
2. Availability of parking at your polling place	High Low	25 19	42 53	3 2	13 1
3. Courtesy of the election officers who worked inside your polling place	High Low	42 16	44 61	1 1	
4. Promptness of the election officer in verifying your name and address	High Low	35 15	46 64	1	5
5. Competence of the election officer in demonstrating the use of the voting equipment	High Low	30 12	56 66	1	
6. Overall procedures for voting (Was it easy to follow the procedures for voting?)	High Low	23 12	60 66	2	2
7. Overall performance of election officers (Efficient, competent, knowledgeable of procedures and laws)	High Low	24 12	59 66	2	

Table 26.--Continued

Survey Item			Yes	No	N/A
8.	Was your polling place clearly marked?	High	75	10	1
		Low	74	2	3
9.	If no, did you have problems finding your polling place?	High	1	2	
		Low	3		
10.	Did you have to wait last Tuesday before you were able to vote?	High	5	80	
		Low		76	
11.	Can you recall why you had to wait (check all applicable areas)				
	___ Large no. of voters	High	4		
	___ Finding voter's name and address	High	4		
	___ Writing voter's name was too slow	High	3		
	___ Not enough voting booths (Votomatic)	High	1		
	___ Attention to one voter's qualifications or problem				
	___ Demonstration had to be repeated				
	___ Other				
12.	What do you feel is the maximum length of time a voter should have to wait in order to cast a vote? (Time would include waiting to verify your name and address, receiving a demonstration and a ballot, and waiting for an available voting booth to cast a ballot.)				
	___ 1 - 3 Minutes	High	2		
		Low	1		
	___ 3 - 6 Minutes	High	4		
		Low	3		
	___ 6 - 10 Minutes	High	54		
		Low	36		
	___ Whatever time it takes	High	26		
		Low	39		

Table 26.--Continued

Survey Item		Yes	No	N/A
13. Did you have any specific problems with the election officers who worked inside the polling place? If yes, please explain:	High	1	85	1
	Low	4	75	
14. Did you have any specific problems in your polling place with the voting equipment? If yes, please explain:	High	1	86	
	Low	1	78	
15. Do you feel you need more assistance or instruction in order to use the punch-card voting equipment?	High	1	86	
	Low	3	76	
16. Were the voting booths positioned to ensure privacy?	High	75	12	
	Low	76	3	
17. Is there anything you dislike about your polling place?	High	9	78	
	Low	3	76	
18. Have you encountered any election-day procedures, laws or forms which are confusing?	High	1	86	
	Low	1	78	
19. Have you ever wanted to make a suggestion or complaint about election services following an election? If yes, please explain:	High	4	83	
	Low	1	78	

from sections III and IV of the survey were subjected to an analysis of variance to determine if there were significant differences in the mean rating responses. The results of the analysis of variance for Sections III and IV are

summarized in tables 27 and 28, respectively. As indicated, there was a significant difference in the responses to two items, both of which concerned the write-in statement of results, a procedure and form used after the polls close.

An examination of the cross tabulations from table 29, Section III, shows that only twelve election officers in the low socioeconomic precincts responded to the write-in item with a perception rating above "rarely a problem." However, twenty-four election officers in the high socioeconomic precincts responded to the same item with a perception rating above "rarely a problem" and five of those responses indicated that the write-in statement of results was "always a problem."

Similar frequencies were found for the write-in item in Section IV, table 29, where only eight election officers in the low socioeconomic precincts rated the write-in form above "rarely a problem," and twenty-four officers in the high socioeconomic group rated the write-in form above "rarely a problem." Five officers in the high socioeconomic precincts rated the write-in form "always a problem." In both sections, there were no responses from the low socioeconomic precincts that considered write-in procedures or forms "always a problem."

An examination of voting returns from the November 3, 1987 election revealed thirty-six write-in votes were cast from the twelve precincts in the high socioeconomic areas.

Table 27.--Results of Analysis of Variance for Differences
in Problems Caused by Procedures

Section III	F-Value	P
<u>Procedures</u>		
Preparing for opening the polls (5:15 a.m.-6:00 a.m.)	2.98	.0854
Setting up and closing the Votomatic Booths	.16	.6896
Opening and closing the Ballot Counter	.00	.9621
Running the zero (0000) printout tape	.83	.3637
Finding the voter's name on the Registered Voters List	2.02	.1567
Correcting information on the Registered Voters List	.38	.5365
Writing and correctly spelling the voter's name in the Poll Book	1.32	.2515
Monitoring the Ballot Counter	.13	.7229
"Troubleshooting" the Ballot Counter after an ERR reading	.00	.9982
Understanding the difference between a "spoiled" ballot and a "void" ballot	.29	.5902
Assisting the voter who is physically or educationally unable to vote their ballot	.02	.8836
Maintaining an orderly flow of voters from entrance to exit	.21	.6501
Assisting the person voting outside the polls	.02	.8878
Accommodating the "Authorized Representatives"	2.61	.1070
Closing the polls (after 7:00 p.m.)	.31	.5801
Running the four printout tapes	.01	.9273

Table 27.--Continued

Section III	F-Value	P
Preparing the Statement of Results	1.48	.2246
Preparing the Write-In Statement of Results	7.35	.0071*
Enclosing the correct form in the correct brown envelope	.07	.7986
Deciding which materials to pack and which materials to hand to the Clerk of the Circuit Court	.10	.7547

*p < .05.

Only six write-in votes were cast from the twelve precincts in the low socioeconomic areas.

In summary, the eleventh and twelfth hypotheses are supported mainly by twenty-eight of the thirty items, of which there were no differences in the problems caused by procedures, forms, handbooks and envelopes for election officers who worked in precincts in the high and in the low socioeconomic areas. Two items, however, relating to write-in procedures and the form for recording write-in results, were found to be significantly different in causing problems for election officers who worked in precincts in high and in low socioeconomic areas.

Cross tabulations of responses to all items on the post-election assessment survey from the twenty-four precincts in the high and in the low socioeconomic areas are

presented in table 29. (See appendix G for a copy of the post-election assessment survey and descriptive responses from election officers in the two socioeconomic groups.)

Discussion of Findings

Errors and omissions, recorded for Phase 1 and Phase 2 of this study, reflected the observations of electoral board

Table 28.--Results of Analysis of Variance for Differences in Problems Caused by Forms, Handbooks and Envelopes

Section IV	F-Value	P
<u>Forms/Handbooks/Envelopes</u>		
Voter Assistance Oath (white form)	3.66	.0566
Name is not on RVL-voter erroneously deleted (blue form)	.20	.6525
Name is on the RVL-but voter is challenged (pink form)	.01	.9227
Challenged vote (green envelope)	2.78	.0966
Statement of Results	1.23	.2688
Write-In Sheets	5.01	.0260*
Handbooks for Officers of Election from the State Board of Elections (green books)	2.63	.1057
Color-coded handbook ("flip-chart") from the City of Norfolk	.10	.7471
Job Aids for Officers of Election from the City of Norfolk	.15	.7006
Large Brown Envelopes	.12	.7320
Other		

*p < .05.

Table 29.--Cross Tabulations for Post-Election Assessment Survey

Section I			Yes	No	No Not Know
1.	Did you have any problems "opening" the polls? If yes, please explain: _____ _____ _____	High Low	3 5	66 60	2 0
2.	Did you have any problems "closing" the polls? If yes, please explain: _____ _____ _____	High Low	8 0	61 64	2 1
3.	Did you have any problems with votomatics? If yes, please explain: _____ _____ _____	High Low	8 9	62 56	1 0
4.	Did you have any problems with the ballot counter? If yes, please explain: _____ _____ _____	High Low	12 9	58 54	1 2
5.	If you encountered any of the problems listed above, were those problems related to the training you received? If yes, please explain: _____ _____ _____	High Low	0 3	57 52	0 0
6.	Do you feel that Norfolk's voters need additional information to use properly the punch-card voting	High Low	31 34	39 27	0 4

Table 29.--Continued

Section I		Yes	No	Do Not Know
equipment? If yes, please explain: _____				

7. Did you hear of traffic or parking problems at your polling place on November 3, 1987? If yes, please explain: _____	High	15	57	0
	Low	2	65	0

8. Are there additional supplies which you feel you need on election day? If yes, please explain: _____	High	22	46	4
	Low	15	46	4

9. Did you have any specific problems with voters? If yes, please explain: _____	High	26	44	0
	Low	17	49	1

10. Did you have specific problems in your precinct with the "authorized representatives" of the candidates or the party? If yes, please explain: _____	High	8	63	0
	Low	22	42	2

11. Was access or distance to a telephone a problem for you on election day? If yes, please explain: _____	High	10	58	4
	Low	4	61	0

Table 29.--Continued

Section II			Yes	No	No Not Know
12.	Could the training classes be changed to help you improve your ability to perform the duties of an Election Officer? If yes, please explain: _____	High Low	15 7	54 42	2 17
13.	What procedures gave you the most difficulty on November 3, 1987? _____	High Low	23* 15*	20** 21**	13 13
14.	Do you feel these difficulties were caused by inadequate training? If yes, please explain: _____	High Low	4 4	47 48	5 6
15.	In your opinion, did you have a sufficient number of Election Officers assigned to work in your polling place? If no, how did the insufficient number affect the management of the polling place? _____	High Low	53 45	17 20	0 0
16.	In your opinion, how many Election Officers should have been assigned to work in your polling place? (See appendix F)				

* Yes indicates a procedure or problem was given

** No indicates "none"

Table 29.--Continued

Section II			Yes	No	No Not Know
17.	All polling places have problems on election day. Please list the major problem(s) you had on November 3, 1987: _____ _____ _____ _____	High Low	39* 46*	16** 8**	12 10
18.	Did the training class you attended address the problem(s) identified above? If no, please indicate how training might address the problem(s) in the future: _____ _____ _____ _____	High Low	11 25	5 10	22 13
19.	What do you consider to be the most confusing election-day procedure or law to the voter? _____ _____ _____ _____	High Low	43* 33*	4** 2**	22 22

Table 29.--Continued

Section III		Always	Sometimes	Undecided	Rarely	Never	Do Not Know
20. To what extent do you feel the following procedures are a problem on election day? Please circle the number that best expresses your opinion regarding the extent of the problem caused by the procedures.							
<u>Procedures</u>							
Preparing for opening the polls (5:15 a.m.-6:00 a.m.)	High	1	10	2	23	30	3
	Low	1	2	3	27	27	6
Setting up and closing the Votomatic Booths	High	0	6	0	25	37	1
	Low	6	0	1	17	38	2
Opening and closing the Ballot Counter	High	2	14	0	29	18	6
	Low	0	16	2	18	23	4
Running the zero (0000) printout tape	High	0	3	1	22	32	10
	Low	0	4	2	18	33	4
Finding the voter's name on the Registered Voters List	High	0	8	1	33	22	4
	Low	0	16	1	21	24	2

Table 29.--Continued

Section III (Continued)		Always	Sometimes	Undecided	Rarely	Never	Do Not Know
Correcting information on the Registered Voters List	High Low	0 0	12 8	0 2	33 26	16 19	6 5
Writing and correctly spelling the voter's name in the Poll Book	High Low	1 0	4 11	0 2	35 23	24 28	4 1
Monitoring the Ballot Counter	High Low	0 1	3 4	1 2	28 18	31 35	5 3
"Troubleshooting" the Ballot Counter after an ERR reading	High Low	0 0	10 6	1 3	26 19	14 22	17 8
Understanding the difference between a "spoiled" ballot and a "void" ballot	High Low	2 1	9 11	3 3	24 11	27 33	4 5
Assisting the voter who is physically or educationally unable to voter their ballot	High Low	3 1	10 15	2 2	26 18	24 28	3 2
Maintaining an orderly flow of voters from entrance to exit	High Low	1 0	13 10	1 0	30 31	23 21	1 0
Assisting the person voting outside the poll	High Low	0 1	6 3	0 4	20 15	30 31	12 10

Table 29.--Continued

Section III		Always	Sometimes	Undecided	Rarely	Never	Do Not Know
Accommodating the "Authorized Representatives"	High	1	5	1	25	27	10
	Low	4	9	5	9	26	10
Closing the polls (after 7:00 p.m.)	High	1	7	1	21	33	6
	Low	1	7	2	16	35	1
Running the four printout tapes	High	0	5	1	21	30	11
	Low	0	5	1	17	30	10
Preparing the Statement of Results	High	1	15	0	27	14	11
	Low	1	8	3	21	19	12
Preparing the Write-In Statement of Results	High	5	15	4	24	11	10
	Low	0	8	4	19	18	14
Enclosing the correct form in the correct brown envelope	High	2	7	0	25	24	11
	Low	0	8	2	13	35	5
Deciding which materials to pack and which materials to hand to the Clerk of the Circuit Court	High	0	7	4	23	21	14
	Low	1	6	4	18	28	8

Table 29.--Continued

Section IV		Always	Sometimes	Undecided	Rarely	Never	Do Not Know
21. To what extent do you feel the following forms, handbooks and envelopes are a problem on election day? Please circle the number that best expresses your opinion regarding the extent of the problem caused by the forms, handbooks and envelopes.							
<u>Forms/Handbooks/Envelopes</u>							
Voter Assistance Oath (white form)	High	1	9	0	20	29	7
	Low	0	2	2	17	29	9
Name is not on RVL-voter erroneously deleted (blue form)	High	0	6	1	29	17	13
	Low	2	8	3	13	23	12
Name is on RVL-but voter is challenged (pink form)	High	0	3	2	25	21	15
	Low	1	2	4	18	21	14
Challenged vote (green envelope)	High	2	1	4	22	22	15
	Low	0	0	4	13	28	15
Statement of Results	High	0	12	0	20	25	10
	Low	0	6	2	16	23	12

Table 29.--Continued

Section IV (Continued)		Always	Sometimes	Undecided	Rarely	Never	Do Not Know
Write-In Sheets	High	4	12	3	18	20	9
	Low	0	8	1	15	23	14
Handbooks for Officers of Election from the State Board of Elections (green books)	High	1	5	3	21	31	5
	Low	0	1	5	12	35	6
Color-coded handbook ("flip-chart") from the City of Norfolk	High	0	1	0	11	50	5
	Low	0	0	0	11	45	5
Job Aids for Officers of Election from the City of Norfolk	High	0	0	2	15	45	4
	Low	0	1	2	11	41	7
Large Brown Envelopes	High	0	2	2	13	41	9
	Low	0	2	0	12	36	9

Table 29.--Continued

Section V		Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Do Not Know
22.	In Norfolk, training classes last approximately two (2) hours without a break. In other cities and states, training class-time ranges from one (1) hour to over six (6) hours. Please circle the number that best expresses your opinion regarding the training class-time.						
	Considering the information that needs to be reviewed and covered:						
	The time devoted to training in Norfolk (Approximately two (2) hours) is too long	High 9	7	5	27	12	3
		Low 1	6	4	29	15	6
	The time devoted to training in Norfolk is too short	High 2	4	3	35	16	2
		Low 3	6	4	29	13	4
	The time devoted to training in Norfolk is about right	High 14	29	5	10	2	3
		Low 8	40	2	6	0	2
	I would prefer a 2-1/2 hour to 3 hour training class with a break in-between	High 7	4	5	23	21	3
		Low 1	10	8	19	16	3
	I would prefer no break if the class does not exceed 2 hours	High 31	28	1	1	2	2
		Low 17	34	6	4	0	1

Table 29.--Continued

Section V (Continued)		Best	Good	Undecided	Fair	Poor	Do Not Know
23. In your opinion, what types of training sessions would give the best information about election-day procedures? Please circle the number that best expresses your opinion.							
<u>Types of Training Sessions</u>							
Lecture/Discussion	High	20	20	1	11	2	1
	Low	20	22	1	6	1	0
Slides/Discussion	High	15	27	0	7	3	1
	Low	19	24	2	7	1	0
Video-Tape/Discussion	High	18	25	2	8	5	1
	Low	21	21	1	6	0	0
Test/Discussion	High	9	16	3	17	4	1
	Low	11	20	8	4	4	2
Role-Play/Discussion	High	7	15	4	11	9	2
	Low	8	19	8	7	3	1

Table 29.--Continued

Section V (Continued)		Best	Good	Undecided	Fair	Poor	Do Not Know
Question/Answer Program	High	8	27	3	8	7	2
	Low	17	29	3	4	1	0
Small-Group Discussion	High	4	17	8	10	10	2
	Low	7	18	4	9	7	2
Home Study Program	High	4	9	5	10	17	3
	Low	4	11	8	10	12	1
Cable TV/Discussion	High	2	14	5	11	11	3
	Low	1	7	12	9	9	5

Table 29.--Continued

		Strong Support	Some Support	Undecided	Little Support	No Support	Do Not Know
Section VI							
24.	To what extent do you feel the following support functions enabled you to carry out your duties as an election officer? Please circle the number that best expresses your opinion regarding support.						
	<u>Support Functions</u>						
	Electoral Board	High 29	12	2	2	0	8
		Low 26	8	2	1	2	7
	Registrar of Voters	High 48	2	1	1	1	6
		Low 34	5	3	1	0	3
	Voting Machine Technicians	High 35	4	1	3	0	13
		Low 32	8	2	3	0	5
	Staff in the Registrar's Office	High 51	3	0	0	0	6
		Low 43	6	0	1	1	3
	Training Classes	High 44	12	2	0	0	2
		Low 50	6	0	0	0	1

Table 29.--Continued

Section VI (Continued)		Strong Support	Some Support	Undecided	Little Support	No Support	Do Not Know
Handbooks from the State Board of Election	High	35	20	2	3	0	3
	Low	37	14	2	1	0	2
Color-coded handbooks from City of Norfolk	High	53	6	0	1	0	4
	Low	45	7	2	0	0	2
Job aids	High	35	12	2	1	0	10
	Low	33	11	1	0	0	5
Administrative staff in the polling places (Principal, teachers, clergy, building staff)	High	27	15	2	4	2	8
	Low	24	13	3	1	6	5
Democratic Party	High	9	5	5	2	7	24
	Low	22	7	5	3	6	8
Republican Party	High	7	5	5	2	7	25
	Low	5	4	6	6	13	9

members and staff in The Department of Elections who conducted the official canvass of returns in Circuit Court on the day following election day. Thirty days after the election, errors and omissions were recorded again when voting rosters and pollbooks were examined for ascertaining that voting credit was given to each voter.

The results of the first hypothesis of Phase 1 of this study support the contention that procedural materials, which can be easily accessed, have an influence on reducing the number of errors and omissions made by election officers in the polling place. Precincts which had accessible, subject-formatted procedural materials had significantly fewer errors and omissions than the precincts which had time-formatted materials. This finding supports the view that information retrieval in the polling place is a factor in reducing errors and omissions and consequently, enhancing effective management of a polling place.

A significant difference was found between the treatment and control groups for the number of unweighted errors and omissions which occurred in the polling place. An examination of the raw data indicated that the treatment group had 111 fewer errors and omissions than the control group. When weighted values were added to the number and type of error or omission, however, no significant difference was found between the two groups, indicating that criticality of the errors or omissions was similar for both

groups.

Before rejecting the first null hypothesis, a search for plausible explanations was considered. Since the nonequivalent control group design was employed in Phase 1 of this study, this design appears to have controlled for the internal threats of history, maturation, testing, instrumentation, statistical regression, and selection. The mortality factor, however, appears to have been the greatest threat to the internal validity of the investigation (see table 30).¹ Although all election officers attended an instructional class before election day, forty-two officers in the treatment group and thirty-five officers in the control group were new and inexperienced, having never served as an election officer before November 4, 1986. Even though every attempt was made to place no more than two inexperienced, substitute officers in a precinct, two precincts in the treatment group had five new election officers and three precincts had three new officers. In the control group, one precinct also had five inexperienced officers; one precinct had four new officers and one precinct had three new officers. These differential losses may have affected the findings of the study to some degree, although the seven additional losses to the treatment group would appear to favor the control group.

Although the criteria for internal validity was considered to be a more significant factor in the design of

Table 30.--Threats to Internal Validity

Threats to Internal Validity	Yes	No	Explanation
History		X	Election officers in both the treatment and control groups would be influenced by the same historical events.
Maturation		X	Passage of time from the instructional classes to election day varied by less than seven days.
Testing		X	Election officers in both the treatment group and the control group were administered the same pretest.
Instrumen- tation		X	Pretests for both groups were administered and scored by the same individuals. Criticality of all errors and omissions were determined by election staff, regardless of the group.
Statistical Regression		X	Election officers were assigned to a precinct based on place of residence rather than extreme scores. Precincts were randomly selected for the two groups.
Selection		X	Election officers were assigned to a precinct based on place of residence rather than a differential selection process. The majority of election officers were recruited by other election officers.
Mortality	X		Loss of experienced election officers occurred until election day due to emergencies. Inexperienced officers, all of whom received training, served as substitute officers in both the treatment and control groups. Forty-two inexperienced officers served in the treatment group; thirty-five inexperienced officers served in the control group.

Phase 1, questions of external validity support the limitations of this study which were presented in Chapter I. Plausible threats to the generalizability of the study are presented in table 31.² Unquestionably, findings from this study cannot be generalized to other election jurisdictions, such as rural counties of Virginia, which do not share similar demographic characteristics with Norfolk, Virginia.

Implications of the findings in Phase 1 are twofold: (1) procedural materials appear to be a significant factor in reducing the number of errors and omissions in the polling place, and (2) procedural materials do not appear to affect the criticality of errors and omissions. Any error or omission, unweighted or weighted, which occurs on election day must be regarded as a serious infraction of the election code of Virginia and as a potential cause for election litigation.

The purpose of Phase 2 of this study was to examine errors and omissions which occurred during the November 3, 1987 election, from the perspective of the electoral board, the voters, and the election officers. Before three problem areas were investigated in Phase 2, demographic data pertaining to mean household incomes were used to determine the precinct equivalents which matched the high and low socioeconomic census tracts of Norfolk, Virginia. Twenty-four of Norfolk's fifty-four precincts were selected to represent the highest and lowest socioeconomic areas of

Table 31.--Threats to External Validity

Threats to Internal Validity	Yes	No	Explanation
Reactive or Inactive Effects of Testing	X		Although pretesting was identical for both groups, it is likely that the pretest increased the election officers' sensitivity to errors and omissions. Thus, officers in the treatment group, who could more easily retrieve solutions to problems using the subject-formatted materials, were alerted to problems and procedures that they might not have observed previously.
Interactive Effects of Selection Bias and Experimental Variable	X		Findings from this study cannot be generalized to other election officers unless demographics of the election jurisdictions are identical.
Reactive Effects of Experimental Variable	X		It is possible that election officers in the control group learned that officers in the treatment group were given time-formatted materials and subject-formatted materials. Officers in the treatment group may have been motivated and influenced by the knowledge that their precinct had access to easily retrievable procedural materials.
Multiple- Treatment Interference	X		Election officers in the treatment group had access to the subject-formatted handbook and to subject or job-formatted aids which reinforced correct procedures to follow.

Norfolk. The twelve precincts in the highest socioeconomic areas and the twelve precincts in the lowest socioeconomic areas were deemed to be representative of the socioeconomic

status of the election officers who worked in the precincts' polling places and the voters who voted in those places.

To test the third and fourth hypotheses, analysis of variance was conducted to determine if there was a difference in the errors and omissions which occurred in precincts in the high and in the low socioeconomic areas of Norfolk. Although a significant difference was found between the high and low socioeconomic precincts for the unweighted errors and omissions, no difference was found between the two socioeconomic groups for the weighted errors and omissions. As in Phase 1, the criticality of errors and omissions for the two groups in Phase 2 appeared to be similar. The majority of the errors and omissions which occurred in Phase 1 and Phase 2 for the two groups in each phase concerned the omission of voting records given to voters on election day. Because of the seriousness of this omission, every election jurisdiction in Virginia must ascertain that each voter has been given voting credit by checking the roster of citizens who voted against the pollbook, where the voter's name should have been entered on election day, and against a computer printout of voters from the State Board of Elections. A voter who does not receive the proper credit for voting in a certain election can be removed from the registration documents if no further votes are cast by the voter during the next four years. Annually, over 3,500 voters are removed automatically from the voting

rosters in Norfolk due to the absence of a voting record for four consecutive years.

After the number of errors and omissions for the high and low socioeconomic precincts had been determined, stepwise regression analysis was performed to determine if there was a significant relationship between the number of errors and omissions and age, experience, and education of election officers, and voter turnout in the precincts. For the precincts located in the high socioeconomic areas, voter turnout was found to be significantly related to errors and omissions. Consequently, as the number of voters increased, the number of errors and omissions increased. This finding is not surprising. All procedures, with the exception of those which pertain to the voting equipment and the certification of the results of the election, are directly related to the voters. The majority of voters are processed in accordance with standard procedures: (1) The voter gives his full legal name and his current address to the first election officer who marks the roster of voters, thereby giving the voter a voting record for that particular election, (2) the voter's full legal name is written in a pollbook by the second election officer, (3) the voter is offered a demonstration on how to use punch-card voting equipment by the third officer, (4) the voter is given a ballot card by the fourth officer, (5) the voter enters a votomatic booth and, reading the ballot book pages, proceeds

to vote his ballot card, and (6) the voter deposits his voted ballot card in the ballot counter. An election officer is required to monitor the ballot counter, and if an extra officer is available, the votomatic booths are monitored for assisting the voter and for preparing the booths for the next voter. In a precinct where the number of registered voters exceeds 1,650 or 2,100, the precinct roster, which contains the alphabetical list of all voters in the precinct, is divided two-ways or three-ways, respectively. The number of election officers assigned to a precinct therefore, reflects the registration number in the precinct and the subsequent division of the alphabetical precinct roster. As the number of election officers increase in proportion to the expected turnout of voters, human error is likely to increase also. Further, as the number of voters increase, exceptions to the standard procedures increase.

One of the most disruptive procedures involves the voter who requires additional instruction on using punch-card voting equipment. All voters are offered a demonstration for using the punch-card system on a small, hand-held model, which simulates poorly the ballot book pages in the votomatic booth. Many voters from all precincts are unable to make the transition from the hand-held portable model, with dissimilar formatted ballot pages, to the actual ballot book pages in the votomatic booths. At the request of a

voter, instructions can be provided by election officers in the voting booth. According to the handbook of instructions from the State Board of Elections:

Sometimes, a voter enters the booth and cannot understand how to work the equipment. He may ask for further instructions.

In this case, two officers, preferably one from each voting Party, enter the booth.

. . . Show the voter how the machine works.

Never argue in front of the voter as to what should be done. Be objective and do not influence the voter when giving instructions.

Once the voter understands how to work the machine and before he casts his ballot, . . . leave the booth so he may vote in secret.³

Other disruptive procedures include: (1) a voter's name is not listed on the precinct roster of voters, yet the voter claims to be registered to vote, (2) a voter needs assistance in casting his ballot in the votomatic booth, due to a physical or educational disability, (3) the voter makes an error in casting his vote, (4) a voter fails to deposit his ballot card in the ballot counter and leaves the polling room, (5) a voter cannot enter the polling room due to a physical disability and needs assistance in voting outside the polling place, (6) the voter is challenged as a qualified voter by another voter or by an election officer, (7) the voter's legal address has changed and he failed to transfer his registration before the books closed for the present election, (8) a representative of a candidate or a party is not a qualified voter of the election jurisdiction,

(9) a voter offers to vote, but his name is on a list of absentee-ballot applicants. Any one of these voter problems, in addition to a voting machine problem, might require a telephone call to the Department of Elections or to the voting machine technicians. These problems are disruptive to the standard and routine procedures, and when election officers' attentions are diverted, errors and omissions will occur.

In the November 3, 1987 election, the voter turnout in the twelve precincts in the high socioeconomic areas was 11,393. Eighty-five election officers worked in the twelve precincts, giving an average of 134.0 voters for each election officer. In the twelve precincts in the low socioeconomic areas, the voter turnout was 10,082. Ninety-three election officers worked in the twelve precincts, giving an average of 108.4 voters for each election officer.

For the election officers who worked in precincts in the low socioeconomic areas, only the variable experience was found to be significantly related to errors and omissions. Level of experience, in the context of this study, refers to the number of years a person has served as an election officer. It does not refer to the number of elections in which a person has served. This finding would appear to support observations of staff in the Department of Elections that some election officers continue to implement certain procedures in 1987 as these or similar procedures

were implemented before 1983, when Norfolk first acquired punch-card voting equipment to replace the lever mechanical equipment. In her letter on January 6, 1987, in which Susan H. Fitz-Hugh replied to James E. Mathews concerning the format of the instructional handbooks, Ms. Fitz-Hugh stated that in 1983, when she took office as Secretary of the State Electoral Board, "there was not any type of instruction booklet except a pamphlet. . . ."4 Indeed, since the writer took office in 1984 as general registrar for the City of Norfolk, numerous procedures, to be implemented by election officers in the polling place, have been initiated by the State Board of Elections, while apparently, few attempts have been made to streamline older procedures and forms. This is best illustrated by Virginia's use of six different, but similar oath forms and eight different, but similar brown envelopes. Election officers must distinguish between the forms and sort out the envelopes before returning all supplies to the Circuit Court after the polls close. While these items may appear to be easily-managed procedures, citizens serve as election officers usually once or twice a year in Virginia. Lastly, upon examination of the twelve chief election officers' level of experience in the low socioeconomic precincts, four chief officers had served as election officers for seventeen years and five chiefs had served between eight and fifteen years. The remaining three chiefs had served between three and seven years. Six

assistant chief officers had served between twelve and seventeen years and the remaining six had served between one and six years. These numbers were comparable to the number of years the chiefs and assistant chiefs had served from the precincts in the high socioeconomic areas. The average level of experience for the chiefs and assistant chiefs in the low socioeconomic areas was 10.29 years, and the mean number of errors and omissions was 10.00. The average level of experience for the chiefs and assistant chiefs in the high socioeconomic areas was 9.08 and the mean number of errors and omissions was 3.58.

Results from electoral board monitoring on election day reflected the brief visit made by one of three board members to one of fifty-four precincts. Although a board member is occasionally required to return to a polling place due to a problem with voters, election officers, or the authorized representatives of the candidates or party, constraints of time do not permit extensive monitoring, supervision or follow-up. No significant differences were found in job performance for election officers in the high socioeconomic precincts and election officers in the low socioeconomic precincts.

Multivariate analysis of variance was conducted to determine, from seven items on a telephone survey form, if there was a difference in ratings of effectiveness of polling-place management for precincts in high and low

socioeconomic areas. Telephone interviews were conducted with one hundred and sixty-six voters during the four-week period following the November 3, 1987 election. Seventy-nine voters were interviewed from the precincts in the low socioeconomic areas and eighty-seven voters were interviewed from the precincts in the high socioeconomic areas.

Significant differences were found in the voters' responses to questions relating to convenience of the polling place to their residence, courtesy of election officers, and competence of the officers in demonstrating punch-card voting equipment. Convenience of the polling place to one's residence is not within an election officer's control or responsibility. Frequently, polling sites are assigned because it is the only available public facility in the precinct. Courtesy of the election officers was rated "excellent" by over twice as many (42 vs. 16) respondents in the high socioeconomic precincts as in the low socioeconomic precincts. Similarly, over twice as many (30 vs. 12) respondents in the high socioeconomic precincts gave a rating of "excellent" to the competence of the election officers in demonstrating the use of the voting equipment.

A significant difference was not obtained between the two groups for availability of parking at the polling places, promptness of election officers in verifying one's name and address, overall procedures for voting, and overall performance of election officers. Parking is a factor which

can be monitored by election officers, if only to encourage all officers and the candidates' poll workers inside and outside the polling place to move their automobiles from the accessible parking spaces ideally reserved for voters.

Polling places which are located in schools always present parking problems until after the school day ends. Further, signs which state "Parking for Voters Only" are provided to all precincts and election officers are encouraged to use them where parking spaces exist. Promptness of election officers in verifying one's name and address and overall performance of election officers were rated "excellent" by at least twice as many voters in the high socioeconomic group as in the low socioeconomic group.

Responses to the other twelve items on the telephone survey form indicated similar perceptions of voters in both the high and low socioeconomic areas. Negative responses, indicating effective polling-place management, were given by the majority of voters in both groups to: (1) the voter's need to wait before voting, (2) specific problems with the election officers or voting equipment, (3) the need for more assistance or instruction in using the punch-card voting equipment, (4) dissatisfaction with the polling place, (5) encounters with confusing election-day procedures, laws or forms, and (6) suggestions or complaints about election services in Norfolk. Positive responses, which also indicated effective polling-place management, were given by the

majority of voters in both groups to polling places which were clearly marked and voting booths which were positioned to ensure privacy. In response to the question concerning the maximum time a voter should have to wait in order to cast a ballot, fifty-four voters in the high socioeconomic group and thirty-six voters in the low socioeconomic group indicated the maximum time should be between six and ten minutes. Thirty-nine voters in the low socioeconomic precincts and only twenty-six voters in the high socioeconomic precincts indicated that the maximum time a voter should have to wait to cast a vote was "whatever time it takes."

For the purpose of this research, the post-election assessment survey provided an abundance of statistical and descriptive data concerning opening, operating and managing, and closing a polling place. Eighty-seven percent of the election officers who worked in the November 3, 1987 election returned the survey. Although the survey's primary value is found in the descriptive comments, suggestions and criticisms (see appendix G), an interesting statistical difference was found in the election officers' ratings of problems caused by write-in procedures and write-in forms. Here, procedures and forms used for write-in votes were found to be a greater problem on election day for election officers in the high socioeconomic areas than for election officers in the low socioeconomic areas. An examination of

election returns after the November 3, 1987 election revealed thirty-six write-in votes occurred in the twelve precincts in the high socioeconomic areas and only six write-in votes were cast in the twelve precincts in the low socioeconomic areas. As discussed in another section, "single-shot" voting, while occurring across all socioeconomic levels, is more apparent in the low socioeconomic areas where a candidate, who is identified with the voters, is deemed to have "favorite son" status. Consequently, voters in the low socioeconomic areas frequently vote for only one candidate and rarely do they misuse their other allowable votes on a frivolous write-in name. Since all write-in votes must be recorded on the official tally sheets in Circuit Court, it is not uncommon to record write-in votes for comic-strip characters, national and international political figures, and one's friends. Over one hundred write-in votes were cast in the November 3, 1987 election from all of Norfolk's fifty-five precincts. Write-in votes were particularly visible after that election when it was realized apparently, by many voters, that a senatorial candidate who had gained wide public attention, was eligible to receive votes just in his particular senate district which included only half of Norfolk's precincts.

Summary of Findings

This study was designed to investigate and assess factors which appeared to contribute to errors and omissions

made by election officers in the polling place on election day. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987.

The purpose of this chapter was to present the data that were collected for this research. In Phase 1, the data included scores on an election-day pretest and scores obtained from errors and omissions which occurred in the polling place during the November 4, 1986 election. In Phase 2, the data included demographics pertaining to socioeconomic status of twenty-four precincts, voter turnout and error and omission scores for the twenty-four precincts. Collected data also included age, experience and education of election officers who worked in the selected precincts. Lastly, data were obtained from an election-day monitoring form, telephone interviews with voters and a post-election assessment survey which was sent to all election officers who worked in the November 3, 1987 election. The following results were obtained:

1. A significant difference was found between the number of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials. Subject-formatted procedural materials appeared to be a factor in reducing the number of errors and omissions in the polling place on election day. A significant difference was

not found for the criticality of errors and omissions for election officers who used subject-formatted or time-formatted procedural materials.

2. A significant difference was found in the number of errors and omissions which occurred in precincts in high socioeconomic areas and in precincts in low socioeconomic areas. While the number of errors and omissions was higher in the precincts located in the low socioeconomic areas, there was no significant difference in the criticality of errors and omissions between the two socioeconomic groups.

3. For election officers who worked in the high socioeconomic precincts, voter turnout was found to be significantly related to errors and omissions. For election officers who worked in the low socioeconomic precincts, experience (number of years) was found to be significantly related to errors and omissions.

4. No significant differences were found in ratings given by electoral board members for job performance of election officers in the high and low socioeconomic areas.

5. As measured by telephone interviews with voters from the high and low socioeconomic areas, a significant difference was found in three factors relating to effectiveness of management of the polling place: (1) convenience of the polling place to one's residence, (2) courtesy of election officers, and (3) competence of the election officers in demonstrating use of the voting equipment.

Factors relating to parking, promptness in verifying names and addresses, overall procedures for voting and overall performance of election officers were not significantly different for the two socioeconomic groups.

6. As measured by a post-election assessment survey, the only significant difference found in problems caused by procedures or forms related to write-in votes. The write-in procedure and form were found to be a greater problem for election officers in the high socioeconomic precincts than for election officers in the low socioeconomic precincts.

Chapter V presents a summary of the research, conclusions of the findings, recommendations for state and local action, and recommendations for future research.

ENDNOTES

¹Donald T. Campbell and Julian C. Stanley, Experimental and Quasi-Experimental Designs for Research (Chicago: Rand McNally College Publishing Company, 1963), 5.

²Ibid., 5-6.

³Virginia State Board of Elections, Instructions for Officers of Election (Richmond, Virginia, 1986), 40-41.

⁴Susan H. Fitz-Hugh, Secretary of the Virginia State Board of Elections to James E. Mathews, Chairman of the Norfolk Electoral Board, 6 January 1987.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter will present a summary of the investigation, conclusions from the findings, and recommendations for state and local action and future research.

Summary

The major purpose of this study was to investigate and assess factors which appeared to contribute to errors and omissions made by election officers in the polling places on election day. The subsidiary purpose of the study was to acquire information and data for decision-making and planning in the Department of Elections in Norfolk, Virginia. The study was conducted in two phases during and immediately following the November general elections in 1986 and 1987, in which turnout of voters was 48,194 and 49,756, respectively.

The problem addressed in the first phase concerned the perceived inadequacy of existing procedural materials which were provided to all election officers in Virginia by the State Board of Elections. The research investigated whether modification strategies and the addition of job aids resulted in a reduction of procedural errors and omissions

on election day. Specifically, a comparison was made of two different approaches to formatting election-day procedural materials--subject-formatting and time-formatting--in an effort to determine which approach appeared to have greater influence on reducing the number of errors and omissions occurring in the polling places on election day. The problem addressed in the first phase was examined immediately following the November 4, 1986 general election.

Three investigations were conducted in the second phase during and immediately following the November 3, 1987 general election. The first area of investigation concerned the perception that procedural errors, omissions, and overall ineffective management of the polling places resulted from appointing and retaining election officers who were elderly, inexperienced, undereducated, and unable to cope with the diversity and the number of voters. Accordingly, an investigation was conducted to determine among election officers in certain high and low socioeconomic areas of the City of Norfolk the effect of the following variables on polling place performance: (1) age of election officers, (2) experience of election officers, (3) level of education of election officers, and (4) voter turnout for the precinct. The objective of the second investigation was to examine the perception of electoral board members and voters who rated the election officers who worked in precincts in high and in low socioeconomic areas of Norfolk on

performance and polling-place management. The third area of investigation concerned a post-election assessment of problems as perceived by election officers who worked in precincts in high and in low socioeconomic areas of Norfolk. Here, election officers rated their opinions concerning problems caused by certain election-day procedures and materials. In addition to the quantitative data derived from the study, qualitative data were gathered from post-election comments and suggestions from voters and election officers.

A review of the literature revealed that a substantial amount of research has been devoted to activities relating to voter registration, voter mobilization and election turnouts. Minimum study has been directed to the administration of election-day operations or to an examination of factors which might contribute to errors and omissions in the polling place. If procedural errors and omissions occur or if qualified voters are disenfranchised due to incompetent management of the polling place, the likely outcome is a lawsuit, a contested election or a recount of the votes.

Since the local electoral board did not conduct comprehensive performance monitoring on election day in the polling place, thereby detecting procedural errors and omissions when they occurred, errors and omissions in this study were limited to required procedures which could be

evaluated only after election day. In order to provide a discriminative value to the procedural errors and omissions, each election-day procedure was assigned a rating of criticality by six staff members in the Department of Elections. The staff had a composite experience level representing over fifty elections. Error and omission ratings of criticality ranged from a low of one (1) to a high of ten (10), in accordance with the probability that the procedural error or omission would lead to election litigation.

Five instruments were designed and developed to conduct the research for the two phases. In the first phase, fifty-four precincts were randomly assigned to form a treatment and a control group of twenty-seven precincts in each group. Three hundred and forty election officers were included in the first phase of the study. The second phase involved eighty-five election officers from twelve precincts in the high socioeconomic areas and ninety-three election officers from twelve precincts in the low socioeconomic areas. Twelve hypotheses were tested; quantitative and qualitative data were collected. Quantitative data were analyzed using the following statistics: t-test, Wilcoxon Rank Sum Test, stepwise regression, analysis of variance, and multivariate analysis of variance.

The twelve hypotheses of this study and findings related to each are as follows:

Hypothesis 1.--There is no significant difference between the number of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials.

Finding for Hypothesis 1.--A significant difference was found in the number of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials. Subject-formatted procedural materials appeared to be a factor in reducing the number of errors and omissions in the polling place on election day. Therefore, the first hypothesis is rejected.

Hypothesis 2.--There is no significant difference between the criticality of errors and omissions made by election officers who used subject-formatted procedural materials and election officers who used time-formatted procedural materials.

Finding for Hypothesis 2.--A significant difference was not found in the criticality of errors and omissions for election officer who used subject-formatted or time-formatted procedural materials. Therefore, the second hypothesis is accepted.

Hypothesis 3.--There is no significant difference between the number of errors and omissions made on election day by election officers who worked in precincts in high and

in low socioeconomic areas.

Finding for Hypothesis 3.--A significant difference was found in the number of errors and omissions which were made on election day by election officers who worked in precincts in high socioeconomic areas and in precincts in low socioeconomic areas. The investigation indicated the number of errors and omissions was higher in the precincts located in the low socioeconomic areas. Therefore, the third hypothesis is rejected.

Hypothesis 4.--There is no significant difference between the criticality of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 4.--A significant difference was not found in the criticality of errors and omissions which were made on election day by election officers who worked in precincts in high socioeconomic areas and in precincts in low socioeconomic areas. Thus, the fourth hypothesis is accepted.

Hypothesis 5.--There is no significant relationship between the mean age of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 5.--The research revealed no significant relationship between the mean age of election

officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. Therefore, the fifth hypothesis is not rejected.

Hypothesis 6.--There is no significant relationship between the mean number of years in which election officers had served (level of experience) and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 6.--For election officers who worked in precincts in the low socioeconomic areas, experience was found to be significantly related to errors and omissions. This finding would appear to support observations of staff in the Department of Elections that some election officers continue to implement certain procedures in 1987 as these or similar procedures were implemented before 1983, when Norfolk first acquired punch-card voting equipment to replace the lever-mechanical equipment. The sixth hypothesis is rejected for election officers who worked in precincts in low socioeconomic areas.

Hypothesis 7.--There is no significant relationship between the mean level of education of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 7.--The research revealed no

significant relationship between the mean level of education of election officers and the number of errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas. Thus, the seventh hypothesis is accepted.

Hypothesis 8.--There is no significant relationship between turnout of voters and errors and omissions made on election day by election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 8. For election officers who worked in the high socioeconomic precincts, voter turnout was found to be significantly related to errors and omissions. As the number of voters increase in a precinct, exceptions to the standard procedures increase. Human error is likely to increase also. The eighth hypothesis is rejected for election officers who worked in precincts in high socioeconomic areas.

Hypothesis 9.--As measured by electoral board monitoring on election day, there is no significant difference in ratings of job performance for election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 9.--No significant differences were found in ratings given by electoral board members for job performance of election officers in high and in low socioeconomic areas. Thus, the ninth hypothesis is not rejected.

Hypothesis 10.--As measured by telephone interviews with voters, there is no significant difference in ratings of effectiveness of polling-place management for election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 10.--A significant difference was found in three factors relating to effectiveness of management of the polling place: (1) convenience of the polling place to one's residence, (2) courtesy of election officers, and (3) competence of the election officers in demonstrating use of the voting equipment. Factors relating to parking, promptness in verifying names and addresses, overall procedures for voting and overall performance of election officers were not significantly different for the two socioeconomic groups.

Hypothesis 11.--There is no significant difference in the problems caused by election-day procedures for election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 11.--As measured by ratings of opinions of the problems caused by election-day procedures, the only difference found between the two groups was the problem related to write-in votes. The write-in procedure was found to be a greater problem for election officers in the high socioeconomic precincts than for election officers in the low socioeconomic precincts. With the exception of

the write-in procedure, the eleventh hypothesis is accepted.

Hypothesis 12.--There is no significant difference in the problems caused by forms, handbooks and envelopes used on election day for election officers who worked in precincts in high and in low socioeconomic areas.

Finding for Hypothesis 12.--As measured by ratings of opinions of the problems caused by forms, handbooks, and envelopes, the only difference found between the two socioeconomic groups was the problem related to write-in votes. The write-in form was found to be a greater problem for election officers in the high socioeconomic precincts than for election officers in the low socioeconomic precincts. With the exception of the write-in form, the twelfth hypothesis is accepted.

Conclusions

The finding from the first hypothesis of Phase 1 supports the assertion that procedural materials, which can be easily accessed by election officers, have an influence in reducing the number of errors and omissions on election day in the polling place. Notwithstanding the need to use inexperienced election officers in both the treatment group and the control group, precincts which were provided the subject-formatted procedural materials, in addition to the time-formatted materials, had significantly less errors and omissions than the precincts which were provided time-formatted materials only. When weighted values were added

to the number and type of error or omission, however, no significant difference was found between the treatment and control groups, indicating that the format of the procedural materials did not affect the criticality of errors and omissions. Indeed, it is the criticality of the errors and omissions which is the likely factor to lead to election litigation. The goal, therefore, must be to reduce the number of errors and omissions overall, and, based on the finding of Phase 1 of this research, subject-formatted procedural materials appear to do that.

The findings from Phase 2 of this study supported the contention that certain demographic variables were also factors in influencing the occurrence of errors and omissions. A significant difference was found between the number of errors and omissions which occurred in precincts in high socioeconomic areas and the number of errors and omissions which occurred in precincts in low socioeconomic areas. While the number of errors and omissions was higher in the precincts in the low socioeconomic areas, there was no significant difference in the criticality of errors and omissions between the two socioeconomic groups. This supports the finding from Phase 1, in which no significant difference was found in the criticality of errors and omissions which occurred in the treatment and control groups.

No significant relationships were found between the

demographic variables of age and education of election officers and the number of errors and omissions which occurred in both socioeconomic areas. A significant relationship was found, however, between the level of experience of election officers who worked in precincts in the low socioeconomic areas and the number of errors and omissions which occurred in the low socioeconomic areas. This finding supports observations of staff in the Department of Elections that some election officers have continued to perform certain operations and procedures in the polling places in the same manner as those operations and procedures were performed during the 1970's and early 1980's when mechanical-lever voting equipment was used in Norfolk.

A significant relationship was also found between turnout of voters and the number of errors and omissions for precincts in the high socioeconomic areas. An examination of the number of election officers who worked in the twelve precincts in the high socioeconomic areas and the turnout of voters in those precincts revealed that for each election officer, 134.0 voters were served. In the precincts in the low socioeconomic areas, 108.4 voters were served for each election officer. This finding is important for input into the baseline budgeting and planning process in the Department of Elections.

No significant difference was found in the performance of election officers for the two socioeconomic groups, as

measured by monitoring activities of the electoral board members. This finding was not unexpected due to the limited time a board member spends inside each polling place on election day. Unless procedural problems, errors or omissions are occurring at the time of visitation to the polling place, the usual ten to fifteen-minute visit to the site is inadequate to monitor performance and detect the occurrence of procedural errors or omissions.

In the telephone interviews with voters, three items were found to be significantly different for the precincts in the high and in the low socioeconomic areas. A significantly higher number of voters in the low socioeconomic areas gave the higher rating of "excellent" to the survey item relating to convenience of the polling place to one's residence. The location of the polling place, however, cannot be controlled by the election officers since many polling sites are assigned solely on the basis of availability. Survey items relating to courtesy of election officers and competence of election officers in demonstrating use of voting equipment received a significantly higher number of "excellent" ratings from voters in the high socioeconomic areas, although all responses to the survey items were generally rated between "excellent" and "good."

In the post-election assessment survey, election officers were asked to rate their opinions concerning problems caused by election-day procedures, forms, handbooks and

envelopes. Of twenty procedures listed in the survey, only the write-in procedure was found to be a significant problem for election officers who worked in precincts in high socioeconomic areas. Of ten items listed in the survey relating to forms, handbooks, and envelopes, only the write-in form was found to be significantly more of a problem for election officers in the high socioeconomic precincts than for election officers in the low socioeconomic precincts. An examination of voting returns from the November 3, 1987 election revealed that the twelve precincts in the high socioeconomic areas had thirty-six write-in votes, while the twelve precincts in the low socioeconomic areas had only six write-in votes. This finding has practical significance for designing and developing instructional programs and materials which emphasize write-in procedures.

The responses to the items in the assessment survey from eighty-seven percent of the election officers who worked in the November 3, 1987 election reflected a commitment of service to Norfolk's voters. The survey questions were probing and exacting; the questions invited not only positive or negative responses and ratings of one's opinions, but comments, explanations, suggestions and criticisms. The value of the descriptive comments from the election officers to the electoral board and the staff in the Department of Elections has immeasurable significance for the administration of future elections.

Recommendations for State and Local Action

Based on the findings of this study, the following recommendations are offered to the Virginia State Board of Elections:

1. The Virginia State Board of Elections should encourage local election jurisdictions to develop election day and post-election day monitoring procedures for recording errors and omissions which occur in the polling place. Subsequent instructional programs and feedback to the election officers should reflect the collected data from the monitoring process.
2. The Virginia State Board of Elections should consider providing subject-formatted procedural materials, including job aids, to all election jurisdictions in Virginia. The subject-formatted procedural materials should be provided in a loose-leaf format which would permit inclusion or revision of information based on amendments to the election laws of Virginia.
3. Five oath forms, used during election day in the polling place, should be consolidated into no more than two oath forms. Eight envelopes, used after the polls close, should be numbered and cross-referenced with a list of contents.
4. Guidelines should be provided to local election jurisdictions which emphasize documentation of contestable election records and activities prior to, during, and after

an election. The guidelines should be based on federal and state election laws, official opinions and court decisions which are monitored and updated annually by the Office of the Attorney General.

The following recommendations are offered to the Department of Elections in the City of Norfolk:

5. Performance monitoring should be conducted after every election. Feedback should be given to the election officers before the next election.

6. Experienced election officers, who have demonstrated overall excellence in the management of a polling place, should be trained and assigned to oversee and monitor a limited number of polling places throughout election day. This provision should complement and reinforce the monitoring efforts of the electoral board.

7. Appropriate attention should be given to the criticality of errors and omissions during the instructional classes and in the procedural materials.

8. Every effort should be made to limit to no more than two, the number of inexperienced election officers who are assigned to a precinct.

9. While turnout of voters is an unknown factor before an election, greater use should be made of historical records for documenting trends in voter turnout for each precinct.

10. While the number of election officers assigned to

each precinct should reflect registration figures and projected turnout of voters, demographics of the election officers and the voters should be a consideration before assigning election officers to a polling place.

11. During the instructional classes, greater emphasis should be placed on correct procedures relating to punch-card voting equipment.

12. Greater public attention should be given to the correct use of punch-card voting equipment, with emphasis on the consequences of undervoting and overvoting.

13. Portable, hand-held models, used for demonstrating the punch-card voting equipment, should reflect the format of the actual ballot-book pages used by voters inside the voting booths.

14. Greater attention should be given to the write-in procedure and form during the instructional classes. The subject-formatted handbook should exhibit an example of the correct use of the write-in form.

15. Effectiveness measurements of election services should be obtained from voters at least once every two years via telephone interviews and mail surveys.

Recommendations for Future Research

1. A state-wide investigation should be conducted in Virginia to determine if there is a difference between the number and criticality of errors and omissions made by election officers in other jurisdictions who use subject-

formatted procedural materials and election officers who use time-formatted procedural materials.

2. An investigation should be conducted to determine if there is a difference in the number and criticality of errors and omissions made by election officers who are monitored regularly throughout the election day and election officers who are monitored only once on election day.

3. An investigation should be conducted to determine if there is a difference between the number and criticality of errors and omissions made by election officers who receive performance evaluations and election officers who do not receive performance evaluations.

4. A state-wide survey should be conducted in Virginia among electoral board members, general registrars, and election officers to investigate solutions to common problems relating to polling-place management and the delivery of election services.

5. A longitudinal study should be conducted to determine if there are consistencies in the type of errors and omissions that occur in precincts in low, middle, and high socioeconomic areas.

6. A study should be conducted to investigate federal election laws that apply to state and local election jurisdictions.

In conclusion, accountability for efficient performance and effective polling-place management is a shared responsi-

bility of the Virginia State Board of Elections, the Norfolk Electoral Board, the staff of the Department of Elections, the election officers, and the voters. The findings of this study support the use of subject-formatted procedural materials and the examination of certain demographic characteristics of election officers and voters in order to reduce errors and omissions in the polling place.

APPENDIX A
ELECTION-DAY PROCEDURAL TEST

ELECTION-DAY PROCEDURAL TEST

November 4, 1986

_____ Your Precinct Assignment

Number of elections in which you have served as an Election Officer:

_____ 1 - 2 Elections	_____ 7 - 8 Elections
_____ 3 - 4 Elections	_____ 9 - 10 Elections
_____ 5 - 6 Elections	_____ 11 and over Elections

Directions: Write the letter of the correct answer in the space to the left of the questions.

1. _____ The purpose of the zero printout tape is:
 - A. To be certain the paper is advancing freely
 - B. To be certain each candidate's name is spelled correctly
 - C. To be certain that all positions begin with zeros
2. _____ The zero printout tape remains attached to:
 - A. All tapes
 - B. The first printout tape
 - C. None of the above
3. _____ A voter is given credit for having voted when:
 - A. The Election Officer marks a red X in the Registered Voters List to the left of the voters name
 - B. The Election Officer writes the voter's name in the Poll Book
 - C. All of the above
4. _____ In order to determine if a person is qualified to vote:
 - A. A voter must give the same full name and address as that printed in the Registered Voters List
 - B. A voter must be asked his full name and then asked his current address
 - C. A voter should show his voter registration I.D. card
5. _____ The Election Officer who writes the Names in the Poll Books should:
 - A. Not hesitate to tell the Chief that spelling and handwriting skills are not sufficient for the job
 - B. Not be concerned if the name is misspelled
 - C. Not be concerned if the handwriting is illegible
6. _____ Names should be written in the Poll Book with:
 - A. A pencil
 - B. A red pen
 - C. A blue or black pen
7. _____ Names recorded in the Poll Book should be:
 - A. Written in the order of first name, middle name, last name, suffix
 - B. Written in the order of last, first name, middle name, suffix
 - C. Written in the order of first initial, second initial, last name, suffix
8. _____ The Challenged vote to be placed in a green envelope is used only if:
 - A. The voter is challenged by another voter
 - B. The voters name is not on the Registered Voters List and the Registrar's Office cannot be reached by telephone
 - C. The voter has moved
9. _____ The Voter Assistance Oath form must be used:
 - A. If a voter needs more assistance in understanding the voting equipment
 - B. If a voter is physically or educationally unable to cast his vote
 - C. If a voter requests to vote outside the polls

10. _____ A ballot card is marked "void" when:
A. The voter makes an error and requests another ballot
B. The voter leaves the polling place without depositing his voted ballot in the counter.
C. The voter "over votes" his ballot
11. _____ If the counter will not accept the ballot because of a mechanical problem or a power failure:
A. Tell the voter he must return and vote again later in the day
B. Tell the voter to deposit his voted ballot in the "voted Ballot" envelope
C. Tell the voter to deposit his voted ballot in the Emergency Ballot Box
12. _____ When a voter brings his voted ballot card to the ballot counter, the voter should:
A. Insert the ballot into the ballot counter unfolded and unassisted unless assistance is requested
B. Hand the ballot to the election officer who will correctly insert the ballot into the ballot counter
C. Insert the ballot into the ballot counter in a folded, secret position.
13. _____ The ballot card is marked "spoiled" when:
A. The voter punches the write-in number but does not write a name on the card
B. The voter makes an error in voting and requests another ballot card
C. The voter leaves the polling place before inserting his voted ballot card in the counter
14. _____ Write-in votes may be eligible for counting:
A. Only if both the write-in position number and the name of the person are recorded on the ballot card
B. Only if a write-in is not listed on the official ballot as a candidate
C. Only if the above conditions, A and B, are met
15. _____ Signatures of all Election Officers are required on:
A. Front and back of the Poll Book
B. Both copies of the Statement of Results and the Printed Return Sheets
C. All of the above
16. _____ The number of printout tapes to be run after the polls close in Norfolk is:
A. Two (2)
B. Four (4)
C. Three (3)

Directions: Write True or False in the space to the left of the question.

17. _____ If a voter's name is not on the Registered Voters List, you may assume the voter is not registered and is not eligible to vote.
18. _____ To verify that a person is qualified to vote, the Election Officer should ask the voter for his full legal name and then ask the voter if he still lives at the address given on the Registered Voters List.
19. _____ A blind voter must have the person assisting him sign the Voter Assistance Oath form.
20. _____ A voter who leaves the voting room with a voted ballot may not return to deposit the ballot in the counter.
21. _____ A voted ballot card must be placed in the counter "right-side up" in order for the counter to "read" the voted ballot card accurately.
22. _____ A voter who moved out of his precinct before November 5, 1985, is not qualified to vote unless he has changed his address with the Registrar's Office before the books closed.
23. _____ After the polls open, a Demo card should be inserted in each Votomatic and all voting positions should be punched to insure devices are working properly.
24. _____ If the counter begins to "beep" and the front panel message reads "ERR", the counter did not read the ballot card.
25. _____ A voter may check his vote by comparing the number assigned to the candidate or issue on the ballot book page with the number punched on the ballot card.

APPENDIX B
PERFORMANCE MONITORING CHECKLIST



City of Norfolk

[172]

CANVASS IN CIRCUIT COURT

POLL BOOKS:

Labels - Not Initialed
Signatures - Incomplete in Front
Signatures - Incomplete in Back

PBC PRINTOUT TAPES:

Zero Tape - Not Obtained
Zero Tape - Detached From Tape #1
Zero Tape - Not Initialed
Tapes - Four (4) Not Obtained
Tapes - Not Readable

STATEMENT OF RESULTS:

Certification of Ballots - Not Completed
Certification of Counter - Not Completed
Certification of Poll Books - Not Completed
Discrepancies - No Explanation
Signatures - Incomplete on SOR
Signatures - Incomplete on PRS
Write-in Sheets - Incomplete
Write-in Sheets - Not Included
Printed Return Sheet - Not Included

BALLOTS:

Voted Ballots - Not Enclosed in Boxes
Unused Ballots - Not Enclosed in Boxes

ENVELOPES/FORMS:

Challenged Vote (Green) - Used Incorrectly
Brown Envelopes (1-7) - Used Incorrectly
Forms - Not Returned

VOTING EQUIPMENT:

Counter - Not Closed
Votomatic - Not Disassembled

VOTING CREDIT

POLL BOOKS:

Names - Misspelled
Handwriting - Not Legible
Last Name - Not Written First
Suffixes - Omitted
Names - Omitted
Last Names - Incorrect For Women
Initials - Used For Names
Names - Duplicated
Lines - Skipped
Columns - Skipped

REGISTERED VOTERS LIST:

Names - No Voting Credit (X) Given
Absentees - No Voting Credit (AD) Given
Absentees - Erroneously Marked
Voting Credit (X) - Crossed Lines

FORMS:

Address Change (Peach) - Used Incorrectly
Voter Err. Deleted (Blue) - Used Incorrectly
Voter Asst. Oath (Miltz) - Used Incorrectly
Voter Challenged (Pink) - Used Incorrectly

SUPPLIES:

Items Not Returned

OTHER:

TOTAL FOR PRECINCT:

APPENDIX C

ERRORS AND OMISSIONS--TREATMENT GROUP
ERRORS AND OMISSIONS--CONTROL GROUP

ERRORS AND OMISSIONS
TREATMENT GROUP
PHASE 1

Pre-cinct	Error or Omission	Unweighted Number	Assigned Weight	Total
03	Signatures on SOR omitted (Statement of Results)	1	4.6	4.6
	Voting record omitted	12	9.6	115.2
06	Voting record omitted	3	9.6	28.8
08	Voting record omitted	5	9.6	48.0
09	Write-In Sheet omitted	1	10.0	10.0
	Names omitted-Poll Book	4	8.6	34.4
	Names omitted-Absentees	3	9.6	28.8
	Voting credit omitted	3	9.6	28.8
10		0	0	0
15	Voting record omitted	5	9.6	48.0
16		0	0	0
19		0	0	0
20		0	0	0
23	Signature of Chief omitted-Poll Book	1	4.0	4.0
24		0	0	0
28	Discrepancy on SOR (no explanation)	1	9.0	9.0
	Voting record omitted	2	9.6	19.2
	Absentee voting record omitted	6	9.6	57.6
30	Names omitted-Poll Book	4	8.6	34.4
	Voting record omitted	4	9.6	38.4
34	Voting record omitted	1	9.6	9.6
36	Voting record omitted	1	9.6	9.6
37	Voting record omitted	2	9.6	19.2
	Signature of Chief omitted-Poll Book	1	4.0	4.0
40	Voting record omitted	3	9.6	28.8

Pre-cinct	Error or Omission	Unweighted Number	Assigned Weight	Total
41		0	0	0
42	Zero printout tape omitted	1	10.0	10.0
	Write-In Sheet omitted	1	10.0	10.0
	Voting record omitted	30	9.6	288.0
43		0	0	0
44	Voting record omitted	2	9.6	19.2
46	Voting record omitted	1	9.6	9.6
	Signature of Chief omitted-Poll Book	1	4.0	4.0
48	Voting record omitted	1	9.6	9.6
49	Signature of Chief omitted-Poll Book	1	4.0	4.0
50		0	0	0
54	Voting record omitted	2	9.6	19.2
	Signature of Chief omitted-Poll Book	1	4.0	4.0
55	Voting record omitted	1	9.6	9.6

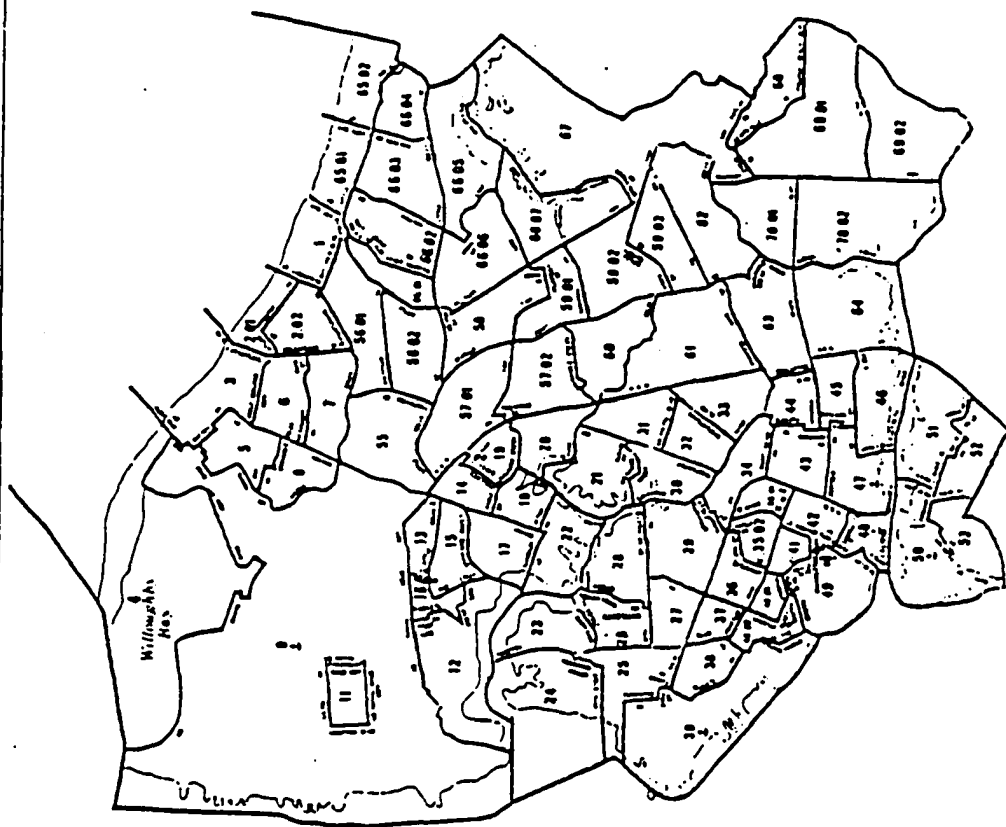
ERRORS AND OMISSIONS
CONTROL GROUP
PHASE 1

Pre-cinct	Error or Omission	Unweighted Number	Assigned Weight	Total
01	Voting record omitted	2	9.6	19.2
	Absentee voting record omitted	1	9.6	9.6
02	Zero printout tape omitted	1	10.0	10.0
	Printout tape pulled off track	1	8.0	8.0
	Voting record omitted	15	9.6	144.0
	Absentee voting record omitted	1	9.6	9.6
04	Voting record omitted	32	9.6	307.2
	Handwriting not legible	1	7.4	7.4
05	Zero printout tape omitted	1	10.0	10.0
	Voting record omitted	5	9.6	48.0
07	Zero printout tape omitted	1	10.0	10.0
	Signatures omitted-end of Poll Book	1	4.8	4.8
	Write-In Sheets omitted	1	10.0	10.0
	Voting record omitted	13	9.6	124.8
	Handwriting not legible-Poll Book	1	7.4	7.4
	Names Misspelled-Poll Book	1	5.4	5.4
11	Last name omitted-Poll Book	1	5.8	5.8
	Handwriting not legible-Poll Book	1	7.4	7.4
	Last name-incorrect for female	1	7.2	7.2
12	Voting record omitted	2	9.6	19.2

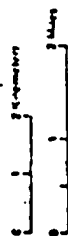
Pre-cinct	Error or Omission	Unweighted Number	Assigned Weight	Total
12	Certification of Poll Book omitted SOR	1	10.0	10.0
13	Voting record omitted	37	9.6	355.2
	Absentee voting record omitted	8	9.6	76.8
14	Voting record omitted	8	9.6	76.8
	Suffixes omitted-Poll Book	1	4.6	4.6
17	Zero printout tape-detached from tape 1	1	10.0	10.0
	Write-In Sheets omitted	1	10.0	10.0
	Printed return sheet omitted	1	10.0	10.0
	Voting record omitted	3	9.6	28.8
18	Certification of Ballot Counter omitted	1	9.6	9.6
	Signatures on SOR omitted	1	4.6	4.6
	Voting record omitted	4	9.6	38.4
21	Voting record omitted	2	9.6	19.2
	Absentee voting record omitted	1	9.6	9.6
22	Names omitted-Poll Book	3	8.6	25.8
	Names misspelled-Poll Book	1	5.4	5.4
	Handwriting not legible	1	7.4	7.4
	Voting record omitted	4	9.6	38.4
26		0	0	0
27	Voting record omitted	8	9.6	76.8
	Names omitted-Poll Book	4	8.6	34.4
29		0	0	0
31	Signatures omitted-SOR	1	4.6	4.6
	Voting record omitted	7	9.6	67.2
	Names omitted-Poll Book	3	8.6	25.8
32		0	0	0

Pre-cinct	Error or Omission	Unweighted Number	Assigned Weight	Total
33	Voting record omitted	3	9.6	28.8
35	Discrepancy on SOR (no explanation)	1	9.0	9.0
	Voting record omitted	1	9.6	9.6
38	Void ballots not enclosed in boxes	1	9.2	9.2
	Zero printout tape omitted	1	10.0	10.0
	Certification of Ballot Counter-SOR omitted	1	10.0	10.0
	Handwriting not legible	1	7.4	7.4
	Voting record omitted	2	9.6	19.2
39	Ballot Counter-not closed	1	10.0	10.0
	Certification of Ballot Counter-SOR omitted	1	10.0	10.0
	Void ballots not enclosed in box	1	9.2	9.2
	Voting record omitted	3	9.6	28.8
	All ballots left in counter	1	10.0	10.0
45	Signatures omitted-end of Poll Book	1	4.8	4.8
47	Voting record omitted	1	9.6	9.6
	Name omitted-Poll Book	1	8.6	8.6
51	Handwriting not legible	1	7.4	7.4
	Absentee voting record omitted	3	9.6	28.8
	Poll Book-last name not first noted	1	3.6	3.6
52		0	0	0
53	Zero printout tape omitted	1	10.0	10.0
	Certification of Ballot Counter omitted	1	10.0	10.0
	Voting record omitted	3	9.6	28.8

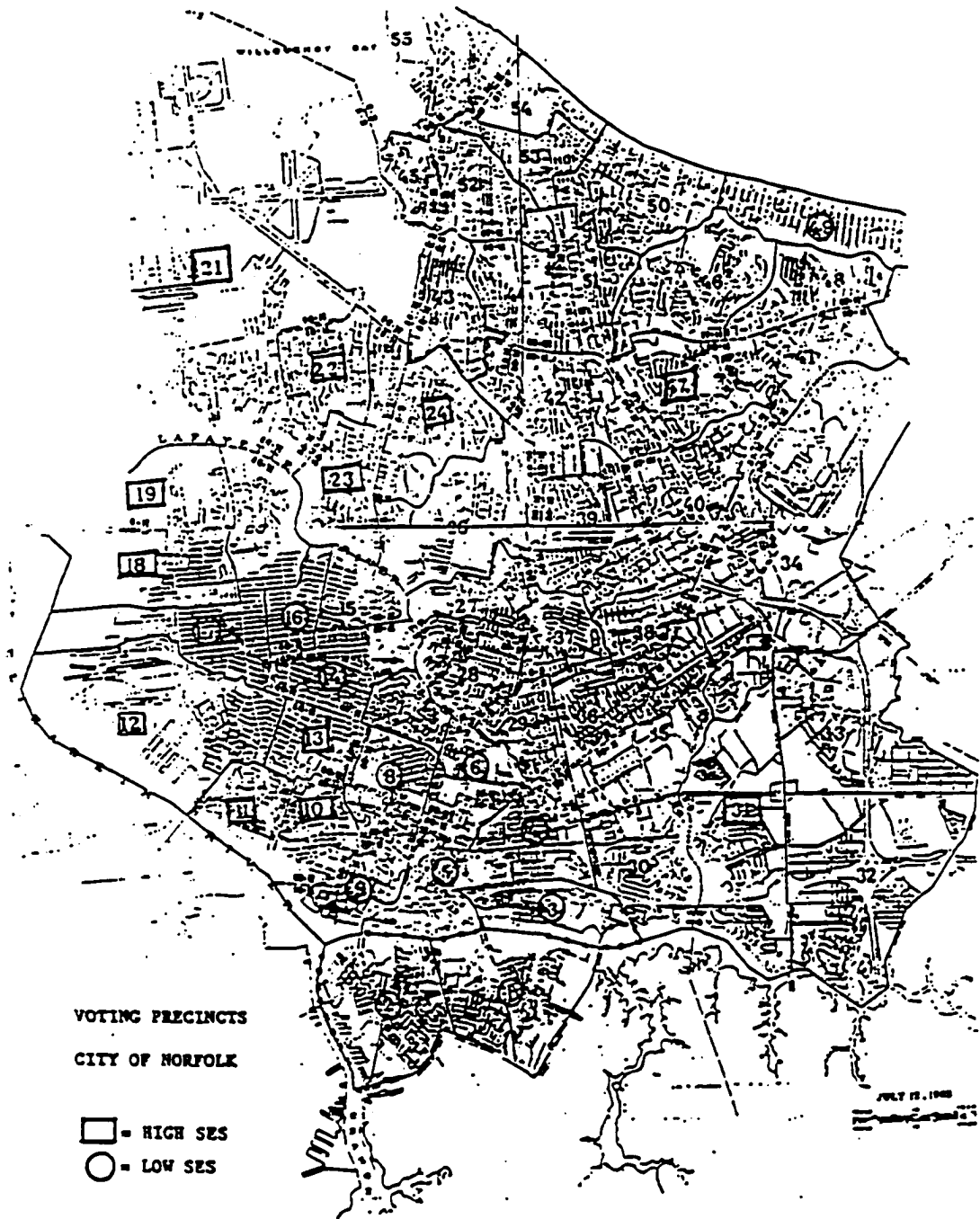
APPENDIX D
CENSUS TRACT MAP, PRECINCT MAP, AND
POLLING PLACE LIST FOR THE
CITY OF NORFOLK



**City of
Norfolk**
1980 CENSUS TRACTS



NOVA





City of Norfolk

Office of The Electoral Board

<u>SD</u>	<u>RD</u>	<u>PCF</u>	<u>VOTING LOCATION</u>
05	90	001	Chesapeake Middle School 1106 Chesapeake Road
05	90	002	Berkley Recreation Center 89 Liberty Street
05	90	003	Chesterfield Heights Elementary School 2915 Westminister Avenue
05	90	004	Bowling Park Elementary School 2861 E. Princess Anne Road
05	90	005	Brambleton Multi-Purpose Center 909 Marshall Avenue
05	89	006	Union Chapel A.M.E. Church 1200 St. Julian Avenue
05	89	007	Lindenwood Elementary School 2700 Ludlow Street
05	89	008	Young Park Elementary School 543 E. Olney Road
05	90	009	Horton WCA 1139 E. Charlotte Street
05	89	010	Municipal Auditorium 9th and Granby Streets
05	88	011	Chief Sholon Temple Stockley Gardens at Raleigh Avenue
05	88	012	St. Andrew's Episcopal Church 1004 Graydon Avenue
05	88	013	Henry High School 122 Shirley Avenue
05	89	014	Park Place Multi-Purpose Center 606 W. 29th Street
05	88	015	Stuart School Recreation Room 434 Caroline Avenue
05	88	016	Blessed Sacrament School 3611 Colley Avenue
05	88	017	Rose of Sharon Missionary Baptist Church 1217 W. 43rd Street
05	88	018	Cantebury Center 1536 W. 49th Street
05	86	019	Larchmont Library Public Meeting Room 6325 Hampton Boulevard

<u>SD</u>	<u>RD</u>	<u>PCF</u>	<u>VOTING LOCATION</u>
05	88	020	Larchmont School Recreation Room 1167 Bolling Avenue
05	86	021	Zion Grace United Methodist Church 1440 W. Little Creek Road
05	88	022	Granby Elementary School 7101 Newport Avenue
05	88	023	Granby High School 7101 Granby Street
05	88	024	Suburban Park Elementary School 310 Thole Street
05	88	026	Lakewood Education Center 1511 Willow Wood Drive
05	88	027	Wallard Elementary School 3425 Tidewater Drive
05	89	028	Lafayette Presbyterian Church 1821 Lafayette Boulevard
05	89	029	Ballerine Elementary School 2415 Ballentine Boulevard
05	90	030	Ingleade Recreation Center 948 Ingleade Road
05	90	031	Poplar Hills Elementary School 5523 Pebble Lane
05	90	032	Easton Elementary School 6045 Carlew Drive
05	90	033	Fairlawn Recreation Center 1132 Wade Street
05	90	034	W.W. Houston Boys' Club 3401 Azalea Garden Road
05	90	035	Coleman Place Presbyterian Church 1513 E. Sewalls Point Road
05	89	036	Coleman Place Elementary School 2450 Rush Street
05	89	037	Sherwood Forest Elementary School 3035 Sherwood Forest Lane
05	89	038	Sherwood Forest Community Center 3541 Little John Drive

<u>SD</u>	<u>RD</u>	<u>PCF</u>	<u>VOTING LOCATION</u>
06	89	039	Norview United Methodist Church 1112 Norview Avenue
06	87	040	Barton F. Black Branch Library 6700 E. Tanner's Creek Drive
06	90	041	Azalea Garden Middle School 7721 Azalea Garden Road
06	89	042	Rosemont Middle School 1401 Auburn Avenue
06	88	043	Wesley Memorial United Methodist Church Derby Bldg., 298 E. Little Creek Road
06	88	044	Crossroads Recreation Center 8044 Tidewater Drive
06	86	045	Mary Calcott Arts & Crafts Center 180 E. Evans Street
06	87	046	Terrallton Recreation Center 2100 Terrallton Drive
06	87	047	Larrymore Elementary School 7600 Halprin Drive
06	87	048	Little Creek School Recreation Room 2729 Dominion Avenue
06	87	049	E. Ocean View Recreation Center 20th Bay Street & Pretty Lake Avenue
06	87	050	Bayview Elementary School 1434 E. Bayview Boulevard
06	87	051	Bayview United Church of Christ (Fellowship Hall) 1051 E. Bayview Boulevard
06	87	052	Northside Middle School 8720 Granby Street
06	87	053	Oceanair Elementary School 600 Dudley Avenue
06	87	054	Ocean View Recreation Center 600 E. Ocean View Avenue
06	86	055	Ocean View Elementary School 9501 Mason Creek Road
		056	Absentee Voting Precinct City Hall, Room 703



APPENDIX E

ELECTORAL BOARD MONITORING FORM
EXCERPTS FROM MONITORING REPORTS

**ELECTORAL BOARD
ELECTION DAY MONITORING**

ELECTORAL BOARD MEMBER _____ PRECINCT _____ [184]

POLLING PLACE

- o Is the polling place marked clearly? Yes _____ No _____
- o Is an additional polling-place sign needed? Yes _____ No _____
- o Did you observe electioneering within the legal voting area of 40 feet? Yes _____ No _____
- o Did you observe intimidation of voters? Yes _____ No _____
- o Is the sample ballot posted? Yes _____ No _____
- o Is the Absentee Ballot Applicants list posted? Yes _____ No _____

PARKING

- o Is parking available for voters close to the polling place entrance? Yes _____ No _____
- o Is parking for handicapped voters marked clearly? Yes _____ No _____

VOTOMATIC EQUIPMENT

- o Are the votomatic booths set up at least four feet apart and positioned to give the voter privacy? Yes _____ No _____
- o Is the ballot counter positioned to give the voter secrecy of the ballot? Yes _____ No _____

JOB PERFORMANCE

Please rate the job performance of each election officer on a scale of 5 (excellent) to 1 (poor):

	Excellent				Poor
RVL Officer	5	4	3	2	1
Poll Book Officer	5	4	3	2	1
Demonstration Officer	5	4	3	2	1
Ballot Officer	5	4	3	2	1
Counter Officer	5	4	3	2	1
Chief Officer	5	4	3	2	1
Overall Performance of Election Officers	5	4	3	2	1

If you have given a rating of 3 or lower to an officer and if the polling place is divided, please indicate which division (or officer) is receiving the rating.

-
- Did the RVL Officer determine the voter's qualifications to vote with reasonable promptness? Yes _____ No _____
 - Did the demonstration officer explain adequately the procedure for using the punch-card voting equipment? Yes _____ No _____
 - Did the number of voters listed in the poll book agree with the number registered on the ballot counter? Yes _____ No _____

Election officers in this precinct need more instruction in the following areas:

What suggestions do you have for improving election services in this polling place?

EXCERPTS FROM ELECTORAL BOARD
MONITORING REPORTS
PRECINCTS IN HIGH SOCIOECONOMIC AREAS

PRECINCT 010

Performance seemed o.k. A spacious facility.

PRECINCT 011

No comments by electoral board.

PRECINCT 012

No comments by electoral board.

PRECINCT 013

No comments by electoral board.

PRECINCT 018

No comments by electoral board.

PRECINCT 019

Officers would like copy of voting locations.

PRECINCT 021

All seemed to have been performing well.

PRECINCT 022

All seemed to have been functioning well. Excellent division of voting place with special tapes. Suggestion - "DO NOT FOLD" should be clearly marked.

PRECINCT 023

Excellent professional set of officers. The three men looked very good - they all wore business suits.

PRECINCT 024

Performance seemed o.k. Reminded the chief to check all envelopes. She had not found the officer of election buttons, but I helped with that. Negotiated with the school regarding parking. All officers had to move their cars.

PRECINCT 031

Parking is needed. Teachers need to be encouraged to park in the rear.

PRECINCT 047

Handicapped ramp needs to be marked. No lights at 5:00 p.m. in handicapped entrance.

EXCERPTS FROM ELECTORAL BOARD
MONITORING REPORTS
PRECINCTS IN LOW SOCIOECONOMIC AREAS

PRECINCT 001

Telephone available - principal's office, o.k. New employees - none. Machines too close - moved while there. Good place - seemed to be o.k. Plenty of space.

PRECINCT 002 (Board Member #1)

All old-timers and seemed to be doing fine. Good place except for early A.M. traffic. Serious problem - voters don't know how to use machines - they request instructions and do not say they are physically or educationally impaired. Representative's observers complained - instructed chief to follow rules and asked for more help - must back up instructions to voters. Relieved man who had been doing it, he didn't seem to understand the rules. [Party representative] wanted police officer - told him we didn't have any available. [Candidate] came in and Representative's observer objected - I ruled she could appoint herself - [Representative] disagreed - but [Candidate] left without going in. Someone else should visit.

PRECINCT 002 (Board Member #2)

Strange precinct. In depth training is needed probably as a separate group. Disperse this group; get new workers into this precinct. Some officers resented suggestion for improvement.

PRECINCT 003

Telephone o.k. Employees o.k. Had not emptied emergency ballot box. Nice place.

PRECINCT 004

Sign not posted. Need parking for voters. Sign needed for street. Telephone o.k. Employees o.k. Good facility. Officers informed not to issue tickets.

PRECINCT 005

Telephone o.k. Employees o.k. Wasn't opened until 0530. Very nice.

PRECINCT 006

Space allocation needs to be studied.

PRECINCT 008

Made 3 trips here. Note: Republican observers had no official I.D. They finally admitted that one was a Norfolk State student from Long Island, N.Y. and the other did not reside in Norfolk.

PRECINCT 009

Average performance. Asked for better heat for this facility or use a smaller room. Note: I made suggestion for the placement of the demonstration officer.

PRECINCT 014

A large sign on 29th Street is absolutely needed.

PRECINCT 016

Job performance is excellent.

PRECINCT 017

Absentee ballot people were put in pollbook.

PRECINCT 049

Polling place well marked. Job performance 100%. Nice facility - GREAT!

APPENDIX F
TELEPHONE INTERVIEW FORM
COMMENTS FROM VOTERS

TELEPHONE INTERVIEW WITH VOTERS

DATE: _____
 PRECINCT: _____

I am calling for the General Registrar of Voters for the City of Norfolk, I would like to ask you a few questions relating to the polling place where you voted on Tuesday, November 3, 1987. I will need only a few minutes of your time and I will call back if this is not a convenient time.

Specifically, we are seeking information from the voters that will help us improve the efficiency of the election process and management of the polling places.

I would like to ask you to rate your polling place in the following categories on a scale of 5 to 1. Five (5) will be your highest rating and one (1) will be your lowest rating. The categories for rating are:

	Excellent	Good	Satisfactory	Fair	Poor	No Rating
1. Convenience of the polling place to your residence.	5	4	3	2	1	0
2. Availability of parking at your polling place.	5	4	3	2	1	0
3. Courtesy of the election officers who worked inside your polling place.	5	4	3	2	1	0
4. Promptness of the election officer in verifying your name and address.	5	4	3	2	1	0
5. Competence of the election officer in demonstrating the use of the voting equipment.	5	4	3	2	1	0
6. Overall procedures for voting (Was it easy to follow the procedures for voting?)	5	4	3	2	1	0
7. Overall <u>performance</u> of election officers (efficient, competent, knowledgeable of procedures and laws)	5	4	3	2	1	0

8. Since you gave a rating of 3 (or lower) to _____
 _____ and _____, would you care to
 explain or give more information concerning these
 categories? _____

9. Was your polling place clearly marked? Yes ____ No ____
 If no, did you have problems finding Yes ____ No ____
 your polling place?
10. Did you have to wait last Tuesday Yes ____ No ____
 before you were able to vote?
11. Can you recall why you had to wait (check all appli-
 cable areas)?
 _____ Large number of voters
 _____ Finding voter's name and address
 _____ Writing voter's name was too slow
 _____ Not enough voting booths (Votomatic)
 _____ Attention to one voter's qualifications or problem
 _____ Demonstration had to be repeated
 _____ Other
 _____ Other

12. What do you feel is the maximum length of time a voter
 should have to wait in order to cast a vote? (Time
 would include waiting to verify name and address,
 receiving a demonstration and a ballot, and waiting for
 an available voting booth to cast a ballot.)
 _____ 1-3 minutes _____ 6-10 minutes
 _____ 3-6 minutes _____ Whatever time It Takes
13. Did you have any specific problems Yes ____ No ____
 with the election officers who worked
inside the polling place? If yes,
 please explain:

14. Did you have any specific problems Yes ____ No ____
 with the voting equipment? If yes,
 please explain:

15. Do you feel you need more assistance or instruction in order to use the punch-card voting equipment? If yes, what kind of assistance would you want? Yes ____ No ____

16. Were the voting booths positioned to ensure privacy? Yes ____ No ____
17. Is there anything you dislike about your polling place? If yes, please explain: Yes ____ No ____

18. What do you consider to be the most confusing election day procedure, law or form?

19. Have you ever wanted to make a suggestion or complaint about election services following an election? If yes, please explain: Yes ____ No ____

20. Do you have any additional comments that would assist the City of Norfolk in providing more efficient election services to the voters?

21. Would you be interested--or do you know of someone who might be interested in serving as an election officer? Yes ____ No ____

_____ If yes, voter should call 441-2528.
_____ If yes, send information to the voter

Thank you for your time. This information will remain confidential, but it will be tabulated along with the opinions of approximately 200 voters in Tuesday's election.

TELEPHONE INTERVIEW WITH VOTERS
COMMENTS FROM VOTERS IN THE
HIGH SOCIOECONOMIC AREAS

Question

10. Did you have to wait last Tuesday before you were able to vote?

[Voter] had to wait 1 hour 15 minutes to vote due to a large number of voters, finding voter's name and address and writing voter's name. (031) (031) (031)

Line moved very slowly--had to wait approximately 20 minutes to vote. (031)

Waited 40 minutes to give name for verification. (031)

16. Were the voting booths positioned to ensure privacy?

Voter wants more space--maybe farther apart; maybe one machine in each corner. (018)

"I believe the voting official could see how I voted." (021)

Voter felt the booths were positioned in such a manner that someone could easily watch over her shoulder. (021)

Voter felt they were a little exposed. (021)

"Could curtains be available for someone who is threatened?" (023)

17. Is there anything you dislike about your polling place?

Voter who works and votes after dark had to park in an unlighted area of 49th Street and feels the need of some security for women voting after dark. (018)

More lights at night outside. (018)

Waiting in line to vote and parking. (031)

19. Have you ever wanted to make a suggestion or complaint about election services following an election? If yes, please explain:

Voter felt that with a degree beyond college, she found the voting procedure onerous or at least tricky. (021)

Poll officials slow in verifying names. (031)

More trash cans placed in buildings to dispose of voting materials. (018)

"I don't believe it could be handled any better than it is." (021)

Voter dislikes computers--but thinks these machines are better than lever machines--but she liked it when they gave you a piece of paper and you put an "X" by someone's name. (022)

20. Do you have any additional comments that would assist the City of Norfolk in providing more efficient election services to the voters?

Daughter with disability (learning) was treated kindly and patiently. (018)

Limit the number of people outside the polling place. (018)

Like to see more information in newspaper prior to election day and more clearly worded ordinance. (018)

All the litter ordinances that you are asked to vote on need more publicity. (018)

Paved area for parking would be better on bad weather day. (018)

Actual voting place needs to be more clearly marked. (018)

Move poll workers (outside) farther from polling place. (018)

"Everything was beautiful. I don't believe they could do it any better." (021)

"Absolutely no complaints. Think they're doing a great job." (021)

Everyone very nice--very willing to help. Voter thinks it's so nice that you're conducting this survey. (022)

Make sure parking on street is marked for voter's use and keep students, salesmen, tradesmen from parking and leaving cars for hours. (024)

Get more people [election officers] to verify names.
(031)

More available parking. (031)

TELEPHONE INTERVIEW WITH VOTERS
COMMENTS FROM VOTERS IN THE
LOW SOCIOECONOMIC AREAS

Question

13. Did you have any specific problems with the election officers who worked inside the polling place? If yes, please explain:

Voter feels that some individuals are not getting the assistance they need--observing what was transpiring at 002 when he as there. (002)

Uncooperative. (002)

15. Do you feel you need more assistance or instruction in order to use the punch-card voting equipment?

More cooperative individuals demonstrating machine. (002)

Voter requires a demonstration every time he votes. After his mind is refreshed, he has no problem with the machine. (004)

Liked the machine [demonstrator] so you could practice. (008)

19. Have you ever wanted to make a suggestion or complaint about election services following an election? If yes, please explain:

"Lines going here and lines going there in every direction makes me nervous. I'm afraid I'm getting in the wrong line. This time was better. I read right away the A-G line and got in it and it went right along. One problem is people can't read." (008)

20. Do you have any additional comments that would assist the City of Norfolk in providing more efficient election services to the voters?

"People who really know and act like they know what to do makes voter feel better about voting in that place." (008)

APPENDIX G
POST-ELECTION ASSESSMENT SURVEY
RESPONSES FROM ELECTION OFFICERS



City of
Norfolk
Office
November
Norfolk

[198]

Dear Officer of Election:

Thank you for serving as an Officer of Election in the November 3, 1987 General Election. The official number of votes cast was 49,756 or 53 percent of Norfolk's registered voters.

Before preparations begin for three major elections in 1988, we need to evaluate our overall system of recruiting and training election officers and you can assist us. The enclosed survey reflects some of the questions we asked in previous elections and your answers assisted us in our planning. This survey will take approximately 15 minutes of your time, but the feedback you give us is the most valuable information we will receive concerning election-day functions. We ask you to share your comments, your criticisms and your ideas. Do not hesitate to tell us what to discontinue, to continue, to change, or to use in order to achieve more efficient, error-free elections. Call us if you prefer to give some of the information by phone.

Please try to answer every question based on your knowledge, experience, and observations. Use the back of the questionnaire if you need additional space. If you were serving as an officer of election for the first time on November 3, 1987, or if you were not aware of certain problems, a "Do Not Know" response is sufficient. Otherwise, please be as specific as possible with your answers and return the completed survey in the enclosed envelope by November 25, 1987. Your responses and your name, if given, will remain confidential. However, the tabulated results of this survey will help to provide criteria for developing more effective training classes and procedural materials for you and the other Officers of Election.

Thank you again for your time, your service, and for sharing your thoughts. Your contribution to the City of Norfolk and to the voters is significant and appreciated!

Sincerely,

Ann J. Washington
General Registrar

P.S. THE ENCLOSED ENVELOPE HAS BEEN STAMPED WITH THE CORRECT
RETURN POSTAGE.

Room 808 City Hall Building • P.O. Box 1531 • Norfolk, Virginia 23501 • (804) 441-2528



SURVEY FOR
OFFICERS OF ELECTION
November 3, 1987

NAME (OPTIONAL) _____ [199] _____

HOW LONG HAVE YOU SERVED AS AN ELECTION OFFICER? _____

	YES	NO	DO NOT KNOW
1. Did you have any problems "opening" the polls? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Did you have any problems "closing" the polls? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Did you have any problems with votomatics? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Did you have any problems with the ballot counter? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. If you encountered any of the problems listed above, were those problems related to the train- ing you received? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Do you feel that Norfolk's voters need additional information to use properly the punch card voting equipment? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Did you hear of traffic or parking problems at your polling place on November 3, 1987? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Are there additional supplies which you feel you need on election day? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Did you have any specific problems with voters? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Did you have specific problems in your precinct with the "authorized representatives" of the candidates or the party? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Was access or distance to a telephone a problem for you on election day? If yes, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2.

[200]

YES NO DO NOT
KNOW

12. Could the training classes be changed to help you improve your ability to perform the duties of an Election Officer? If yes, please explain: _____

_____ ☐ ☐ ☐
13. What procedures gave you the most difficulty on November 3, 1987? _____

_____ ☐ ☐ ☐
14. Do you feel those difficulties were caused by inadequate training? If yes, please explain: _____

_____ ☐ ☐ ☐
15. In your opinion, did you have a sufficient number of election officers assigned to work in your polling place? If no, how did the insufficient number affect the management of the polling place?

_____ ☐ ☐ ☐
16. In your opinion, how many election officers should have been assigned to work in your polling place? _____ ☐ ☐ ☐
- 17.. All polling places have problems on election day. Please list the major problem(s) you had on November 3, 1987: _____

_____ ☐ ☐ ☐
- 18.. Did the training class you attended address the problem(s) identified above? If no, please indicate how training might address the problem(s) in the future: _____

_____ ☐ ☐ ☐
19. What do you consider to be the most confusing election-day procedure or law to the voter? _____

_____ ☐ ☐ ☐

20. TO WHAT EXTENT DO YOU FEEL THE FOLLOWING PROCEDURES ARE A PROBLEM ON ELECTION DAY?

[201]

PLEASE CIRCLE THE NUMBER THAT BEST EXPRESSES YOUR OPINION REGARDING THE EXTENT OF THE PROBLEM CAUSED BY THE PROCEDURES.

PROCEDURES

Preparing for opening the polls (5:15 a.m. - 6:00 a.m.)	5	4	3	2	1	0
Setting up and closing the Voluntary Booths	5	4	3	2	1	0
Opening and closing the Ballot Counter	5	4	3	2	1	0
Running the zero (0000) printout tape	5	4	3	2	1	0
Finding the voter's name on the Registered Voters List	5	4	3	2	1	0
Correcting Information on the Registered Voters List	5	4	3	2	1	0
Writing and correctly spelling the voter's name in the Poll Book	5	4	3	2	1	0
Monitoring the Ballot Counter	5	4	3	2	1	0
"Troubleshooting" the Ballot Counter after an ERR reading	5	4	3	2	1	0
Understanding the difference between a "Spoiled" ballot and a "Void" ballot	5	4	3	2	1	0
Assisting the voter who is physically or educationally unable to vote their ballot	5	4	3	2	1	0
Maintaining an orderly flow of voters from entrance to exit	5	4	3	2	1	0
Assisting the person voting outside the polls	5	4	3	2	1	0
Accommodating the "Authorized Representatives"	5	4	3	2	1	0
Closing the polls (after 7:00 p.m.)	5	4	3	2	1	0
Running the four printout tapes	5	4	3	2	1	0
Preparing the Statement of Results	5	4	3	2	1	0
Preparing the Write-In Statement of Results	5	4	3	2	1	0
Enclosing the correct form in the correct brown envelope	5	4	3	2	1	0
Deciding which materials to pack and which materials to hand to the Clerk of the Circuit Court	5	4	3	2	1	0
Other						

21. TO WHAT EXTENT DO YOU FEEL THE FOLLOWING FORMS, HANDBOOKS AND ENVELOPES ARE A PROBLEM ON ELECTION DAY?

PLEASE CIRCLE THE NUMBER THAT BEST EXPRESSES YOUR OPINION REGARDING THE EXTENT OF THE PROBLEM CAUSED BY THE FORMS, HANDBOOKS AND ENVELOPES.

FORMS/HANDBOOKS/ENVELOPES

Voter Assistance Oath (white form)	5	4	3	2	1	0
Change of Address (peach form)						
Name is NOT on RVL-Voter Erroneously Deleted (blue form)	5	4	3	2	1	0
Name is ON the RVL-But Voter is Challenged (pink form)	5	4	3	2	1	0
Challenged Vote (green envelope)	5	4	3	2	1	0
Statement of Results	5	4	3	2	1	0
Write-In Sheets	5	4	3	2	1	0
Handbooks for Officers of Election from the State Board of Elections (Green Books)	5	4	3	2	1	0
Color-coded handbook ("flip-chart") from the City of Norfolk	5	4	3	2	1	0
Job Aids for Officers of Election from the City of Norfolk	5	4	3	2	1	0
Large Brown Envelopes	5	4	3	2	1	0
Other						

22. IN NORFOLK, TRAINING CLASSES LAST APPROXIMATELY TWO (2) HOURS WITHOUT A BREAK. IN OTHER CITIES AND STATES, TRAINING CLASS-TIME RANGES FROM ONE HOUR TO OVER SIX HOURS. [202]

PLEASE CIRCLE THE NUMBER THAT BEST EXPRESSES YOUR OPINION REGARDING THE TRAINING CLASS-TIME.

CONSIDERING THE INFORMATION THAT NEEDS TO BE REVIEWED AND COVERED:

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Do Not Know
The time devoted to training in Norfolk (Approximately two (2) hours) is too long	5	4	3	2	1	0
The time devoted to training in Norfolk is too short	5	4	3	2	1	0
The time devoted to training in Norfolk is about right	5	4	3	2	1	0
I would prefer a 2 1/2 hour to 3 hour training class with a break in between	5	4	3	2	1	0
I would prefer no break if the class does not exceed 2 hours	5	4	3	2	1	0

Other suggestions: _____

23. IN YOUR OPINION, WHAT TYPES OF TRAINING SESSIONS WOULD GIVE THE BEST INFORMATION ABOUT ELECTION-DAY PROCEDURES?

PLEASE CIRCLE THE NUMBER THAT BEST EXPRESSES YOUR OPINION.

TYPES OF TRAINING SESSIONS

	BEST	GOOD	UNDECIDED	FAIR	POOR	DO NOT KNOW
Lecture/Discussion	5	4	3	2	1	0
Slides/Discussion	5	4	3	2	1	0
Video-Tape/Discussion	5	4	3	2	1	0
Test/Discussion	5	4	3	2	1	0
Role-Play/Discussion	5	4	3	2	1	0
Question/Answer Program	5	4	3	2	1	0
Small-Group Discussion	5	4	3	2	1	0
Home Study Program	5	4	3	2	1	0
Cable TV/Discussion	5	4	3	2	1	0
Other _____	5	4	3	2	1	0

IN YOUR OPINION, AN EFFECTIVE METHOD OF TRAINING ELECTION OFFICERS WOULD BE:

COMMENTS AND SUGGESTIONS (OPTIONAL)

In your opinion, what additional information should be included in the training class?

In your opinion, what additional information should be included in the procedural materials?

24. TO WHAT EXTENT DO YOU FEEL THE FOLOWING SUPPORT FUNCTIONS ENABLED YOU TO CARRY OUT YOUR DUTIES AS AN ELECTION OFFICER?

PLEASE CIRCLE THE NUMBER THAT BEST EXPRESSES YOUR OPINION REGARDING SUPPORT.

SUPPORT FUNCTIONS:

	Strong Support	Some Support	Undecided	Little Support	No Support	Do Not Know
Electoral Board	5	4	3	2	1	0
Registrar of Voters	5	4	3	2	1	0
Voting Machine Technicians	5	4	3	2	1	0
Staff in the Registrar's Office	5	4	3	2	1	0
Training Classes	5	4	3	2	1	0
Handbooks from the State Board of Elections	5	4	3	2	1	0
Color-Coded Handbooks from City of Norfolk	5	4	3	2	1	0
Job Aids	5	4	3	2	1	0
Administrative Staff in the Polling Places (Principal, Teachers, Clergy, Building Staff)	5	4	3	2	1	0
Democratic Party	5	4	3	2	1	0
Republican Party	5	4	3	2	1	0

THANK YOU FOR TAKING THE TIME TO COMPLETE THIS SURVEY!

NEW OFFICERS OF ELECTION

What was your first job assignment?

In what areas were you most prepared as a result of the training classes?

In what areas were you least prepared as a result of your training?

What additional training did you need for serving as an election officer on election day?

RESPONSES FROM ELECTION OFFICERS
WHO WORKED IN PRECINCTS IN HIGH AND LOW
SOCIOECONOMIC AREAS

	High	Low
1. Did you have any problems "opening" the polls?		
All workers did not arrive at 5:15 A.M. Some as late as 5:45 A.M.		004
Building was not opened on time. The door was not opened until 5:30 A.M. We had to send for the security guard and he was told to open at 5:30 A.M.		005
Our chief called for help, she could not clear the ballot machine or erase it - the center was very cold all day long.		009
The appropriate ways to set up the votomatic booths (arrangement, that is) were a matter of debate. The chief seemed intent on not setting them all up because of space.	013	
I helped prepare the room but was not responsible for the opening.		017
Trying to open the ballot counter machine.	018	
No because I worked with others.	024	
Locating outlets that worked to plug in the votomatics.	031	
2. Did you have any problems "closing" the polls?		
Nothing major - two ballots not put into ballot counter before tapes were run. Last minute "write-in" votes got me excited and since we all like to get home by then we had some mistakes - most of which were corrected before we left.	013	
Counting the "write-in" votes. Tapes from counter and number of ballots do not agree.	022	
Putting used ballots in the boxes the new ballots came in, could have been a problem.	023	

High Low

Closing went much smoother with the numbered envelopes and the use of the flipchart as a guide.

031

3. Did you have any problems with votomatics?

One machine we could not open. The mechanic came and fixed the problem. Person trying to tell another who to vote for and doesn't understand the machine himself.

009

It was out of order for short intervals. We did get it right.

010

I personally had no problems. Several voters fouled the machines and required new ballots after the assistant chief disassembled the machines.

012

One voter folded his ballot and "lost" it in the votomatic. This took about 20 minutes to straighten out.

013

The light on two machines wouldn't come on but we used them just the same, new bulbs were brought in by the repairman.

014

No problems, but most people needed instructions.

017

A ballot became hung in the votomatic.

021

Could use 1 or 2 more when heavy voting - people are so slow.

024

4. Did you have any problems with the ballot counter?

It was very hard to close up. It ERR twice and ballots slipped to one side.

002

Jamming at intervals.

008

It jammed three times, however, I felt this was not really bad considering all day usage - people tried to push the card in very hard.

010

		206
	High	Low
Only one voter pushed ballot too hard into counter. it had to be removed and run through again to be counted.	013	
Great difficulty opening the front of counter at the closing. Also, when people would put the ballot in wrong or bent.		014
A bad card jam - telephoned service to let them evaluate machine's problem before next election - perhaps tray needs some service.		016
Mr. Scott did not work. Directions were read and followed ok.		017
Trying to locate the " " to open machine.	018	
Chief officer had to have help to open at 7:00 A.M.	019	
Not really - we opened it twice during the day when clear ERR showed - one ballot was off track, when top was down again it was working properly.	021	
Ballots piled up in top of counter.	022	
We had count of one over in register book than in ballot counter.	023	
5. If you encountered any of the problems listed above, were those problems related to the training you received?		
Cast ballots that were not write-in votes were in the write-in tray, why? Are they voided votes?		007
I was informed that jamming could occur and that trained personnel was there to correct the machine.		008
I did not attend the classes within the 3 years I worked the polls - I learn much.		009
My training taught me how to deal with my problems.		014
There were no problems at all.		031

6. Do you feel that Norfolk's voters need additional information to use properly the punch-card voting equipment?

Some of the voters still find it confusing, yes; they do need additional information. More training should be given on how to insert your ballot into the punch-card voting equipment.

001

At our precinct some voters after receiving the demonstration had difficulty when they went in the booth. I think you should have an advance demonstration of the equipment for those voters who need it before next year's election. Set up a couple of booths in certain precincts and set aside a day or two for instruction to those who need it.

001

Station votomatics in neighborhoods a week before election day with a demonstrator/TV demo. Most voters have to be helped in "inserting the card" and punching the right name and number. Voters forget because of the time. Have a small votomatic on hand as a demonstrator just like the one they will use. Some don't know how to locate the candidates of their choice and others will not turn the pages to the end to vote on issues.

002

Need to know not to walk out with ballot. Many didn't know how to use voting equipment. Please, they need more practice in churches and schools. Persons living in the high rise or older persons - an officer should be sent to teach these people because they forget from year to year.

004

Use visual means to demonstrate the votomatic. Placing ballot and using the stylus should be emphasized. Newspapers and TV. hard for them when there are more than one page. They punch too many holes. Many do not understand turning pages for the different offices. Print too small. Reading difficulties. Just how much assistance can an officer give????

005

		208
	High	Low
The chief must give close attention in the area to see that the voter has been thoroughly instructed.		006
Because most voters forget how to use them, without help one lady said forget it and didn't vote. Some older people did not know how - did not know who was on the ballot. Seniors and other voters need advance training in using the votomatic and informed that candidates are listed on all pages.		008
It would be very helpful if they did.		009
Voters needed review, which we did, inserting the card in the ballot counter.	010	
The number of "write-in" punches without a write-in suggest to me the voter often does not punch choice properly. When voters punch "write-in vote" they should be aware that the name must be written in also - just punching "write-in vote" is not sufficient. If they would listen to what our demonstrator has to say - no problem.	011	
Many voters do appreciate the demonstration provided at polls as a refresher.	012	
Buy some newspaper ads just before elections to let people know at least what ballots and machines look like. Some voters make mistakes when punching their ballot but I doubt that more information would change this an appreciable amount. Don't know what it would take - people nodded their heads insisting "I know how to use it;" then, when they got behind the screen, demanded help.	013	
They say that they know and then they still do wrong. I don't know whether it will help or not for some of the people we have to deal with. They need to know how to punch and who they are voting for.		014
Some cannot read and it takes longer for them because of uncertainty.		016

Would it help if the demonstration officer was seated and services given after voter has been identified and marked on the RVL? Some voters forget the demonstration and how to use the machines more quickly than other voters. The demonstration is needed for almost everyone, but I don't see how this could be avoided - people forget from year to year.

017

Many voters don't trust the system and want to be certain the holes in the punch card are where they intended. Although we have had this system for quite some time, the voters are still confused. We had a lot of "write-in" punched and no write-ins. They need the actual voting machine training community wide. A presentation should be done in each community.

021

Voters don't remember or read instructions and I think some will never know. Yes, they do not pay attention but do not know solution.

022

Inadvertently punching write-in numbers and not writing in any names - believe they did not mean to punch number - void votes in this precinct.

023

Do not know how to put in ballot to mark. Voters tend to forget between elections.

024

Despite lengthy demonstrations and cautions about folding the ballot, we still had some difficulty - and needed to help some people. Also write-in voting info would be helpful. In Precinct 31, we have long lines down the school hall that move at a snail's pace especially in Presidential Elections. If we would train someone to serve out in the hall simply as a demonstrator - who would not be required to do anything but demonstrate the use of the votomatic - using a "hands on" approach, it would be very helpful. We could still have a "quick" demonstration inside as a reminder, if needed. This person need not be an officer of election and need not have to open and close the polls or be responsible for the paperwork. They are simply training

High Low

the voters to use the votomatic. I'd also like to see a votomatic set up outside not just the training device we now have. Somehow, the voters don't tie the two together and when they come to the votomatic, they panic!

031

Do not need a full time person demonstrating anymore. But they do need to know who is running in each precinct ahead of voting time.

047

Not necessary in Precinct 049. They only need to be more attentive - many inexperienced voters in November 1987. They didn't seem to know how to punch in the ones they wanted.

049

7. Did you hear of traffic or parking problems at your polling place on November 3, 1987?

Only parking easily is on the street where generally no parking is allowed.

004

Not too many - but can see no way to alleviate it at Maury High School. No way for handicapped to park close to entrance. Need signs for directions indicating which entrance to use, many voters said they had difficulty finding the polling place.

013

I was at Canterbury, 49th Street, people said they could not find any place to park because students' cars were everywhere. Some people had difficulty finding their place to vote - location change.

018

I feel that several spaces should be set aside for voters. The library lot is small.

019

Some could not find entrance to vote - need more signs directing to voting entrance.

023

Unable to park in front of school - workers as well as voters (certain hours). Driveway in front of school blocked off twice to unload and pick up children - something new, making parking more difficult and further to walk.

024

If the teachers would use the real parking area then the election officers could use the front. Since school is in session, we have relatively little parking space for voters. With the turn out we had, people had difficulty finding a space to park.

031

8. Are there additional supplies which you feel you need on election day?

Why not have ink erasers, the officers could put their initials beside what has been erased. Scrap paper or small pad to write numbers from the poll book and the voting machine to make sure the count is the same.

002

More exit signs.

004

Paper clips, liquid paper for correcting spelling of names.

005

Pedestal for signs and stick pedestals for divider rope.

022

Rubber fingers.

022

More signs to direct voters to right side of building.

023

Ropes to make lanes from poll books to pick up ballot. People need to know where to pick up ballot - a sign needed on table stating BALLOT HERE. Need lanes to direct people to ballot then on to ballot counter. Voters seem lost and we need someone or someway for them to know where to go.

024

Ink eraser.

024

Pencils - one for each votomatic for write-in votes.

031

9. Did you have any specific problems with voters?

Some wanted to go into the booth with friends or relatives without signing assistance forms. We straightened them out.

001

	212
	High Low
They don't learn how to put ballot into votomatic correctly. They don't know who to vote for.	002
Wrong names - not eligible to vote.	003
They don't pay attention while you try to explain about the punch cards - some left with no punches in their card. Persons insisting they are at the right precinct.	004
Some people are confused with the leaflet they receive outside and come in they don't really know whom they are to vote for.	008
Lack of clear speaking - ID cards would help in some instances. Absent-minded and hostile - most people are very nervous.	009
Only in their proper use of the votomatic - mechanically. Some were reluctant to fill out change off address when it was only an apartment change at same address.	011
One woman who needed assistance objected to witnesses observing her voting - the poll watchers of different parties listening to the voter.	012
Only coming to wrong polling places - mainly the fault of voters themselves. Voters moving and not letting the registrar know. Only those who claimed familiarity with the votomatic, but did not. Also had some problem with those who wished another voter to help them vote. A sign stating "only one voter per booth" or something.	013
Many voters were looking for names of non-candidates on the ballot or on the votomatic, such as leaders of political organizations. People who do not know who to vote for as they do not know what it is all about.	014
Placing ballot in counter machine and some voters are very impatient if you do not understand their name.	016
Some voters, although we demonstrate to them, they just didn't understand the machine.	017

High Low

Our problem was with people who did not know where to vote. Some of them were change of address problems and some people just walked in off the street. It would be great if the high schools could incorporate proper voter information with one of the classes mandatory to seniors.

018

A few voters forgot which precinct they were in. Also, one became very angry when told he could not vote because he had moved out of this precinct 6 years ago. Many did not know how to use the machines.

Nothing serious. Voters very angry when told could not vote because they moved to another precinct and did not change address.

022

Voters couldn't find the correct entrance.

023

Knowing how to use new voting machines. Many voters did not know who the candidates were from our district. Thought Julian Hirst was in the district. Not enough information in the newspaper.

024

Newly registered voters did not receive cards, and could not vote due to the following explanation - the long line of voters formed about 6:30 P.M., approximately three voters reached the RVL desk, and were told that they were in the wrong school. The time was 6:45 P.M., too late to find the correct precinct. Some voters fail to check their ID cards and this creates a problem. Also, some voters refused to believe that Yvonne Miller was not on our ballot and accused us of giving them the wrong ballot. In state elections more care should be taken to explain "districts". A booklet made up just like the booklet the voter will see in the votomatic - should be available for the voter to pursue before he gets to the votomatic. He then knows exactly who is running in his precinct, how many pages he has to turn, etc.

031

10. Did you have specific problems in your precinct with the "authorized representatives" of the candidates or the party?

The representative harassed my workers, refused to remain at proper distances. One lawyer accused me of trying to show voters who to vote for while I was demonstrating (he was a Republican poll watcher). 001

They monitored around workers at tables rather than sit. We were "harassed" all day. It is hard to work properly when someone is standing over you. The representatives from the Republican party did not show any respect to our chief and they tried to tell all officers how to do their job. 002

Attempting to intimidate workers and voters. 004

He stood in the way wanting to see books all the time, yelling at people. A man representing the Republican Party - name begins with an "O" was very rude, arrogant and suggesting loudly that votes were being fixed. They sat close behind us and demanded us to show them amount of votes before closing for the day. 008

Quiet as a mouse. 010

They were reluctant to observe the 40' boundary. They kept inching closer to building even after told to keep proper distance. In general, obnoxious! 012

One authorized "REP" kept coming in to check ballot counter figures. Requirements for participation were not followed. We experienced confusion among ourselves over their role. What is or isn't permitted? 013

Once someone came in and complained about something on the outside not being legal, the chief took care of this. I was threatened with "legal action" because of alleged use of "illegal" guide ballots distributed outside of polling place - Nunnally representative 016

One observer wanted to sit at the table where we were counting the Statement of Results, because she was told to sit there. Ok, after her phone call. 017

High Low

A couple persisted in their demand to use the facilities - a church representative had to tell them they were only for paid workers. No facilities were available for outside workers. (Not our fault!)

021

11. Was access or distance to a telephone a problem for you on election day?

Having to explain why certain candidates were not on our ballot.

031

Didn't have any.

049

Telephone was too far away, down the hall until the managers let us in the offices for emergencies it was a problem.

009

It would of been if we had one less election officer.

013

We had to use a pay telephone after the school office was closed for the day.

016

Library people very cooperative.

019

The only phone was in the school office, use of that phone, waiting and distance away is a problem.

031

I have to leave the polling place and go across the hall to the clinic to use their phone.

047

It would be helpful if an extension was available in voting room as it would eliminate one person leaving for a period of time to use the available business phone in EOVR Recreation Center.

049

12. Could the training classes be changed to help you improve your ability to perform the duties of an election officer?

Please explain what we can and cannot do to help the voter.

002

Training classes are getting better and better.

005

	216
	High Low
More discussion instead of film. Longer classes - greater discussions.	006
The votomatics could be placed on a higher platform to show opening - closing demonstrations of all procedures of the machine during each class.	009
Hands on class a good idea.	010
I think it would be more helpful to have a voter set-up and have everyone see just how it works - the video was not clear. As a worker, more information about the jobs at the polls should be given - there was so much material on the counting machine, opening and closing the polls, counting votes, etc. that just did not apply to anyone but the captain and her assistant.	011
Up to date training video would be helpful.	012
Did not receive training. A better understanding of all offices of operation of ballot counter. We could use a "hands on" class on all the things that need to be done after closing the polls. The most common problem was the request for help by a voter in using the votomatic. We did not know how to help without going behind the screen then, we did not know whether we should fill out "voter assistance cards."	013
More practice handling the ballot counter.	014
The last training classes was the best one yet - the 2+ hours were "to the point" with intelligent questions.	016
Classes are for only one day. By the time election comes around I have forgotten some things, not all. The training was excellent. Would be nice to show a complete film of all the duties to be performed. Smaller classes - actual work done by all election officers. The officers knowing how to use machines could instruct a group of 10. Have groups of 10 or 15 and let each group do EVERY part.	017

High Low

Smaller groups so I could see all the visuals being shown and some discussion would be possible. Please try to shorten classes if possible.

019

I wish the questions which are unnecessary could be held for the end of the training session and those with no questions be allowed to leave.

021

If we could have the handbooks and material far enough ahead to be thoroughly familiar with their contents before discussion, etc. Visual aids, different types would be helpful. I think your group is efficient.

022

Drill using all forms to be completed after the polls close.

023

More time needed for closing polls when all are tired after a long day.

024

The training classes are great! Flipcharts should be in the hands of all the officers.

031

13. What procedures gave you the most difficulty on November 3, 1987?

Voided ballots and how and where to write on statement of results. None really, the staff is excellent.

001

Poll watchers. Explaining how to use the votomatic.

002

The voter assistance form when helping elderly voters.

004

We had none. All the workers arrived on time.

005

Closing the books.

006

The men that stand over us and change the things that we were taught to do.

008

Writing voters names in the poll book - giving out the number to each voter.

	218
	High Low
Learning where to put all papers in the right envelopes correctly.	009
Explaining where to vote, the need to understand rules of voting. most people refused, seemed to think it was a given right, once registered, always registered any time and any place.	010
Voters using the punch card ballot and votomatic properly. Tabulating write-in votes that were not written on - no names, they are void but still counted on machine. Correctly following the procedure for counting votes and tabulating results for delivery to circuit court - there is a great deal of duplication in the instructions.	011
Not switching jobs to relieve monotony. Also RVL book very unhandy - would not lay flat - made using ruler difficult. None, unless the early hour for reporting could be called "procedure."	012
Complexities of closing. Putting spoiled, etc. ballots in correct envelopes at close of polls. The detailed reports that have to be put together after closing the polls. What circumstances trigger the necessity for a "Voter Assistance Oath". Also, failure of voters to state name and address as requested.	013
Getting the door, on the front of the ballot counter open.	014
Closing, because everyone is so tired. Write-ins - valid or eligible write-ins versus those ballots in the write-in tray which were not eligible or valid. Things went smoothly at our precinct.	016
People who moved and had not notified the registrar's office. Getting the votomatics legs secure.	017
Changes in name and address that had not been reported to registrar's office. Being sure that the voters had been checked that	

High Low

they were on the books before giving them
their ballot. 021

Counting the write-in ballots. Went smoothly
- only delay was checking all the write-in
dumped in the bottom. 022

Completion of forms after polls closed.
Everything went smoothly. Voters not knowing
where to vote - wrong precinct. Having to
call to find out where they belong - but
caused no problem - just time going to tele-
phone. 023

Closing because the election officer that
usually does statements was absent for this
election only. Inserting ballot - why does
it fold in middle? 024

We did not have any great difficulties, just
minor ones that you would expect to have.
Try to explain to voters why Mrs. Miller was
not on the ballot. We had long lines almost
all day long. We scarcely had time to eat.
Perhaps we need to consider splitting our
RVL for the presidential election. 031

Listing write-in votes. 047

The set up for closing was much easier -
explanation and envelopes well coordinated. 049

14. Do you feel these difficulties were caused
by inadequate training?

Very possible - but inability on the part of
the Election Officer. 006

Could be referred to in the training session
(write-ins). 011

The detailed reports that have to be put
together after closing the polls. The "voter
assistance" problem will certainly be fre-
quent. How important is the name/address
procedure? 013

Perhaps, more of my fault, because I did
not avail myself of the session which

		220
	High	Low
demonstrations were held (door opening on ballot counter).		014
This may be an area that needs more attention (notification of address change).		017
I think that the ballot area should not be available for the voter, to just walk up to. It should be roped off!	021	
I could have learned by home study but actual drill would have helped me greatly.	023	
15. In your opinion, did you have a sufficient number of election officers assigned to work in your polling place? If no, how did the insufficient number affect the management of the polling place?		
More help was given after Chairman's Mathews saw we needed more. We had enough and we worked together as a team, everyone gets along fine - we have unity. There was always a line at the votomatic because some people didn't understand how to read the ballot, therefore, some other officer would leave their post and assist, then that place would have a long line.		002
One more person could have helped with assisting the elderly at the votomatic.		003
Kept one person going from one machine to another as many voters are unable to understand the use of the procedure. When voting was heavy, many new voters needed help even after demonstration - some mistakes because they didn't wait for assistance.		005
No one available to assist officer, observe and control outside of polling area and etc. when chief officer is assisting troubled voters or out of polling place using telephone.		007
An election officer was needed to assist voters at the votomatic.		009

	221
	High Low
I had to bring in a new worker - one who has never worked in an election but who worked out beautifully.	014
We were a good group - worked well together. Everyone cared for each other and how we helped the public.	017
We could do with one less except, perhaps, for the Presidential.	019
However, one more worker might be needed in a Presidential. We worked very well together and changed places frequently if needed.	021
No one was free to demonstrate or instruct voters in use of votomatics. Consequently. We felt there were many who may have mis-voted or failed to vote as they meant to. It appeared to be a lot of write-ins punched but no names written in. Not enough people to fill each job. In this election we did. But when someone has to walk out to the street for a disabled voter to vote, the chief has to go to the office a city block away and someone is at the bathroom, others have to handle the poll books and the RVL both at the same time - especially when another election officer has gone to another precinct to vote. This did occur. Not enough election officers to monitor all stations properly. Not enough people to man each station. No time for eating or "pottying" - not enough to fill each station.	022
Except in national election. Needed at least 1 more to direct the people to pick up ballot and keep a check on votomatics. We could have used one more officer - we were busy, one more person could relieve for breaks to eat or use restrooms. At times one officer is calling 441-2528. We could use at least one more.	024
I was one person short so I did not have the extra person to relieve people to go to the restroom. We were two short and another knew nothing and didn't want to learn.	047
In 049 five people are sufficient.	049

16. In you opinion, how many election officers should have been assigned to work in your polling place?

It should be an extra officer so that when you eat your lunch or have to go to the bathroom you'll still have an officer to fill in and things can still run smoothly. Maybe two persons at the machine instead of one. 9, 10, 7. Ten and captain, especially on major elections.

002

At least 6 or 7.

003

Sufficient.

004

Seven same assigned. Our polling place had enough officers.

005

According to the amount of voters we had enough, we rotated.

006

7, 7.

007

We had enough. 9 or 10, 9.

008

There were a sufficient number. Six, we work beautiful together. 7, 6.

009

Five would be adequate if it was a light election. I believe we had the right amount. Five officers plus a chief. We had the proper number (6).

011

We had enough. Eight were assigned and it appeared to be fine.

012

Good number. Five - number working. 6, 6.

013

7, 9 or 10.

014

Same numbers. 6 workers adequate, Presidential - 8?, Super Tuesday - 6 or 8. 6 and chief on heavy election at least.

016

For this election, we had adequate. The amount that was assigned. One for each duty - 8 or 9. We seemed to have an adequate number.

017

High Low

The number assigned. 018

The correct number were assigned. 6, 6, 5. 019

The number that were there (8). 8 or 9 in Presidential election it would be helpful to have an officer standing by votomatics to assist voters. 8. 021

In a light election - 9. In a presidential election at least 11 and no one should leave the polls to go vote at his own polls or any other reason. Nine and 11 for the Presidential (future). 9 and 11 for Presidential. 022

We had just the right number - we worked well together. Adequate. 8. 023

Nine or ten officers for Presidential and Governor elections. We had sufficient number. 9 - more, never had time to take rest or finish lunch. 8 which was the number we had. 8, 8 or 9, 9. 024

Eight especially in Presidential elections. There were six and we all worked together and taking turns doing different things. 6, 6, 7. 031

17. All polling places have problems on election day. Please list the major problem(s) you had on November 3, 1987.

Authorized Representatives! His constant complaints about the workers. The outside step-down exit from the precinct should be improved because it is a very bad drop from building floor to ground. Getting the voters to go from the demonstration table to the voting booth and really understand how to insert the card and punch the holes. (One thing that I think is confusing to the voter is the fact that on your voting machine this time you had the "insert card here" instruction on a "blaze orange" piece of paper and on those demonstrators you did not have this instruction on orange paper and when some of them get to the voting booth there was no association with what they had just heard and seen at the demonstration table and they had

trouble inserting the card. Punching the holes once they had inserted the card properly was fairly easy because they could associate what we had told them about punching a hold next to the candidate of their choice in the yellow strip down the center of their book. Persons outside confusing voters with a lot of papers.

001

Poll watchers, frustration and annoyance. The authorized representative was a PEST. Persons outside confusing voters with a lot of papers. Voters voting for more than one person on the same page when they should only vote for one.

002

Walk ins, not knowing what to do. Poll watcher. I do not know if he was instructed properly.

003

The general public does not have adequate information on how to use the votomatic, we explain and demonstrate it to them, they say yes, we understand but they do not. Poll watcher. Accounting for two (2) ballots. Finding names. Still have the problem with a worker leaving during the day. Some people in following directions when correcting info on voter list and determining if eligible to vote if moved.

004

We did not have major problems but because of heavy turnout we were shorthanded. Opening of the doors for workers to get set up. Change of address.

005

Closing the books.

006

Representative yelling at me - asking for chief. People working on the books wanted a relief - wasn't enough people that would take over (refused to).

008

A number of people seem confused about who to vote for. The building was freezing cold. There was a problem in opening one machine that was soon corrected by an officer who was called. Nothing other than keeping warm, smiling and being patient with hostile people.

009

High Low

Change of addresses. 010

Change of addresses. Having to repeatedly remind the poll workers for the candidates to maintain their proper distance from the polls throughout the day. This is not a problem - just an observation. 011

Traffic control, wrong instructions about correcting the voters list (we were told not to make changes), candidate poll workers, inconsistent instructions regarding observers/witnesses. Only the blind voters who felt their rights of a secret ballot were mistaken by the watchers being behind them and listening. Most were not only blind but hard of hearing. 012

Change of addresses. Voters who should have been registered at our polling place but were not. Married couples who want to assist each other in the votomatic and don't want to sign the form. Signs outside for direction-needed. 013

People not knowing who to vote for because they did not understand who was running - some thought that the pictures on the cards outside were the ones they should vote for. Only the slight on one votomatic. Many voters failed to follow the book instructions and spoiled their ballots because they punched more than one name on the page. People who have moved for years and never changed their address. People who haven't voted in 4 or 5 years whose name has been removed from RVL. 014

When two or more persons come to vote and cannot get into polling place to vote, with four machines and people waiting in line to vote you have a problem. Tables were not set up and not everyone was there at 5:15 - not very late but late enough to put extra work on those who were there. Voters punching card wrong (spoiling ballots) - voters not knowing right place to vote. 016

Workers are all tired at the end of day. We all seem to forget and can't think. All

have different ideas as to how a certain thing is done so it takes a little longer on the statement of results.

017

It would have been better if all officers had been directed to shift posts simultaneously at intervals. Some awkwardness resulted from unwillingness of some to alternate "jobs" with the result that at times one or even two were without any duty, especially when the chief officer was filling one station. We were unsure of the locations of new precincts on the west side, several people needed this direction.

019

There was a difference of (two) between the counter and the ballots. Running out of forms. Keeping the poll workers and candidates 40 feet from the entrance. There were long lines due to lack of knowledge pertaining to the use of the voting machines.

021

Not enough signs on outside of building. Phone too far away. Not knowing how to complete all forms after polls closed. We had discrepancy of one vote probably by one person leaving room before receiving ballot. Ballot stubs and counter agreed.

023

Misunderstanding of voters as to why they couldn't vote for Yvonne Miller and Tom Moss. They do not understand "voting districts." Voters coming to wrong precinct to vote, causing election officers to have to call General Registrar's office for information. Parking problems. Voter wanting to fold cards before placing them in votomatic. Correct spelling of voters names in RVL book. Voters keeping place in line.

031

People didn't know where to put completed ballot. One of my new people spent a good bit of time in the restroom (possibly smoking) and a good bit of time getting coffee. A few workers that we could have done without - not good.

047

One person was one hour late. Public relations - usually people problems. Do not

		227
	High	Low
know when they last voted - declare they voted at "this precinct - etc. Do not know old address.		049
18. Did the training class you attended address the problem(s) identified above? If no, please indicate how training might address the problem(s) in the future:		
I think in the future you might let a few of the election officers stage a mock demonstration.		001
Poll watchers problem was not covered in depth. Maybe teach the poll workers how to work with the people working the polls. We never had this problem before Nov. 3 and it was awful, as a whole the people in Berkley section are very cooperative and we know our job. More training on how to use the votomatic.		002
When the film was shown I didn't see a person standing over us (officer) while working!		004
This was not a training class problem just lack of communication seems to have caused the mix-up. (Building not being opened on time.)		005
Tell me how to handle representatives, their interference while recording.		008
A smaller number of people in class. Sometimes we get the training but at the day of election it may fail to work (votomatics).		009
What do you do if one has to leave - was it okay not to sign out the sworn documents I would have had to sign.	013	
I don't know whether we need some more machines to take on the problem of waiting in line to vote. The training class did not stress being on time.		016
I think change of address rules need to be covered more extensively.		017

High Low

Simply by specifying an m.o. to be followed rather than a general, if anyone would like to change stations just say so. One person insisted on doing 2 roles alone. She had problems - on paper - sound 2 year oldish but with people assigned to be busy in the same room, mostly with very routine things to be left to twiddle thumbs can be uncomfortable. A map or list on election day would be adequate for other precincts.

019

More training in changes in name and addresses, discrepancy in numbers when preparing statement of results would be helpful.

021

Write-ins need more explanation.

022

Actual drill with ballot machine and actual drill completing forms after polls close.

023

The officers should know who (candidates) are completing in their particular precinct.

024

Have voter registrars double check spelling of names. Voter should be asked to spell name. Maybe an additional worker could help keep lines in order.

031

We had outlet problems so can't move counter.

047

Yes, I feel like it was. It was the first time for me and I did go to the wrong poll at first. I thought it was Ocean View Center, WOV, but I found it.

049

19. What do you consider to be the most confusing election-day procedure or law to the voter?

Using the votomatic, even though they had proper demonstration. Mostly the elderly. The most confusing is the voter who has moved and cannot vote. Most get very irritated.

001

Not familiar with all candidates. Using the votomatic.

002

Perhaps not having been informed in a logical manner.

003

Using the votomatic. I think when some of the voters have to vote on issues. Many will not vote for but one person and almost no issues. Explaining why one would be ineligible because of when they moved. 004

Using the votomatic. Change of address. 005

Voters that moved out of the precinct and haven't changed their address, some had to call downtown. The voter seems to not know how to use the ballot book or who to vote for. 006

Election officers cannot help the blind voter punch their votes or help the voters that cannot read to vote for their choice. 008

Some voters were confused by receiving too much material before voting. When the voters get to the polls. Say my address has been changed, my married name is, this should be done before they get to the polls - it is very confusing. 009

Voting in the correct precinct. Using the votomatic. 010

The fact that you cannot identify a candidate political party (for people who want to vote a straight ticket along political party lines and come to the polls uninformed as to who is representing which party. Keeping them in line to register. 011

Voters assistance. Change of address. Filling out the forms at the end of the day. 012

The guide-ballots given to voters on the outside are confusing to many. They go to the votomatic and spend excessive time looking for the names of political leaders (not candidates) but pictures are on the guide-ballots. 014

How many to vote for when there are one or two or more persons running for the same office, and then on to the next page the office is unopposed, and on the lottery when I vote yes am I voting for the lottery, and when can I

purchase a ticket. The punch-card equipment. That you must vote at the precinct where you are registered. That you must register to begin with.

016

When the voter hasn't voted in 3 or 5 years and come in to vote, and they are refused. Some really get upset, but it is a good law too. Be a regular voter instead of every 3 or 4 years. The number of a candidate and also that they have to turn the pages to vote for others. We sometimes have to tell them to turn the pages. But when we do this some of the officers think that someone is trying to tell a voter how to vote. Which is not so in my case. The write-in ballot. We had many who obviously were confused and punched this line but listed no name. Maybe this needs to be covered more precisely when demonstrating the procedures for punching the ballot.

017

Filling out voter assistance oaths. The requirements with regard to changing place of residence.

018

A few voters did not know their correct precinct or location. Write-in votes.

019

Using the votomatic. Change of address within one year allowing you to vote, beyond the last election, not allowed to vote.

021

When a voter tells me he has a new address, I ask when he moved. He says about a year and a half ago. Then I tell him since he moved prior to the previous Nov. election he can't vote. Then he is enraged - saying he didn't know anything about it. And I believe most of them don't know about it. I know about it because I used to teach it before I worked the polls. I think there should be a concentrated effort to get the TV and newspapers to repeat it time and time again before elections. Encourage local candidates to remind people of it. When people care enough to come to vote, I feel like the gestapo telling them they can't. I know it's the law - I enforce it, but I don't like it. The wording "Unfolded" not clear to voters.

High Low

"Do Not Fold" would be better.

022

The voter was confused by all the candidate literature handed to him at poll entrance. We would like to have a sample ballot to demonstrate, this would help voters avoid confusion. The write-ins, several voters failed to write-in the candidate name or did not know exactly what to do.

023

Why they must give their full name and address when we know them from years of voting. Many voters couldn't understand why Julian Hirst was not on the ballot. Most confusing was the entire City of Norfolk did not have the same ballot, people found this hard to understand. Voters did not know who was running in their district.

024

Why is it that I have to change my address? Why can't I vote in this precinct even if I moved before November 1986? I like this precinct. Not explaining where each candidate was. I think Mrs. Miller was at Precinct 005 and people did not understand why Precinct 006 did not have her name on the ballot. When the line is real long. Putting up machines. Checking lights.

031

Those blue slips. They think the numbers on them have something to do with the count. Using the votomatic.

047

They didn't know who they were voting for in our precinct. They asked for candidates in other precincts. Privacy in booths.

049

23. In your opinion, an effective method of training election officers would be?

Continue the training sessions that you have been giving. Chiefs and Assistants at one time and the other election officers at another date or time. Let them learn by doing. The lecture and the video tape along with questions from the audience is most likely the best training for an officer.

001

The same as is used. Lectures and discussions - asking questions of any type - let

the officer tell you what they would like to have to work with (the chiefs). What you are doing is the right procedures if persons listen attentively. Let each person work where they are best suited. This is good for the moral and also the day seems shorter, if that is possible. Train the new election officers of their duties at the polls on election day and how far they can go in helping the voters and other do's and don'ts.

002

Some hands on training. We learn some things by doing.

003

Divided into groups; and each group will have discussion or act their part. Five minutes.

004

The class at the storage building "On Hand Training" was most effective, as each chief had a votomatic to operate, acted as a refresher since a year had almost passed and you do forget. The present method seems adequate for me, but at our precinct we have a very helpful chief who assists us in all areas. Training classes as we now have. Combination slides/video tape/discussion/ with a question and answer period. The test given was helpful.

005

That the officer made sure they understand how to express themselves before trying to show the voter. (Some voters still don't know how to use the stylus.) That all officers should be trained how to do all officer duties. If we were given the color-coded handbook with the flipchart individually, I could have been more helpful in the closing. Regular classes - home study (returning results to the registrar - more videos - pictures.

006

I can't think of any other ways except the one we have now. Actual contact with votomatic and ballot counter and election supplies before election day to familiarize officer with them and their function.

008

Continue the two hour training. The assist- and chief should be able to do all procedures in cases of emergency. To assign officers to

High Low

specific tasks. Training sessions if you have not attended the class, the chiefs are very helpful - observe.

009

I feel a very good video and roll play would be effective - also the chief election officer at the polls should have a system of showing workers how to close the polls. General review for those who have been election officials. There is such variation in instruction and aptitude of officers I don't have any suggestions for change.

011

Video tape, test, discussion to clarify questions.

012

A "hands-on" session or small group discussion on how to proceed after 7 P.M. Just more "hands-on" training of equipment and better knowledge "before hand" of brown envelopes and closing of polls procedures. I suggest you set up a model polling station, for the training session showing right way to proceed. Show wrong ways and use role-play featuring "The Cantankerous Voter," "The Loiterer," "The Overzealous Poll Worker," "The Perfect Voter," etc.

013

I like the slides and then the question and answer periods even the role play and discussion. A sort of dry-run for the officers, simulating the duties they will be performing on election day.

014

Classes as is. Present system seems to work pretty well - but the best training is "hands-on" or experience on election day - a lot depends on receptivity of election officers.

016

Methods we have now are good, but I feel there should be more of them. The test last time was excellent. I contend that a great deal was learned by the questions which were so pertinent and we were given the correct answers. They were most usable. Lecture, discussion, and video tape. Smaller classes - actual work done by all election officers. The officers knowing how to use machines

High Low

could instruct a group of 10. Have groups of 10 or 15 and let each group do every part.

017

Continue as in the past. Private.

018

The "hands-on" at the warehouse was good but it would be better for each person to practice opening and closing the ballot counter than the practice with. The same as you are doing now. As mentioned elsewhere, small groups would be preferable - and a demonstration with actual machines and forms would be useful.

019

Role play from beginning to end. The tape last year was good, but role playing may help some first time and small discussion groups might help. Just as we have been doing. I believe the present system is adequate. However, it should be emphasized that all officers should read the material. Lectures, slide presentation, role playing, question and answers and group discussions.

021

Better visual aids. Slides and discussions.

022

No problem or complaints with what you have now. The training session on the "ballot counter" machine was excellent. For chiefs and asst. chiefs an actual drill filling in all forms at closing as well as a drill with the ballot counter from setting ballot counter up to tabulating procedures and closing machine. If one makes use of the material provided there is an answer for every question in my opinion. Think you did a good job. Classroom instruction followed by a mock election.

023

Lecture, new method, and ideas that would save us time, questions and answers. Discussion with time limit on each question and 1 or 2 per officer. Satisfactory as is.

024

Lecture and discussion groups and questions and answer groups. Send materials a few days ahead to give election officials a chance to read over the material and refresh

their memories and prepare questions or concerns for discussion. Video tape and discussion is the best because you can see where all the mistakes are shown. Small discussion groups and role play. Prepare election officers to supply more information to new voters.

031

Too much red tape. Before each election - 1 hour on any new changes - not so much unnecessary paper work - too much red tape. For experienced workers, a short slide or video-tape presentation. Then a question and answer period, finishing with test and then discussion. Lecture, discussions with questions and answers. I like the question and answer program and also where you can express your views.

039

In my opinion, the training class gave good all around information. Slides of each step including statement of results with explanation of each.

047

Video tape or cable television and discussions afterwards.

049

Comments and Suggestions

To have all officers of election to work at the polls in every job, and not continue to work all day in one place. More emphasis on write-ins. Stress the point what each person should be responsible for at closing.

001

Present satisfactory on training. With the presidential election coming up, we may need a role-play discussion how to be assertive yet gentle with the authorized representatives.

002

Each precinct tell about their problems and more address slips on hand.

004

The training classes are very thoroughly planned. Problems in some areas are not true to other, but are good to know. Can't think of any at this time. When workers are trained personnel, they conduct their jobs at a high rate of performance.

005

High Low

I think we have some very nice ways to get to the voter already, as I say some of the voters are still hard to understand. Make sure the officer that teaches the voters know how to use the voting machine, make sure they put the orange card so the two holes go through the red knobs so they won't break the lip of the stylus, so many voters still don't know how. A stronger method in getting the voter to better understand the equipment and ballot book.

006

"At the present time I don't have no opinion." What information should an observer be allowed to observe. Can they see RVL or be allowed to ask voters questions.

008

In my opinion the training classes need little improvement.

009

I think the present training class is very thorough, much better than in the past.

010

Use of the counter should be an important "hands on" part of training. A good cross-reference index in state prepared manuals. A better understanding of how people work together and share jobs.

011

Current methods of training appear to be fine. I feel that a good job is being done.

012

Voter assistance - how much is too much?

013

More stress on the particular ballot for that election - what difficulties voters have with the process i.e. "folding ballots, not speaking distinctly, etc.

016

That all officers of election should learn as much as possible. Work together as a team. Actual doing - rather than just listening. After 1/2 hour the mind goes to something else; however active participation keeps a person there.

017

Our chief officer was so efficient she readily made everyone feel secure and competent with the training we had. I believe

High Low

some presentation of actual machines and forms would help.

019

I think you do a wonderful job with the materials and can't imagine what information we don't get. Role-playing and group discussions. I cannot think of any additional materials needed at this time.

021

I find the training inclusive.

022

Actual drill using forms and ballot machine. Impress on election officers to make sure voters understand if he punches "write-in number" and does not write in a candidate he is "voiding" his ballot. I was pleased at how well everything was covered.

023

Always go over statement of results, you have the materials pretty well covered. We could move the people faster if there were tags at the beginning of each alphabet in the RVL book.

024

At this point I have no additional information it has brought out the point so far. The procedural materials have been good.

031

Don't call head election officials if you are sick before 4:30 A.M. Ann does a super job, this made the job much easier for all. When we work with good people, jobs get done quickly and efficiently. Tell how to push and lock section of counter underneath so it doesn't open unexpectedly and fall on anyone.

047

All should receive color-coded (flipchart) it would be easier to find the information needed.

049

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Ann J. Washington was born in Spartanburg, South Carolina on September 24, 1940. She received a Bachelor of Arts degree in psychology and sociology from the University of Miami in Coral Gables, Florida in 1963. A Masters of Science degree in education was received from Old Dominion University in 1978.

Washington was a resource teacher with the gifted and talented program in the Norfolk Public Schools from 1974 to 1980 and from 1982 to 1984. From 1984 to the present, she has served as general registrar of voters for the City of Norfolk.