

**MEMORANDUM**

April 3, 2014

TO: Government Operations and Fiscal Policy Committee  
 FROM: Amanda Mihill, Legislative Attorney *A. Mihill*  
 SUBJECT: **Worksession:** FY15 Operating Budget for the Board of Elections

*Those expected for this worksession:*

- Mary Ann Keeffe, President, Board of Elections (BOE)
- Nancy Dacek, Member, BOE
- Donice Jeter, Member, BOE
- Margaret Jurgensen, Election Director, BOE
- Alysoun McLaughlin, Deputy Election Director, BOE
- Marjorie Roher, Management and Budget Specialist, BOE
- Rachel Silberman, Office of Management and Budget

The Executive's recommendation for BOE is attached at ©1.

**Overview**

For FY15, the County Executive recommends total expenditures of \$6,725,438 for BOE, an 11.6% increase from the FY14 approved budget.

(in \$000's)	FY13 Actual	FY14 Approved	FY15 CE Recommended	% Change FY14-FY15
<b>Expenditures:</b>				
General Fund	\$6,235,568	\$6,026,413	\$6,725,438	11.6%
Grant Fund	\$0	\$0	\$0	0.0%
<b>TOTAL Expenditures</b>	<b>\$6,235,568</b>	<b>\$6,026,413</b>	<b>\$6,725,438</b>	<b>11.6%</b>
<b>Positions:</b>				
Full-time	28	28	28	0.0%
Part-time	0	0	0	0.0%
<b>TOTAL Positions</b>	<b>28</b>	<b>28</b>	<b>28</b>	<b>0.0%</b>
<b>FTEs</b>	<b>31.35</b>	<b>31.35</b>	<b>50.98</b>	<b>62.6%</b>

The Executive is not recommending a change in the number of full-time or part-time positions.

The FY15 Executive recommendation is an increase of \$129,075 from the FY14 approved budget from the following identified same services adjustments:

<b>Identified Same Services Adjustments:</b>	
FY15 Compensation Adjustment	\$121,888
Group Insurance Adjustment	\$5,130
Retirement Adjustment	\$1,945
Motor Pool Rate Adjustment	\$112
<b>Total</b>	<b>\$129,075</b>

### **Public Hearing Testimony**

The FY15 operating budget public hearings are scheduled for April 8-10. Correspondence from the League of Women Voters is attached on ©6.

### **FY15 Expenditure Issues**

Many of the Board’s services are mandated by federal and state election law. Section 2-203 of the Election Law Article of the Maryland Code requires the County to appropriate funds to the local board of elections to cover the necessary and reasonable expenses incurred in the performance of its duties as prescribed by law.

#### **1. Election Year Fluctuations (\$402,100)**

The BOE workload fluctuates according to the following four-year election cycle:

#### **FY15-FY18 Election Cycle**

<b>Year</b>	<b>Election</b>	<b>Fiscal Year</b>
One	Federal, State, and County General	FY15
Two	Presidential Primary	FY16
Three	Presidential General	FY17
Four	Federal, State, and County Primary	FY14

The recommended FY15 Operating Budget reflects this cycle and contains several cost changes associated with election cycle changes. Additionally, the County Board is subject to State Election Law, which has imposed several unfunded mandates and the BOE must continue to follow ever-changing directives from the State Board of Elections. The table on the following page summarizes these election year fluctuations.

<b>Item</b>	<b>Amount</b>
Increase Cost: Part-Time Temporary Workers	\$217,139
State Board of Elections Program Management	\$132,097
Enhance: Poling Place Supplies-General Elections	\$25,670
Sample Ballot Printing	\$25,000
Printing and Mail	\$1,162
Absentee and Provisional Canvass Expenses	\$1,032
<b>Net Election Year Fluctuations Total</b>	<b>\$402,100</b>

## **2. Early voting expansion (\$161,351)**

As Committee members will recall, State law enacted in 2013 changed the population formula used to determine the number of early voting centers, which increased the number of centers in the County from 5 to 8. In addition, the legislation allowed the County to establish an additional early voting center, which the Council and Executive supported. Therefore, for the 2014 elections there will be 9 early voting centers in the County. The Executive's recommended operating budget includes funding for these early voting centers.

### **FY15 Revenue Issues**

Revenues for the Board are calculated based on publication sales. State law mandates the fees charged for election publications, and sales are expected to produce \$2,500 in FY15.

### **Council Staff Recommendation**

Council staff recommends supporting the Executive's recommended budget for the BOE. Council staff cautions that additional mandates or unexpected delays in materials from the State Board of Elections could result in additional BOE expenditures in FY15.

#### This packet contains

Recommended FY15 Operating Budget  
Excerpt of Testimony from League of Women Voters

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# Board of Elections

## MISSION STATEMENT

The mission of the Board of Elections is to register voters, conduct elections, assist persons seeking elective office with candidate filings and campaign fund reports, assist citizens seeking to place questions on the ballot, and preserve election data.

## BUDGET OVERVIEW

The total recommended FY15 Operating Budget for the Montgomery County Board of Elections is \$6,725,438, an increase of \$699,025 or 11.6 percent from the FY14 Approved Budget of \$6,026,413. Personnel Costs comprise 51.8 percent of the budget for 28 full-time positions, and a total of 50.98 FTEs. Total FTEs may include seasonal or temporary positions and may also reflect workforce charged to or from other departments or funds. Operating Expenses account for the remaining 48.2 percent of the FY15 budget.

## LINKAGE TO COUNTY RESULT AREAS

While this program area supports all eight of the County Result Areas, the following are emphasized:

- ❖ **A Responsive, Accountable County Government**
- ❖ **Vital Living for All of Our Residents**

## DEPARTMENT PERFORMANCE MEASURES

Performance measures for this department are included below, with multi-program measures displayed at the front of this section and program-specific measures shown with the relevant program. The FY14 estimates reflect funding based on the FY14 approved budget. The FY15 and FY16 figures are performance targets based on the FY15 recommended budget and funding for comparable service levels in FY16.

## ACCOMPLISHMENTS AND INITIATIVES

- ❖ **EARLY VOTING:** *In 2013 legislation passed which increased the number of early voting centers in Maryland. With the support of both the County Executive and the County Council, the Montgomery County Board of Elections approved four additional early voting centers beginning with the 2014 Gubernatorial Elections, for a total of nine sites. The four additional early voting locations will provide greater geographic coverage and better serve the County's growing population.*
- ❖ **ELECTION JUDGE MODULE:** *The software application tracks election judge assignments, work history, payments, and provides on-line access for election judges to register for training classes and track participation of high school students and parents in the Future Vote Initiative. The interactive election judge manual provides additional access to election judges, enhancing training and work performance. In FY14 the module was modified to include an on-line election judge questionnaire, reducing paper usage and eliminating the need for mass mailings and manual database entry. These changes reduced the number of temporary personnel required to handle phone calls, complete data entry, and file paperwork.*

## PROGRAM CONTACTS

Contact Margaret A. Jurgensen of the Montgomery County Board of Elections at 240.777.8523 or Rachel Silberman of the Office of Management and Budget at 240.777.2786 for more information regarding this department's operating budget.

## PROGRAM DESCRIPTIONS

### **Voter Registration Services**

The Voter Registration Services program provides clerical and administrative support to register new voters and maintains the currency of information in the official registry. The Federal Help America Vote Act mandated the establishment of a statewide voter registration database (MDVOTERS) that occurred in 2006 moving the County voter registration database to a statewide platform under aegis of the State Board of Elections. In addition, this program processes all changes of name, address, and party affiliation and maintains a delete file, removing voters for reasons of death, felony conviction, ineligibility for jury duty, moving out of the

jurisdiction, and other valid legal reasons. The program provides legally-required training for volunteer registrars; responds to various voter and candidate requests for voter registration applications, listings, and CDs of registered voters; verifies nominating or referenda petitions submitted; and issues and canvasses absentee and provisional ballots. Implementation of the National Voter Registration Act of 1993, on January 1, 1995, requires all motor vehicle and State social service agencies to solicit voter registration applications and information changes from every client or customer resulting in an increase in the number of applications and changes received for processing, many of which require research to clarify inaccurate or incomplete information. The program also tracks returned mail and sends a second mailing in order to accurately maintain the database.

<b>Program Performance Measures</b>	<b>Actual FY12</b>	<b>Actual FY13</b>	<b>Estimated FY14</b>	<b>Target FY15</b>	<b>Target FY16</b>
Number of Active Registered Voters (000s)	585	620	700	750	800
Number of Voter Registration Transactions (000s) <sup>1</sup>	400	600	700	700	700
Number of provisional ballots issued on election day(s) (Active registered voters) <sup>2</sup>	1100	14000	9000	14000	9000
Number of absentee ballots requested (000s) (Active registered voters)	25	45	40	50	40
Number of absentee ballots voted/returned (000s)	12	40	20	25	20

<sup>1</sup> This item reflects all voter registration updates including inactivations and cancellations; document handling including scanning; petitions; correspondence with voters including repeat confirmation mailings. Increase is associated with legal requirements, the implementation of online voter registration, multistate data sharing and new audit requirements.

<sup>2</sup> Provisional ballots are generally counted in the State of Maryland and largely reflect voters who change their address, appear outside their assigned precinct, or decide to vote in person after requesting an absentee ballot. This high volume of transactions is accomplished in a very short period of time requiring significant overtime.

<b>FY15 Recommended Changes</b>	<b>Expenditures</b>	<b>FTEs</b>
<b>FY14 Approved</b>	<b>1,706,023</b>	<b>10.50</b>
Multi-program adjustments, including negotiated compensation changes, employee benefit changes, changes due to staff turnover, reorganizations, and other budget changes affecting multiple programs.	163,209	7.60
<b>FY15 CE Recommended</b>	<b>1,869,232</b>	<b>18.10</b>

## Election Operations

The Election Operations program provides administrative, clerical, and technical support for the conduct of local, State, and Federal elections. The Election Operations program assists individuals seeking elective office with candidate filings; provides information, guidance, and monitoring of required campaign committee filings and financial report submissions; delineates and maintains accurate precinct boundaries; prepares and produces various district and precinct maps; administers the results of redistricting; acquires and maintains required polling places; surveys and monitors compliance of handicapped accessibility at all polling places; obtains and provides all polling place supplies and logistics to properly equip the polling places for voting; and develops training materials, recruits, and trains election judges to staff the polling places. In 2010, the State of Maryland mandated the implementation of early voting in all jurisdictions. Montgomery County is required to provide staffing and supplies for eight early voting centers, open ten hours per day, for eight days prior to each election.

An example of a four-year election cycle, is shown below.

Year One: Federal Primary Elections (FY12)

Year Two: Federal General Elections (FY13)

Year Three: Federal, State and County Primary Elections (FY14)

Year Four: Federal, State and County General Elections (FY15)

<b>Program Performance Measures</b>	<b>Actual FY12</b>	<b>Actual FY13</b>	<b>Estimated FY14</b>	<b>Target FY15</b>	<b>Target FY16</b>
Number of designated polling places per general election. <sup>1</sup>	266	261	291	291	291
Percent of polling places opening on time	100%	100%	100%	100%	100%
Number of election judges recruited, trained, and placed per general election <sup>2</sup>	2126	3186	3200	3300	3200

<sup>1</sup> This figure is adjusted to include days of early voting at each location as polling place equivalents. The department supported five early voting centers for seven days in FY11-FY12, five centers for six days in FY13, and will support nine centers for eight days in FY14-FY16.

<sup>2</sup> Figures represent the number of trained election judges serving in each election. This figure does not fluctuate as widely as voter turnout due to staffing levels required to support necessary functions at each polling place and early voting location.

<b>FY15 Recommended Changes</b>	<b>Expenditures</b>	<b>FTEs</b>
<b>FY14 Approved</b>	<b>2,362,510</b>	<b>14.85</b>
Increase Cost: Part-Time Temporary Workers	217,139	5.13
Enhance: Early Voting Expansion	161,351	0.29
Enhance: Polling Place Supplies - General Elections	25,670	0.00
Increase Cost: Election Judge Module Maintenance	6,499	0.00

	Expenditures	FTEs
Increase Cost: Printing and Mail	1,162	0.00
Multi-program adjustments, including negotiated compensation changes, employee benefit changes, changes due to staff turnover, reorganizations, and other budget changes affecting multiple programs.	-98,089	-0.04
<b>FY15 CE Recommended</b>	<b>2,676,242</b>	<b>20.23</b>

## Administration

The Administration program of the Board of Elections includes budget development; fiscal control; administration of personnel and contractual issues; procurement; program planning and evaluation; and coordination and cooperation with Federal, State, and local government agencies, elected officials, and political organizations. This includes ensuring that the requirements of Section 203 of the Voting Rights Act are met by providing all election related materials in both English and Spanish languages. The program is also responsible for providing accessible voting for all registered voters and coordinating all technology needs and activities with the State and County technology systems. Finally, the program is responsible for programming and coordinating resources for a voting system comprised of Touchscreen voting machines, express poll books, and printers and required peripheral equipment for deployment to polling places and early voting centers within Montgomery County.

Program Performance Measures	Actual FY12	Actual FY13	Estimated FY14	Target FY15	Target FY16
Number of electronic poll books prepared and used on election days <sup>1</sup>	860	995	995	995	995
Percent of required voting units per precinct that were operable on general election day	100%	100%	100%	100%	100%
Number of voting units prepared and used on election days <sup>2</sup>	2400	3000	3000	3000	3000
Total ballots cast (000s) (Active registered voters) <sup>3</sup>	92	460	250	400	300

<sup>1</sup> Fiscal years reflect one election (primary or general).

<sup>2</sup> All available equipment is slated for deployment in FY13-FY15. In FY16, procurement of a new voting system by the State of Maryland is anticipated with state and local cost sharing. Until then, equipment will be distributed among an increased number of early voting locations.

<sup>3</sup> This figure reflects customary fluctuations in turnout for primary vs. general elections, and for gubernatorial vs. presidential election years.

FY15 Recommended Changes	Expenditures	FTEs
<b>FY14 Approved</b>	<b>1,957,880</b>	<b>6.00</b>
Increase Cost: State Board of Elections Program Management	132,097	0.00
Increase Cost: FY15 Compensation Adjustment	121,888	0.00
Increase Cost: Sample Ballot Printing	25,000	0.00
Increase Cost: Group Insurance Adjustment	5,130	0.00
Increase Cost: Retirement Adjustment	1,945	0.00
Increase Cost: Absentee and Provisional Canvass Expenses	1,032	0.00
Increase Cost: Motor Pool Rate Adjustment	112	0.00
Multi-program adjustments, including negotiated compensation changes, employee benefit changes, changes due to staff turnover, reorganizations, and other budget changes affecting multiple programs.	-65,120	6.65
<b>FY15 CE Recommended</b>	<b>2,179,964</b>	<b>12.65</b>

## BUDGET SUMMARY

	Actual FY13	Budget FY14	Estimated FY14	Recommended FY15	% Chg Bud/Rec
<b>COUNTY GENERAL FUND</b>					
<b>EXPENDITURES</b>					
Salaries and Wages	2,799,532	2,476,269	2,898,240	2,803,615	13.2%
Employee Benefits	588,613	649,780	583,605	680,866	4.8%
<b>County General Fund Personnel Costs</b>	<b>3,388,145</b>	<b>3,126,049</b>	<b>3,481,845</b>	<b>3,484,481</b>	<b>11.5%</b>
Operating Expenses	2,847,423	2,900,364	2,961,834	3,240,957	11.7%
Capital Outlay	0	0	0	0	—
<b>County General Fund Expenditures</b>	<b>6,235,568</b>	<b>6,026,413</b>	<b>6,443,679</b>	<b>6,725,438</b>	<b>11.6%</b>
<b>PERSONNEL</b>					
Full-Time	28	28	28	28	—
Part-Time	0	0	0	0	—
FTEs	31.35	31.35	31.35	50.98	62.6%
<b>REVENUES</b>					
Other Charges/Fees	3,320	2,500	2,500	2,500	—
<b>County General Fund Revenues</b>	<b>3,320</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>	—

## FY15 RECOMMENDED CHANGES

	Expenditures	FTEs
<b>COUNTY GENERAL FUND</b>		
<b>FY14 ORIGINAL APPROPRIATION</b>	<b>6,026,413</b>	<b>31.35</b>
<b>Changes (with service impacts)</b>		
Enhance: Early Voting Expansion [Election Operations]	161,351	0.29
Enhance: Polling Place Supplies - General Elections [Election Operations]	25,670	0.00
<b>Other Adjustments (with no service impacts)</b>		
Increase Cost: Part-Time Temporary Workers [Election Operations]	217,139	5.13
Increase Cost: State Board of Elections Program Management [Administration]	132,097	0.00
Increase Cost: FY15 Compensation Adjustment [Administration]	121,888	0.00
Increase Cost: Sample Ballot Printing [Administration]	25,000	0.00
Increase Cost: Election Judge Module Maintenance [Election Operations]	6,499	0.00
Increase Cost: Group Insurance Adjustment [Administration]	5,130	0.00
Increase Cost: Retirement Adjustment [Administration]	1,945	0.00
Increase Cost: Printing and Mail [Election Operations]	1,162	0.00
Increase Cost: Absentee and Provisional Canvass Expenses [Administration]	1,032	0.00
Increase Cost: Motor Pool Rate Adjustment [Administration]	112	0.00
Technical Adj: Align Temporary/Seasonal FTEs with Budgeted Hours of Work	0	14.21
<b>FY15 RECOMMENDED:</b>	<b>6,725,438</b>	<b>50.98</b>

## PROGRAM SUMMARY

Program Name	FY14 Approved		FY15 Recommended	
	Expenditures	FTEs	Expenditures	FTEs
Voter Registration Services	1,706,023	10.50	1,869,232	18.10
Election Operations	2,362,510	14.85	2,676,242	20.23
Administration	1,957,880	6.00	2,179,964	12.65
<b>Total</b>	<b>6,026,413</b>	<b>31.35</b>	<b>6,725,438</b>	<b>50.98</b>

# FUTURE FISCAL IMPACTS

Title	CE REC.					
	FY15	FY16	FY17	(\$000's)		
	FY18	FY19	FY20			
<b>This table is intended to present significant future fiscal impacts of the department's programs.</b>						
<b>COUNTY GENERAL FUND</b>						
<b>Expenditures</b>						
<b>FY15 Recommended</b>	<b>6,725</b>	<b>6,725</b>	<b>6,725</b>	<b>6,725</b>	<b>6,725</b>	<b>6,725</b>
No inflation or compensation change is included in outyear projections.						
<b>Elimination of One-Time Items Approved in FY15</b>	<b>0</b>	<b>-46</b>	<b>-46</b>	<b>-46</b>	<b>-46</b>	<b>-46</b>
Items approved for one-time funding in FY15, including polling place supplies and phone and modem lines, will be eliminated from the base in the outyears.						
<b>Labor Contracts</b>	<b>0</b>	<b>39</b>	<b>39</b>	<b>39</b>	<b>39</b>	<b>39</b>
These figures represent the estimated annualized cost of general wage adjustments, service increments, and associated benefits.						
<b>Labor Contracts - Other</b>	<b>0</b>	<b>-1</b>	<b>-1</b>	<b>-1</b>	<b>-1</b>	<b>-1</b>
These figures represent other negotiated items included in the labor agreements.						
<b>Subtotal Expenditures</b>	<b>6,725</b>	<b>6,717</b>	<b>6,717</b>	<b>6,717</b>	<b>6,717</b>	<b>6,717</b>



THE LEAGUE OF WOMEN VOTERS  
*of Montgomery County, MD, Inc.*

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**Statement on the Proposed Fiscal Year 2015 Budget  
for the Board of Elections of Montgomery County  
April 7, 2014**

To: Members of the Government Operations and Fiscal Policy Committee,  
Montgomery County Council

The League of Women Voters of Montgomery County commends the Council for its efforts to increase participation in and access to the democratic process -- especially by establishing a Right to Vote Task Force to recommend legislative and policy changes to "make voting easy and accessible for every citizen." In addition, the League recognizes -- from our voter registration and polling place relationships with the Board of Elections and our attendance at the Board's meetings -- that both appointed Board members and BofE staff have many good ideas that they pursue independently and in tandem with the Task Force suggestions.

Commendable ideas. These ideas especially involve a more aggressive outreach program in many ways, including the following:

- revamping the Board of Election website
- participating -- with the goals of polling place judge recruitment and voter registration and education -- in events that reach a broad spectrum of our county population
- engaging middle and high school students and family in the "Future Vote" programs
- arranging community meetings to highlight new early voting centers
- selectively buying targeted advertising beyond the current FY line item to achieve the broadest reach for the most economical amount.

Suggestions. We suggest that the Council recognize the need for the Board to have adequate staffing at a full-time, professional level (with benefits) that would allow the goals of both the Board and the Council to be pursued. Here are some steps to consider:

- While staff retirements and position turnovers are helping to promote the re-write of positions commensurate with the responsibilities expected, Council support may be needed for this effort and for funding expansion.
- We especially recommend new positions for permanent liaisons to our county's cultural communities: these liaisons could work in tandem with the Community Engagement Cluster (Regional Services Centers, the Commission for Women, and the Office of Community Partnerships, including the Gilchrist Center and the Volunteer Center) to build stronger, more informed, inclusive communities.



THE LEAGUE OF WOMEN VOTERS  
*of Montgomery County, MD, Inc.*

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This outreach effort began over 10 years ago but has diminished due to expanded duties relating to Early Voting expansion. Re-energizing the outreach effort may be an effective way of increasing voting knowledge and participation and spreading the related tasks of registration, address changes, and inquiry responses throughout the year -- rather than just during the already high-activity months before an election.

Additional costs implicit in the FY15 budget. The FY15 budget mentions the anticipated procurement of a new voting system in FY16 by the State of Maryland -- with resulting cost-sharing between the state and local governments. We note that this will involve a significant amount of staff time for (1) training and coordination of new technical tasks, (2) review and updating of established processes, and (3) significant outreach to the voters on usage. It also might require (4) additional storage space -- which is particularly relevant at this time because there currently is space for lease in the units adjacent to the Board of Elections offices and warehouse.

Yours truly,

Linna Barnes, President