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☞ Details: Audit Report 05-12, An Evaluation: Voter Registration

(FORM UPDATED: 08/11/2010)

WISCONSIN STATE LEGISLATURE ... PUBLIC HEARING - COMMITTEE RECORDS

2005-06

(session year)

Joint

(Assembly, Senate or Joint)

Committee on Audit...

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INFORMATION COLLECTED BY COMMITTEE FOR AND AGAINST PROPOSAL

- [Appointments ...](#) **Appt** (w/Record of Comm. Proceedings)
- [Clearinghouse Rules ...](#) **CRule** (w/Record of Comm. Proceedings)
- [Hearing Records ...](#) bills and resolutions (w/Record of Comm. Proceedings)
 - (**ab** = Assembly Bill) (**ar** = Assembly Resolution) (**ajr** = Assembly Joint Resolution)
 - (**sb** = Senate Bill) (**sr** = Senate Resolution) (**sjr** = Senate Joint Resolution)
- [Miscellaneous ...](#) **Misc**

* Contents organized for archiving by: Stefanie Rose (LRB) (September 2012)

CITY OF MILWAUKEE

Election Commission

Memorandum

DATE: March 16, 2006

**TO: Senator Carol A. Roessler and
Representative Suzanne Jeskewitz, Co-chairpersons
Joint Legislative Audit Committee
State Capitol
Madison, Wisconsin**

**FR: Susan Edman
Executive Director
Election Commission**

SUBJECT: Implementation of Election Task Force Recommendations

The attached document is a summary of those Election Task Force recommendations that have been implemented since the release of the report on June 27, 2006

If you have any questions, do not hesitate to contact me at 286-6119.

**City of Milwaukee
Election Commission
2005/06 Activities and Major Accomplishments Report**

Throughout the first six months of 2005, Sharon Robinson, Director of the Department of Administration, served as Interim Executive Director to the City Election Commission.

During this period, the Election Commission produced a Spring Primary Election and a Spring General Election (State Superintendent of Public Instruction, Circuit Court Judge, Municipal Judge, Justice of Supreme Court, and School Board). Voter turn out at the Spring Primary was 12,712 (representing 2.8% of registered voters), and 30,908 (representing 7% of registered voters) at the Spring General.

Additionally, Ms. Robinson chaired the City of Milwaukee Election Task Force, an ad-hoc committee organized to employ the diverse skill and expertise of Task Force members and conduct a thorough assessment of the City's election systems.

In completing this assessment, Task Force members conducted a comprehensive review of the activities that preceded the 2004 Presidential Election, as well as those activities that occurred on Election Day. Additional consideration was given to election system problems experienced in previous large elections, such as the 2000 Presidential Election.

In June 2005, the Election Task Force released a comprehensive study outlining identified strengths and weaknesses in Milwaukee's election systems. The report was designed to address key election practices, policies and procedures. Specifically, the report focused on:

- The administrative structure of the Election Commission
- Cross training Election Commission staff and developing best practice procedures
- Poll worker staffing
- Poll worker training
- Voter registration database and procedures
- Absentee ballot processing procedures
- Polling sites, including the use of City Hall for pre-election absentee voting
- Maintaining election records both on and after Election Days

Finally, the Task Force identified several Wisconsin election laws that had become exceptionally outdated and impractical for a city the size of Milwaukee. These laws, in their current form, were serving as a hindrance to accurate and accessible elections in Milwaukee. Work began with the Governor's office and key state legislators to review election laws that governed:

- Deadlines for absentee ballot voting
- Polling site processing of absentee ballots
- The close date for voter registration
- Use of a satellite site as an alternative to the City Clerk's office for pre-election absentee ballot voting
- Acceptable compensation practices for Voter Registrars

In July 2005, Mayor Barrett appointed Susan Edman to the Election Commission Executive Director position. Neil Albrecht was also hired as Assistant Director. This management team was charged with reviewing and implementing the recommendations as outlined in the Task Force report, conducting further assessments of the department's policies and procedures, and preparing for the implementation of the January 2006 Federal Help America Vote Act (HAVA) mandates.

The four 2006 HAVA mandates include:

- Ensuring full accessibility for people with disabilities at the City's 202 polling locations.
- Purchasing and installing election voting equipment that ensures a person with a disability can vote independently and privately at a polling location.
- Implementation of a Statewide Voter Registration System (SVRS) for maintaining voter registration records.
- Integrate the State Elections Board into the training of poll workers and chief inspectors.

Throughout the second half of 2005, the City of Milwaukee Election Commission focused on a further assessment of Milwaukee's election production systems, achieving the recommendations as written in the Election Task Force report and ensuring Milwaukee's compliance to all HAVA mandates.

The Election Commission is able to report the following accomplishments:

- **The administrative structure of the Election Commission**

A thorough assessment of the Election Commission's staff structure was completed and requests were filed with the Department of Employee Relations to reclassify two positions in order to increase staff accountability and department efficiency. A Customer Services Rep position was advanced to a Voter Registration Database Coordinator, and a Machine Technician position was advanced to an Election Services Coordinator position. Staff are now undergoing a cross-training process to achieve a broader understanding of election activities and to be able to provide better assistance to each other during busy periods.

- **Developing best practice procedures**

At year-end, staff had outlined all of the duties and responsibilities of their assigned positions with regard to election production. These duties were then assigned to a timeline and further clarifications were made with regard to overall responsibilities. In 2007, this timeline will be expanded into position-specific procedural manuals.

- **Poll worker staffing**

The Election Commission surveyed fifteen other cities comparable in size to Milwaukee to determine election day procedures, including poll worker staffing on Election Day, the structure of poll worker positions, poll worker compensation, training requirements, competency testing and recruitment strategies.

Using this information, the Election Commission began to develop a comprehensive poll worker recruitment plan and a goal for recruiting 250 poll workers prior to the Spring

election and an additional 750 new poll workers prior to the Fall election. The plan focuses on three primary recruitment strategies:

1. Polling site sponsorship (*Election Connection*): a partnership with the private sector (non-profits, corporations and community groups) to support fair and accurate elections. In order to locally pilot this model, the Election Commission will secure five site sponsors prior to the April 2006 election.
2. Outreach recruitment to unions, community-based organizations, advocacy groups and other coalitions that may have a particular investment in supporting democracy and the election process.
3. Recruiting and training City of Milwaukee managers and employees to serve as Alternate Chiefs at polling sites. This step is instrumental to increasing the accuracy and reliability of Election Day activities and reporting.

As of March 2006, 175 new poll workers, 35 new chief inspectors and 160 city managers have been recruited and trained for placement in the April election.

- **Poll worker training**

A review of the Election Commission's poll worker training curriculum identified that the training was too short in length and the classes were too large in size. Information presented through the curriculum was unclear on exact position duties, inconsistent and did not address state statute requirements. Finally, attendance at training was not mandatory and many poll workers had not attended a training in several years.

In the last quarter of 2005, the Election Commission hosted two poll worker focus groups and two chief inspector focus groups to identify polling site problems and to determine best practices for performing Election Day activities. The entire poll worker training curriculum was rewritten and 55 poll worker training classes occurred between January and March 2006. Additionally, the State Elections Board providing certification training to all chief inspectors.

The new training provides comprehensive information on Election Day activities, with an emphasis on the step-by-step best practices for:

- Operating the Optech Eagle voting equipment
- Conducting a voter registration
- Checking in registered voters
- Processing absentee ballots
- Closing reconciliations

As of March 2006, 1,000 poll workers had completed a mandatory 2-hour training session prior to receiving assignments in the April election. Additionally, all chief inspectors have received certification by the State Elections Board and have completed a mandatory 3 hour pre-election training. Finally, 160 City Managers, operating as Election Day quality assurance supervisors, completed a 2-hour training session.

- **Voter registration database and procedures**

Poll lists, as used on Election Day to track registered voter activity, are generated by the City's voter registration database. It has been determined that Milwaukee's voter registration database

had not been purged of inactive voters since the Spring 2001 election. The City of Milwaukee had been discouraged by the State Elections Board from conducting a voter purge (purging the system of inactive voters as is allowed by state statute) pending implementation of the Statewide Voter Registration System. At year-end, delays in the SVRS led the City of Milwaukee to move forward with the purge of over 105,000 names of inactive voters from the database and poll lists. Voters had 30 days to respond to receiving a "suspension of voter registration" notification. At the completion of the 30 days, approximately 500 voters had responded. A majority of the postcards were returned notifying the Election Commission had moved to another address outside of the municipality.

The Election Commission also met with the City of Milwaukee Health Department to establish a more defined relationship with regard to identifying deceased voters. (Pending the implementation of SVRS, there is no interface with the Department of Corrections to tag the records of voters actively on parole or probation for felony convictions.)

Many errors in the voter registration database can be traced to registration records secured by roving voter registrars. After the Fall 2004 election, Milwaukee had over 4,000 sworn voter registrars. A substantial percentage of the names on this list were for registrars that are no longer active, are no longer employed by voter registration groups, or have moved out of the municipality. Beginning in January 2006, the Election Commission began updating information of the City's voter registrars. It is estimated that only 500 active registrars will remain on the list. These registrars will be required to attend a 30-minute training on new voter registration procedures.

Other voter registration errors are attributable to the voter registration card itself. The Election Commission worked closely with the State Elections Board to complete a full revision of the voter registration card.

- **Absentee ballot processing procedures**

The number of absentee ballot voters grew from 5,000 in 1996 to 10,000 in 2000 to 20,000 in 2004. With broader eligibility requirements (as enacted by the state legislature), the trend of increased absentee ballot voting is likely to continue in upcoming years, particularly for presidential elections. The processing of absentee ballots remains one of the most significant Election Day challenges. Many processing complications are attributable to the processing procedures as outlined in state election laws. In 2006, the Election Commission advocated for the following legislative changes with regard to absentee ballot voting:

1. Allowing for the processing of absentee ballots at a central location instead of disbursing ballots to polling sites.
2. Moving back the deadlines for absentee ballot application and due dates.
3. Allowing "early" absentee ballot voting to occur at a satellite site (other than City Hall) in a facility more accommodating of large crowds than City Hall.

The Election Commission's newly hired Absentee Ballot Coordinator is conducting a full review of all absentee ballot voting instructions and procedures. Absentee ballot voting deputies have been retrained on new procedures for conducting absentee ballot voting at Milwaukee nursing homes.

- **Polling sites**

Milwaukee has a longstanding history of offering neighborhood-based voting sites. With 314 wards, the Election Commission operates 202 polling sites each Election Day. In order to ensure that our poll sites are fully accessible to people with disabilities, the Election Commission did a preliminary accessibility survey, as written by the State Elections Board, and conducted on-site assessments at all of the city's polling sites. This process determined that a significant percentage of polling sites had at least one accessibility obstacle or could not be made accessible as per ADA requirements. As of March 2006, 17 new polling sites serving 35 city wards were relocated to accessible sites. At this time, all locations used by the City of Milwaukee as polling sites are fully accessible to a disabled voter on Election Day.

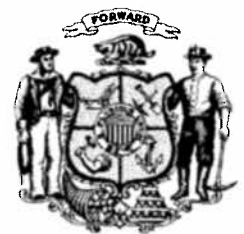
The purchase of accessible voting equipment has been delayed by vendors completing the State Elections Board certification process. As a result, accessible voting equipment, as required by the Help America Vote Act, will not be available at polling sites until the September election.

- **Maintaining election records**

State and federal laws largely dictate the maintenance of election records. The Election Commission brought all election records, including voter registration records, in compliance with these laws during the third quarter of 2005.



WISCONSIN STATE LEGISLATURE





WISCONSIN STATE LEGISLATURE

Joint Legislative Audit Committee

Committee Co-Chairs:
State Senator Carol Roessler
State Representative Suzanne Jeskewitz

April 26, 2006

Ms. Susan Edman, Executive Director
City of Milwaukee Elections Commission
City Hall, Room 501
200 East Wells Street
Milwaukee, Wisconsin 53202

Dear Ms. Edman:

Thank you for your letter, dated March 16, 2006, which updates the Committee on efforts of the City of Milwaukee Elections Commission to implement the recommendations presented in a June 2005 report of the Milwaukee Mayor's special task force. This report to the Joint Legislative Audit Committee was recommended by the nonpartisan Legislative Audit Bureau in its evaluation of voter registration (report 05-12).

We are pleased by the progress in a number of key areas. We note that the City of Milwaukee Elections Commission reports it has:

- improved its training efforts by offering 55 poll worker training classes between January and March 2006;
- purged the names of 105,000 inactive voters from its voter registration database;
- collaborated with the City of Milwaukee Health Department to establish a process for the identification of deceased voters; and
- reduced the number of deputy registrars from over 4,000 in the fall of 2004 to an estimated 500 in January 2006 and implemented a required a 30-minute training session.

Each of these actions, and others highlighted in your report, are important steps to improving the accuracy and integrity of the elections administration process in Milwaukee. In the months ahead, please continue to keep us informed of your progress in implementing the task force recommendations.

Thank you for your cooperation.

Sincerely,

Senator Carol A. Roessler, Co-chair
Joint Legislative Audit Committee

Representative Suzanne Jeskewitz, Co-chair
Joint Legislative Audit Committee

cc: Janice Mueller
State Auditor





WISCONSIN STATE LEGISLATURE

Joint Legislative Audit Committee

Committee Co-Chairs:
State Senator Carol Roessler
State Representative Suzanne Jeskewitz

April 26, 2006

Mr. Kevin Kennedy, Executive Director
Wisconsin State Elections Board
17 West Main Street, Suite 310
Madison, Wisconsin 53701

Dear Mr. Kennedy:

Thank you for your letter, dated March 6, 2006, which updates the Committee on efforts of the State Elections Board to implement the recommendations included in the nonpartisan Legislative Audit Bureau's evaluation of voter registration (report 05-12).

We are pleased to note the progress in some areas, including:

- an updated and redesigned voter registration form that notifies felons of their ineligibility to vote; and
- the development of administrative rules that will establish requirements and procedures to verify the proper appointment, training, and monitoring of special voter registration deputies.

However, we disagree that the promulgation of administrative rules as recommended by the Legislative Audit Bureau in other key areas is "not a good use of the administrative rule making process." Throughout your letter, you suggest that a number of issues will be addressed through the implementation and administration of the statewide voter registration system and, therefore, administrative rules are not necessary. However, "a detailed set of business processes" cannot be held on par with administrative rules that have been developed through open public discourse, reviewed by the Legislature, and that carry the force of law. The complications the State has experienced to date in implementing the statewide voter registration system only further calls into question the appropriateness of your proposed approach.

The Legislature relies on the recommendations of the nonpartisan Legislative Audit Bureau to improve the efficiency, effectiveness, and accountability of state government. Therefore, we ask that the State Elections Board reconsider its position on the promulgation of administrative rules as recommended by the Legislative Audit Bureau. We ask that you report back to us by July 31, 2006.

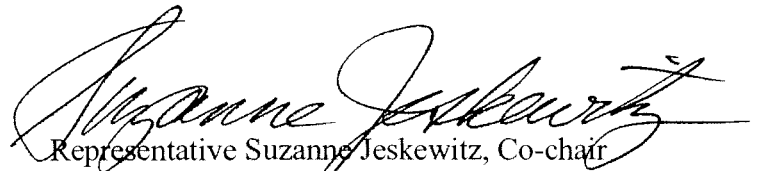
The status of implementation of the statewide voter registration system is yet another troubling concern. Your letter indicated that 593 municipalities would use the system in the April 2006 election. However, the State was unsuccessful in meeting the federal deadline for implementation and much more work remains to be done. The numerous problems encountered with the development and implementation of this system contributed significantly to our decision to direct the Legislative Audit Bureau to conduct a thorough and comprehensive review of information technology systems used throughout state government.

We look forward to receiving another update report from you by July 31, 2006, and to noting additional progress in implementing the Legislative Audit Bureau's recommendations and the statewide voter registration system.

Sincerely,



Senator Carol A. Roessler, Co-chair
Joint Legislative Audit Committee



Representative Suzanne Jeskewitz, Co-chair
Joint Legislative Audit Committee

cc: Senator Robert Cowles
Senator Scott Fitzgerald
Senator Mark Miller
Senator Julie Lassa

Representative Samantha Kerkman
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CARL HOLBORN
Chairperson

KEVIN J. KENNEDY
Executive Director

July 31, 2006

Senator Carol Roessler, Co-Chair
Joint Legislative Audit Committee
Room 8 South, State Capitol
Madison, WI 53702

Representative Suzanne Jeskewitz, Co-Chair
Joint Legislative Audit Committee
Room 314 North, State Capitol
Madison, WI 53702

Dear Senator Roessler and Representative Jeskewitz:

In your April 26, 2006 response to my March 6, 2006 update report on efforts of the State Elections Board to implement recommendations included in the Legislative Audit Bureau's evaluation of voter registration (Report 05-12), you requested that I provide another update report by July 31, 2006 on the Elections Board's progress in implementing the Legislative Audit Bureau recommendations and the Statewide Voter Registration System (SVRS).

Legislative Audit Bureau Recommendations

The Legislative Audit Bureau (LAB) made six specific recommendations for the State Elections Board's possible implementation.

- 1. The Legislative Audit Bureau recommended the State Elections Board change the voter registration form so that registrants must certify that they are not currently serving a sentence, including probation or parole, for a felony conviction.*

The State Elections Board staff initiated this change in the design of the voter registration and absentee ballot application forms immediately following the LAB report. As a result of the passage of 2005 Wisconsin Act 451, this is now a required element of the voter registration application.

- 2. The Legislative Audit Bureau recommended the State Elections Board:*
 - develop a training curriculum for municipal clerks that explains their roles and responsibilities in elections, including voter registration requirements; and*
 - ensure municipal clerks have access to sufficient training opportunities, including Internet-based courses or courses offered through other organizations such as technical colleges or the University of Wisconsin System.*

Since the fall of 2005, the State Elections Board staff has conducted numerous training sessions for county and municipal clerks. This includes business process training for all local election officials. Application training on the SVRS has been provided throughout the state. Since June 1, 2006, 63 application training classes on SVRS have been scheduled. The staff also conducted 32 training sessions in sixteen locations for chief election inspectors on Election Day registration this Spring for more than 1,600 election officials. In May and June the staff conducted 32 base chief inspector trainings for more than 2,200 election officials.

The State Elections Board has established a partnership with the Wisconsin Municipal Clerks Association's Professional Development Committee. We conducted two "train the trainer" sessions to enable selected municipal clerks to conduct chief inspector training using State Elections Board materials. In August, the State Elections Board staff will conduct a series of training sessions on completing Election Day forms as well as the base chief inspector training program.

Ongoing training will continue to be an essential element of the mission of the State Elections Board. The staff is exploring ways to provide video and internet based training to local election officials. The staff already utilizes the WisLine network of the University of Wisconsin Extension. We have also distributed a training DVD/Video on accessibility for poll workers.

3. *The Legislative Audit Bureau recommended the State Elections Board promulgate administrative rules as required by S. 6.26 (3), Wis. Stats., that:*

- *specify procedures for appointing and revoking the appointments of special registration deputies; and*
- *establish training requirements and procedures to verify that all special registration deputies are properly instructed.*

These rules have been drafted and submitted to the State Elections Board for approval. The proposed rules establish training requirements and procedures to verify that all special registration deputies are properly instructed. The draft rules contain the following elements:

- Individuals wishing to serve as special registration deputies must submit an application to the State Elections Board if the individual wishes to be able to collect voter registration forms statewide.
- Individuals wishing to serve as special registration deputies must submit an application to the appropriate municipal clerk (the Board of Election Commissioners in Milwaukee) if the individual wishes to be able to collect voter registration forms in a particular municipality.
- The application requires the applicant to provide the individual's name, address, and contact information.
- The application contains a certification that the applicant is a qualified elector of the state who is not disqualified from voting.

- The applicant agrees to submit to and pay the cost of a standard background check conducted by local law enforcement or the State Department of Justice.
- The applicant is required to attend a training session conducted by the State Elections Board staff or the staff of a local election official.
- The content of the training session is prescribed by the State Elections Board.
- The applicant agrees to follow the procedures established by the State Elections Board and the municipal clerk.
- The applicant will be issued a unique number that the applicant must list on all voter registration forms collected by the applicant.
- The appointment is limited to the election period consisting of the period from appointment through the close of registration for the election immediately following appointment.
- An applicant may be reappointed for the remaining election periods in the two-year election cycle.
- The appointment may be revoked for failure to adhere to procedures established by the State Elections Board.

These proposed rules were the subject of considerable discussion at the July 19, 2006 State Elections Board meeting. Public comment was critical of the proposed requirement that special registration deputies be required to submit to and pay for a criminal background check. The Board has directed staff to develop additional guidelines that address the use of the results of the background check, the accessibility of the check and the cost of the check.

4. The Legislative Audit Bureau recommended the State Elections Board:

- *specify procedures in administrative rule for sending address verification cards, validating returned cards, and forwarding questionable cards to district attorneys;*
- *and conduct post election reviews to ensure municipalities are sending cards consistently.*

The State Elections Board recognized address verification cards as a place to leverage the benefits of SVRS. The State Elections Board plans to mail the verification cards to ensure the mailing is done consistently. We expect that this will reduce costs for municipalities. However, at least one county clerk has questioned whether the State Elections Board should take over this responsibility from municipal clerks.

Following the April election, the State Elections Board mailed verification cards to voters in the 557 municipalities that were live with SVRS. Since the State Elections Board expects all

municipalities to be live with SVRS this autumn, we will be mailing all post election verification cards.

While the cards are sent by the State Elections Board, follow-up on returned cards is done by local election officials. As part of the SVRS procedures, local election officials have been provided with direction on what action to take with respect to returned cards. The procedures will be included in the proposed administrative rules for consideration at the August 30, 2006 State Elections Board meeting. SVRS will have the capability to record municipal clerk follow up on address verification, including referrals to district attorneys.

5. *The Legislative Audit Bureau recommended the State Elections Board, in cooperation with local election officials, promulgate administrative rules specifying procedures for:*

- *detecting and preventing common data entry errors, such as duplicate registration records and invalid birth dates;*
- *revising and updating voter information; and*
- *automating the identification of improper and illegal votes.*

Initially the State Elections Board believed this was not a good use of the administrative rulemaking process. However, given the concerns expressed in your April 26, 2006 letter the State Elections Board staff will present the SVRS procedures in the form of administrative rules for consideration at the August 30, 2006 State Elections Board meeting. SVRS business processes will be supplemented with procedures in the proposed administrative rules that focus on data entry procedures.

The business processes for revising and updating voter information will also be codified. Once SVRS is fully operational, the State Elections Board and local election officials will be able to use the interfaces with other state agencies and the matching process to detect improper and illegal votes.

6. *The Legislative Audit Bureau recommended the State Elections Board promulgate administrative rules to clarify the responsibilities of all local election officials in registering voters.*

As a part of the implementation of SVRS, local election officials are required to enter into a memorandum of understanding (MOU) that delineates the responsibilities of local election officials and the State Elections Board with respect to the use of SVRS. The State Elections Board staff will present the delineation of responsibilities with respect to registering voters in the form of administrative rules for consideration at the August 30, 2006 State Elections Board meeting.

Status of the Statewide Voter Registration System

The State Elections Board has made significant progress in the implementation and deployment of SVRS. At this point the State Elections Board expects all municipalities to be using SVRS for the September primary and the November election.

The primary impediment to having a fully operational SVRS is the failure of the vendor to provide an acceptable application in a timely manner. The State Elections Board staff has diligently tested the versions of the application submitted by the vendor and provided detailed direction on how the application needs to be improved. The State Elections Board and local election officials are frustrated by the delay in implementation of SVRS. However, we are determined to have a viable application in use for the fall 2006 election cycle.

Spring Election Update

During the spring elections in February and April, municipalities in the first phase of deployment held their first elections using SVRS. In February, a local-only election, 131 municipalities used SVRS to print poll lists and register new voters. In April, the first state-wide election, 557 municipalities printed poll lists and registered new voters in SVRS. This represented 99% of the municipalities to which SVRS was deployed and approximately one third of the municipalities in the State of Wisconsin.

At the time of both elections, the application was running on Accenture's AESM product, version 4. This version of the software faced significant performance issues, and some functionality was not working. The SVRS team, both technical and deployment, helped manage the software and users in order to achieve a successful election statewide.

Current State of SVRS Project

Following the spring elections, the SVRS project team re-planned, retooled, and staffed up to aggressively deploy the software to the remaining municipalities statewide. Accenture fixed many of the software problems and released AESM version 6 in May for testing and installation into production in June. The following sections provide detail of these activities within each of the threads of the project.

Accenture Application (AESM)

AESM version 6 was installed in production of SVRS for clerks use on June 5. This new release resolved some existing issues and provided additional functionality needed by the state. Performance testing showed significant improvement in processing times.

A problem with the Scheduler was identified once clerks went live in the system during their training sessions. The scheduler is a tool in the application that manages the flow of jobs within SVRS, such as changes to address ranges or printing poll books. The backlog of address range changes created concern for SVRS staff and frustration for clerks. Accenture worked on a series of fixes and by the end of the month the performance of the Scheduler was restored to an acceptable level.

User Acceptance Testing continues on Release 2 functionality which includes Reporting Units, Interfaces and additional custom reports. There has been some difficulty with the stability of the testing infrastructure that the Division of Enterprise Technology (DET) staff continues to work on.

Accenture has delivered to Wisconsin a patch to AESM version 6, called AESM version 6.1. This patch addresses 7 defects that the SVRS team identified in testing. DET installed this patch into the production environment on July 29. As of today all SVRS users had access to this correction.

Application and Business Process Training

A revised set of curriculum was developed for SVRS Application Training courses, and a new training schedule was developed. Training classes resumed on May 31, and have been proceeding at the pace of five to six courses a week since that time. As of July 14, 33 classes have been completed. More than 30 additional classes are scheduled from July 17 – Aug 18.

The revised training schedule allows students to focus on voter registration and address range topics, with limited election management functionality introduced. A key feature of the revised plan is that students immediately begin to work with their real data in the live system in the second day of class. Clerks have responded favorably to this method of training. With this schedule, all remaining regions will have the opportunity to attend training before the Fall election cycle.

While the first round of Business Process Training was completed for all regions before the Spring 2006 elections, additional training materials remain to be developed, and make-up training needs exist for missed and new clerks. All business process activity is on hold until after the Fall elections. SVRS specialists are working with new clerks in their assigned regions on a one-on-one basis.

Conversion

Since May 2006, the SVRS electronic conversion team has loaded data for all but three municipalities. The City of Milwaukee's data has been successfully converted into SVRS. The manual conversion team reviewed and validated data for 1,116 waiting municipalities in Regions 2, 3, 4, 5, 10, 11, and 12 using manual data conversion. This data has been loaded into SVRS and awaits clerks as they attend application training. This team now focuses on the continual monitoring of the data quality in SVRS and works with the clerks and the electronic conversion team to resolve data quality issues.

Deployment

In conjunction with the revised Application Training schedule, deployment is well underway for all remaining regions. In order to complete this aggressive schedule, "go live" activities have been rolled into the training classes and lab sessions. Municipal and county staffs are coming prepared to class with backlogged voter applications, maps, and other sources of address range information. Work in the SVRS system begins immediately, and students are given up to two complete days to work in a lab setting with support available from the SVRS team.

The lessons learned during deployment to Regions 9, 8 and 1 have resulted in a much improved conversion-training-deployment process. Early feedback indicates that clean up time for these regions will be shorter than for Regions 9, 8 and 1.

Current Status of HAVA Required Interfaces

The SVRS project team continues to test the HAVA required interfaces before deployment to municipalities. The spring elections and aggressive deployment schedule have diverted resources from interface testing to supporting our user base statewide as they begin using the SVRS system for the first time. Development of the interfaces was completed this spring and unit testing is completed. The end-to-end testing from data source to the SVRS system remains.

In addition to the testing, SVRS project management notes that the data quality of the source data is of concern, and the resulting data verification process may present a significant additional workload for municipal clerks.

Conclusion

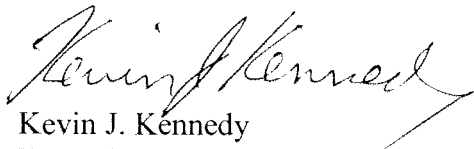
The State Elections Board has made significant progress in addressing the issues identified by the Legislative Audit Bureau in its examination of voter registration in Wisconsin. At its August 30, 2006 meeting the Board will consider the proposed administrative rules addressing the issues identified by the Legislative Audit Bureau.

This is a period of significant change in how local election officials conduct voter registration. State and local election officials are currently immersed in the implementation of SVRS. The State Elections Board expects all municipalities to be using SVRS for the fall elections. This will provide a base for implementing the recommendations of the LAB.

The Legislative Audit Bureau report provides an excellent guide post for measuring progress in the administration of voter registration in Wisconsin. The State Elections Board will continue to work with the Committee, the LAB and local election officials to meet these challenges and provide Wisconsin's voters with a sense of confidence in the administration of elections in this state.

Respectfully submitted,

State Elections Board

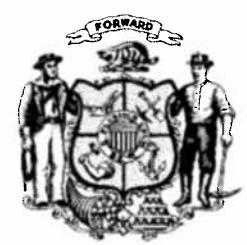


Kevin J. Kennedy
Executive Director

C: Audit Committee Members
 Janice Mueller, State Auditor
 State Elections Board Members



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Joint Legislative Audit Committee

Committee Co-Chairs:
State Senator Carol Roessler
State Representative Suzanne Jeskewitz

December 7, 2006

Mr. Kevin Kennedy, Executive Director
Wisconsin State Elections Board
17 West Main Street, Suite 310
Madison, Wisconsin 53701

Dear Mr. Kennedy:

Thank you for your letter, dated July 31, 2006, which responds to our April 2006 request for an update on the efforts of the State Elections Board to implement the recommendations included in the nonpartisan Legislative Audit Bureau's evaluation of voter registration (report 05-12).

We were particularly pleased to note that the State Elections Board intended to reconsider its position on the promulgation of administrative rules as recommended by the Legislative Audit Bureau in the following areas:

- specifying procedures for sending address verification cards, validating returned cards, forwarding questionable cards to district attorneys, and conducting post-election reviews to ensure municipalities are sending cards consistently;
- specifying procedures for detecting and preventing common data entry errors, revising and updating voter information, and automating the identification of improper and illegal votes; and
- clarifying the responsibilities of all local election officials in registering voters.

We believe strongly that administrative rules developed through open public discourse, reviewed by the Legislature, and that carry the force of law would provide important guidance to the voter registration process in Wisconsin. To that end, we appreciate that the State Elections Board intended to reconsider its position on the promulgation of administrative rules at its August 30th meeting. The 2007-08 Joint Legislative Audit Committee may contact you to request an update on the status of the rule making process.

Sincerely,

Senator Carol A. Roessler, Co-chair
Joint Legislative Audit Committee

Representative Suzanne Jeskewitz, Co-chair
Joint Legislative Audit Committee

cc: Janice Mueller
State Auditor





no date

JEFF STONE

STATE REPRESENTATIVE
82ND DISTRICT

Good Morning Chairpersons Roessler and Jeskewitz and Committee Members:

Thank you for the opportunity to address the committee this morning. I would like to extend a heartfelt thank you to the committee and audit bureau for the efforts in following up on my request from February of this year. The review of the election issues has proven to be a valuable effort for this committee and the bureau to have completed.

The result of the audit of the multiple voting locations certainly will help lead the State in its efforts to reform and improve our election processes. The thoroughness of the report is impressive. The recommendations included in the report also will serve as a valuable guideline to help us address the shortcomings in our election systems.

Once again, thank you for your efforts needed to accomplish this very important task. I applaud the efforts of both the Bureau and the Committee in addressing this very important issue.

Representative Jeff Stone
82nd Assembly District

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no date

Legislative Audit Bureau Recommendations

1. The State Elections Board use its existing authority to promulgate rules for the appointment and training of special registration deputies (p. 28).

The State Elections Board supports this recommendation. Current law requires the State Elections Board to promulgate administrative rules prescribing procedures for appointing, revocation of appointment and training of special registration deputies consistent with a policy to promote increased voter registration and efficient election administration. Section 6.26 (3), Wis. Stats.

The State Elections Board has not promulgated rules in this area because before 2004 it was not a high enough priority to devote limited staff resources. When the requirement was enacted, the agency's primary focus was on the administration and enforcement of campaign finance requirements. Voter registration was not required in all municipalities and local election officials had not described any significant concerns with special registration deputies.

The increased activity of voter registration groups brought these issues into focus in 2004. In July 2004, the State Elections Board provided municipal clerks with direction on training special registration deputies and setting standards for their performance. The agency workload in 2004 did not permit the translation of this direction into administrative rules.

This is now a priority of the staff and proposed rules can be integrated into the operation of SVRS. We have discussed the development of a standard curriculum for use by municipal clerks to train special registration deputies.

SVRS will be able to capture a unique number assigned to a special registration deputy. This will enable better tracking of registration forms submitted by special registration deputies.

2. The State Elections Board use its existing authority to promulgate rules for the use of address verification cards (p. 38).

The State Elections Board staff recognizes address verification cards as a place to leverage the benefits of SVRS. As part of SVRS, the State Elections Board plans to mail the verification cards to ensure that this follow up is done consistently. We expect that this will reduce costs for municipalities. SVRS will have the capability to record municipal clerk follow up on address verification.

However, a statutory change is necessary to clarify SEB's authority to mail verification cards on behalf of municipalities. I have asked the Legislative Council Special Committee on Election Law Review to include this change in its package of proposed election law changes. In addition the State Elections Board encourages the Legislature to require a verification card for all new registrants.

The State Elections Board supports this recommendation with some reservation. The Board is concerned about the state's commitment to fund the agency's ability to carry out this function. This will place accountability for sending the card in one place, but one of the primary reasons municipalities did not conduct this activity is that it cost money.

3. The State Elections Board use its existing authority to revise the voter registration form to require disclosure of felony conviction status (p. 48).

The State Elections Board supports this recommendation. The SVRS Team is already working on including this change in the design of the voter registration and absentee ballot application forms. This is also a recommendation submitted by the Governor in his election reform package, 2005 Assembly Bill 542, 2005 Senate Bill 249.

4. The State Elections Board use its existing authority to promulgate rules to minimize data entry errors, and automate processes for identifying ineligible voters (p. 53).

The State Elections Board does not support this recommendation. This is not a good use of the administrative rulemaking process.

As part of the operation of SVRS, municipal clerks will be given a detailed set of business processes that describe the procedures for handling voter registration forms, entering information into the system and reviewing reports generated by SVRS that identify data entry errors and inconsistencies. These processes will change with more experience on the system. It would significantly reduce administrative flexibility if administrative rules had to be promulgated and amended to reflect changes in business processes.

Training has already begun in our pilot county (Dane) on SVRS business processes and the SVRS application. One approach may be to promulgate an administrative rule requiring municipal and county clerks to follow the procedures set out in the SVRS business processes.

5. The State Elections Board use its existing authority to promulgate rules to clarify the responsibilities of election officials and, if authorized by statute, specify civil penalties for noncompliance (p. 53).

The State Elections Board supports this recommendation with a proposed modification in the approach.

As a part of the implementation of SVRS, local election officials are required to enter into a memorandum of understanding (MOU) that delineates the responsibilities of local election officials and the State Elections Board with respect to the use of SVRS. These MOUs establish the roles and responsibilities, along with the associated costs for performing various functions related to voter registration, absentee voting and election administration.

The MOU process could be a focus of administrative rules. This could address the recommendations for administrative rules on following procedures and delineating responsibilities by enshrining the MOU process and provisions in an administrative rule.

6. The State Elections Board provide voter registration training designed specifically for municipal clerks (p. 57).

The State Elections Board supports this recommendation. This recommendation is consistent with the State Elections Board's plans. As part of the SVRS implementation, local election officials will receive approximately 40 hours of business process, application and advanced application training. This training program has already been developed and is being refined through the SVRS pilot program. The business process training was conducted in Dane County in the first week of September and will continue throughout the state this fall. The business process training consists of six hours of in-person instruction.

Training on the voter registration elements of the SVRS application was conducted in Dane County during the last week of September and the first week of October. Training on the election administration elements of the SVRS application will be held during the last two weeks of October.

The State Elections Board will need to dedicate personnel and resources to coordinating ongoing SVRS training as well as continuing training on election administration for local election officials. Once federal funding has been exhausted, the state will need to commit additional resources to this ongoing need.

7. The Legislature consider adjusting the early registration deadline to provide clerks more time to prepare registration lists.

The State Elections Board supports this recommendation. The Legislative Council's Special Committee on Election Law Review may include the recommendation for adjusting the statutory registration deadline in its proposed legislation. That proposal sets the close of registration at the 5th Monday (29 days) before the election. The Report of the National Task Force on Election Law Reform established by the Election Center also includes this recommendation.

8. The Legislature consider establishing more stringent requirements for special registration deputies, including prohibiting compensation based on the number of individuals registered.

The State Elections Board supports this recommendation. This is an excellent suggestion that has broad state and national support. The Legislative Council's Special Committee on Election Law Review may include the recommendation for prohibiting special registration deputies from being compensated based on the number of registration forms they submit in its proposed legislation. This is also a recommendation submitted by the Governor in his election reform package, 2005 Assembly Bill 542, 2005 Senate Bill 249. The Report of the National Task Force on Election Law Reform established by the Election Center also includes this recommendation.

9. The Legislature consider establishing uniform requirements for demonstrating proof of residence for all registrants.

The State Elections Board supports this recommendation.

The HAVA identification requirement for first-time voters registering by mail added complexity and confusion to the voter registration process. Election Day registrants and late registrants are required to provide proof of residence as defined in S. 6.55 (7), Wis. Stats. First-time voters are required to provide identification. With respect to identification containing a picture of the voter, the federal requirement is broader than state law governing proof of residence because it does not require a current address. Federal law also expands the use of certain government documents beyond what is permissible for proof of residence by including bank statements, government checks, other government documents and paychecks that are current and contain the voter's full name and current address.

Amending state law to make proof of residence more consistent with the identification requirement for first-time voters would alleviate some confusion. The language permitting updating information by hand on proof of residence documents needs to be eliminated along with items from the statutory list of acceptable forms of proof of residence such as credit cards, library cards and credit plates which do not have addresses and do not qualify as acceptable proof of residence.

When Election Day registration was enacted in 1976, the State Elections Board was directed to adopt emergency rules defining acceptable proof of residence. These rules were incorporated into the statutes in their current form. An administrative rule may provide a more flexible vehicle for addressing these concerns. It is more difficult to change a statute when a form of identification becomes outdated.

10. The Legislature consider providing municipal clerks with more flexibility in the use of address verification cards.

The Legislature may want to consider requiring all voters to provide their birth date and driver's license number as part of the voting process in 2006. This will enable municipal clerks to capture essential identification information for all registered voters which can be added to SVRS and ensure more accurate matching of voter records.

Keeping SVRS current and accurate will require using additional sources for reconciliation. Municipal clerks are an essential partner in this process. It is important to provide state and local election officials with more flexibility to utilize other sources to reconcile registration discrepancies.

11. The Legislature consider authorizing civil penalties for local election officials and municipalities that fail to comply with election laws.

The State Elections Board does not support this recommendation. This may be an unpopular means of ensuring administrative accountability.

It is definitely worth considering adding a civil penalty component to the election fraud laws which apply to voters as well as election officials. This may provide a useful tool for district attorneys that ensures more enforcement of election law violations.

12. The Legislature consider implementing mandatory election training requirements for municipal clerks.

The State Elections Board supports this recommendation. This recommendation is consistent with the State Elections Board's plans.

As part of the SVRS implementation, local election officials will receive approximately 40 hours of business process, application and advanced application training. This training program has already been developed and is being refined through the SVRS pilot program. The business process training was conducted in Dane County in the first week of September and will continue throughout the state this fall. The business process training consists of six hours of in-person instruction.

The State Elections Board will need to dedicate personnel and resources to coordinating ongoing SVRS training as well as continuing training on election administration for local election officials. Once federal funding has been exhausted, the state will need to commit additional resources to this ongoing need.

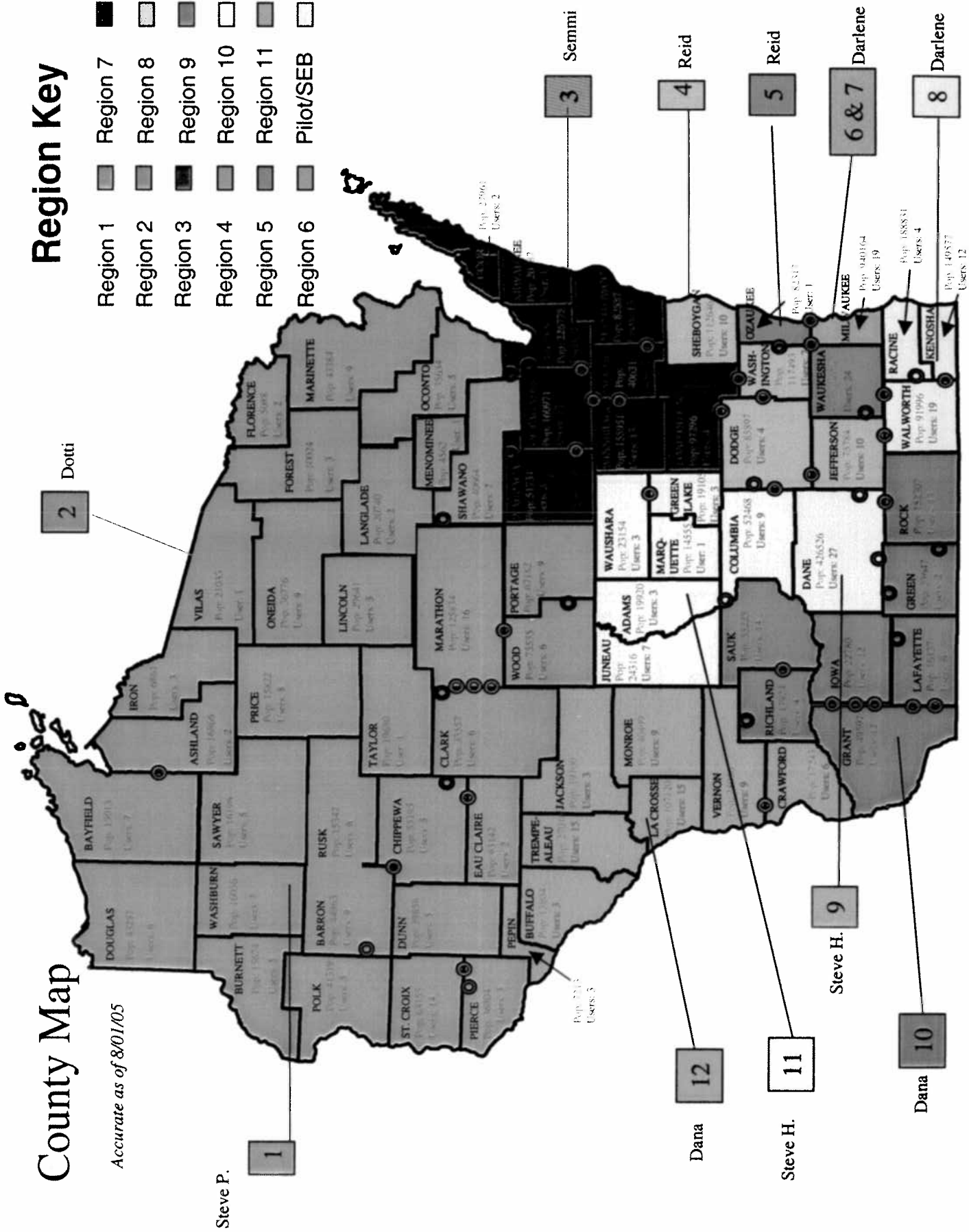


County Map

Accurate as of 8/01/05

Region Key

- Region 1
- Region 2
- Region 3
- Region 4
- Region 5
- Region 6
- Region 7
- Region 8
- Region 9
- Region 10
- Region 11
- Pilot/SEB



2 Dotti

Steve P.

1

3 Semmi

4 Reid

5 Reid

6 & 7 Darlene

8 Darlene

12 Dana

11 Steve H.

9 Steve H.

10 Dana

Lake Superior

Michigan

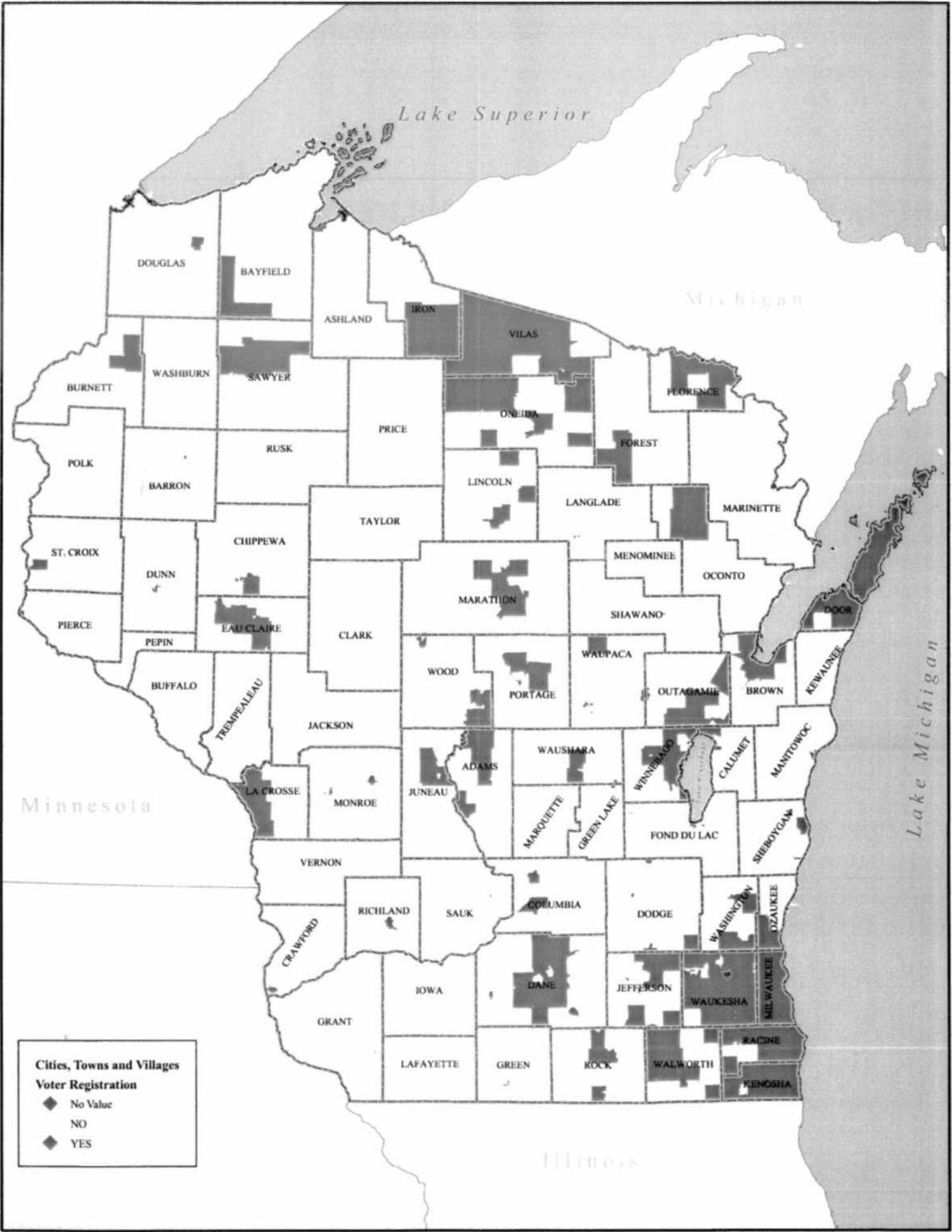
Lake Michigan

Minnesota

Illinois

**Cities, Towns and Villages
Voter Registration**

- ◆ No Value
- NO
- ◆ YES



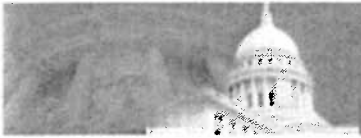


2006 Nov - Election Summary

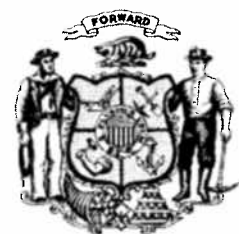
County	Voters	Absentee	MI Abs Sent	MI Abs Ret	Overseas Abs Sent	Overseas Abs Ret	Early Reg	Late Reg	Elec Day Regist	Provis Ballots	Provis Ballots Count
01 ADAMS COUNTY TOTAL	8,040	481	1	1	0	0	9,171	93	1,826	3	1
02 ASHLAND COUNTY TOTAL	8,317	343	17	10	1	0	9,182	44	1,267	0	0
03 BARRON COUNTY TOTAL	18,609	960	22	6	1	0	18,415	220	2,962	3	4
04 BAYFIELD COUNTY TOTAL	7,383	520	3	1	2	1	8,190	123	1,798	2	1
05 BROWN COUNTY TOTAL	94,593	11,262	97	30	24	16	137,004	1,662	12,715	19	18
06 BUFFALO COUNTY TOTAL	5,502	259	12	8	2	2	5,557	102	1,165	3	3
07 BURNETT COUNTY TOTAL	8,920	423	5	4	3	3	5,082	106	1,696	5	4
08 CALUMET COUNTY TOTAL	22,803	1,208	17	4	13	6	21,037	651	4,301	2	2
08 CHIPPEWA COUNTY TOTAL	22,114	1,538	34	8	11	3	23,043	3,033	8,184	5	2
10 CLARK COUNTY TOTAL	11,205	606	6	3	2	1	10,842	160	1,976	2	0
11 COLUMBIA COUNTY TOTAL	22,319	1,160	19	11	3	1	22,278	628	5,382	8	4
12 CRAWFORD COUNTY TOTAL	6,345	299	0	0	0	0	6,833	70	796	2	2
13 DANE COUNTY TOTAL	210,657	28,370	174	89	142	72	309,284	12,237	46,742	33	22
14 DODGE COUNTY TOTAL	31,246	1,417	41	11	6	4	34,326	583	8,777	2	1
15 DOOR COUNTY TOTAL	14,374	1,541	6	2	15	11	19,183	129	1,050	0	0
16 DOUGLAS COUNTY TOTAL	16,168	1,154	25	8	1	1	21,563	124	2,636	5	4
17 DURN COUNTY TOTAL	14,904	724	23	12	7	4	17,829	262	4,329	1	1
18 EAU CLAIRE COUNTY TOTAL	38,428	3,967	72	15	21	13	64,392	880	10,170	4	2
19 FLORENCE COUNTY TOTAL	2,038	182	1	0	0	0	2,922	11	101	0	0
20 FOND DU LAC COUNTY TOTAL	38,567	2,463	59	15	8	5	48,572	574	7,785	4	2
21 FOREST COUNTY TOTAL	3,728	305	4	2	0	0	5,488	27	386	3	2
22 GRANT COUNTY TOTAL	17,208	1,087	13	4	2	1	22,658	274	4,050	6	5
23 GREEN COUNTY TOTAL	13,346	672	4	4	6	4	11,962	447	4,166	1	1
24 GREEN LAKE COUNTY TOTAL	8,171	457	0	0	0	0	5,985	493	835	0	0

County	Voters	Absentee	MI Abs Sent	MI Abs Ret	Overseas Abs Sent	Overseas Abs Ret	Early Reg	Late Reg	Elec Day Regist	Provis Ballots	Provis Ballots Count
25 IOWA COUNTY TOTAL	9,157	443	1	1	0	0	8,266	307	2,750	4	3
26 IRON COUNTY TOTAL	2,734	288	8	2	0	0	3,422	5	183	0	0
27 JACKSON COUNTY TOTAL	7,054	351	2	0	0	0	7,630	111	1,260	0	0
28 JEFFERSON COUNTY TOTAL	31,339	1,664	38	11	13	12	37,640	528	7,149	0	0
29 JUNEAU COUNTY TOTAL	8,352	470	10	3	1	1	9,115	282	1,749	7	8
30 KENOSHA COUNTY TOTAL	51,831	4,819	114	28	6	6	84,730	565	6,460	2	0
31 KEWAUNEE COUNTY TOTAL	9,072	574	3	2	1	0	9,438	120	1,276	0	0
32 LA CROSSE COUNTY TOTAL	53,413	3,838	82	20	6	35	67,664	738	6,904	8	4
33 LAFAYETTE COUNTY TOTAL	5,935	244	1	1	2	1	5,595	103	1,725	1	0
34 LANGLADE COUNTY TOTAL	8,819	498	13	9	3	2	9,214	128	1,543	1	0
35 LINCOLN COUNTY TOTAL	11,365	554	19	2	5	3	13,430	166	2,682	2	1
36 MAINTOWOC COUNTY TOTAL	32,875	2,177	55	25	9	8	41,553	600	5,060	0	0
37 MARATHON COUNTY TOTAL	49,744	3,671	56	18	18	7	65,454	580	7,711	5	2
38 MARRIETTE COUNTY TOTAL	17,188	1,308	14	3	0	2	18,869	197	3,039	1	0
39 MARQUETTE COUNTY TOTAL	6,244	310	2	1	0	0	3,287	107	2,234	2	0
40 MEMORINIEE COUNTY TOTAL	1,138	60	0	0	0	0	869	69	180	0	0
41 MILWAUKEE COUNTY TOTAL	328,233	24,765	305	77	260	97	538,758	2,729	59,552	31	10
42 MONROE COUNTY TOTAL	13,827	750	19	7	3	1	10,175	210	3,122	1	1
43 OCONTO COUNTY TOTAL	14,954	1,184	125	4	3	2	10,707	307	3,684	2	2
44 ONEDA COUNTY TOTAL	16,485	1,472	12	5	7	4	22,086	363	2,311	1	1
45 OUTAGAMIE COUNTY TOTAL	59,966	6,066	83	23	51	16	99,146	1,337	9,457	5	2
46 OZAUKEE COUNTY TOTAL	42,078	3,428	62	13	29	19	60,842	513	4,178	11	7
47 PEPIN COUNTY TOTAL	3,154	180	2	2	1	1	1,868	32	747	0	0
48 PERCE COUNTY TOTAL	14,365	729	19	7	7	9	20,259	205	3,769	0	0
49 POLK COUNTY TOTAL	15,782	855	6	4	2	2	13,029	210	3,702	6	0
50 PORTAGE COUNTY TOTAL	23,290	1,681	42	59	13	13	43,655	563	5,947	0	2

County	Mill Abs Sent	Mill Abs Ret	Overseas Abs Sent	Overseas Abs Ret	Early Reg	Late Reg	Elec Day Reglat	Provis Ballots	Provis Ballots Count
51 PRICE COUNTY TOTAL	22	6,512	473	2	0	5,198	69	1,728	1
52 RACINE COUNTY TOTAL	18	71,941	5,812	128	28	119,855	729	9,097	3
53 RICHLAND COUNTY TOTAL	22	8,499	342	2	1	7,798	85	1,864	0
54 ROCK COUNTY TOTAL	28	55,804	4,370	113	29	76,802	654	6,687	2
55 RUSK COUNTY TOTAL	33	5,903	344	6	2	5,499	55	894	1
56 ST. CROIX COUNTY TOTAL	36	27,594	1,709	41	13	32,768	593	7,578	5
57 SAUK COUNTY TOTAL	39	22,184	1,311	24	6	26,071	540	4,711	4
58 SAWYER COUNTY TOTAL	21	6,380	521	5	4	9,299	80	908	0
59 SHAWANO COUNTY TOTAL	38	15,982	1,028	9	3	19,384	335	2,687	10
60 SHEBOYGAN COUNTY TOTAL	28	47,758	3,485	44	11	61,679	768	7,115	1
61 TAYLOR COUNTY TOTAL	27	7,427	379	5	2	7,667	106	1,278	1
62 TREMPLEAU COUNTY TOTAL	28	9,646	475	5	2	10,878	186	1,713	0
63 VERNON COUNTY TOTAL	33	10,488	555	2	2	9,262	215	2,958	5
64 VILAS COUNTY TOTAL	15	10,746	1,207	4	2	18,754	112	842	1
65 WALWORTH COUNTY TOTAL	28	33,942	2,711	21	7	57,654	856	6,511	0
66 WASHBURN COUNTY TOTAL	25	6,666	379	8	1	5,463	112	2,230	2
67 WASHINGTON COUNTY TOTAL	21	53,708	3,155	78	14	68,865	1,080	12,503	1
68 WAUKESHA COUNTY TOTAL	38	177,824	15,146	268	81	257,280	1,934	20,846	9
69 WAUPACA COUNTY TOTAL	34	18,858	1,628	23	8	23,083	360	9,878	4
70 WAUSHARA COUNTY TOTAL	26	9,079	624	2	2	7,278	125	2,323	2
71 WINNEBAGO COUNTY TOTAL	22	65,583	5,113	85	15	89,694	831	10,038	1
72 WOOD COUNTY TOTAL	34	28,967	2,172	38	6	40,473	285	4,283	12
State Total	1,908	2,193,123	168,573	2,672	796	3,012,525	43,851	392,391	271



WISCONSIN STATE LEGISLATURE



Voter Registration Talking Points

Voter Registration Requirements

- In 2004, state law required voter registration in 172 municipalities with populations over 5,000. [Table 1, p. 13]
- Another 167 smaller municipalities require voter registration by local ordinance. [Table 1, p. 13]
- In 2004, 339 municipalities with voter registration represented 2.9 million people (71.1 percent of voting age population). [Table 1, p. 13]
- In 2004, 1,512 municipalities without voter registration represented 1.2 million people (28.9 percent) of voting age population. [Table 1, p. 13]
- Wisconsin is one of only 6 states that allow Election Day registration. [p. 18]
- Voter registration will be required in all 1,851 municipalities beginning January 2006. [p. 13]

Survey

- We surveyed 172 municipal clerks where registration was required by state law. [p. 9]
- Survey response rate was 87.2 percent (150 out of 172). [p. 10]

Municipalities Sampled

- Eight municipalities were selected for further review and to provide a diverse sample based on geography and size. Sample included:
 - 4 cities - Madison, Waukesha, Eau Claire, Appleton
 - 2 villages - Ashwaubenon, Plover
 - 2 towns - Onalaska, Minocqua [p. 10]

Milwaukee Issues

- Were unable to review voter registration data or address verification cards in Milwaukee due to ongoing investigation by district attorney and U.S. Attorney. [p. 11]
- Seven of the 2,600 special registration deputies in Milwaukee were not Wisconsin residents, contrary to existing law. [p. 26]

Proof of Residence and Identification Requirements

- Proof-of-residence or identification is only required for persons who register after the deadline, by mail, or on Election-Day. [Table 4, p. 19]
- Proof of residence is only required at the time a person registers, and NOT every time that a person votes. [p. 18]

Address Verification Cards

- 46.0 percent of municipalities surveyed did not send any cards for the November 2004 election, contrary to statutory requirements. [Figure 3, p. 32]
- We reviewed 1,887 returned address verification cards from four municipalities, most cards were returned because the voter moved after the election. [Table 9, p. 35]
- Only 24.3 percent of municipalities surveyed that sent cards to Election Day registrants forwarded names from undeliverable cards to district attorneys. [p. 36]

Voter Registration List Problems

- Municipalities surveyed inconsistently followed procedures for revising and maintaining lists:
 - 85.3 percent removed names of inactive voters [p. 42];
 - 28.6 percent did not notify voters before removing from list [p. 43]; and
 - 54.0 percent reported removing names of ineligible felons [p. 47].
- We reviewed 348,000 records on voter registration lists from 8 municipalities and found 3,116 duplicate records [Table 11, p. 44], 2,730 persons who did not vote in past 6 years [p. 42], 453 felons [Table 12, p. 46], and 783 deceased individuals [Table 13, p. 47]. Most were caused by poor record keeping.
- We found 105 potentially improper votes in the November 2004 election, including 98 felons, 2 persons who voted twice, 1 underage voter, and 4 absentee voters who died before the election. [p. 50]
- Potential improper votes in November 2004 need to be further investigated by appropriate authorities to determine whether charges should be filed. [p. 50]

Special Registration Deputies & Voter Drives

- Most municipalities surveyed appointed fewer than 100 special registration deputies, but 3 appointed a large number: Milwaukee (2,597), Green Bay (1,500), Madison (824). [p. 26]
- Problems with special registration deputies include submitting incomplete forms, submitting forms after the deadline, and submitting forms to the wrong municipality. [p. 27]

Statewide Voter Registration System

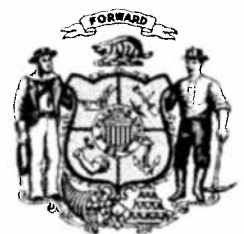
- Election Board intends to spend \$25.7 million on computerized statewide voter registration system, which is expected to be implemented in January 2006. [p. 14]

2004 Election Statistics

- 20.3 percent of Wisconsin voters registered on Election Day in November 2004 in 172 municipalities where registration is statutorily required. [Table 5, p. 23]
- Wisconsin had second-highest voter turnout in the country (76.6 percent of eligible voters) in the November 2004 elections. [p. 23]



WISCONSIN STATE LEGISLATURE



CONFIDENTIAL

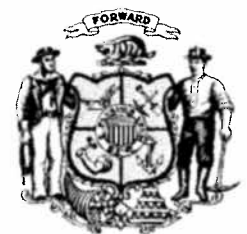
Voter Information for Municipalities Selected for Detailed Review
November 2004 Presidential Election

<u>Municipality</u>	<u>Number of Voters Registered</u>	<u>Number of Voters Who Cast Ballots</u>	<u>Number of Voters Who Registered on Election Day</u>	<u>Percentage of Voters Who Registered on Election Day</u>
City of Eau Claire	53,240	37,612	10,900	29.0%
City of Milwaukee	481,861	277,535	73,079	26.3
City of Waukesha	47,768	35,708	8,748	24.5
City of Madison	205,839	138,452	31,261	22.6
City of Appleton	44,476	37,773	7,747	20.5
Village of Plover	8,234	5,673	1,135	20.0
Town of Onalaska	4,721	3,271	620	19.0
Village of Ashwaubenon	12,504	9,476	1,704	18.0
Town of Minocqua	4,694	3,082	341	11.1
Total	863,337	548,582	135,535	24.7%

Source: State Elections Board.



WISCONSIN STATE LEGISLATURE



Voter Registration - FH

10/18/05

* March⁰⁶ next year will get a follow-up w/ Mdu's info

- Reesler - DOC provide info to felons upon release are made aware of their rights or loss of rights to vote & when that will change

Lassa - HAVA audit? what will you look at?
↳ compliance

Miller - Need to do a better job
- Not all states deny felons the right to vote
- Audit did not discover fraud
- Design of audit - capture ~~access~~ ^{access} information
↳ access to polling places, etc. - w/B addressed in subsequent HAVA
↳ this audit focus on registration

She - GAO - no process to verify citizenship

Kevin Kennedy

Don't have
- Statutory authority to ?
↳ mail VR cards?
- Made changes in law, Rep. freeze, inform felons on their loss of voting privileges + have in exit procedure as well - must sign a statement saying they were informed.

- * - need access to DOC to verify eligibility to vote
- disagree w/ promulgating rules to reduce data entry errors

* ND is the only other state that works from community base
 WI is only state with a patchwork of rules on VR

Cullen

- ?

↳

↳ 20K reg. cards not entered into system

↳ Blame poll workers for problems / ID error / not following statutory process

↳ MC AH noticed diff between ^{20K} voters & ballots

* • 1974 WI took partisan officers out of the election process

* • 10 day residency requirement - ? shortest in U.S.

Kaufert

- Will we meet HAVA requirements?

↳ 213 W/B on list

↳ Reg April Election we are doing our best to be ready for it.

Roesler

- Training - direct us to suggested prac/language in other st.

↳ NC

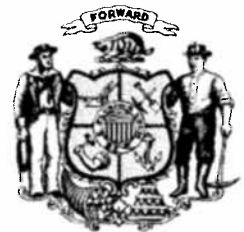
Susan Edmund - City of Milw. Election Commission

↳ just let ILAC know she's here - W/B back in March '06

- Investigation finished and released in December
- no evidence of organized fraud
- mainly clerical
- 207 polling sites
- Retired MPD
 - ↳ Exec. Dir. - her - full-time
 - ↳ Part-time Commissioner - paid



WISCONSIN STATE LEGISLATURE



* Audit is about Voter Registration not photo ID

- Spoke w/ Bishopic → couldn't look at some records due to an ongoing investigation
 - FBI, City, DA, US Atty, MPO

- Patchwork of requirements

→ confusing for clerks

↳ great variation in implementation

↳ inadequate training - both at State & Local - \$1.5M in Fed Funds for HAVA

↳ statutory conflicts depending on where/how you register

↳ 5,000 require reg. - 167 chose to do so by ordinance

- 1 of 6 states that have same day registration
- 20% reg. at polls - 2nd in country for turnout
- "Auditors from 98 felons voting"

Most revealing

- patch

- 7 clerks diff

↳ not trained

- rules not

black/white

← Same day regis.
part of the prob

PR

- Hearing on Oct 18th
- Need accurate list for ^{poll} works
8832
 - 42.7 complete w/ address ^{verified}
 - ↳ ret'd cards being sent to DA
- felons voting - surprised to learn can vote after serving sentence
 - ↳ referred to DA 98 cases (pg 51)
- procedural distasteful changes to pursue