

MAINE STATE LEGISLATURE

The following document is provided by the
LAW AND LEGISLATIVE DIGITAL LIBRARY
at the Maine State Law and Legislative Reference Library
<http://legislature.maine.gov/lawlib>



Reproduced from electronic originals
(may include minor formatting differences from printed original)

Report and Pilot Program for Early Voting

*Prepared for the 123rd Maine Legislature
Pursuant to the Resolves of 2005, Chapter 70*

April 1, 2007



*Prepared by the Department of the Secretary of State
Secretary of State Matthew Dunlap*

Table of Contents

Report and Pilot Program for Early Voting

I.	Executive Summary	1
II.	Introduction	3
III.	Background	7
IV.	Data Collected and Information Reviewed	9
V.	Discussion and Analysis of Issues	13
VI.	Recommendations and Conclusions	25

Appendices

- Appendix A Resolves of 2005, Chapter 70
- Appendix B Early Voting Study Committee Members
- Appendix C Survey of Maine Municipal Clerks regarding Early and
Absentee Voting
- Appendix D Absentee Voting Statistical Summaries
- Appendix E Summary of Other States' Early Voting Laws

I. EXECUTIVE SUMMARY

The 122nd Maine Legislature, in the Resolves of 2005, c. 70, directed the Secretary of State to design a pilot program for early voting. In order to thoroughly analyze the process of early voting and identify the factors to be considered when conducting a pilot program in Maine, the Secretary of State established the Early Voting Study Group.

Municipal clerks, as well as staff from the Offices of the Secretary of State, the Attorney General and the Legal and Veterans Affairs Committee participated in the Study Group, which met five times between January and March of 2007. Participants collected and analyzed data and discussed issues pertaining to early voting, in addition to concerns that have developed with Maine's current absentee voting process. The steps involved with processing absentee ballots have led municipal clerks to request changes to the absentee ballot procedures and to support a true system of early voting. At the first meeting of the study group, members identified the following goals for designing an early voting pilot program and any changes that are made to the current absentee voting process:

- 1) To enhance privacy and confidentiality;
- 2) To relieve administrative overhead;
- 3) To maintain the integrity of the voting process; and
- 4) To maintain or enhance access to the voting process.

Input and data was collected on both absentee voting and early voting from municipal clerks in Maine and from other states. Legal issues that have arisen in other states were also investigated. The information gathered shows a significant increase in the use of absentee voting in Maine since 2002, with over 40% of absentee voters casting their ballots in the municipal clerk's office. Such trends seem to indicate that there is voter interest in Maine for an early voting program. Study Group members believe that something must be done to relieve the administrative burden on municipal election officials, while at the same time preserving or enhancing opportunities for voters to cast their ballots. In considering any new voting process, the goal of the Secretary of State's Office is always to promote voter turnout and make voting as accessible as possible, while safeguarding the integrity of the election process.

The Study Group defined "early voting" to be a time period before an election during which voters would have the opportunity to cast a ballot at a designated voting place within their municipality, in the same manner as on Election Day. Supporting reasons for an early voting program include giving voters additional assurance that their ballots have actually been cast, providing voters a more convenient timeframe for voting, and reducing the administrative burden on municipal clerks while they are preparing for Election Day.

Study Group members identified several issues that need to be considered in order to establish an early voting program in Maine. These issues include:

- Safeguarding the integrity of the election;
- Security of the voted ballots, voting machines, and ballot boxes;
- Confidentiality of election results;
- Timeframes for early voting;
- Early voting as a supplement to or replacement for in-person absentee voting.

Additionally, there are concerns related to polling places, voting machines, staffing, and election management that would need to be addressed if early voting were to be implemented.

Recently, Maine instituted changes in the election process that are federally mandated by the Help America Vote Act of 2002 (HAVA). These include the Central Voter Registration system (CVR) and the Accessible Voting System (AVS). Adoption of early voting in Maine would be impacted by the existing requirements of HAVA and would need to be addressed to include the CVR and AVS initiatives.

The Study Group made the following recommendations regarding changes to current absentee voting processes and early voting:

1. Establish cutoff dates for in-person absentee voting and issuing absentee ballots;
2. Allow early processing of absentee ballots (municipal option);
3. Conduct a pilot program for early voting during the November 6, 2007, Referendum election; and
4. Secretary of State to report to the Legislature by January 15, 2008, about the pilot program.

In making these recommendations, the Early Voting Study Group has met the charge of the Legislature in the Resolves of 2005, c. 70, as well as accomplishing the goals the Study Group established at the start of this process.

II. INTRODUCTION

This report is being submitted to the Joint Standing Committee on Legal and Veterans Affairs in the 123rd Maine Legislature, pursuant to the Resolves of 2005, c. 70, entitled “*Resolve, Directing the Secretary of State to Design a Pilot Program for Early Voting*” (see *Appendix A for a copy of the Resolve*).

The Resolve was introduced to the First Regular Session of the 122nd Legislature as L.D. 1173, and was presented in response to concerns raised by clerks from several municipalities about the increased volume of in-person and other absentee voting that occurred during the 2004 Presidential Election. The original proposal directed the Secretary of State to design a process that would allow municipalities to permit voting at a polling place up to 2 weeks prior to Election Day, and to submit a report to the Joint Standing Committee on Legal and Veterans Affairs by December 1, 2005.

The Secretary of State’s office was opposed to the original Resolve, primarily due to the pending deadlines for implementation of the Central Voter Registration system (CVR) and Accessible Voting System (AVS) required by the federal Help America Vote Act of 2002 (HAVA). The office testified that a prerequisite to early voting would certainly be the full implementation of the CVR, a significant component of which is the absentee ballot processing and tracking module. Prior to the implementation of CVR, most municipalities did not have an electronic system that facilitated tracking and listing of absentee ballots issued. The Secretary of State’s Office also stated that the CVR would ensure that all municipalities could handle an early voting process in the same manner.

Additionally, the Secretary of State’s office testified that before early voting or any other major voting process change is enacted, the office would need to design appropriate procedures that ensure voters only have the opportunity to cast one ballot; ensure that the public has an opportunity to observe the process and challenge early ballots, the same as they would absentee or Election Day ballots; and ensure that cast ballots are safeguarded until they are counted. Finally, the office recommended that there should be a pilot program conducted in at least one municipality to verify that all potential issues have been addressed, before the Legislature considered adopting the process statewide.

The Legislature acknowledged the concerns of the Secretary of State and amended the Resolve to require the Secretary of State to study early voting, design a pilot program to be conducted at the November 2008 general election and report back to the Joint Standing Committee on Legal and Veterans Affairs during the First Regular Session of the 123rd Legislature. Pursuant to the Resolve, the pilot program must be conducted in one municipality, although the Secretary of State may select additional municipalities that are willing to participate in the pilot program. The Resolve further directs the Secretary of State to consult with other states that have early voting in order to use best practices of those states. Further, as required by the Resolve, this report details the plan for conducting a pilot program for early voting and outlines issues of concern for the Legislature to consider.

Formation of Study Group

In order to thoroughly analyze the process of early voting and identify the factors that needed to be considered to conduct an early voting pilot program in Maine, the Secretary of State established the Early Voting Study Group, inviting municipal clerks, as well as Legislative staff and staff from the Attorney General's office, to participate (*see Appendix B for membership*). During five meetings, the Study Group considered issues pertinent to a pilot program, as well as long-term solutions to both the absentee voting process in Maine and the introduction of an early voting program after the pilot program has taken place, should the Legislature deem it appropriate. Members of the Study Group agreed that in developing these programs, it was important to:

- 1) Assess how the broader group of municipalities would be impacted by them;
- 2) Assure that federal requirements under HAVA are met, particularly with regard to the Central Voter Registration system (CVR) and the Accessible Voting System (AVS); and
- 3) Avoid developing a system that would be more difficult for voters to use.

Study Group Meetings

The Study Group met five times: January 25, 2007; February 8, 2007; March 8, 2007; March 20, 2007; and March 29, 2007. Some members who were not able to travel to Augusta for the meetings participated by conference call.

At the *first meeting*, members reviewed the Resolve, discussed the scope and goals of the study, and identified issues for discussion of a pilot program (what early voting is; why it would be appropriate; when and where early voting would take place; how early voting would be conducted; and who would manage it). The following goals were identified:

- 5) To enhance privacy and confidentiality;
- 6) To relieve administrative overhead;
- 7) To maintain the integrity of the voting process; and
- 8) To maintain or enhance access to the voting process.

The Secretary of State staff agreed to contact other states regarding their early voting programs; municipal clerks agreed to get input from other municipal clerks; and Phyllis Gardiner, Assistant Attorney General, agreed to contact other states regarding legal issues associated with early voting.

Information and data on early voting that was obtained following the first meeting was shared and analyzed at the *second meeting*. The following written reports were distributed:

- 1) Results to date of an early voting/absentee voting survey to Municipal Clerks;

- 2) Information on early voting systems in other states from the National Conference of State Legislatures and the National Association of Secretaries of State; and
- 3) Examples of other states' statutes on early voting.

In addition to reviewing this information, members discussed several early voting issues identified at the first meeting, including limited staff, time required, voting machines, storage, and security.

Secretary of State staff provided members with a draft Comparison of Absentee Ballots Issued and Returned from 2000 to 2006, for the purpose of determining voter turnout and absentee voting trends. Members concurred that this information would be useful in developing an early voting pilot program.

At the *third meeting*, members were provided with an update on the Early Voting/Absentee Voting Survey to Municipal Clerks and more information regarding early voting procedures in other states. Members discussed a current challenge to the constitutionality of early voting in Maryland, and the possibility of it happening in Maine.

Linda Cohen, Municipal Clerk for Portland, provided the Study Group with a comparison of in-person absentee voting to overall absentee voting from 2002 to 2006. Members thought it would be helpful to obtain this information from other municipalities, as it might indicate the percentage of voters who would be interested in early voting.

Other early voting issues discussed were the handling of challenges, arrangements for poll watching and petitioners, ballot handling and storage of cast ballots, tallying ballots and release of election results, time period, process management, security, and meeting the requirements for accessible voting. Similar issues were discussed regarding the absentee voting process.

At the *fourth meeting*, members reviewed a second draft of the comparison of absentee ballots to total ballots cast, as well as an update of the percentages of in-person absentee voting to the total absentee ballots cast for the last three general elections. Phyllis Gardiner provided further information on constitutional challenges to early voting in other states and Julie Flynn reviewed information obtained from other states regarding their early voting programs.

In addition, members reviewed and further discussed recommendations for an early voting program and the absentee voting process that had been identified at the March 8th meeting. Members also discussed an outline for the study report.

At the *fifth and final meeting*, members reviewed and discussed a draft outline of the study report, and finalized their recommendations.

THIS PAGE INTENTIONALLY LEFT BLANK

III. BACKGROUND

History of Absentee Voting Laws

Maine has allowed some form of absentee voting for citizens not in the military since 1921, when the first statute on the subject was enacted along with a constitutional amendment to permit it.¹ The Maine Constitution, in Article II, section 4, expressly authorizes the Legislature to provide for “voting by citizens of the State absent therefrom in the Armed Forces of the United States or of this State and for voting by other citizens absent or physically incapacitated for reasons deemed sufficient”. The Supreme Judicial Court has interpreted this last phrase as authorizing the Legislature to define by statute the reasons for being absent on Election Day that are sufficient to entitle a citizen to vote absentee. *White v. Edgar*, 320 A.2d 668, 687 (Me. 1974).

Initially, the Legislature enacted absentee voting laws that provided limited reasons for absentee voting, in keeping with the constitutional provision. Over time, additional reasons were added to the statutes; however, voters still had to provide a reason for requesting an absentee ballot, and the reason had to be one of the reasons allowed in the law.

In 1995, the Legislature added a provision to 21-A MRSA §751 that stated “the voter’s belief that the voter will be unable to vote in person at the polling place is sufficient reason to allow an absentee ballot to be cast”. (*P.L. 1995, c. 459, §69, eff. Sept. 29, 1995*). This provision remained in place until 2000, when section 751 was repealed and replaced to eliminate the reasons for voting absentee. (*P.L. 1999, c. 645, §4, eff. April 10, 2000*).

Current Absentee Voting Process

Under current law, any registered voter who wishes to vote by absentee ballot may do so, provided that they request the ballot by one of the methods prescribed by law. These methods include:

- 1) **In person:** the voter requests a ballot (and votes) in-person at the municipal clerk’s office;
- 2) **Telephone request:** the voter makes a telephone request for the voter’s own ballot to be mailed to the voter;
- 3) **Written request (by voter):** the voter requests a ballot in writing to be delivered by mail to the voter, or provided to an immediate family member of the voter (who will then deliver the ballot to the voter);
- 4) **Written request (by immediate family):** an immediate family member of the voter requests a ballot in writing to be delivered by mail to the voter, or provided to an immediate family member of the voter (who will then deliver the ballot to the voter); or

¹ Soldiers were first allowed to vote absentee while serving in the military during the Civil War, pursuant to an amendment to the Maine Constitution adopted in 1864.

- 5) **Written request (by voter) – third person delivery:** the voter requests a ballot in writing to be delivered by a designated third person (someone other than the voter or an immediate family member of the voter). *Note:* A ballot delivered by a third person must be witnessed.

Each method of requesting a ballot has requirements for how the ballot is issued to the voter, how the ballot must be returned to the clerk, and what signatures or witnesses are required for the ballot to be accepted.

A voter who chooses to vote an in-person absentee ballot generally votes the ballot in the municipal clerk's office during regular business hours. Some municipalities offer extended hours for voters who want to vote by in-person absentee ballot, and municipalities may also offer off-site voting. Absentee ballots cast by residents of nursing homes, level II residential care facilities or certified congregate housing units (facilities at which the municipal clerk is required to conduct absentee voting) are also considered in-person absentee ballots.

Although the voter is not required to fill out an application when voting an in-person absentee ballot, the clerk is still required to fill out the required information on the absentee ballot envelope. The voter must sign the affidavit on the envelope and the clerk is also required to sign the absentee ballot envelope as a witness. The clerk must indicate on the envelope the date and time that the ballot was cast, and must indicate whether all requirements for casting the ballot were met. The clerk either marks the ballot envelope as "ok to cast" or indicates a reason that the ballot should be rejected.

Factors leading to this study

The 2000 elections (primary and general) were the first elections in which voters did not need to have a reason to cast an absentee ballot. Since 2000, increasing numbers of Maine voters have become accustomed to "no reason" absentee voting and have discovered the convenience of casting an absentee ballot. In particular, in-person absentee voting is a voting option that has been gaining popularity in Maine during the last several election cycles. Moreover, political parties and associations have begun to encourage absentee voting by mailing absentee ballot applications to their members or to voters in certain demographic groups.

Many municipalities experienced unprecedented levels of absentee voting during the 2004 Presidential election. After that election, numerous clerks expressed their concerns to Legislators and to the Secretary of State's office about the impact that such a level of absentee voting has had on both their financial and human resources. Clerks cited concerns with the amount of paperwork and tracking involved with absentee voting, including the handling of applications and envelopes and the creation and maintenance of the list of absentee voters as required by law. These concerns culminated in the discussion of early voting in the First Regular Session of the 122nd Legislature, and ultimately the adoption of the Resolve which required this study.

IV. DATA COLLECTED AND INFORMATION REVIEWED

At its first meeting, the Study Group decided to gather information from two main sources in conducting the study of early voting:

- 1) Municipal clerks in Maine (including data reported by the clerks to the Secretary of State as part of statutory reporting requirements), and
- 2) Other states.

Information Gathered from Municipal Clerks

Survey on Early Voting and Absentee Voting Issues

The Study Group discussed various issues that would need to be considered when implementing a pilot program for early voting. These issues included:

What

- Definition of “early voting”

When

- Time frame for conducting early voting

How

- Will it replace in-person absentee voting or be a supplement to it?
- Will it be optional or mandatory?
- Security; dealing with full ballot boxes
- Challenge process and poll watching
- Financial impact
- Management of process
- Petitioners and opponents; electioneering/campaigning
- Privacy and confidentiality
- “Transparency”
- Public education
- Affect on local elections and local ballot creation

Where

- Where would voting take place?
- Adequate space, availability, accessibility, advertising location

Who

- Election management personnel

The Study Group designed a survey that listed these issues and elicited feedback from municipal clerks on early voting and absentee voting processes. (*See Appendix C for a copy of the “Municipal Survey on Early Voting”*) The survey was distributed to all clerks

in the State by the Maine Town and City Clerks Association. Surveys were submitted by clerks individually or by groups of clerks after discussion at county meetings. There were 65 responses received, which is about 13% of Maine's 502 municipalities that conduct their own elections. Responses were received from small, medium and large-sized municipalities and represent different regions of the state. The responses were compiled and several reports were created to summarize and present the information. *(See Appendix C for a copy of the Early Voting Survey Reports)* These reports include:

- 1) **Early Voting Survey: Overall Responses.** This report provides the overall responses to early voting, which were broken down as "positive" (29), "negative" (17), and "ambivalent" (19).
- 2) **Early Voting Survey: Absentee Issues.** This report summarizes the clerks' responses to various issues surrounding the current absentee voting process. The most often cited issues of concern were:
 - Limited staff (37%)
 - Election Day processing of ballots (26%)
 - Limited office hours (15%)
- 3) **Early Voting Survey: Early Voting Issues.** This report presents the clerks' responses to various issues related to early voting. The top issues of concern were:
 - Ballot security/storage (42%)
 - Lack of available space (25%)
 - Limited staff (23%)
 - Financial impact (20%)
- 4) **Early Voting Survey: Clerks Comments.** This report includes a sampling of the narrative comments made by responding clerks on the various issues of concern in the survey.

Compiled Data on Absentee Ballots Issued

The Secretary of State has required each municipality to report the number of absentee ballots issued for each election for the past several election cycles. Moreover, municipalities must report the election results immediately after each election. Until 2004, the State calculated the voter turnout figures for each municipality based on the municipality's votes cast for the office with the highest total statewide. In 2004, the Legislature implemented a requirement for each municipality to report the total ballots cast for the municipality (which includes ballots containing overvotes or undervotes).

To allow the Study Group to analyze changes in the number of absentee ballots issued since 2000, when "no reason" absentee voting was adopted, the Elections Division staff created a report which compared the total absentee ballots issued to either the highest office votes cast or the total ballots cast (as applicable) for the general elections of 2000, 2002, 2004 and 2006. To compare like elections, which usually have a similar turnout, the report groups the 2000 and 2004 Presidential Elections on the left side and the 2002 and 2006 Gubernatorial Elections on the right side of the report. The first part of the report is a county and statewide totals page, while subsequent pages of the report

break the information down by county and municipality figures. (See Appendix D for a copy of the “Report of Absentee Ballots Issued and Returned 2000-2006”)

Survey on Percentage of Absentee Voters Voting In-Person

To illustrate the prevalence of in-person absentee voting, Linda Cohen provided a summarized breakdown of absentee voting in Portland for the last several years. These numbers detail Portland’s increase in absentee voting in general, and in-person absentee voting in particular.

<i>Year</i>	<i>Type of Election</i>	<i>State Absentee Ballots Cast In-Person*</i>	<i>Total State Absentee Ballots Cast*</i>	<i>% of Total State Absentees Cast In-Person</i>
2002	Gubernatorial	1066	2796	38%
2003	Referendum	916	2008	46%
2004	Presidential	5541	10059	55%
2005	Referendum	1752	3470	50%
2006	Gubernatorial	1974	4986	39%

* *Note:* The number of in-person and total absentee ballots cast for Portland is actually double the numbers presented here, since each voter also cast a municipal ballot.

The Study Group decided to survey members of the Clerks’ Association again for the number of absentee ballots cast in-person (i.e. in the presence of the clerk) for each general election year, beginning in 2002 if possible. Because municipalities are not required to track this information, only 21 municipalities were able to provide data on in-person absentee voting rates for the general elections of 2002, 2004 and 2006. However, this small sampling shows that the percentage of absentee voters ranges from a low of 25.15% (Kittery) to a high of 62.9% (Hallowell). (See Appendix D for a copy of the report entitled “Percentage of Absentee Voters Voting In-Person”)

Information Gathered from Other States

The Study Group obtained an Absentee and Early Voting summary prepared by the National Conference of State Legislatures. The summary included a table of all states indicating when absentee ballots are cast and when they are counted. Based on this initial information, Phyllis Gardiner began a search of other state laws on “early voting”. This information gathering highlighted the difficulty of obtaining legitimate comparisons because of the variety of names given by the states to their version of early voting or in-person absentee voting. Some states allow in-person absentee voting prior to Election Day and call it early voting, while other states conduct actual early voting with the same voting machines or ballots used by voters on Election Day.

The Elections Division staff made follow-up contact to states to confirm which states conducted true “early voting” rather than just in-person absentee voting, and also to

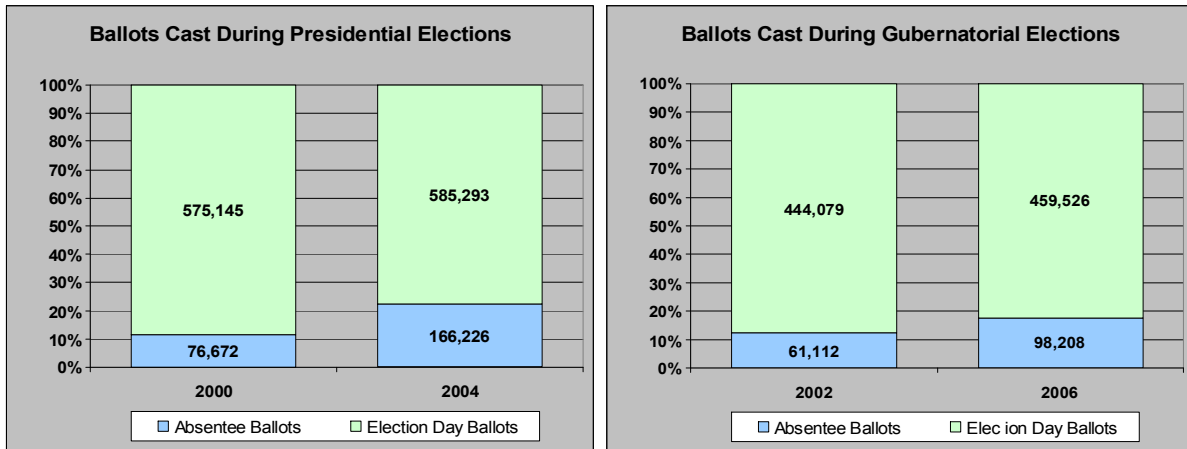
determine which states allow processing of absentee ballots before Election Day. In gathering and summarizing this information, the Study Group paid particular attention to the same issues surrounding early voting that were identified by group members and included in the survey of municipal clerks. *(See Appendix E for a copy of the “Summary of Other States that Allow Early Processing of Absentee Ballots (Before Election Day)”;* *the “Summary of Other States with ‘Early Voting’” and the “Summary of Early Voting Laws in Other States”)*

One issue that emerged from a conversation with state election officials in Maryland was the successful legal challenge to that state’s recently enacted early voting law, based upon language in Maryland’s State Constitution. This information led the Study Group to request that Phyllis Gardiner research that case and any others related to early voting. The results of that research are discussed in the next section of this report.

V. DISCUSSION AND ANALYSIS OF ISSUES

Increase in Absentee Voting

A review of the absentee voting reports in Appendix D clearly shows a trend toward increased use of absentee voting. Although the statewide percentage of absentee ballots cast between 2000 and 2002 increased only slightly (from just under 12% to just over 12%), bigger gains were seen in 2004. The 2004 percentage of absentee voting averaged 22% statewide, which was nearly double that of 2000. The percentage of absentee voting for the 2006 Gubernatorial election, while not as high as the 2004 percentage, was 17.6%, nearly 1 ½ times larger than the similar election in 2002.



It is expected that absentee voting for presidential elections will be higher than for the gubernatorial elections, given that uniformed service and overseas voters are more aware of the federal candidates. Additionally, the Federal Voting Assistance Program, which administers the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA), provides information and special mail handling programs to facilitate UOCAVA voting for the presidential elections.

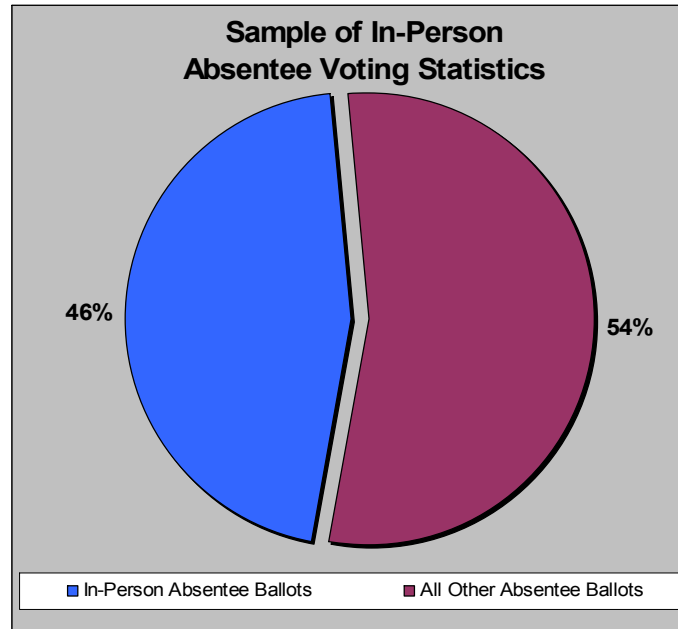
In 2004, over 1 in 5 Maine voters statewide cast an absentee ballot. In Cumberland County almost 1 in 3 voters chose to cast their ballot that way. It appears that many voters prefer the absentee process to voting at the polls on Election Day.

At the same time, many municipal clerks are finding the absentee voting process more and more difficult to maintain. The survey of municipal clerks highlights the concerns of limited staff, limited hours and the challenges of processing large numbers of absentee ballots on Election Day while the clerks are managing the number of voters still casting their ballots at the polls.

The steps involved with processing absentee ballots, handling and securing the voted ballots, and maintaining a tracking system for absentee ballots issued have led clerks to request a more streamlined method of voting before Election Day – and to support a true system of early voting.

Percentage of Absentee Voters Voting In-Person

Although a much smaller sample of municipalities (21) provided data on the percentage of absentee voters voting in-person, the majority of these jurisdictions (17) had more than 4 of every 10 absentee voters casting their ballot in-person, in the presence of the clerk.



In the “*Early Voting Survey: Absentee Issues Report*” and the “*Clerks Comments Report*” several clerks reported that the number of in-person ballots increases significantly in the last few days before the election. In fact, these clerks commented that absentee voting on the day before Election Day is becoming unmanageable – even to the point where voters are waiting in line for long periods of time to vote by absentee ballot so they can avoid waiting in line at the polls on Election Day!

This observation seems to support the idea that a streamlined in-person voting process just before Election Day would help alleviate the administrative burdens on municipal clerks’ offices while still providing access for voters to an easy and convenient voting process before Election Day.

Overall, Study Group members agreed that the current absentee ballot system is stressed and that an unusually high turnout and percentage of absentee voting would be impossible for them to handle. Regardless of whether early voting replaces the absentee process or is a supplement to it, Study Group members believe that something must be done to relieve the administrative burden on municipal election officials.

Alternatives to Early Voting

The municipal survey bolsters the Study Group's assessment that the administration of the absentee voting process has become overwhelming; however, clerks are divided as to the solution. Some clerks support implementation of early voting. Others state that the options of eliminating in-person absentee voting on the day before the election, or allowing the early processing of absentee ballots prior to Election Day, would be easier to administer than early voting and would obviate the need for an early voting system.

Therefore, although not specifically a charge of this study, Study Group members decided to explore these alternative ideas to assist clerks with the administrative concerns of processing an increasing number of in-person absentee ballots. While gathering information from other states on early voting, Elections Division staff also looked for information on cutoff dates for absentee or early voting as well as for information on processing absentee ballots before Election Day.

Cutoff for Absentee Voting before Election Day

Clerks who support a cutoff for in-person absentee voting at some time before Election Day expressed concerns regarding the large number of absentee voters who wish to vote on the day before the election. In many cases, clerks reported that voters were actually waiting longer to vote absentee than they would if they had voted at the polls on Election Day. The day before Election Day is the day on which clerks and registrars are generally doing all the final steps of election preparation, including verifying the list of absentee ballots received to date, printing the incoming voting list to be used at each voting place and completing the physical set-up of each voting place.

Clerks are being pulled in many different directions on the day before the election, including the handling of non-election business that the office conducts. Often the final work of verifying absentee ballots and printing the voting lists does not occur until after the clerk's office closes on Monday, as this is when the clerk has some uninterrupted time. Some clerks report that they must work late into the evening on Monday to accomplish everything, and are thus exhausted for Election Day.

Several of the states surveyed regarding early voting procedures report a cutoff of early voting or absentee voting on the second business day before the election. In states or counties with Saturday hours, this cutoff may be at the close of business on Saturday.

Early Processing of Absentee Ballots (Before Election Day)

Clerks who support the early processing of absentee ballots cite the difficulties of processing large numbers of absentee ballots while trying to manage Election Day activities. Extra staff is often needed for processing absentee ballots and in some municipalities it takes all day to complete the processing of all the absentee ballots.

Several of the states surveyed reported that they do some type of early processing of absentee ballots before Election Day, but most states do not count the ballots or report any results before the polls close on Election Day. Processing may include verifying signatures on the envelopes with the voters' registration cards or applications for the absentee ballot, opening the envelopes and flattening the ballots or putting the ballots into an optical scan tabulating machine or paper ballot box.

The Study Group thoroughly discussed the concept of early processing of absentee ballots as an option to alleviate the current strain on municipal resources during Election Day. The issues discussed related to the security of ballots, transparency of the process, and keeping the process similar to the one used for Election Day processing. Procedures for inspecting the ballots before processing, as well as for pollwatchers and challenging of ballots during processing will have to be provided, just as they are during Election Day processing.

Participants discussed the time frame for allowing inspection of absentee ballots before early processing begins and possibly increasing it to one hour. (The inspection time for ballots processed on Election Day is 30 minutes). The time of inspection would be listed on the Notice of Election. If some late-received absentee ballots are going to be processed on Election Day, that inspection period would have to be designated on the Notice of Election as well. Some participants were concerned about having two inspection times, but the Study Group understood that allowing early processing of absentee ballots would require additional measures for security and transparency.

Processing absentee ballots before Election Day will require that ballots and tabulating machines be secured overnight, and that election results are not produced from the tabulating machine or paper ballots are not counted until after the polls close on Election Day. Although the current requirements for absentee applications and envelopes provide more administrative burden for the municipal clerks, they also provide security and accountability for the ballots until they are cast. Therefore, the security of processed ballots will need to be carefully considered.

Early Voting

Definition of Early Voting

Maine already has in-person absentee voting, which many states define as "early voting". For discussion purposes, the Study Group considered early voting to be a time period before an election during which voters would have the opportunity to cast a ballot at a designated voting place within their municipality in the same manner as on Election Day.

Reasons for Early Voting

The Study Group discussed several reasons for implementing early voting. In some states with early voting, election officials report that voters like the assurance that

their ballots have actually been cast, instead of wondering whether their absentee ballots might not get counted when dropped off or mailed in for casting on Election Day. This sentiment was also expressed by some Maine clerks in the municipal survey. Voters have indicated to clerks a lack of faith in the absentee ballot process: they want assurance that their ballots are going to be secure and cast.

In other states, voters appreciate the extra day or days for voting, as a matter of convenience, and the dramatic increase of absentee voting in Maine seems to indicate the same trend. From the perspective of the Secretary of State's Office, the goal is always to promote voter turnout and to make voting as accessible as possible, while safeguarding the integrity of the election process. The adoption of an early voting process in Maine supports that goal.

Review of Maine Clerks' Surveys of Early Voting

It is interesting to note that the clerks reported some of the same issues of concern for early voting as they did for absentee voting, particularly limited staff and resources. The biggest issue for early voting, however, is ballot security/storage. Clerks take their responsibilities very seriously and know that to conduct early voting they will have to provide a location and a management process that is very secure, both while early voting is occurring and at the end of each day that early voting occurs.

Other concerns with early voting include the lack of available space in the clerk's office to conduct early voting, the time needed for set-up and management of an early voting location, and the issue of possible machine malfunctions for municipalities with optical scan tabulating machines. Municipalities that hold their own elections at the same time as statewide elections have an additional burden.

The fact that not all clerks believe they can safeguard early voting or provide the staffing and other resources to conduct early voting certainly has implications for the recommendations of the Study Group.

Review of Early Voting Laws in Other States

The survey of other states shows that the only states currently conducting early voting are those which have county-based (not municipality-based) election administration systems. The New England states, Michigan, and Wisconsin are the only states that administer federal and state elections at a municipal level. None of these states currently has early voting, although Michigan is considering legislation to adopt it. The states with county-based administration may only have a single voting site available for early voting, in the county clerk's office, where the county sheriff or other law enforcement personnel can safeguard the voted ballots. Adopting such a system in Maine, with over 500 municipal election jurisdictions, is a challenge that will need to be carefully considered before implementation.

There are nine states that provided more detailed information about early voting. The specific processes vary from state to state, but there are certain elements common to early voting across these states. Some of these include:

- The early voting period is between 10 and 15 days in length;
- Some states have early voting in place of in-person absentee voting;
- Some states require set hours for early voting, while others allow county election administrators to set the voting times with certain minimum hours;
- Some states allow State election administrators to establish early voting locations, while others allow the county election officials to do so;
- Some states have the voter sign an application or certificate for early voting, while others have an early voting list or roster that the voters must sign;
- All states require some form of security which is set by rule or identified in a plan (e.g. ballot boxes or machines must be sealed, the number of voters/ballots issued each day must be tracked and there must be a reconciliation of the number of ballots cast with the number of voters checked off the list as having voted);
- Most states allow for the challenging of early voters and provide for provisional ballots;
- Most states allow for pollwatchers or observers;
- Several states specifically allow the counting of an early voted ballot if the voter dies before Election Day (*Note: in Maine, absentee ballots are not opened or counted if the voter dies before the polls open on Election Day*); and
- One state, North Carolina, requires counties to submit a plan to the State and be approved to offer early voting (called “one-stop” voting); the State has standards for early voting and approves the county plans that comply.

Analysis of Early Voting Issues

Constitutional Issues

Early voting laws have been challenged in court in a few other states. In Oregon, Texas and Tennessee, the argument was made that those states' laws allowing early voting conflicted with federal statutes, which establish the first Tuesday after the first Monday in November in even numbered years as Election Day for all federal office holders, nationwide. *See* 2 U.S.C. §§ 1, 7 and 3 U.S.C. § 1. In each of these cases,² the federal courts upheld the state's early voting laws, reasoning that the federal statute merely establishes the date on which the election for federal offices must be consummated, and does not preclude states from allowing votes to be cast early as long as the election is not concluded until the polls close on Election Day. The courts were heavily influenced by congressional approval of absentee voting.

The Court of Appeals in Maryland recently ruled that Maryland's early voting statute is in conflict with a provision in the state constitution specifying that all general elections "shall be held on the Tuesday next after the first Monday in the month of November." Md. Const., art. XV, §7; *Lamone v. Capozzi*, 912 A.2d 674 (Md. 2006). The court concluded that the Maryland Constitution recognizes only two methods of voting -- in person voting and absentee balloting -- and it held that early voting was not a form of absentee balloting since it was not limited to people who would be absent or otherwise unable to get to the polls on Election Day.³

This appears to be the only court decision addressing a challenge to early voting on state constitutional grounds that has been reported so far, even though many states have constitutional provisions establishing the Tuesday following the first Monday in November as Election Day.

If the Legislature decides to adopt early voting statewide, following implementation of the pilot recommended in this study, it may be appropriate to consider amending Maine's Constitution at the same time in order to eliminate the risk that an early voting statute would be challenged on these grounds.

² *Millsaps v. Thompson*, 259 F.3d 535 (6th Cir. 2001)(upholding Tennessee early voting statutes); *Voting Integrity Project, Inc. v. Keisling*, 259 F.3d 1169 (9th Cir. 2001)(upholding Oregon vote by mail statutes); and *Voting Integrity Project Inc. v. Bomer*, 199 F.3d 773 (5th Cir.), *cert. denied*, 530 U.S. 1230 (2000) (upholding Texas early voting statutes).

³ The provision in the Maryland Constitution on absentee voting is somewhat similar to Maine's in that it authorizes the Legislature to provide for absentee voting by those who are "absent at the time of any election in which they are entitled to vote" or who "are unable to vote personally." Md. Const., art. I, §3.

Implementation Issues

The first issue to be considered is the *applicability of an early voting program*; whether the program should be a:

- 1) **Mandatory system - applicable to all municipalities.** The fact that Maine clerks are not universally supportive of early voting as the solution to the administrative burdens of increased absentee voting argues against the implementation of a mandatory process statewide. Clerks from large and small municipalities shared their concerns about providing adequate staff and security for early voting. It doesn't seem prudent, therefore, to implement a mandatory system when the administrators of the system aren't prepared or able to provide the necessary staffing or security.
- 2) **Tiered system – applicable only to certain municipalities (i.e. municipalities of a certain size or meeting other criteria).** There are several election statutes that use a tiered approach; for example, poll opening times apply to municipalities based on their size. Since there aren't any obvious criteria on which to establish such a tiered system for early voting this does not seem to be a viable option.
- 3) **Optional system – applicable only to municipalities that choose to use it for an election.** There are several municipalities that seem willing and able to adopt early voting, and assert that they are prepared to implement appropriate security measures and provide sufficient resources to accomplish it. This fact argues most strongly for an optional system. However, even with an optional system, the State must provide some uniform standards for the process to ensure that municipalities that opt to conduct early voting can actually provide a successful implementation. Another factor to consider in an optional system is who should have the authority to opt for or approve early voting in a municipality; e.g. State election officials, the municipal officers, the municipal clerk, etc.

Another important issue is how to *safeguard the integrity of the election*; ensuring that voters who cast an early voted ballot are tracked and can only vote once for an election. Other early voting states have achieved this goal in the following ways:

- 1) **Voters sign an application or certificate for early voting.** Because in-person absentee voters in Maine do not have to complete an application, requiring an application or certificate for an early voter would seem to increase the paperwork burden for the election officials and do little to streamline the voting process.
- 2) **Voters sign the early voting list or roster.** Although voters on Election Day do not sign the incoming voting list, employing this option for early voters provides an important safeguard without adding a layer of paperwork for the election officials. One issue, however, is that voters' signatures are not currently public information pursuant to 21-A MRSA §196; so if early voters sign the early voting list, the list itself could not be copied and the names of early voters would have to be provided to the public by other means.

The security of voted ballots is a third matter to be considered. Different methods may need to be devised for municipalities that use optical scan tabulating machines and those with hand-counted paper ballots. There are three options that could be used for securing voted ballots:

- 1) **Remove voted ballots from the ballot box at the end of each day of early voting and store the ballots in sealed tamper-proof containers.** This method would most likely be used for municipalities with optical scan tabulators. Since the ballots from the “fully-counted bin” of the ballot box have been tabulated by the machine, the ballots could be safely stored in sealed tamper-proof containers, just as they would be on election night. The ballots from the “not fully counted” bin of the ballot box may have ballots with write-in names to be recorded or ballots with voter intent to be discerned and manually tallied. It would be important to separately seal these ballots in tamper-proof containers and ensure that the ballots are unsealed, reviewed and tallied (if applicable) after the polls close on election night.
- 2) **Leave the ballots in the ballot box at the end of each day, but seal the bins (tabulating machines) or the slide opening (hand-count ballot box) each day with a numbered seal or seal tape.** This option is not as viable for optical scan tabulators, since the “fully counted bin” will become full periodically, and the ballots removed and sealed in tamper-proof containers, just as they would be on Election Day. For hand-count municipalities, this option would probably work best, since none of the ballots has been counted; so long as the ballot box is opened at the end of each day and a reconciliation is performed to compare the number of ballots cast with the number of voter list signatures for that day. The ballots would not be counted as to votes for any race or question, and the ballot box would be sealed by some mechanism that covers the opening of the slide compartment and lock hasp after the reconciliation is completed.
- 3) **Use a combination of removing ballots and keeping some ballots in the ballot box.** This process would make most sense for municipalities with optical scan machines. The ballots from the “fully counted bin” would be removed as the ballot box got full and at the end of each early voting day. All of these ballots would be sealed in tamper-proof containers. The ballots from the “not fully counted” bin could be banded at the end of each day, and the packet of ballots placed back in the ballot box bin. The bin would then be sealed using a numbered seal or with numbered seal tape.

In each of these situations, the voting machines and ballot boxes must be stored each night in a secure location with limited access by election officials, and provisions must be in place to ensure that no single election official can access the ballots or machines unaccompanied.

The confidentiality of election results before Election Day must also be considered. Under current law, results from ballots cast into tabulating machines by

Election Day voters, or for processed absentee ballots, are considered confidential and no results may be tallied or released to the public until all ballots have been cast and the polls closed. The underlying public policy is to ensure that voters who have not yet voted in an election are not influenced to vote differently because of partial results becoming public. The same policy would seem to support preventing the release of results from early voted ballots before the close of the polls on Election Day. A related concept is whether to separately track and count early voted ballots and absentee or Election Day ballots. One reason to do this is to facilitate ballot reconciliation and auditing, which promotes transparency and accountability in the process. An argument against this is that if results remain segregated, and only a small number of people cast an early voted ballot, the secrecy of those voters' ballots could be compromised.

Another important issue is the *timing of early voting*. If the early voting process is intended to alleviate the influx of in-person absentee voting that occurs in the days just before an election, it would seem that early voting should be offered during the week before the election. This would make it possible for municipalities to separately staff and maintain a more streamlined voting effort for in-person voting, at a time when the largest number of those voters cast their ballots in the presence of the clerk. The length of time during which early voting is offered should not be so large that it becomes impossible for the clerks to adequately staff and secure the voting process.

A related consideration is *whether early voting replaces or is supplemental to in-person absentee voting*. In order to allow municipal election officials to adequately staff and manage the early voting process, it seems prudent not to require them to conduct early voting and in-person absentee voting at the same time. However, before the early voting period begins, clerks should be able to conduct the regular in-person absentee voting process in the clerk's office as soon as absentee ballots become available (which may be as early as 45 days before an election).

Voting system and central voter registration system issues must also be addressed for early voting, as follows:

- 1) **Optical scan tabulating machines** - The primary issue is whether these machines are capable of handling early voting (e.g. whether the power packs and memory cards would be affected by repeatedly turning the machines on and off). The vendor for the Accu-Vote machines, LHS Associates, confirmed that there would be no problem with the machine or the memory pack if the machine were to be unplugged each night and plugged in again each morning for several days. There also would be no problem with the information stored in the memory pack when the machine is unplugged on the last day of early voting and plugged in for printing results on election night. However, the vendor recommends using different machines for early voting and the processing of absentee ballots, with the memory card for early voting remaining sealed in the machine from the end of early voting until the results are totaled on election night. This eliminates the possibility of early voting information being lost if the memory card is removed and stored elsewhere and something happens to the card.

- 2) **Accessible Voting System (AVS) Issues** - Because we have defined early voting to be a time period before an election during which voters would have the opportunity to cast a ballot at a designated voting place within their municipality in the same manner as on Election Day, it is the opinion of the Secretary of State that the AVS would have to be available at each early voting site. The infrastructure to support an AVS unit includes a dedicated phone line and electrical outlet for a phone/fax machine. If early voting will not be conducted at the same location as Election Day voting, municipalities will have to arrange for the required infrastructure to be installed.
- 3) **Central Voter Registration (CVR) system** – The current CVR software application allows municipalities to print their Incoming Voter Lists for Election Day and to track the required information for processing absentee ballots. If the early voting process is adopted by the Legislature for use across the state, the Division of Elections will need to evaluate the CVR for any changes that could be made to the software to facilitate management of early voting.

Other logistical issues to be considered for early voting include:

- 1) Set-up and physical accessibility of the polling place for early voting;
- 2) Staffing for early voting (deputy clerks or election clerks);
- 3) Pollwatching and challenged ballots; and
- 4) Notice of the early voting process.

When establishing these procedures, it will be of paramount importance to provide a process that is transparent to the public and protects the integrity of the election process. Therefore, a good place to start is to review the current Election Day procedures and determine what changes, if any, should be made to accommodate early voting.

THIS PAGE INTENTIONALLY LEFT BLANK

V. RECOMMENDATIONS AND CONCLUSIONS

Recommendation 1:

Establish Cutoff Dates for In-person Absentee Voting and Issuing Absentee Ballots

The Study Group's first recommendation is to establish a cutoff date for in-person absentee voting. The need to preserve the day before Election Day for preparation was already evident before the Study Group on Early Voting was formed. Such a provision was included in the Secretary of State's proposed bill, L.D. 1761, "An Act To Amend the Election Laws," the relevant portion of which is reprinted here:

Sec. 48. 21-A MRSA §753-B, sub-§8, as amended by PL 2005, c. 568, §19, is further amended to read:

8. Absentee voting in presence of clerk. A person who wishes to vote by absentee ballot may, without completing an application, vote by absentee ballot in the presence of the clerk, starting as soon as the ballots are available in the clerk's office and ending at the close of business on the 2nd business day before the election. On the day before Election Day and on Election Day, absentee voting is limited to ballots requested in writing pursuant to section 753-A and issued pursuant to this section for voting outside the presence of the clerk. The method of voting is otherwise as prescribed in this article. After the person has voted, the clerk shall sign the affidavit on the return envelope as a witness, indicate on the envelope that the voter voted in the presence of a clerk and ensure that the affidavit on the return envelope is properly completed by the voter. For the 45 days preceding an election, during the hours when the clerk's office is open and may be conducting absentee voting, the display or distribution of ~~any~~ advertising material intended to influence a voter's decision regarding a candidate or question on the ballot for that election is prohibited within the clerk's office and on public property within 250 feet of the entrance to the building in which the clerk's office is located.

For the same reasons, L.D. 1761 proposes, and the Study Group on Early Voting recommends, that municipal clerks not be required to issue a ballot by mail to an address outside the municipality for a voter whose request is received on the day before Election Day or to any voter whose request is received on Election Day.

The municipal clerk would still be required to provide absentee ballots in response to third-person requests. Additionally, a voter unable to vote in person at the polls on Election Day could obtain a ballot by completing an application and voting the ballot outside the presence of the clerk. The voter could then hand-deliver the ballot back to the clerk either the same day or on Election Day.

These absentee voting deadlines have been enacted in several other states, and they do not significantly restrict a voter's opportunity to cast a ballot. Both of these changes would provide election officials with a sufficient amount of time on the Monday before Election Day to prepare for the election and not compromise the accuracy and integrity of the voting process.

Recommendation 2:
Allow Early Processing of Absentee Ballots (Municipal Option)

The Study Group's second recommendation is to allow municipal clerks the option of processing absentee ballots on the day before Election Day. If the Legislature wishes to adopt this recommendation, the Secretary of State could draft an amendment to effect this change in L.D. 1761.

Under this recommendation:

- Processing would take place at a designated time between 9:00 a.m. and 9:00 p.m., at the clerk's discretion.
- Processing times would be designated in the Notice of Election.
- Municipalities would notify the parties and the Secretary of State by mail of the intent to process absentee ballots early.
- An adequate amount of time for inspection of absentee lists and envelopes (one hour before the start of ballot processing) would be provided and referenced in the notice.
- Ballots would not be counted and voter intent not determined until the polls close on Election Day.
- Ballots would remain secure in sealed, tamper-proof containers, or in sealed optical scan or hand-count ballot boxes.
- Procedures for handling full ballot boxes, pollwatching and challenging ballots would be the same as on Election Day.

Absentee voting has increased to the point where it has doubled in some municipalities over the last six years. Many municipalities no longer have the human resources or the time on Election Day to process absentee ballots. Allowing absentee ballots to be processed on the day before Election Day would not only provide relief to election officials, but would provide the parties with a longer period for inspection and a less hectic atmosphere for the process.

Recommendation 3:
Conduct a Pilot Program for Early Voting during the November 6, 2007
Referendum Election

The Study Group's third recommendation is to change the date for the pilot program to the November 6, 2007, Referendum Election, and to direct the Secretary of State to conduct the pilot according to the Pilot Plan and the Uniform Guidelines for Early Voting provided later in this recommendation. For the pilot program, the Uniform Guidelines for Early Voting would apply only to the municipalities selected by the Secretary of State to participate in the pilot (i.e. other municipalities could not opt to participate).

Pursuant to the Resolves of 2005, c. 70 "Resolve, Directing the Secretary of State to Design a Pilot Program for Early Voting", the Secretary of State was charged with designing an early voting pilot program for the November 2008 general election. After careful consideration of early voting, the Early Voting Study Group determined that a pilot program would be better introduced for the November 6, 2007 election. This determination is based on a number of factors:

1. Turnout for the November 2007 Referendum Election will be significantly less than turnout for the November 2008 Presidential Election. It would be far easier to work out any potential problems at an election with lower turnout.
2. After the pilot is held, the Division of Elections can identify any problems with the current plans and make necessary corrections.

Pilot Plan

Three municipalities have expressed an interest in participating in the pilot program: Portland, Bangor and Readfield. Portland and Bangor represent two of the larger municipalities in the State which have both experienced a dramatic increase in absentee voting activity. Both Portland and Bangor currently utilize optical scan voting tabulators. Readfield represents a smaller municipality (2,100 registered voters) that uses hand-counted paper ballots. The Secretary of State would also like to recruit one additional small municipality with hand-counted paper ballots for the pilot.

All municipalities participating in the pilot would be required to submit an Early Voting Plan as described later in this report. The Secretary of State would work with each municipality to ensure that the Early Voting Plan addresses all pertinent subjects. The Division of Elections would also facilitate one or more meetings for all participants so that the election officials from each municipality could share concerns and ideas for effective implementation.

Crucial to the success of the early voting pilot program will be effective tracking of early voting activity. Although the State's Central Voter Registration system (CVR) does not currently have a module designed for this purpose, for the pilot program, the State will work with the participating municipalities to design a manual program for tracking voter

participation. Pilot participants could manually mark the Election Day incoming voting list with the designation “EV” to indicate which voters have cast an early ballot.

The Early Voting Study Group does not recommend making any programming changes to the CVR until the Legislature votes on whether it wants to permanently adopt early voting. At that point, a CVR report could be designed to include an image of the voter’s signature on the incoming early voting list. Additionally, the CVR could pre-mark the Election Day incoming voting list with an “EV” designation.

Uniform Guidelines for Early Voting

Early voting is defined as a time period before an election during which voters would have the opportunity to cast a ballot at a designated voting place within their municipality in the same manner as on Election Day.

Early voting would be optional for each municipality. The municipal clerk, in consultation with the municipal officers, would determine if the municipality wishes to participate in the early voting program for an election. Before each election at which a municipality decides to offer early voting, the municipality would have to submit an Early Voting Plan to the Secretary of State.

For municipalities choosing to offer early voting during the prescribed early voting period, early voting would take the place of in-person absentee voting during that time period. Municipalities offering early voting would be required to offer in-person absentee voting prior to the commencement of early voting.

Early Voting Plan

Municipalities wishing to offer early voting before any election would be required to file a plan with the Secretary of State’s Office not less than 60 days before early voting is scheduled to begin. The purpose of the plan would be to assure that the municipality had adequate staffing, storage space and security measures in place to handle early voting. The Secretary of State would respond to early voting plans (by approving, disapproving, or approving with conditions) no less than 45 days before early voting begins. Plans would be submitted on an application form designed by the Secretary of State and would include all information the Secretary of State deems necessary in order to determine if the municipality meets all the requirements to hold early voting.

Timeframe for Early Voting

Early voting would be conducted during the period of Monday through Friday immediately preceding Election Day. Early voting must be offered during the time that the clerk’s office is regularly opened during the regular work week. Municipalities, at their discretion, could also choose to offer early voting during extended hours, such as evening hours or on the Saturday immediately preceding the election. The days and hours that early voting would be offered in each municipality would be included in that municipality’s Early Voting Plan. Any hours offered that are beyond the regular hours of the State (8 a.m. to 5 p.m., Monday-Friday) would have to be approved by the Secretary of State.

Location for Early Voting

Early Voting would take place in one location per municipality. The location, chosen by the municipal clerk, would generally be the municipal office, but it could be an off-site location if that location were found to be more desirable and more fully meet the needs of the municipality. The clerk would be required to identify the selected location in the Early Voting Plan. At a minimum, the location would need to meet the following requirements:

1) Be accessible for persons with disabilities. The designated early voting site would have to meet ADA accessibility requirements, as do all polling places currently. Accessibility includes physical accessibility, but also requires the use of the Accessible Voting System (AVS). Municipalities would need to demonstrate that the AVS is operable in the chosen location, including documentation that a dedicated phone line is available for use of the phone-fax combination.

2) Be of adequate size. The polling place must meet the requirements of a polling place as provided for in Title 21-A, Maine Law on Elections, section 627. The clerk would have to include a diagram, including dimensions, of the Early Voting site in the Early Voting Plan. The polling place must include a guardrail which is constructed so that only those inside its enclosure can approach within 6 feet of the ballot box and the voting booths. Voting booths must be of an adequate number to prevent long lines for those choosing to vote early.

The early voting location must be large enough to allow at least one poll watcher from each political party to remain outside the guardrail.

3) Be available for the entire early voting time. If a municipality is using a location that is not owned by the municipality, the municipal clerk must include in the Early Voting Plan documentation that the site is available for the entire early voting period.

Security

It would be the responsibility of the municipality to guarantee adequate security for the early voting ballots. All ballots, ballot boxes and ballot tabulators must be properly secured before, during and after the time when early voting is taking place. The Early Voting Plan must detail the procedures and mechanisms that the municipality will take to ensure proper security.

While final policy decisions for security would be left to each municipality, provisions should include:

- A locked area (vault or closet) accessible only by the municipal clerk. All ballots, ballot boxes, tabulators and incoming voting lists should be secured in this area when not being used for early voting.

- Description of the methods the municipality will utilize to detect any tampering – including use of plastic or paper seals and/or certificates with signatures of appropriate election officials.
- The security plan must also include how the municipal clerk would prevent the premature release of election results. The clerk would be responsible for preventing tabulation of election results prior to Election Day. No person may have access to the results on the tabulating machine used for early voting prior to election night. *Note: the Legislature may wish to put this prohibition into the election laws now, so that it would be in place for the pilot.*

Reconciliation of Ballots Cast

On a daily basis, the municipal clerk would be required to ensure that the total number of ballots cast is equal to the number of signatures on the early voting incoming list. Municipalities using optical scan tabulators could accomplish this by comparing the number of signatures on the incoming list to the public counter on the tabulator. After daily reconciliation, the election officials would follow the procedures outlined in Section IV of this report for security of voted ballots (*see page 21*).

Municipalities using hand-counted ballots would need to open the ballot box to count the number of ballots in the box. Election officials performing this task must be instructed to count the number of ballots without unfolding them, thus concealing how voters marked their ballots. Ballots would then be banded, with the date marked on a separate sheet of paper, and then returned to the ballot box. After the polls have closed on election night, the bands and date sheets must be removed so that the ballots can be intermixed with all other ballots (Election Day and absentee ballots) for counting.

Staffing

The municipal clerk would be the supervisor of early voting. The clerk must ensure that adequate staffing is available on-hand at all times to conduct early voting. The clerk should be assisted by sworn deputy clerks or assistant clerks. While the municipal clerk could choose to use election clerks nominated by the political parties and appointed by the municipal officers, the Secretary of State realizes it may be difficult to secure the services of these election clerks on a date that is not Election Day or for an extended period of time. Therefore, the Study Group does not recommend the mandatory use of election clerks.

Notice of Early Voting

Upon the Secretary of State's approval of the municipality's Early Voting Plan, the municipal clerk is required to post the location and hours of early voting in at least one location within the municipality. The municipal clerk shall also send a copy of the approved Early Voting Plan to the municipal committee of each qualified party. The Secretary of State shall give notice to the State committee of each party of which towns have been approved for early voting. The Secretary of State shall also post a list of approved early voting municipalities on the Department's official web site.

Early Voting Procedure

The procedure for early voting would be essentially the same as on Election Day, and any provisions relating to Election Day activities in Title 21-A, Maine Law on Elections, would apply, including, but not limited to, provisions for political activities at the voting place, petitioners, poll watchers, candidates and challenges. An early voter who is not already registered to vote must be allowed to register and vote. If the voter cannot provide sufficient proof of identity or residency, the voter must vote a challenged ballot, as required by law.

The incoming voting list that will be used for early voting will be slightly different than the one used for Election Day voting, as the early voting incoming list would include an image of the voter's signature as well as a space for the early voter to sign the list. This step would provide an additional check and balance to allow the clerks to reconcile the number of early ballots cast.

Election officials would be required to enter into the CVR which voters have cast an early ballot. That fact would be indicated on the Election Day incoming list to prevent voters from voting twice. This is similar to the practice used for absentee voters currently.

Recommendation 4: **Secretary of State to Report to the Legislature by January 15, 2008, about the Pilot Program**

The Study Group's final recommendation is that the Secretary of State report back to the Second Regular Session of the 123rd Legislature with an analysis of the pilot program, including a recommendation for adopting early voting statewide. Legislative changes could be made to the appropriate statutes, and the Maine Constitution, if the Legislature chooses to adopt early voting as a permanent election practice. The Elections Division could then fully implement early voting prior to the 2008 general election.

Conclusions

The Study Group believes that the recommendations, conclusions and design of a pilot program for early voting outlined in this report, meet the requirements of the Legislature's Resolves of 2005, c. 70, as well as the goals the Study Group established at the outset of the project:

- 1) To enhance privacy and confidentiality;
- 2) To relieve administrative overhead;
- 3) To maintain integrity of the voting process; and
- 4) To maintain or enhance access to the voting process.

The changes to the State's current absentee voting processes recommended here, while not a part of the Group's official charge, would also help the State meet the goals established by the Study Group, whether implemented independently or in conjunction with early voting.

The Study Group recommends that the changes to the absentee voting processes outlined in this report, which may be implemented without a pilot program, be enacted during the First Regular Session of the 123rd Legislature, and thus be in effect for the November 6, 2007, Referendum Election. As mentioned previously in this report, voter turnout at the referendum election is predicted to be significantly less than at the November 2008 Presidential Election. Allowing the municipal election officials to become familiar with these changes during an off-year election would help to ensure the integrity of the election process and be a great benefit to both the election officials and the voters.

Appendix A

RESOLVES
First Special Session of the 122nd

CHAPTER 70
S.P. 401 - L.D. 1173

Resolve, Directing the Secretary of State To Design a Pilot Program for Early Voting

Sec. 1. Secretary of State to design pilot program for early voting. Resolved: That the Secretary of State shall design a pilot program for early voting for the general election to be held in November 2008. The Secretary of State shall select one municipality that is willing and able to be the pilot municipality and may select an additional municipality or municipalities to participate in the pilot program at the discretion of the Secretary of State and with the consent of the municipalities. In designing the pilot program, the Secretary of State may consult with other states that have early voting laws in order to use best practices of those states; and be it further

Sec. 2. Reporting date established. Resolved: That the Secretary of State shall submit a report by February 15, 2007 to the joint standing committee of the Legislature having jurisdiction over legal and veterans affairs detailing the plan for conducting a pilot program for early voting and outlining any issues of concern. The committee shall review the plan and by May 1, 2007 may submit legislation to the First Regular Session of the 123rd Legislature to authorize the Secretary of State to conduct the pilot program for the November 2008 general election.

Effective September 17, 2005.

Appendix B

Early Voting Study Group Membership

Matt Dunlap, Secretary of State, *ex officio*

Julie L. Flynn, Deputy Secretary of State for Corporations, Elections & Commissions

Municipal Clerks

Patty Brochu, City of Old Town

Connie Brown, Town of Orland

Linda Cohen, City of Portland

Nadeen Daniels, Town of Cumberland

Patti Dubois, City of Bangor

Deanna Hallett, City of Hallowell

Ruth Lyons, Town of Topsham

Kathleen Montejo, City of Lewiston

Sue Mooney, City of South Portland

Nancy Nichols, City of Presque Isle

Paula Peers, Town of Caswell

Wendy Rawski, Town of Eliot

Fran Smith, Town of Brunswick

Secretary of State staff

Melissa Packard, Director of Elections

Tina Means, Assistant Dir. of Elections

Katharine Moore, Accessibility Manager

Johnnie Meehl, CVR Manager

Attorney General's Office

Phyllis Gardiner, Assistant Attorney General

Legislature

Danielle Fox Policy Analyst, Legal and Veterans Affairs Committee

Appendix C

Municipal Survey on Early Voting February 1, 2007

Municipality Name:

Name/Title of Person Responding:

The Secretary of State is conducting a study of early voting, along with municipal clerks from several municipalities, and staff from the Office of the Attorney General and the Legal and Veterans Affairs Committee. We are looking for your feedback on issues surrounding early voting and absentee voting.

1. Do you have any problems or issues dealing with absentee voting (such as security for the ballots, limited staff, limited office hours, processing during Election Day, etc.)?
2. Do you have any ideas or concerns about early voting (casting ballots before the election, directly into the ballot box or optical scan machine)?
3. The Study Group is reviewing other states procedures and laws, and will be considering the following items. If you have any comments about any of these items, or have any other items you think we should consider, please respond.

What - Definition of "early voting"

When - Time frame

Where – Location where early voting would take place

Who - Election management personnel

How:

- Will it replace in-person absentee voting, or be a supplement to absentee voting
- Two-tiered system (optional or mandatory?)
- Security; dealing with full ballot boxes
- Challenge process and poll watching
- Financial impact
- Management of process
- Petitioners and opponents; electioneering/campaigning
- Privacy and confidentiality
- "Transparency"
- Public education
- Affect on local elections and local ballot creation
- Adequate space, availability, accessibility, advertising location

Please provide your responses to Julie Flynn by email Julie.Flynn@maine.gov by February 8, 2007. If you can't meet that deadline, please forward your response as quickly as possible.

Appendix C: Early Voting Survey: Overall Responses

Municipality	Registered Voters	Name	Title
Positive Responses			
AUGUSTA	15,289	Barbara Wardwell	Municipal Clerk
BANGOR	21,118	Patti Dubois	Clerk
BELFAST	4,888	Robert Fogg	City Clerk
BOOTHBAY HARBOR	2,133	Pat Wheeler	Clerk
BRADLEY	1,178	Melissa Doane	Clerk
BREWER	7,843	Archie Verow	Clerk
BRUNSWICK	14,653	Fran Smith	Clerk
CAPE ELIZABETH	6,268	April Cohen-Tracy	Clerk
CARIBOU	6,547	Judy Corrow	Clerk
CHELSEA	2,049	Judith Jones	Town Clerk / Registrar
CHINA	3,027	Becky Hapgood	Clerk
FAIRFIELD	4,514	Tracey L. Stevens	Town Clerk/Voter Registrar
FREEPORT	6,305	Beverly Curry	Clerk
FRYE ISLAND	109	Wayne Fournier	Town Manager - Clerk - Reg
HALLOWELL	2,230	Deanna M. Hallett	City Clerk/Registrar
HIRAM	1,080	Marylou Stacey	Town Clerk
HOULTON	4,273	Cathy O'Leary	Clerk
JAY	3,760	Ronda Palmer	Office Manager
MINOT	1,804	Nikki Verrill	Clerk
NEW GLOUCESTER	3,765	Barbara Seaver	Registrar of Voters
NORTH YARMOUTH	3,440	Debbie Allen	Office Manager
RAYMOND	4,114	Louise H. Lester	Town Clerk
READFIELD	2,099	Robin Lint	Clerk/Registrar
TURNER	3,710	Eva Leavitt	Clerk
WESTBROOK	14,860	Ruth Noble	Clerk
WINDHAM	11,320	Linda Morrell	Town Clerk
WINTHROP	4,692	Lisa Gilliam	Town Clerk
YARMOUTH	7,265	Jennifer Doten	Town Clerk
YORK	10,358	Mary-Anne Szeniewski	Clerk/Registrar

Early Voting Survey: Overall Responses

Municipality	Registered Voters	Name	Title
Average Number of Voters:	6,024		29 Positive
Negative Responses			
ALFRED	2,148	Andrew J. Bors	Town Clerk
BRIDGTON	4,381	Laurie L. Chadbourne	Town Clerk/Registrar of Vot
FARMINGTON	7,753	Leanne E Pinkham	Town Clerk
FORT FAIRFIELD	2,463	Mary A. Whitmore	Clerk
GREENE	3,248	Sally Hebert / Charles Noona	Deputy Town Clerk/Town C
LAMOINE	1,416	Stuart Marckoon	Deputy clerk
MARIAVILLE	321	Lucinda Sargent	Clerk
MILLINOCKET	4,222	Roxanne Johnson	Municipal Clerk/Registrar of
NEW LIMERICK	396	Judy Nightingale	Clerk
OLD ORCHARD BEACH	7,167	Kim McLaughlin	Town Clerk
POLAND	4,063	Judith Akers	Clerk
ROCKLAND	5,118	Stuart Sylvester	Clerk
SHAPLEIGH	1,881	Joanne Rankin	Town Clerk
SKOWHEGAN	6,589	Rhonda Stark	Town Clerk
WAYNE	1,012	Audrey Goucher	Town Clerk
WEST GARDINER	2,656	Nancy O'Laughlin	Clerk/Registrar
WOODSTOCK	989	Vern Maxfield	Town Manager
Average Number of Voters:	3,284		17 Negative
Ambivalent Responses			
ACTON	2,173	Jennifer Roux	Town Clerk / Registrar
BAR HARBOR	3,941	Patricia A. Gray	Town Clerk/Registrar of Vot
BETHEL	2,097	Christen Mason	Town Clerk
EASTON	939	Cheryl Clark	Clerk
FAYETTE	877	Clarissa Jean Wheeler	Deputy Clerk & Registrar
GORHAM	11,404	Christina Silberman	Town Clerk
GREAT POND	37	Joan Archer	Clerk
HAMPDEN	5,620	Denise Hodsdon	Town Clerk

Early Voting Survey: Overall Responses

Municipality	Registered Voters	Name	Title
HANOVER	216	Clem Worcester	Town clerk
HOLDEN	2,546	Wanda Libbey	Deputy Clerk/Registrar
LINCOLN	3,279	Lisa J. Goodwin	Town Clerk
LITCHFIELD	2,405	Doris Parlin	Clerk
MOUNT VERNON	1,313	Rachel Meader	Town Clerk
ROME	820	Jackie Knight	Town Clerk / Registrar
SANGERVILLE	1,093	Alvina Church	Clerk/Registrar
SMITHFIELD	740	Linda French	Town Clerk & Registrar of V
WALES	1,194	Donna Simoneau	Clerk
WESTON	179	Margaret Frye	Adm. Assistant
WINSLOW	6,228	Pam Smiley	Town Clerk
Average Number of Voters:	2,479		19 Ambivalent
			<hr/> 65 Total Responses <hr/>

Appendix C: Early Voting Survey: Absentee Issues

Municipality	Limited Staff	Limited Space	Limited Hours	Election Day	Privacy / Confidentiality	Paper Jams / Malfunctions	Ballot Storage	Financial Impact
ACTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ALFRED	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
AUGUSTA	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BANGOR	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BAR HARBOR	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BELFAST	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BETHEL	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BOOTHBAY HARBOR	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRADLEY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BREWER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRIDGTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRUNSWICK	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CAPE ELIZABETH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CARIBOU	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CHELSEA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CHINA	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
EASTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FAIRFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FARMINGTON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
FAYETTE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FORT FAIRFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FREEPORT	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FRYE ISLAND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Early Voting Survey: Absentee Issues

Municipality	Limited Staff	Limited Space	Limited Hours	Election Day	Privacy / Confidentiality	Paper Jams / Malfunctions	Ballot Storage	Financial Impact
GORHAM	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
GREAT POND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
GREENE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HALLOWELL	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HAMPDEN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HANOVER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HIRAM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HOLDEN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HOULTON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
JAY	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
LAMOINE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LINCOLN	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LITCHFIELD	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MARIAVILLE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MILLINOCKET	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MINOT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MOUNT VERNON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NEW GLOUCESTER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NEW LIMERICK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NORTH YARMOUTH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
OLD ORCHARD BEACH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
POLAND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
RAYMOND	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Early Voting Survey: Absentee Issues

Municipality	Limited Staff	Limited Space	Limited Hours	Election Day	Privacy / Confidentiality	Paper Jams / Malfunctions	Ballot Storage	Financial Impact
READFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ROCKLAND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ROME	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SANGERVILLE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SHAPLEIGH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SKOWHEGAN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
SMITHFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
TURNER	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WALES	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WAYNE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WEST GARDINER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WESTBROOK	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WESTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINDHAM	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINSLOW	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINTHROP	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WOODSTOCK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
YARMOUTH	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
YORK	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Total Counts	24	3	10	17	1	5	3	5

65 Responses

Early Voting Survey: Early Voting Issues

Municipality	Limited Staff	Avail. Space	Limited Hours	Election Day	Voter Privacy	Ballot Security/Storage	Voter Death	Verify Voter	Challenges	Poll Watching	Financial Impact	Public Educatio	Effect on Local Elections	Replace Absentee Voting?	Mandatory?
ACTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ALFRED	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
AUGUSTA	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BANGOR	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BAR HARBOR	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BELFAST	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BETHEL	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BOOTHBAY HARBOR	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRADLEY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BREWER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRIDGTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BRUNSWICK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CAPE ELIZABETH	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
CARIBOU	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CHELSEA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
CHINA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
EASTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FAIRFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
FARMINGTON	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Early Voting Survey: Early Voting Issues

Municipality	Limited Staff	Avail. Space	Limited Hours	Election Day	Voter Privacy	Ballot Security/Storage	Voter Death	Verify Voter	Challenges	Poll Watching	Financial Impact	Public Educatio	Effect on Local Elections	Replace Absentee Voting?	Mandatory?
FAYETTE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FORT FAIRFIELD	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FREEPORT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FRYE ISLAND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
GORHAM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
GREAT POND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
GREENE	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HALLOWELL	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
HAMPDEN	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HANOVER	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HIRAM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HOLDEN	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
HOULTON	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
JAY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LAMOINE	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LINCOLN	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
LITCHFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MARIAVILLE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MILLINOCKET	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Early Voting Survey: Early Voting Issues

Municipality	Limited Staff	Avail. Space	Limited Hours	Election Day	Voter Privacy	Ballot Security/Storage	Voter Death	Verify Voter	Challenges	Poll Watching	Financial Impact	Public Educatio	Effect on Local Elections	Replace Absentee Voting?	Mandatory?
MINOT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
MOUNT VERNON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NEW GLOUCESTER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NEW LIMERICK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NORTH YARMOUTH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
OLD ORCHARD BEACH	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
POLAND	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
RAYMOND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
READFIELD	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ROCKLAND	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ROME	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SANGERVILLE	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SHAPLEIGH	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SKOWHEGAN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SMITHFIELD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
TURNER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WALES	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WAYNE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WEST GARDINER	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Early Voting Survey: Early Voting Issues

Municipality	Limited Staff	Avail. Space	Limited Hours	Election Day	Voter Privacy	Ballot Security/Storage	Voter Death	Verify Voter	Challenges	Poll Watching	Financial Impact	Public Educatio	Effect on Local Elections	Replace Absentee Voting?	Mandatory?
WESTBROOK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WESTON	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINDHAM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINSLOW	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WINTHROP	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
WOODSTOCK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
YARMOUTH	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
YORK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Total Counts	15	16	1	0	6	27	1	4	8	5	13	7	3	4	5

65 Responses

Appendix C

Early Voting Survey: Clerk Comments

Absentee Ballots

The day before and especially the day of voting are difficult. Limited staff and limited office hours make it difficult to process the absentee ballots. -- **ALFRED**

The review and storage of the unopened envelopes is time consuming. If the “voted in person” ballots could be deposited into a voting machine before Election Day, we would have more time to prepare for Election Day and monitoring and securing those ballots would be simplified. -- **AUGUSTA**

Absentee voting on the day before election is unmanageable. It would be very helpful if the cut-off could be on the last regular business day of the prior week. -- **BANGOR**

Bridgton only has one polling place and generally the polls are too busy to stop and process those absentee ballots at a time certain during the day. Processing absentee ballots after the polls close is very time consuming. I think that it is a great idea to process the absentee ballots before the election. I would hesitate to allow the voters to cast their ballot directly into the box prior to the election. -- **BRIDGTON**

Trying to get all of the ballots put through the tabulators along with the voters is a time consuming chore requiring additional election workers. Usually the machines tend to jam at that time, as well. Also, the poll watching faction has to be dealt with when processing absentees at the polls. -- **CARIBOU**

Absentee voting in the 30 days prior to Election Day can be a bit chaotic due to the time and staffing issues. It takes time away from our normal day to day duties to verify, fold, complete the paperwork and process these requests as they are beginning to pile up well in advance of the ballots arrival. Processing is difficult and very time consuming on Election Day. Extra staff is needed to process just those ballots and for a town of 3000 voters it took most of the day. -- **CHINA**

The voting machines jam quite often on Election Day when we are processing the folded absentee ballots. We need to open the ballot box many times when we are processing absentee ballots because we need to compress the ballots so often. This causes more problems when we have long lines. -- **FAIRFIELD**

I think that absentee voting on the Monday before Election Day should be eliminated. The volume of people voting the day before has become absurd. The logistics of setting up and preparing for Tuesday are large and important. To have us all totally exhausted going into Tuesday because there is too much to accomplish on Monday, has become problematical. -- **FREEPORT**

Absentee ballots that are returned by mail or obtained by visiting nursing homes could be opened and cast by town employees under dual control (witnessed by two people) prior to Election Day. Early voting would work together with absentee voting so that absentee ballots are still issued under the current process but the absentee ballots would be cast “early” as they are received. -- **GORHAM**

There needs to be something to address the absentee voting process that will give the municipalities some relief from all the duplicate paperwork and requirements, if the early voting does not pass or even if it does. [Cut] off absentee voting the Friday before Election Day to help allow time to get the election lists ready. [Maybe allow] absentee voting early on Election Day before the polls open for people that need to get to work, especially with the towns that open later. -- **HALLOWELL**

Absentee voting in person has increased tremendously over the last couple of elections to the point that it is hard to manage on current staffing. -- **HOULTON**

The problems we have had with absentee voting have been the extra work and stress associated with the high rate of traffic brought to our office by voters wanting to vote absentee. -- **MILLINOCKET**

Keeping track of sealed absentee ballot envelopes and then opening them and casting them directly into the ballot box at the polls in front of witnesses takes a little time but provides much more accountability and integrity of the absentee ballot. -- **NEW LIMERICK**

Absentee ballots have a tendency to jam the machine due to the folds in the ballots, which then backs up the line of voters waiting to deposit their ballot. -- **NORTH YARMOUTH**

I think the state should go back to having a reason to vote absentee and not promote absentee voting so much. So many people wait until the last minute to vote absentee and this creates a lot of added work to the Clerk, who is already contending with the election and all of their other duties, which are many for most of us. -- **POLAND**

In the near future as Raymond grows I see that the administration of voting absentee will become burdensome and will require some overtime of our staff or part-time ballot clerks allowing the accomplishment of the work. -- **RAYMOND**

The only issue I have with absentees voting is the sheer volume of ballots...each year there seems to be increasing numbers of absentee ballots for the clerks to process with various groups encouraging more and more people to vote absentee. A procedure where the absentee ballot could be counted before Election Day would alleviate some of the pressure. -- **ROCKLAND**

It should only be as a necessity and not just for convenience. -- **WOODSTOCK**

I have limited staff (usually myself full time and one very part time helper) to handle the incoming requests for AV. The processing during Election Day is ... a challenge. I could barely keep up with it and keep it together. We literally had people standing in line at town hall to wait to AV instead of standing in line on Election Day. Go figure! -- **YARMOUTH**

I now have a dedicated part-time employee who is trained in absentee voting and is dedicated to that function only at election time. She works full-time for the 30 days prior to Election Day. Last municipal election, out of a total of 4001 ballots cast, 2478 were executed by absentee. -- **YORK**

Early Voting

Early voting will be extremely difficult as we have very limited space in our Town Hall. We do our voting at another location. It will be nearly impossible to find a handicapped accessible area for early voting as well as one to set up the AVS equipment here in our building. -- **ALFRED**

Small municipalities whose clerk is administrative and daily counter clerk cannot be running an election 14 to 30 days prior to THE ELECTION DAY and maintain the daily operations of a clerk's office. In reviewing other New England states that offer early voting, it will be interesting to see if they have Election Commissions overseeing elections at a County level for State elections. -- **BAR HARBOR**

Early voting would be terrific. Suggest that it be allowed a certain number of days prior to the election and that the clerk publish the times so that any interested person could be present to witness and challenge. The other concern regards people who vote absentee then deace before Election Day. Their ballots are not supposed to be counted. -- **BREWER**

Early voting sounds like a very feasible way of dealing with the abundance of absentee voters. -- **CARIBOU**

I have had many people question whether their ballot will be counted or not on Election Day when they are using the absentee process. A voter would have more privacy and confidentiality than absentee voting because they can deposit their ballot directly into the machine without anyone seeing how they voted. I would like to see a cut-off of early AND absentee voting before the election. The clerks should have the whole day before Election Day or at the very least ½ the day, to be able to prepare the voting place and get the voting list ready for Election Day. -- **FAIRFIELD**

If I also had to deal with early voting I would have more work in watching a voting machine (unless funds could be found to hire others to work during this period), processing those ballots through, securing a room to hold the voting for extended periods of time, and the securing of the machine each night. I would wonder about the perception of having ballots processed ahead of time in a machine. I am questioned often about where absentee ballots are kept now and who has access to them. I think the integrity of the voting would be questioned even more. -- **FARMINGTON**

I believe that casting directly into the voting machine is an excellent idea. I realize that all kinds of additional security would need to be established, but the saving in paperwork and frustration with folded ballots would be the reward. -- **FREEPORT**

I find that the current processing and maintenance of absentee ballots is very tedious and extremely time consuming. I am greatly in favor of early voting. I feel it will be a huge time saver. I do not have any concerns about tampering because the ballot box would be supervised during working hours and locked up at night. -- **GORHAM**

For our City early voting and cutting off absentee voting the Friday and Monday before Election would outweigh the overtime now needed just to get the absentee ballots done and ready along with the Election Day lists & all the material that is needed. [Public education] will be extremely important and probably the one key element to making the early voting work. The only problem that I see is with the AVS equipment. The telephone line is at the school and I would want the absentee voting to take place at City Hall. -- **HALLOWELL**

How do you secure the ballot box during business hours? In order to keep it secure we would have to hire someone to guard the box at all times during business hours or keep the box in the administration office behind the customer counter. If the box was kept behind the counter and voters were to enter the administration area, employee safety could be an issue. -- **HAMPDEN**

Security and integrity of the ballot box in a small town such as ours, and the fact that we generally only have one person working the desk will bring into question the integrity of the votes cast and recorded. -- **LAMOINE**

My concerns with early voting are the availability of secure space to store the equipment during the voting period. Space is at a premium at the town office and if we needed to have early voting some place else it would create a variety of problems such as location, security, manpower. -- **LINCOLN**

My concern with early voting is not only the security of where we put the voting machine, but the added work for our staff. Our office is secured, we don't allow the public past our counter and there would be no room to set up a voting machine in our office, which would put the voting machine in the outer hallway where it would not be secure. The polling place is ½ mile from our office at the high school gymnasium. -- **MILLINOCKET**

I think early voting is a "great idea!" Minot is a small town so I think it would run smoothly. Everything would be handled right in view of the clerk's office and the voting machine would be rolled back into the vault at the close of the business day. -- **MINOT**

I think that in small offices where there is only one person all the time it would be easy for someone to accuse the clerk of tampering with the ballot box with cast ballots in it whereas an absentee ballot envelop sealed by the voter insures the ballot has not been tampered with and provides much more protection for the lone clerk in the office. -- **NEW LIMERICK**

At this moment I believe [early voting is] a good idea. My concern would be financial. I would tend to think I would need an additional machine (which, I would like). Getting the board of selectmen on board with adding that item to our budget currently would not be an easy task. -- **NORTH YARMOUTH**

Unlike Election Day, where there is a warden that stays with the machine from beginning to end (and in one-polling place Towns like Old Orchard Beach, I'm there all day), there wouldn't be one person that could testify that [the election] results are valid. We would be disenfranchising the other registered voters from possibly challenging someone who is voting. -- **OLD ORCHARD BEACH**

Anyone challenging a voter would have to go through some process. I don't know how you would mark the ballot since it would already be in the machine – a problem. -- **RAYMOND**

With the absentee balloting procedures already in place, I see no need for an "early voting" procedure. Anyone who wants to vote early can do so by voting absentee. By instituting an "early voting" procedure, it is basically saying that the public does not trust that the absentee votes will be counted, which, frankly, I find insulting to all the clerks in this state who work very hard to ensure the integrity of our elections. -- **ROCKLAND**

Keeping the ballot box secure is an issue. We do not have a safe; we deal with fire safe file cabinets. -- **SMITHFIELD**

I feel early voting, if the ballots and equipment can be secured would be a welcome act. Voters are looking for an easier way to participate. -- **TURNER**

The current process is extremely cumbersome and redundant from a staffing and paperwork perspective. We envision improved process that would allow our time to be better spent making more substantial differences in say, areas of training, organization within our office, improving the current set-up of our polling locations, being able to BREATHE! Things that we currently struggle to manage during the frenzy of a condensed 30 day time period, the crushing volume of election work and juggling an ever growing population of voters anxious to vote absentee. -- **WESTBROOK**

I really like the idea of letting people put their own ballot right into the ballot machine immediately after they vote. I think it is a great idea. It would save us a lot of time and at least eliminate doing an envelope for those people. -- **WINDHAM**

Why try to push ahead with this before the statewide voter list issue is settled, as well as the handicap voter issue is settled? -- **WOODSTOCK**

One concern I can think of is the AVS system and how we would handle that and set that up for people. Our dedicated line for that is in a different building not usually accessible. -- **YARMOUTH**

Good ideas, many checks and balances need to be in place however. Cast ballots must be secured, procedures in place for full ballot boxes, procedure for challenged ballots. -- **YORK**

General Comments

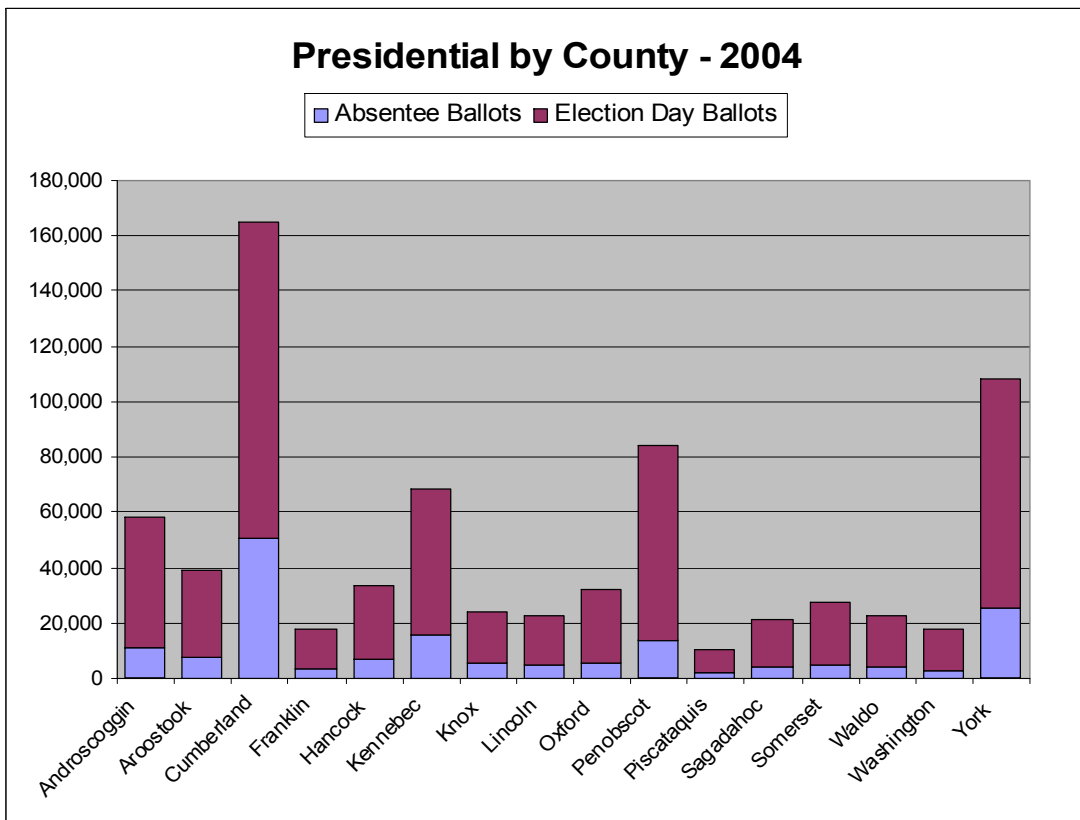
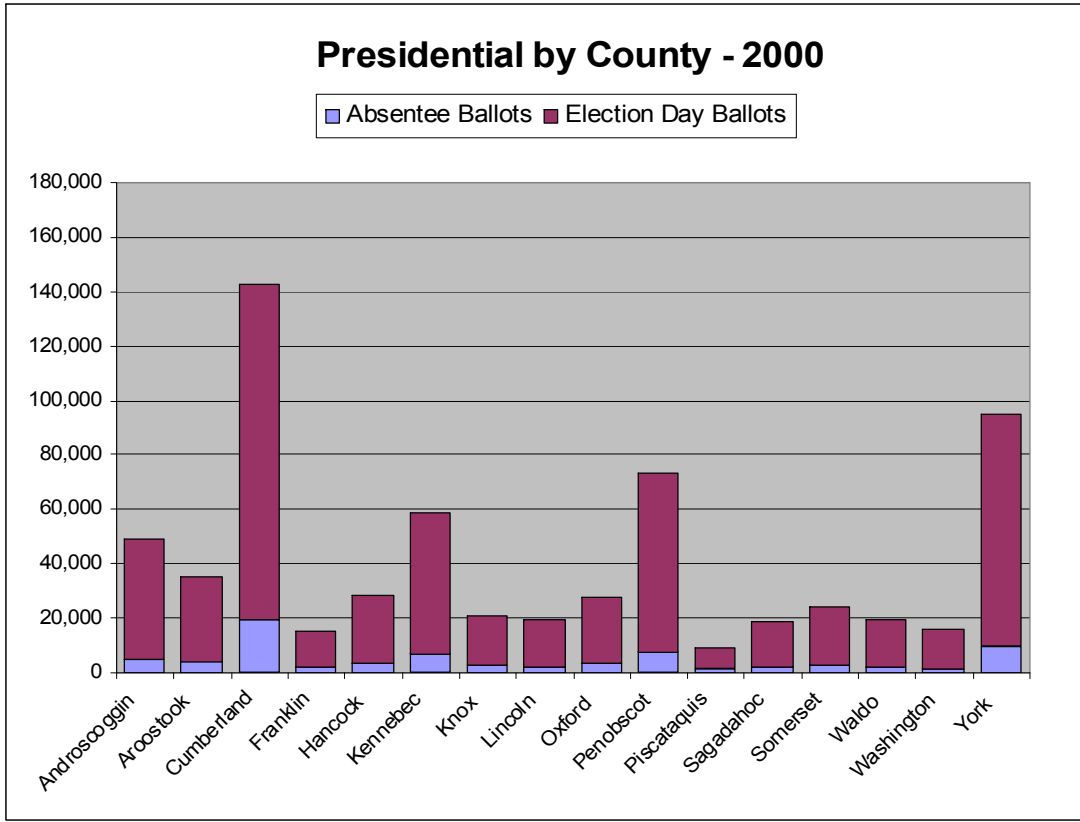
I am really starting to question what the purpose of an actual election day is.... -- **FARMINGTON**

I had suggested that it would be wonderful if there were a way for people to use the vote by phone system from their own homes instead of the confusion of Election Day. Would someone be smart enough to make this work for early voting? -- **LITCHFIELD**

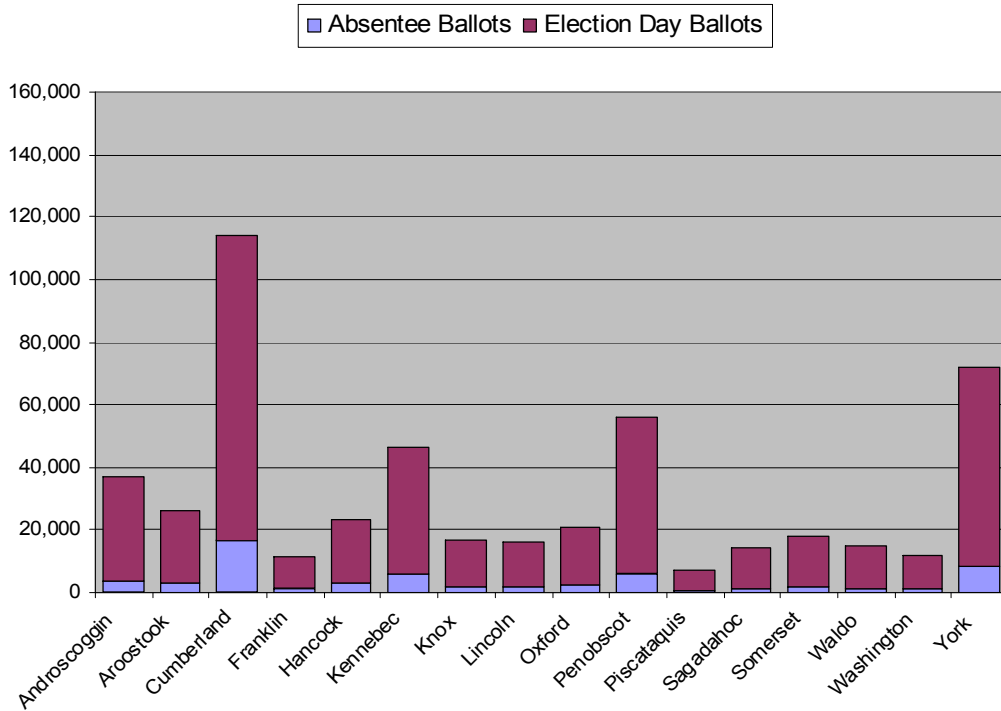
I can't imagine the State expecting the local communities to take on the load of early voting whereas we already have absentee voting; this is very upsetting to me as a clerk and registrar. Local budgets are continually being held down, and the expectations of the State in regards to voting and changes in the voting system are constantly changing, asking more of not only the communities but putting more of a burden onto the municipal staffs which are not expanding to meet these demands. -- **MILLINOCKET**

Nothing is better than just going to the polls on Election Day. -- **WOODSTOCK**

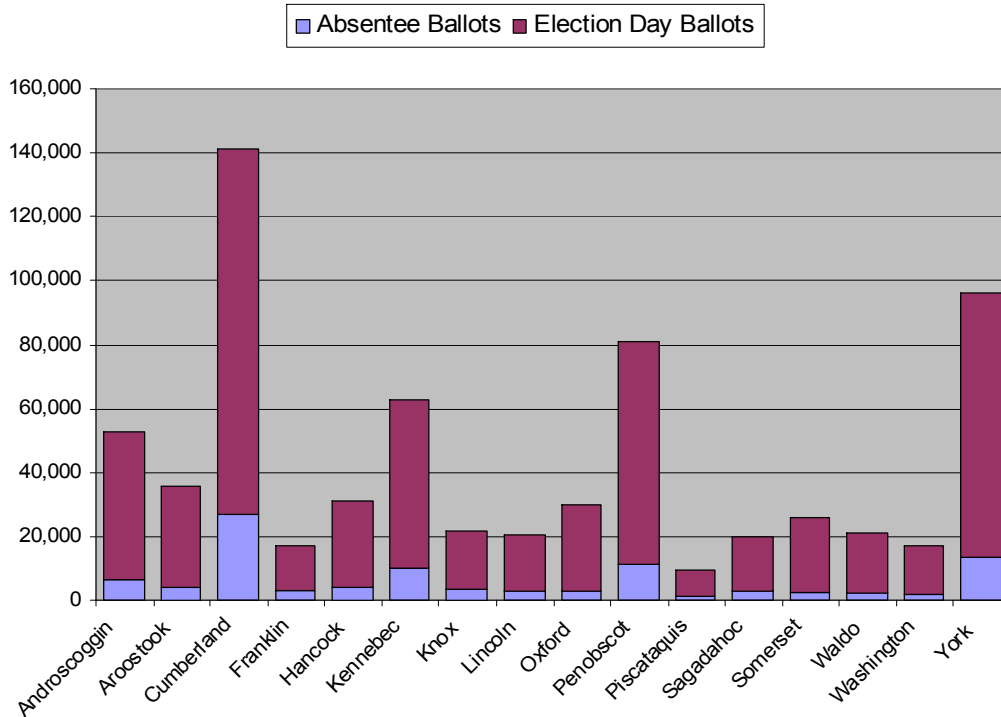
Appendix D



Gubernatorial by County - 2002



Gubernatorial by County - 2006



Appendix E

SUMMARY OF OTHER STATES THAT ALLOW EARLY PROCESSING OF ABSENTEE BALLOTS (BEFORE ELECTION DAY)	
AZ	33 days pre-election verify signatures on the envelopes; transmit to citizen board to open the envelopes & batch up for counting
CA	Do signature verification, but don't open until Election Day
CO	Start counting 10 days prior to election
FL	4 days+ pre-election – can process but <u>not count</u>
MA	Remove outer env. before Election Day – deliver inner env. to polls on Election Day for counting
MI	<u>Not</u> processed before Election Day
MO	Can process but not count pre-Election Day; but most counties don't do this
NE	Verify, open & flatten ballots the Thursday before Election Day
NH	<u>Not</u> processed before Election Day
SD	<u>Not</u> processed before Election Day
TN	Only do verification prior to Election Day; open during Election Day
VA	<u>Not</u> processed before Election Day – legislation pending that may allow that
WI	<u>Not</u> opened before Election Day

Appendix E

SUMMARY OF OTHER STATES WITH “EARLY VOTING”		
	IN PERSON ABSENTEE VOTING	EARLY VOTING BY REGULAR BALLOT
AK	Yes	Yes – in 4 locations
AR		Yes
AZ	Yes	No
CA		Yes
CO		Yes
FL		Yes
GA		Yes
IA	Yes	No
IN	Yes	No
MD		Early voting law struck down as violating State Constitution
MI	Yes	No – but have legislation in progress
MO	No	No
NC	Yes	Yes
ND	Yes	Optional (for primary only)
NE		Yes
NM	Yes	Yes
NV		Yes
SD	Yes	No
TN		Yes
UT	Yes	Yes
VT	Yes	No
WA		Yes
WI	Yes	No
WV	No	Yes
WY		Optional

Appendix E
Summary of Early Voting Laws in Other States
Prepared by the Office of the Secretary of State

Alaska

- Early voting takes place 15 days before Election Day
- Early Voter must show proof of ID
- Address is verified on Incoming Voting List
- Early voter must sign Early Voting Register affidavit; CVR produces affidavit that states voter is eligible and indicates which ballot voter should receive
- Voter places ballot in secrecy sleeve, then into ballot box
- Votes are not tabulated until 8 p.m. on Election Day
- State must designate Early Voting Locations by June 1st
- Results are reported for early voting and Election Day separately

Arkansas

- Early voting takes place 15 days before Election Day
- Hours are 8 a.m. – 6 p.m. M-F and 10 a.m. – 4 p.m. Saturday
- Ends 5 p.m. Monday before Election Day
- County Clerks designate locations are also allowed – locations are published in general circulation newspapers; 75 counties – 72 use court house, 3 largest hold at larger off-site locations
- County Board selects number of election officials necessary to staff Early Voting locations
- Required to record date on all pages of Early Voting Register or Early Voting Request form and keep daily record of the number of early ballots cast
- All voted and unvoted ballots and related election materials at each early voting site should be stored in secure location in county courthouse or in a secure location as determined by County Board of Elections Commission
- Before Early Voter casts ballot, require:
 - Voter to identify self – state name, DOB and address and provide ID
 - Sign Early Voter Register
 - If voter not on voting list required to cast provisional ballot
- Early Voting Ballots counted at same time as absentee ballots
- Early Voting process conducted same as Election Day
- Election officials can use either same poll book on Election Day or print new poll book – if new poll book is used, CVR will mark which voters have already voted
- Early voting has been offered for 8 years – about 35% of voters use early voting. Has not significantly increased overall election turnout.

Arizona

- Appears to be in-person absentee voting

Colorado

- Early voting conducted during regular business hours, ends Friday before Election Day; County committee can vote to extend early voting hours
- Takes place 15 days before General or other November election and 10 days before a Primary or Special Legislative Election
- Cast ballot same as Election Day
- Each county clerk provides 1 or more early voting locations:
 - Give adequate notice to eligible electors of early voting locations
 - Party, proponent/opponent can have 1 Early Voting pollwatcher
 - Early voter must be challenged in same way as on Election Day
 - Ballot boxes for Early Voting must be locked and sealed each night with seal number under supervision of Election Official, keys remain in possession of election official
 - Paper Ballots – ballot box locked until time to count
 - Electronic Equipment – ballot box opened each night and voted ballots are placed in transfer case which is locked and secured with a numbered seal
 - Election official maintains record of the case (date, number of cast ballots and seal number of transfer case) until each box is transferred for tabulating
 - When Early Voting polling place is closed – designated election official should be in custody of keys to any voting machine and electronic voting equipment
 - Machines used for early voting not used for further counting of absentee ballots
 - Tabulation of Early Voting ballots cast and recorded on voting machine cartridges should remain unknown until time prescribed for counting absentee and early voting
 - Before reusing DRE for casting of votes at polls on Election Day – Election Official should store or record all Early Voting on external device (diskette)

Florida

- Early Voting facility must be permanent facility (main or branch office) of the county supervisor of elections and used for at least 1 year prior to election
- Results or tabulation may not be made before polls close on Election Day
- Early voting site must be designated not less than 30 days prior to the election, must also designate early voting area within the site
- All early voting sites in a county must operate the same days and same hours
- Any person in line at Early Voting site at closing time must be allowed to vote
- Early voting begins 15th day before election and ends 2nd day before election (special election begins 8th day before and ends 2nd day before)
- Must be open 8 hours per weekday and 8 aggregate hours on weekend (between 7 a.m. – 7 p.m.)
- Early voting for municipal election is allowed, but not in conjunction with State election
- Officials must make available the number of voters casting ballots at each early voting location the previous day. Electronic list of voters must be made available by noon the following day
- Early voting ballot is counted even if elector dies on or before Election Day
- Early Voter must provide ID and complete Early Voter certificate
- Ballots may be challenged – early voter casts provisional ballot
- Votes canvassed the same as regular ballots

- Results not reported separately.
- Each county must submit security plan to be approved by Division of Elections
- Early voting first offered in 2004
- **2004 General Election**
 - 4,865,283 voters cast ballots on Election Day
 - 1,428,362 voters cast ballots at early voting sites
 - 1,352,447 voters cast absentee ballots
- **2006 General Election**
 - 3,385,239 voters cast ballots on Election Day.
 - 796,331 voters cast ballots at early voting sites.
 - 750,762 voters cast absentee ballots.

Nebraska

- Appears to be in-person absentee voting

New Mexico

- May be absentee voting process
- Alternate voting location should be attended by at least 2 poll workers of different political parties
- Secretary of State adopt rules for Early Voting
 - Ensure voters have access to alternate locations
 - Ensure voters not allowed to vote in person on Election Day
- Early Voting begins 3rd Saturday prior to election – Early Voter may vote in person on voting system at alternate voting location established by county clerk
- Early Voting takes place from 12-8 p.m. Tuesday-Friday; 10-6 Saturday thru Saturday immediately prior to election
- Voter must provide ID or vote provisional ballot
- If Early Voter has ID, voter signs an application
- County Clerk makes designation on signature roster next to voter’s name, indicating the voter has voted early
- Secretary of State adopts rules for protecting the integrity, security and secrecy of absentee ballots

North Carolina

- Early Voting takes place between 3rd Thursday before election and 1 p.m. on last Saturday before that election
- Takes place at office of County Board of Elections
- Any site other than County Board of Elections office may be approved by State Board of Elections as part of a plan for implementation approved by both county and State Boards of Elections
- Voter completes an application and is furnished a ballot
- Election Official signs application as witness
- If county uses voting system with retrievable ballots, county board may elect to conduct one-stop absentee voting
- “One Stop” voter casts ballots and deposits in ballot box or voting system in same manner as on Election Day

- Each one-stop ballot has ballot # or should have an equivalent identifier to allow for retrievability
- At end of each business day, ballot box or voting system is secured in accordance with plan approved by State Board of Elections
- State Board adopts standards for conducting one stop voting and approves any plan that complies
- Plan provides adequate security of ballots and provisions to avoid allowing persons to vote who have already voted
- Plan provides for political party observers equal to Election Day
- Challenges allowed

North Dakota

- Mail ballots for primary

Tennessee

- Early voting takes place between 20 and 5 days before election; municipal elections between 10 and 5 days
- County election Commission office must be open a minimum of 3 consecutive hours Monday – Saturday between 8 a.m. – 6 p.m.
- On at least 3 days for state/federal election – county election commission should remain open between 4:30 – 8 p.m. on at least 1 Saturday during same period the office is open 8 a.m. – 4 p.m.
- Notice of office hours published not less than 25 days prior to election day by publication in general circulation newspaper
- May use voting machines for some or all races or may use paper ballots
- County election commission shall secure each voting machine used in Early Voting to prohibit tampering and should provide maximum security that allows no other person except designated Election Official to have access to the room of the facility where the voting machines, ballots and other election supplies are stored; locked boxes containing voted ballots are locked by a Democratic and Republican election commissioner each of who has a separate key
- State Election Coordinator promulgates rules for use of machines, including security for Early Voting
- County election commissioners in each county may appoint 1 Early Voting Deputy
- Voter completes application, official compares voter's signature with voter registration application, records the ballot number on the voter's registration record (in central voter registration system)
- Voter marks ballot and places in secrecy sleeve and deposits in appropriate ballot box
- Election official notes on voter's registration record in CVR and poll book that voter voted early; poll book used on Election Day indicates that voter has already voted
- List of voters who voted early is produced each day
- State adopts uniform form for early voting application to be used for each county election commission

Utah

- Starts 14 days before election, ends the Friday before election
- Shall conduct on regular business days; may conduct on Saturday, Sunday or holiday
- Election Official shall determine times except:
 - Minimum of 4 hours each day
 - Close at 5 p.m. on last early voting day
- Election Official designates 1 or more polling place for Early Voting:
 - At least 1 place open each day
 - Polling place must have 10% accessible devices used and be located in a government building unless none is available
- Election Official must post Notice of Early Voting:
 - Publish in 1 issue of newspaper of general circulation and post in each Early Voting polling place at least 5 calendar days before Early Voting starts
- Each county sets own security protocol
- 28 of 29 counties use DREs; 1 uses optical scan with DRE for accessible voting system
- Voters sign poll book; large counties enter voters into CVR in real time – other counties do batch data entry

West Virginia

- Early voting starts 20 days before the election and ends 3 days before the election
- Early voting is conducted in one central location per county
- Ballots are placed in envelopes and marked with precinct information, then envelopes are put in ballot box
- On the last day of early voting, the envelopes are sorted by precinct and sent to the appropriate precinct for processing/tallying on election day or counted centrally depending on county
- West Virginia uses optical scan, paper and DRE for election day processing – counties determine what they want to use
- Voters casting an early voting ballot are required to sign the poll book at the time of casting the ballot
- The poll book (voting list) is printed with the electronic signatures, from ElectioNet (CVR); new poll book is printed for Election Day with early voters pre-marked
- West Virginia has a 21-day pre-election cut-off for voter registration
- Boxes containing voted ballot locked with two locks – 2 people have one key each