



40 NORTH PEARL STREET, SUITE 5  
ALBANY, N.Y. 12207-2109  
Phone: 518/474-8100 Fax: 518/486-4068  
<http://www.elections.ny.gov>

**Testimony At the  
Joint Legislative Public Protection Budget Hearing  
Senate Finance Committee  
Assembly Ways and Means Committee**

**ROBERT A. BREHM AND TODD VALENTINE  
Co-Executive Directors, New York State Board of Elections  
February 12, 2020**

Good morning Senator Krueger, Assemblymember Weinstein and esteemed members of the Senate and Assembly. Thank you for the opportunity to speak before this panel today with regards to the SFY 20-21 budget.

We are requesting additional funds be provided to the State Board of Elections budget allocation during the 30-day amendment period. As described below, we ask that \$1,582,000 be added to support State Board Operations, and that \$2,691,000 be added to allow the development of the Public Campaign Finance Program.

We are available now and after the hearing to answer any questions you may have about the State Board of Elections operating budget, the status of our cybersecurity efforts, and the implementation of newly signed fifty-three (53)

chapters of law, including for early voting, the consolidation of the primary election, pre-registration of 16-year old individuals, the transfer of voter registration and enrollment records, and online voter registration. We also welcome questions on the cost of implementation of the new chapters in 2019.

### **New York State Board of Elections Operating Budget**

The New York State Board of Elections (NYSBOE) executes all laws relating to elections, oversees the conduct of elections and strives to maintain citizens' confidence in each part of the election process.

The proposed Executive 2020/21 SFY budget, if adopted, would result in an appropriation deficit for the State Board of Elections in both personal services and nonpersonal services. This deficit reduction would substantially impact the agency's ability to provide current services, not to mention the new responsibilities put on the agency to implement the numerous Chapter Laws that were passed in the 2019 legislative session including Online Voter Registration, Statewide Transfers of voter registration, expansion of the campaign financial disclosure system to cover all local candidates and Public Campaign Financing. It is important to note the incredibly time-sensitive requirement for the State Board to be able to respond during a very busy presidential election cycle. To meet the heavy demand, we request that the State Operations Budget for the State Board of Elections be amended to increase the General Fund appropriation authority from \$8,559,000 to \$10,141,000.

Based upon the projections provided to us by our host agency, the Office of General Services, the proposed executive SFY 2020-21 budget appropriates to the NYSBOE, for non-enforcement matters, \$2,230,000 of nonpersonal services funds while we estimate that \$2,617,000 is required to meet current program obligations (-\$387,000). Further, proposed

personal services funds of \$5,017,000 is provided although we estimate that \$6,212,000 is required to meet current program obligations (-\$1,195,000). This represents a total deficit of (-\$1,582,000)

A deficit of this magnitude would significantly impact services as well as result in almost twenty-five (25%) percent reduction in personal service funds, or approximately eighteen staff positions. Such a drastic reduction in staff resources would impact the ability of the State Board to provide certification and monitoring of election administration by county boards of elections, ballot access, compliance and voter education and information services. Further, implementation of many of the 2019 reform initiatives would be impacted. See Appendix A for further information in this regard.

#### I. Public Campaign Finance Program

The Executive Budget Proposal – State Operations Budget for the State Board of Elections should be amended to provide an initial Public Financing appropriation of \$2,691,000 for personal services and non-personal service expenses to begin program development during SFY 2020-21.

The Public Campaign Finance Program as developed through the process set forth in Part XXX of Chapter 59 of the Laws of 2019 will require funds to develop the program. The first phase of program development is to layout the program design and to begin the technology build. This must occur during SFY 2020-21. The remaining phases of program implementation are progressively increasing staffing to meet the program needs as it is rolled out.

Phase One of implementation is creating the detailed program processes, building the IT system to those specifications, promulgating regulations that provide the legal framework and crafting the forms, manuals and other documents that will translate the program into usable instructions for users. Given the time frame available, these tasks cannot be completed timely unless they occur in rapid tandem.

The existing staff and IT resources of the State Board provide a foundation for creating the public financing program. Existing staff expertise within the State Board will guide creation of the program. And while the changes needed to the IT infrastructure are significant, the existing Financial Data Administration System ("FIDAS") data and programming functionality are a significant resource to build on.

To define and detail the program, create regulations and functional forms and manuals, a core team which will ultimately lead the program must be put in place, coinciding with the appointment of the PCFB as of July 1, 2020. Bipartisan program directors, assistant directors and attorneys will provide an initial work planning group of six that will set up the public financing program at the direction of the PCFB. The programmatic design will be translated into software by four IT staffers including an IT program Manager, two developers and a Business Analyst/Tester.

Please see Appendix B which provides a detailed summary of the program plan. In summary, we estimate the following expenses for SFY 2020-21 in order to develop the program:

<b>Public Finance SFY 2020-21 Expenses</b>	<b>\$</b>
Program Staff (6) and Commissioners (3)	\$ 721,000
IT Staff (4)	\$ 400,000
Temporary Information Technology Services	\$1,500,000 <sup>1</sup>
Non-Personal Services	\$ 70,000
<b>TOTAL</b>	<b>\$2,691,000</b>

To begin Phase One of implementation of the Public Campaign Finance

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<sup>1</sup> One-time Capital Fund Technology expense.

Program, we request that the State Operations Budget for the State Board of Elections be amended to increase the General Fund appropriation authority by \$2,691,000.

### **Early Voting**

On November 20, 2019, the State Board testified at the Joint Senate and Assembly hearing on the implementation of early voting. To provide a deeper analysis on the implementation of early voting, the State Board held six statewide roundtables which included participation from County Boards of Elections, election vendors and special interest groups. A report on the implementation of early voting is attached. (Appendix C).

### **Cybersecurity Efforts**

In SFY 2018/19, New York State firmly committed resources to create a Secure Elections Center to protect NY's election infrastructure from cybersecurity threats with a \$5 million state appropriation for "services and expenses related to securing election infrastructure from cyber-related threats including, but not limited to the creation of an election support center, development of an elections cybersecurity support toolkit, and providing cyber risk vulnerability assessments and support for local board of elections."

In SFY 2018/19, \$5 million dollars was appropriated to protect NY's election infrastructure. In the SFY 2019/20 budget, the re-appropriation of the fund had a broadened purpose to also cover daily operating expenses of the Board. The language now reads:

*"For services and expenses related to campaign finance compliance training and compliance reviews, national voter registration act training and compliance reviews, election technology systems operations and securing election systems infrastructure*

*and operations from cyber-related threats..."*

Federal funding is available through the 2018 HAVA (Help America Vote Act) Election Security Grant which allocated \$19,483,647 to the State of New York "to improve the administration of elections for Federal office, including to enhance election technology and make security improvements.

Additional federal resources are being made available in the federal 2020 HAVA grant which allocated \$21,838,990 to New York State provided, however, that the State enacts a 4% match or \$4,367,798. This would provide the Board with \$26,206,788 in resources to improve the administration of elections for federal office for qualifying purposes.

The New York State Board of Elections (State Board) has been diligently working to assess the risks posed against the state and county boards of election, monitor the ongoing operations of the boards and to respond to incidents when they occur. The State Board has been actively partnering with federal, state and county stakeholders to, share information, leverage shared resources and identify cybersecurity priorities to maintain a secure elections infrastructure.

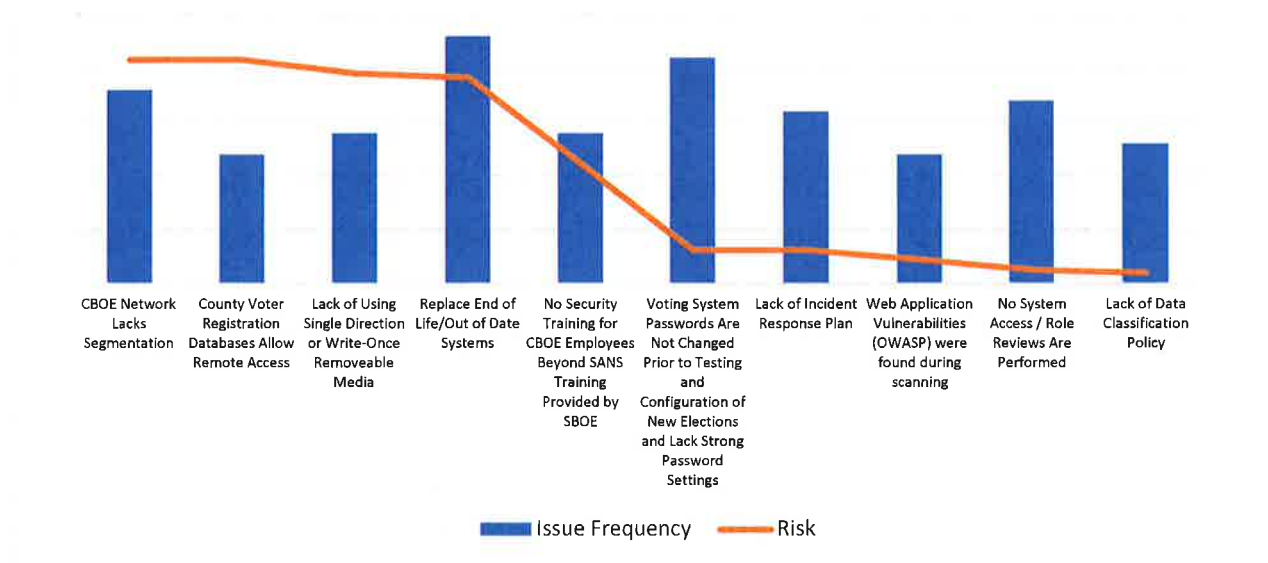
The newly established Secure Elections Center (SEC) is responsible for securing the statewide elections infrastructure, end-to-end, from cyber-related threats by developing an elections cyber security tool kit, providing risk vulnerability assessments and support for County Boards of Election (County Boards). In 2018, the SEC has:

- conducted extensive outreach to inform and involve federal, state and

- local stakeholders to increase the communication, expertise and cybersecurity resources available for the State and County Boards;
- implemented a uniform cybersecurity hygiene web-based training for all State Board, County Board and IT staff supporting elections infrastructure;
  - tested incident response capabilities and plans of State Board/ County Boards/ County and State IT by conducting six (6) regional elections tabletop exercises;
  - participating in two federal tabletop exercise;
  - implemented a uniform cyber incident reporting procedure;
  - initiate and complete uniform, comprehensive risk assessments of all County Boards. To dates, the State Board has provided all County Boards and County IT with three years of Security Awareness cybersecurity training (provided by the SANS Institute);
  - participating in federal working groups on social mis/disinformation;
  - contract and implement uniform Intrusion Detection Systems (IDS) at all County Boards; and
  - contracted for Managed Security Services (MSS) for use by all County Boards.

The State Board expects to have completed its comprehensive risk assessment in the first quarter of 2020. Risk assessment findings will highlight the priorities and areas of greatest impact for SEC remediation efforts during SFY 2020-21 and beyond. The implementation of IDS is complete and the implementation of MSS began in November 2018 and continue through SFY 20-2021.

## Top 10 Most Common Issues and Associated Risk



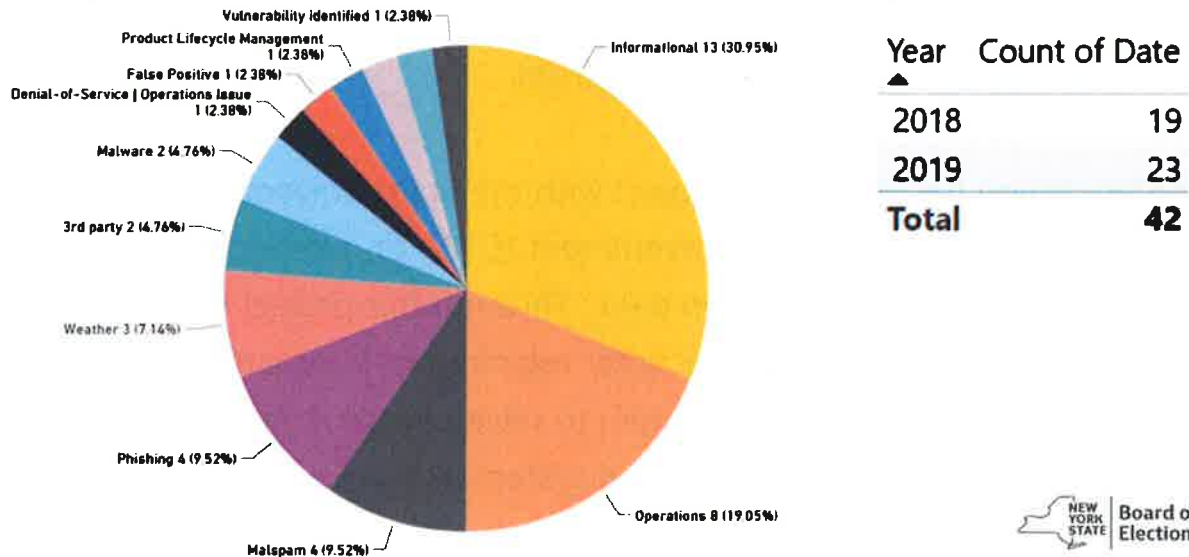
The Secure Elections Center (SEC) is also taking numerous measures to increase the State Board’s security posture through the addition of multiple layers of firewalls, intrusion prevention, vulnerability scanning, application code scanning, and the implementation of multi-factor authentication for access to State Board web-based applications. The latter effort requires retrofitting existing applications such as NYSVoter, as well as, increasing the in-progress scope for CAPAS/FIDAS and MOVE projects. SBOE plans to acquire a commercial Identify Access Management (IAM) solution and hire an additional HBITS programming staff with specific IAM skillset to implement multifactor authentication on these platforms.

In 2019, twenty-three (23) total incidents were reported through our cybersecurity incident reporting procedure by sixteen (16) unique counties that had an impact on election administration. These incidents required State resources to mitigate and recover. Three (3) of the incidents were weather and not cyber related. Interestingly, the weather incidents



required the most extensive resources. None of the incidents specifically targeted election infrastructure.

## Secure Elections Center - Statistics



The average number of days to resolve an incident was nine (9) days. The highest number of days to resolve an incident was fifty-nine (59) days and the least number of days was one (1).

As elections infrastructure is not fully segmented from County infrastructure, and as it is a Presidential Election year, we project the occurrence of similar cyber incidents to increase in 2020.

The State Board has successfully implemented a monitoring and rapid response team to prepare for and respond to cyber incidents, as well as, emergency events. Prior to every election, the State Board sets up a monitoring system, in which our partners (State Police, Department of Homeland Security and Emergency Services, Office of Information

Technology, Public Service Commission, Department of Transportation and the Executive Chamber). We are also in consultation with our federal partners, Department of Homeland Security and the FBI) discuss the status of the election environment. This collaboration has enabled the Board to plan around emergency events, such as the severe storms in the North Country during the 2019 early voting period.

The State Board has initiated a project with the State University of New York, Center for Technology in Government (CTG), to detect potential abnormalities in voter registration data. Through this project we will perform a full analysis of historical voter registration transactions to establish baselines and create a system to review current and future streams of data from the County Board systems for variances.

Going forward, we are engaged in future initiatives such as researching the utility of data analysis to monitor transaction history and in examining how best to design election infrastructure. As a result of these efforts, New York State is positioned as a national leader in election cybersecurity efforts.

## **CONCLUSION**

We are hopeful the conversation on election administration funding by this joint committee demonstrates our collective will to secure the election infrastructure to ensure the opportunities for voters to participate in the electoral process. We also are hopeful that the message to implement these programs efficiently and effectively, requires a continued, steady investment by the State of New York.

# Attachment A

## 2019 New Legislative Initiatives

### 2019 Chapters that Affect the Statewide Voter Registration List:

These Chapters require a change to the Statewide Voter Registration system as well as each local registration system. For those local changes to be done consistently, in the past the State has paid for those changes to ensure a uniform operation. The following would require changes to the Statewide voter registration system. No additional funds were provided to the SBOE or the CBOE's to do this.

- A. Chapter 3 - Address changes Statewide – This would entail providing each county with the capability to move information from one county to the other and to provide access to the voter's history as well as a record of any changes that have occurred to the voter's address or party enrollment.
- B. Chapter 6 - Early Voting – Counties will need to access voter history to ensure that voters who have moved and are transferring their registration only appear on the voter registration list once.
- C. Chapter 55 part XX - Electronic Poll Books – Counties will need to securely extract voter history in a timely and efficient manner during and after early voting to ensure that registrant only appear once in the statewide list for voting.
- D. Chapter 55 Part CCC - Online Voter Registration – This would require significant changes to both the county and state-wide voter registration systems to accommodate applications from these additional online sources.

### 2019 Chapters Programs that Impact Campaign Financial Disclosure.

These Chapter would require changes to the State's Board's Campaign Financial Disclosure system. No additional funds were provided to the SBOE to do this.

- A. Chapter 416 - The expansion of the campaign filing system to include all local filers - Will require additional resources for on-boarding, training and support of the new treasurers when they are added to the State Board's system.
- B. Chapter 4 - Ban on Corporate and LLC Contributions
- C. Chapter 454 - Political Communication Disclosure - Requires that political communications disclose the identity of the political committee that made the expenditure for the communication.

D. Chapter 55 Part AAA - Prohibiting certain loans to be made to candidates or political committees.

# Attachment B

**FUNDING FOR PHASE ONE IMPLEMENTATION  
OF PUBLIC FINANCING PROGRAM  
Fiscal Year Apr. 2020-2021**

**I. OVERVIEW OF PUBLIC FINANCING LAW**

On December 1, 2019, the Campaign Finance Reform Commission (“CFRC”) established by Part XXX of Chapter 59 of the Laws of 2019 sent recommendations to the Governor and Legislative Leaders outlining the parameters of a public campaign finance system to be created within the New York State Board of Elections.<sup>1</sup> As provided by Chapter 59, the recommendations of the Commission “have the full effect of law” unless “modified or abrogated by statute” on or before December 22, 2019.

The Commission’s report and recommendations were not modified or abrogated by statute. The recommendations are law.

***Applicable Offices and Maximum Annual Cost***

The public campaign financing program adopted by the commission applies to state legislative offices and statewide offices. By statute, the public financing program designed by the CFRC must have “a total maximum annual fiscal cost of no more than 100 million dollars.” The commission concluded that this “maximum” includes all administrative costs for the program.

***Small Donor Matching Fund Program with Caps***

The CFRC created a public campaign financing program based on a small donor matching funds model. For statewide offices the match ratio is \$6 of public funds for each \$1 contributed by in-state residents, with contributions up to \$250 being matched. For legislative races the match similarly only applies to contributions of \$250 or less, but the match is progressive and higher: The first \$50 contributed is matched at 12:1. Contributions between \$51 and \$150 are matched 9:1 and contributions between \$151 to \$250 are matched at 8:1.

The total of public funds awarded to a candidate is capped. A candidate for Governor, Attorney General or Comptroller can receive no more than \$3.5 million for a primary and \$3.5 million for a general election. A Lieutenant Governor candidate can only receive \$3.5 million for a primary.<sup>2</sup> Senate candidates are capped at \$375,000 in a primary and \$375,00 for the general election. Assembly candidates are capped at \$175,000 for the primary and \$175,000 for the general election. See id.

Participating candidates for statewide office are required to participate in at least one debate.

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<sup>1</sup> The Commission adopted the recommendations at a public meeting held on November 25, 2019.

<sup>2</sup> Under New York Law the Governor and Lieutenant Governor appear together upon the General Election ballot and run a single unit.

## ***Governance, Funding and Timing***

The public financing program is overseen and enforced by a Public Campaign Finance Board (“PCFB”) “within the State Board of Elections.” The PCFB is comprised of the four existing commissioners of the State Board and three additional commissioners.

Effective December 22, 2019 the commission’s recommendation created a “New York State Campaign Fund” which would receive monies designated by a “tax check off, abandoned property funds, and the general fund...to be expended on matching funds to participating candidates and administrative expenses associated with the program.” See Campaign Finance Reform Commission, Report to the Governor and the Legislature at p 5.

The three additional Commissioners to the PCFB are to be appointed by July 1, 2020. The start date of the public campaign program will have a start date of November 9, 2022 such that the program applies to legislative elections held in 2024 and statewide contests occurring in 2026.

## **II. IMPLEMENTATION**

When the public financing program is fully implemented, PCFB certifies participating candidates have met the appropriate threshold of matchable small donor contributions to qualify for reimbursement of acceptable expenses. The PCFB will make available “computer software, to facilitate the task of compliance with the disclosure and record-keeping requirements” mandated by the program. *Id.* at 29. Payments to candidates for qualifying matchable contributions in the form of reimbursements for qualifying expenditures must be made timely. *Id.* at 27. It is anticipated this will occur by electronic funds transfer. The eligibility for payment must be accomplished within four days of submission, and payment must be authorized within two days of determining eligibility. New functionality will be added to the internal software currently used by the State Board for campaign finance compliance, and significant new functionality will be added to the online software used by candidates and their committees. Full post elections audits are required for all statewide candidates and committees receiving more than \$500,000 in public funds, and “not more than one third” of all committees are audited annually. *Id.* at 30. The PCFB must enforce the public financing program, including imposition of civil penalties for failures to file or other delinquencies. This includes managing an expedited administrative hearing process. The PCFB is granted exclusive authority to investigate referrals and complaints and is authorized to commence enforcement proceedings in court. *Id.* at 32-33.

PCFB staff provide “public information, candidate education and counseling.” This includes “plain language” “compliance manuals and summaries.” *Id.* at 29. Rules and regulations must be in place “no later than July 1, 2021.” *Id.* An educational webpage and “an interactive, searchable computer database that shall contain all information necessary for the proper administration of [the program]” must be made available. *Id.*



The first phase of program implementation is program design and IT build. The remaining phases of program implementation are progressively increasing staffing to meet the program needs as it is rolled out.

#### **A. PHASE ONE: Design and Build**

Well in advance of implementation, the detailed workflows of the public financing program process must be defined. The corresponding IT infrastructure to facilitate the program as defined must be built, and the governing regulations and procedures must correspond. Website resources, training materials, manuals and forms dovetail with the program's definition, such that it will be "turned on" in a fully functional state.

Phase One of implementation is creating the detailed program processes, building the IT system to those specifications, promulgating regulations that provide the legal framework and crafting the forms, manuals and other documents that will translate the program into usable instructions for users. Given the time frame available, these tasks cannot be completed timely unless they occur in rapid tandem.

#### ***Program Definition, Design and Build***

The existing staff and IT resources of the State Board provide a foundation for creating the public financing program. Existing staff expertise within the State Board will guide creation of the program. And while the changes needed to the IT infrastructure are significant, the existing Financial Data Administration System ("FIDAS") data and programming functionality are a significant resource to build on.<sup>3</sup>

An overarching objective of the program design phase is to build the program architecture to operate the final program as efficiently as possible in terms of staffing and other costs. This requires a carefully designed system that automates as many processes as possible that supports efficient human workflows. It cannot be overstated how important an excellent and thorough design is to a cost-effective program moving forward. This also means it is critical to secure adequate resources initially to build the program.

#### ***Staffing: Core Team Model***

To define and detail the program, create regulations and functional forms and manuals, a core team which will ultimately lead the program must be put in place, coinciding with the appointment of the PCFB as of July 1, 2020. Bipartisan program directors, assistant directors and attorneys will provide an initial work planning group of six that will set up the public financing program at the direction of the PCFB. The programmatic design will be translated

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<sup>3</sup> It is also important to leverage the experience of others' experience, such as the New York City Campaign Finance Board.

into software by four IT staffers including an IT program Manager, two developers and a Business Analyst/Tester.

***Program Staff***

The Program Directors would lead the program design effort, including marshalling the existing resources of the State Board to create the workflows and corresponding needs for each distinct process associated with the public finance program. Broadly, these processes fall into six major categories: candidate participation qualification, certifying and making payments, auditing, enforcement, education of the public and campaign treasurers. Once each specific function is defined in terms of a process and workflow, it must be supported as needed in regulations that meet the legislative objectives and standards. This is a fluid process and requires functional, regulatory and policy assessment as it unfolds. It is critical that the core team include attorneys, staff with practical and detailed workflow management and design experience and persons with technical writing skills.

<b>Staff</b>	<b>Personal Services Annualized</b>
Commissioners (3)	\$75,000
Program Directors (2)	\$230,000
Assistant Directors (2)	\$140,000
Attorneys (2)	\$276,000
<b>TOTAL</b>	<b>\$721,000</b>

***IT Staff***

Each specific process must be translated into IT process business rules and then developed into functional software that is carefully assessed, functionally tested and modified as needed before final roll out. It is also important to understand the dimensions of the IT components by classifications of users. The IT processes include the people who provide the information often through electronic means (the campaigns), the assessment of the submitted data (Board and PCFB staff reviews for eligibility and processing for payment or audit) and then the public (how most or perhaps all of the information is presented to the public and made searchable).

<b>Staff</b>	<b>Personal Services Annualized</b>
Project Manager (1)	\$130,000
Developers (2)	\$180,000
Business Analyst (1)	\$90,000
<b>TOTAL</b>	<b>\$400,000</b>

### ***Other Resources***

The public financing program design phase will require the continuation of the State Board's Hourly Based Information Technology Services ("HBITS") resources for the duration of the design build. This resource supports the current FIDAS software redesign and will be transferred into this public finance design program. It is also anticipated that one-time expenses of \$750,000 for IT hardware and software will be required to support the program.

Additional Non-Personal Services Funds (NPS) are needed to fit up work areas, provide phones and computers, support meeting travel, equipment, educational costs and office expenses. This amount estimated is \$5,000 per new staff member, including the new commissioners.

<b>Expense</b>	<b>Cost FY-Apr. 20-21</b>
HBITS	\$1,500,000
Hardware and Software	\$750,000 (one time) <sup>4</sup>
Non Personal Services	\$70,000
<b>TOTAL</b>	<b>\$1,570,000</b>

### **III. PHASE ONE BUDGET**

<b>Expense</b>	<b>\$</b>
Program Staff (6) and Commissioners (3)	\$721,000
IT Staff (4)	\$400,000
HBITS	\$1,500,000
Non Personal Services	\$70,000
<b>TOTAL</b>	<b>\$2,691,000</b>

### **IV. KEY PROGRAMMATIC DATES**

<b>EVENT</b>	<b>DATE</b>
HBITS Working	2020-04-01
PCFB Constituted	2020-07-01
Core Staff In Place	2020-08-01
IT Staff In Place	2020-08-01
PCFB Progressive Staffing Plan Adopted	2021-01-01
Deadline For Regulations	2021-07-01

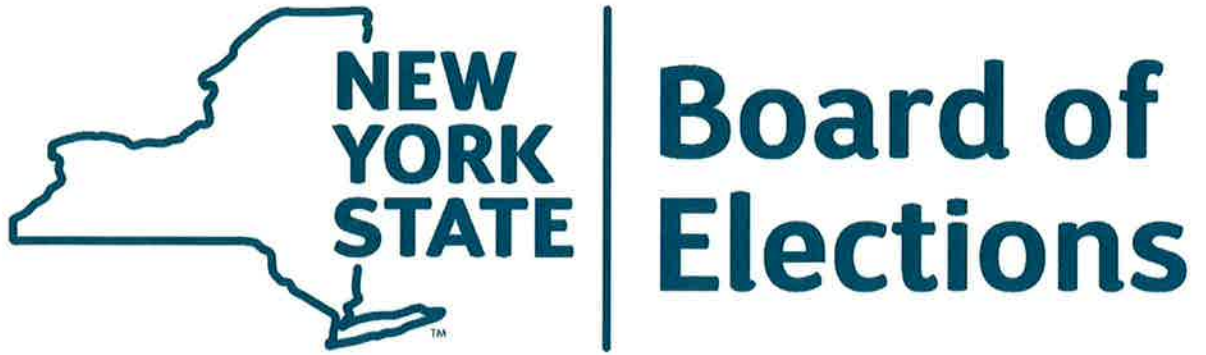
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<sup>4</sup> One-time Capital Fund Technology expense.

PCFB Forms, Manuals and Training Documents Approved	2021-12-31
PCFB Reporting Payments and Auditing System Beta Complete	2022-01-01
PCFB Reporting, Payments, Auditing System LIVE	2022-11-09
PCFB Enforcement Process LIVE	2022-11-09

# Attachment C





Report 2019 Implementation of Early  
Voting in New York State

### **NYS Board of Elections – Mission Statement**

The State Board of Elections was established in the Executive Department June 1, 1974 as a bipartisan agency vested with the responsibility for administration and enforcement of all laws relating to elections in New York State. The State Board is also responsible for regulating campaign finance disclosure and limitations and administering the Fair Campaign Code intended to govern campaign practices. In conducting these wide-ranging responsibilities, the State Board offers assistance to county election boards. In addition to the regulatory and enforcement responsibilities the board is charged with the preservation of citizen confidence in the democratic process and enhancement of voter participation in elections.



## Contents

<b>Post-Election Early Voting Round Table Meetings:</b> .....	4
<b>What Went Well</b> .....	5
<b>Challenges</b> .....	10
<b>Legislative Changes</b> .....	19
<b>Cost</b> .....	22

### Early Voting Legislation

In 2019, 53 chapters of law were signed impacting the election landscape. The chapters impacting early voting include:

- ✓ Chapter 6 of the Laws of 2019 created early voting in New York State. It provides that for every primary, special or general election, there shall be nine days of early voting ahead of election day. Early voting was enacted on January 24, 2019, and had an effective date to first apply to the general election held on November 5, 2019, and to any general, primary, run-off primary or special election held thereafter.
- ✓ Part XX of Chapter 55 of the Laws of 2019 permits the use of electronic poll books in New York State and was enacted on April 12, 2019.
- ✓ Funding in the State Budget appropriated \$10 million Aid to Localities for use by county boards of elections to assist with initial early voting implementation expenses and a \$14.7 million Capital appropriation to assist CBOEs to purchase electronic poll books, ballot on demand printers and other equipment needed to conduct early voting.
- ✓ Chapter 63 of the Laws of 2019, enacted on July 3, 2019, authorized the use of on-demand ballot printers and ending the requirement that ballots have a perforated and numbered stub.
- ✓ Chapter 66 of the Laws of 2019, enacted July 3, 2019, removed the requirement that primary ballots contain a color bar.

### Post-Election Early Voting Round Table Meetings:

On November 20, 2019, the State Board presented testimony at the joint hearing of the New York State Senate and the New York State Assembly on the implementation of early voting. At the hearing, the State Board presented an initial report on the implementation of early voting. As the hearing was held during the time of canvassing of ballots for County Boards, many were unable to participate and testify regarding their experience with early voting. The hearing was also held before the certification of the election and before all costs were reported to the State Board.

As such, the State Board held a series of five statewide roundtable to obtain the feedback of election administrators, election technology vendors and special interest groups. The roundtables were held:

- ✓ December 3, 2019 in Onondaga;
- ✓ December 5, 2019 in Monroe;
- ✓ December 9, 2019 in Albany – with special interest group participation;
- ✓ December 13, 2019 in Albany – Technology specific roundtable; and
- ✓ December 18, 2019 in Rockland.

All five roundtables utilized the same discussion methodology. The discussion centered on four concepts: What Went Well, Challenges, Legislative/Regulatory/Procedural Change, and Cost. All County Boards of Election were asked to complete and submit a cost template detailing their expenses in 2019. Over 100 participants attended the roundtables. There were representatives from the State Board, 27 County Boards of Elections, representatives from 5 special interest groups, and representatives from 8 technology vendors.

This report will provide additional insight to the State Legislature on the implementation of early voting, specifically on what went well, the challenges presented, opportunities for change, and cost.

### What Went Well

The first early voting period in New York State began on Saturday, October 26, 2019, and ended on Sunday, November 3, 2019, ahead of the Tuesday, November 5, 2019, general election. County Boards of Election (CBOE) administered and implemented early voting successfully especially given the short duration of time to plan and invest in the new process. 2019 was considered a “trial” year for Counties to implement, learn and manage an additional nine days of voting.

### Voter Engagement

There was a consensus at all five roundtables, and in both media reports and special interest group reports, that overall the implementation of early voting was a success. Early voting provided increased access to the polls, especially for those registered voters who have traditionally had difficulty in getting to a poll site such as the elderly, sick and voters with disabilities. Election administrators reported that voters remarked on the ease of the early voting process and had positive feedback.

Every CBOE was required to prepare an early voting communication plan and file a copy of their plan with the State Board. The plan was required to publicize the location and dates of all early voting poll sites, an indication of accessible poll sites, a notice to voters that if they vote early, they may not vote on election day, and whether poll sites are limited to voters from certain areas. Counties utilized their website, social media, interest groups and the media to publicize early voting.

No early voting implementation funds were appropriated for use by the State Board to conduct voter education related with this new initiative.

### Early Voting Poll Sites

Chapter 6 of the laws of 2019 required a minimum of 147 poll sites be designated for early voting. This minimum number was greatly exceeded as a total of 248 sites were designated for early voting. This feat is remarkable provided that CBOEs were required to select sites by May 1, 2019, while many issues vital to making such designations were still being worked out. For example, the notice of approval of the Early Voting Capital Grants funding plan was provided at the end of August 2019.

Fifty-four CBOEs utilized countywide early voting centers enabling voters to vote at any early voting site in the county. Only four County Boards (Albany, NYC, Orange and Westchester) assigned voters to specific early voting sites based on geographical boundaries. The four CBOEs that utilized assigned voting sites are examining future capability to be able to conduct early

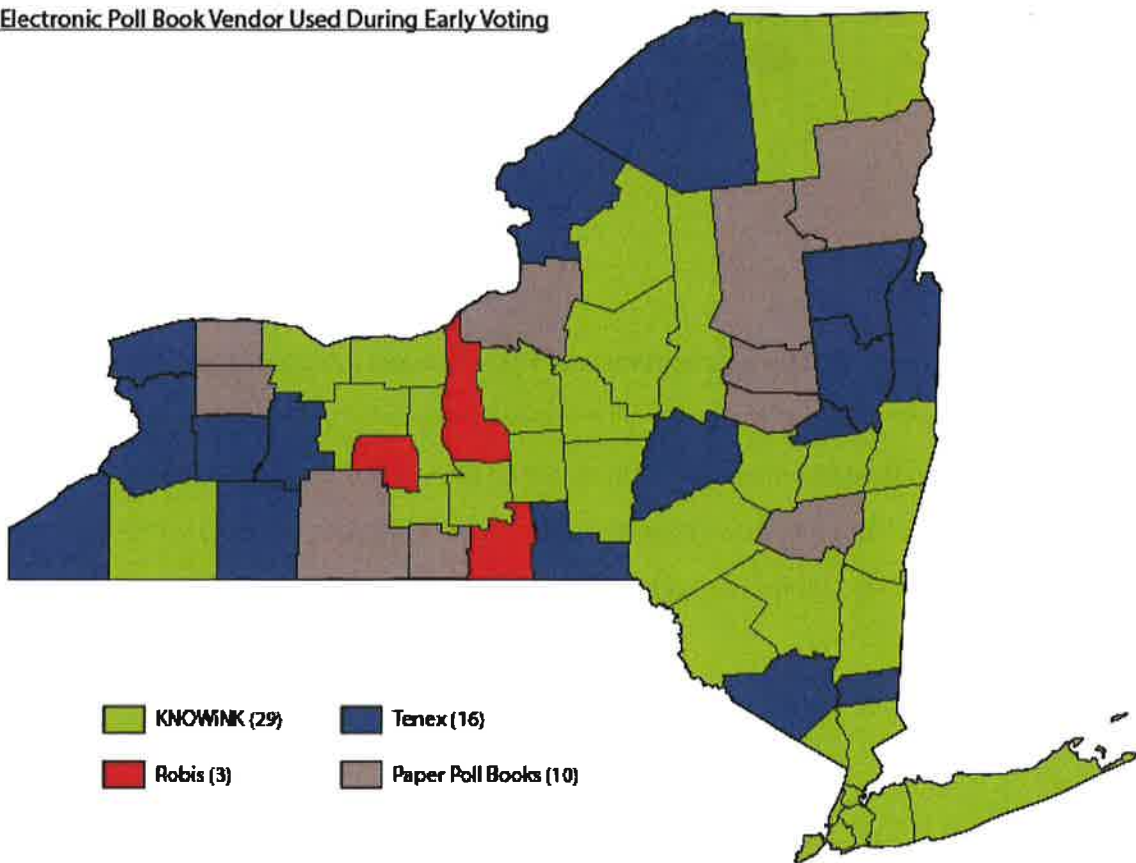
voting at centralized vote centers to allow any voter to be able to vote at any early voting location within an individual county.

Chapter 6 of the laws of 2019 set requirements for a minimum of sixty hours of early voting. Of the 248 sites designated, 113 were open for the minimum duration of sixty hours. 135 sites were open for more than sixty hours. The average poll site was open for 65.7 hours.

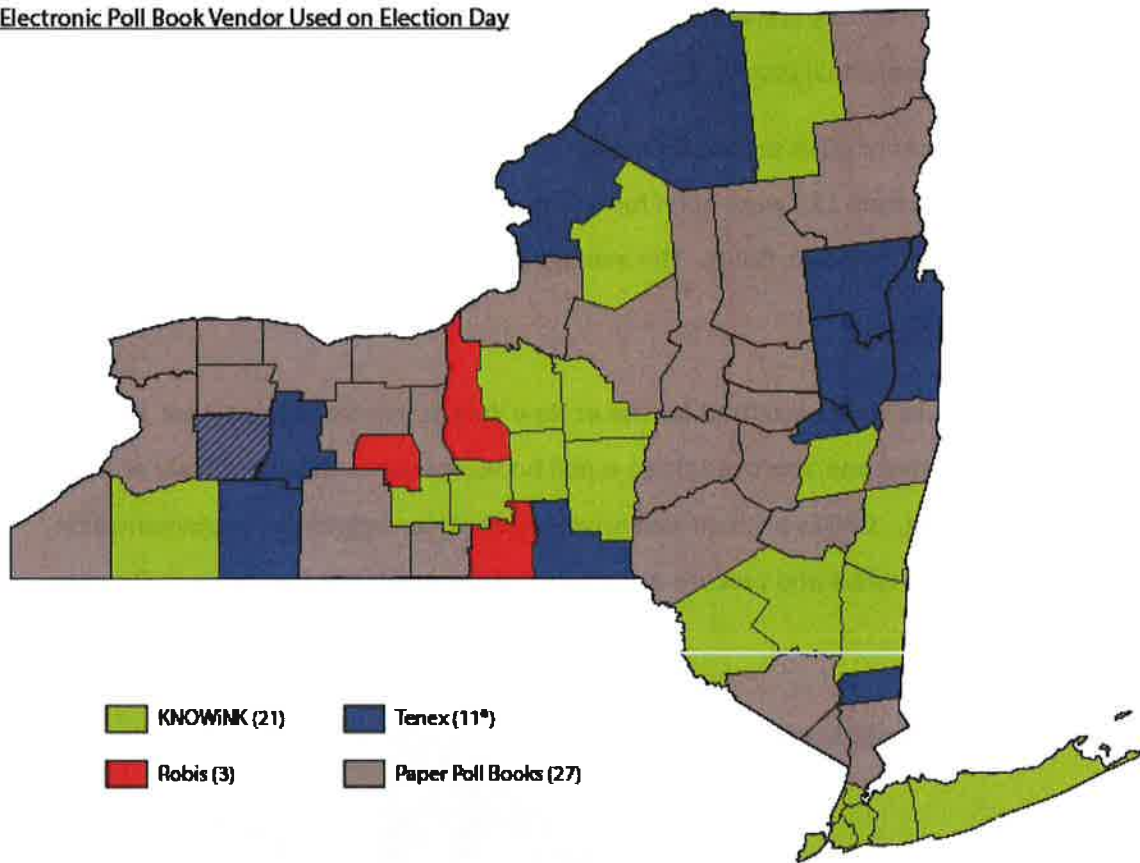
### Electronic Poll Books

Electronic poll books were permitted for use at New York State elections on April 12, 2019, and the State Board tested and approved three e-poll books for use in New York State at its June 6, 2019 Board meeting. CBOEs planned extensively and with an aggressive implementation schedule in order to select and procure electronic poll books for use beginning in October.

Electronic Poll Book Vendor Used During Early Voting



Electronic Poll Book Vendor Used on Election Day

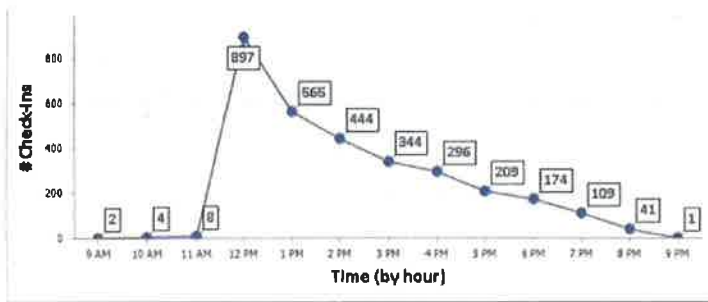


E-poll books presented CBOEs with additional metrics which provided a virtual “view” of the poll site. In addition to capturing the overall number of voters that check in at each site, these devices also tracked the time in between check ins, allowing CBOEs to have a better understanding of the ebbs and flows of voter traffic. Over time, both metrics will assist County Boards with staffing plans, poll site supplies and training.

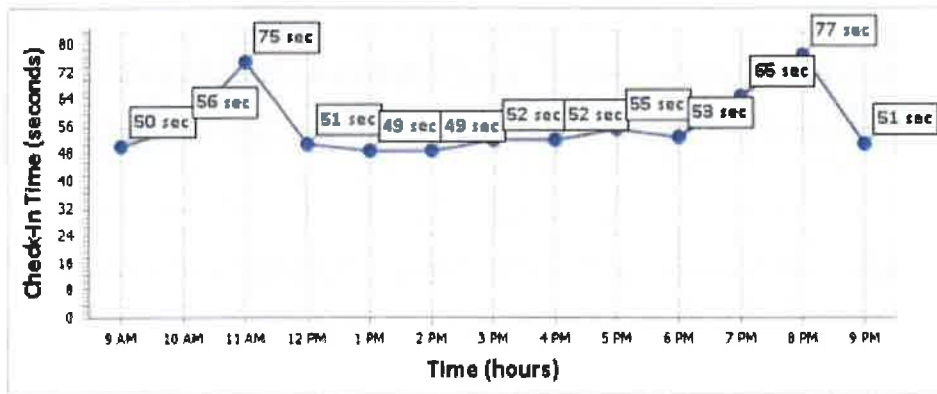
Following is a copy of the 2019 early voting metrics report by the Erie County Board of Elections:



### Check-Ins by Hour



### Average Check-In Time by Hour



In 2019, a number of County boards included a “fast pass” bar code on their poll site assignment post card or by sending a separate mailing. By simply bringing the card to the poll site, the voter look-up process time was drastically reduced for a smoother check-in experience.

Electronic poll books also assisted election administration as it significantly reduced the time to load data for voter history and in the turnaround of poll books for election day. Counties that did not utilize electronic poll books during early voting or on election day had a more manual and labor-intensive process in order to prepare the paper poll books for election day. Feedback from voters and poll workers regarding electronic poll books was overwhelmingly positive. The speed and convenience at the poll site, along with the efficiency and ease of use were most commonly cited in media reports.

### Poll Workers

Early Voting presented poll workers with an additional nine days of work responsibilities. County Boards reported having a high level of interest in these positions as the early voting workdays were much shorter than the 16 hour plus schedule for election days. By having nine days of early voting, the process of setting up, administering and breaking down the poll site was easier due to the repetition of the process. County Board Commissioners informed the State Board that a majority of poll workers adapted and that they enjoyed the new technology.

### Challenges

Early voting was implemented on January 24, 2019. Electronic Pollbooks were authorized for use in New York State on April 12, 2019, subject to minimum state security requirements. Poll site selection for the November General Election was due on May 1, 2019. State E-Poll book vendor systems were reviewed and approved for use by the State Board on June 27, 2019. The Office of General Services approved state standardized contracts (Award 23167) for the procurement of electronic poll books on August 9, 2019 and on the same day the State Board conducted a WebEx session to inform CBOEs on the 2019 Electronic Poll Book Capital Grant Project contract provisions.



There was a delay in receiving approval by the NYS Division of Budget regarding the plan to utilize the \$10 million Aid to Localities Early Voting Grant Funds. Approval wasn't received until late September 2019 with a WebEx session held on October 3<sup>rd</sup> to inform the CBOE staff on contract provisions.

### Time

Simply stated, time was a major challenge in the implementation of early voting.

The successful implementation of any project generally takes time, planning and resources. County Boards of Elections were provided a small window of time to aggressively plan, procure, test, train and roll out early voting.

Decisions to use electronic poll books, for early voting, election day, both or neither, were based on issues such as available resources, supply chain issues, and access to equipment to train staff. For some CBOEs, the procurement of electronic poll books and on demand printers was met with supply chain delays. The late delivery of product impacted the ability of some Counties to test, train and use electronic poll books on Election day. With a baseline infrastructure in place, Counties are in the position to build off of 2019 for future year election cycles.

### Roles and responsibilities

The onboarding of electronic poll books required coordination between the State Board, the statewide voter registration list (NYSVOTER), CBOEs, local Election Management Systems (EMS) vendors, County Information Technology staff, cellular carriers, electronic poll book vendors, print on-demand vendors, and poll site owners (public sites) to ensure smooth functionality. Each separate entity has a bevy of procedures for their independent processes. The implementation of electronic poll books during the lowest turnout election of the four-year cycle also provided all groups involved with a greater opportunity to discover where processes could be streamlined and improved upon for future elections.

Training and guidance on the proper procedures for the opening and closing of polls during the early voting period as well as the operation of electronic poll book devices by poll workers

should be integrated into the mandatory core curriculum established by the State Board. County Boards should also augment their poll worker training with any additional local procedures not inconsistent with the State Board's core curriculum.

### State of Emergency

On November 1, 2019, the Governor declared a state of emergency in thirteen counties (Cayuga, Chautauqua, Cortland, Dutchess, Erie, Essex, Jefferson, Hamilton, Herkimer, Montgomery, Oneida, Saratoga and Warren) as heavy rains and high winds caused flooding, power outages, and road closures. November 1, 2019 was the 7<sup>th</sup> day of the early voting period for the November 5, 2019 general election. N.Y. Election Law Section 3-108 (Disaster – additional day for voting) does not address early voting nor does it provide the State Board of Elections or County Boards of Elections with any guidance during a declared emergency. Furthermore, State and County emergency declarations did not contain language addressing the impact to early voting. Below are three examples of how the State of Emergency impacted the general election:

- ✓ Essex County Board of Elections closed early voting for November 1, 2019, as there was a countywide travel ban. Opening early voting poll sites would have contradicted the ban and put the safety of voters and workers at jeopardy. Notification was provided to the media and placed on the State Board of Elections website and social media pages.
- ✓ Hamilton County Board of Elections had an issue of impassable roads on November 2-4<sup>th</sup>, making election day poll site set up a hardship. Instead of a half hour commute to the Indian Lake District One poll site, the alternative route was approximately 3 hours. Delivery of voting equipment and supplies was arranged by the Hamilton County Election Commissioners with the County Sheriff to escort the safe delivery to the poll site.
- ✓ The Herkimer County Board of Elections sited its early voting center at the Board. On November 2<sup>nd</sup> and 3<sup>rd</sup>, the Board was at risk for evacuation due to flooding. Herkimer County had worked with its County emergency management officers to make a contingent early voting site—although it was not needed.

The State Board of Elections, along with our *State Election Infrastructure Rapid Response Team* (SEIRP Team) members, was in contact with all Counties throughout this emergency time and held at minimum, daily calls to trouble shoot road closures, power outages and other issues. While the State Board, with the support of the SEIRP Team, is well positioned to assist CBOEs during emergencies, the takeaway from the Halloween storm of 2019 is that the State and County emergency declarations, and Section 3 of the Election Law, do not provide guidance to election administrators on decisions to make during times of emergency during early voting.

#### Voting equipment

In order to properly implement early voting, each County Board had to figure out a strategy for the deployment of its voting equipment resources. New sites for early voting would require additional voting machines and ballot marking devices which, in turn, would need to be secured for the entire early voting period. A security plan needed to be developed for each early voting site to ensure that access to equipment was limited to bipartisan teams from each board. Additional locks, cages, and other equipment had to be quickly procured to meet each site's security needs.

Whether equipment for early voting was deployed in a vote center model or one where voters were assigned to specific locations, such equipment had to be programmed and tested to handle a larger swath of the voter population than was previously accustomed to. In addition, voting machines used for the nine days of the early voting period would need to provide reporting each day to ensure continuity of operations without reporting results prematurely.

For two of the certified voting systems allowed for use in New York, additional configuration files were required to allow counties to make necessary adjustments to the settings of their equipment for early voting. These files were distributed by the State Board to the appropriate counties and support was provided for their implementation and use. The State Board also provided guidance to all counties on options for the use of voting machines and memory devices for the Early Voting period for their use in planning and training of their election workers.

### New technology

In order to more easily implement early voting, many counties opted to utilize electronic poll book systems and poll site on-demand ballot printers. The legislation allowing for the use of electronic poll books tasked the State Board with evaluating various systems and promulgating a list of approved systems for use. The State Board also worked with the NYS Office of General Services to create a statewide procurement vehicle by which counties could procure these devices. Counties were also free to procure equipment directly from any approved vendor. Regardless of the approach chosen, it was a challenge for many counties to order and receive the equipment on a timely basis to also allow for the proper training of the poll workers on the new equipment.

In addition to the procurement and training challenges, counties with multiple early voting locations who utilized electronic poll books also had to ensure that such locations had appropriate connectivity to allow for the electronic poll book systems to synch information between sites to prevent any voter from being allowed to check in more than once to vote. As many counties opted for equipment that relied on cellular networks for connectivity, they had to work with carriers (Verizon, AT&T, etc) to evaluate connectivity at early voting sites and implement any additional equipment necessary to support continued network connectivity at such sites for the proper function of their electronic poll book systems.

On-demand ballot printers were often used at locations that support far more ballot styles than a traditional poll site on Election Day. Used in conjunction with electronic poll book systems, these devices also required procurement by counties and additional training of poll workers. Just as electronic poll book systems required County Boards to pay attention to the connectivity available at poll sites, it became apparent that adequate electrical supply at poll sites and layout of the new technology at such was another new item for focus. In New York City, for example, where many early voting sites utilized 10 ballot printers in conjunction with electronic poll books and networking equipment, it was found that the power needs of the new equipment caused challenges with some of the locations. These challenges were overcome through the use of generators at certain Early Voting locations. However, this approach, while

effective, brought with it additional logistical considerations and costs for the local boards to bear.

#### Poll Site designation

Chapter 6 of the laws of 2019, enacted on January 24, 2019, required early voting poll sites to be designated by May 1<sup>st</sup>. County Boards were provided with three months and one week to designate early voting sites. On April 12, 2019, electronic poll books and on-demand printers were approved for use in New York State. This approval was granted less than three weeks before sites had to be designated. Also on April 12, 2019, two grant funds were approved to cover some early voting costs incurred by Counties. These short time frames impacted County Board decision making regarding poll site designation and it also impacted local consideration to accommodate any voter within the county voting at any early voting poll site or to assign voters to a particular early voting poll site based on geography or election district assignments.

The increase of days of voting had a direct impact on the space available to County Boards of Elections to administer early voting. Article 4 of the Election Law prioritizes and promotes the utilization of “free” state and county owned space. While the majority of Counties utilized tax-exempt space, discussion centered on the potential of renting space. Concerns were raised by several CBOEs urging the State Board to develop a standard list of incidental expenses and rates of payment (incidentals such as security guards, cleaning/janitorial services; building access), to help compensate poll site providers for the increased impact on facility staff and services. Other sources of poll site space should be identified to potentially increase the number of available locations.

In 2020, there will be a minimum of 27 days of early voting. Many schools, libraries, town halls and other public spaces may encounter issues with providing dedicated space for elections due to previously scheduled events conducted in the poll locations. Locating 27 days of adequate, accessible early voting space will be at the forefront of planning challenges for County Boards in 2020.

### Statewide Voter Registration List

The statewide voter database (NYSVOTER) needs to be significantly updated to incorporate provisions of election law reforms passed in 2019 including, early voting and statewide transfers of registered voters. Manual workarounds were created to be able to meet the 2019 requirements but required a large amount of time and manual entry from each County Board of Elections.

The State Board has created a NYSVOTER working group to obtain feedback on required upgrades and work to improve the temporary transfer of information while quickly working to implement permanent system upgrades. In addition, the roundtables raised a number of recommended upgrades including, but not limited to:

- ✓ NYSVOTER needs to incorporate a search criteria field and streamline the transfer process which seemed to be marked by extra steps and a slow search time.
- ✓ Election day poll sites are uploaded directly into NYSVOTER but there is no mechanism to load early voting sites into NYSVOTER. The inclusion of extra fields will make the data flow to the poll site finder more streamlined.
- ✓ NYSVOTER should be updated to include additional fields for absentee voting to mirror affidavit voting.
- ✓ Election management vendors have requested a test environment be incorporated in the NYSVOTER system to enable testing of updates prior to launching them to the customer.

Minor details matter. At times, the early voting roundtables discussion devolved into a discussion the nitty gritty of early voting administration. Impacts from seemingly minor details could have had a major impact on a poll site. Following are a few examples of the discussion in in this regard:

- ✓ Example 1: Power Cords Broke. One county detailed an issue with broken or flimsy power cords that connected the electronic poll book. If a power cord breaks, the e poll book does not have access to power and in some instances, does not transmit data (the ballot) to the printer. The poll site is equipped with redundant e poll books, however,

the power cord issue was prevalent. Should it have occurred routinely, the County would have been required to switch to paper poll books and ballots.

- ✓ Example 2: Reduce the clicks on poll books to save time. County Boards of Election reported that the number of “Clicks” using an electronic poll book take time and should be streamlined to increase voter convenience and poll worker efficiency.

Many Boards made excellent use of the new technologies. The Erie County Board of Elections sent a postcard to voters regarding early voting. By sending a postcard like the one pictured below, voters were informed where the closest early voting poll site was to that voter’s address, and that they were able to vote at any of Erie’s 37 poll sites. Another best practice incorporated into this postcard is that if the voter brought the postcard to the poll site, the poll worker checking the voter in can scan the barcode which, more quickly and accurately brings up the voter’s information, which saves the time of manually entering the voter’s information. The card helped to explain the new process, but it also informed the voter that it was not necessary to bring this card to vote, only that it could help save time at check-in. On average, the check-in process was 20 seconds faster when voters brought the postcard they received in the mail.

While a barcoded postcard or the use of the barcode on a driver’s license can expedite voter processing, it is possible for voters to perceive a form of identification is being demanded in order to vote. With a narrow exception, voters are not required to present a form of identification to vote.

There were some reports where poll workers asking voters for the barcode card which was confused with them requesting identification, something not required in New York as long as your identify was previously verified as part of the registration process or completed prior to election day. As a result, voter education and poll worker training should make clear that the barcode is an optional piece of information and that it should be made clear that the voter is not being asked for any form of identification. The language used on the mailings containing the barcode or provided in the poll site on days of voting should equally be clear about this information being optional and allowing for a faster check in experience. Below is a good example of such a mailing sent by the Erie County Board of Elections to its voters.



ERIE COUNTY BOARD OF ELECTIONS  
 134 WEST EAGLE STREET  
 BUFFALO, NEW YORK 14202-3896

**RETURN SERVICE REQUESTED**



NON PROFIT ORG.  
 U.S. POSTAGE  
**PAID**  
 BUFFALO, N.Y.  
 PERMIT NO. 4288

**myVote** A faster check-in experience.

For your convenience, you may bring this card with you for early voting to expedite the new electronic check-in process. To participate in **myVote** you simply need to hand this card to the election inspector at one of the 37 polling locations. The election inspector will scan the barcode to automatically qualify your right to vote and issue you a ballot.

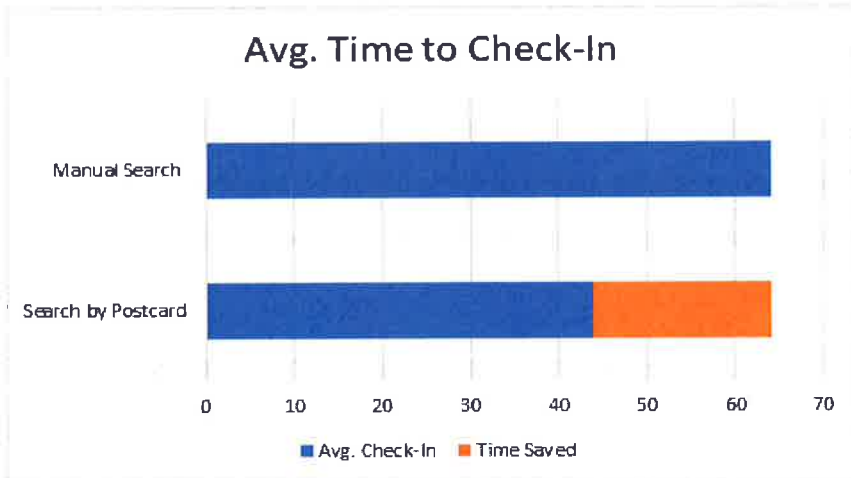
Please keep in mind that it is not necessary to bring this card with you to vote. However, if you bring this card and participate in **myVote** it will save you time at check-in.

THE EARLY VOTING SITE IN YOUR CITY OR TOWN IS:

**BRANT TOWN HALL (GYMNASIUM)**  
 1272 BRANT NORTH COLLINS RD. BRANT  
 ELECTION DAY: YOU MUST VOTE AT YOUR REGULAR POLLING SITE



Erie County Board of Elections Early Voting Postcard





## Legislative Changes

The feedback gathered during the five early voting roundtables provided the State Board of Elections with information to identify six legislative changes for early voting.

1) **Dedicated Source of State Funding for Election Administration.**

The New York State Board of Elections recommends a dedicated, long term source of Aid to Localities funding to support County Board of Elections in the administration of elections. In 2019, a total of \$24.7 million in Aid to Localities/Capital Funds were provided to CBOEs.

2) **Update Election Law Section 3-108 to address early voting in times of declared emergency.**

On November 1, 2019, the Governor declared a state of emergency in thirteen counties (Cayuga, Chautauqua, Cortland, Dutchess, Erie, Essex, Jefferson, Hamilton, Herkimer, Montgomery, Oneida, Saratoga and Warren) as heavy rains and high winds caused flooding and power outages. November 1, 2019 was the 7<sup>th</sup> day of the early voting period for the November 5, 2019 general election. Election Law Section 3-108 does not address early voting nor does it provide the State Board of Elections or County Boards of Elections with any guidance during a declared emergency. Furthermore, State and County emergency declarations did not contain language addressing the impact to early voting. Updating Section 3-108 would provide CBOEs with clear roles in emergency management. The State Board of Elections will also draft recommended language for emergency declaration statements.

3) **Address late ballot changes to facilitate Early Voting preparations and to comply with the MOVE Act.**

Fundamentally, early voting moves Election Day ten days earlier in the calendar. That means ten fewer days before County Boards must create ballot styles, print ballots for sites that do not have on-demand ballot printers, program the voting machines and systems needed for early voting, and test those voting machines and systems. Any

ballot change late in the process requires boards to recreate ballot styles, reprogram and retest voting machines and systems.

Under existing law a ballot could change upon the death or disqualification of a candidate within just seven days of an election. Under this provision, a ballot could legally change within the nine-day early voting period. This provision of law is facially inconsistent with early voting. Moreover, routinely court ordered ballot changes are issued close to an election such that in the era of early voting compliance with those order would be impossible.

A ballot change during early voting is the equivalent of changing the ballot on the day of election because once a vote is cast on a scanner during early voting it is cast anonymously and cannot be substituted with a revised ballot the way an absentee ballot in an envelope could be exchanged. Similarly, a post certification ballot change made in the lead up to early voting could make it impossible for a board to commence early voting on time.

To make early voting work and to comply with the Federal MOVE Act and state law requiring the transmittal of military and overseas ballots 46 days before an election, the ballot, under New York Law, must be certified by the State Board as final no later than 55 days before the election. Any substitution to fill a vacancy should be finalized and complete by the 56th day before an election to allow boards of elections enough time to certify the contests and candidates to appear on the ballot, prepare Early Voting ballots and, simultaneously, comply with state law and MOVE Act standards as to the transmittal of ballots.

- 4) Develop standards for early voting and election day poll sites in relation to incidental expenses and rates of payment (incidentals such as security guards, cleaning/janitorial services; building access), to help compensate poll site providers for the increased

impact on facility staff and services to potentially increase the number of available locations.

The increase in the number of days of voting has a direct impact on the space available to County Boards of Elections to administer early voting. Article 4 of the Election Law prioritizes and promotes the utilization of “free” tax-exempt space as poll sites. In 2020, there will be a minimum of 27 days of early voting. Many schools, libraries, town halls and other public spaces may encounter issues with providing dedicated poll site space for elections over so many days. There are no provisions in Article 4 regarding procurement standards and rates of payment (incidentals such as security guards, translators), at private space.

5) Change the Time Frame of the Annual Check of Registrants and Information Notice by Mail.

Section 4-117 of the Election Law requires County Boards of Elections to send by a mail, a communication, to every registered voter detailing the days and hours of primary and general elections and poll site location. This communication must also provide date, hours and locations of early voting for the primary and general elections or provide a phone number and a link to a website location for voters to receive early voting information. Section 4-117 currently requires this notice to be sent not less than 60 days but not more than 70 days before the primary election. As June 23, 2019 is the date of the State primary, the timeframe required by law would have the mail check occur between April 14<sup>th</sup>-April 24<sup>th</sup>.

The 2020 Presidential Primary is schedule for April 28<sup>th</sup> with an early voting period of April 18<sup>th</sup>-April 26<sup>th</sup>. The State Board recommends moving the 2020 mail check requirement to occur between March 25<sup>th</sup>-March 30<sup>th</sup>. This change would enable County Boards of Election to provide registered voters with advance notice of all elections, poll sites and hours of voting. See Assembly Bill 9128 / Senate Bill 7236.

## Cost

### County Board of Elections Reported Early Voting Expenses for 2019

County Board of Elections have been asked to report early voting expenses for 2019. Thus far, the information has been received from fifty-three of the Boards of Elections. The State Board will continue to collect information from the outstanding five CBOEs.

### Cost relative to 2019 implementation of Early Voting

There was a consensus at all roundtables that there was a significant need for more resources to be devoted to the administration of elections in New York State. In 2019, fifty Election Law reforms were enacted into law with little or no financial or other support provided to the State or County Boards of Elections. County Boards reported not having enough resources as needed for the 2019 election.

The 2019 early voting period raised unexpected implementation issues such as the need for backup power and generators, the need to ensure increased connectivity, more electricians, electricity and IT support, and more of an investment in technology upgrades at the poll site and with the Board's internal systems.

County Boards of Elections have advocated for more resources to build out early voting, decrease the ratio e-poll books to on-demand printers, to rent more poll sites, hire more poll workers to successfully implement early voting in 2020. The 2020 election cycle has a minimum of 27 days of early voting with an anticipated higher voter turnout.

### Funding of Early Voting

As part of the New York State Budget, enacted on April 12, 2019, New York State created two grant programs to reimburse County Boards of Elections for some of the cost incurred by implementing the early voting mandate.

\$14.7 million was allocated in a Capital Grant program and made available to local boards of elections for the reimbursement of eligible expenses related to the use of e-poll books, on-demand ballot printer systems, and related cybersecurity software. \$14 million directly

reimbursed County Boards utilizing a formula that provided \$15,000 per poll site and the remainder of the funding to be distributed based on enrollment. \$700,000 was set aside for the State Board to utilize for State testing of e-poll book systems and the implementation of cybersecurity software to benefit all County Boards. Grant paperwork was finalized by SBOE and the Office of General Services and provided to each County on July 22, 2019.

To date, 57 capital grant contracts have been received (98%), 55 of which were approved by the Office of State Comptroller and sent back to each County Board. Twenty-three claims for payment have been submitted to the State Board and sixteen claims have been reimbursed to CBOEs, twelve for the full amount of the grant award. 87% of claims for payment submitted have requested the full amount of the grant funds allotted to the county.

Yates County was the first county to submit a claim for payment under the Capital Grant fund program. The County had \$32,557 in e-poll book system and on-demand printer costs and were afforded \$26,419 in Capital Grant funds. Yates purchased 24 Robis e-poll books and one on-demand ballot printer.

New York City was provided approximately \$8.4 million in State Funds to help cover the costs of early voting implementation (\$5 million in capital grant funding and \$3.4 million in aid to localities). The New York City Board of Elections reported spending \$13.7 million dollars to implement early voting. The breakdown of those costs are as follows: \$6.9 million for poll workers, \$321,000 to rent poll sites, \$410,969 for transportation expenses, \$136,000 on security expenses, \$290,400 on e-poll book training, \$865,585 on e-poll books hardware; \$139,110 for e-poll book connectivity, \$7,559,615 on new voting systems for early voting, \$1.9 million on ballot on-demand expenses, \$475,000 to print ballots, and \$1.8 million on other expenses including improvements to warehouse and storage facilities, advertising and accessibility equipment and installation.

\$10 million in Aid to Localities was appropriated to be made available to local boards of elections for the reimbursement of eligible expenses related to the implementation of early voting under the approval of the Division of Budget (DOB). On June 5, 2019, the State Board provided DOB with a county grant allocation plan and requested DOB's approval. DOB

approved access to all \$10 million on August 29, 2019. Grant paperwork was finalized by SBOE and the Offices of General Services and provided to each County on September 20, 2019. Eligible county costs include, but are not limited to, renting early voting space, hiring of temporary staff, training staff, temporary poll site improvements, voter outreach, and the purchase of equipment for early voting.

As of February 6, 2020, 50 Aid to Localities contracts have been received (86%), 45 of which were approved by the Office of State Comptroller and sent back to each County Board. Seventeen claims for payments have been submitted to the State Board and seven claims have been reimbursed to CBOEs for the full amount of the grant award. 71% claims for payment submitted have requested the full amount of the grant funds allotted to the county.

**Early Voting Grant Statistics**

Capital Grant Contract Statistics	
Capital Grant Contracts Received	57 (98%)
Capital Grant Contracts Approved by the Comptroller & sent to CBOE's	55
Capital Grant Contracts not yet received	1
Claim for Payments submitted	23

Aid to Localities Grant Contract Statistics	
Aid to Localities Contracts Received	50 (86%)
Aid to Localities Contracts Approved by the Comptroller & sent to CBOE's	45
Aid to Localities Contracts not yet received	8
Claim for Payments submitted	17

Turnout Comparison  
2015 General Election and 2019 General Election

COUNTY	2015					2019					CHANGE FROM 2015
	ENROLLMENT	VOTES	TURNOUT	ENROLLMENT	EARLY VOTING SITES	EARLY VOTES	ELECTION DAY BALLOTS CAST	Total Turnout	EV % OF TOTAL	TURNOUT	
ALBANY	192,562	64,052	33%	207,911	6	5,322	62,145	67,467	8%	32.4%	-0.81%
ALLEGANY	25,680	5,068	20%	26,292	1	258	8,839	9,097	3%	34.6%	14.86%
BROOME	122,043	41,610	34%	131,262	3	3,312	39,765	43,077	8%	32.8%	-1.27%
CATTARAUGUS	49,752	14,410	29%	47,516	2	795	15,855	16,650	5%	35.0%	6.08%
CAYUGA	51,878	14,603	28%	48,206	3	1,886	15,824	17,710	11%	36.7%	8.59%
CHAUTAUQUA	82,134	19,949	24%	81,757	3	3,850	26,682	30,532	13%	37.3%	13.05%
CHEMUNG	53,425	9,309	17%	53,566	1	564	13,670	14,234	4%	26.6%	9.15%
CHENANGO	30,152	9,776	32%	29,914	1	438	6,214	6,652	7%	22.2%	-10.18%
CLINTON	48,752	13,174	27%	49,409	1	749	13,237	13,986	5%	28.3%	1.29%
COLUMBIA	42,989	16,222	38%	47,128	3	3,371	17,490	20,861	16%	44.3%	6.52%
CORTLAND	30,111	8,274	27%	30,675	1	772	8,132	8,904	9%	29.0%	1.55%
DELAWARE	28,180	10,814	38%	29,868	1	386	8,632	9,018	4%	30.2%	-8.18%
DUTCHESS	184,701	50,070	27%	196,708	5	7,992	64,393	72,385	11%	36.8%	9.69%
ERIE	607,381	152,655	25%	636,089	37	26,505	190,009	216,514	12%	34.0%	8.91%
ESSEX	25,939	9,950	38%	26,057	1	294	11,018	11,312	3%	43.4%	5.05%
FRANKLIN	26,916	7,719	29%	27,737	1	328	7,551	7,879	4%	28.4%	-0.27%
FULTON	32,467	10,162	31%	33,798	1	317	8,320	8,637	4%	25.6%	-5.75%
GENESEE	37,140	7,605	20%	38,876	1	537	10,442	10,979	5%	28.2%	7.76%
GREENE	31,042	11,430	37%	33,719	1	638	12,384	13,022	5%	38.6%	1.80%
HAMILTON	4,749	2,071	44%	4,590	1	131	2,565	2,696	5%	58.7%	15.13%
HERKIMER	39,743	11,320	28%	40,939	1	291	8,974	9,265	3%	22.6%	-5.85%
JEFFERSON	61,576	17,720	29%	64,419	1	729	16,298	17,027	4%	26.4%	-2.35%
LEWIS	17,527	7,610	43%	18,330	1	321	5,592	5,913	5%	32.3%	-11.16%
LIVINGSTON	39,114	10,497	27%	41,927	1	930	16,271	17,201	5%	41.0%	14.19%

Turnout Comparison  
2015 General Election and 2019 General Election

COUNTY	2015					2019					CHANGE FROM 2015
	ENROLLMENT	VOTES	TURNOUT	ENROLLMENT	EARLY VOTING SITES	EARLY VOTES	ELECTION DAY BALLOTS CAST	Total Turnout	EV % OF TOTAL	TURNOUT	
MADISON	42,489	12,125	29%	43,546	1	636	13,109	13,745	5%	31.6%	3.02%
MONROE	461,455	130,812	28%	495,466	7	13,892	168,940	182,832	8%	36.9%	8.55%
MONTGOMERY	29,048	7,777	27%	29,213	1	253	7,716	7,969	3%	27.3%	0.51%
NASSAU	984,956	209,544	21%	1,043,994	15	30,018	236,199	266,217	11%	25.5%	4.23%
NIAGARA	137,640	37,659	27%	143,628	2	1,913	42,147	44,060	4%	30.7%	3.32%
ONEIDA	134,885	33,463	25%	136,555	3	2,027	40,216	42,243	5%	30.9%	6.12%
ONONDAGA	296,820	74,623	25%	310,839	6	8,462	99,088	107,550	8%	34.6%	9.46%
ONTARIO	68,788	17,522	25%	76,159	3	1,413	19,289	20,702	7%	27.2%	1.71%
ORANGE	220,865	55,657	25%	239,468	7	6,117	52,788	58,905	10%	24.6%	-0.60%
ORLEANS	24,066	8,929	37%	24,077	1	374	7,983	8,357	4%	34.7%	-2.39%
OSWEGO	73,261	20,776	28%	79,318	1	678	19,528	20,206	3%	25.5%	-2.89%
OTSEGO	35,592	11,098	31%	36,176	1	367	11,406	11,773	3%	32.5%	1.36%
PUTNAM	63,953	15,970	25%	68,604	1	1,705	18,254	19,959	9%	29.1%	4.12%
RENSSELAER	98,336	31,454	32%	109,243	2	1,937	37,311	39,248	5%	35.9%	3.94%
ROCKLAND	192,357	66,467	35%	208,292	4	6,839	68,451	75,290	9%	36.1%	1.60%
SARATOGA	155,181	30,513	19.66%	166,683	3	3,030	41,754	44,784	7%	26.9%	7.21%
SCHENECTADY	96,103	27,801	28.93%	103,207	4	2,991	26,536	29,527	10%	28.6%	-0.32%
SCHOHARIE	20,246	7,105	35.09%	20,512	1	418	7,367	7,785	5%	38.0%	2.86%
SCHUYLER	12,302	3,319	26.98%	12,664	1	350	5,070	5,420	6%	42.8%	15.82%
SENECA	20,306	6,286	30.96%	21,170	1	584	7,642	8,226	7%	38.9%	7.90%
ST. LAWRENCE	61,232	13,651	22.29%	66,243	1	636	18,392	19,028	3%	28.7%	6.43%
STEUBEN	59,924	50,844	21.21%	61,251	1	313	16,100	16,413	2%	26.8%	5.59%
SUFFOLK	963,844	189,399	19.65%	1,062,621	10	17,012	268,829	285,841	6%	26.9%	7.25%
SULLIVAN	50,610	16,461	32.53%	52,922	1	1,115	15,752	16,867	7%	31.9%	-0.66%



Turnout Comparison  
2015 General Election and 2019 General Election

COUNTY	2015					2019					CHANGE FROM 2015
	ENROLLMENT	VOTES	TURNOUT	ENROLLMENT	EARLY VOTING SITES	EARLY VOTES	ELECTION DAY BALLOTS CAST	Total Turnout	EV % OF TOTAL	TURNOUT	
TIOGA	31,984	9,068	28.35%	33,705	1	294	8,087	8,381	4%	24.9%	-3.48%
TOMPKINS	57,286	12,913	22.54%	61,623	2	1,411	15,719	17,130	8%	27.8%	5.26%
ULSTER	118,339	38,682	32.69%	130,112	8	7,438	42,505	49,943	15%	38.4%	5.69%
WARREN	43,690	13,911	31.84%	45,126	1	862	13,114	13,976	6%	31.0%	-0.87%
WASHINGTON	35,624	7,630	21.42%	36,580	1	290	9,704	9,994	3%	27.3%	5.90%
WAYNE	55,716	12,666	22.73%	57,350	1	263	14,635	14,898	2%	26.0%	3.25%
WESTCHESTER	598,032	120,593	20.16%	637,684	16	20,887	154,776	175,663	12%	27.5%	7.39%
WYOMING	24,942	4,594	18.42%	24,712	1	309	6,490	6,799	5%	27.5%	9.09%
YATES	13,947	3,830	27.46%	14,157	1	474	3,682	4,156	11%	29.4%	1.90%
<b>TOTAL</b>	<b>7,149,772</b>	<b>1,829,212</b>	<b>28.28%</b>	<b>7,599,593</b>	<b>188</b>	<b>196,141</b>	<b>2,108,881</b>	<b>2,305,022</b>	<b>9%</b>	<b>30.3%</b>	<b>2.05%</b>
BRONX	724,625	38,756	5.35%	833,172	11	4,893	92,552	97,445	5%	11.7%	6.35%
KINGS	1,410,468	62,309	4.42%	1,637,055	18	17,976	226,326	244,302	7%	14.9%	10.50%
NEW YORK	1,034,443	36,911	3.57%	1,197,797	8	19,865	173,648	193,513	10%	16.2%	12.59%
QUEENS	1,096,535	56,283	5.13%	1,282,887	14	13,129	189,389	202,518	6%	15.8%	10.66%
RICHMOND	285,725	41,992	14.70%	319,473	9	4,247	54,228	58,475	7%	18.3%	3.60%
<b>NYC TOTAL</b>	<b>4,551,796</b>	<b>236,251</b>	<b>6.63%</b>	<b>5,270,384</b>	<b>60</b>	<b>60,110</b>	<b>736,143</b>	<b>796,253</b>	<b>8%</b>	<b>15.1%</b>	<b>8.47%</b>
<b>GRAND TOTAL</b>	<b>11,701,568</b>	<b>2,065,463</b>	<b>17.65%</b>	<b>12,869,977</b>	<b>248</b>	<b>256,251</b>	<b>2,845,024</b>	<b>3,101,275</b>	<b>8%</b>	<b>24.1%</b>	<b>6.45%</b>

