



COUNTY OF LOS ANGELES

REGISTRAR-RECORDER/COUNTY CLERK

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CONNY B. McCORMACK
REGISTRAR-RECORDER/COUNTY CLERK

May 8, 2003

TO: EACH SUPERVISOR

FROM: Conny B. McCormack, Registrar-Recorder/County Clerk

STRATEGIC PLAN: REGISTRAR-RECORDER/COUNTY CLERK DEPARTMENT

Attached is the Registrar-Recorder/County Clerk (RR/CC) Department's Strategic Plan, which was developed in collaboration with Department staff over the past 18 months. The RR/CC Department is unique in that our responsibilities involve three distinctly different functional areas which are reflected in our new Mission Statement:

To convey the people's voice in selecting their representative government, and to preserve and ensure the integrity of the people's historic birth, death, marriage, real estate and election records.

This Plan ties our mission to specific goals and develops a mechanism for measuring outcomes. This measurement process will be key to determine if and when desired results have been achieved and to identify implementation problems and where challenges continue to exist. The overriding goal is to facilitate continual improvement of customer services.

As identified herein, recent passage of federal and state laws in both the Elections and Recorder areas require monumental changes to our operations and have effected a paradigm shift in Departmental operations. We believe this Strategic Plan will guide our employees by providing the vision to foster proactive and creative processes to address the challenges ahead.

As we begin the journey of implementing this Plan we look forward to the continued support of your Board to assist in meeting the established goals. If you have questions or comments, please contact me.

c: CAO
Department Heads

THE STRATEGIC PLAN OF
THE LOS ANGELES COUNTY
REGISTRAR-RECORDER/COUNTY CLERK

Our Mission:

To convey the people's voice in selecting their representative government, and to preserve and ensure the integrity of the people's historic birth, death, marriage, real property and election records.



2003 - 2010

MESSAGE FROM THE DEPARTMENT DIRECTOR

I am pleased to present the *Strategic Plan* for the Registrar-Recorder/County Clerk (RR/CC) Department. This plan is the culmination of an 18-month effort by departmental management in collaboration with line staff to identify and define our direction for the future. With the assistance of an outside facilitator, two retreats were held in late 2001 involving the department's eleven division managers, five Assistant Registrar-Recorder/County Clerks and the Chief Deputy to begin the process of delineating key strategic issue areas and desired outcomes. In conjunction with this effort, the Department's 850 employees were invited to a series of "brown bag" lunches to seek their input and suggestions on Plan development and content.

The RR/CC Department is unique in that it touches the most personal aspects of the lives of virtually all the County's 10 million residents. We are responsible for registering and maintaining records on every County birth, death, marriage, property ownership and voting. The Department is home to a staggering 200 million records; only the Pentagon, Social Security Administration and Library of Congress contain more records.

Because of the wide range of services provided by the three distinctly different functional areas of the RR/CC Department, conducting a thorough environmental scan was time consuming but essential to formulate an integrated Plan. Continual involvement and communication with key external stakeholders was a vital component to bring the Plan into clear focus. We have formed partnerships with a diverse range of organizations and meet frequently with their representatives to seek their input and advice. Partners include City Clerks of the 88 cities within the County as well as officers of dozens of title and escrow companies involved in real property document recordings. Additionally, we hold quarterly meetings with representatives of more than 60 community based organizations that have a stake in election administration processes, ranging from political parties to disability and multilingual advocacy groups to non-partisan organizations such as the League of Women Voters. Daily we interact with a wide range of elected officials within the County, from congress and the state legislature to hundreds of local elected representatives.

While our staff is enthusiastic about taking on the challenges identified in this Plan, there is also the realization, that has evoked some trepidation, that the environment in which we work has been fundamentally and dramatically altered as a result of the recent passage of significant federal and state laws in both the areas of elections and recorder/county clerk. The passage of landmark federal election reform legislation known as the Help America Vote Act of 2002, while bringing the first-ever infusion of federal funding to election administration, contains far-reaching, consequential and untested new mandates. Additionally, action by the Secretary of State in 2001, and subsequent federal court action in 2002, banned further use of punch card voting systems in California effective in March 2004. These rulings placed Los Angeles County, as well as eight other Counties that together represent 8.5 million voters, in the precarious position of having to speedily replace our voting system that has been operational for 35 years.

... the Department must be resilient, flexible and proactive in our vision to put the necessary processes in place to meet these challenges.

The RR/CC touches the most personal aspects of the lives of 10 million residents.

With regard to Recorder operations, last year the State Legislature, in an attempt to enhance security and reduce the possibility of identify theft, passed a bill that will have the unfortunate effect of delaying public service delivery of copies of County birth and death records to those requesting these documents. Upon taking effect in July 2003, requests for these services (up to 400,000 annually) will no longer be able to be accepted via telephone and Internet, due to the new requirement that all requestors submit personal identification documentation prior to receipt of official certified copies.

Due to these impending monumental changes, the Department must be resilient, flexible and proactive in our vision to put the necessary processes in place to meet these challenges. As we begin our journey of implementing this Plan, we look forward to the continued support of the Board of Supervisors, Chief Administrative Officer and all County Department Heads. We thank all of you, and especially our outstanding employees, who together will make this journey possible.

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Conny B. McCormack
Registrar-Recorder/County Clerk

CONTENTS OF THE STRATEGIC PLAN

I. WHAT IS OUR SITUATION NOW?

Who are we?	1
Who do we serve?	5
What challenges do we face?	7

II. WHAT DO WE WANT TO ACHIEVE?

Our Mission and Strategic Principles	19
Our Goals	20
Roots of this strategic plan.....	21

III. WHAT MUST WE DO TO GET THERE?

Goal 1 - Use evolving technology to compress record processing times.	25
Goal 2 - Adapt election processes to the realities of the 21 st Century.	29
Goal 3 - Communicate our mission and scope of service, internally and externally.	34
Goal 4 - Demonstrate exemplary stewardship of public funds	37
Goal 5 - Support safeguards against fraudulent creation and use of public records	41

IV. HOW WILL WE KNOW WE HAVE SUCCEEDED?

Strategic Measurement	42
Using Technology to Implement the Strategic Plan.....	43

V. APPENDICES

A. Organization Chart.....	45
B. Glossary of terms.....	47
C1. Timeline – Phased-in Approach to Installation of New Voting System	50
C2. Phased-In Approach to Installation of New Voting System.....	52
D. County and Student Pollworkers.....	56
E. Special Election Cost Chart	60
F. Branch Offices and Services.	61

I. WHAT IS OUR SITUATION NOW?

Who Are We?

The Registrar-Recorder/County Clerk (RR/CC) Department is the end result of a process of consolidation that began in 1968 when the County Recorder was combined with the County Registrar of Voters. In 1991 we merged further, absorbing the non-judicial functions of the County Clerk to become the Department that exists today with three distinctly different functional areas. Consequently, a constant challenge has been to build a common mission, organizational culture, systems infrastructure and customer interface.

As the chart below reveals, the RR/CC Department touches the lives of tens of thousands of County residents every day. People stream into our seven locations to obtain copies of the major records of their lives including birth, death, marriage, real property/property, election records and many more. On behalf of the County's 10 million residents, the RR/CC records, preserves and makes available a staggering 200 million documents.

Within the United States, only the Social Security Administration, the Pentagon and the Library of Congress have more records on file.

PART I
WHO ARE WE?
DEPARTMENT
OVERVIEW

DEPARTMENT OVERVIEW

REGISTRAR OF VOTERS

- Registers voters and maintains files for 4 million voters;
- Conducts federal, state and county elections;
- Assists in conducting 200+ local elections annually.

COUNTY RECORDER

- Records more than 3 million real property documents;
- Issues 700,000 copies of birth, death and marriage records;
- Issues 200,000 copies of real property records.

COUNTY CLERK

- Issues 40,000 marriage licenses and performs 7,600 marriage ceremonies
- Files 200,000 business trade names
- Performs 20,000 notary public oath and bond transactions

(Annual Statistics)

As Registrar of Voters, the Department is responsible for conducting federal, state and county elections for the largest election jurisdiction in the United States with 4.1 million active registered voters, 5,000 voting precincts, and 1,900 voter outreach locations. Additionally, the Department supports local elections for 88 cities, 100 school districts and 149 special districts.

As Recorder/County Clerk, the Department is responsible for recording property documents, maintaining vital records (birth, death and marriage), issuing marriage licenses and filing fictitious business names and other statutory oaths and filings. Daily, up to 15,000 real property records are filed, more than 2,800 copies of vital records are requested and processed, 150 marriage licenses are issued and 25 civil marriage ceremonies are performed. An enormous number of records -- in excess of 200 million -- dating back to the formation of the County in 1850 are maintained by our Department.

EXECUTIVE OFFICE

The Executive Office provides oversight of and policy direction for all Department functions through the Chief Deputy, maintains an extensive network of partnerships with government agencies and elected officials through the Executive Liaison Officer, and oversees Media Information and Support Services. All major publications are reviewed by the Executive Office.

ADMINISTRATION BUREAU

The Administration Bureau performs the following Department functions:

- Preparing the annual budget
- Overseeing posting and distributing \$200,000,000 in annual revenue collection
- Supervising procurement activities, including an annual services and supplies budget of more than \$32 million.
- Operating and maintaining the physical facilities, grounds and equipment at the headquarters building and warehouse facility
- Providing oversight of employee relations, classification, recruitment and examination, payroll and personnel training programs

RECORDER/COUNTY CLERK BUREAU

The Recorder/County Clerk Bureau is responsible for:

- Recording, analyzing, and creating electronic images of documents
- Collecting revenue and taxes for recorded documents
- Registering business filings annually
- Administering sworn oaths to notaries public and other officials
- Maintaining numerous public agency rosters

- Maintaining and making available to the public vital records
- Issuing marriage licenses
- Performing civil marriage ceremonies
- Providing certified copies of vital records and real property records

PART I
WHO ARE WE?
DEPARTMENT
OVERVIEW

ELECTION PREPARATION BUREAU

The Election Preparation Bureau coordinates all statutory requirements necessary to initiate and conduct elections. Its functions include:

- Preparing and printing of sample ballots
- Preparing and certifying candidate nomination documents
- Preparing ballot data for Election Tally System
- Conducting the official canvass of election returns
- Registering voters
- Processing absentee/mail ballot requests
- Verifying signatures on mail ballots and petitions
- Administering voter outreach programs

ELECTION SERVICES BUREAU

The Election Services Bureau responsibilities include:

- Recruiting polling places and precinct pollworkers
- Preparing, maintaining and delivering voting equipment and supplies
- Recording candidate and political committee campaign statements
- Providing public access to election information, materials and voter registration data
- Translating and mailing election information in seven mandated languages
- Processing candidate nomination filing documents
- Developing training materials for and training pollworkers
- Reviewing and analyzing federal, state and local legislative initiatives

TECHNICAL SERVICES BUREAU

The Technical Services Bureau provides technical support for all Department functions. Specific responsibilities include:

- Designing, implementing and maintaining the infrastructure for connectivity of personal computers within the Department
- Maintaining the Department's website
- Maintaining the Voter Information Management System database
- Maintaining computer systems used in candidate filing, ballot layout, tally and reporting of election results
- Maintaining and reflecting changes in jurisdictional boundaries at the precinct level
- Maintaining precinct information to insure that voters are assigned to correct election precincts and polling places
- Producing maps of political district boundaries for use in polling places
- Supporting all Recorder/County Clerk business functions through computer systems technology
- Providing Department-wide data security
- Printing rosters of voters and other election materials

PART I
WHO ARE WE?
DEPARTMENT
OVERVIEW

WHO DO WE SERVE?

We are unique in County government in that virtually all County residents are customers, directly or indirectly. The Registrar-Recorder/County Clerk (RR/CC) maintains records on the vast majority of its 10 million residents. Annually, the Recorder/County Clerk Bureau files and permanently records up to 3 million property document transactions, processes 700,000 requests for copies of vital records (equal to 7% of the County's population), issues 40,000 marriage licenses and hundreds of thousands of fictitious business name filings and miscellaneous oaths. The Registrar or Voters' Bureaus prepare for, conduct and support hundreds of elections annually for federal, state and local elected offices for more than 500 political jurisdictions. A registered voter file of 5 million active and inactive voters is maintained and constantly updated. These numbers are unmatched anywhere else in the United States.

Local, state and national officials look to our Department for leadership in all our functional areas. By virtue of the size of our operations, the depth of our experience, and the sophistication of our processes, a natural "mentoring" process has developed in the course of which we freely share our expertise with jurisdictions across the nation. We stand at the "cutting edge" in areas such as exploration of electronic document recording, handicapped accessibility to the voting process, and outreach to voters with limited English proficiency.

The diverse list of who we serve includes:

- Title companies, financial institutions and realtors rely on us to be the ultimate and official authority on property ownership and lien status for all real property in the County. The completeness and accuracy of our database provides the assurance needed by title companies, banks and lending institutions for making loans to businesses and homebuyers.
- The County Assessor depends upon the accuracy and timely conveyance of Recorder Bureau data to maximize a significant source of County revenue – real property taxes.
- Anyone born in Los Angeles County (whether they currently live in the County or anywhere on the planet) depends upon access to copies of their birth records to meet a wide range of needs.
- Genealogists access birth, death and marriage records to complete work on family histories.
- Researchers, statisticians and the media refer to our voting records in forecasting, analyzing and reporting election information. Political parties and candidates also rely on this information to identify their potential supporters and to target their campaign messages.
- Candidates for political office and political parties rely on us to facilitate voter outreach, including providing information on voter registration and printed sample ballot booklets, and to process their nomination documents accurately and timely.

PART I
WHO DO WE
SERVE?

- Translated voting materials and bilingual pollworkers assist thousands of voters to understand and access the voting process in six federally mandated languages (Chinese, Japanese, Korean, Spanish, Tagalog and Vietnamese).

PART I
WHO DO WE
SERVE?

With this enormous customer interface, we are focused on a strategy to expand opportunities to enhance customer service and outreach. Strategic challenges include exploring ways to:

- Expand knowledge about election procedures and provide equal access to all voters including those who have disabilities or require foreign language assistance.
- Expand the visibility of our Department by maintaining regional branch offices as well as a wide range of Internet web-enabled services so that residents do not feel compelled to transact all business at the Norwalk headquarters.
- Add to both the *types* and the *quantity* of information and services available to residents on our Department's website.
- Provide easily accessible information on candidates and campaign finances to increase the transparency of the political process.
- Work with major customer groups such as voting advocates, title companies and city clerks (for election and recorder services).
- Expand partnerships with title companies and Realtor associations to streamline property document filings/transactions.
- Join forces with the District Attorney and other law enforcement agencies to deter, detect, and gather evidence for possible prosecution of criminal activities related to public records.
- Assist with the development of enabling legislation to further the use of technologies to streamline Recorder/County Clerk and Election operations.

WHAT CHALLENGES DO WE FACE?

BALANCING PRIVACY AND PUBLIC ACCESS

Our responsibility includes not only safeguarding and accurately recording documents, but also maintaining the complex balance between privacy rights and public access. Unlike archival materials maintained solely for historical purposes, records maintained by the RR/CC vary considerably in the level of public access that is legally allowed.

We manage the entire spectrum of documents, from election results and candidate campaign financial disclosures that are widely disseminated and completely open to public scrutiny, to confidential marriage licenses that may be accessed only by the participants or by court order. Our customers rightly expect that our Department will:

- Remain vigilant in maintaining the distinction between the types of records maintained
- Apply appropriate privacy protection to sensitive documents designated by statute as restricted; and
- Provide ready access to records designated as publicly available.

Our challenge in each of our three functional areas is the same: to maintain the highest level of customer service and accuracy, and to continue to explore and implement technology that keeps information appropriately available, at a reasonable cost while simultaneously protecting privacy.

STRATEGIC ISSUES/OPPORTUNITIES

This section discusses strategic issues and opportunities in several areas:

- Recorder/County Clerk customer service and processing timeliness
- Election costs
- Election technology
- Election complexity
- Polls and pollworkers
- Staffing
- Recorder/County Clerk technology enhancements

PART I

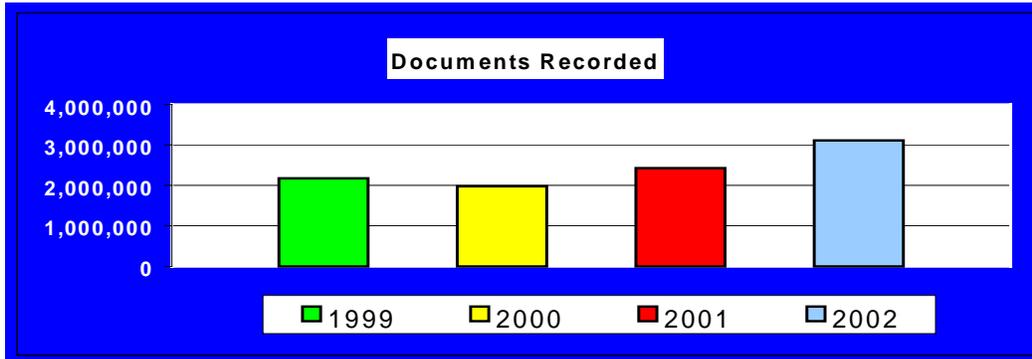
WHAT DO WE FACE?
BALANCING PRIVACY
AND
PUBLIC ACCESS

ENHANCING CUSTOMER SERVICE BY REDUCING RECORDER PROCESSING TIMES

The basic strategic direction of the Recorder was established in the late 1990s when digital image technology was instituted to replace microfilm as the medium of retention for real property documents and vital records. A digital image is a computerized picture of a document that can be stored on a computer, transferred between computers, printed or displayed but not manipulated or transformed.

Digital imaging is an ideal medium for storing legal documents because the image is an exact representation of the original. This decision presents many strategic opportunities for improved customer service. Pending legislation that allows for electronic or digital filing/authentication of property documents also presents strategic opportunities for meeting our Department's goals to improve customer service by greatly reducing turnaround times for document processing.

PART I
WHAT DO WE FACE?
RECORDER
PROCESSING /
CUSTOMER SERVICE



Real property recording volume varies and is highly dependent on economic conditions and interest rates. Revenue from Recording fees help to fund other agency services such as elections and voter outreach.

We are steadily expanding the use of digital records and electronic recording in two ways:

1. Digitizing documents earlier in the process decreases paper handling. This has the potential of dramatically improving the efficiency of document processing. The ideal process would not involve paper at all, replaced by digital images stored on electronic media.
2. By maintaining more records as digital images rather than paper or microfilm, the process of searching and copying records can be accomplished faster and require less physical storage space. Currently this process includes expansion of the number of birth, death and marriage records digitally stored and accessible.

Both of these developments also improve the productivity of the staff who process recording and copy transactions, thereby increasing customer service and satisfaction.

The Technical Services Bureau, in collaboration with the Recorder Bureau, in 2002 developed, tested and launched a state-of-the-art process to file electronically (completely paperless) the County's Treasurer/Tax Collector (TTC) and the State of California Franchise Tax Board (FTB) liens. The next phase of electronic recording of government agency originated documents (The only ones currently allowed to be legally recorded electronically) will include Internal Revenue Service (IRS) and Fannie Mae federal liens.

The Recorder is a fee-supported program that generates net revenues in excess of operating and capital costs. This surplus helps to fund election services, an area experiencing rapidly increasing costs without the ability to increase revenue.

The major challenges for the Recorder operation include:

- How to implement requirements of SB247 (effective July 1, 2003) that fundamentally alter provision of copies of vital records (birth and death) requiring an application signed under penalty of perjury and a notarized statement to receive certified copies.
- How to handle unpredictable workload spikes while keeping backlogs to a minimum.
- How to optimize the use of technology and redesigned processes to reduce turnaround times for key Recorder services such as fulfillment of vital record copy requests and real property recording and indexing.
- How to make it easier for the public to view and request copies of recorded documents, particularly birth certificates and recorded real property documents.
- How to best address the emerging problem of identity fraud in which people use public records to illegally adopt another person's identity.
- How to break down legislative and administrative barriers to further expansion of electronic document recording to allow use of digital signatures for authenticating, accepting and filing real property documents with trusted partners (title companies and financial institutions).

PART I
WHAT DO WE
FACE?
RECORDER
PROCESSING
CUSTOMER
SERVICE

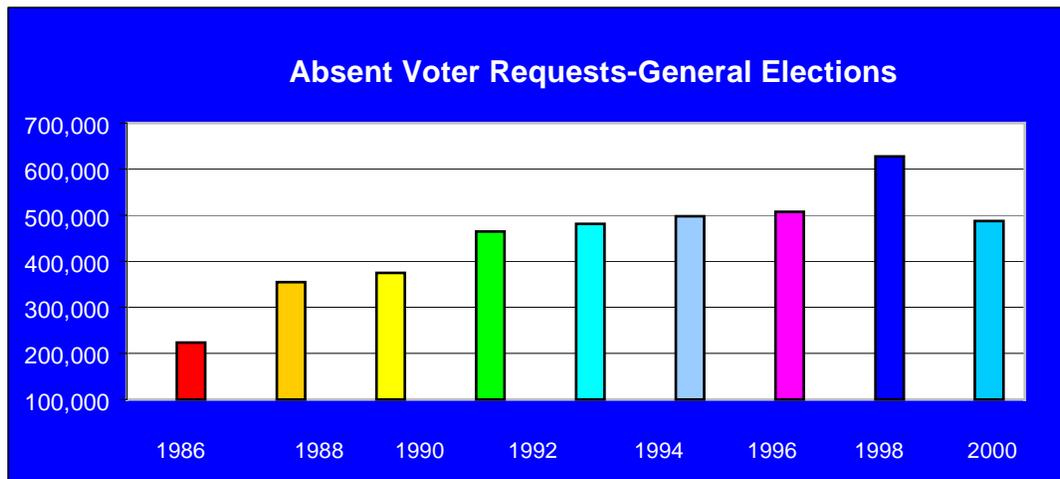
REGISTRAR ELECTION COSTS

One of the biggest issues facing the Registrar operation is the increasing cost involved in conducting elections. These cost increases are being driven by several factors:

The increasing use of absentee/mail ballots. The volume of absentee ballot requests has been increasing at the rate of 19% every two-year election cycle since 1980. During the 2000 Presidential Election, 635,000 voters requested absentee ballots. If this trend continues, over one million voters will request absentees by 2006.

While absentee voting is an ever-more-popular convenience for voters, absentee processing is labor and paper/postage intensive. While the average cost per registered voter of a major election is approximately \$5, the cost per absentee voter is more than \$6.

PART I
WHAT DO WE FACE?
ELECTION COSTS



Although absentee/mail voting has been steadily increasing (county, state and nationwide), maximum voting precinct size in California is restricted to a maximum of 1,250 registered voters without any consideration of the number of absentee voters. In other words, under current law, no matter how many voters choose to vote by mail, the number of in-person voting precincts cannot be reduced accordingly and thus we cannot realize any offsetting reduction in costs. By law, the Registrar must offer and prepare both types of ballots (precinct and absentee), thereby increasing costs.

Compounding this issue was passage of a new state law (effective 2001) allowing any registered voter to attain Permanent Absentee Voter (PAV) status by filing a one-time application effective for all future elections. (California law for decades has permitted any registered voter to apply for an absentee ballot separately for each election; however, previously PAV status was restricted to the elderly and disabled). Unrestricted PAV has accelerated the growth of absent voting.

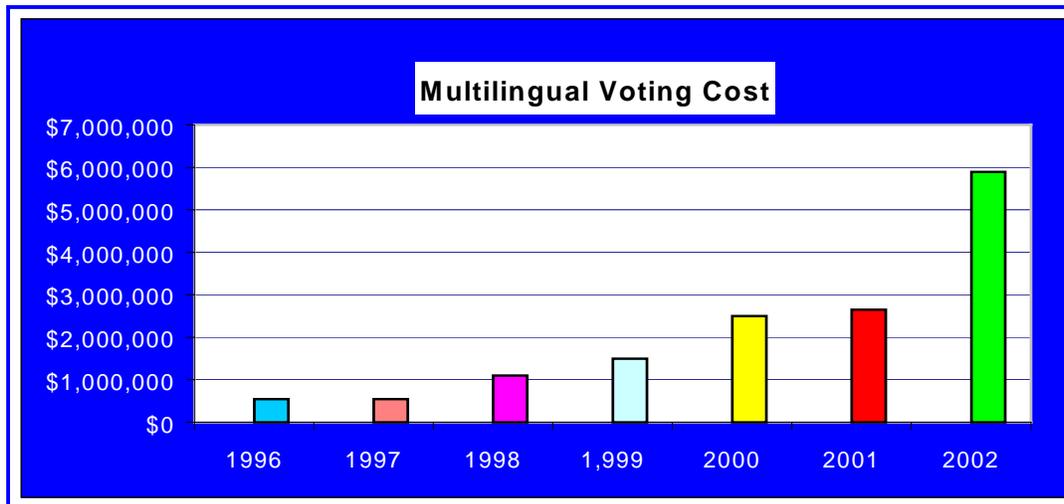
More frequent special elections. The number of special elections is projected to increase due to recent changes in our operating environment:

- Term limits have been imposed for many elected positions and mid-term “job jumping” has created a spate of special elections (see *Appendix E, page 60*).
- Legislation decreasing the required percentage of approval (from two-thirds to majority vote) for passage of school bond measures and permitting school bond elections to be held on any Tuesday (rather than requiring consolidation with an existing election) has increased the number of special elections.

Because many of the elections that result from the above factors are “standalone” elections, the Registrar cannot realize the economies of scale inherent in consolidating contests in Countywide elections.

Growth of voter registration roll. The number of registered voters in Los Angeles County continues to increase due to population growth and voter outreach efforts. Costs to conduct major elections have soared to between \$5-7 per registered voter. Internally generated funds from the Recorder/County Clerk operation, although increasing, are inadequate to address the soaring election costs (which are expected to rise further after DRE touchscreen voting is fully implemented Countywide).

Multilingual voter mandates. To comply with federal law (Voting Rights Act) the Registrar must offer services and voting materials to voters with limited English proficiency in six languages in addition to English. The cost of translation, printing and oral multilingual services continues to increase.



Providing DRE Touchscreen “Early Voting”. We are committed to expansion of electronic “Early Voting” (in the two weeks leading up to major elections) to introduce County voters to this new voting technology that is anticipated to be implemented Countywide in all voting precincts by November 2005 (more details below). A labor-intensive hybrid of polling place and mail voting, Early Voting requires significant resources in addition to equipment procurement costs. Operating costs to conduct Early Voting in conjunction with the 2000 General Election at nine sites were \$261,000. Costs for 21 sites in 2002 exceeded \$788,000.

VOTING SYSTEM TECHNOLOGY

The Herculean challenge facing the Registrar Bureaus is successfully implementing two new voting systems in the next two years (see Chart in Appendix C1 on page 50 that depicts the “2 in 2” challenge).

Outlined below are the reasons that new voting systems are needed, and some of the formidable obstacles that must be surmounted to carry out these changes.

PART I

What do we face?

Election
Technology

BACKGROUND

In keeping with our state and national leadership role, we introduced new Direct Record Electronic (DRE) touchscreen voting technology to our voters in concert with the November 2000 Presidential election by staffing nine “Early Voting” Touchscreen locations. This made voting available to all 4 million registered voters at any of the locations in the three weeks leading up to election day. At that time – well in advance to the national “election reform” debate triggered by Florida’s presidential election debacle – our Department was looking to the future. With the support of the Board of Supervisors, we purchased, tested and piloted touchscreen technology that most voters find easy to use and that meets the needs of voters who are blind and visually impaired, as well as those who have limited English proficiency. This project was initiated as the first phase of what we believed would be a deliberative, long-term, step-by-step process of bringing the County’s election systems into the 21st Century.

As a result of circumstances explained below, we were compelled to drastically accelerate the timeline to update the County’s voting system.

DE-CERTIFICATION OF PUNCH CARD VOTING SYSTEM

For the past 35 years, the County has utilized the Votomatic punch card voting system that uses pre-scored punch card ballots. However, as a result of the November 2000 Presidential election debacle in Florida, in September 2001 the California Secretary of State decertified (banned) further use of punch card voting systems. The ban was originally scheduled to be effective in January 2006. In response to a federal lawsuit filed by Common Cause, the American Civil Liberties Union, et.al, the federal court ruling in February 2002 accelerated the de-certification timeline, making it effective for the March 2004 Primary Election.

As a result, Los Angeles County (and eight other California counties using pre-scored punch card systems representing 8.5 million of the state’s 15 million registered voters) are required to install replacement voting systems (for election day and absentee ballots) in a vastly truncated time period. This created for us, the largest County in the U.S. with 4 million registered voters, 5,000 voting precincts and 22,000 pollworkers, the dilemma of evaluating, procuring, testing, training and implementing a replacement voting system in less than two years.

The Board of Supervisors and RR/CC have made the commitment to provide voters with state-of-the-art electronic balloting at the precinct level within the next two-three years, providing that the substantial financial and logistical hurdles can be overcome. While the RR/CC is continuing the phasing in of DRE touchscreen

voting equipment (by serving voters at “Early Voting” sites throughout the County in conjunction with major elections and conducting small city and school district elections using DRE equipment at all voting precincts), funding issues as well as mammoth logistical concerns, dictate the implementation of an interim optical scan paper-based voting system prior to any Countywide rollout of election day electronic voting. *(See Appendix C2, page 52 for full range of reasons the Board of Supervisors decided on August 20, 2002 to transition to an interim paper-based voting system while simultaneously phasing-in DRE touchscreen voting at a more deliberative pace to insure success).*

COST AND LOGISTICAL ISSUES

The cost of procuring precinct-based electronic balloting is estimated at \$100 million, a figure that does not include the cost of storing, staging, maintaining and transporting approximately 30,000 voting units and peripheral equipment. The currently available DRE touchscreen voting systems are “first generation.” We anticipate that electronic voting technology will both improve and cost less to procure and maintain in successive years. DRE vendors sell hardware and software – to date, none have exhibited expertise in warehouse design, storage and transportation required for this sensitive equipment.

The potential ability of the veteran pollworker corps, the vast majority of whom are quite elderly, to handle computerized voting systems without on-site technical assistance is questionable. This has recently proven to be a problem in other large jurisdictions converting to electronic voting equipment - many have experienced large numbers of pollworkers dropping out. A new model of hands-on, more individualized training has been critical to successful DRE implementation.

Additional challenges during this transition include acquiring appropriate storage and set-up facilities for electronic voting equipment. Reeducation of the County's four million registered voters (who have been using the same voting system since 1968) presents another daunting task, both financially and logistically challenging.

To date the County's experience with DRE touchscreen voting technology includes the following (62,017 DRE ballots have been cast as of April 2003):

- Establishing nine “Early Voting” sites in conjunction with the November 2000 Presidential Election at which 21,963 voters used DRE touchscreen voting system.
- All touchscreen election, Arcadia Unified School District, April 2001, at which 3,137 voters cast DRE ballots.
- Expanded Early Voting at 21 sites in conjunction with the November 2002 General Election with 16,169 voters casting DRE ballots.
- Early Voting in conjunction with City of Los Angeles' March 2003 Municipal Primary Election at which 2,953 voters cast DRE ballots.
- A partnership with six cities in March 2003 offering Touchscreen voting in all voting precincts of those cities at which 12,778 voters cast DRE ballots.
- All touchscreen election, Arcadia Unified School District, April 2003, at which 5,017 DRE voters cast DRE ballots.

As of the writing of this Strategic Plan (April 2003), only a few large jurisdictions in the U.S. have deployed DRE touchscreen voting systems in a major election (in California these include Riverside and Alameda Counties). Nearby counties of San Bernardino, San Diego and Orange are planning to launch electronic voting at their polls for the March 2004 Presidential Primary Election. This will offer us an invaluable opportunity to gain firsthand insight into the key issues involved in large-scale implementations.

Technologies such as touchscreen voting devices make it possible to offer further choices to voters in the way they cast ballots. Early Voting allows voters to cast ballots when and where it is the most convenient, at locations other than where they live and during a period of several weeks, not just on a single day. These opportunities for improved, more seamless voter services not only support the Countywide strategic plan but are also expected to result in greater voter satisfaction.

ABSENTEE VOTING RAMIFICATIONS

A related technical issue involves absentee balloting. Unlike the tallying of precinct ballots, processing absentee ballots is slow and labor-intensive. Procedures and technologies, such as bar coding the return envelopes and imaging voter signatures, introduced by the Department in recent years, have increased labor productivity. With the relentless increase in absentee voting in the County, the Registrar is exploring additional technology and process redesign to control the cost of processing absentee ballots, improve labor productivity and expedite the tallying of the ballots.

Further complicating the absentee ballot process is the fact that decertification of pre-scored punch card ballots eliminated not only the County's precinct voting system, but our absentee/mail voting system as well. Our planned deployment of an interim paper-based optical scan voting system for the November 2003 UDEL election will also serve as the replacement absentee/mail voting system for the foreseeable future while further assessment takes place of alternative absentee balloting optical scan systems.

ELECTION COMPLEXITY

Election administration is affected by serious, ongoing issues in addition to technological challenges. One such issue is the barrage of legislative and legal mandates that whipsaw Registrar operations. A sampling of these mandates include:

- ❑ State law that became effective in 2001 now requires counties to accept and process new voter registrations up to 15 days prior to an election (the previous deadline was 29 days). This provision makes it impossible to finalize data entry of tens of thousands of voter registration forms executed by the deadline but mailed and received up to 10 days prior to the election to be included on election day precinct rosters of voters. (The 5,000 precinct rosters must be printed and collated – 500,000 pages – 19 days prior to the election). This deadline forces supplemental lists of voters to be mailed to each precinct inspector's home. Additionally, although voters rejected a November 2002 ballot proposition that would have required implementation of election day registration, interest in this daunting prospect continues among legislators.
- ❑ Recently enacted (2002) federal and state legislation enhanced standards requiring equal access for multilingual and disabled voters.
- ❑ The state legislature and the courts have continually changed the rules governing the conduct of partisan primary elections. The latest change, the third in the last six years, restricts voters to voting only for candidates from their own party unless the voter is unaffiliated (nonpartisan). These unrelenting and complicated changes have severely hampered our ability to ensure polling places are staffed with pollworkers who are knowledgeable about the latest procedures.

The increasing complexity of elections makes it more difficult to rely, as has been the practice, on lightly trained pollworkers, many of whom are elderly. Additionally, Registrar operations leading up to election day have always relied on temporary clerical employees with minimal skills and training. New models must be developed to keep pace with the far-reaching changes.

PART I
WHAT DO WE
FACE?
ELECTION
COMPLEXITY

POLLS AND POLLWORKERS

In common with all other U.S. counties, we find it increasingly difficult to recruit and train a sufficient number of pollworkers to staff major elections. Typically, the Registrar hires up to 22,000 pollworkers for up to 5,000 voting precincts for a Countywide election. Due to advancing age, infirmity and death, many veteran pollworkers are increasingly unable to serve. Younger voters are not as inclined to serve on poll boards and are more likely to be part of the workforce; therefore, a recruiting crisis has emerged.

It is estimated that recruitment costs (not including training or the pollworker stipend) is \$60 for each pollworker successfully recruited. Los Angeles has been the leader in developing alternative methods of recruiting to ensure adequate election staffing and yet the gap continues to widen between percentage of returning, veteran pollworkers and the need to fill thousands of vacated slots. In the most extreme case, Oregon has eliminated the need for pollworkers altogether by implementing 100% voting by mail. Other jurisdictions are combining polling locations to leverage pollworkers and attempting to recruit businesses to run polling locations and provide workers.

While we have successfully launched pilot County Employee Pollworker and Student Pollworker programs, these and other new programs must be developed and sustained by increasingly sophisticated staff adding additional costs to the recruiting operation (See *Appendix D: County and Student Pollworkers, page 56*).

Additionally, recruiting polling locations is becoming more difficult as the requirements become more complicated. Polling locations must be wheelchair-accessible; a requirement that may eliminate many familiar privately owned locations that have steps without ramps. Schools, a traditionally reliable source of polling locations, are increasingly denying permission for use of their facilities as polling locations due to campus “lockdown” policies, previously scheduled events/commitments and overcrowded facilities.

Neighborhood Voting Centers

Currently, there is a 20% turnover of voting locations from election to election because polling place owners are either unwilling or unable to continue hosting a poll. This leads to voter confusion and frustration. Additionally, it is critical that we reduce the total number of delivery locations prior to any foray into Countywide DRE voting. In support of this need, we are piloting the concept of “Neighborhood Voting Centers” (NVC’s). These are centralized voting locations that accommodate more than one precinct. Current state law limits the Department’s ability to consolidate (or combine) precincts for major elections. NVC’s will enable the Department to limit the number of voting locations while still complying with state law regarding the number of established precincts. (A precinct is currently limited by state law to a maximum of 1,000 to 1,250 voters.)

Establishing NVC’s will involve identifying and securing long term partnerships with polling place host partners in locations which are highly visible, centrally located, accessible for voters with disabilities, large enough to accommodate voter traffic and parking, and accommodating to the logistics of advanced voting

PART I
WHAT DO WE FACE?
POLLS AND
POLLWORKERS

technologies. Ideal NVC locations would include government buildings, recreation centers, schools and community centers. The Registrar-Recorder/County Clerk is currently in the beginning phases of this pilot project by identifying and evaluating possible NVC's in smaller cities within the County with a particular focus on moving out of residences, which are more likely to be inaccessible.

STAFFING – WORKLOAD SPIKES AND CHANGE MANAGEMENT

A consistent issue for the Department is the extreme highs and lows of the department's workload. While the Registrar operation is now continuously dealing with projects and system enhancements to comply with new and significant legislative changes brought about by passage in 2002 of the national Help America Vote Act and numerous state legislative changes, the staff must simultaneously go into overdrive during major election cycles.

The Recorder/County Clerk operation experiences unpredictable workload spikes, sometimes traceable to a hot housing market or an increase in mortgage refinancings due to low interest rates. Other workload spikes arise out of changes in immigration laws that generate waves of customer requests for vital record documentation; vital records requests peak during back-to-school season. These times occasionally result in serious processing backlogs.

We continue to seek new strategies to either reallocate existing staff or expeditiously hire temporary staff to deal with periods of heavy workloads.

Additionally, Departmental management recognizes an increasing disconnect between the traditional composition of our workforce (low-skilled clerical employees) and the ever-increasing demands of technology, complex statutory changes and the atmosphere of "continuous change" brought about by the requirement to implement multiple new elections and recording systems. We are fortunate that a majority of our workforce consists of a group of stable, long-term and dedicated employees. However, their experience and training is focused on individual pieces of a very complex puzzle. A key departmental challenge is to obtain recognition of our changing recruitment needs from the County Department of Human Resources, CAO and Board of Supervisors.

PART I
WHAT DO WE FACE?
STAFFING/CHANGE
MANAGEMENT

II. WHAT DO WE WANT TO ACHIEVE?

OUR MISSION

We developed a mission statement that would accomplish several goals:

- Convey the ultimate purpose for the Department's existence
- Validate the work of employees
- Serve as a basis for strategy development.

PART II
OUR MISSION

To convey the people's voice in selecting their representative government, and to preserve and ensure the integrity and security of the people's historic birth, death, marriage, real property and election records.

RR/CC STRATEGIC PRINCIPLES

We collaboratively created a set of strategic principles that would serve as simple, easy-to-understand rules of thumb that will aid managers in day-to-day decision making. These principles clearly and directly relate our mission and key processes to staff and stakeholders.

Our strategic principles include:

1. The customer always comes first.
2. Cultivate partnerships with key stakeholders.
3. Evaluate, redesign and implement advanced technologies in order to compress processing times and reduce unit costs.
4. Communicate to all staff levels our defined legal and fiscal mandates.
5. Cultivate a cohesive and participatory management team as well as develop first-line supervisors for succession planning.
6. Establish workload/production standards; monitor and communicate workload indicators; execute timely contingency plans when workload or production standards are exceeded.
7. Hire, develop and retain quality people.

PART II
STRATEGIC PRINCIPLES

OUR GOALS

- One:** Use evolving technology and best management practices to continuously compress record processing times in all three RR/CC functional areas.
- Two:** Adapt election processes to the realities of the 21st Century by updating our voting system and crafting new strategies for pollworker and polling place recruitment and retention.
- Three:** Communicate our mission and scope of service, internally and externally.
- Four:** Demonstrate exemplary stewardship of public funds by effectively managing existing resources and pursuing new funding opportunities when appropriate.
- Five:** Work to ensure safeguards are in place to protect against fraudulent creation and use of public records.

PART II

OUR GOALS

ROOTS OF THIS STRATEGIC PLAN

In preparing our strategic plan, we were guided by four key factors:

- ◆ Statutory requirements dictated by ever-changing Federal and State laws
- ◆ The Los Angeles County Strategic Plan
- ◆ The desire to bring the disparate Bureaus and functions of our Department together for more cohesive operation
- ◆ The desire to implement improvements identified in the Department Management Audit completed in 2000

Each of these is discussed below.

PART II

ROOTS OF THIS
STRATEGIC PLAN

STATUTORY AUTHORITY

REGISTRAR OF VOTERS

Statutory authority for the Registrar functions is derived from the California Elections Code. In addition, many strategically important functions of the Registrar such as access for multi-lingual and disabled voters is mandated by federal statutes including:

- ❑ The Voting Rights Act (VRA) of 1965 (42 USC, Section 1973 et seq.);
- ❑ Voting Accessibility for the Elderly and Handicapped Act of 1984 [42 USC, Section 1973, (e)(e)]
- ❑ Help America Vote Act (HAVA) HR 3295
- ❑ National Voter Registration Act of 1993 (also known as “Motor Voter”)

ROOTS OF THIS
STRATEGIC PLAN:
STATUTORY
AUTHORITY

RECORDER/COUNTY CLERK

- ❑ Title 3 of the California Government Code, as well as sections of the Family Code, California Code of Regulations and Health & Safety Code address the responsibilities of County officers including recording real property documents and providing copies of vital records such as birth and death certificates and issuing marriage licenses.
- ❑ Division 7 of the Business and Professions Code addresses general business regulations including filing fictitious business names.
- ❑ Statutory authority is also derived from the Uniform Commercial Code, Health and Safety Code, Corporations Code and the Revenue and Taxation Code.

This strategic plan fully recognizes the letter and intent of these laws. Our ability to carry out the will of elected representatives, as stated in these laws, is the foundation of our strategic plan.

THE LOS ANGELES COUNTY STRATEGIC PLAN

In November 1999, the Los Angeles County Board of Supervisors adopted a vision statement and organizational goals and strategies for the County.

“Improve the quality of life in Los Angeles County by providing responsive, efficient, and high-quality public services that promote the self-sufficiency, well-being and prosperity of individuals, families, businesses and communities.”

Supporting this purpose are four main organizational goals and four programmatic goals. For each organizational goal, strategies were adopted. The organizational goals and strategies are as follows:

PART II

ROOTS OF THIS
STRATEGIC PLAN:
COUNTY
STRATEGIC PLAN

1. SERVICE EXCELLENCE: Provide the public with easy access to quality information and services that are both beneficial and responsive.

STRATEGY 1: BY DECEMBER 31, 2003, IMPLEMENT USER-FRIENDLY SERVICES.

2. WORKFORCE EXCELLENCE: Enhance the quality and productivity of the County workforce.

STRATEGY 1: BY DECEMBER 31, 2004, ESTABLISH AN EMPLOYEE DEVELOPMENT SYSTEM THAT IMPROVES THE QUALITY OF THE WORKFORCE BY LINKING TRAINING ACTIVITIES TO IDENTIFIED INDIVIDUAL AND ORGANIZATIONAL NEEDS.

STRATEGY 2: BY JULY 31, 2004, BEGIN IMPLEMENTATION OF AN ONGOING PROCESS FOR CONTINUOUS IMPROVEMENT OF THE WORKPLACE ENVIRONMENT AND EMPLOYEE PERFORMANCE.

3. ORGANIZATIONAL EFFECTIVENESS: Ensure that service delivery systems are efficient, effective and goal-oriented.

STRATEGY 1: BY JUNE 30, 2004, IMPLEMENT A COUNTYWIDE FRAMEWORK FOR PERFORMANCE MEASUREMENT.

STRATEGY 2: BY DECEMBER 31, 2007, DESIGN AND IMPLEMENT COMMON SYSTEMS ARCHITECTURE FOR COUNTYWIDE ADMINISTRATIVE SYSTEMS.

STRATEGY 3: BY FEBRUARY 28, 2003, DEVELOP A PLAN TO CONVEY A SIMPLE MESSAGE THAT HIGHLIGHTS TO THE PUBLIC AND COUNTY EMPLOYEES THE POSITIVE IMPACT THE COUNTY IS HAVING.

STRATEGY 4: BY JUNE 30, 2004, RECOMMEND OPTIONS FOR EFFECTIVE ALTERNATE SUPPORT SERVICES MODELS TO MAXIMIZE THE ABILITY OF DEPARTMENTS TO FOCUS ON THEIR CORE MISSIONS.

STRATEGY 5: BY JULY 1, 2003, REDESIGN THE PROCESS AND COMMUNICATIONS BETWEEN THE CHIEF ADMINISTRATIVE OFFICE, DEPARTMENT OF HUMAN RESOURCES AND DEPARTMENTS ON CLASSIFICATION, COMPENSATION AND COLLECTIVE BARGAINING.

4. FISCAL RESPONSIBILITY: Strengthen the County’s fiscal capacity.

STRATEGY 1: BY APRIL 30, 2003, CONSIDERING THE IMPACT OF THE STATE REVENUE SHORTFALL AND THE FINDING CRISIS IN THE DEPARTMENT OF HEALTH SERVICES (DHS), DEVELOP A PLAN TO FINANCIALLY STABILIZE THE COUNTY THAT INCLUDES STABILIZING DHS BY FISCAL YEAR 2005-06.

STRATEGY 2: BY JANUARY 31, 2006, IMPLEMENT PLAN TO PRESERVE AND PROTECT THE COUNTY’S CRITICAL PUBLIC INFRASTRUCTURE.

The RR/CC Strategic Plan is aligned with the County’s Strategic Plan. Every RR/CC goal and strategy supports at least one of the four main Countywide goals. The following table shows how the Countywide goals are aligned with our adopted goals. As seen in this table, our goals support multiple Countywide goals.

COUNTYWIDE GOALS ALIGNED WITH RR/CC GOALS

Countywide Goals →				
RR/CC Goals ↓	Service	Workforce	Organizational	Fiscal
1. Use evolving technology and best management practices to continuously compress record processing times in all three RR/CC functional areas.	✓	✓	✓	✓
2. Adapt election processes to the realities of the 21 st Century by updating our voting system and crafting new strategies for pollworker and polling place recruitment and retention.	✓	✓	✓	
3. Communicate our mission and scope of service, internally and externally.	✓	✓	✓	
4. Demonstrate exemplary stewardship of public funds by effectively managing existing resources and actively pursuing new revenue opportunities.			✓	✓
5. Ensure safeguards are in place to protect against fraudulent creation and use of public records.	✓		✓	

UNIFYING OUR DEPARTMENT

This plan was developed by a team that included key management staff from each Bureau. Many of our key strategies apply across all three functional areas. A key success factor for implementing this plan will be the extent that staff expand their identity to be more inclusive of the entire Registrar-Recorder/County Clerk Department rather than a single component of the Department, while recognizing that most staff is exclusively assigned to specific functional units. By creating this Strategic Plan we hope to unify all of our employees under a common mission.

PART II
ROOTS OF THIS
STRATEGIC PLAN:
UNIFYING OUR
DEPARTMENT

2000 MANAGEMENT AUDIT

From March 2000 to January 2001 the consulting firm, Strategica, conducted a comprehensive management audit of our Department. This project included a detailed analysis of the strategies and technologies used for administering elections and improving records management and the potential benefits of realigned strategies. Key recommendations included:

- ❑ Define an overall strategic direction for elections administration including goals for voter participation, efficiency, productivity, voter convenience, services for multilingual voters and voters with disabilities, and future voting models.
- ❑ Focus more planning and investigation into a long-term solution for addressing the prospect of pollworker shortages.
- ❑ Continue to expand on current efforts to improve the efficiency of absentee ballot processing including exploring the feasibility of electronic absentee ballot signature verification (as is done in banks).
- ❑ Complete the polling site federal accessibility standards compliance survey within the next 12 months with a subsequent target for replacing all noncompliant polling sites.
- ❑ Reengineer real property recording, fictitious business name recording, and vital record processes to take full advantage of technologies such as electronic data interchange and the Internet.
- ❑ Request and recruit a selected number of new management staff positions including an Assistant Division Manager classification. These positions should be placed in areas where technological or administrative workload requires greater depth in management of largest operational divisions.
- ❑ Forge a connection between our forthcoming strategic plan and the Business Automation Plan. Technology planning should also support and be subordinate to process redesign efforts.

The management audit suggested that we undertake a formal strategic planning process. This document, preparation of which was facilitated by Strategica, is the culmination of this process and will facilitate implementation of those management audit recommendations that remain to be accomplished.

PART II

ROOTS OF THIS
STRATEGIC PLAN:

MANAGEMENT
AUDIT

III. WHAT MUST WE DO TO GET THERE?

To achieve our strategic goals, we will pursue the following strategies and objectives.

STRATEGIC GOAL #1: USE EVOLVING TECHNOLOGY AND BEST MANAGEMENT PRACTICES TO CONTINUOUSLY COMPRESS RECORD PROCESSING TIMES IN ALL THREE RR/CC FUNCTIONAL AREAS.

PART III

WHAT MUST WE DO
TO GET THERE?

PROCESSING
STRATEGIES

Strategic Overview

Much of the work of the RR/CC is time sensitive. Real property transfers must be recorded timely to finalize sales and financings. Vital record requests (for birth, death and marriage certified copies) must be handled promptly so that County residents can sign up for after-school activities, enroll in school, obtain a passport for foreign travel, expedite release of funds from a life insurance policy by providing a copy of a death certificate or a marriage certificate to receive spousal health benefits. Election processing is heavily driven by statutory deadlines for voter registration, absentee balloting, mailing of sample ballot booklets, tabulation of official election results, etc.

To maintain and improve service levels in this environment we continuously examine ways to compress processing times. The migration to a records management system based on digital images rather than microfilm has been a key factor in both the Recorder/County Clerk and Elections areas.

The strategies discussed below address these needs and leverage the Department's existing investments in imaging. These strategies will result in tighter processing, reduced cycle times and greater efficiency through new technologies, personnel management and process redesign.

Specific Strategies

STRATEGY 1: COMPRESS PUBLIC RECORD PROCESSING TIMES

Recorder Objectives

Objective 1.1 – Improve the efficiency of real property document recording by:

- A. Electronically recording property documents allows government documents, typically tax liens, to be filed electronically by government agencies including the Franchise Tax Board (FTB) the Treasurer/Tax Collector (TTC) and the Internal Revenue Service (IRS). This process, implemented in 2002 with FTB and TTC liens and anticipated in 2003 with IRS liens, eliminates handling of paper documents, thereby increasing productivity, reducing costs and increasing the level of service.

- B. Pursuing enabling state legislation to allow receipt of imaged property documents electronically from trusted partners, i.e., title companies and financial institutions. This capability would greatly expedite the recording of real property documents by eliminating many of the steps required when handling paper documents.
- C. Enhancing and reinforcing partnerships with both government agencies and the private sector with the goal of providing our customers with more seamless service in concert with County and State entities.
- D. Fully documenting and subsequently re-engineering the multiple steps in the property document recording process to compress the cycle time for both title company documents and those processed over-the-counter, and mailed-in real property documents.
- E. Examining the viability and legality of outsourcing some processes to improve timely mailing of documents to the public.

Objective 1.2 – Improve customer service in public real property records by:

- A. Examining the feasibility of providing the ability for the public to research real property records and request copies via self-service terminals in the 2nd floor public records viewing area.
- B. Installing an “endless loop” video in the 2nd floor public real property records lobby explaining how to easily search for and order copies of real property documents.

Objective 1.3 – Improve customer service in accessing vital records by:

- A. Partnering with Department of Health Services and State Office of Vital Records to implement the filing of birth records using digital images. This would result in a vital record database that is updated faster and thus improve customer service.
- B. Completing the ongoing conversion of existing vital records, particularly birth certificates, from microfilm to digital images. The implementation of digital image printing in Norwalk and the six branch offices will provide instantaneous issuance of pre-1997 certified copies to walk-in customers.
- C. Installing an “endless loop” video in the 1st floor public records lobby and Lower Level explaining how to search for and order copies of vital records.

Objective 1.4 – Improve telephone service to the public by:

- A. Developing a single, menu-driven, customer service call center for all Recorder functions that will operate 24 hours per day, seven days per week. This will replace the existing multiple phone numbers and facilitate a “no-wrong-door” concept for the customer service phone line.

Registrar Objectives

Objective 1.5 – Improve efficiency of processing election records by:

- A. Working with vendor to upgrade software to use intelligent character recognition (ICR) technology for processing more voter affidavits.
- B. Expanding the availability and publicity of public services on our website, such as pollworker applications and processing, and establishing an historical on-line reference library for election results and other statistics.

PART III

WHAT MUST WE DO
TO GET THERE?

PROCESSING
STRATEGIES

Department-wide Objectives

Objective 1.6 – Develop and implement a records management program by:

- A. Inventorying all records currently maintained by the Department, determining what must be retained according to statute, and developing a Department-wide records retention schedule as well as policies and procedures for appropriate disposal of records.

STRATEGY 2: DEVELOP METHODS TO DIRECT DEPARTMENT RESOURCES TO WORKFLOW REQUIREMENTS

Objective 2.1 – Cross-train Department staff by:

- A. Expanding cross-training programs so that more staff can easily rotate between the Registrar and Recorder/County Clerk operations to address periods of high workloads.

Objective 2.2 – Share staffing/equipment to meet fluctuating workloads by:

- A. Developing a process for making temporary transfers of equipment such as copiers, scanners and mailing equipment to address workload spikes.

Objective 2.3 – Establish critical workload indicators and productivity standards by:

- A. Expanding the current system of workload and performance indicators to capture workload and productivity data on all critical aspects of our operation. These indicators would be monitored on a weekly or monthly basis as appropriate. Incorporate a weekly or monthly analysis and discussion of indicators into the current schedule of management meetings.

Objective 2.4 – Identify alternative sources of staffing by:

- A. Establishing a plan and a streamlined procedure for hiring temporary staffing and outsourcing some election services such as supply delivery and mass mailings. This plan would include establishing an RR/CC-specific contract with one or more private temporary agencies to expedite hiring temporary help.

Objective 2.5 – Hire sufficient staff to address workload by:

- A. Using existing workload studies prepared in recent years that provide staffing standards for Department functions.

Objective 2.6 – Streamline employee hiring practices by:

- A. Expanding the use of exams that are decentralized or are specific to the Department to hire staff. To assist managers in personnel management, a tracking system will be developed to follow the progress of hiring and exams and to follow promotion opportunities and monitor candidates' application status.

Objective 2.7 – Attempt to forecast industry trends by:

- A. Monitoring industry indicators and likely trend changes to better forecast what the impact will be on our workload. Examples of indicators to follow would include:
 - 1. Interest rates
 - 2. Home sales / property transactions
 - 3. Permanent Absentee Voter (PAV) registration trends
 - 4. Legislative impacts

PART III

WHAT MUST WE DO
TO GET THERE?

PROCESSING
STRATEGIES

STRATEGIC GOAL #2: ADAPT ELECTION PROCESSES TO THE REALITIES OF THE 21ST CENTURY BY UPDATING OUR VOTING SYSTEM AND CRAFTING NEW STRATEGIES FOR POLLWORKER AND POLLING PLACE RECRUITMENT AND RETENTION.

Strategic Overview

Recent legislative changes and trends in elections, as discussed in Part I, have added complexity to operations and increased operating costs. These trends include:

- Decertification of punch card voting systems
- Expanded use of absentee ballots
- Growing voter registration rolls
- Increased need for assistance by voters with limited English proficiency
- Pollworker recruitment and retention issues
- Legislative changes to voter registration timelines and primary election formats
- ADA compliance
- More frequent special elections (primarily due to term limits)

PART III
WHAT MUST WE DO
TO GET THERE?
ELECTION
STRATEGIES

Specific Strategies

STRATEGY 3: EVALUATE, SELECT AND IMPLEMENT NEW ELECTIONS TECHNOLOGY

Voting System Objectives

Objective 3.1 – Evaluate, select and implement new voting systems by:

- A. Due to the action by the Secretary of State decertifying punch card voting systems in 2001, and the subsequent federal court action in 2002 accelerating the timeline for implementing new systems to March 2004, the County is faced with the requirement to replace systems in less than two years for both election day voting at 5,000 voting precincts and absentee voting by mail for up to 600,000 voters. Due to insufficient time and financial resources to fully convert to DRE touchscreen voting technology, the County Board of Supervisors settled on a phased-in approach (see Appendix C1 and C2, pages 50 through 55 for timeline chart and description).

- B. Continue to offer Touchscreen voting that was first implemented in conjunction with “early voting” prior to the November 2000 Election and was expanded in conjunction with the November 2002 early voting period and in selected city and school district elections in 2003 as budget allows.
- C. Evaluate the success of the 2002 and 2003 touchscreen projects, the features of emerging voting systems, and the suitability of each system to Los Angeles County in preparation for anticipated Countywide deployment in conjunction with the November 2005 UDEL Election.
- D. Determine the logistical implications of DRE voting systems including the storage, staging, transportation, installation and ongoing maintenance costs. Determine the personnel implications of installing a DRE voting system Countywide.

Objective 3.2 – Establish policies and procedures to ensure voting system integrity by:

- A. As part of the phase-in of DRE voting technology, develop appropriate policies and procedures and publicize them to foster voter confidence in the technology, authenticate voters, render timely and accurate results and provide for recounts.

Objective 3.3 – Lobby for voting system modernization funds from Federal/State/Local government by:

- A. Communicating with policymakers at the Federal, State and Local levels (County and cities) regarding the financial ramifications of implementing a DRE voting system. Advise on the consequences of not adequately funding new technology including the potential for lawsuits directed at the County as a result of disenfranchisement, accessibility issues for disabled and multilingual voters and migrating to a new technology without adequate time to address all relevant legal, procedural, technical, logistical and staffing issues.

Other Election Technology Objectives

Objective 3.4 – Explore technologies for expediting the processing of absentee ballots by:

- A. Exploring electronic signature verification (used by banks) involving the automated comparison of two imaged signatures for authentication purposes. In this context, signatures from returned absentee ballot envelopes are imaged and compared with signatures on file to authenticate the voter and the ballot prior to tallying. If feasible, automate this process for labor cost savings.

Objective 3.5 – Implement new methods for submitting ballot measures and candidate filings, statements of qualification and documents:

- A. Evaluating and implementing process and technology changes that will allow city clerks to prepare and transmit ballot measure arguments and candidate statements electronically for inclusion in voter pamphlets. This will result in labor cost savings and increase accuracy by reducing re-keying and proofreading, and improve the service provided to client cities.

Objective 3.6 – Evaluate technologies for automating precinct voting by:

- A. Exploring emerging technologies for deploying wireless voter file applications at polling locations. This technology will allow immediate authentication of voters at polling locations, may eliminate much of the need for provisional voting and the associated post-election verification of signatures and handling of paper ballots while immediately capturing voting history.

Objective 3.7 – Develop systems for expediting the filing and processing of campaign finance information by:

- A. Thresholds for requiring campaigns to file financial campaign reports electronically will be explored to maximize the use of the technology to modernize the operation of the Campaign Finance Disclosure Section.
- B. Expanding on the existing “image-based” campaign finance reports inquiry on the Department’s website by developing additional features and/or a downloadable report compilation, formatting and transmission program that collects, sorts and reports finance data on a line item basis. Leveraging the electronic reporting of campaign finance data by providing web-based query functions that allow users to browse reported contributions and expenses by campaign, candidate or contributor.

STRATEGY 4: RECRUIT, TRAIN AND RETAIN APPROPRIATE POLLWORKERS AND POLLING LOCATIONS TO MEET DEMANDS OF INCREASINGLY COMPLEX POLL OPERATIONS

Objective 4.1 – Stabilize polling locations and upgrade the pollworker workforce by:

- A. Enhancing the collection and analysis of pollworker and polling location statistics to identify trends and problem areas. Use this data to focus management attention and resources to retain the best polling locations, replace problem locations and reduce the disruptive polling location turnover. Continue to lobby for funding to increase stipends from \$25 to \$50 per polling site.

- B. Analyzing the feasibility of providing incentives to pollworkers through increased stipends or offering bonuses for recruiting other pollworkers in addition to the base amount. Enhance and expand “specialty recruitment” programs such as the County employee pollworker, student pollworker, multilingual pollworker and corporate pollworker programs.
- C. Work with County Departments to provide stable and accessible poll locations and most desirable site within the facility.

Objective 4.2 – Reduce problem precincts by:

- A. Establishing Neighborhood Voting Centers (NVC) to stabilize polling locations from election to election and to enhance and assure compliance with accessibility.
- B. Securing polling locations earlier in the process through expediting recruitments and securing commitments for future elections as well as for current needs.
- C. Establishing a task force comprising staff from our Department and the City Clerk’s offices to study areas of mutual concern regarding polling locations and pollworkers, develop recommendations and identify additional ways to collaborate to solve mutual problems.
- D. Developing and implementing a pollworker rating system to identify capable pollworkers and those needing additional training or replacement. Develop and implement a pollworker “report card” that will provide the raw data for the rating system.

Objective 4.3 – Optimize pollworker recruitment efforts by:

- A. Identifying ways to increase the productivity of pollworker recruiting staff so that pollworkers can be recruited earlier in the process with less effort. This will reduce the unit cost of pollworker recruitment without compromising the level of service provided at polling locations or to the current cadre of pollworkers.

Objective 4.4 – Enhance continuing education for the pollworker workforce by:

- A. Building on the results of the pilot pollworker academy project and implementing strategies for making the academy an ongoing program for in-depth training of pollworkers, especially Inspectors. Work with County Department of Human Resources and other County Department managers to determine ways to use the County’s Training Academy program to expand available number of pollworker trainers in anticipation of full DRE touchscreen voting system implementation.
- B. In preparation for DRE conversion, recognize that DRE voting systems require “hands on” training for pollworkers (the old model of passively training up to 200 pollworkers in an auditorium setting has proven inadequate in other jurisdictions implementing DRE systems.) Work with other County Departments to identify and re-deploy their professional trainers to work as pollworker trainers prior to initial Countywide deployment of the selected DRE voting system.

Objective 4.5 – Address polling location accessibility issues by:

- A. Monitoring the status and outcome of various legal, legislative and regulatory initiatives, including litigation, dealing with polling place accessibility for disabled voters. Identify the implications for Los Angeles County and the opportunities for advocating on accessibility standards and obtaining funding for retrofitting.

Objective 4.6 – Address the complexities and challenges of future voting technology by:

- A. Structuring pollworker recruiting programs so that technically adept pollworkers will be targeted for recruitment. Incorporate technical training into both the pollworker academy and the regular pollworker training.
- B. Encourage and highlight the need for pollworker Inspectors to show the training video to their precinct team in the days before each election. Work with cable access channels to secure air time for pollworker training video.

PART III
WHAT MUST WE DO
TO GET THERE?
ELECTION
STRATEGIES

STRATEGIC GOAL #3: COMMUNICATE OUR MISSION AND SCOPE OF SERVICE, INTERNALLY AND EXTERNALLY.

Strategic Overview

In the past, the operations of the RR/CC were more static from year to year. In the last two years, not only has the degree of Federal and State involvement increased with new regulations and mandates, but the needs of the public have become more demanding.

For example, the Recorder/County Clerk operation must be more involved in working with law enforcement to address the growing problem of identify theft and real property fraud, areas that were not a major concern even a few years ago. Additionally, attempting to thwart identify fraud resulted in new state legislation (SB 247) that, beginning in July 2003, will significantly alter the process and timeliness of providing certified copies of birth and death records to the public.

In the Elections operation, significant and fundamental changes have occurred as a result of passage of the federal Help America Vote Act in 2002 and other state legislation that will have far-reaching consequences. The Department launched the Community Voter Outreach Committee in 1998 to communicate with and receive feedback on issues and service.

All of these changes have increased the need for a more professional corps of managers at the RR/CC and the need to expand communication links with the general public, key customers and stakeholders, other County and State agencies and to focus on change management strategies within the Department.

The following strategies offer several new and expanded ideas for improving these communication links.

Specific Strategies

STRATEGY 5: MAINTAIN AND IMPROVE OPERATIONAL LINES OF COMMUNICATION

Objective 5.1 – Increase the professionalism of RR/CC staff by:

- A. Conducting quarterly meetings between Departmental Human Resources managers and line unit managers focusing on workplace professionalism and policies, professional development, training and promotions. This strategy would also include a feedback loop between HR and the line unit managers.
- B. Conduct staff retreat sessions to identify and encourage development of skills and team building.

Objective 5.2 - Communicate changes within the organization by:

- A. Conducting regular meetings with line unit managers and staff to discuss and solicit feedback regarding procedural, policy, system and process change such as:
 - 1. Changes to work procedures

PART III
WHAT MUST WE DO TO GET THERE?
COMMUNICATION STRATEGIES

2. New systems development
3. On-going strategic planning
4. Systems support procedures
5. New system procedures

PART III
WHAT MUST WE DO TO
GET THERE?
COMMUNICATION
STRATEGIES

Objective 5.3 – Implement a statement of conduct for new employees by:

- A. Preparing and issuing a statement of expectations for all employees regarding proper professionalism, appropriate conduct and ethics. All employees will acknowledge the statement by signing the form that will become part of the employee’s personnel record.

Objective 5.4 – Make better use of existing RR/CC communication channels by:

- A. Using the Department’s Intranet to post reports on workload status and trends, performance indicator status, sectional and departmental issues and achievements.

Objective 5.5 – Enhance training of new managers by:

- A. Preparing and implementing a customized orientation for new managers to include a briefing on their specific budget and how to administer it and how to optimize use of in-house technology.

Objective 5.6 – Improve the RR/CC telephone system response to public inquiries by:

- A. Analyzing the call volumes, peak loads, scalability, technology and features of the existing telephone systems. Work to identify funding to either improve the existing telephone systems or replace them to better accommodate peak call volumes, expand for growth and offer additional informational features to the public.

STRATEGY 6: ENHANCE PUBLIC SERVICE AWARENESS AND OUTREACH

Registrar

Objective 6.1 – Expand community outreach efforts by:

- A. Expand Phase Two partnerships with Community Voter Outreach Committee (CVOC) partners (i.e., community-based groups concerned with voting) and city clerks.
- B. Expand voter education/outreach regarding the introduction of new voting systems. Incorporate information to explain to voters complex and confusing election procedures such as the modified closed or “slightly ajar” primary election format.
- C. Expanding website functions for voter education and outreach. These would include a page informing voters about introduction of new voting

systems to replace punch card voting. Evaluate feasibility of enhancing website functions to improve access for multilingual and visually impaired voters.

Objective 6.2 – Maximize multilingual services by:

- A. Investigating new technology features such as a multilingual telephone bank to better manage the multilingual oral assistance program. Maintain the current multilingual written assistance program.
- B. Continuing to promote multilingual services via the Community Voter Outreach Committee (CVOC), the Internet, etc. so that more voters with limited English proficiency are aware of the availability of these services.

Objective 6.3 – Address accusations of voter fraud by:

- A. Continuing to collaborate with the Public Integrity Units within the District Attorney and Secretary of State's offices.

Objective 6.4 – Improve voting services through post-election analysis by:

- A. Strengthening in-house post-election review/critique processes to formulate recommendations for improved procedures.

Recorder/County Clerk

Objective 6.5 – Market and promote awareness of branch office services by:

- A. Developing and implementing a comprehensive marketing program to promote awareness of our six regional offices and the Department-wide services that are available at those branch offices and via the Internet.

Objective 6.6 – Prevent and investigate real property and identity fraud by:

- A. Developing and training staff on procedures to comply with SB247's requirements that customers purchasing copies of vital records (birth and death) complete an application signed under penalty of perjury in person or include a notarized statement with mail requests in order to receive certified copies.
- B. Working collaboratively with the County Auditor-Controller and/or law enforcement agencies such as the County Sheriff, District Attorney, police agencies or the FBI on ways to detect, prevent, investigate and prosecute identity and real property fraud within the County.

PART III

WHAT MUST WE DO
TO GET THERE?

COMMUNICATION
STRATEGIES

STRATEGIC GOAL # 4: DEMONSTRATE EXEMPLARY STEWARDSHIP OF PUBLIC FUNDS BY EFFECTIVELY MANAGING EXISTING RESOURCES AND ACTIVELY PURSUING NEW REVENUE OPPORTUNITIES.

Strategic Overview

The RR/CC generates a sizable revenue base derived from the assessed fees collected by the Recorder/County Clerk operation. However, election operations offer few opportunities to generate revenue. The only election services designed to be self-financing are candidate statement printing fees. Some revenue is generated from consolidated elections as each participating independent election jurisdiction (i.e. cities, school and water districts, etc.) pay a proportionate share of ballot costs when their contests and measures appear on the ballot of County conducted elections. Thus the Recorder/County Clerk capital and operating budget is not only self-sustaining but also offsets a significant portion of Registrar costs.

While Recorder revenue has seen recent, dramatic surges due to home re-financings fueled by record low interest rates, costs to conduct elections have skyrocketed primarily due to increased printing costs and expenses associated with expanding legally required services to multilingual voters. The Department must seek ways to control unit costs, reduce and better leverage Department overhead, and increase revenues. These strategies will help to sustain a financially viable Department, fund critical improvements and minimize reliance on Net County Cost (NCC).

PART III
WHAT MUST WE DO TO GET THERE?
FINANCIAL STEWARDSHIP STRATEGIES

Specific Strategies

STRATEGY 7: EFFECTIVELY MANAGE EXISTING RESOURCES AND ACTIVELY INVESTIGATE AND PURSUE NEW REVENUE OPPORTUNITIES

Objective 7.1 – Optimize cost efficiency in elections administration by:

- A. Developing different models for administering elections based on the size and geographic scope of the election. Models would include elements such as how pollworkers are recruited, how supplies are ordered and distributed and the configuration of polling locations, etc. The objective of the models would be to minimize unit costs (e.g., cost-per-ballot) by deploying resources in different configurations based on the requirements of the election and the costs. A financial model will be developed for estimating costs for each model and analyzing post-election costs. Models could be developed for the following types of elections:
 - 1. Countywide General elections
 - 2. Countywide Primary elections
 - 3. Uniform District Election Law (UDEL); and

4. Small, standalone local elections.
- B. Analyzing and evaluating the costs of providing multilingual services with the objective of minimizing the per-ballot or per-voter cost of providing these services. A comprehensive review of the translation and printing contract will be undertaken including reviewing experiences of other California counties with major foreign language requirements.
 - C. Continuing to work on strategies for reducing the number of precincts, which is a significant driver of election costs. Initially, existing precincts will be reconfigured to reflect the recent legislation increasing the maximum size of precincts to 1,250 registered voters. Continual legislative advocacy will be directed at allowing larger maximum precinct size and/or deducting Permanent Absentee Voters (PAV) from the precinct size definition.
 - D. Analyzing the potential for combining precincts into Neighborhood Voting Centers (NVCs). This would change the current precincting model of identifying precincts and then looking for a polling location to a more efficient approach of identifying ideal voting locations and then assigning voters appropriately. This approach can be facilitated by emerging technologies such as touchscreen voting and electronic voter rosters that could theoretically free voters from mandated specific locations and allow polling locations to handle a much larger number of voters efficiently.
 - E. Maintaining the most accurate voter registration roll possible through aggressive use of the National Change of Address (NCOA), Address Correction Service (ACS), the Statewide Voter Registration Database (Calvoter or its successor) DMV Data matches, and juror file cross-checking. A more accurate voter roll results in reduced costs for election material mailing and printing sample ballots and permanent absentee ballots. It also provides more accurate turnout data and increases public confidence in the electoral process.
 - F. Optimizing pollworker staffing to minimize recruitment and training costs. This can be facilitated by analyzing pollworker no-show and turnout statistics by polling location. Polling location staffing can be targeted at three to four workers per location with a higher complement established for locations with more than 1,000 voters. We will continue to explore pollworkers recruitment maximization in which partnerships allow us to maximize the number of pollworkers referred by one avenue (versus the current method of recruiting one person at a time.) without a corresponding loss in service.
 - G. Reducing mailing costs (for absentee ballots) by continuing to mail initial in-County permanent and 29 day in advance absentee ballots via third-class postage rates.
 - H. Exploring alternative methods for delivering voting booths and election supplies to polling locations such as expanding the pilot precinct officer supply pick-up program.

PART III
 WHAT MUST WE DO
 TO GET THERE?
 FINANCIAL
 STEWARDSHIP
 STRATEGIES

Objective 7.2 – Review existing revenue sources; expand revenue sources by:

- A. Expanding election services for cities by identifying additional jurisdictions that may wish to consolidate with County-conducted elections. An impetus for further consolidation could be realized after the County implements a touchscreen voting system and has the resources and systems needed to facilitate additional consolidations and facilitate more complex ballots.
- B. Expanding partnerships with private industry for obtaining equipment donations at peak election periods (cell phones, etc.) or for providing polling locations and/or pollworkers such as the Adopt-a-Poll program. This “in-kind” revenue would help leverage existing Department resources and result in further outreach in the business community.
- C. Performing cost analyses for services provided to the public and candidates. Increase fees where appropriate based on the calculated costs and the statutory authority of the Department. Examples where fees might be increased include:
 - 1. Copying fees in the Election Information Section.
 - 2. Providing GIS/voter file extracts for researching voting records.

Objective 7.3 – Increase budgetary accountability and responsibility by:

- A. Assigning accountability and responsibility to division managers to operate within the established division budgets. Provide training to managers on budget preparation and analysis. Conduct quarterly Department-wide budget assessments with division managers and line unit managers to assure appropriate tracking, understanding and compliance.

Objective 7.4 – Maintain and leverage leadership in statewide legislative monitoring and advocacy by:

- A. Maintaining a leadership position in statewide legislative monitoring and advocacy related to the administration of elections and public records. Specific strategy elements include:
 - 1. Maintain a dialogue with County Supervisors, the California Secretary of State, members of the State Legislature and the U.S. Congress on issues dealing with elections and public record administration;
 - 2. Evaluate legislative proposals to determine their potential impact on Department operations and the public welfare;
 - 3. Keep County Supervisors, CAO and lobbyists informed on issues of concern and “for” and “against” positions on proposed legislation;
 - 4. Solicit support from the County CAO, Board of Supervisors, the California Secretary of State and peer Registrars for support on legislation and funding possibilities such as the Voting Modernization Board and the Federal Help America Vote Act; and

PART III
WHAT MUST WE DO TO
GET THERE?
FINANCIAL
STEWARDSHIP
STRATEGIES

5. Seek and support laws that reduce election costs.
- B. Maintaining leadership in California Association of Clerks and Election Officials (CACEO) and County Recorder's Association of California (CRAC).
1. Support legislation that enhances technology advancements and customer service in Recorder/County Clerk operations (such as electronic recording of property documents from trusted partners such as title companies and financial institutions).

PART III
WHAT MUST WE DO TO
GET THERE?

FINANCIAL
STEWARDSHIP
STRATEGIES

STRATEGIC GOAL #5: WORK TO ENSURE SAFEGUARDS ARE IN PLACE TO PROTECT AGAINST FRAUDULENT CREATION AND USE OF PUBLIC RECORDS.

Objective 8 – Support safeguards to protect against fraudulent creation and use of public records by:

- A. Sustaining the partnership of the Recorder/County Clerk with law enforcement to address the growing problem of identify theft and real property fraud.
- B. Continuing and expanding partnership and cooperation with District Attorney and Secretary of State’s Public Integrity Units to assist in detecting and gathering evidence for prosecution of voter registration and voting fraud.

PART III
WHAT MUST WE DO
TO GET THERE?
STRATEGIES TO
COMBAT FRAUD

IV. HOW WILL WE KNOW WE HAVE SUCCEEDED?

STRATEGIC MEASUREMENT

Periodic assessment of the implementation of this strategic plan, the results we achieve and the extent that the RR/CC is responsible for these results, is necessary for successful strategic management. RR/CC managers need to know what worked, what didn't, and why. They will then need to explore alternatives for reshaping the plan so that the strategic vision is realized.

The following feedback mechanisms will be used and monitored to obtain the information necessary to monitor implementation:

Stakeholder Groups

We will continue to meet with and seek feedback from our stakeholder groups to share ideas, accomplishments and concerns. These groups include:

- Community Voter Outreach Committee (CVOC)
- City Clerks, City Managers and elected officials Countywide
- Pollworker focus groups
- Property Task Force
- Real Property Fraud Task Force

PERFORMANCE MEASUREMENT

We will establish and monitor a variety of performance measures. Some of these measures have been used for years while others have been recently adopted. The Department Management Audit conducted in 2000 recommended several indicators for measuring outcomes, inputs, productivity, quality and cost efficiency. These measures will be key to revealing results achieved, identifying implementation problems and improving services.

A review of this Strategic Plan will be conducted annually in conjunction with the Department's Goals and Accomplishments required report that is submitted to the Chief Administrative Office each year.

PART IV

HOW WILL WE KNOW WE HAVE SUCCEEDED?

STRATEGIC MEASUREMENT

USING TECHNOLOGY TO IMPLEMENT OUR STRATEGIC PLAN

As seen in the preceding goals, strategies and objectives, technology is a key enabler for success. Some of the technology implications of this strategic plan include:

- A long-term commitment to image-based records management particularly in the Recorder/County Clerk operation. This includes accepting imaged documents from other County agencies and providing public inquiry access and real-time printing of vital records for same-day service availability at headquarters and at all branch offices.
- Increased electronic recording of documents. The first step, implemented in 2002, is electronic recording of tax liens from other government agencies (TTC and FTB) with IRS tax liens scheduled for implementation in 2003. Though such unrestricted use of electronic property records is not yet permitted under State law, we anticipate that it will be soon (legislation is pending). If passed, enabling legislation would allow us to electronically record property documents from trusted partners such as title companies and financial institutions.
- Upon availability of enhanced software, expand use of Intelligent Character Recognition (ICR) for speedier entry of voter registration data and explore new technologies such as using electronic signature verification (used by banks) in election applications for absentee ballots and possibly petitions. Web enabled electronic absentee ballot applications and voter registration forms also hold promise for streamlining data entry of these voluminous processes.
- Technology is emerging that would enable use of electronic poll books to replace hard-wired computers and expensive T1 line communications for early voting at numerous locations prior to election day (part of DRE touchscreen voting phased-in implementation) and for precinct based voting on election day. Wireless technology may be feasible to assure availability to pollworkers of up to date voter file data. This could render paper rosters obsolete and may contribute to eventual new paradigms in voting, some of which may require enabling legislation.
- The biggest technical challenge, entailing the most risk for the Department, is the Countywide implementation of a DRE touchscreen voting system to replace the decertified votomatic system, anticipated for November 2005. In the interim, a new paper-based optical scan voting system (InkaVote) must be fully installed in time for the Presidential Primary and General Election cycle in 2004 and to serve as the County's absentee/mail voting system.

These technology efforts will be costly, complex and difficult to fully implement but hold the promise of enhanced customer service.

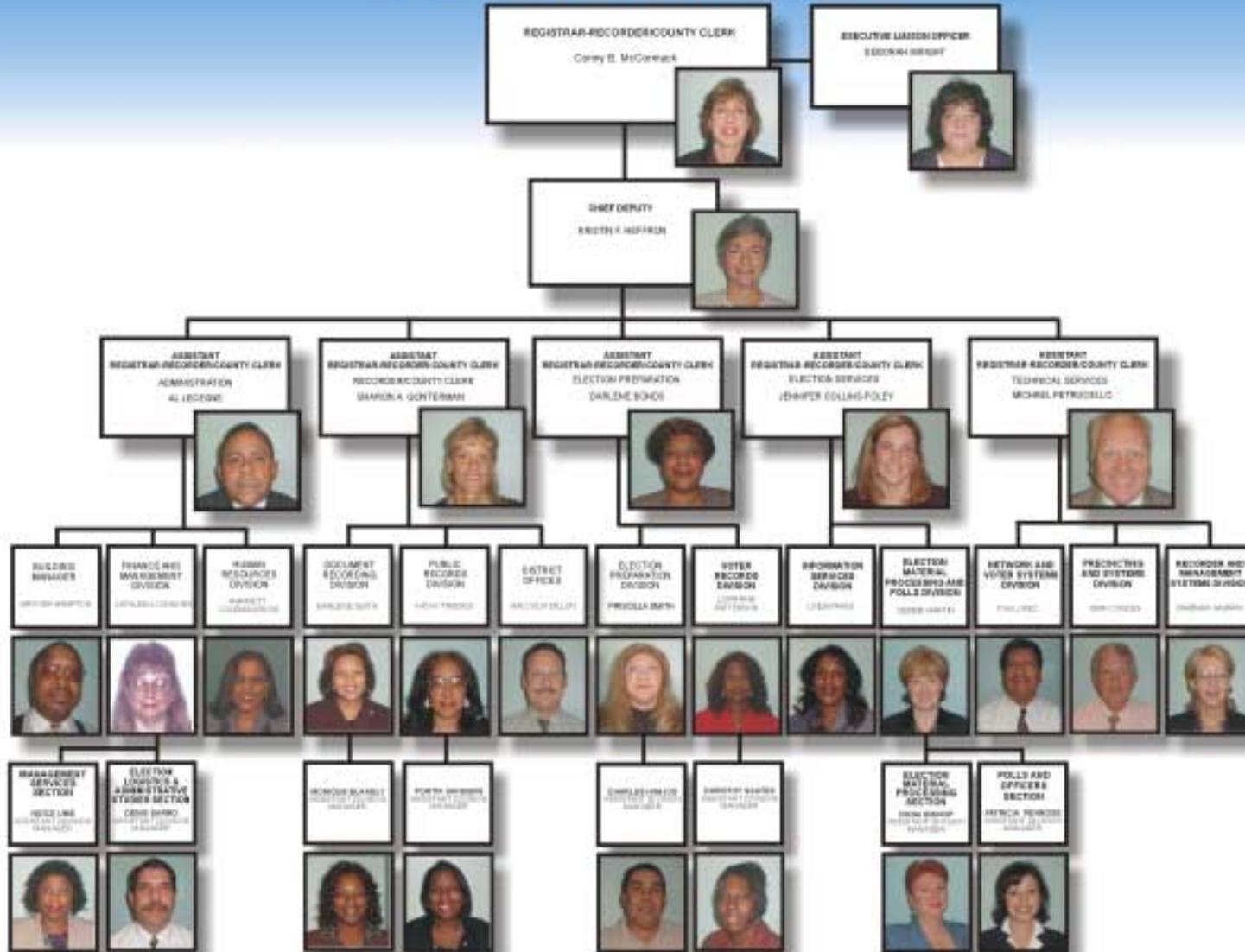
PART IV
USING
TECHNOLOGY

V. APPENDICES

A. ORGANIZATION CHART	45
B. GLOSSARY OF TERMS.....	47
C1. TIMELINE: MYRIAD STEPS TO REPLACE PUNCH CARD VOTING SYSTEM	50
C2. PHASED-IN APPROACH TO INSTALLATION OF NEW VOTING SYSTEM.....	52
D. COUNTY AND STUDENT POLLWORKERS	56
E. SPECIAL ELECTION COST CHART	60
F. BRANCH OFFICES AND SERVICES... ..	61

APPENDIX A – ORGANIZATION CHART

Los Angeles County REGISTRAR-RECORDER / COUNTY CLERK ORGANIZATION CHART - 2003



APPENDIX B – GLOSSARY OF TERMS

Absentee ballot	A type of ballot that allows an eligible voter to cast the ballot outside of a voting precinct. Historically used by voters who foresee that they will be unable to visit the precinct on election day due to travel commitments, an illness or a disability. In California, absentee voting is available to any voter via application or by Permanent Absent Voter (PAV) status (as of 2001).
AV ballot	Absentee Voter ballot. See Absentee ballot.
Convenience voting	A concept, process or procedure allowing voters to cast ballots in a convenient, expedited or timely manner.
Digital signature	A unique, electronic identifier that can authenticate the “signer” of a document without a handwritten signature.
DRE	Direct Recording Electronic. See Touchscreen Device.
Early voting	Voting prior to the official election day by casting an absentee ballot or voting in a County-administered controlled setting.
Electronic recording	Accepting and processing recordable documents that are received in electronic form rather than on paper.
GIS	Geographic Information System. A computer database and user interface whereby data pertaining to geographic locations such as addresses and parcel numbers is linked and overlaid.
HAVA	Help America Vote Act
ICR	Intelligent Character Recognition Software that translates handwriting into computer-readable data.
Imaging	Creating a digital or facsimile copy of a document via electronic imaging.
Indexing	Creating a recorded linkage, via computer, between a document and certain key information elements on the document. For property conveyance records, documents are indexed by grantor and grantee name.
Inspector	The lead pollworker at a polling location.
Interactive Voice Response	A telephone-based system allowing callers to transact business by speaking to a computer or providing data through pushing a telephone keypad.
IT	Information Technology.

IVR	See Interactive Voice Response.
Lien	A charge or encumbrance on a property establishing rights, usually for payment of a debt or obligation, for the party placing the lien (the lienholder). Tax liens are commonly placed on properties for nonpayment of income taxes so that the obligation is paid before title on the property can be transferred. Liens are commonly recorded with the RR/CC to secure the interest of the lienholder.
Microfilm	A media used to store copies of documents on a filmlike substance. Also called microfiche.
“Motor Voter”	The Federal Voting Rights Act of 1993, also known as “Motor Voter,” allows people to register to vote when registering their motor vehicles or obtaining a driver’s license.
NVRA	National Voter Registration Act of 1993.
PAV	Permanent Absent Voter. The status of voters who apply to be a permanent absentee voter, avoiding the need to re-apply for each election. See <i>also</i> Absentee Ballot.
Pollworker Precinct	A person who administers the voting at a precinct. An election district created for voting purposes (also known as a polling location).
Provisional ballot	A ballot cast at a polling location by a voter whose eligibility to vote is questionable or unknown. Provisional ballots are researched and qualified (or disqualified) before counting.
RR/CC	The office of the Los Angeles County Registrar-Recorder/County Clerk.
Real property documents	Legal documents associated with the sale, conveyance or transfer of real property or title to real property or encumbrances on real property. Examples include trust deeds, grant deeds, bank notes, liens, etc.
Title company	Private business that researches title and encumbrances on real property and provides insurance to property owners and lenders based on the results of that research.
Touchscreen device	A direct electronic voting device (also known as DRE) that uses a touchscreen for selecting candidates and ballot measures.
UDEL	Uniform District Election Law. A process whereby two or more local elections are consolidated into one election held in November of odd-numbered years (i.e., 2001, 2003, etc). UDEL elections allow the elections administrator, and the sponsoring

local districts, to realize economies of scale through combining elections.

Vital records

Public records kept by a political subdivision such as Los Angeles County. Vital records include birth, death and marriage certificates.

VIMS

Voter Information Management System. A proprietary voter registration and elections management computer system.

Voter turnout

The percentage of all voters who cast ballots in an election.

VRA

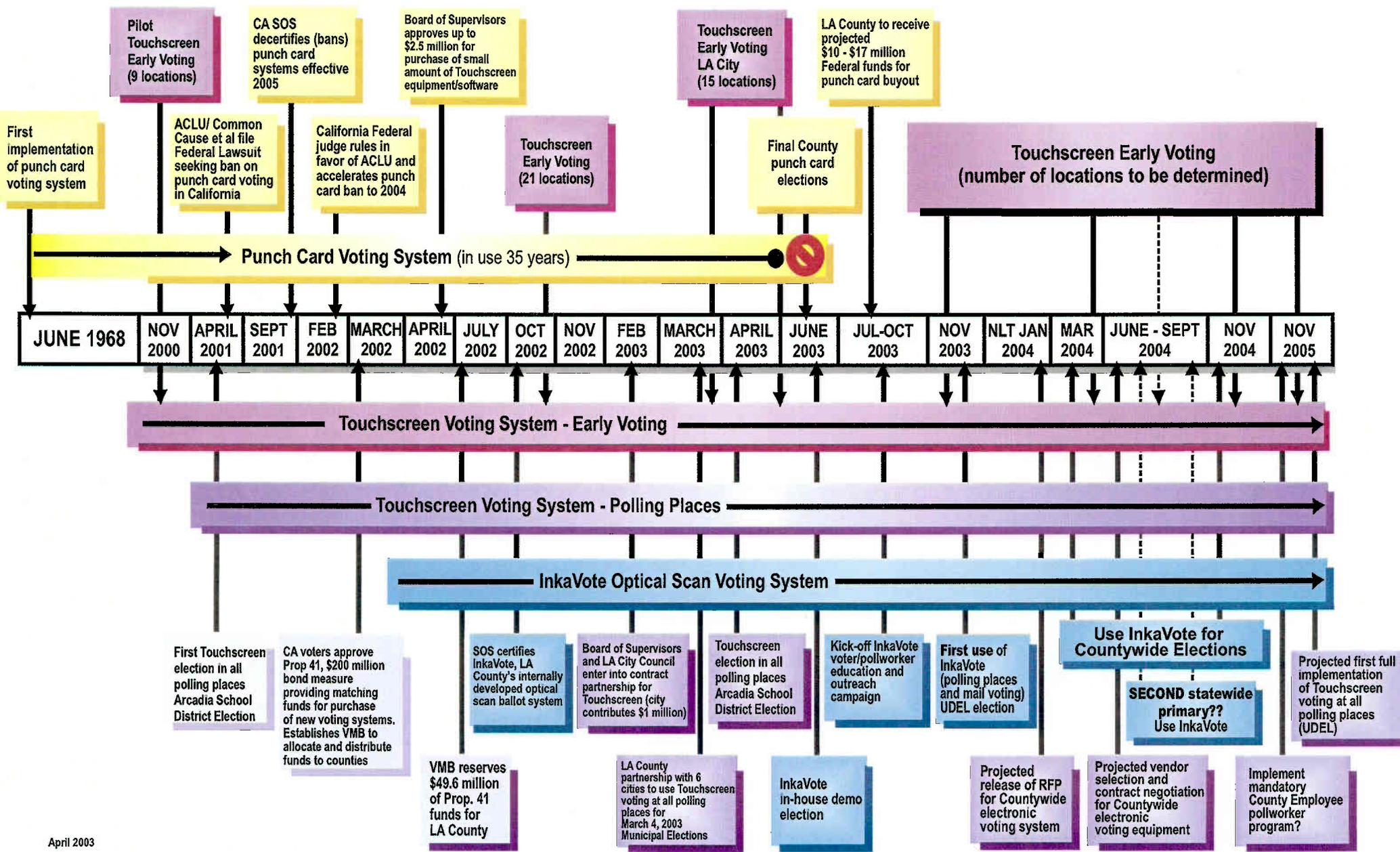
Voting Rights Act of 1965. An act of the U.S. Congress guaranteeing the voting rights of all eligible voters and obligating States and local governments to provide accommodations and measures facilitating voting for persons with limited English proficiency.

APPENDIX C1:
**Timeline: Myriad Steps to Replace
Punch Card Voting System**



Myriad Steps to Replace Punch Card Voting System

"2 in 2" Challenge: Implement Two New Voting Systems in Two Years



APPENDIX C2:

Phased Approach to Installation of New Voting System

(Excerpted from August 20, 2002 submittal to Los Angeles County Board of Supervisors, "AUTHORIZATION TO SUBMIT AN APPLICATION FOR FUNDING CONSIDERATION UNDER THE VOTING MODERNIZATION BOND ACT OF 2002")

The three-phase approach, detailed below, recognizes the following obstacles to full Countywide implementation of touchscreen voting prior to the March 2004 election:

- **Cost:** Direct Record Electronic (DRE) or touchscreen voting equipment costs are still very high. Reduction in these costs is expected within the next few years. As mentioned above, the cost for the County to convert to touchscreen voting Countywide is currently estimated at \$100 million while the County estimated share of Proposition 41 funds is \$49.6 million, a shortfall of approximately \$50 million. Even if/when equipment prices come down, at a minimum, Proposition 41 requires a 25% County match to receive any state funds.
- **Equipment Obsolescence:** Currently available touchscreen voting equipment is still first generation. Major improvements are anticipated within the next two years including reduction in the weight of the equipment. By waiting, the County will benefit from these improvements.
- **Learning from Other Counties' Experiences:** To date, only one large county in the United States (Riverside, CA) has conducted a major election using touchscreen voting system. Five large counties in Florida will conduct their statewide primary election on touchscreen systems in September 2002. The State of Georgia is attempting a statewide implementation of electronic voting for November 2002. In California, for the November 2002 election, Alameda County will vote on touchscreen equipment Countywide for the first time. Other large California counties, including San Diego, Orange, San Bernardino, Sacramento and Santa Clara are in the Request for Proposal (RFP) process and expect to use touchscreen voting for the first time in March 2004. Learning from their experiences will provide a wealth of valuable information to the County.
- **Vendor Competition/Resources:** Only five companies are certified to sell touchscreen voting equipment in California. To date, only one of these companies has held an election with demonstrated ability to present the touchscreen ballot in character-based foreign languages as is required by the County. The County will benefit from more competition and enhancements to existing systems. Also, with so many large California counties converting to touchscreen voting systems for first use in the March 2004 election, depletion of vendor support resources is a serious concern.

- **Absentee Voting:** Due to decertification of pre-scored punch card systems, the County must replace two voting systems, the system for voting at the polls and the absentee voting system. With a phased-in approach, the County will transition to a paper-based voting system for both absentee and precinct level voting in the 2003 and 2004 elections. This will allow election administrators to gain valuable experience regarding the strengths and weaknesses of the selected paper system for absentee voting in the future. The County currently needs to accommodate 500,000 absentee ballots. With last year's change in the law eliminating eligibility requirements for permanent absent voters, that number is expected to swell to 700,000 absentee ballots by the 2004 elections. The current generation absentee ballot style that is the commonly-used "companion" for touchscreen devices is ill-equipped to handle the County's high volume of absentee ballots. This ballot, an unwieldy 10" by 14" paper ballot with all offices and measures printed directly on the page, has never been used to tabulate and integrate more than 100,000 absentee ballots with the touchscreen system totals.

Research and development time is needed to determine how to integrate more locally appropriate paper absentee balloting with electronic results.

- **Partnership with Cities:** More time is needed to develop partnerships with the 88 cities in the County to achieve a seamless transition for voters, whether they are casting ballots at County or City elections (especially since, unlike other counties, most cities in the County conduct their own elections). Especially given the unique size of the City of Los Angeles (City), such a partnership in touchscreen system acquisition is crucial for successful implementation. Because the City of Los Angeles elections are larger in scope than any other county in the state and because the City also currently uses decertified punch card voting equipment, a financial partnership for new system purchase would benefit both the County and the City.
- **Voter Acceptance:** While a transitional paper-based voting system will represent a change from the punch card system, the change is expected to be incremental compared to full conversion to touchscreen voting. The phased-in approach allows voters to become familiar with touchscreen voting during the "early voting" periods in advance of major elections in 2002, 2003 and 2004 as well as during small scale elections in 2003-2005 for voting at the precinct level. This valuable experience will smooth the way for Countywide electronic voting implementation.
- **Pollworker Recruitment:** A deliberative phased-in approach will allow expansion of the County Employees Pollworker Program to reach the necessary goal of placing a County employee, familiar with use of a personal computer, in each of the 5,000 voting precincts prior to full scale deployment of electronic voting in 5,000 voting precincts Countywide.
- **Staff resources:** Prior to Countywide conversion to electronic voting, an assessment for the need of additional departmental technical and operational staff for successful new system implementation will be required.
- **Grand Jury:** The recently released 2001-2002 Grand Jury report urged a "go slow" approach, recommending much more extensive evaluation of nascent electronic

voting technology prior to contemplating full Countywide implementation of an expensive DRE touchscreen voting system.

- **Risk Factor:** Full Countywide conversion to a touchscreen voting system will entail high risk and should not be rushed. The County is only now gaining experience with touchscreen voting systems and will learn more with the upcoming touchscreen voting

system program at 21 sites throughout the County during the “early voting” period in conjunction with the November 2002 election.

The *Application for Funding Consideration* fully outlines the County’s three-phase approach to new voting system implementation. Highlights include:

PHASE I – This phase will begin in conjunction with the November 2002 General Election when a touchscreen voting system will be in place for “early voting” at 21 locations throughout Los Angeles County from October 22 through November 1, 2002. A contract for sufficient DRE equipment (hardware, software and peripheral equipment) to set up these sites, as well as vendor support services and maintenance, was approved by your Board on April 16, 2002. All 21 sites will contain DRE equipment loaded with software containing every ballot type Countywide (approximately 700 distinct types). Therefore, any of the County’s 4 million registered voters will be eligible to cast a ballot on the DRE system at the voter’s choice of the 21 established touchscreen voting sites throughout the County.

In addition to plans to continue use of this DRE equipment during the early voting period in conjunction with future major elections, the new equipment will be available for election day voting at the precinct level for selected smaller-scale elections (cities, school districts, special elections, etc.) beginning in 2003. The goal is to familiarize as many voters as possible with electronic voting prior to full Countywide implementation of electronic voting as described in Phase III below.

PHASE II – The timeline of the decertification of pre-scored punch card voting systems was accelerated by the February 2002 Federal District court decision mandating replacement of such systems with any other certified voting system prior to the March 2004 Primary Election. As a result, there is insufficient time and inadequate available funding for the County to finalize a contract for full conversion to a touchscreen voting system for the County’s 4 million registered voters prior to March 2004. In addition to the requirement to change voting systems for the County’s 5,000 precincts prior to March 2004, conversion to a new absentee voting system to accommodate the County’s 500,000-plus absentee voters must also be accomplished by that date, further complicating this difficult process.

Therefore, the County plans Phase II, consisting of purchase of an interim transitional voting system using one of the Secretary of State’s certified paper-based voting systems. It is anticipated that a contract for purchase of the selected intermediate system will be brought to your Board by January 2003. The transitional system will be used initially for both voting at the County’s 5,000 precincts and for absentee voting by mail beginning with the November 2003 Uniform District Election (UDEL). This interim paper-based system will continue in use through the 2004 elections and until an

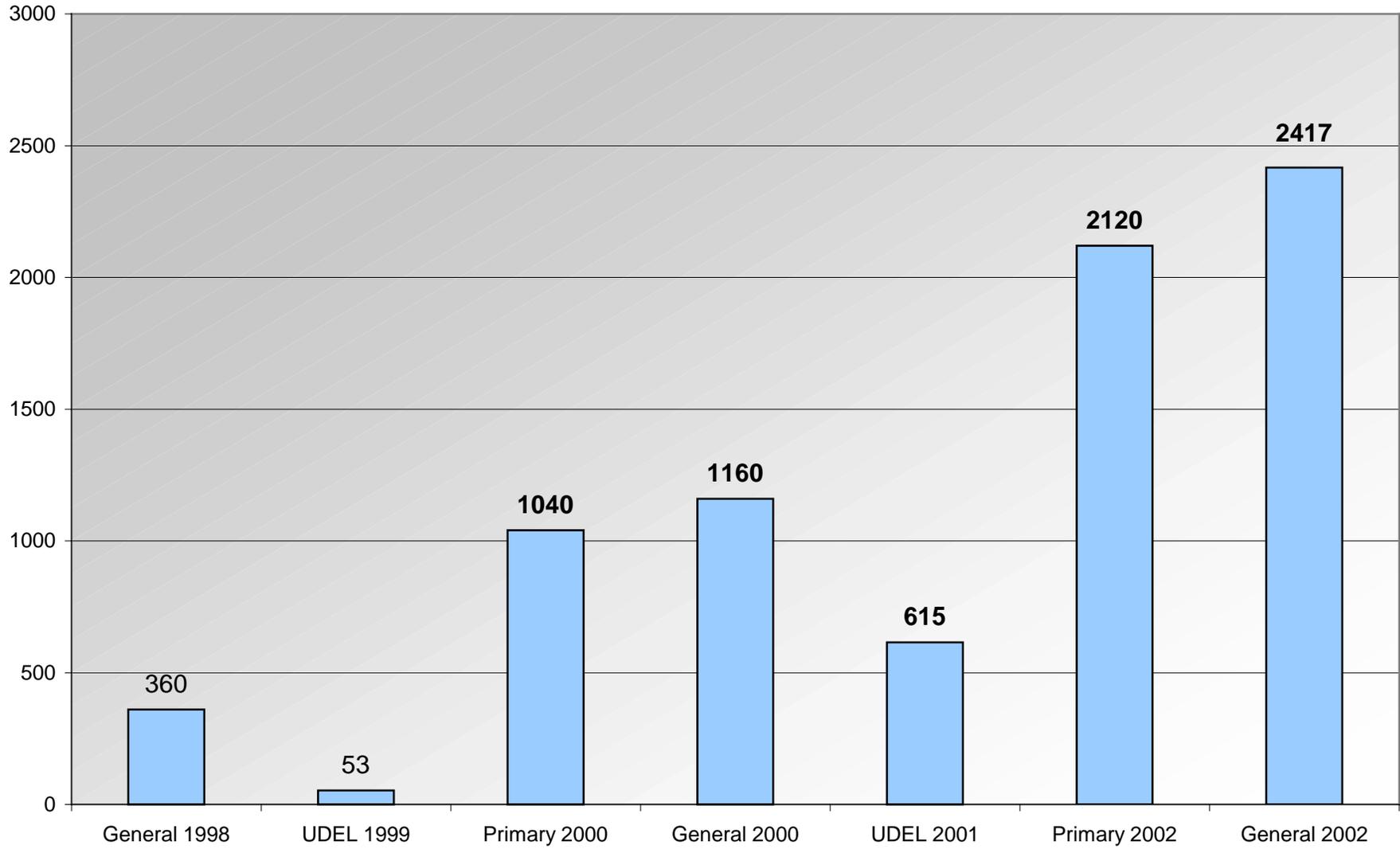
electronic system can be purchased Countywide. After the County's full conversion to an electronic system at some point in the future, the selected paper-based system is anticipated to continue in use as the system for absentee voting by mail.

The cost of the interim paper-based system for Countywide conversion is estimated at approximately \$4 million. This estimate covers sufficient equipment for 5,000 voting precincts on election day, for absentee voting by mail, and for ballot tabulation equipment for both precinct and absentee ballots.

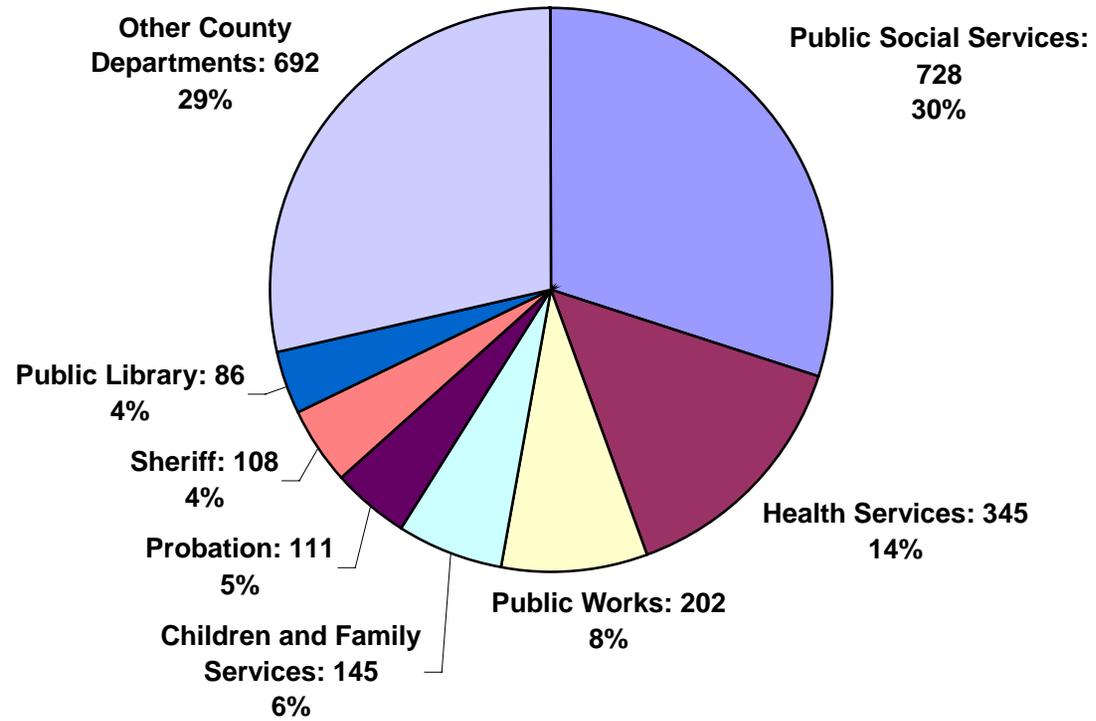
PHASE III – Full Countywide conversion to a DRE touchscreen voting system in all 5,000 voting precincts is the future goal. The timing of such a conversion is currently unknown primarily due to insufficient funds. Assuming County matching funds are identified and allocated together with the County's share of Proposition 41 funds and a contract is successfully negotiated, the optimal first large-scale DRE election would be the November 2005 UDEL which encompasses approximately 1,000 voting precincts followed by the first Countywide deployment in the 2006 Primary Election.

APPENDIX D:
County and Student Pollworker Statistics

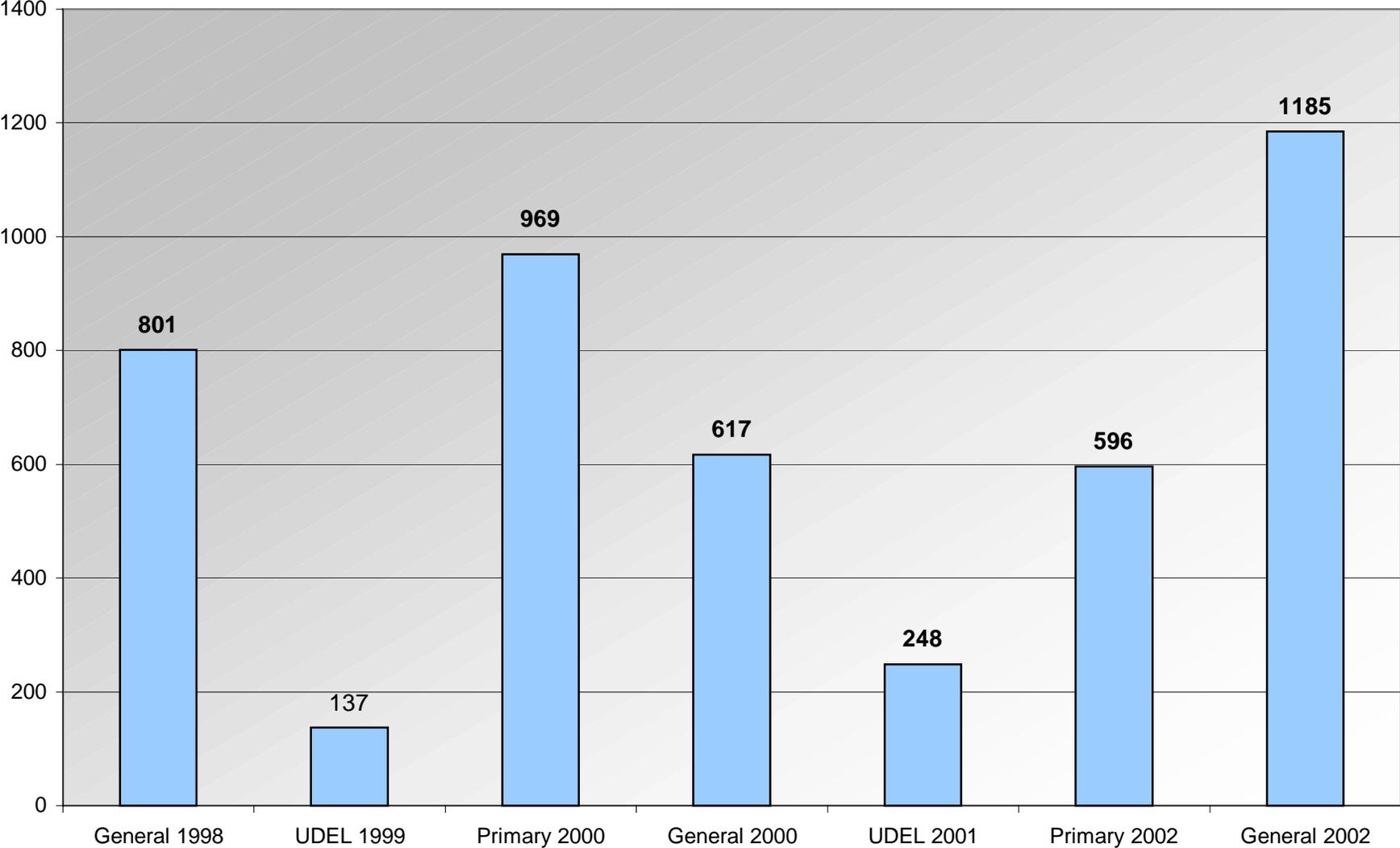
Number of County Pollworkers by Election (1998-2002)



COUNTY EMPLOYEES SERVICE NUMBERS PER DEPARTMENT - TOTAL: 2,417 COUNTY POLLWORKERS



Number of Student Pollworkers by Election (1998-2002)



APPENDIX E – SPECIAL ELECTIONS COSTS

VACANCY ELECTION	DATE	NUMBER OF VOTERS	ACTUAL COSTS
43RD State Assembly	05/03/94	147,093	\$ 343,085.58
29TH State Senate Primary	09/13/94	354,051	624,698.60
29TH State Senate Run-off	11/08/94	361,232	269,816.44
59TH State Assembly Primary	04/11/95	188,548	377,172.53
59TH State Assembly Run-off	06/06/95	188,244	336,987.48
37TH U.S. Congressional	03/26/96	201,968	169,148.99
46TH State Assembly Primary	11/18/97	64,630	155,398.02
46TH State Assembly Run-off	01/13/98	63,396	99,883.20
32ND State Senate Dist	01/11/00	23,399	44,828.73
32ND State Senate Primary	03/07/00	20,887	26,969.17
24TH State Senate District	03/06/01	277,348	558,423.79
32ND U.S. Congressional District	04/10/01	281,797	336,868.92
49TH State Assembly-Spec	05/15/01	142,548	306,072.95
32ND U.S. Congressional District (Run Off)	06/05/01	281,797	336,319.37
			Total = 3,985,673.77

**REGISTRAR-RECORDER/COUNTY CLERK
BRANCH OFFICES**

<p align="center">BEVERLY HILLS</p> <p>9355 Burton Way, First Floor Beverly Hills, CA 90210 Office Hours: Tuesday – Thursday 8:30 a.m. - 4:00 p.m. (310) 288-1261</p>	<p align="center">EAST LOS ANGELES</p> <p>4716 East Cesar Chavez Avenue Los Angeles, CA 90022 Office Hours: Monday – Friday 8:30 a.m. - 4:30 p.m. (323) 260-2991</p>
<p align="center">FLORENCE/FIRESTONE</p> <p>7807 South Compton Avenue Room 215 Los Angeles, CA 90001 Office Hours: Monday – Friday 8:30 a.m. - 4:30 p.m. (323) 586-6192</p>	<p align="center">LANCASTER</p> <p>335 A East Avenue K-6 Lancaster, CA 93534 Office Hours: * Monday – Friday 8:00 a.m. - 4:30 p.m. (661) 723-4494</p>
<p align="center">LAX AIRPORT</p> <p>11701 South La Cienega Boulevard 6th Floor Los Angeles, CA 90045 Office Hours: * Monday – Friday 8:30 a.m. - 4:30 p.m. (310) 727-6142</p>	<p align="center">VAN NUYS</p> <p>14340 West Sylvan Street Van Nuys, CA 91401 Office Hours: * Monday – Friday 8:30 a.m. - 4:30 p.m. (818) 374-7176 – Birth, Death, and Marriage/Election Information (818) 374-7191 - Document Recording Information</p>

* Contact Branch Office for specific document recording hours.

SERVICES PROVIDED AT EACH BRANCH OFFICE

SERVICE OFFICE	BEVERLY HILLS	EAST LOS ANGELES	FLORENCE / FIRESTONE	LANC.	LAX	VAN NUYS
Birth Abstracts – 1964 to present		X	X	X	X	X
Marriage abstracts - 1994 to present		X	X	X	X	X
Accept requests for full copies of birth, death, and marriage records		X	X	X	X	X
Issue marriage licenses until 3 ³⁰ pm	X	X	X	X	X	X
Perform Marriage ceremonies, by appointment only	Thursdays Only	Fridays Only	Fridays Only		Fridays Only	Fridays Only
Record real property documents				8-11 ⁴⁵ am 1 ¹⁵ -3 pm	8 ³⁰ – 12pm 1-3 pm	8 ³⁰ - 11 am 12 - 3 pm
Accept requests for copies of real property records		Accepts payment – records are mailed		X	X	X
Notary oaths				8-11 ⁴⁵ am	X	Until 4 pm
Fictitious business name filings				8-11 ⁴⁵ am 1 ¹⁵ - 3 pm	8 ³⁰ – 12pm 1-3 pm	8 ³⁰ - 11 am 12 - 3 pm
Candidate Filings				X		X
File domestic partnership statements		X	X	X	X	X
Voter registration forms	X	X	X	X	X	X
Issue voter abstracts		X	X		X	X
Absentee ballot applications	X	X	X	X	X	X
Accept passport applications Tue. – Thu. 8:30 a.m. to 3:00 p.m. by appt. only			X			X

