



DISTRICT OF COLUMBIA
BOARD OF ELECTIONS AND ETHICS
WASHINGTON, D.C. 20001-2745



Members of the Board:

In response to the Board's request of September 15, 2010, I hereby submit this report on the September 14, 2010 primary election and the steps that staff is taking to incorporate the lessons learned in that election into preparations for the general election on November 2, 2010.

While all votes were required to be cast by Tuesday, September 14, staff did not finish processing more than 15,000 absentee and special ballots and conducting its post-election audit until one week ago. Just two weeks remain until the start of early voting for the November general election. As a result, the window of opportunity for study and reflection is narrow and this interim report is not as detailed as the formal after-action report that Board staff will prepare, as required by the Omnibus Election Reform Act of 2009, within 90 days of the November general election.

I trust that this snapshot of what went well, what did not go as smoothly as we would have liked, and the areas where the Board is focusing its efforts in preparation for the November general election provides the information necessary for the Board to exercise its oversight responsibility.

If you have any questions or require further information, feel free to contact me at 202-727-6511 or at rsuleman@dcboee.org or to contact Alysoun McLaughlin, Public Affairs Manager, at 202-727-2511 or amclaughlin@dcboee.org.

Sincerely,

A handwritten signature in blue ink that reads "Rokey W. Suleman, II".

Rokey W. Suleman, II
Executive Director

Introduction

The primary election on September 14, 2010, marked implementation by the District of Columbia Board of Elections and Ethics of the most ambitious reform agenda ever taken on by an elections agency in the United States.

These reforms, primarily spurred by the Omnibus Election Reform Act of 2009, included:

- New voting equipment. Requirements for a voter-verifiable paper audit trail, combined with identified weaknesses in the tabulation software previously used by the Board, led to the procurement of new voting equipment for this election cycle. The introduction of new voting equipment is never handled lightly by an elections office, and managing its implementation is an all-consuming effort in a normal election.
- Same-day voter registration. The District was the first jurisdiction in the country to allow voters to register on the day of the election, but require that these ballots be set aside and verified by the Board prior to counting. This reform led to an unprecedented influx of provisional ballots, with more than 1 in 10 ballots cast subject to review by Board personnel.
- Early voting at satellite centers, with the opportunity for any voter to cast a ballot at their choice of early voting locations. Numerous states offer early voting at satellite locations, but none have ever taken on this challenge simultaneously with the other reforms described in this report.
- No-excuse absentee voting, removing limitations on the use of voting by mail. The volume of absentee voting applications was more typical for a general election in a presidential year than a mayoral primary election, due in part to widespread dissemination by candidates of absentee ballot applications. A significant number of voters requested an absentee ballot but decided to cast their vote at the polls, further increasing the volume of provisional ballots.
- New requirements for a post-election audit, conducted during a narrow window of time prior to the certification of the election, and for pollworker performance measurement.
- An expansion of the franchise to include 17-year-old residents of the District whose birthday falls prior to the general election on November 2.

The Board also faced new federal requirements that the Board began implementing during the primary. Specifically, the Military and Overseas Voter Empowerment Act of 2009 requires the Board to:

- Permit qualified military and overseas voters to request a blank ballot by mail or electronically. In the past, the Board has followed emergency ballot procedures to allow overseas voters to receive and return their ballot by e-mail or fax within the seven days

prior to the election. This year, the Board has launched an experimental project to allow overseas voters to request their blank ballot electronically and, ultimately, to allow return of those ballots through a new, open-source, more secure electronic means.

- Allow military and overseas voters to track the status of their absentee ballot. To meet this requirement, the Board purchased a new absentee mailing system that can be used for all voters. This new equipment not only allows ballot tracking but also takes accountability for the delivery of absentee ballots from an outside vendor back into the Board's hands.
- Negotiate dates for delivery of absentee ballots with the Department of Defense and the Department of Justice. Since the September 14 primary election date falls too late in the calendar to meet a new federal requirement for ballots to be mailed 45 days prior to the general election, the Board negotiated a Memorandum of Agreement with the Justice Department that required the total available transit time of a overseas absentee ballot through the mail be 45 days.

Finally, the Board initiated on a series of management reforms, precipitated by problems that the Board experienced in the past. Specifically:

- New management. The Registrar and Operations Manager are the only senior managers who have been with the agency since the 2008 election. The Executive Director and Public Affairs Manager, respectively, joined the agency in July and November 2009. The position of Chief Technology Officer became vacant in January 2010, and the individual who assumed that role left in June 2010. A Chief Technology Officer was hired in late June, just weeks prior to the September primary. As a result, managers oversaw an unprecedented set of new statutory requirements and projects without having the benefit of an election to evaluate and improve upon agency operations.
- New procedures for vote tabulation, spurred by an error in 2008, when wrong election results were reported to the media.
- A thorough review of the agency's street files and a reversal of prior outsourcing of absentee ballot mailing, brought on by problems in the 2008 election when an outside vendor mailed wrong ballots to a number of voters in the District.
- A new pollworker management system, integrated with the agency's voter registration database. While this new system was designed to address difficulties in over recruitment and payroll processing errors in 2008, and improves the Board's ability to verify the voter registration of applicants, it also required a significant effort in manpower and staff training.
- Centralized scheduling and placement of poll workers. In the past, the Board has relied heavily on Precinct Captains to recruit and schedule their own personnel. While

management determined that this was necessary to ensure proper training, it also required a significant investment of time and effort on the part of Board staff.

These reforms required:

- Five major procurements. When the scale and timetable of these procurements was first described to the Office of Contracting and Procurement (OCP), the initial response was that the Board could expect to accomplish one, or perhaps two, of them in the allotted timeframe. David Gragan, Ken Morrow, Priscilla Mack, John Varghese and other members of the OCP staff deserve commendation for their extraordinary effort in pushing the following procurements through:
 - Voting equipment
 - Electronic poll books
 - An absentee mailing solution
 - Online poll worker training
 - Our cutting edge digital vote by mail tool
- A complete regulatory review, with nearly every section of the Board's regulations being revised.
- A complete rewrite of nearly every form and brochure used by the office.
- A top-to-bottom revamping of the curriculum for pollworker training.
- Aggressive voter outreach.

We will now detail how the agency handled these issues.

Overview

Components of O.E.R.A.

Early Voting Centers

BOEE successfully implemented early voting centers that were open from August 30, 2010 through September 13, 2010 for the One Judiciary Square location and from September 4, 2010 through September 11, 2010 for the satellite locations. Overall, the processes, systems and staffing for the early voting centers were well received by voters, the media, the candidates' representatives and government officials.

The Board looked at ways to accommodate large numbers of voters in a reasonably comfortable environment. The Agency faced long lines in 2008 for what was then in-person absentee voting and understood that was the major complaint.

Serving a large number of people in an orderly fashion without them standing in queue is a difficult task. The Board decided to emulate the DMV or 'deli counter' model and had voters take a number and have a seat as soon as they entered an early voting center. A digital number counter as well as a poll worker announcing the next voter's number kept the voters moving in an orderly fashion. There were approximately 390 hours of total time available for early voting among the five locations. Lines developed at one location, Judiciary Square, for about 3 hours. During most of the early voting period, voters did not stand in a line for more than a few minutes. The longest lines developed at One Judiciary Square and at Chevy Chase Community Center, which served the highest number of voters, but were limited to a few hours on the first day of early voting and during rare peak times on the weekend. All voters sat comfortably and awaited their turn. This was a tremendous improvement over 2008 and the Director has been asked to present his experience with early voting and satellite centers to other jurisdictions as they seek input in possible implementation of the same program.

Early voting was not without its difficulties. Early voting's challenges included introduction of new equipment to poll workers and staff and the development of processes that conformed to recently enacted legislation. Specifically, the special ballot process was time consuming as it required significant interaction with a voter beyond just checking them in. This process requires refinement and the Board expects it to move faster as the the process is refined and poll workers become familiar with both process and equipment. The configuration of electronic pollbooks, which inherently allowed for simultaneous centers to be open to all voters city-wide, succeeded in preventing duplicate voting. BOEE staff operating as precinct captains proved to be the most successful component of early voting. These staff members brought professionalism and decorum to what can often be a chaotic and contentious environment.

Processes that will be improved for the November General Election include more comprehensive training in e-poll book operation and especially special ballot management processes. Additionally, administrative difficulties that had no impact on the voting process became a management issue for the Board. Retrieving election data from the electronic pollbooks on a nightly basis proved to be cumbersome and time consuming. We have engaged the vendor of this system to substantially streamline systems operations. The electronic pollbooks also were designed to provide data to the voter registration system to facilitate special ballot processing post-election. Coordinating this process between two vendors that have never worked together before and whose software are not compatible proved to be much more time consuming. The process was found to be more manual than anticipated. We

have engaged both the voter registration system vendor and the electronic pollbook vendor in improving these processes. We are already seeing success and expect significant improvement in November.

Comment cards filled out by voters in the early vote centers were overwhelmingly positive. The only concerns noted were a lack of restroom facilities in Judiciary Square and the time spent on processing special ballots. The restroom issue is a function of security in the building and cannot be addressed. The special ballot process will continue to improve over time.

Same-Day Voter Registration and Same-Day Change of Address

The special ballot voter management process was fraught with challenges at early voting centers. BOEE staff provided guidance and often performed special ballot clerk functions directly. When this process was introduced into the precincts, often the process was much more time consuming and suffered from a lack of consistency and accuracy. The poll workers did not always complete special ballots properly in their first experience with the new process. However, across the city, more than 13,000 special ballots were completed and more than 3200 same day registrants submitted voter registrations.

Moreover, the particulars of introducing these processes in a party primary created confusion and complexity as many voters attempted to change their party affiliation status at the polls. Voters that desired to vote in a party primary that they were not affiliated with on Election Day were provided a special ballot. Many voters that observed this were under the mistaken belief that poll workers were allowing party switches contrary to District law. As a matter of fact, the single most common reason that a special ballot was deemed invalid was voting in the wrong party. More than 2,500 ballots were rejected for this reason. To the uninitiated the process looked improper when in fact it worked as designed.

As expected, the special ballot was the most time-consuming process for both voter and staff. Reacting quickly, resources were adjusted to provide a second e-poll book to process special ballots at the early voting sites. The staff was aware that this process would be slow in the Election Day polling environment but did not yet have the resources to send a second e-poll book to each location. The Board will be sending a second e-poll book to every precinct in November and that should significantly reduce wait times for those voters.

For November, a specific emphasis is being placed on improving documentation, forms and training for the special ballot handling process. Staff are currently reworking forms and instructions to make them concise, and are working with the vendor to develop a more intuitive user interface in the electronic pollbook. Poll worker familiarity with the process, along with the introduction of a second electronic pollbook in each Election Day precinct, should reduce the overall processing time for special ballots.

Electronic Pollbooks

As detailed above, the rollout of electronic pollbooks facilitated the operations of early voting centers and permitted same day voter registration. The use of these systems for voter check-in, after a brief learning curve, was often smooth, timely and efficient. However, there proved to be data synchronization delays that affected the early voting center at One Judiciary Square.

For November, the original intent was to deploy electronic pollbooks city-wide for use in checking in voters. However, after analyzing poll workers' experiences in early voting centers in September, BOEE determined it would be in the best interest of the voters to use paper pollbooks for an additional election.

Touch-screen iVotronic voting machines with voter verifiable paper audit trail

The ES&S iVotronic performed well in both early voting centers and on Election Day and voters largely expressed satisfaction with the operation of the systems. Poll workers in early voting centers were able to master the operation of voter management with the systems swiftly. There were no significant technical issues with the iVotronics.

The single greatest challenge with the iVotronics involved the printing of opening and closing reports from the external printer provided to all polling locations on Election Day. This external printer proved to be less intuitive and the on-screen directions proved to be somewhat confusing. Delivery, packaging and design of the forms and opening and closing instructions that would have assisted poll workers in this process were a problem for many polling places.

For November, BOEE will provide additional hands-on training to precinct captains and specifically emphasize opening and closing procedures and the use of the external printer. Documentation is being rewritten and document management policies are being enhanced. The vendor is providing simple training 'how-to' sheets that will be supplied to each polling location to reinforce training.

M100 Optical Scanners

The ES&S M100 optical scanners used in early voting at One Judiciary Square and city-wide on Election Day were largely well received and easy to operate. Voters were familiar with completing paper ballots, and poll workers were more familiar with paper ballot management.

A small number of machines experienced failures on Election Day. These failures required the replacement of four machines in precincts. All of the ballot data is stored on the removable

PCMCIA media card within the M100 so replacing the scanner itself was relatively simple and provided little interruption to voting.

For November, few changes are needed to improve the use of the M100.

In several instances across the District it was reported that machine failures prevented the opening of polling locations on time. In no case did the Board find that a machine failed to work properly. In every instance it was either poll worker error in opening and closing the equipment or difficulties in following instruction sheets provided by the Board that contained an error. The Board has corrected the form and is detailing the steps for poll worker improvement later in the report.

No-excuse absentee balloting

49.4 % of mailed absentee ballots were returned and counted (2712 of 5492) for September. The absentee balloting process involved the implementation of a robust system provided by Pitney Bowes that was designed to facilitate the correct insertion of ballots in envelopes and the accurate sorting of returned ballots.

The implementation of the Pitney Bowes system was fraught with error and delay. The staff of BOEE were often forced to develop manual processes to overcome inherent shortcomings of the system including manually handling ballots where there was only one ballot requested per precinct per ballot style and working with the vendor to test and improve the implementation of the system.

For November, the vendor has been engaged to verify that each component in the system operates as expected and BOEE has scheduled the vendor to be present at several critical junctures in the absentee balloting process.

The Board expects continued improvement with the machine and the reporting software so that voters are able to track their ballots online.

Post-election audit

The post-election audit proceeded in a timely and orderly fashion. Discrepancies were within the statutory allowance, and were attributable to human-discernable voter intent that could not be read by the optical scanner because it was not marked on the oval provided.

The Board conducted a secondary forensic audit of the voting equipment that was not prescribed by the OERA. SysTest, a national lab used to test and recommend voting equipment for certification, entered into a contract with DCBOEE to do an independent review of the hardware and software provided by ES&S. The results of the audit showed that all software

performed to expectations and that there were no software anomalies. SysTest discovered a discrepancy in the version of the firmware that ES&S had contracted with the District to provide and the version that was received, but everything worked as intended and there were no changes in the software during the election.

BOEE Election Process Management

Election Tabulation

The first priority of the Board is to ensure the accuracy of the vote count. Because of the priority for accuracy over speed and some technical difficulties inherent in first time roll-outs of equipment, the process did take longer in the primary election than it would normally. The reasons for this are discussed below.

The Board did not discover that the tabulation software created reports that were not easily transferred to our website during the mock election. The mock election focused on the equipment and the polling environment and the tabulation of votes. It also did not take into account the speed in which memory devices would be returned from the precincts across the District, nor did the agency attempt to load the results onto the website. Therefore, those issues could not be dealt with until the agency was operating in a real world environment. With the issues of September 2008 fresh in our mind, it was essential for the Board to review results and make sure there was no overreporting or underreporting of results on Election night. As a result, Board personnel determined that it would be most prudent to review each precinct's vote totals individually and to manually type them onto the agency's web site.

After sufficient precincts had been reviewed, Board staff decided upon a protocol that would allow for results to be uploaded rather than retyped. This required the Board's Chief Technology Officer to write software code to import the correct fields from the database in the software provided by the voting equipment vendor, a process that led to a halt in releasing precinct totals. Once the code was written and tested, the Board was able to release results for a large number of precincts at once.

There were also delays in receiving electronic storage media from some precincts as discussed below.

Document Management

BOEE determined that because of the OERA and equipment changes its documentation needed substantial revision prior to the September primary election. Nearly every document used by

the agency was re-written and reconceived. Many of these documents represented a substantial improvement in managing processes. Some were completely new and some were required due to process changes.

The complete reworking of all of these forms led to errors by both the staff of the BOEE and the print vendors. Some forms contained information that had changed and was missed during the internal review process. Other forms were found to have been printed incomplete by the vendor. All corrections have been made.

For November, BOEE is embarking on a new round of revisions to documents to simplify their management and completion and a new round of training.

Logistics

Some allegations have been made that equipment and memory cards were outside the chain of custody. For that to be correct, an unauthorized third party would have had to control the equipment or media. That is not the case. Voting machine cartridges were not outside of the appropriate chain of custody on Election night, and election results were never in the hands of unauthorized personnel. There were, however, three different categories of circumstances that led to a delay in reporting results:

There were some instances of poll workers not properly understanding which materials were to be sent back with "Team A", and failing to remove electronic media from voting machines on Election night. Since the materials to be delivered to the BOEE were sealed prior to Team A accepting them, Team A members did not realize that all of the storage media was not present.

In those instances, Board staff returned to the precincts that evening and removed the storage media from voting machines. In a few instances, poll workers had left the facility with storage media securely locked inside the facility, and Board staff had to gain access to the facility with the assistance of law enforcement or facility personnel. In all such instances, however, poll workers had left the electronic media inside the voting machines with the appropriate security seals in place. Also, there were several instances where the poll workers did not close the machine properly. Machines had to be retrieved and brought to the office to be closed. A few locations were locked for the evening and the Board was unable to gain access to the equipment on Election Day. Those media cartridges or machines were obtained early Wednesday morning and all machines still had the original seals in place. The security of the equipment was not in question.

There were also instances of poll workers placing materials with the actual ballots to be returned by “Team B”. In instances when all of the electronic storage media had not been returned with Team A, Board staff opened the sealed containers of ballots, retrieved the electronic storage media, and resealed the containers of ballots.

In a few instances when Board personnel was concerned that poll workers might need help to close down equipment, staff instructed poll workers to wait for a staff member to arrive and assist in the close-down procedures. This also contributed to delays. There were also instances where memory cards were received but poll workers had not properly closed the machines. These memory cards could not be tabulated until the Board retrieved the machines and properly closed them at the office.

Each of these scenarios is typical for a rollout of new voting equipment, and the difficulties are heightened when poll workers are called upon to execute unfamiliar procedures for the first time outside of a training environment. The only consequence was a delay in the unofficial reporting of results; at no time was the security of voting results compromised.

Based on the review of actual returns from precincts on Election night, a protocol for electronic release of results has been developed that does not require an extensive review or manual retyping information from printouts. Now that the code has been written, the transfer of results from the tabulation server to the website will improve significantly. The Board will continue to prioritize accuracy over speed; however, the process of ensuring accuracy will take less time now that Board personnel have experience with the process.

Opening and closing of polls

The Board has examined the opening and closing reports from the voting equipment and determined that there were 21 precincts where poll workers did not open voting equipment as they were trained to do prior to 7 am. In many cases, the delays can be attributed to poll workers simply underestimating how much time the opening process would take because procedures were completed within minutes of the polls being scheduled to open.

However, because a machine was not open before 7 am does not mean that the polling location was not open on time. Voting should never be delayed because of difficulties opening the scanning equipment. Poll workers are trained, if they have any difficulty with the scanner, to open a compartment on the ballot box where ballots can be deposited and kept in a secure location until the scanner is ready to scan them. The Board has confirmed that three of the twenty-one precincts did not follow these procedures and that voters experienced waits of up to twenty minutes at the start of the day at these locations. The Board is reinforcing this procedure with all poll workers, as well as following up with each precinct individually where the opening of voting equipment was delayed.

Training and Staffing

The primary difficulty that poll workers experienced was unfamiliarity with equipment. The District had not conducted an election in nearly two years and the voting equipment was new. It is reasonable to expect poll workers to take their time with the opening procedures. In addition, the new voting equipment takes much longer and is far more complicated to open in the morning than the equipment that poll workers were accustomed to operating.

All poll workers received several hours of training and the Precinct Captains received 7 hours. A post training survey of poll workers showed that the overwhelming majority of poll workers felt that they received enough training. Of the 1,248 post-training surveys completed, 1,069 poll workers felt that the training was sufficient and that they did not need more. 180 poll workers felt that they needed more training to be successful and 128 of those provided comments for feedback. Those pollworkers were offered the opportunity to attend another class.

Understanding that there were numerous issues with the opening and closing of the polls that are typical of a new equipment roll out, the Board is strengthening the training curriculum again. The Board has reworked training documents and also requested better training material from the vendor.

In addition, the Board is providing extensive hands-on refresher training for all Precinct Captains as well as creating an incentive program. The Board has determined that it can use HAVA monies designed to improve the administration of elections to provide a bonus payment of \$140 to Precinct Captains who obtain a one-time certification. This additional amount will increase the pay of a Precinct Captain to \$300 from the current \$160. However, in order to receive the bonus money the Precinct Captain will have to attend an all-day training class and prove competencies in machine opening and closing procedures, e-poll book and special ballot procedures and ballot handling and accounting.

Precinct Captains will then have several benchmarks to meet on Election Day. Those Captains that meet these measurements will be rewarded with the bonus money. Measurements will include the times that machines were opened, ability to return required memory media in proper fashion, the completeness and accuracy of paperwork and the ability to promptly and accurately close out equipment. Those that do not meet measurements will only receive the regular \$160 for the day and be reassessed as to their continuation in the Precinct Captain role. The Board is able to use HAVA monies for this program once. If further certification is provided in the future, the money will have to be budgeted in future budgets. This program may result in eliminating technical positions in the polling place as Captains become more proficient.

Other training improvements are being made. Online pollworker training was postponed. Given the array of new procedures being implemented in this election, the Board decided to require all poll workers to attend their complete training in-person for this election. We are planning to roll out online training as a refresher prior to the November election.

Finally, Board staff committed an error in preparations for the election. The instructions to the poll workers differed from how the equipment was delivered on Election Day, and poll workers were instructed to verify the existence of a security seal that was never placed on the equipment. This contributed to delays in some precincts, as poll workers followed instructions and contacted the Board prior to finishing their opening procedures for the voting equipment.

Outreach

The Board conducted approximately 100 outreach events throughout the city prior to the election and, for the first time, sent the Voter Guide to every household in the city rather than just registered voters. We also instituted a partnership with DCTV and developed a series of television advertisements that aired both on the public access station and on Comcast and RCN. We also placed the spots on our web site and were grateful to the National Coalition on Black Voter Participation for launching radio ads featuring Maya Angelou encouraging District voters to “rise up and vote”.

Additional Projects

Given the sheer size and scope of the reforms, Board personnel worked to keep a clear eye on the necessary outcomes and statutory mandates, rather than allowing plans to overwhelm the process. As a result, there were several projects that were scuttled for the primary election and will be implemented over time:

- Online pollworker training. Proper use of online pollworker training and other multimedia applications requires the curriculum to be finalized prior to production. The pace of change in the agency meant that the online pollworker training product could not be developed to its full potential.

In addition, every jurisdiction that has implemented online pollworker training well has devoted a significant commitment not only to building the system, but to supporting it. Rollout, online registration and offline help must be provided. It became evident, in

implementation, that devoting the appropriate resources to supporting the online pollworker training in a way that would achieve the desired goal of a trained workforce, under the time constraints in the primary election, would detract from rather than support the goal. As a result, the Board determined that all poll workers would be trained in-person, in a hands-on training. Online training will be used as a refresher over time.

- Documentation of policies and procedures. The agency relies on institutional memory for many of its day-to-day functions; the lack of consistent manuals of policies and procedures is a gap that the Board has been working to address in the past year. The pace of change in the agency meant that the workload overwhelmed the resources that would have been devoted to documenting procedures and practices. This will be a priority of the off year, now that the new management of the agency has seen procedures in action during an election cycle.

Lessons Learned

Change, however necessary or well-intentioned, has its costs.

This maxim is as true in election reform as in any other area of the public or private sector. The staff of the Board of Elections and Ethics is entitled to be proud of its performance. During the 2010 primary election, they implemented a groundbreaking set of reforms under the watchful eye of the nation. As Doug Lewis, Executive Director of the national nonprofit Election Center, which issues the national certification program for election officials, stated, the Board was “set up for failure” with the sheer scope of the reforms that were required by law.

Yet the Board defied these projections and implemented a successful election. Staff is entitled to hold their heads high, because their hard work paid off. The election had its fair share of the “hiccups” that the Board warned about, but there were only isolated instances of poll workers who had difficulty opening the polls and performing their duties on Election Day.

Staff were stretched beyond any reasonable capacity, and the strain showed. Everyone was working seven days a week for 12 or more hours a day. During the final months of preparations, staff neglected themselves and their families to an extraordinary degree. But far from being satisfied with success, the staff are their own worst critics. They can see only the flaws; the training class that didn't go as well as it should have, or the polling place that didn't get an extra couple of chairs. The polling place that didn't open on time or had trouble getting through to our phone lines on Election Day. These are the kinds of improvements that we can and will make for November.

Some of the changes, such as new voting equipment, were necessary for confidence and proper management of the voting process. Some changes, such as early voting, were simply good policy and were manageable in this election cycle. We do wish that some reforms had been delayed. While reform is a necessary and important thing, it does not follow that every reform should be implemented at once. In conclusion, the extent of the new and innovative reforms that the District took on in this election proved to be very challenging. We succeeded, but at great cost, and the election did not go nearly as smoothly as we would have wanted. I have taken congratulatory telephone call after congratulatory telephone call over the past several weeks from colleagues in the field, amazed that we did not have more problems on Election Day than we did.

We are doing exactly what we said we would do in implementing these reforms. We set a baseline to build upon. The agency had no framework to judge itself against such monumental change. Now we do. Three of the top five managers in the agency had never watched this staff perform in a real election environment. Now we know where our strengths and weaknesses are. Some corrective measures are being taken for the November election. Other corrective measures will be implemented as the agency moves forward in 2011 to create the five year plan necessary to show what the agency can become as a model for the nation. We look forward to the challenges ahead.