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**NEW YORK STATE
BOARD OF ELECTIONS**

**You're
Right To
Vote.**



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STATE OF NEW YORK

STATE BOARD OF ELECTIONS

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December 30, 1988

TO: His Excellency Governor Mario M. Cuomo
and the Members of the New York State Legislature

We are pleased to submit the 1988 Annual Report of the New York State Board of Elections. The picture it conveys is one of progress—a progress made possible by your support. In your 1988 appropriations to the Board, you have given us the resources to strengthen current programs and begin meaningful, exciting new activities.

In addition to yourselves, we owe thanks to the State's local boards of elections, who were wonderfully cooperative with us in 1988, and to the State's League of Women Voters and countless other civic-minded groups which aided our efforts this year. We would be remiss if we did not commend to you the good work of this Board's staff in 1988: they have demonstrated both competence and eagerness to meet new challenges and we greatly appreciate their efforts.

In 1988 we made real progress in meeting our two-year goal of a revitalized, strengthened State Board of Elections. In 1989—with your assistance—we will make even more progress.

Respectfully submitted,

Melvin S. Barasch
Melvin S. Barasch
Chairman

R. Wells Stout
R. Wells Stout
Vice Chairman

Donald A. Rettaliata
Donald A. Rettaliata
Commissioner

Libby Ann Moroff
Libby Ann Moroff
Commissioner

1988 SUMMARY

In 1988 the Commissioners of the State Board of Elections agreed upon a general two-year plan of action to strengthen the State Board and expand programming to more fully meet the mandates set forth in the Election Law. The more adequate funding granted by the Governor and Legislature in Fiscal Year 1988-89 enabled the Commissioners to make important progress toward their goals in 1988:

- The Board's first Director of Elections Automation was hired to provide professional leadership in State and local board automation. Funding was secured for a new, more adequate computer system and agency-wide automation began in earnest.
- A major program of coordinated voter outreach was conducted, resulting in nearly 2 million voter registration applications being filed in 1988. The Board's \$500,000 media program generated \$405,000 in additional documented PSA time and the introduction of new technology established the nation's first automated voter registration hotline. Over 1 million citizens received mail registration forms through the Board's Motor Voter program.
- The Board's campaign finance staff was increased, procedures review begun, and policy commitments to computerization of all campaign finance records established. Disclosure report review was made both more thorough and quicker by management improvements.
- Access to polling places was improved dramatically for the elderly and disabled in 1988. Local boards worked hard to achieve an 85% accessibility rate state-wide and 13 counties achieved full accessibility.
- In a rigorous certification and testing program, the State prepared for 1989 certification of new automated voting and absentee ballot counting equipment for sale throughout the State.
- Oversight of local boards of elections was strengthened despite meager resources to establish regular and standardized visitations resulting in specific recommendations for improvements. The State Board placed major emphasis on a 1988 review of the New York City Board of Elections and began to see results.
- Reaching out to gain from local elections administrators' experience and community leaders' insights, the Board created task forces to recommend improvements in election inspector recruitment and training, forms simplification and records management. It also strengthened its Polling Place Access Task Force.

- The Commissioners set new standards for the review of complaints and with strong support from their legal and investigations staffs, cleared up a backlog of unresolved complaints.
- In its ongoing responsibilities, Board staff successfully oversaw the petition and certification processes, represented the Commissioners in wide-ranging litigation, and worked with local boards of elections to bring reporting compliance to higher levels.
- The Board's physical working conditions were greatly improved through space re-allocations, refurbishing and acquisition of more adequate copying and FAX equipment.
- Efforts to communicate with local boards of elections, the press corps, legislature, oversight committees and staff, political parties, and the general public were significantly increased in 1988.

OUTREACH

In February, 1988, the Governor's Task Force on Encouraging Electoral Participation issued its report, detailing the crisis in voting in New York State and recommending specific actions to combat the diminished voter participation. The State Board of Elections mounted an unprecedented campaign in 1988 in response. Over 1 million dollars was committed to a coordinated strategy of voter outreach.

The State Board in conjunction with local boards of elections and many private citizen groups achieved the following in 1988.

● MOTOR VOTER PROGRAM

Assisted by the State's Department of Motor Vehicles, the State Board provided a voter registration request postcard in each of the 10 million motor vehicle registration renewals sent to State residents in 1988. Over 405,000 postcards were returned requesting voter registration forms. State and local board staffs throughout the State cooperated in responding quickly to these requests and nearly 1.1 million forms were sent to requestors. Based on a program pioneered in Michigan, New York State's program has proved both successful and cost effective. This program has been temporarily discontinued for budgetary reasons although the Board hopes to mail 5 million postcards in 1989.

● RADIO AND TELEVISION ADVERTISING

In 1988 the Governor and Legislature approved a \$500,000 program of radio and television advertising to inform and motivate New York's electorate. Assisted by a consultant media firm, the Board developed the 1988 YOU'RE RIGHT TO VOTE campaign which was divided into registration and get-out-the-vote phases in both English and Spanish in every media market of the State. The Board's 1-800-FOR-VOTE telephone number was advertised except for ads in New York City, where that city's Board of Elections hotline number was used. The program included heavy emphasis on a joint paid-PSA strategy and initiated an awards program for stations meeting or exceeding stated PSA levels.

While the Board's final report will be issued in early 1989, it is clear that important goals were achieved. In purchasing \$300,000 of paid air-time, the Board succeeded in generating over \$400,000 in documented free public service announcements, exceeding the original program goal by \$180,000. The combined paid-PSA air-time achieved gross ratings points akin to good "commercial" drives in each major market of the State. Twenty-seven of the State's 33 TV stations earned awards for the levels of PSA's donated; 45 of the 71 radio stations contracted earned similar awards. Careful planning and monitoring achieved a political "neutrality", with equal

gross ratings points in each section of the State. Most importantly, through this and other efforts, over 1.9 million New Yorkers submitted voter registration forms in 1988.

- **1-800-FOR-VOTE**

Using an innovative technology for the first time in elections administration, the State Board provided a toll-free, 24-hour 800-number in 1988. Initiated in July, the Board's voice activated, automated telephone system offers information on voter deadlines, local board of elections' telephone numbers and, importantly, an easily accessed means of requesting mail registration forms. All messages are offered in both English and Spanish and all requests for forms are answered within 24 hours of receipt. Messages are changed periodically to remind callers of upcoming deadlines. In the four months of active 1988 service, 23,000 persons contacted 1-800-FOR-VOTE.

By purchasing this equipment, the Board saved in excess of \$200,000 over its projected expense in staffing a manual telephone bank, which would not have provided the services of the automated system. In addition, the system can be used to access other State Board information. In 1989 the Board projects using this system to receive requests for campaign finance material and related information.

- **NEWSPAPER SUPPORT**

Newspapers supported voter registration efforts in 1988 by publishing various camera-ready ads sent by the State Board to over 1,000 newspapers throughout the State. Local elections officials were very active in follow-up, urging their area newspapers to contribute space.

- **SECRETARY OF STATE**

The Secretary of State developed a brochure specifically designed to encourage media support of voter registration and get-out-the-vote efforts. She mailed this to all major media in the State and spoke at various broadcaster conventions urging PSA contributions. Many local League of Women Voters chapters provided follow-up to media outlets, soliciting their support of voter registration programs.

- **POSTERS**

The State Board distributed 35,000 YOU'RE RIGHT TO VOTE posters in 1988. Local boards, citizen groups, and merchants displayed the now-familiar logo widely with the message "call 1-800-FOR-VOTE".

- **AGENCY-BASED REGISTRATION**

The State Board assumed responsibility in mid-1988 for coordination of the Governor's program of providing convenient voter registration forms at State agency offices throughout the State. Guided by the Governor's Executive

Order 43, the Board distributed 55,000 voter registration forms as well as posters and counter boxes to 15 participating agencies with 432 locations. In 1988 agencies reported distribution of 43,000 registration forms. In addition, the State Board provided 48,000 registration forms to State agencies making forms available to their own employees.

● **SUPERMARKET DRIVES**

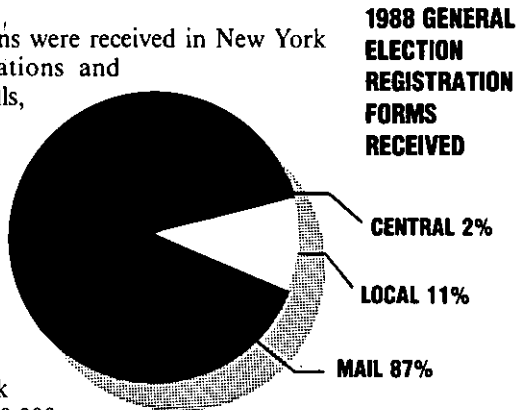
Working with the New York State Food Merchants Association and the State League of Women Voters, the State Board co-sponsored September voter registration weekends in most major supermarket chains in the State. The Board distributed over 1.2 million registration forms, 1,400 counter boxes and 2,500 posters through centralized market distribution systems. Radio and TV PSA's announced the availability of these forms at local markets, as did inclusion of the Board's print PSA in market newspaper ads.

● **MAIL REGISTRATION FORMS**

In 1988 the State Board of Elections printed and distributed over 6 million mail registration forms. Of these, 4.5 million were provided to local boards of elections, 1.2 million to supermarkets, and 500,000 upon request to various groups conducting voter registration drives.

● **RESULTS**

Over 1,900,000 new registrations were received in New York State in 1988. After cancellations and purges of current registration rolls, the net gain in voters was 765,000. All 62 counties reported increases in registration, and the 1988 registration figure of 8.5 million is nearly equal to the figure which was reported in 1984, the second highest registration year in State history. The 57 counties outside of New York City came within 1.4% - or 80,000 registrants - of 1984, and the increase over 1987 was 9%.



NEW VOTING EQUIPMENT

With the Director of Elections Operations as its coordinator, the Board made progress in 1988 in the certification of new voting equipment for the State and the development of standards governing the use of this equipment. At the close of 1988, the Board is now near the point of its first certification of automated voting systems.

In 1988 the Board accomplished the following in support of new equipment certification and use:

- **CERTIFICATION OF MACHINES**

To ensure the integrity of its elections, New York has required that the State Board of Elections certify all electronic voting equipment offered for use in elections within the State. The State Board has established a rigorous testing procedure which now serves as a model for states throughout the nation. An independent national expert in electronic voting has been contracted as the Board's testing authority.

In 1988 two absentee ballot counting systems and three direct electronic voting systems were tested according to the State's criteria. The Board anticipates consultant reports to be finalized early in 1989, with certification of electronic voting equipment occurring by mid-year. With several local boards of elections ready to purchase the equipment, 1988 has prepared the State for operational use of automated voting equipment in 1989. Of particular importance is the support State Board staff have given to the New York City Board of Elections as it prepares for a massive transition to new voting equipment.

The Federal Election Commission is currently drafting national standards for electronic voting equipment. These standards, due to be released in the Spring of 1989, will aid states and local jurisdictions in certification, qualification and management procedures for all electronic voting systems currently on the market. The State Board has worked closely with the F.E.C. in the development of the Federal standards. The Director of Elections Operations serves on the Federal panel developing these standards and has worked closely with State and local jurisdictions in assisting them in developing their own rules and regulations modeled after New York State procedures. He also serves on a panel of the Election Center, a national organization of state and local election administrators, in a similar capacity.

New York State has also been instrumental in the development of draft Federal standards for escrow accounts designed to safeguard elections equipment software.

- **TESTING EQUIPMENT LOCALLY**

Board staff have assisted Monroe County in the experimental testing of absentee voting systems and have monitored the experimental use of digital systems to assist in the preparation and processing of voter lists.

- **BOARD PROCEDURES SET**

Board staff finalized draft recommendations for rules and regulations governing the actual operations of absentee voting equipment. When adopted, these rules will ensure consistent, cautious implementation of new technology in the State's elections.

- **NEW TESTING STAFF**

In 1988 the Board achieved Legislature approval for two new elections automation technician positions. Once classified and approved in the budgetary process, these staff will be responsible for the required field testing of all new voting equipment as well as the periodic required maintenance testing. Without such staff, the Board would be unable to complete the requirements for use of new automated voting equipment.



*A law was
once passed
that was very
bad for
business,
business people
turned out,
and voted, and
it was repealed.*

VOTING BY THE DISABLED AND ELDERLY

The State Board announced major gains in 1988 in access to polling places for the disabled and elderly. It also initiated important voting information programs.

In 1988, the State Board of Elections achieved the following in support of New York State's elderly and disabled citizens:

- **NEW REPORTS REQUIRED**

The Commissioners established a standard reporting format for polling place access reports. For the first time, town and city clerks reported accessibility programs and statistics to county boards in a uniform format. Similarly, county boards reported to the State Board, providing a reliable picture of the State's gains in polling place access. Compliance with the new format was excellent: only one polling place of the State's 8,196 failed to complete the report.

- **REVITALIZED TASK FORCE**

In an effort to further improve voting access, the State Board re-emphasized the work of its Task Force on Polling Place Access. Comprised of 12 representatives of local and State advocacy groups, plus State and local board representatives, the Task Force met frequently in 1988. In its work, the group helped revise required reporting formats, developed new channels for communicating voter information, and established an awards program for counties achieving important gains in polling place access.

- **ACCESS GAINS REPORTED**

In 1988 a record 85% of New York State's polling places are accessible to the elderly and disabled. In their report to the Governor, Legislature and Federal Elections Commission, the Commissioners reported an 8% increase in accessibility state-wide since 1986. New York City reported major gains, moving from 33% accessibility in 1986 to 63% in 1988. Thirteen upstate counties reported 100% accessibility in 1988.

Local commissioners of elections, town and city clerks deserve credit for 1988 gains, which are the result of serious local efforts to achieve full polling place access.

- **MEDIA EFFORTS INCREASED**

In 1988, the State Board improved in its use of media to inform elderly and disabled persons of voting procedures, deadlines, and greater accessibility. Regular articles highlighting elections deadlines were printed in the widely distributed newsletters of the Office of the Advocate for the Disabled and the Office of the Aging as well as some veterans groups.

Board paid and PSA media included elderly and disabled voters among target groups represented. In a special effort, the

Board produced a specific TV advertisement aimed at disabled voters and based upon a recommended ad of the National Organization on Disability. The State's Office of the Advocate for the Disabled distributed the ad to over 50 television stations throughout the State for PSA use.

All Board media included the Board's TTY access number as an alternative to its 1-800 telephone number.

● **LOCAL BOARD INFORMATION**

In cooperation with the National Organization on Disability, the State Board distributed the booklet **DISABLED CITIZENS AT THE POLLS: A GUIDE FOR ELECTIONS OFFICIALS** to each county board of elections. Combined with this effort, in a new informational campaign, the Board provided 70,000 copies of the brochure **DISABLED CITIZENS AT THE POLLS** for election day distribution to each election inspector in the State. These brochures were provided through the National Organization on Disability by the AMWAY Corporation.

SUMMARY OF POLLING PLACE ACCESSIBILITY 1986-1988

	NUMBER OF POLLING PLACES	NUMBER OF WAIVERS GRANTED	PERCENT OF ACCESSIBILITY
NEW YORK STATE			
1986	8003	1885	77%
1987	8129	1699	80%
1988	8196	1249	85%
NEW YORK CITY			
1986	1359	910	33%
1987	1359	769	43%
1988	1333	503	63%
OUTSIDE NEW YORK CITY			
1986	6644	975	85%
1987	6770	930	86%
1988	6863	746	89%

COUNTIES ACHIEVING 100% ACCESSIBILITY IN 1988

Allegany	Cortland	Ontario	Seneca	Wyoming
Cayuga	Greene	Otsego	Steuben	
Clinton	Hamilton	Putnam	Tompkins	

CAMPAIGN FINANCE DISCLOSURE

The Campaign Finance staff of six employees is responsible for the proper filing of disclosure reports, each of which is desk audited. Staff assist the public wishing to access these reports. In addition, the unit provides training in campaign finance reporting procedures for local boards of elections and campaign treasurers.

In 1988 the Campaign Finance staff received over 7,200 financial disclosure statements, including those from each State Senate and Assembly campaign. The 4,200 reports reviewed by the unit generated nearly 2,400 letters requesting additional report information. As a repository for copies of Federal financial disclosure reports, the unit received 4,000 Federal filings.

Campaign Finance staff assisted 815 persons who made in-person requests for information and who ordered over 70,000 copies of the various reports. Another 15,000 pages were copied for various governmental agencies and official inquiries. The unit also responded to over 3,000 telephone inquiries.

The Commissioners established improvements in the campaign finance disclosure system as an agency priority in 1988. Agency staff teams achieved the following in 1988:

- **NEW PROFESSIONAL STAFF**

A second professional accountant was added to the Board's staff resulting in more completed reviews, improved responsiveness to technical inquiries and increased oversight of clerical staff. The new position of Director of Elections Automation was filled, providing much strengthened resources to the campaign finance unit.

- **QUICKER REVIEWS**

An improved correspondence system was initiated, reducing the time to generate letters by one-third. In addition, manual posting systems were computerized. Staff hours saved were devoted to desk reviews of reports. These changes help to offset the increased workload caused by the 1988 change in the law regarding housekeeping account reporting and expanded review procedures designed to ensure coverage of all compliance issues.

- **MORE TRAINING**

In 1988 the Board increased its training in campaign finance procedures. Seven training seminars were held throughout the State, with 451 campaign treasurers and local board personnel in attendance. A video-tape of the seminar was produced and scheduled by the NY-SCAN network and a copy was sent to each local board of elections for training purposes. In addition, the **GUIDE TO CAMPAIGN FINANCIAL DISCLOSURE** was updated and revised with clearer language.

- **PROCEDURES REVIEWED**

An agency staff team has begun a review of all campaign finance procedures and will complete its work in 1989. The review includes forms revisions and communications. Already, a revised reminder procedure has resulted in increased compliance and reduced legal fees.

- **NEW SUMMARY DATA RELEASES**

The Commissioners approved the development of an automated system to provide summaries of the campaign finance reports filed with the Board. The first such report will be issued in early 1989 to reflect 1988 data. Subsequently, reports will be issued following each periodic report required of campaigns.

- **CONTRIBUTIONS DATA CAPTURED**

The Board has begun entering detailed data on campaign contributions to its automated campaign finance systems. Upon completion of the Board's new computer system in 1989, this data will be used in desk reviews of reports and in public reports.

- **ARCHIVES IMPROVED**

In 1988 the Board began the transfer of campaign finance records to the State Archives at the end of five years. Previously such records were destroyed.



*For disabled
people like us,
access to
voting
machines was
almost
impossible, but
we still voted.*

ELECTIONS AUTOMATION

The Board's new Elections Automation section consists of five staff. Upgraded in 1988 to serve automation needs throughout the agency and in local boards of elections, this unit is responsible for development of agency-wide word processing, data management, analysis and reporting, enhanced campaign finance support, technical assistance to local boards of elections in automation, and support to the Board's new voting equipment certification program.

In 1988 the Board has made substantial progress in its automation program:

- **NEW DIRECTOR**

In July the Board hired its first Director of Elections Automation, specifying duties related to the automation of both State and local boards of elections. In the creation of this position, the Commissioners made elections automation a priority in their efforts to strengthen elections administration at all levels.

- **TWO-YEAR AUTOMATION PLAN**

The Commissioners adopted a two-year plan for State Board automation. Phase I (1988-89) calls for automation of office reporting and word-processing systems; Phase II (1989-90) calls for replacement of the agency's current mainframe computer with a flexible local area network of PC's linked via a file-server.

- **SYSTEMS INSTALLED**

In 1988 the Elections Automation unit installed 15 PC's throughout the agency and began intensive training on an agency-wide word processing program. A portable PC was purchased for use by staff on assignment in the field. In early 1989, training will proceed on database and spread-sheet software applications in each section and uniform database management procedures will be instituted. Most of the new equipment is supported by laser printers.

In December, 1988, the Board received approval for purchase of the automations equipment detailed in Phase II of its plan. In early 1989 the Board will acquire additional PC's, printers and, most importantly, the central file-server which will allow completion of the Board's information network.

Thus, within the 1988-89 fiscal year, the Board will have achieved one of its top priority goals: a flexible, modern computer system to support all of the Board's functions.

- **CONTRIBUTOR DATA ON FILE**

In 1988 the Commissioners adopted a policy goal of entering all campaign finance contributor data to the electronic files. As a first step in implementation, the Board has begun entering individual contributor data from each disclosure statement filed since July, 1988. Upon completion of the Board's automated campaign finance reporting system in FY 89-90, contributor data will be reviewed electronically as one step in the review process and contributor data will be more readily available to the public. Temporary clerks enter the data; completion of the entry is dependent upon FY 89-90 funding.

- **TECHNICAL ASSISTANCE FOR LOCAL BOARDS**

While State Board programs have been the 1988 priority, several county boards of elections developing automations applications have received technical assistance from the Elections Automation staff. In 1989 a more formal assistance program will be developed.

- **TECHNOLOGY TASK FORCE**

In 1988, the State Board's Technology Task Force has re-activated with the Director of Elections Automation as staff liaison. Comprised of State and local elections officials and local county data processing representatives, the task force surveyed each county in 1988 to determine both the extent of current elections automation and automation plans in the near future. The group is now reviewing this needs assessment to determine policy priorities and initiatives in 1989.

- **AUTOMATED 1-800 SYSTEM**

The Elections Automation unit has assumed responsibility for the maintenance and development of the Board's 1-800 information access system. This automated, voice activated system was purchased in 1988 to provide 1-800 access for voting information and registration requests. Local boards used this system election night to report vote totals. In 1989, the Elections Automation staff will work with other Board units, particularly Campaign Finance, to develop other applications for this easy-access, accurate information technology.

- **BETTER WORKING CONDITIONS**

In response to new State ergonomic standards, the Board completed its workplace review and moved quickly to effect full compliance. Anti-glare screens, arm and footrests, properly designed chairs and work stations were installed in 1988 and the mainframe computer was removed to a specially constructed room to control noise levels.

INVESTIGATIONS

The Board's Investigations unit has a staff of three clerical employees and six investigators and maintains offices in Albany and New York City. Recent budget freezes have reduced this staff by one clerical and one investigative position. The Investigations section conducts all investigations ordered by the Commissioners, including alleged violations in relation to petitions, campaign finance reporting, and the conduct of elections.

In 1988 the State Board's Investigations unit has achieved the following:

- **INVESTIGATIONS**

In 1988 the Board had 53 investigations in progress. Of these 32 were closed in 1988. On December 31, 1988, 21 cases remained open. In the course of these investigations 42 subpoenas were served and 590 affidavits and interviews completed. Eight cases were referred to District Attorneys.

These investigations were conducted throughout the State, often with the cooperation of the State Police or local law enforcement units. In conducting these investigations, Board investigators logged over 76,789 miles of travel, and made over 90 visits to local county boards of elections, village clerks and various town offices.

- **TRAINING**

In 1988 each investigator received State Police training in the use of deadly physical force and qualified by a certified firearms instructor for Peace Officer status. The investigators also began a series of workshops with Board attorneys and campaign finance staff for periodic updates on requirements of the law, board regulations, and procedures.

- **AUTOMATION**

The Investigations unit completed its plan for the automation of logs, case summaries and administrative reports. Implementation of this plan began in 1988 and will be completed in 1989. In addition, the unit's linkage with the Motor Vehicle Information System was reconfigured to meet new requirements.

- **PROCEDURES REVIEW**

The staff began a thorough review of all investigations procedures under the direction of the Board's Counsel for Enforcement. All procedures will be reviewed and any improvements finalized by mid-1989.

LEGAL SERVICES

The Board's legal services staff consists of the Special Counsel to the Board, the Counsel for Enforcement, the deputy to each and two clerical staff. This staff is charged with the duties of researching and preparing legal opinions for the Board, drafting legislation, litigating issues involving the Election Law statutes, instituting judicial proceedings to enforce campaign finance reporting requirements, reviewing complaints of election law violations and supervising their investigation, providing counsel to officers who preside over administrative hearings and acting as legal advisor to the Board.

In 1988 the Board's legal staff engaged in the following:

- **LITIGATION**

The staff engaged in extensive litigation, defending the Board in 52 cases before Special Term, the Appellate Division, the State Court of Appeals, the United States District Courts and the United States Court of Appeals.

- **CAMPAIGN FINANCE JUDGEMENTS**

Legal staff instituted proceedings and obtained judgements against 351 candidates and committees for failure to file statements of campaign contributions and expenditures. Approximately 200 judgements were satisfied in 1988 and approximately \$20,000 was collected in judgements.

- **ELECTIONS COMPLAINTS**

The legal staff reviewed 110 of the 125 complaints received by the Board in 1988, supervised an investigative case load of 55 matters, and advised the Board on 35 investigations completed this year.

- **INQUIRIES**

Legal staff received over 4,500 telephone inquiries in 1988 regarding the administration and application of the Election Law. While most of these questions were answered immediately, over 103 written responses were made to 1988 inquiries. Board attorneys assisted local boards of elections, county, city, town and village attorneys and officials as well as the general public in responding to a wide range of topics.

- **PROCEDURES REVIEW**

Staff began a comprehensive review of the Board's entire complaint review and investigative process. As a part of this process, the Commissioners have adopted a uniform standard of review for determining when an election law complaint is warranted and an investigation should be instituted. The legal staff has established more formal and clearer communications with the Investigations unit and has begun a review with them

of their interview procedures. Legal staff has begun a review of campaign finance forms and procedures to effect more complete information and greater compliance.

- **SEMINARS**

Board attorneys conducted a seminar on election law application for 77 county attorneys, local board staff, and party legal representatives in May. Topics included petition and campaign requirements as well as a review of recent court cases related to Election Law. In addition, the legal staff participated in several training seminars, including the Association of Election Commissioners, the Conference of Mayors, and the Association of Towns.

- **LEGISLATIVE ASSISTANCE**

The legal staff continued to work with the Chairmen and Counsels of the elections committees of both the Senate and the Assembly to lend staff legislative expertise in drafting legislation which would clarify and simplify the Election Law.



When I was a girl, women had no right to vote nor hold public office, but men voted to change that.

ELECTION OPERATIONS

The Election Operations section of the Board is staffed by two persons: the Director and a secretary. This unit is responsible for oversight of the 58 local boards of elections, State Board training programs for the State's 56,000 election inspectors, and testing and certification programs for automated voting equipment.

In 1988 the Director of Election Operations has been able to achieve the following:

- **LOCAL BOARD VISITATIONS**

This year the Commissioners established a target goal for official oversight visits: each board's performance is to be reviewed thoroughly once in each two year period, a written recommendations report conveyed to the local board, and a written response filed. Subsequent visits will monitor progress in attaining mutually agreed upon improvements. A standard review agenda has been developed.

In 1988, the Director of Election Operations conducted 10 local board reviews. On-site review completion times range from two workdays up to six workdays, plus travel. The Board is pleased with the reviews conducted but will not be able to meet its target of a review every two years without additional resources. Workload in 1989 is projected at one visit to each local board once in three years.

- **NEW YORK CITY OVERSIGHT**

In 1988 the Commissioners directed that oversight review of the New York City Board of Elections be conducted. Following extensive on-site visits, the Director of Election Operations prepared a report recommending over 50 management improvements in the New York City Board's operations. The Commissioners approved this report and conveyed its recommendations to the Commissioners of the New York City Board, which responded in writing with general agreement to pursue the recommended changes in 1989.

In addition, the Commissioners directed the Election Operations Director to evaluate complaints on the conduct of the April Primary Election in New York City. After review the Director recommended and the State Board Commissioners approved a series of recommendations for immediate changes in New York City Board's September Primary Election procedures. The Director monitored both September Primary and November General Elections on-site.

The Board's Director of Election Operations has expended 25% of his work hours in New York City elections oversight in 1988; a similar commitment is anticipated in 1989.

- **NEW YORK CITY TRAINING**

The Board initiated special management training for 15 top managers in the New York City Board of Elections. In a 2-½ day seminar, State Board personnel and a professional trainer conducted workshops in management planning, personnel administration, and organization building. Funds have been requested to continue this focused training effort in 1989.

- **INSPECTOR TASK FORCE**

In response to the critical need for more thorough election inspector training and better recruitment programs for inspectors, the Commissioners established a 13 member Inspector Training and Recruitment Task Force. Headed by the President of the State League of Women Voters, the Task Force has surveyed local commissioners and inspectors as well as local political party leaders to determine the most critical areas for improvement and to solicit suggestions. The Task Force will conclude its work by mid-1989 with specific recommendations for inspector pay levels state-wide, improved resources for training, and a recruitment plan. Based upon the Task Force's work, the State Board Commissioners have included inspector training funds in their FY 89-90 budget request.

- **INSPECTOR TRAINING**

This year the Director of Election Operations conducted six regional workshops in inspector training. Over 250 local board staff attended. In plenary and small groups they shared training programs, gained new train-the-trainer skills and discussed new examination procedures.

The Board provided local boards with over 50,000 training manuals, election day check lists and other materials for use in 1988 inspector training.

- **STATE FAIR VOTER REGISTRATION**

The State Board continued its tradition of registering voters at the State Fair. Assisted by the Onondaga County Board of Elections, the Board staffed an information center which in 11 days registered over 8,000 voters and distributed over 2,000 absentee ballot applications.

- **ANNUAL TRAINING CONFERENCE**

In May, the State Board conducted its annual training conference for local county board officials. In 2-½ days of plenary and workshop sessions, the 222 attendees received legislative updates, reviewed specific technical procedures in elections administration, discussed innovative programs in voter registration and inspector training, and considered new technology applications.

● **LOCAL BOARD ANNUAL REPORTS**

This year the Board has provided local county boards with guidelines for their required annual reports to county legislative bodies and the State Board. It is anticipated that local boards will be in full compliance with this requirement in 1989, providing statistical data to the State Board on local elections administration, as well as information to be considered in local oversight reviews.



*Mortgage rates
were so high,
we couldn't
buy a home.
We voted
right, rates
came down.*

ELECTION SERVICES

The Board's Election Services unit is staffed by four persons, one of whom is on extended leave with another being assigned temporarily to the Election Operations unit. This small staff is responsible for the petition and certification processes, registration, enrollment and mail check reports, most other county board reporting to the State Board, and supervision of the 1-800 and Motor-Voter outreach programs, as well as all legal publications, including the annual election law revision.

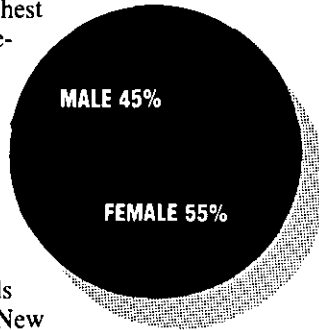
In this year of presidential and state legislative contests, the Election Services unit has achieved the following:

- **REGISTRATION AND ENROLLMENT REPORTS**

Local boards reported enrollments as of April 1, 1988 to be at 7,475,327 voters. Turnout in the April Democratic Presidential primaries was at 47%, the highest turnout in any New York state-wide primary election.

In 1988 local boards of elections received 1,963,795 registration applications, with 86.4% having been submitted by mail. In their November 1 report of total eligible voters, the county boards reported 8,581,276 voters in New

York State. In New York State at the General Election, 63.1% of our eligible citizens had registered to vote. Of those registered, 6,636,310 citizens voted, for a turn-out of 77.3% of the registered voters and 48.9% of the total state voting age population.



1988 GENERAL ELECTION ELIGIBLE VOTERS

- **PETITIONS AND CERTIFICATIONS**

In the April presidential primary elections, 54 petitions were filed for Republican National Convention delegates and alternates; 98 Democratic petitions were filed for National Convention delegates and alternates. In July, 377 petitions were filed with the Board for state-wide, legislature and party position races. Eighteen independent nominating petitions were filed.

On December 9th the State Board of Canvassers certified 311 winners in elections throughout the State, including Electors serving as members of the Electoral College and all State Senators and Assembly persons.

- **BALLOT ISSUE**

The Board completed over \$30,000 in required legal notices of the November ballot issue "Roads and Bridges Bond Act". The

text and abstract were submitted to each county board of elections in both English and Spanish. On Election night, the Board for the first time received unofficial bond issue tallies from county boards in an effort to provide ready information on passage. Local boards cooperated 100% using the 1-800 toll free access number.

- **ELECTION LAW PRINTING**

Using new procedures for editing, the Election Services unit more quickly prepared printer copy for the required annual publication of the Election Law. Nearly 25% fewer copies were printed and distributed in 1988 than in 1987. The Board also eliminated highly technical automated voting equipment regulations from the generally distributed text to maintain expenses at 1987 levels.

- **OUTREACH SUPERVISION**

In this Presidential Election year, the Election Services section supervised regular and temporary staff in the Motor-Voter and 1-800 outreach programs from April through October. They also coordinated distribution of 6,000,000 mail registration forms to county boards, supermarket registration drives, and other volunteer voter registration efforts. Careful monitoring of workload and temporary availability of other agency unit clerical employees allowed the Board to achieve 24-hour turnaround for registration requests under the temporary services budget planned.

- **PAPERWORK REDUCTION EFFORTS**

The Board has begun a thorough review of all external and internal use forms and reports in an effort to reduce paperwork, obtain all necessary information and simplify reporting processes. To assist in this effort, the Board has appointed an eight member Task Force of experienced county board elections administrators. Working with a forms design consultant, the Task Force is now completing review of forms used for local board reports. In 1989 it will finalize revised campaign finance reporting forms and begin analysis of the voter registration form.

1988 GENERAL ELECTION ELIGIBLE VOTERS

COUNTIES	NOVEMBER 1988	COUNTIES	NOVEMBER 1988
Albany	198,893	Putnam	44,581
Allegany	21,876	Rensselaer	83,459
Broome	111,866	Rockland	138,207
Cattaraugus	39,860	St. Lawrence	50,890
Cayuga	40,349	Saratoga	98,140
Chautauqua	77,594	Schenectady	88,583
Chemung	44,594	Schoharie	15,956
Chenango	24,450	Schuyler	9,212
Clinton	35,635	Seneca	16,799
Columbia	32,111	Steuben	46,988
Cortland	23,076	Suffolk	656,472
Delaware	22,970	Sullivan	37,126
Dutchess	122,992	Tioga	25,440
Erie	538,025	Tompkins	42,586
Essex	22,799	Ulster	87,314
Franklin	22,354	Warren	30,715
Fulton	25,967	Washington	28,356
Genesee	29,131	Wayne	41,160
Greene	23,707	Westchester	473,564
Hamilton	4,167	Wyoming	18,451
Herkimer	34,881	Yates	11,239
Jefferson	43,217		
Lewis	12,473	TOTAL OUTSIDE	
Livingston	28,614	NEW YORK CITY	5,564,263
Madison	31,489		
Monroe	363,044	Bronx	471,362
Montgomery	27,167	Kings	848,016
Nassau	745,414	New York	758,284
Niagara	107,451	Queens	769,662
Oneida	128,471	Richmond	169,689
Onondaga	244,770		
Ontario	47,305	TOTAL NYC	3,017,013
Orange	134,274		
Orleans	18,527	TOTAL ENTIRE	
Oswego	59,657	STATE	8,581,276
Otsego	29,855		

1988 STATEWIDE VOTE TOTALS

Turnout	6,636,310
Percentage Turnout of Registered	77.3%
Percentage Turnout of Voting Age Population	48.9%

COUNTIES	PCT T/O REGIST.	PCT T/O VAP*	COUNTIES	PCT T/O REGIST.	PCT T/O VAP*
Albany	75.05%	78.90%	Putnam	82.42%	68.16%
Allegany	81.58%	49.65%	Rensselaer	83.98%	63.55%
Broome	86.98%	59.82%	Rockland County	81.90%	62.23%
Cattaraugus	82.33%	55.00%	St. Lawrence	78.69%	52.19%
Cayuga	81.49%	59.12%	Saratoga	77.90%	75.42%
Chautauqua	75.33%	61.34%	Schenectady	80.25%	67.51%
Chemung	83.89%	53.13%	Schoharie	79.47%	61.67%
Chenango	83.40%	58.50%	Schuyler	79.93%	61.23%
Clinton	81.06%	51.45%	Seneca	81.52%	57.74%
Columbia	84.72%	62.02%	Steuben	82.64%	55.68%
Cortland	82.31%	55.08%	Suffolk	79.13%	60.12%
Delaware	83.85%	56.78%	Sullivan	75.17%	65.31%
Dutchess	83.75%	57.85%	Tioga	83.12%	60.61%
Erie	80.92%	60.74%	Tompkins	86.91%	54.27%
Essex	76.17%	72.73%	Ulster	83.81%	63.30%
Franklin	78.51%	58.18%	Warren	80.83%	65.53%
Fulton	81.68%	54.99%	Washington	80.49%	60.81%
Genesee	84.37%	57.54%	Wayne	83.06%	57.75%
Greene	82.65%	66.40%	Westchester	79.53%	61.75%
Hamilton	81.45%	94.04%	Wyoming	81.58%	54.70%
Herkimer	81.21%	61.07%	Yates	83.66%	60.88%
Jefferson	78.58%	58.02%			
Lewis	83.61%	59.86%	TOTAL OUTSIDE		
Livingston	83.61%	58.28%	NEW YORK CITY	81.05%	61.50%
Madison	82.60%	56.47%			
Monroe	86.59%	59.70%	Bronx	68.36%	47.42%
Montgomery	84.89%	58.53%	Kings	67.44%	44.80%
Nassau	80.58%	63.62%	New York	70.95%	58.49%
Niagara	81.42%	54.90%	Queens	73.49%	46.10%
Oneida	81.45%	70.29%	Richmond	75.82%	56.37%
Onondaga	82.59%	61.05%			
Ontario	83.93%	61.80%	TOTAL NYC	70.48%	49.03%
Orange	79.02%	61.23%			
Orleans	82.12%	56.48%			
Oswego	74.80%	62.26%			
Otsego	82.55%	57.42%			

*Based upon latest available figures by county: 1986

PUBLIC INFORMATION

The Public Information Officer of the Board is responsible for all press contact, including response to inquiries, release of important data and development of education programs for the press in election-related procedures. In addition, he serves as a key staff representative in developing and monitoring the Board's electronic and print media outreach programs. He also edits the Board's periodic newsletter.

In 1988 the Public Information Officer has accomplished the following:

- **MEDIA LINC**

The Board improved communications with radio, television, and newspaper outlets throughout the State by subscribing to Media Linc, an electronic information transmission network which inexpensively and quickly conveys the Board's releases to most media stations in the State. The Board's information is more timely and clerical work in issuing releases is greatly decreased.

- **INFORMATIONAL BROCHURES**

Board brochures were re-designed and updated to include 1-800 information. Duplicate or outdated materials were discontinued. In 1989 the Board will review all print materials to establish a new series of informational flyers.

- **1-800 FLYER**

The Board developed the "1-800" flyer in 1988 to provide basic information on registration and voting deadlines. Over 700,000 English and 200,000 Spanish flyers were distributed to local boards of elections and various community groups. Copies were also included in all Board informational mailings.

- **PRESS RELEASES**

The Public Information Officer issued more frequent releases to the press in 1988 than in any prior year in an effort to increase communication and provide the media with basic information. Releases included information on vote tallies, enrollment and registration statistics, polling place access, voter outreach efforts and registration and absentee ballot application deadlines.

- **PRESS PACKETS**

Statistics on vote totals and percentages of turn-out, comparisons to performance in prior years and in other states, and other relevant information were prepared and made available in a 1988 press packet.

○ **PRESS SEMINAR**

In 1988 the Board held its first seminar for press to provide background information useful to accurate reporting. In the March seminar, Board and political party representatives reviewed presidential primary election and delegate selection procedures for representatives of 25 media outlets.

○ **BALLOT BILLBOARD**

In March the Board resurrected its dormant newsletter, **BALLOT BILLBOARD**, designed for local election officials and other parties interested in Board programs and updates. Fifteen hundred copies of the newsletter were issued in March, June and August. Budget constraints stopped further publications in 1988.

○ **FEDERAL ELECTIONS COMMISSION CONFERENCE**

The National Clearinghouse on Election Administration recognized the Board's outreach programs in 1988 at its Northeast Regional Seminar, where Board staff presented a review of New York State's extensive efforts to register voters.

○ **YOUTH VOTER REGISTRATION MONTH**

Working with the New York State Youth Council and local boards of elections, the Public Information Officer coordinates a high school registration drive in March of each year. The State Board provided over 400,000 brochures and other informational pieces to local boards conducting on-site registration efforts. In 1988 50 local boards participated in the program as compared to 22 in 1987.

*At 18 you
could fight and
maybe die for
America, but
you couldn't
vote. But
people older
than us cared,
they voted,
now so can we.*



ADMINISTRATION AND FINANCE

The Board's Administration and Finance staff consists of four positions, one of which is vacant and required not to be filled. This unit's duties include preparation of all budget and fiscal records and reports, all personnel administration, purchasing, mail and warehouse operations and workplace maintenance.

The Administration and Finance section has achieved the following in 1988.

● NEW BUDGET SUPPORT

In the FY 88-89 budget process, the Governor recommended and the Legislature approved a \$3,760,250 budget for the State Board of Elections, an increase of \$1,467,550 over FY 87-88 levels. Most of the programs detailed in this report as achievements of the Board in 1988 are specifically made possible by these more adequate levels of funding.

It has been the task of the Administration and Finance section to establish agency unit expenditure targets and maintain cost controls. At the close of 1988, the Board was projected to be \$250,000 under budget, before any 1988-89 spending reductions. These savings occurred due to a budgetary control system, introduction of cost-saving technologies, and more use of agency staff across unit lines.

● WORKPLACE IMPROVEMENTS

The Commissioners in assessing space requirements chose a policy of re-allocating present office space to accommodate current and future needs. In this policy they avoid both the expense of expanded office space and the expense of moving. In 1988 the Administration and Finance section coordinated the refurbishing of 65% of the offices for the first time in 8 years, the re-allocation of office space to provide more adequate workplaces for all employees, the disposition of obsolete records and equipment, and the installation of adequate filing centers.

The Board also acquired a more adequate new copy machine and installed FAX machines in both Albany and New York City offices. In addition, this unit set up the Board's new off-site warehouse space.

● RECORDS MANAGEMENT TASK FORCE

The Board has established a Records Management Task Force comprised of nine individuals representing State and local boards, local archivists and the State Archives. Working with a consultant, the Task Force is developing state-wide disposition schedules for all local board records. Upon the completion of the Task Force's work in Spring, 1989, local boards will have a clear, easily administered system for the management of their records.

- **PERSONNEL POLICY**

In 1988 the Commissioners revised the Board's **EMPLOYEE HANDBOOK** to strengthen complaint processing procedures. The Commissioners also approved a detailed procedure for orienting new employees of the Board to the agency's mission and structure, their work duties and responsibilities, and the grievance procedures of the agency.

*My great
grandparents
were slaves,
but because
of the way
folks voted in
1864 they were
set free.*



TASK FORCES

The New York State Board of Elections gratefully acknowledges the diligent efforts of the following task forces in 1988. Much credit and appreciation are due the members for their time and effort spent on issues concerning the New York State Board of Elections.

ADVISORY COMMITTEE ON POLLING PLACE ACCESSIBILITY

Raymond Kinley, Jr., Commissioner,
Albany County Board of Elections
(CHAIR)

Larry Allison, Deputy Director,
New York City Mayor's Office for the
Handicapped

Dr. Frances G. Berko, State Advocate,
New York State Office of Advocate for
the Disabled

***Robert Boehlert**, Counsel, New York
State Office of Advocate for the
Disabled

Burt Danovotz, Ph.D., Executive
Director, Resource Center for
Independent Living, Inc., Utica

Patricio Figueroa, Jr., Troy Resource
Center for Independent Living

***Dan Hofmann**, Co-Director for
Handicapped Accessibility Projects
City of New York Department of
General Services

***Greg Jones**, Associate Counsel,
New York State
Office of Advocate for the Disabled

Herbert H. Klein, Deputy Commissioner,
Erie County Board of Elections

W. Michael Losinger, Deputy Executive
Director, New York State
Board of Elections

Margaret B. Moore, former Town
Supervisor, Town of Niskayuna,
New York

Richard A. Wannemacher, Jr.,
Supervising National Service Officer,
Disabled American Veterans

FORMS REVIEW TASK FORCE

W. Michael Losinger,
Deputy Executive Director
New York State Board
of Elections (CHAIR)

Laura Davis, former Chief Clerk,
Nassau County Board of Elections

Sally Dwyer, Commissioner,
Ontario County Board of Elections

***Karen Krauss**, Forms Design Consultant

Marietta Liguori, Acting Chief Clerk,
Kings County Board of Elections

William Mahoney, Commissioner,
Schenectady County Board of Elections

Lillian Rice, Commissioner,
Genesee County Board of Elections

Marcia Watson, Election Services,
New York State Board of Elections

RECORDS MANAGEMENT TASK FORCE

Ronald Starkweather,
Commissioner, Monroe County
Board of Elections (CHAIR)

Gerald Berger, Deputy Commissioner,
Suffolk County Board of Elections

James Folts, Associate Archivist,
State Records Analysis and Disposition
Bureau, State Archives

Raymond LaFever, Records
Management Officer, Dutchess County

W. Michael Losinger,
Deputy Executive Director
New York State Board of Elections

Richard J. Murray, Administrative Officer, New York State Board of Elections

Dorothy Organist, Deputy Commissioner, Broome County Board of Elections

Joseph Poillucci, Commissioner, Dutchess County Board of Elections

Thomas P. Zolezzi, Esq., Special Counsel, New York State Board of Elections

TASK FORCE ON ELECTION INSPECTOR TRAINING AND RECRUITMENT

Marion Sinek, President
New York State League
of Women Voters (CHAIR)

***Peter G. Crummey**, Counsel to
Sen. Velella, New York State Senate

David F. Gantt, New York State
Assemblyman

Eva Gavillan, Director of Adult
Education, Girl Scouts of America

Shirley Husted, Commissioner,
Rockland County Board of Elections

Susan Ireland, Deputy Commissioner,
Monroe County Board of Elections

Howard L. Jones, First Vice President,
Professional Staff Congress,
City University of New York

Thomas J. Kinney, Director of
Professional Development,
State University of New York

W. Michael Losinger,
Deputy Executive Director,
New York State Board of Elections

Ninfa Segarra, Esq., Project Manager,
Election Day Operations,
New York City Elections Project

Arnold Thompson, Deputy Chief Clerk,
Richmond County Board of Elections

Guy J. Velella, New York State Senator

Thomas R. Wilkey, Director of
Election Operations,
New York State Board of Elections

Larry Wilson, Commissioner, Allegany
County Board of Elections

TECHNOLOGY TASK FORCE

Marguerite L. Toole,
Commissioner, Monroe County
Board of Elections (CHAIR)

William Cro, Director of
Data Processing, New York City
Board of Elections

Sally Dwyer, Commissioner,
Ontario County Board of Elections

Ted Filososof, Deputy Director,
Erie County Board of Elections

Stanley France, Director of
Data Processing, Schoharie County
Board of Elections

Walter Jablonski, Commissioner,
Dutchess County Board of Elections

Thomas Kreen, Sr. Assistant
Analyst/Data Processing,
Suffolk County Board of Elections

David Moskovitz, Director,
New York City Elections Project

Thomas R. Wilkey, Director of
Election Operations,
New York State Board of Elections

Douglas Williams, Director of
Elections Automation,
New York State Board of Elections

*indicates ex officio

NEW YORK STATE BOARD OF ELECTIONS. PERSONNEL

BOARD OF COMMISSIONERS

Melvin S. Barasch, Chairman
R. Wells Stout, Vice Chairman
Libby Moroff
Donald A. Rettaliata

DIRECTOR

Thomas W. Wallace, Executive Director
Barbara A. Semeiks, Secretary

DEPUTY EXECUTIVE DIRECTOR

W. Michael Losinger,
Deputy Executive Director
Annette C. Preston, Secretary

COUNSEL

Office of the Special Counsel
Thomas P. Zolezzi, Special Counsel
John Ciampoli, Deputy Counsel
Audrey H. Beaver, Secretary

OFFICE OF THE ENFORCEMENT COUNSEL

Patricia Martinelli, Enforcement Counsel
Stanley L. Zalen, Deputy Counsel
Mary L. Frankovic, Secretary

PUBLIC INFORMATION

Steven M. LaFever,
Public Relations Officer

ELECTION OPERATIONS

Thomas R. Wilkey, Director of
Election Operations
Donna J. Weinman, Secretary

ELECTION SERVICES

Marcia A. Watson, Head Clerk
Paul F. Bastian III, Principal Clerk
Lisa L. Shaw, Keyboard Specialist

ADMINISTRATIVE OFFICE

Richard J. Murray,
Administrative Officer

Patricia L. Tracey,
Principal Account Clerk
Carol A. Van Auken, Senior Clerk
John K. Vinson, Senior Mail
and Supply Clerk

INVESTIGATIONS (ALBANY)

Joseph A. Daddario, Chief Election
Law Enforcement Investigator
Shelly M. Brosen, Confidential
Stenographer
Joseph C.D. D'Antoni, Senior Election
Law Investigator
Javan E. Owens, Jr., Election Law
Enforcement Investigator

INVESTIGATIONS (NYC)

Francis A. Hopkins, Confidential
Investigator
Samuel B. Karchin, Election Law
Enforcement Investigator
Ella Gallo Raczok, Senior Stenographer

CAMPAIGN FINANCE DISCLOSURE

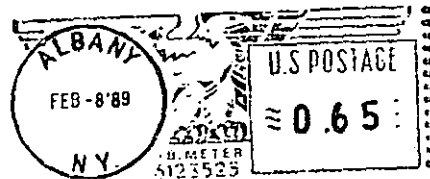
Carl M. Montanino, Associate
Accountant
Nicholas Colangelo, Senior Accountant
Cheryl S. Hauk, Senior Account Clerk
Ethel M. Marshall, Senior Clerk
George M. Smith, Calculations Clerk I
Michelle D. Bruce, Calculations Clerk I

ELECTIONS AUTOMATION

Douglas F. Williams, Director of
Elections Automation
Maureen M. Cahill, Senior Computer
Programmer Analyst
Wendy B. Finke, Data Processing
Clerk 3
Tina M. McSweeney, Data Entry
Machine Operator
Denise A. Agars, Data Entry
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VOTE
Protect 200 Years
Of Democracy



William Kimberling
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