Safe, Healthy Elections During COVID-19

Here’s what Texas counties are doing to make our elections work during the pandemic

June 2020
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The author bears any responsibility for factual errors.

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EXECUTIVE SUMMARY

Every American citizen has a fundamental right to participate in our democratic process. Recent elections across the country have revealed problems with attempting to hold a traditional election where large public gatherings present a public health risk.

Texas is no different. The state is reporting record high new daily COVID-19 cases and new hospitalizations less than a week before citizens will begin early voting for the July 14, 2020 runoff election. State and local officials must do everything in their power to ensure that no voter is disenfranchised because they cannot safely vote without threatening their health.

TexPIRG Education Fund surveyed 24 county clerks and election administrators to understand how they are preparing for the primary runoff. Our survey found that:

● 46% of counties are struggling to staff their polling locations
● All counties are implementing some version of health, safety and social distancing protocol
● Two counties are having difficulty acquiring personal protective equipment (PPE) due to price increases or lack of availability
● 50% of counties are buying additional materials or hiring additional staff because of an increase in vote by mail requests.
● 34% of county election departments have health and safety protocols and voting options listed on their website
● 33% said funding became more difficult with the extension of the early voting period

In order to prepare for the November general election, which will have a much higher turnout than the primary, counties should follow the best practices highlighted in this report. This includes:

● Increasing public outreach to communicate voting options, share health information and recruit younger poll workers
● Following all CDC guidelines for safe polling locations as well as considering the creative solutions of counties highlighted in the report

The state government must take on a larger responsibility in preparing for the November general election. This includes:

● Finalizing the dates of the early voting period soon so counties can begin preparing
● Expanding voting by mail options to reduce social contact
● Supporting counties in the procurement and distribution of PPE, the logistics for expanding voting by mail and public education efforts.
INTRODUCTION

Every American citizen has a fundamental right to vote. Recent elections across the country have revealed the problems with attempting to hold a traditional election where large public gatherings present a public health risk.

Wisconsin, Georgia and Illinois all failed to make the necessary preparations to keep citizens from having to choose between risking their lives or exercising their right to vote. Residents who wanted to vote by mail had to show up to the polls because they did not receive their ballot on time or there were issues once it arrived.\(^1\) A lack of poll workers reduced the number of polling locations.\(^2\) Sickness and death were also linked to contracting COVID-19 at an in-person voting location.\(^3\)

Texas has a primary runoff election scheduled for July 14, 2020 that was originally scheduled for May 26. The election was postponed with a proclamation from Governor Abbott stating the runoff “would cause the congregation of large gatherings of people in confined spaces and force numerous election workers to come into close proximity with others, thereby threatening the health and safety of many Texans and literally exposing them to risk of death due to COVID-19.”\(^4\)

Daily new cases of COVID-19 are now larger than those reported on May 26.\(^5\) Texas is reporting record highs in the number of daily hospitalizations from COVID-19 less than a week before early voting starts and less than a month before election day.\(^6\) Our state and local leaders must

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https://wisconsinexaminer.com/2020/04/06/wisconsins-closed-polls/

\(^3\)John Keilman, “After Chicago poll worker dies from COVID-19 and others test positive, city warns voters they might have been exposed to virus at polling places,” *Chicago Tribune*, 13 April 2020.  

\(^4\)Governor of the State of Texas, *Proclamation by the Governor of the State of Texas*, 20 March 2020,  

\(^5\)Texas Health and Human Services, *Texas COVID-19 Trends by County*, accessed 24 June 2020,  
https://tabexternal.dshs.texas.gov/THD/views/COVIDExternalQC.COVIDTrends?isGuestRedirectFromVizportal=y&embed=

look at the numbers, learn from the mistakes of other states and do everything possible to ensure that no Texan is disenfranchised because they cannot safely vote without threatening their health.

County election administrators have the most direct responsibility to help keep voters safe. While the state is embroiled in court battles to determine who is eligible to vote by mail, county election administrators are working tirelessly to secure emergency grants; process, send and verify absentee ballot requests and ballots; train new poll workers; and ensure the health and safety of everyone who decides to vote in-person on Election Day.  

This report focuses on the individuals and departments who are directly responsible for administering our elections. We surveyed 24 county clerks and election administrators and analyzed the public statements of 47 counties to understand how they are preparing for this election. We aim to highlight best practices that all counties can follow to ensure safe and accessible elections, as well as to identify and discuss challenges that must be addressed to successfully run an election in November. County and state officials need to pursue further efforts to guarantee safe, in-person voting, expand mail-in voting and ensure no person has to choose between their health and their right to fully participate in our democracy.

| FINDINGS |

**In-person voting**

**Poll workers**

Of the 24 counties surveyed, 46% said that they are having trouble recruiting enough poll workers for early voting and election day or are worried that those hired will not show up on election day. One county will have to close polling sites due to a lack of personnel.

Poll workers are a critical component for keeping polling locations open. They are in charge of running the polling location on election day. This includes verifying ID’s, distributing ballots, helping citizens with disabilities vote and performing other tasks necessary to effectively run a polling site. The nature of the position requires poll workers to be in close contact with many voters and voting surfaces.

Older individuals are the majority of poll workers as they can likely commit to a full day compared to working age individuals. Counties are looking to other methods of recruiting poll workers to fill spots for older poll workers who chose to not work this election due to a higher risk of contracting coronavirus.

70% of counties said they have enough workers for the July election but many older seniors are

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7 Alexa Ura, “Texas Democrats ask U.S. Supreme Court to weigh in on voting by mail,” The Texas Tribune, 16 June 2020, [https://www.texastribune.org/2020/06/16/texas-vote-by-mail/](https://www.texastribune.org/2020/06/16/texas-vote-by-mail/)

8 Michael Barthel and Galen Stocking, Pew Research Center, Older people account for large shares of poll workers and voters in U.S. general elections 6 April 2020.

still choosing to work. Five surveyed counties are recruiting college students or coordinating with public schools to recruit students through the Student Election Clerk Program.\textsuperscript{10}

Some counties are also using other creative methods for poll worker recruitment

- Travis County is using social media to recruit more poll workers and has simplified the process by removing steps like turning in a form in-person and making the sign up process a google form.\textsuperscript{11}
- Cameron County is working with schools to recruit teachers as poll workers.\textsuperscript{12}
- Chambers County is recruiting veterans and retired teachers.\textsuperscript{13}

**Health protocols and personal protective equipment**

In order to protect poll workers and voters, all counties are implementing safety measures to reduce social contact and keep voting machines clean. Over 50% of the counties surveyed are taking the following precautionary measures:

- Requiring and supplying poll workers with personal protective equipment (PPE) like face masks, face shields or gloves
- Installing plexiglass screens at check in tables
- Requiring frequent wiping of voting stations or requiring wiping of voting stations after each use
- Providing hand sanitizer at check in tables
- Spacing voting machines 6 feet or more apart
- Putting down social distancing markers and/or signs recommending social distancing where the line would form
- Providing a stylus, pencil or other single use device to mark ballots

Some counties are taking additional safety measures and are highlighted in Table 1

\textsuperscript{10} Secretary of State, *Student Election Clerk Information*, https://www.sos.state.tx.us/elections/pamphlets/seci.shtml


\textsuperscript{12} County response to author survey, June, 2020.

<table>
<thead>
<tr>
<th>County</th>
<th>Safety Measure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aransas</td>
<td>Considering a pop-up voting center tent in a parking lot allowing for more voting machines in the office warehouse that serves as the only early voting site. With the extension of early voting, this was no longer necessary for the July election, but is still in consideration for November.</td>
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<tr>
<td>Travis</td>
<td>Moving polling locations from grocery stores where social distancing is more difficult.</td>
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<tr>
<td>McLennan</td>
<td>Prepared a video that demonstrates all of the new equipment and safety measures.</td>
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<tr>
<td>Collin</td>
<td>Creating training labs where poll workers can test out all of the PPE products and see the set up in person ahead of election day.</td>
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<tr>
<td>Fort Bend</td>
<td>Assigning poll workers to open doors so voters do not have to touch this high contact surface.</td>
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<tr>
<td>El Paso</td>
<td>Offering curbside polling by appointment.</td>
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<tr>
<td>Brazos</td>
<td>Opening additional polling locations to make up since social distancing will result in less machines per polling location.</td>
</tr>
</tbody>
</table>

Table 1: Select Preparations for safe In-Person Voting

### Vote by mail

Voting by mail has several steps that require more materials and time for the election workers including approving applications, sending out ballots and return envelopes, verifying signatures and secure storage until election day. Voting by mail in Texas is underutilized with

15Michele Carew in discussion with the author, June, 2020.  
16Ashley Lopez, “Grocery Stores In Travis County Won't Be Polling Sites During The July Election,” *KUT*, 18 May 2020.  
17County response to author survey, June, 2020.  
18Bruce Sherbert in discussion with the author, June, 2020.  
19Fort Bend County official in discussion with the author, June, 2020.  
https://www.elpasotimes.com/story/news/politics/2020/06/19/texas-primary-runoff-election-vote-mail-during-coronavirus/5321127002/  
7% of voters typically voting by mail.\textsuperscript{22} But counties are seeing increases in eligible requests for a ballot by mail for the upcoming July 14 election.\textsuperscript{23}

63% of surveyed counties are purchasing additional envelopes, mail in ballots or high speed scanning machines in preparation for an influx of absentee ballot requests. 11 counties are hiring additional staff to help process all these ballots.

**Public Education**

Preparation for in-person and absentee voting will fall short if citizens are unaware of their options or feel unsafe to go to the polls. 13 surveyed counties reported working with the local media on public education efforts. Only 16 of 47 counties have health and safety protocols on their website. Maverick and Cherokee election officials both said they would benefit from a statewide public education effort\textsuperscript{24}.

Other public education strategies included:

- Voting information as the first thing you see on a county election page (Figures 1 & 2)
- Dallas County created graphics that demonstrate the voting process with the new health procedures (Figure 3)
- McLennan County posted a video highlighting the preparations they are taking and the process for voting.\textsuperscript{25}

![Figure 1: El Paso County Elections Department Landing Page\textsuperscript{26}](https://epcountyvotes.com)


\textsuperscript{23}Sammy Turner, “Travis County expected to set new record for number of mail-in ballots in runoff election”, \textit{KVUE}, 22 June 2020.; Taylor Goldenstein, “As debate over mail-in ballots roars on, requests up in Harris, Bexar,” \textit{Houston Chronicle}, 28 May 2020. \url{https://www.houstonchronicle.com/politics/texas/article/As-debate-over-mail-in-ballots-roars-on-requests-15301144.php}

\textsuperscript{24} County response to author survey, June, 2020.

\textsuperscript{25}McLennan County Elections, Voting during the COVID-19 Pandemic, 5 June 2020 \url{https://www.youtube.com/watch?v=TndyQYUK_yQ&feature=youtu.be}

\textsuperscript{26}El Paso County Elections Department, Untitled, \url{https://epcountyvotes.com}, accessed on 24 June 2020.
Funding

Preparing for elections takes money, preparing in a pandemic takes even more money. In March, the CARES Act included $400 million in Help America Vote Act (HAVA) emergency funds of which Texas received $29,456,208 with a 20% match. These funds were subgranted to counties to help them prepare all of the preceding measures.

75% of counties said the CARES Act grants provides enough for the July election. Eight counties are concerned with the additional personnel costs for the extended early voting period.

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On May 11, 2020 Governor Abbott extended the early voting period for the July Election adding four additional days of early voting. He also announced an extension for early voting in November, but has not specified the dates. Six counties are concerned about having a little over a month to plan for these additional early voting days or said they want more notice of the changes for November.

The decision to extend early voting helps reduce the number of voters on election day. However, it also means counties need to pay personnel to staff polling locations for additional days as early voting locations must remain open for every day of the early voting period. This change makes it more difficult for smaller counties, with less staff and funds, to open early voting locations.

Other findings include:
- Two counties said they have enough PPE but had difficulty acquiring it due to price increases or lack of availability
- Travis County Clerk Dana Debouviour joined 138 election administrators across the country asking for more election funding in the next stimulus bill

**LOOKING TO NOVEMBER**

This report focused primarily on preparations for the July 14, 2020 primary runoff election. Counties are making thorough preparations to secure enough poll workers, safety equipment and infrastructure for mail in ballots. But many county clerks and election administrators expressed concern that there is no way to truly know if their preparations are sufficient to run an election or how this will translate to the November general Election.

The state government must take on a larger responsibility in preparing for the November general election and counties should follow the best practices of other counties highlighted in this report.

**State recommendations**

**In-person voting**
Governor Abbott should immediately announce the dates for early voting so counties know what to expect and can begin preparing.

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The Texas Secretary of State’s recommended health protocols and supplementary advisory do not go far enough to assure voters that they will be safe when they walk into their polling locations.\textsuperscript{35} The state should require that all election workers wear masks and other PPE, fund and coordinate the procurement and distribution of these materials. In Kentucky for example, the Governor’s office paid for and distributed masks, gloves, hand sanitizer and face shields to all county election offices.\textsuperscript{36}

**Vote by mail**

Voting by mail is safe, non-partisan and should be available to all citizens. Myths about voting by mail persist and have prevented the expansion of voting by mail to all Texans. The coronavirus poses a great threat to in-person voting and makes voting by mail the safest option to prevent the spread of the disease.

70% of Texans say that all voters should be allowed to vote by mail due to the coronavirus pandemic.\textsuperscript{37} State elected officials should expand voting by mail eligibility to all Texans.

Texas elected officials should focus on the facts that voting by mail is secure, non-partisan and good for our democracy. Built in security measures decrease the likelihood of voter fraud and security issues\textsuperscript{38}. When best practices are followed, instances of voter fraud, impersonation and ballot harvesting are negligible. In an analysis by the Heritage Foundation of voter fraud cases across the country, only 16% of the sampled fraud cases were related to voting by mail\textsuperscript{39}. Additionally, voting by mail increases overall turnout rate while not disproportionately increasing one party’s vote share.\textsuperscript{40}

However, with an underutilized system, counties will need additional support and funding from the state to expand these systems. In Georgia, when the state expanded voting by mail eligibility for their June 9, 2020 primary election, they allocated $2.1 million for additional absentee ballot tabulation machines. They also centralized the printing, packaging and postage to send absentee ballot applications to every active voter and an absentee ballot to every voter whose application was approved.\textsuperscript{41}

To avoid ballots being delivered late due to delays in the postal service, the state should

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\textsuperscript{35} Secretary of State, Voting in Person During COVID-19, 18 June 2020

\textsuperscript{36} https://www.wkyt.com/2020/06/17/ppe-being-provided-to-keep-voters-poll-workers-safe-during-kentucky-primary/

\textsuperscript{37} Quinnipiac University Poll, Biden Vs. Trump: Neck And Neck In Texas, Quinnipiac University Poll Finds; Nearly 6 In 10 Say Yes To Mail-In Ballots In November, 3 June 2020, https://poll.qu.edu/texas/release-detail?ReleaseID=3662.

\textsuperscript{38} Vote at Home Institute, Myth Busting the Fraud and Security Issue, 9 April 2020

\textsuperscript{39} The Heritage Foundation, A Sampling of Recent Election Fraud Cases from Across the United States, 2017. https://www.heritage.org/voterfraud


\textsuperscript{41} Brennan Center for Justice, Ensuring Safe Elections, 30 April 2020.
purchase absentee ballot drop boxes and promote drop-off options at voting centers.\textsuperscript{42}

The state should also change their ballot curing process to avoid disenfranchising voters. The Texas Election Code does not require that a voter be notified if there is a missing signature or signature discrepancy.\textsuperscript{43} Voters will become disenfranchised if they are unaware that their ballot was rejected and needs to be cured. Colorado, among other states with expansive voting by mail, has a tracking system for a voter to know when their ballot is received, verified and if a correction is necessary.\textsuperscript{44}

**County Recommendations**

**In-person voting**

Counties should continue to implement all of the safety measures highlighted in this report and recommended by the Center for Disease Control.\textsuperscript{45}

Recruiting and protecting poll workers must be a high priority of election administrators. Without poll workers, counties will be forced to close and consolidate polling locations leading to longer lines and more crowded locations. Additionally, counties should aim to reduce the number of older individuals who need to work at the polls.

Counties should work with public schools to recruit students through the Student Election Clerk Program. Partnerships with nonprofit organizations, like the League of Women Voters, are another avenue for poll worker recruitment through their volunteers, membership base and social media following.\textsuperscript{46} Simplifying the application process and making training available online can lower the barrier to entry for new poll workers.

**Public education**

It is crucial voters are aware of changes in polling locations, dates for voting, safety protocols and the options available to them. In addition to extensive preparations, counties should use a variety of methods to educate voters about new protocols and processes. This includes working with media, non-profit organizations, local businesses and making the information clearly available on the landing page of their election department. Graphics and videos like the examples in this report are great ways to engage the public through a variety of mediums.

\begin{itemize}
\item \textsuperscript{44}Alayna Alvarez, “BallotTRACE, Denver’s ballot-tracking and communications tool, gets an upgrade,” *Colorado Politics*, 15 April 2020.\[https://www.coloradopolitics.com/denver/ballottrace-denver-s-ballot-tracking-and-communications-tool-gets-an-upgrade/article_d37282a2-7f6a-11ea-a906-c76362eeba8a.html\]
\item \textsuperscript{46}League of Women Voters of Texas, *County Election Workers*, accessed on 24 June 2020.\[https://my.lwv.org/texas/county-election-workers\]
\end{itemize}
CONCLUSION

County election officials have made extensive preparations for the July 14, 2020 primary runoff. Preparations must also begin for the November general election to ensure no one has to choose between their health and their right to vote. The state must step in order to provide additional support for counties. By preparing for resilient elections now, Texas can ensure that among the other challenges COVID-19 has created, it doesn’t result in an electoral one.

METHODOLOGY

This report is designed to answer the question: how are Texas counties preparing for the primary runoff election on July 14, 2020? Specifically, the focus was on 1) preparations for in-person voting, 2) readiness for voting by mail, 3) plans to educate and communicate with the public and 4) available funding to accomplish these critical measures. The report also aimed to understand what further support counties need to prepare for the November election.

A survey was sent out to 170 county clerks and election administrators in June 2020. The survey asked county officials to describe their preparations as it relates to the above questions. Follow up calls were made to specific counties to clarify statements and elaborate on information.

To further understand public education efforts, 47 county websites were examined to see what information was available to the public. This includes all of the survey respondents and the largest 25 counties in Texas by population. These populations were based on the 2019 Census population estimates. All county websites were last checked on June 23, 2020. Follow up calls were made to non-survey respondents who did not have information available on their website to inquire about how they are communicating with the public.

Overall we directly surveyed and spoke to 24 counties and pulled additional information from websites and news articles from 23 additional counties. A list of all of the counties is located in the appendix at the end of this report.

## APPENDIX

<table>
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<tr>
<th>County</th>
<th>Answered survey</th>
<th>COVID-19 Information easily available on website</th>
<th>PPE protocol</th>
<th>Enough poll workers for the July Runoff</th>
<th>Closing polling locations</th>
<th>Trouble recruiting poll worker/ worried about show rate</th>
<th>Concerned about staff, funding or timing for early voting</th>
<th>Working with young students for poll worker recruitment</th>
<th>Purchasing additional VBM material</th>
<th>Hiring additional VBM staff</th>
<th>Working with media</th>
<th>State public education</th>
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Coded responses to county survey and website scan. Note not all counties answered every question in the survey, meaning an empty cell does not necessarily indicate a negative response.