

July 2025

AN IN-DEPTH REVIEW OF GEORGETOWN COUNTY'S BALLOT RECONCILIATION WORKSHEETS FROM THE NOVEMBER 2022 GENERAL ELECTION



The mission of the South Carolina State Election Commission (SEC) is to ensure every eligible citizen can register to vote and participate in fair and impartial elections, knowing that every vote counts and every vote matters.

Pursuant to S.C. Code §7-3-20(D)(3), the SEC is authorized to conduct audits of county boards of voter registration and elections to ensure those boards' compliance with applicable state or federal laws or SEC policies, procedures, or standardized processes regarding the conduct of elections or the voter registration process by all persons involved. These audits are conducted by the SEC's Audit Division.

Additionally, S.C. Code §7-3-25(A) authorizes the SEC to identify any compliance failures and establish and implement a corrective action to remedy such failures. Recommendations in this report will require implementation of a corrective action plan that is developed by the county and approved by the SEC's Audit Division.

SOUTH CAROLINA STATE ELECTION COMMISSION 1122 Lady Street Suite 500 Columbia, SC 29201

scVOTES.gov

COMMISSIONERS Hon. Dennis W. Shedd Chairman

JoAnne Day

Clifford J. Edler

Linda McCall

Scott Moseley

Howard M. Knapp *Executive Director*

Thomas Nicholson General Counsel

Courtney Phillips Director of Audit

Naomi Washington Audit Manager

Alyssa Rhodes *Auditor*

Table of Contents

Summary of Results	1
Background	1
State Law and SEC Requirements	3
Overview of the Ballot Reconciliation Worksheet	3
Sample and Results	7
Recommendations	15
Figure 1: S.C. State Election Commission's Election Day Ballot Reconciliation Worksheet Figure 2: Worksheet Diagram for the Definition of Completed and Reconciled	
Appendices Appendix A: Objective, Scope, and Methodology	

Summary of Results

For the November 2022 General Election, 86% of Georgetown County's ballot reconciliation worksheets were completed, and 32% were reconciled. Of the 14% of the county's worksheets that were partially completed, this was likely due to a failure to follow the worksheet's instructions. For the worksheets that were not reconciled, adjustments to its poll clerk training and its ballot reconciliation worksheet review process may improve the reconciliation of these worksheets. Adequately completing and reconciling the ballot reconciliation worksheets for each polling location may give greater assurance that the results include all valid ballots cast.

Background

As defined by the U.S. Election Assistance Commission, ballot reconciliation is the method in which election officials keep track of each ballot that has been printed or issued to a voter. Tracking the number of ballots printed, used, and unused during an election cycle ensures election officials have accounted for every ballot created and the election results include every valid ballot cast.

In South Carolina, printed paper ballots were not common until the state's current voting equipment was implemented in all 46 counties in 2020. Prior to then, the state used a direct recording electronic, or DRE, as part of its voting system. A DRE is a vote capture device in which ballots are displayed, selections are made, and results are stored all via electronic format. The exceptions to this were the ballots printed for voters whose right to vote had been challenged at the precinct or who had moved but were still allowed to vote and the printed ballots used in emergency situations. Since these ballots were the only ballots in paper form, these were the only ballots that could be accounted for at the time.

South Carolina's transition in February 2020 to a paper-based voting system, with 100% printed paper ballots, significantly altered the process of accounting for ballots. In preparation for the change to this new system, the S.C. State Election Commission (SEC) developed a ballot reconciliation worksheet in September 2019 to account for and reconcile ballots supplied, used, not used, and lost as well as the number of voters who voted. Over the last five years, there have been minor updates to the worksheet, but it remains generally the same as the September 2019 version. Figure 1 below is an image of the ballot reconciliation worksheet used during the 2022 November General Election. It is important to note that a description of the worksheet and the terms used within are included in the analysis that follows.

Figure 1: S.C. State Election Commission's Election Day Ballot Reconciliation Worksheet _Precinct ______ Date _____ County __ **Ballots Supplied** A Ballot Cards (Completed by County Office) Hand-Marked Paper Ballots (Completed by County Office) (Emergency/Provisional + Failsafe Provisional) Additional Ballot Cards Additional Hand-Marked Paper Ballots (Emergency/Provisional + Failsafe Provisional) Total 1 **Ballots Used** Ballots Scanned (Ballot Cards and Emergency Ballots) (Number displayed on the Scanner/DS200) F | Provisional Ballots (Hand-Marked Paper Ballots/Envelopes) G | Spoiled Ballots (Ballot Cards + Hand-Marked Paper Ballots Total 2 **Ballots Not Used Ballot Cards** Hand-Marked Paper Ballots (Emergency/Provisional + Failsafe Provisional) Total 3 Voters Checked In Electronic Poll Book (EPB) Paper Poll List (Include Provisionals NOT entered in the EPB) (DO NOT Include Curbside Poll List) Total 4 Total 2 + Total 3 (Should equal Total 1) Total 4 +G(Should equal Total 2) Explain any discrepancies: Are you returning any Emergency ballots that have not been scanned? Yes 🗌 No 🗋 (Do NOT include Provisional or Failsafe Provisional ballots) SEC FRM 1150-202208 every vote matters every vote counts.

Source: S.C. State Election Commission

State Law and SEC Requirements

While state law only requires ballot reconciliation for election day, the SEC's standardized operating procedures mandate this process for absentee and early voting as well. However, the scope of our audit was limited to election day ballot reconciliation, specifically for the 2022 November General Election. Therefore, the following sections provide an overview of the legal requirements for ballot reconciliation and the SEC's ballot reconciliation worksheet as they pertain to election day.

Overview

S.C. Code §7-13-1150 requires poll clerks—the lead poll managers—to account for all ballots delivered to them and return the number of ballots supplied, spoiled—ballots that were defaced or marked in error—unused, voted, and lost, if any. S.C. Code §7-13-1410 requires poll managers to count the number of individuals who voted as well as unused and spoiled ballots. Between the two sections of the law, a poll clerk must account for ballots supplied, ballots used—including spoiled and lost ballots—ballots unused, and voters who voted. This accounting of ballots is also referred to as ballot reconciliation.

By Voting Type and Election Type

In the abovementioned sections of state law, the use of the terms poll clerk and precinct suggest that ballot reconciliation is performed by a clerk at a precinct, which only occurs on election day. As for election type, Title 7 of the S.C. Code of Laws applies to all types of elections—primary, general, special, and runoff. As such, ballot reconciliation is required to be performed for all types of elections. Because these worksheets are intended to ensure all valid ballots in an election have been cast, they are to be completed prior to a county's certification—a statement by the county's board of canvassers that election results are a true and accurate accounting of all votes cast in a particular election.

Overview of the Ballot Reconciliation Worksheet

The SEC's ballot reconciliation worksheet is intended to be used by poll clerks to document, by precinct, the total ballots supplied, used, unused, and voters who voted. This worksheet accounts for these required components and contains two formulas, which are meant to ensure the appropriate values reconcile with each other. The following describes each section of the worksheet and the terms used.

Ballot Reconciliation Worksheet Top Portion

The top three-fourths of the worksheet contains 11 rows labeled A–K to record ballots supplied, used, and not used and voters checked in. Note, the worksheet accounts for voters who voted in the section "Voters Checked In," as only voters who voted are checked in at a polling location. Specifically, rows A–K include the following:

Row	ACCOUNTS FOR	INCLUDES	
A		Ballot Cards	
В	Hand-Marked Paper Ballots		
С	Ballots Supplied	Additional Ballot Cards	
D		Additional Hand-Marked Paper Ballo	
Е		Ballots Scanned	
F	Ballots Used	Provisional Ballots	
G		Spoiled Ballots	
Н	Ballots Not Used	Ballot Cards	
I	Ballots Not Used	Hand-Marked Paper Ballots	
J	Voters Checked In	Electronic Pollbook	
K	voters Checked in	Paper Poll List	

Rows A–B are completed by county office staff, and rows C–K are completed by the poll clerk after the polls close. The terms used in the worksheet and referenced in the table above are defined below.

BALLOT CARD

The paper cardstock provided to a voter for the purpose of recording his vote selections using a ballot-marking device (definition below).

BALLOT-MARKING DEVICE

A piece of voting equipment that allows a voter to electronically select valid contest options and then produces a human-readable paper ballot. Ballots are not cast on this device.

HAND-MARKED PAPER BALLOT

A paper ballot marked by hand by a voter using a blue or black pen. A hand-marked paper ballot is used at the polling location for emergency voting, via an emergency ballot, and provisional voting, via a provisional or failsafe provisional ballot (definitions below).

EMERGENCY BALLOT

A hand-marked paper ballot used in the event the ballot-marking device is inoperable or otherwise unavailable. Generally, these ballots are cast at the polling location.

PROVISIONAL BALLOT

A hand-marked paper ballot used when a voter's eligibility to vote is challenged, which may occur, for instance, if he has already received a ballot in the mail but insists on voting at a polling location.

FAILSAFE PROVISIONAL BALLOT

A hand-marked paper ballot used when a voter has moved from one precinct to another within the same county and failed to update his address or has moved from one South Carolina county to another within 30 days of the election.

Provisional and failsafe provisional ballots are not counted on election day. Instead, they are stored in individual sealed envelopes and kept separate from ballots that have been cast; these are the envelopes referred to in row F on the worksheet. After the polls close but prior to certification, the voter's eligibility is reviewed, and a determination is made to either accept or reject these ballots based on this review by the county board of canvassers. Accepted ballots are then counted.

SCANNER/DS200

A piece of voting equipment used to read the voter selections from a ballot card or a hand-marked paper ballot. Ballots are cast on this device.

SPOILED BALLOT

A ballot that has been defaced or marked in error. For example, a voter may make a selection by mistake and then return the ballot to a poll clerk for a second ballot. The term "spoiled" is then written on the back of the ballot and retained for records. State law also refers to a spoiled ballot as a soiled, marred, and defaced ballot.

ELECTRONIC POLLBOOK

A piece of election equipment in the form of a tablet that contains the electronic version of the voter registration list, which is used to determine whether a person is eligible to vote in an election and in the precinct. These pollbooks also have the ability to capture a voter's signature, which is evidence that a voter took the voter's oath. Ballots are not cast on this device.

PAPER POLL LIST

A form containing the voter's oath and signatures of voters who have taken the voter's oath. Paper poll lists are used when the electronic pollbooks are not available or when voters must be checked in manually.

Ballot Reconciliation Worksheet Bottom Portion

The bottom one-fourth of the worksheet contains the reconciliation portion, which is also to be completed by the poll clerk. Line 1, as follows, is intended to reconcile the number of used and unused ballots with the total ballots supplied.

Line 2 below is intended to reconcile the number of voters checked in with the number of ballots used.

Beneath the reconciliation formulas, there is a space to address any issues, including ballots that were lost or unscanned.

Worksheet Color Coding

For ease of completion, ballot reconciliation worksheets are meant to be printed in color. Four different colors are used for Totals 2 through 4 as well as for spoiled ballots:

Color	Corresponds to		
None	Total 1	Ballots Supplied	
Yellow	Total 2	Ballots Used	
Blue	Total 3	Ballot Not Used	
Orange	Total 4	Voters Checked In	
Green	Row G	Spoiled Ballots	

Each color at the top of the worksheet has a corresponding color at the bottom, where reconciliation is performed. These colors are meant to assist the user in transferring the data from the top to the correct field at the bottom. It is important to note the color yellow for Total 2 and the color orange for Total 4 can often appear similar in appearance when printed.

Sample and Results

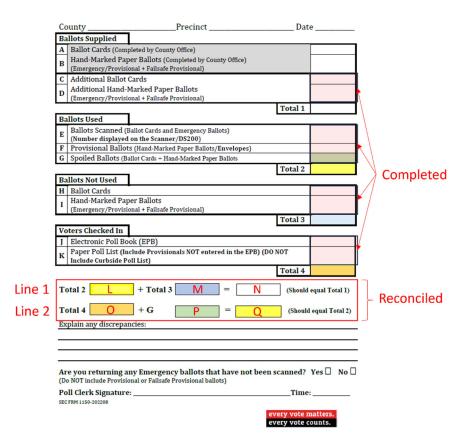
We reviewed a sample of ballot reconciliation worksheets from the November 2022 General Election for Georgetown County to determine if they were adequately completed and reconciled. For this election, the county completed its worksheets by precinct, and all were available for review. Per S.C. Code §7-13-1150, ballot reconciliation worksheets are to be completed by precinct. However, since some counties consolidate multiple precincts into a single polling location, we conducted our analysis by polling location.

For the November 2022 General Election, Georgetown County had 33 polling locations. The sample included 28 of 33 polling locations, and the results were calculated at a 99% confidence level ± 10 percentage points. Therefore, these results can be generalized about all Georgetown County polling locations during the 2022 General Election.

For this review, the term "completed" meant rows C–K contained values. If a field in rows C–K was blank, zero was assumed unless zeros were used elsewhere on the worksheet. The total boxes for each section (Total 1, Total 2, Total 3, and Total 4) were not included within the definition of completed, as they were a separate method of counting ballots and voters to what was presented in rows C–K. Additionally, the term "reconciled" meant the addition in Line 1 and the resulting value in N equaled the value in Total 1 (Total Ballots Supplied), and the addition in Line 2 and the resulting value in Q equaled the value in Total 2 (Total Ballots Used).

Figure 2 below provides a diagram of what was considered completed and reconciled on the worksheet. Note, information in red was added to the diagram to distinguish otherwise unidentified fields and sections of the worksheet.

Figure 2: Worksheet Diagram for the Definition of Completed and Reconciled



Source: S.C. State Election Commission

The county designed its own ballot reconciliation worksheet, which contains the same elements as the SEC's, as well as additional data points in the top portion of the worksheet (prior to the start of rows A–K). This was used by the county during the 2022 General Election. Figure 3 below provides a visual of Georgetown County's ballot reconciliation worksheet.

Figure 3: Georgetown County's Ballot Reconciliation Worksheet

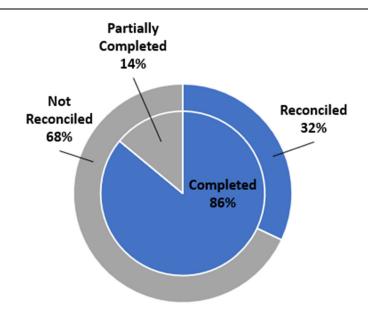
Georgetown County Precinct: NO. 110822 Statewide General 110822 Ballot Carton #1 Seal Number: Ballot Carton #2 Seal Number: Ballot Carton #3 Seal Number: Ballot Carton #4 Seal Number: **Ballots Supplied** A Blank Ballot Cards (Completed by County Office) B Emergency/Provisional + Failsafe Provisional (Completed by County Office) Additional Ballots Provided By Office on Election Day C Additional Blank Ballot Cards (If none enter zero) D Additional Emergency/Provisional + Failsafe Provisional (If none enter zero) Total 1 = A+B+C+D Ballots Used E Ballots Scanned (Use Public Count from Scanner) F Emergency/Provisional + Failsafe Provisional you are returning in Provisional Envelopes G Spoiled Ballots you are returning in Spoiled Ballot Envelope Total 2 = E+F+G **Ballots Not Used** H Blank Ballot Cards I Emergency/Provisional + Failsafe/Provisional Total 3 = H+I Number of Voters J Number of voters checked in on EPB (from Manitor Poll Screen) K | Number of voters on Paper Poll List (Include Provisionals NOT entered in the EPB) (DO NOT include Curbside Poll List) Total 4 = J + K Total 2 ____ + Total 3 ___ = __ + G _____ = _____ (Should equal Total 2) Explain any discrepancies: Are you returning any Emergency ballots that have not been scanned? Yes ____ No ___ (DO NOT unclude Provisional or Failsafe Provisional ballots) Poll Clerk Signature: _ Time: _

Ballot Reconciliation Form

Source: Georgetown County

For the county, ballot reconciliation worksheets for 86% (24/28) of polling locations were completed, while 14% (4/28) were partially completed. Additionally, 32% (9/28) of the worksheets were reconciled, while 68% (19/28) were not reconciled. Figure 4 below provides a breakdown of the completion and reconciliation status of these worksheets.

Figure 4: Overall Completion and Reconciliation Status of the Worksheets



Source: Analysis of Georgetown County's Ballot Reconciliation Worksheets, 2022 General Election

Completion of the Worksheets

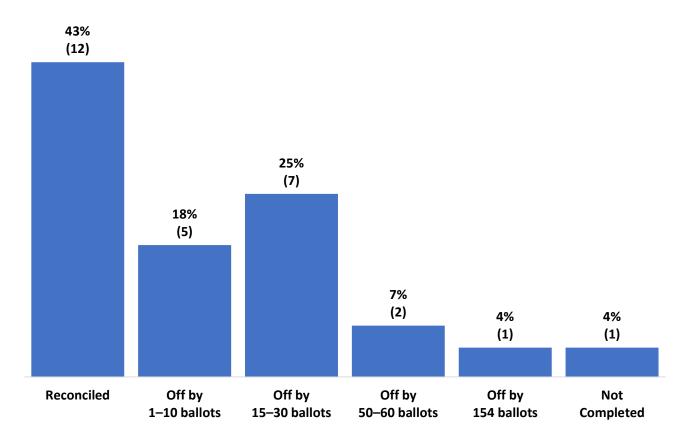
For the four worksheets considered partially complete, one or more rows were left blank, but other rows on the same worksheet contained zeros. The most common rows left blank were rows C (Additional Ballot Cards) and D (Additional Hand-Marked Paper Ballots). If the user had filled in zeros for all blank rows, then 100% (28/28) of the worksheets would have been completed. The county used its own ballot reconciliation worksheet, which had a specific requirement that the user input zero if rows C and D had no value.

For the 2022 General Election, a county election official stated that during its ballot reconciliation worksheet review process, they checked these worksheets for completion. Ensuring rows C and D have values during the worksheet review process may prevent issues related to partial completion.

Reconciliation of Line 1

As for reconciliation, 43% (12/28) of the worksheets reconciled in Line 1, 54% (15/28) were not reconciled, and 4% (1/28) were not completed. Figure 5 below provide a breakdown of Line 1.

Figure 5: Reconciliation Status of Line 1



Note: Off by 1% due to rounding.

Source: Analysis of Georgetown County's Ballot Reconciliation Worksheets, 2022 General Election

For the 15 worksheets that did not reconcile in Line 1, 5 of them were off due to the poll clerk not accounting for the unused provisional ballots, which is a type of hand-marked paper ballot. For example, on 1 worksheet off by 15 ballots, 15 hand-marked paper ballots were supplied. However, zero was written for both provisional ballots *used* (row F) and hand-marked paper ballots *not used* (row I). If the 15 unused provisional ballots had been correctly accounted for in row I, then the worksheet would have reconciled in Line 1. This was also the case for the other four worksheets that did not reconcile in Line 1. Thus, if the unused hand-marked paper ballots had been correctly accounted for in row I, these worksheets would have reconciled in Line 1.

According to a county election official, poll clerks are trained using the PowerPoint presentation provided by the SEC, and additional training is provided to clerks who struggle with the ballot reconciliation worksheets. This training includes a hands-on activity with the worksheets. Including such an exercise for all poll clerks will likely improve understanding of the

worksheets, as well as overall reconciliation. Additionally, highlighting how to properly account for unused hand marked paper ballots during this training may prevent this issue.

Ten worksheets were off due to likely having an incorrect starting total of ballots, which can occur due to the ballot packaging process. The ballot packaging process weighs rather than counts the ballots, and thus, the packs of ballots could be off by ±2%. For instance, a package of 250 could be over or under by as many as 5 ballot cards. If county staff and poll clerks count the ballot packs and not the individual ballot cards, the values in rows A–D could be incorrect and, therefore, cause Total 1 (Total Ballots Supplied) to be incorrect. Thus, these worksheets most likely had an incorrect Total 1 to start with, which caused Line 1 to not reconcile appropriately. In fact, three of the worksheets with this issue had notes explaining they received either more or less ballots than what was listed in row A. Four of the ten worksheets with this issue also did not properly account for hand-marked paper ballots.

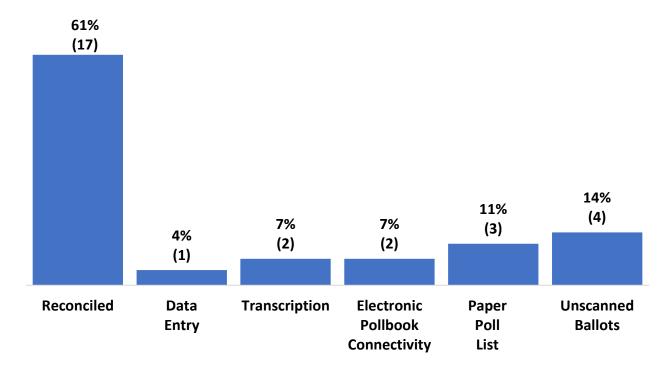
According to a county election official, ballots are counted by office staff before being provided to polling locations, and poll workers are trained to count them again on election day to verify the number of ballots has been accurately captured in the worksheets. Continuing to count the individual ballot cards, by both office staff and poll clerks, will likely minimize differences between the actual and stated number of ballots supplied.

The last worksheet was considered not complete due to the poll clerk not completing the addition for Total 1 (Total Ballots Supplied). However, even if the poll clerk had added rows A–D to determine Total 1's value, the line still would not have reconciled since the worksheet also did not account for the supplied hand-marked paper ballots. Again, poll clerk training that highlights how to properly account for unused hand marked paper ballots throughout the worksheet may prevent this issue.

Reconciliation of Line 2

Additionally, 61% (17/28) of the worksheets reconciled in Line 2, while the remaining 39% (11/28) were off by no more than 5 ballots. Figure 6 below provide a breakdown of Line 2.

Figure 6: Reconciliation Status of Line 2



Note: Off by 4% due to one worksheet having two separate issues.

Source: Analysis of Georgetown County's Ballot Reconciliation Worksheets, 2022 General Election

For the 11 worksheets that did not reconcile in Line 2, one contained two separate issues. These issues are broken down below:

# OF WORKSHEETS	MAIN ISSUE	ISSUE DESCRIPTION
1	Data Entry	On the worksheet, the poll clerk accounted for five voters who checked in via the paper poll list (row K), but did not account for the five used provisional ballots in row F (Provisional Ballots Used). This caused Total 2 (Total Ballots Used) and Line 2 to be off by five ballots. Emphasizing how to account for provisional ballots during its hands-on ballot reconciliation worksheet exercise may prevent these kinds of issues.
2	Transcription	These worksheets did not transcribe the spoiled ballots (row G) to Line 2. If the spoiled ballots had been transcribed correctly, the line would have reconciled on both worksheets. A hands-on training with the ballot reconciliation worksheets that addresses transcription may resolve these issues.
2	Electronic Pollbook	Based on the November 2022 General Election turnout data—data logged by the electronic pollbook (EPB) host server that shows the count of voters who were issued voting credit—the total voters checked

	Connectivity Issue	in was overstated by one by the clerk on both worksheets. Using the turnout data, Line 2 reconciled on both worksheets.	
		It is important to note that EPBs can have connectivity issues at polling locations, which can, at times, cause devices to display incorrect totals for voters checked at the polling location. However, the accurate log of checked-in voters is recorded in the turnout data. It is uncertain whether the impact of these connectivity issues was known at the time of this election. Reviewing the host server turnout report during the worksheet review process may prevent this issue.	
		These worksheets likely did not properly utilize the paper poll list, a paper version of the poll list to be used when EPBs are not available or when voters must be checked in manually.	
3	Not Using Paper Poll List	For example, on the worksheet off by four ballots, the ballots scanned (row E) was equal to the number of voters checked in (row J). However, the worksheet also identified four hand-marked provisional ballots were used (row F), but no number was given for voters signed in on the paper poll list (row K). Although there are instances when voters are checked in on the EPB and vote with provisional ballots, this does not seem to apply to this worksheet as the number of ballots scanned equals the number of voters checked in. Thus, the poll clerk likely did not account for the four voters who voted provisional ballots in row K, which caused Total 4 (Total Voters Checked In) and subsequently Line 2, to be off by 4 ballots. A similar situation likely occurred on the other worksheets affected by this issue. However, one of these worksheets also had additional issues which prevented it from reconciling. Checking returned election materials, such as the paper poll list, during the worksheet review process may prevent these kinds of issues.	
		These worksheets, including one with paper poll list issues, likely did not reconcile due to unscanned ballots.	
than ballots scanned worksheet that there ballots used in the evotherwise unavailable fact return three unso reconciled. The other indications there were one of the worksheet and DS200/Scanner had overstated both scanned (row E) by 2 such as unscanned experience.		For example, one of the worksheets had three more voters checked in than ballots scanned. However, the clerk indicated at the bottom of the worksheet that there were emergency ballots—hand-marked paper ballots used in the event the ballot-marking device is inoperable or otherwise unavailable—that had yet to be scanned. If the clerk did in fact return three unscanned ballots, then the worksheet may have reconciled. The other three worksheets with this issue also had indications there were unscanned ballots. It is important to note that one of the worksheets, after reviewing the host server turnout report and DS200/Scanner data from the November 2022 General Election, had overstated both the voters checked in (row J) and the ballots scanned (row E) by 20. Again, checking returned election materials, such as unscanned emergency ballots, during the worksheet review process may prevent these kinds of issues.	

Adequately completing and reconciling the ballot reconciliation worksheets for each polling location may give greater assurance that the results include all valid ballots cast.

Recommendations

- 1. The Georgetown County Voter Registration and Elections Office should implement a worksheet review process that checks and corrects, where necessary and prior to certification, the worksheets:
 - For completion.
 - Against returned election materials, such as provisional ballot envelopes, paper poll lists, and unscanned emergency ballots.
 - Against the host server turnout report data for voters checked in.
- 2. The Georgetown County Voter Registration and Elections Office should implement a hands-on exercise for how to complete and reconcile its ballot reconciliation worksheets during all poll clerk trainings. This training should place emphasis on:
 - Accounting for hand-marked paper ballots throughout the worksheet.
 - Transcribing values to the reconciliation portion of the worksheet.
 - Proper use of the paper poll list.
- 3. The Georgetown County Voter Registration and Elections Office should ensure the totals listed in rows A-D of the ballot reconciliation worksheet are accurate.

Appendix A: Objective, Scope, and Methodology

This report provides the results of our compliance audit of the Georgetown County Voter Registration and Elections Office and its use of the ballot reconciliation worksheet. We conducted this audit under the provision of S.C. Code §7-3-20(D)(3). The review period for the audit was for the November 2022 General Election, and the objective was to determine whether precinct ballot reconciliation worksheets from this election were adequately completed and reconciled. To conduct this audit, we used a variety of sources of evidence, including:

- Federal and state laws.
- S.C. State Election Commission (SEC) policies and procedures.
- SEC training materials.
- Interviews with and surveys of county election officials.
- Information from South Carolina and other state agencies as well as the U.S. Election Assistance Commission.
- Contracts and information from Election Systems & Software and its vendor Printelect.
- Ballot reconciliation worksheets.

Criteria used to evaluate compliance was based on federal and state laws and agency policies, procedures, and training material. We reviewed internal controls in several areas, including SEC policies and procedures; county policies, procedures, and practices; and agency training. Our findings are detailed in this report.

Appendix B: (Georgetown	County (Comments
---------------	------------	----------	----------

No comments.