

October 2025

AN IN-DEPTH REVIEW OF FLORENCE 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.

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Summary of Results

For Florence County's ballot reconciliation worksheets from the November 2022 General Election, 79% were completed, and 84% were reconciled. Of the 21% of the county's worksheets that were partially completed, this was likely due to the lack of a requirement from the State Election Commission (SEC) to fill every field, even if zero. For the 16% of the county's worksheets that were not reconciled, this was due to data entry issues, transcription issues, and incorrect addition. 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 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	Ballots Supplied	Ballot Cards
В		Hand-Marked Paper Ballots
С		Additional Ballot Cards
D		Additional Hand-Marked Paper Ballots
Е	Ballots Used	Ballots Scanned
F		Provisional Ballots
G		Spoiled Ballots
Н	Ballots Not Used	Ballot Cards
I		Hand-Marked Paper Ballots
J	Voters Checked In	Electronic Pollbook
K		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 1:
$$\frac{\text{Total 2}}{\text{(Ballots Used)}} + \frac{\text{Total 3}}{\text{(Ballots Not Used)}} = \frac{\text{Total 1}}{\text{(Ballots Supplied)}}$$

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

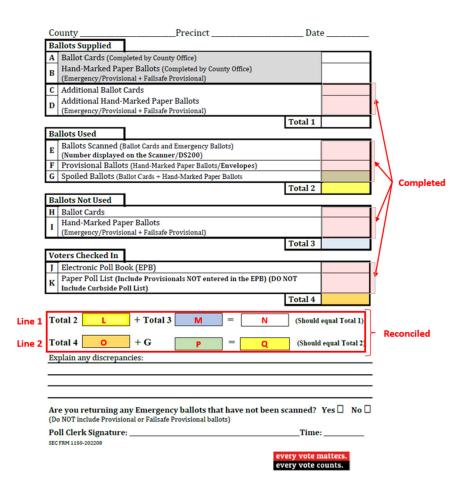
We reviewed a random sample of ballot reconciliation worksheets from the November 2022 General Election for Florence County to determine if they were adequately completed and reconciled. For this election, the county completed its worksheets by precinct, and all were available for review. Per S.C. Code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

For this election, the county had 57 polling locations. The random sample included 43 of these polling locations, with the results calculated at a 99% confidence level with a margin of error ± 10 percentage points. Therefore, these results can be generalized about all of the county's polling locations during the 2022 General Election.

For this review, 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, 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.

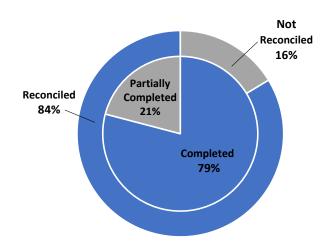
Figure 2: Worksheet Diagram for the Definition of Completed and Reconciled



Source: S.C. State Election Commission

For Florence County, ballot reconciliation worksheets for 79% (34/43) of the polling locations were completed, while 21% (9/43) were partially completed. Additionally, 84% (36/43) of the worksheets were reconciled, while 16% (7/43) were not reconciled. Figure 3 below provides a breakdown of the completion and reconciliation status of these worksheets.

Figure 3: Overall Completion and Reconciliation Status of the Worksheets



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

Use of Older Worksheets

For the county, 18 worksheets were completed using an older version of the State Election Commission's (SEC) ballot reconciliation worksheet. This version, which was current from October 2020 to April 2022, included fewer descriptions of terms. For example, on the version used for the 2022 General Election, row F (Provisional Ballots Used) clarified that these ballots were a type of hand-marked paper ballot while the older worksheet did not. The formulas for Line 2 also differ between the two versions. Specifically, Line 2 on the older version contained:

Alternatively, Line 2 for the 2022 General Election version contained:

Line 2:
$$(Voters Checked + (Spoiled Ballots))$$
 $(Voters Checked + (Spoiled Ballots))$ $(Ballots Used)$

Note, this is the same equation but written differently. As such, we were still able to determine completion and reconciliation on these worksheets. According to a county election official, the reason for the use of two different worksheets was due to an oversight as two separate people handled distributing the worksheets. Ensuring that the current worksheet provided by the SEC is used for each election will likely improve reconciliation since the SEC's training incorporates the current version.

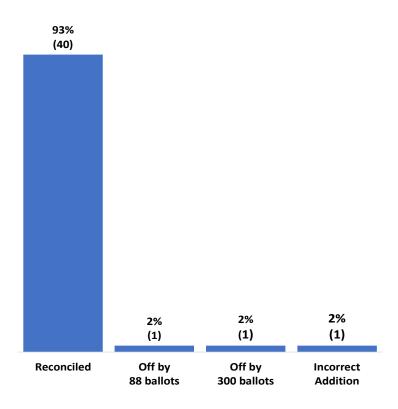
Completion of Worksheets

Of the county's worksheets that were partially completed, this was because fields were left blank, but other fields on the same worksheet contained zeros or slashes indicating zeros. For example, on one worksheet, row C (Additional Ballot Cards Supplied) and row D (Additional Hand-Marked Paper Ballots) were blank while zeros were present on row F (Provisional Ballots Used), row G (Spoiled Ballots), and row K (Paper Poll List). If the user had filled in the zeros, then 100% (43/43) of the worksheets would have been completed. The SEC's instructions for the worksheet did not require a user to fill all fields. However, as a third-party reviewer, it was difficult to discern if an empty field was an oversight or intentional. Requiring a value for all fields on the worksheet will likely improve clarity to all users. In December 2024, a recommendation was made to the SEC to require a value, even if zero, be written in each of the worksheet's fields.

Reconciliation of Line 1

For Line 1, 93% (40/43) of the worksheets reconciled. For the 3 that did not, the first was off by 88 ballots, the second was off by 300 ballots, and the third contained incorrect addition. See Figure 4 below for a breakdown of Line 1.

Figure 4: Reconciliation Status of Line 1



Note: Off by 1% due to rounding.

Source: Analysis of Florence County's Ballot Reconciliation Worksheets, 2022 General Election One worksheet was off by 88 ballots due to a combination of incorrect addition and the ballot packaging process. Incorrect addition on row H (Ballot Cards Not Used) and row I (Hand-Marked Paper Ballots Not Used) occurred when determining Total 3 (Ballots Not Used). Had the addition been correct, the worksheet would have still been off by 2 ballots. This was likely caused by the ballot packaging process, which weighs rather than counts the ballots, and could, therefore, be off by $\pm 2\%$; 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 packages and not the individual ballot cards, the values in row A and row C could be incorrect and therefore cause Total 1 (Total Ballots Supplied) to be incorrect. According to a county election official, a worksheet review process was in place during the 2022 General Election to check for imbalances and is still in effect. However, corrections were not made on the worksheet at the time, but they are now incorporated into the process. Ensuring this process includes corrections on the worksheet for incorrect addition may help improve reconciliation. Additionally, county election officials count individual ballot cards and complete row A and row B in office, along with training poll clerks to count individual ballot cards to verify the correct number of ballots provided. Continuing this process may improve reconciliation.

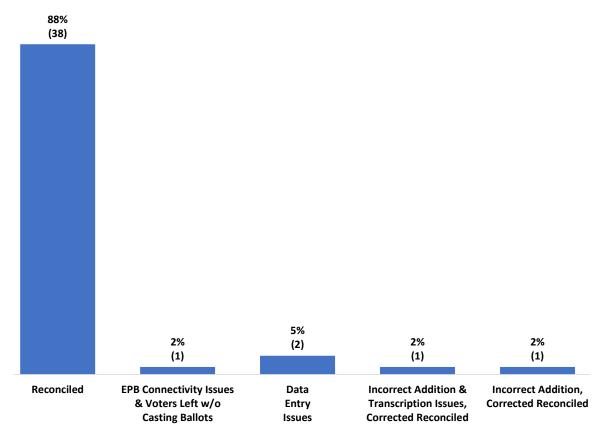
One worksheet was off by 300 ballots due a transcription issue. Specifically, Total 3 (Ballots Not Used) was incorrectly transcribed to Line 1. Had Total 3 been properly transcribed to Line 1, it would have reconciled. Continuing to use the worksheet review process may also resolve transcription issues and improve reconciliation.

One worksheet had incorrect addition due to not properly accounting for unused ballot cards and provisional ballots. The accounting of unused ballots was done incorrectly on row H (Ballot Cards Not Used), with 50 more ballot cards listed as unused than expected, resulting in a higher than expected Total 3. Additionally, using provisional report data, we found that row F (Provisional Ballots Used) was off by one ballot, leading to an incorrect number for Total 2. Had the unused ballot cards and provisional ballots been properly accounted for, Line 1 would have reconciled. According to a county election official, hands-on training on how to complete and reconcile the worksheet is already provided. However, providing a specific hands-on training for poll clerks on how to properly account for unused ballot cards and provisional ballots may improve reconciliation. Additionally, the county checks returned election materials during its worksheet review process. Continuing to use these materials, such as provisional ballot envelopes, may improve reconciliation.

Reconciliation of Line 2

For Line 2, 88% (38/43) of the worksheets were reconciled. Figure 5 below provides a breakdown of the issues present on Line 2.

Figure 5: Reconciliation Status of Line 2



EPB = Electronic Pollbook

Note: Off by 1% due to rounding.

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

For the 5 worksheets that did not reconcile, we checked the worksheets against Scanner/DS200 data, provisional reports, and turnout report data—data logged by the host server that shows the count of voters who were issued voting credit—to determine the source of any issues. Below is a description of the issues that caused these worksheets not to reconcile.

# OF WORKSHEETS	MAIN ISSUE	ISSUE DESCRIPTION
1	Electronic Pollbook Connectivity Issues & Voters Left Without Casting Ballots	This worksheet did not reconcile due to EPB connectivity issues and voters leaving without casting their ballots. On the worksheet, Line 2 was not completed. If corrected and completed with the turnout report data, there would have been more two voters checked in than ballots voted. 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. Additionally, the likely cause of there being two more voters checked in than ballots voted was voters leaving the polling location once checked in without casting their ballots. When a checked-in voter receives a ballot but does not cast it, there are three scenarios that may occur: a voter may return the ballot to a poll manager, abandon the ballot during the voting process, or leave the precinct with the ballot. Per the 2022 General Election poll manager handbook, when a voter: • Returns his ballot, the poll manager needs to spoil the ballot and cancel the voter's participation in the EPB; this would not cause a reconciliation imbalance. • Abandons his ballot during the voting process and does not inform the poll managers, they must assume the voter intended to cast the ballot. Two poll managers must place the ballot in the Scanner/DS200. This would not cause a reconciliation imbalance. • Leaves with his ballot, the poll manager who is the exit monitor—the poll manager who instructs voters on how to scan their ballots and provides "I Voted" stickers—needs to alert the voter. However, it can be difficult to always know if a checked-in voter has left with his ballot or stop a voter from taking his ballot; this could cause a reconciliation imbalance. Under this circumstance, noting such a situation in the notes section on the worksheet is the only option to t
2	Data Entry Issues	These worksheets did not reconcile due to data entry issues. Using provisional report data, we found that the number of provisional ballots entered in row F (Provisional Ballots Used) was overstated by two on one worksheet and understated by one on another. Additionally, on one worksheet the number of voters checked in was understated by three, per the turnout report. Had the correct data been entered into Line 2 on both

		worksheets, they would have reconciled. As mentioned above, the county has a worksheet review process that checks for imbalances against returned election materials and turnout report data. Continuing to use returned election materials, such as provisional ballot envelopes, in the review process will likely improve reconciliation.
1	Incorrect Addition & Transcription Issues, Corrected Reconciled	This worksheet did not reconcile due to a combination of incorrect addition and transcription issues. Had the math been done correctly on the line, it still would have not reconciled. This is because Total 4 was not correctly transcribed to Line 2, despite the worksheet having the correct numbers in its upper portion. Had Total 4 been transcribed correctly to Line 2 and the math done correctly, the line would have reconciled. As mentioned above, in November 2022, corrections were not made on the worksheets during the review process. Ensuring that the worksheet review process checks and makes corrections on issues such as addition and transcription may improve reconciliation.
1	Incorrect Addition, Corrected Reconciled	This worksheet did not reconcile due to incorrect addition. This issue was present in the addition of Total 4. Had the addition been done correctly for determining Total 4, Line 2 would have reconciled. As mentioned above, ensuring that the worksheet review process checks and makes corrections on issues such as incorrect addition may improve reconciliation.

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 Florence County Voter Registration and Elections Office should ensure it uses the current ballot reconciliation worksheet for each election.
- 2. The Florence County Voter Registration and Elections Office should ensure its worksheet review process checks and corrects for addition issues and against returned election materials—such as provisional ballot envelopes—and turnout data.
- 3. The Florence County Voter Registration and Elections Office should ensure its hands-on training for poll clerks that focuses on how to account for unused ballot cards and provisional ballots.

Appendix A: Objective, Scope, and Methodology

This report provides the results of our compliance audit of the Florence 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: Florence County Comments

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- 1. The Florence County Voter Registration and Elections Office correction action plan will ensure all areas of worksheets for each election are completed on election nights.
 - a) All ballots will be tabulated by our DS450 ballot counting machines.
 - b) DS450 will accurately count all ballots based on the numbers placed within the ballot wrap.
 - c) This advanced technology ensures precision, efficiency and reliability in every count.
- 2. A worksheet review process has been established for returning election materials such as provisional ballot envelopes and turnout data. They will be reviewed by Staff to ensure forms are completed.
 - A. A worksheet review process has been established to ensure accurate returns and verifications of election materials according to the Ballot Reconciliation Worksheet:
 - a) Orange bags Provisional compartment only.
 - b) Spoiled Ballots Envelope.
 - c) Recheck totals to ensure accurate additions are in the correct columns.
- 3. The Election Training Department designed a plan for each clerk to complete critical hands-on counting. Emphasis is placed upon unused ballot cards, provisional ballots and reconciliation forms. Accuracy is the goal for each election.
 - A. For transparency and ease of reconciling ballots at precincts, our department use the DS450 ballot counting machine to count ballots. Ballots are shrink-wrapped in groups of 25, 50, 75, 100, etc. The Clerk will recount all ballots by hand at County precinct to compare to the reconciliation number of ballots supplied on the Ballot

Reconciliation Form. Only one batch of ballot cards is opened at a time.

B. A select group of workers will review the reconciliation form to ensure its accuracy before submission.

If any additional information is needed, please call 843-665-3094.

Sincerely,

Julian Young, Director

Bertha Scott, Deputy Director

Butha Scott

Bertha Scott, Deputy Director Bortha Scott

Catherine Savage, Absentee/Reconciliation Catherine Savage