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AN IN-DEPTH REVIEW OF LAURENS 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 Laurens County's ballot reconciliation worksheets from the November 2022 General Election, 61% were completed, 39% were partially completed, 18% were reconciled, and 82% were not reconciled. Of the worksheets that were partially completed, this was partly due to the lack of a requirement from the State Election Commission (SEC) to fill every field, even if zero. For the worksheets that did not reconcile, this was due to incompletion, not counting and verifying blank ballot cards, not accounting for unused handmarked paper ballots, and not using the paper poll list or counting signatures from the paper poll list. Adequately completing and reconciling these worksheets for each polling location may give greater assurance that all valid ballots were included in the election results.

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 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.

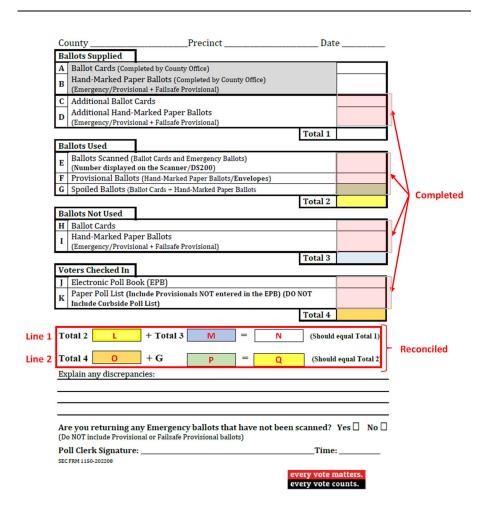
Sample and Results

We reviewed a random sample of ballot reconciliation worksheets from Laurens County for the November 2022 General Election to determine whether 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. The county's sample included 28 of 33 polling locations, and the results were calculated at a 99% confidence level with a margin of error of ± 10 percentage points. Therefore, these results can be generalized about all Laurens 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.

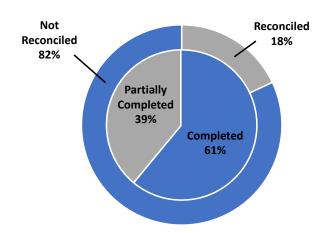
Figure 2: Worksheet Diagram for the Definition of Completed and Reconciled



Source: S.C. State Election Commission

The results are as follows: 61% (17/28) were completed, 39% (11/28) were partially completed, 18% (5/28) were reconciled, and 82% (23/28) were not reconciled. These numbers are illustrated in Figure 3 below.

Figure 3: Overall Completion and Reconciliation Status of the Worksheets



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

Completion of the Worksheets

For 8 of the 11 partially completed worksheets, 1 or more rows were missing a value, but other fields on the same worksheet contained zeros. If the user had filled in zeros in these rows, then 89% of the worksheets would have been completed. The State Election Commission's (SEC) instructions for the worksheet did not require a user to fill all rows. However, as a third-party reviewer, it was difficult to discern if an empty row was an oversight or intentional. Requiring a value for all rows 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.

For the other three partially completed worksheets, each was missing at least one non-zero value. County officials stated that, in 2022, staff met with each poll clerk on election night to check the worksheets. However, with three worksheets missing non-zero values, adding a step to its worksheet review process that ensures all fields on the worksheet are completed based on returned election materials and turnout data—data logged by the electronic pollbook (EPB) host server that shows the count of voters who were issued voting credit—can improve completion.

Reconciliation of Line 1

In regard to reconciliation, 57% (16/28) of the worksheets reconciled on Line 1, 36% (10/28) were not reconciled, and 7% (2/28) were not completed. This information is illustrated in Figure 4 below.

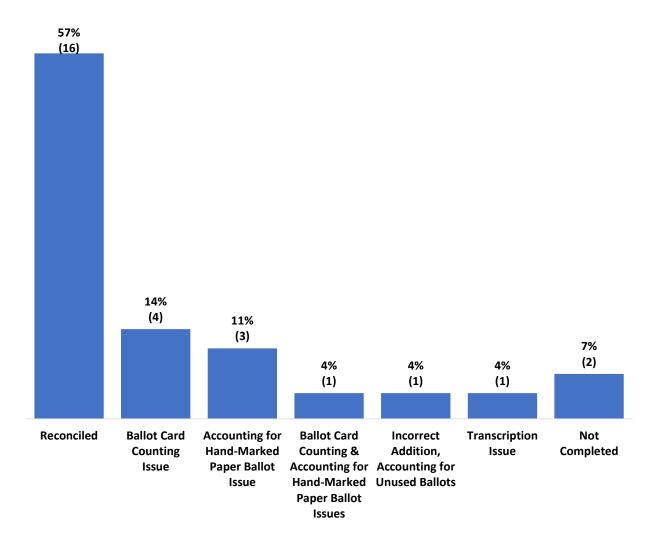


Figure 4: Reconciliation Status of Line 1

Note: Off by 1% due to rounding.

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

Four worksheets did not reconcile likely as a result of not counting individual ballot cards. It is important to note, the ballot card packaging process weighs rather than counts ballot cards and could, therefore, cause packages to 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. Due to the time lapse since the 2022 General Election, it is unclear if the county or poll clerks counted individual ballot cards. Since then, county staff stated that they count ballot cards using a Scanner/DS200 and poll clerks count packs of ballots as they are opened. Having county office staff consistently count

individual ballot cards supplied and then consistently training poll clerks to verify or correct the amount supplied, as stated on the worksheet, will likely ensure the number of ballots supplied is accurate.

For three worksheets that did not reconcile, the poll clerks did not account for unused hand-marked paper ballots. For example, on 1 of the worksheets, there were 60 hand-marked paper ballots supplied, none were used, but zero was also written for hand-marked paper ballots not used. If the poll clerk had written 60 for the number of unused hand-marked paper ballots, the line would have reconciled. A similar situation occurred on the other two worksheets. A county election official stated that its training at the time covered accounting for these ballots. Since then, the county conducts hands-on training using SEC training samples. Continuing this poll worker training practice can resolve this issue.

Two worksheets contained multiple issues. Specifically:

- One contained a ballot card counting issue and did not account for unused hand-marked paper ballots, as described above.
- One contained incorrect addition for Total 2 (Total Ballots Used) at the top of the worksheet. Furthermore, the user did not account for unused ballot cards nor hand-marked paper ballots. Again, poll worker training that continues to use practice samples can resolve incorrect addition and accounting for unused ballots.

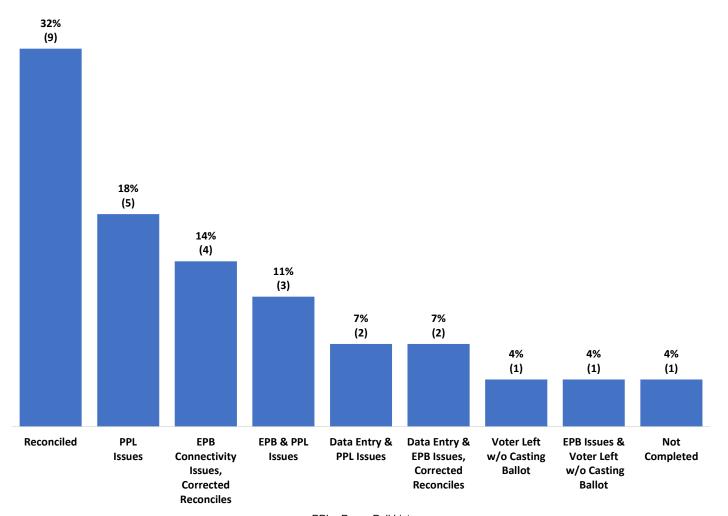
One worksheet contained a transcription issue, meaning totals from the top of the worksheet were not carried down to the corresponding field at the bottom on the worksheet. On this worksheet, the user did not carry down the value for Total 3 (Total Ballots Not Used) to the line. If this had been done, the worksheet would have reconciled. Ensuring its hands-on poll worker training addresses transcription can improve the reconciliation of these worksheets.

Lastly, two worksheets were not completed on the line. However, after transcribing the values from the top of the worksheet to the bottom, both contained ballot card counting issues and did not account for unused hand-marked paper ballots. For this election, a county election official did not recall that there were any worksheets that were not completed. Additionally, the official did not recall its exact processes related to reviewing the worksheets in 2022 but stated that the county has not changed its processes since. In 2022, the county met with each poll clerk as he returned to the county's office, checked the worksheets, and discussed any issues. However, with two worksheets that that were blank on Line 1, there appears to be a weakness in this process. Having county staff complete any incomplete or blank reconciliation lines during its worksheet review process, prior to certification, can improve the reconciliation of these worksheets.

Reconciliation of Line 2

For Line 2, 32% (9/28) reconciled, 64% (18/28) did not reconcile, and 4% (1/28) were not completed. Figure 5 below provides a breakdown of the reconciliation status of Line 2.

Figure 5: Reconciliation Status of Line 2



PPL= Paper Poll List EPB= Electronic Pollbook

Note: Off by 1% due to rounding.

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

The table below provides a description of the issues that caused the 19 worksheets to not reconcile or to not be completed on Line 2.

# OF WORKSHEETS	MAIN ISSUE	ISSUE DESCRIPTION
5	Paper Poll List Issue	These worksheets had more ballots voted than voters checked in due to either not using or counting signatures from the paper poll list. On 1 worksheet, for example, there were 344 voters checked in, 344 ballots scanned, and 3 provisional ballots voted. Since the number of ballots voted equals the number of voters checked in on the EPB (row J), it is likely that the three provisional voters either did not sign the paper poll list, or the count of signatures was not added to the worksheet. A similar situation occurred on four other worksheets. Ensuring its hands-on training teaches poll clerks to have voters not checked in on the EPB to sign the paper poll list and include the total count of signatures from the paper poll list to row K (Voters Checked In/Paper Poll List) can rectify this issue.
4	Electronic Pollbook Connectivity Issue, Corrected Reconciles	These worksheets contained EPB connectivity issues. For example, on 1 worksheet the clerk wrote down 326 voters were checked in on the EPB. Using turnout data, the total voters checked in was overstated by two by the clerk on the worksheet. After updating the worksheet with corrected data, the worksheet reconciled. A similar situation occurred on three other 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 that the impact of these connectivity issues was known at the time of this election. Ensuring the county's worksheet review process checks the worksheets against turnout report can help prevent reconciliation imbalances.
3	Electronic Pollbook Connectivity & Paper Poll List Issues	These worksheets had more ballots voted than voters checked in due to not using or counting signatures from the paper poll list. These worksheets also contained EPB connectivity issues. On one worksheet, the voters checked in was overstated by three voters according to turnout data. After updating the worksheet with the corrected data, there were six more ballots voted than voters checked in. It is likely that six voters either did not sign the paper poll list, or the count of signatures was not added to the worksheet. A similar situation occurred on two other worksheets. As stated above, poll clerk training that covers when and how to use the paper poll list and then how to apply it to the worksheet as well as checking the worksheets against the turnout data can correct these issues.
2	Data Entry & Electronic Pollbook Connectivity Issues, Corrected Reconciles	These worksheets contained data entry errors and EPB connectivity issues that caused the imbalances on the line. For example, on 1 worksheet, the poll clerk wrote down that 289 ballots were scanned (row E) and 289 voters were checked in on the EPB (row K) when, in fact, 287 ballots were scanned and 287 were voters checked in per the results from the voting equipment and turnout data, respectively. Additionally, the poll clerks transcribed two for spoiled ballots used to Line 2, when zero was noted at the top of the worksheet for spoiled ballots used. If the correct values had been used and transcribed, the line would have

		reconciled. A similar situation, excluding the transcription error, occurred on a second worksheet. Again, poll clerk training that covers when and how to use the paper poll list and then how to apply it to the worksheet as well as checking the worksheets against the turnout data can correct these issues.
2	Data Entry & Paper Poll List Issues	These worksheets contained data entry and paper poll list issues. On one worksheet, the poll clerk understated the voters checked in on the EPB by one. After correcting with turnout data, there was one more ballot voted than voters checked in. It is likely that one voter either did not sign the paper poll list, or the count of signatures was not added to the worksheet. A similar situation occurred on a second worksheet. Again, poll clerk training that covers when and how to use the paper poll list and then how to apply it to the worksheet as well as checking the worksheets against the turnout data can correct these issues.
1	Voter Left Without Casting Ballot	This worksheet had one more voter checked in than ballots voted. This is likely due a voter checking in but not casting his ballot. 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. 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 would cause a reconciliation imbalance. Under this circumstance, noting such a situation in the notes section on the worksheet is the only option to the poll clerk.
1	Electronic Pollbook Connectivity Issue & Voter Left Without Casting Ballot	This worksheet was off due to an EPB connectivity issue as well as voters leaving without casting their ballots, as described above.
1	Not Completed	This worksheet did not reconcile because the line was not completed. The worksheet did not contain enough information to determine if the line would have reconciled if the values above were transcribed to the bottom of the worksheet. As with Line 1 reconciliation, having county staff complete incomplete or blank reconciliation lines on its worksheets can improve the reconciliation of these worksheets.

Adequately completing and reconciling these worksheets for each polling location may give greater assurance that all valid ballots were included in the election results.

Recommendations

- 1. The Laurens County Voter Registration and Elections Office should ensure it consistently counts individual ballot cards prior to supplying them to the polling locations.
- 2. The Laurens County Voter Registration and Elections Office should, during its worksheet review process:
 - Complete blank rows or worksheets based on returned election materials.
 - Compare the worksheet to the host server turnout data and make corrective edits to the worksheets, as needed.
- 3. The Laurens County Voter Registration and Elections Office should enhance its poll clerk ballot reconciliation worksheet training to feature:
 - Consistently counting individual ballot cards supplied to verify or correct the number stated on the ballot reconciliation worksheet is accurate.
 - Accounting for unused ballot cards and hand-marked paper ballots.
 - Adding totals at the top of the worksheet.
 - Color coding of the worksheet for transcription purposes.
 - Proper use of the paper poll list.

Appendix A: Objective, Scope, and Methodology

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

No comments.