SOUTH CAROLINA
ELECTION COMMISSION

January 2026

AN IN-DEPTH REVIEW OF GREENVILLE 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 Greenville County's ballot reconciliation worksheets from the November 2022 General Election, 78% were completed, 22% were partially completed, 6% were reconciled, and 94% were not reconciled. On most of the worksheets that were partially completed, this was due to the lack of a requirement from the State Election Commission (SEC) to fill every field, even if zero. The others were due to portions of the worksheet that were left blank and could not be explained by implying zero.

For the 94% of the county's worksheets that were not reconciled, this was due to the ballot packaging process; inaccurately accounting for checked in voters and various ballot types; and addition, data entry, transcription, and technical issues. Imbalances may be corrected by:

- Counting blank ballot cards and completing rows A and B in the office.
- Training that emphasizes the accounting of hand-marked paper ballots, used and unused ballots, and how to address voters who leave without casting a ballot.
- Reviewing and adjusting the worksheets, where necessary, against returned election materials, including results from the voting equipment and the turnout report data—data logged by the electronic pollbook host server that shows the count of voters who were issued voting credit.

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

County _____ Precinct _____ Date _____

Ballots Supplied

A	Ballot Cards (Completed by County Office)	
B	Hand-Marked Paper Ballots (Completed by County Office) (Emergency/Provisional + Failsafe Provisional)	
C	Additional Ballot Cards	
D	Additional Hand-Marked Paper Ballots (Emergency/Provisional + Failsafe Provisional)	
		Total 1

Ballots Used

E	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

H	Ballot Cards	
I	Hand-Marked Paper Ballots (Emergency/Provisional + Failsafe Provisional)	
		Total 3

Voters Checked In

J	Electronic Poll Book (EPB)	
K	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 FRN 150-02208

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
B	Ballots Supplied	Hand-Marked Paper Ballots
C		Additional Ballot Cards
D		Additional Hand-Marked Paper Ballots
E		Ballots Scanned
F	Ballots Used	Provisional Ballots
G		Spoiled Ballots
H	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.

$$\text{Line 1:} \quad \underset{\text{(Ballots Used)}}{\text{Total 2}} \quad + \quad \underset{\text{(Ballots Not Used)}}{\text{Total 3}} \quad = \quad \underset{\text{(Ballots Supplied)}}{\text{Total 1}}$$

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

Line 2: $\dfrac{\text{Total 4}}{\text{(Voters Checked In)}} + \dfrac{\text{G}}{\text{(Spoiled Ballots)}} = \dfrac{\text{Total 2}}{\text{(Ballots Used)}}$

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 to determine whether they were adequately completed and reconciled. For this election, the county completed its worksheets by polling location, and all worksheets were available for review (see Appendix A). 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 145 polling locations. The random sample included 78 of these polling locations, and the results were calculated at a 99% confidence level and with a margin of error of ±10 percentage points. Therefore, these results can be generalized about all of Greenville County's 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

For the county, 78% (61/78) completed, and 22% (17/78) partially completed. Regarding reconciliation, 6% (5/78) were reconciled, and 94% (73/78) were not reconciled. Figure 3 below provides a breakdown of completed and reconciled worksheets for the county.

Figure 3: Overall Completion and Reconciliation Status of the Worksheets
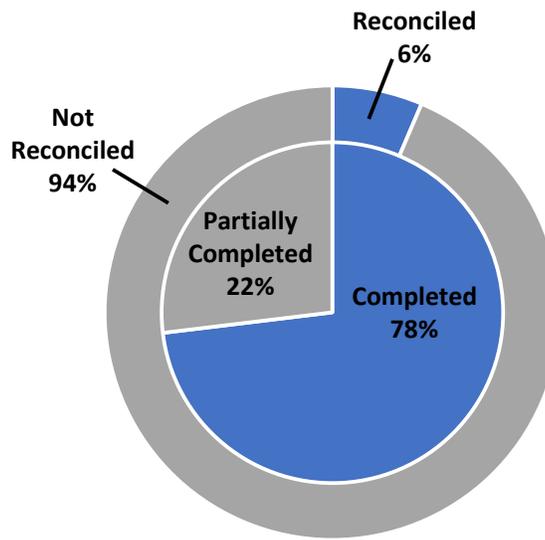
Source: Analysis of Greenville County's Ballot Reconciliation Worksheets, 2022 General Election

Completion of the Worksheets

For 9 of the 17 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 these worksheets would have been completed. The State Election Commission's (SEC) 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.

The other eight partially completed worksheets were missing more than zero values or blanks meant to represent zero. According to a county election official, the county had a "limited process" to inspect worksheets for completion and accuracy during the 2022 General Election. Implementing a full-scale review process that checks that all rows contain values can improve the county's completion rate.

Reconciliation of Line 1

For Line 1, 17% (13/78) of the worksheets reconciled, and 83% (65/78) did not reconcile. These numbers are broken down in Figure 4 below.

Figure 4: Reconciliation Status of Line 1
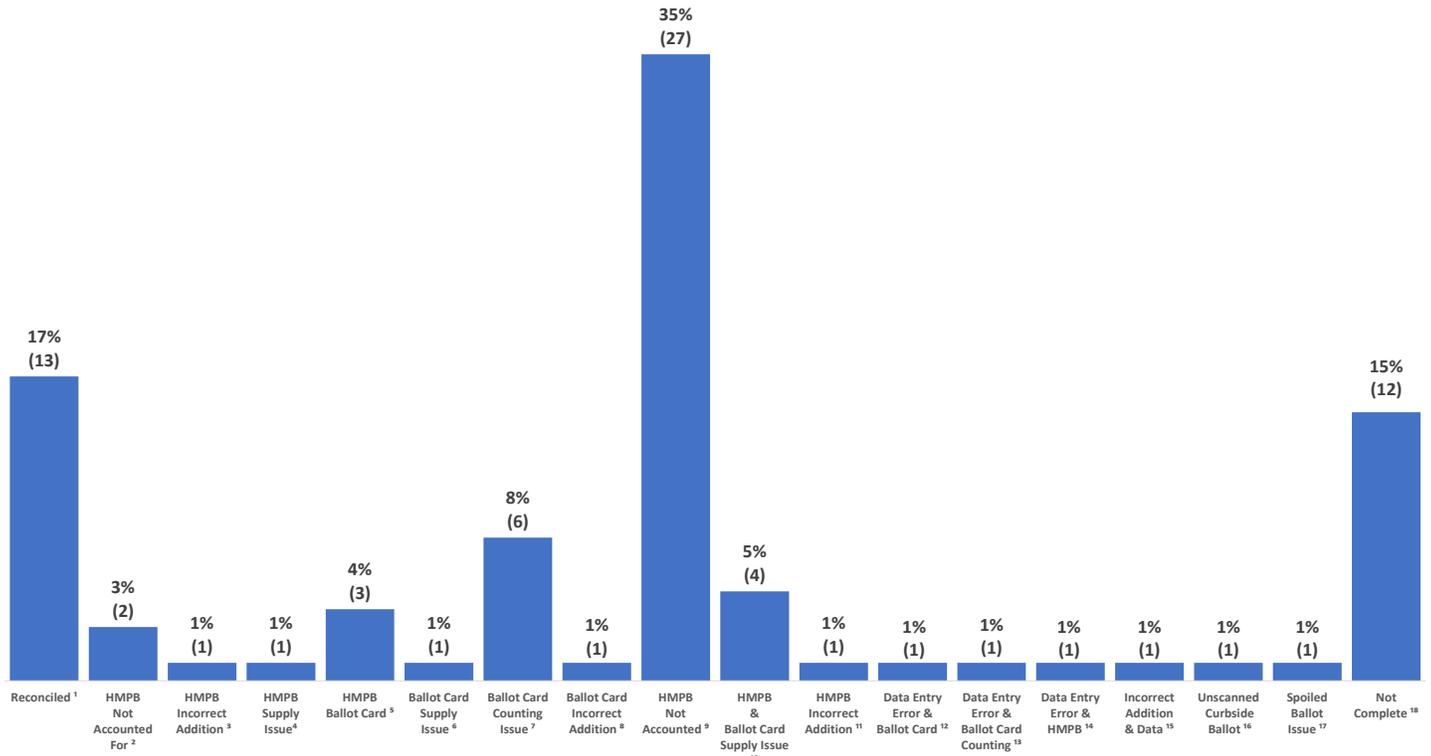
Note: Off by 2% due to rounding.

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

LEGEND

1.	Reconciled	10.	Hand-Marked Paper Ballots Not Accounted For & Ballot Card Supply Issue
2.	Hand-Marked Paper Ballots Not Accounted For	11.	Hand-Marked Paper Ballots Not Accounted For, Incorrect Addition, Ballot Card Counting Issues, & Another Unknown Issue
3.	Hand-Marked Paper Ballots Not Accounted For & Incorrect Addition	12.	Data Entry & Ballot Card Counting Issue
4.	Hand-Marked Paper Ballot Supply Issue	13.	Data Entry Error, Ballot Card Counting Issue, & Hand-Marked Paper Ballot Supply Issue
5.	Hand-Marked Paper Ballot Supply Issue & Ballot Card Counting Issue	14.	Data Entry Error, Hand-Marked Paper Ballots Not Accounted For, & Ballot Card Counting Issue
6.	Ballot Card Supply Issue	15.	Incorrect Addition, Data Entry, Ballot Card Supply Issue, & Hand-Marked Paper Ballot Supply Issue
7.	Ballot Card Counting Issue	16.	Unscanned Curbside Ballot, Corrected Reconciles
8.	Ballot Card Counting Issue & Incorrect Addition	17.	Spoiled Ballot Issue
9.	Hand-Marked Paper Ballots Not Accounted For & Ballot Card Counting Issue	18.	Not Completed

The table below describes the main issues that caused the 65 worksheets to not reconcile on Line 1.

# OF WORKSHEETS	MAIN ISSUE	ISSUE DESCRIPTION
2	Hand-Marked Paper Ballots Not Accounted For	On these worksheets, the unused hand-marked paper ballots (row I) were not accounted for. Specifically, 90 hand-marked paper ballots were supplied (row B), at least 9 were used (row F), but row I was blank for unused. The other worksheet had a similar issue. If these unused hand-marked paper ballots had been properly recorded in row I, the line would have reconciled. As stated above, the county had a limited process to inspect worksheets for completion and accuracy during the 2022 General Election. Expanding this review process to review returned election materials, including hand-marked paper ballots, may resolve this issue.
1	Hand-Marked Paper Ballots Not Accounted For & Incorrect Addition	The clerk did not properly account for all used and unused hand-marked paper ballots on this worksheet, as explained above, and had incorrect addition on the line. Resolving both of these issues would have resulted in the line reconciling. Ensuring that worksheets are checked for correct addition during the county's review process may resolve this issue.
1	Hand-Marked Paper Ballot Supply Issue	The clerk accounted for more used and unused hand-marked paper ballots than were supplied to the polling location on the worksheet. Ensuring the correct total number of hand-marked paper ballots in office could help reduce miscounts in the number of these supplied ballots.
3	Hand-Marked Paper Ballot Supply Issue & Ballot Card Counting Issue	The clerk accounted for more used and unused hand-marked paper ballots than were supplied to the polling location on these worksheets. Additionally, the worksheets were off by a few ballots each likely because of ballot card counting issues. 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 ±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. It is important to note that the county office is equipped with a DS450—a high-speed tabulation device which counts ballots at a rate of 75 ballot cards per minute—which could be used to count individual ballot cards before sending them out to the polling locations. Counting individual ballot cards could help reduce miscounts in the number of ballots supplied.
1	Ballot Card Supply Issue	This worksheet had 39 more ballots cards accounted for than were supplied to the polling location, which exceeds the 2% margin of error that could be explained by the ballot packaging issues. Counting individual ballot cards could help reduce miscounts in the number of ballots supplied.

6	Ballot Card Counting Issue	These worksheets were off by a few ballots, within the 2% margin of error, likely because of ballot card counting issues, as explained above.
1	Ballot Card Counting Issue & Incorrect Addition	This worksheet had ballot card counting issues, as explained above, but also incorrect addition of Total 2. These two issues combined resulted in Line 1 not reconciling.
27	Hand-Marked Paper Ballots Not Accounted For & Ballot Card Counting Issue	The clerk did not properly account for all used and unused hand-marked paper ballots on these worksheets, as explained above. Accounting for them still resulted in marginal imbalances, so it is likely that these worksheets also had ballot card counting issues as outlined above.
4	Hand-Marked Paper Ballots Not Accounted For & Ballot Card Supply Issue	The clerk did not properly account for all used and unused hand-marked paper ballots on these worksheets, as explained above. Also, the worksheets accounted for more used and unused ballot cards than supplied. For example, on one worksheet, there were 697 ballot cards scanned (row E) and 708 ballot cards not used (row H), totaling 1405 ballots. Since there were 1300 ballot cards supplied (row A), this total is 105 greater than ballot cards supplied. The imbalances exceed the 2% margin of error that could be explained by the ballot packaging errors above.
1	Hand-Marked Paper Ballots Not Accounted For, Incorrect Addition, Ballot Card Counting Issue, & Another Unknown Issue	This worksheet had different issues which contributed to the line not reconciling. The clerk did not properly account for used and unused hand-marked paper ballots and the line was incorrectly added. Furthermore, there were more ballot cards used or not used than supplied, suggesting ballot card counting issues as described above. There was an unknown issue that comes from a number six written over the "=" in Line 1. The line would reconcile if this number was factored into the equation, but it is unclear what it represents. Ensuring that the county's worksheet review process checks for addition and returned election materials, such as hand-marked paper ballots, could prevent unaccounted-for numbers being used in the reconciliation equations.

1	Data Entry Error & Ballot Card Counting Issue	This worksheet had the incorrect value in row E (Ballots Scanned), according to results from the voting equipment. Because this number is displayed on the Scanner/DS200, it is likely that this was a data entry error. This worksheet also likely had ballot card counting issues, which contributed to the line not reconciling. Checking the worksheets against results from the voting equipment and counting ballot cards may help to reduce errors in the data recorded on the worksheet.
1	Data Entry Error, Ballot Card Counting Issue & Hand-Marked Paper Ballot Supply Issue	This worksheet had the incorrect value in row E (Ballots Scanned), according to results from the voting equipment; this is explained above. Additionally, there were more used and unused ballot cards accounted for than supplied, likely from ballot packaging as the imbalance falls under the 2% threshold. Also, there were more used and unused hand-marked paper ballots accounted for than supplied. All three issues contributed to this worksheet not reconciling on Line 1. Checking the worksheets against results from the voting equipment, counting ballot cards, and ensuring that the county's worksheet review process checks for returned election materials, such as hand-marked paper ballots, may help to reduce errors in the data recorded on the worksheet.
1	Data Entry Error, Hand-Marked Paper Ballots Not Accounted For, & Ballot Card Counting Issue	This worksheet had the incorrect value in row E (Ballots Scanned), according to results from the voting equipment; this is explained above. Here, fewer used and unused hand-marked paper ballots accounted for than were supplied, and ballot card counting issues. Checking the worksheets against results from the voting equipment, counting ballot cards, and ensuring the correct total number of hand-marked paper ballots in office may help to reduce errors in the data recorded on the worksheet.
1	Incorrect Addition, Data Entry, Ballot Card Supply Issue, & Hand-Marked Paper Ballot Supply Issue	The clerk did not add Total 2 (total ballots used) correctly. The worksheet also contained a data entry error in row E (Ballots Scanned), according to results from the voting equipment; this is explained above. Even if the addition had been done correctly and the data entry error had not occurred, the line still would not have reconciled. Still, there were more used and unused ballot cards and hand-marked paper ballots accounted for than supplied, which, when combined, matched the overall imbalance between the correct Line 1 and Total 1. It is likely that the polling location was supplied with more ballots than were recorded.

|		
1	Unscanned Curbside Ballot, Corrected Reconciles	The clerk noted that a curbside ballot would not scan into the DS200. The box to indicate that the clerk was returning an unscanned emergency ballot was checked "yes," so it is likely that it is referring to this unscanned ballot. The line would reconcile in that case.
1	Spoiled Ballot Issue	The clerk incorrectly accounted for used spoiled ballots (row G). Specifically, there were 1412 spoiled ballots, 5 provisional ballots (row F), and 1409 ballot cards scanned (row E), which equals 2826. However, there were only 2530 total ballots supplied (total 1). It is not possible to use more ballots than were supplied. It is likely that the number of spoiled ballots recorded is not reflective of the actual number of spoiled ballots. Ensuring that spoiled ballots are properly accounted for during the county's review process may resolve this issue.
12	Not Completed	These worksheets were not completed on Line 1. On one worksheet, one or more values in the upper portion of the worksheet were left blank and could not be used to determine Line 1's reconciliation. In the other 11 worksheets, no values were written in Lines 1. For 6 of these 11 worksheets, it was not possible to analyze reconciliation for these worksheets due to missing values in the upper portion as well. The other five still would not have reconciled if the figures given were transcribed. Ensuring that the county checks for completion in its review process could lessen completion issues.

Reconciliation of Line 2

For Line 2, 22% (17/78) of the worksheets reconciled, and 78% (61/78) did not reconcile. These numbers are broken down in Figure 5 below.

Figure 5: Reconciliation Status of Line 2

	LEGEND		
1.	Reconciled	9..	Data Entry Errors, Electronic Pollbook Connectivity Issues, & Underused Paper Poll List
2.	Use of Paper Poll List	10.	Electronic Pollbook Connectivity Issues & Voter Left Without Casting Ballot
3.	Electronic Pollbook Connectivity Issues	11.	Electronic Pollbook Connectivity Issues, Transcription Issue, & Voter Left Without Casting Ballot
4.	Underused Paper Poll List	12.	Data Entry Error & Underused Paper Poll List
5.	Underused Paper Poll List & Incorrect Addition	13.	Data Entry Error, Corrected Reconciles
6.	Electronic Pollbook Connectivity Issues & Underused Paper Poll List	14.	Data Entry Error & Voter Left Without Casting Ballot
7.	Electronic Pollbook Connectivity Issues & Incorrect Addition	15.	Voter Left Without Casting Ballot
8.	Incorrect Addition, Electronic Pollbook Connectivity Issues, & Underused Paper Poll List	16.	Not Completed
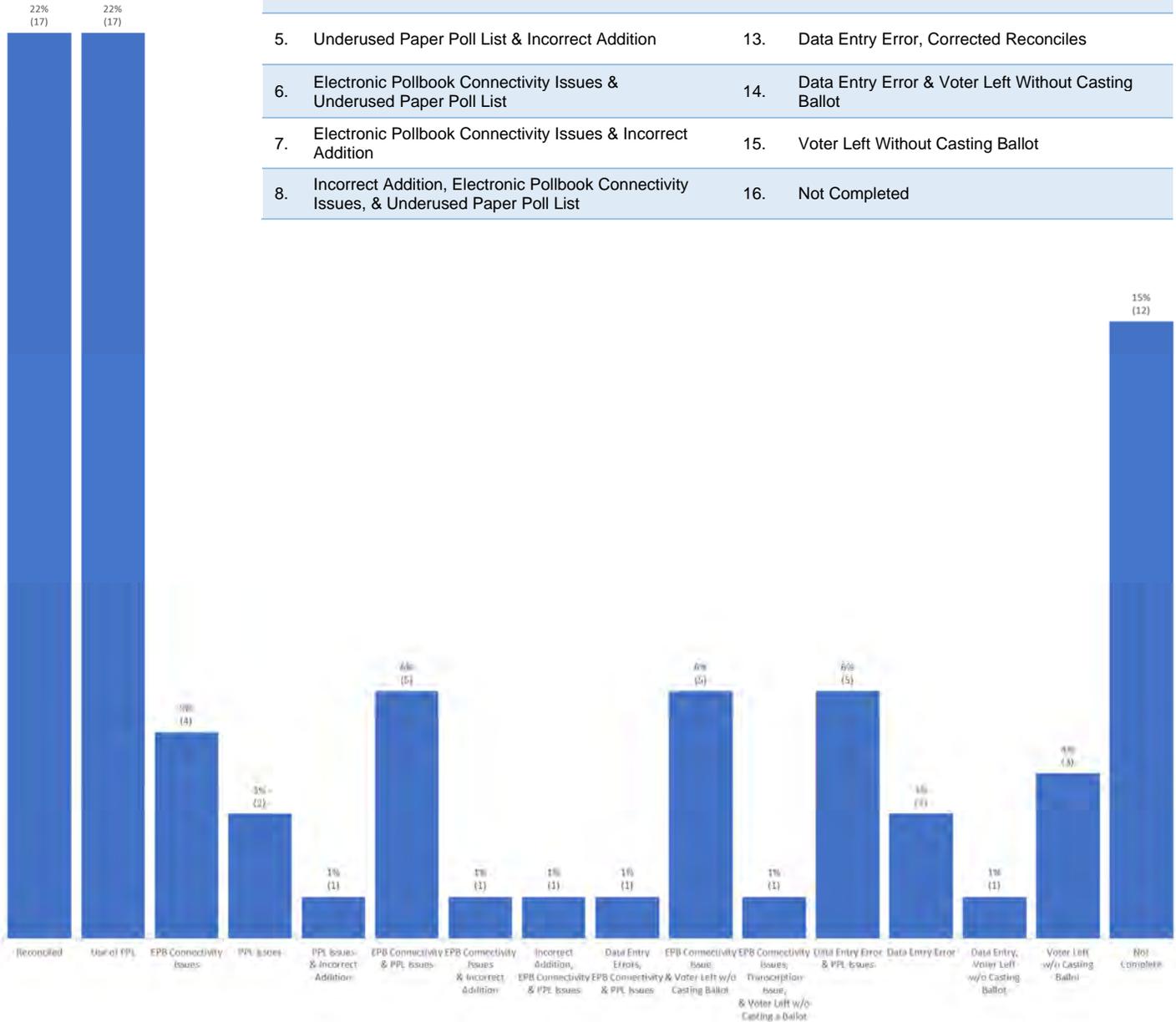
Note: Off by 2% due to rounding.

Source: Analysis of Greenville County's Ballot Reconciliation Worksheets.
2022 General Election

The table below describes the main issues that caused the 61 worksheets to not reconcile on Line 2.

# OF WORKSHEETS	MAIN ISSUE	ISSUE DESCRIPTION
17	Use of Paper Poll List	These worksheets had a paper poll list figure in row K (Voters Checked In/Paper Poll List) that was close to the number of voters checked in on the electronic pollbook (EPB) (row J), as indicated in the worksheets and/or turnout report data—data logged by the EPB host server that shows the count of voters who were issued voting credit. While it is possible that a high number of voters needed to be checked in on the paper poll list, this caused the line to be off by wide margins in many cases. In some cases, there are likely other problems contributing to the line not reconciling, but the large paper poll list figures make it difficult to determine the exact issues. For example, on one worksheet, there were 712 voters checked in on the EPB (row J) and 707 stated as checked in on the paper poll list (row K). The total number of voters checked in on the worksheet (Total 4) was listed as 1419. But the number transcribed to Total 4 on the line was 712, which is the value of row J. Even with this value, the line still did not reconcile. On another worksheet, in addition to the overuse of the paper poll list, there appeared to be a spoiled ballot issue in row G, as described above. According to county election officials, in 2022, the paper poll list was used because it allowed for signatures to be verified for the "state mandated [*sic*] 'check of the signature'" when voters did not properly sign on the EPB (e.g., due to scribbling), and so county election officials have a physical copy of voter signatures to compare against the number of ballots cast. S.C. Code §7-13-710(B) states that the voter must sign the poll list before receiving a ballot. It may also make references to a physical document stating, "The managers shall keep a poll list which must contain one column headed 'Names of Voters.'" In September 2020, a contract for EPBs was awarded and the voter check-in process was revamped to use the EPB for most voters checked in while a paper poll list was only used for voters who had to be checked in manually. This change was reflected on worksheets from October 2020 onwards, and EPBs were used as the exclusive check-in system in 2022. Furthermore, the September 2022 version of the poll managers handbook, provided by the SEC, reiterates checking in voters on the EPB unless they need to be checked in manually. Since the law does not appear to address signatures in electronic form, it is unclear if a voter's signature on the EPB is adequate to address the requirements of the law or if the voter's signature must be signed in paper form on the paper poll list. An Attorney General's opinion may provide clarification on this matter.
4	Electronic Pollbook Connectivity Issues	These worksheets had more voters checked in than ballots voted. Turnout report data—data logged by the EPB host server that shows the count of voters who were issued voting credit—showed that the total number of voters checked in was overstated by the poll clerks on each of these worksheets. This was likely due to EPB connectivity issues. 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 in at the polling location. However, the accurate log of checked-in voters is recorded in the turnout data. It is uncertain if the impact of these connectivity issues was known at the time of

		this election. Ensuring that it checks the worksheets against turnout data would resolve issues in accounting for voters checked in.
2	Underused Paper Poll List	For these worksheets, it is likely that provisional voters were checked in on the voter registration list and either did not sign the paper poll list or the paper poll list signatures were not counted on the worksheet. When checking in voters manually, poll clerks must sign a voter in on a paper voter registration list before having him sign the paper poll list, which are separate documents. According to a county election official, the county had a limited process to inspect worksheets for completion and accuracy during the 2022 General Election. Expanding this review process to review returned election materials, including the paper poll list, may resolve this issue.
1	Underused Paper Poll List & Incorrect Addition	This worksheet had the same paper poll list issues mentioned above, as well as incorrect addition on the line. The county's checking for correct addition in its worksheet review process would reduce addition issues.
5	Electronic Pollbook Connectivity Issues & Underused Paper Poll List	These worksheets likely had both EPB connectivity issues, and paper poll list issues, as explained above.
1	Electronic Pollbook Connectivity Issues & Incorrect Addition	This worksheet likely had EPB connectivity issues, as explained above, and incorrect addition of Total 4.
1	Incorrect Addition, Electronic Pollbook Connectivity Issues, & Underused Paper Poll List	This worksheet likely had EPB connectivity issues, as explained above, as well as a paper poll list issue. There was also incorrect addition on the line.

1	Data Entry Errors, Electronic Pollbook Connectivity Issues, & Underused Paper Poll List	This worksheet likely had EPB connectivity issues, paper poll list issues, and a data entry error of ballots scanned (row E). EPB connectivity and data entry errors in row E were determined using turnout data and results from the voting equipment. Ensuring that the county's review process involves checking the worksheets against results from the voting equipment would reduce data entry issues for ballots scanned (row E).
5	Electronic Pollbook Connectivity Issues & Voter Left Without Casting Ballot	For these worksheets, turnout data showed that the number of voters checked in was overstated by the poll clerks. As described above, this was likely due to EPB connectivity issues. These worksheets also did not reconcile due to voters likely not casting their ballots. This caused the worksheets to include at least one more voter checked in than ballots voted. 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 Issues, Transcription Issue, & Voter Left Without Casting a Ballot	This worksheet had EPB connectivity issues, determined from turnout data, and a voter leaving without casting a ballot, as outlined above. There was also a transcription issue of spoiled ballots (row G) to the line. Ensuring that its review process involves checking the worksheets for transcription would likely solve this issue.

5	Data Entry Error & Underused Paper Poll List	These worksheets understated the number of voters checked in on the EPB (row J). When corrected with turnout data, it was found that there were still fewer voters checked in than ballots cast. It is likely that provisional voters were checked in on the paper poll list and either did not sign the list or the paper poll list signatures were not counted on the worksheet.
2	Data Entry Error, Corrected Reconciles	These worksheets had data entry errors in row J, as described above. When corrected with turnout data, the line reconciles on both worksheets.
1	Data Entry Error & Voter Left Without Casting a Ballot	This worksheet had data entry errors in row J, as described above. After correcting with the turnout data, there were then two more voters checked in than ballots cast. It is likely that voters left without casting their ballots, as explained above.
3	Voter Left Without Casting Ballot	These worksheets had more voters checked in than ballots voted. This is likely due to voters who did not cast their ballots, as described above. Ensuring the county trains its poll workers to follow the instructions for a when a voter leaves without casting his ballot.
12	Not Completed	These worksheets were not completed on the line. On one worksheet, the number of ballots scanned (row E) was left blank. However, after updating with results from the voting equipment, the line reconciles. In the other 11 worksheets, no values were written on the line. For 5 of these 11 worksheets, it was not possible to analyze reconciliation for these worksheets due to missing values in the upper portion as well. The other six still would not have reconciled even if the numbers provided had been transcribed onto the line. Ensuring that the county checks for completion in its review process could lessen completion issues.

Recommendations

1. The Greenville County Voter Registration and Elections Office should, during its worksheet review process, check and correct, where necessary and prior to certification, the worksheets:

   - For completion.
   - Against returned election materials, including hand-marked paper ballots, results from the voting equipment, spoiled ballots, and the paper poll list.
   - For correct addition.
   - Against the host server turnout report data for voters checked in.
   - For correct transcription.

2. The Greenville County Voter Registration and Elections Office should count individual ballot cards and ensure the correct total number of hand-marked paper ballots in office before supplying them to the polling locations.

3. The S.C. State Election Commission should request an opinion from the South Carolina Attorney General to clarify whether a voter's signature on an electronic pollbook satisfies the statutory requirement under S.C. Code § 7-13-710(B) or if a physical signature on the paper poll list is still required.

4. The Greenville County Voter Registration and Elections Office should ensure its poll clerk training features how to address a scenario of a voter leaving without casting his ballot.

Appendix A: Objective, Scope, and Methodology

This report provides the results of our compliance audit of the Greenville 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.

Issue for Further Review

During our examination of the ballot reconciliation worksheets, we identified a potential legal compliance issue that requires further review. Specifically, in the November 2022 General Election, several counties consolidated multiple precincts into a single polling location.

Pursuant to S.C. Code §7-7-10, while counties are authorized to establish multiple polling places within a precinct, the statute does not grant authority to consolidate multiple precincts into a single polling location. Additionally, under S.C. Code §7-13-1150, ballot reconciliation worksheets must be completed at the precinct level.

Due to time constraints, we were unable to conduct a comprehensive analysis of this issue. However, it is briefly addressed here and is the reason our analysis was conducted by polling location rather than by individual precinct.

Appendix B: Greenville County Comments

No comments.