Technical Proposal

Catalog of Federal Domestic Assistance Number:
12.219

BAA number:
H98210-13-BAA-0001

Title of Proposal: Electronic Transmission of Ballot Portal

Identify of applicant
Travis County Texas – Office of the County Clerk

Contractor
Easy Access, Inc.

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Proposed term
September 1, 2013 – November 30, 2014
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Technical Approach and Justification

EXECUTIVE SUMMARY
Travis County is requesting funding for the implementation of enhancements to the ballot-by-mail software module used by the Travis County Clerk’s Election Division. Travis County is continuously working to meet the challenges of serving our military and overseas voters to ensure they have every opportunity to participate in the election process. Timely and convenient access to the ballot is imperative to protecting these individuals right to vote. Therefore, our goals are to rapidly and efficiently provide these individuals a ballot, offer a convenient method of voting so ballots can be quickly returned, and give voters a means to track when their ballot has been received back to the Clerk’s Office. The improvements we are requesting through this grant will further streamline the process and allow us to even more swiftly deliver ballots to these voters.

With this enhancement, we will be able to replace many of our manual procedures and instead, immediately and electronically send the UOCAVA voter an email with a link to an individualized web page. This page will contain a uniquely serialized ballot specific to the voter (in accordance with Texas Election Code Chapter 52) along with instructions and attachments for the return of the voted ballot. Private portals and digital signatures will ensure that his/her ballot is safely delivered and his/her anonymity protected. The voter will then be able to print and vote the ballot and return it by mail to the County.

In the Presidential Election of 2008, Travis County participated in a pilot project and provided 4,379 UOCAVA voters the opportunity to request a ballot by email. There were eight voters who participated in this program. This represented a .18% participation rate. By the 2012 Presidential Election, participation increased to 2,360, a participation rate of 75.6%. This dramatic increase shows the benefits of the email program and demonstrates why enhancements to this process are so important.

Easy Access Inc., a Texas Company, will develop these improvements and implement this new enhancement of the current ballot-by-mail module at an estimated cost of $19,950.
GOALS AND OBJECTIVES

The primary goal of this project is to provide the fastest most efficient delivery of electronically transmitted ballots to all UOCAVA voters. By extending functionality to an already-existing system in which UOCAVA voters are identified, their current information and eligibility verified, and the status of their ballots tracked, Travis County can provide the best service possible to this group of voters. This proposed enhancement will automatically electronically deliver a link to a PDF version of the voter’s ballot which the voter can print, manually mark, and return by mail.

The vendor responsible for the current system is Easy Access Inc. This company originated and maintains the Voter Registration system for the Travis County Tax Office. The Travis County Clerk’s ballot-by-mail application is a module of the Voter Registration system. Implementation of this enhancement will provide a long-term solution which will enable the County Clerk to prepare her Elections Division for growth of the UOCAVA program.

In 1995, the vendor Easy Access Inc., a Texas-based company, developed the Voter Registration database system for the Travis County Tax Assessor Collector. The Elections Division of the Travis County Clerk utilizes modules of this system for various voter verification, tracking, and identification processes. Easy Access Inc. continues to maintain the system and has created innovative customizations that have allowed the Elections Division to implement programs such as electronic poll books with real-time updates (1997), the use of barcoding for a wide spectrum of purposes (2001), and the formulation of ballot styles using geocoding to identify and import district information into our ballot programming utility (2002). Travis County began using these innovations long before these programs were introduced by other companies to the general market.

Current operations capture voter information, including an email address, and identify the voter as a standard or Federal Postcard Application (FPCA) by-mail voter. Enhancements would include the ability to identify and track:

- the number of FPCA's - the overall number of applications and a breakdown in each category by military, spouse or dependent, residing out of country and intending to return, out of country not intending to return, citizen granted military/overseas voting rights, emailed, emailed to voter in hostile territory, returned by email from hostile territory, faxed to voter in hostile territory, and returned by fax from hostile territory;
- the number of emailed FPCAs - the overall number of applicants and a breakdown in each category by military, spouse or dependent, residing out of country and intending to return, out of country not intending to return, citizen granted military/overseas voting rights.

Current operations dictate that an election worker creates an email for each UOCAVA voter using an email template. This template contains attachments with generic forms and information...
that are required by the State. The correct precinct and ballot style is identified by the system, and the election worker pulls a PDF image of that ballot and manually attaches it to the individual voter’s email. The email is sent to the voter, and the date and time is manually recorded into the system. Improvements to the system would include:

- the ability to create an election specific record for the FPCA voter and roll groups of voters to a batch (working in batches allows for greater efficiency in generating administrative records for logging, tracking, and filing);
- the ability to automatically generate and transmit an email to the voter, attaching all required forms, including forms for Statement of Residence (SOR) and ID required, and specific instructions for each;
- the ability to generate a link in the body of the email which connects the voter to a personalized web page portal containing the ballot with the correct precinct and ballot style and instructions for accessing, voting, and returning the marked ballot;
- the ability, in accordance with Texas Election Code, to include a unique serial number on the ballot as the voter prints it;
- the ability to auto-populate necessary forms with the voter information include the Voter ID and barcode (this will reduce processing time when receiving, logging, and tracking returned ballots); and
- the ability to verify that the content of all electronic transmissions are correct.

Current operations entail creating PDF images of serialized ballots, storing those ballot images in a file, removing a unique, serialized ballot (as identified in the system by precinct and ballot style) from a file, and attaching the image to an email. By utilizing an email with a digital signature and a link to an individualized web-based page:

- the voter can establish that the email comes from an authentic source;
- the voter receives a unique portal for the retrieval of their ballot;
- the ballot is given a unique serial number at the time of printing that cannot be traced or associated to the voter by the County;
- the voter may access, print, and vote their ballot at their convenience; and
- the system provides a portal for access to a ballot that may evolve over time as ballot formats, voting system vendors, or voting system technologies change.

Managing timelines is very crucial to releasing ballots by mail on time. From the time ballot content is certified to the time it is tested, locked down, and ready for distribution, only one and a half to two days remain for the printing, processing, and mailing of ballots to comply with the 45-day MOVE deadline.

From the Presidential Election of 2008 to the Presidential Election of 2012, the number of FPCA voters requesting email ballots by mail increased from 8 (.18% of FPCA requestors) to 2,360 (75.6%). In the Presidential of 2012, it took 52 staff hours to process the 2,360 email ballot
requests. In a process where time is of the essence and success depends upon the number of
computer stations available to fulfill these requests, the UOCAVA email program slowed our
processing down so much that it almost jeopardized our ability to process all by mail ballots on
time in accordance with the MOVE Act.

Automating the process of electronic transmission of the ballot link, not only provides a
significant administrative time savings, it allows for a more accurate and on-time delivery of the
ballot to the UOCAVA voter. In addition, utilizing digital signatures provides protection to the
voter from false emails from sources claiming to be Travis County.

Although improvements to the system can produce nominal savings of about $600 - $800 per
election, greater benefits arise from the ability to more quickly and efficiently distribute ballots
to all requestors in a timely manner. Additional cost savings can be realized by utilizing
enhancements to a reliable, enterprise system already in use rather than purchasing a limited-use
software application.

**SCHEDULE AND MILESTONES**

Travis County intends to follow county procedures for modification and Commissioners Court
approval of the current contract with Easy Access Inc. Once approval is obtained, the County
Clerk and her Elections Division expect:

From date of approval through September 30, 2013 – software development;

- October 1, 2013 - receipt of the software enhancement;
- October 1 through October 31, 2013 – software testing, mock election exercises,
  compilation of action items and corrections;
- November 1 through November 31, 2013 – continued testing and software corrections,
  procedures writing;
- December 1, 2013 – implementation;
- January 24, 2014 – 45-day-out MOVE Act deadline for March Primaries;
- March 4, 2014 – Primary Elections.
- May 2014 – Primary Runoff Elections.
- November 4, 2014 – November General Election.
MANAGEMENT APPROACH
Dana DeBeauvoir, the Travis County Clerk, and her Elections Division will manage the implementation of the project with Easy Access Inc. performing the programming enhancements. See Ms. DeBeauvoir’s resume and Easy Access’ biographical information.

Funds for the project will be used solely for the modification of the ballot by mail module.

Definition and formalization of strategic goals
Although Travis County has met all of the goals in delivering ballots by mail for federal elections in accordance with the MOVE Act, the accelerated interest in the program necessitates improvements in the current software application that enters and tracks applicants. The desired result is an enhancement that gives UOCAVA voters requesting email ballots (75.6% and rising during Presidential Election years) a reliable method to access and vote their ballots without delay.

As our voting technologies evolve, this enhancement, which will provide the voter with a safe portal for accessing their ballot, will support the changes in voting systems, ballot creation, ballot marking, and ballot return. This scalability will carry the County Clerk and her Elections Division forward as voting applications change and grow.

Because the current system already creates the information necessary for the voter to track the progress of their ballot through internet or telephone access, this enhancement will close the circle of efficiency and allow us to fully service the UOCAVA voter quickly and efficiently in the most cost effective manner.

Working in collaboration with a long-trusted vendor that has provided the Travis County Clerk and her Elections Division with innovative, sustainable solutions, keeps the office on the cutting edge of technology with a sharp focus on customer service and on time delivery. The County Clerk is also reaping cost benefits by adding functionality to an already existing software application rather than seeking out new software with limited use.

Analysis and measurement of current processes
Our current procedures for servicing FPCA email requestors utilizes a labor-intensive, manual process that occupies three of our five ballot by mail computers for a full two-day period if the ballot is certified, tested, locked down, and available for delivery on time. If there are any delays with making the ballot available for distribution, this process can involve the use of all resources as well as pulling resources from other areas of the Elections Division for the processing of paper ballots for on-time mail out.

Identification of processes and related elements
The workflow for processing a Travis County UOCAVA email requestor is as follows. The Travis County Election Division receives an FPCA voter application for an email ballot by mail. The applicant either has a record on file that is verified or a new applicant is entered
into the Easy Access ballot by mail system. All information including email address is proofed, the time and date of receipt of the application is logged, and a barcoded label is printed for the applicant’s yellow jacket (the in-house file containing the application, return ballot, and any hard copies of correspondence with the applicant). Once a batch of UOCAVA applicants is entered, an election worker runs and prints a report listing the applicant and their corresponding precinct and ballot style. An election worker pulls batches of serialized ballots from the ballot generation system and saves them to a PDF file. These ballots are moved to a CD and then transferred to a USB thumb drive to allow for removing unique serialized ballot to an individual’s email. An election worker pulls up each UOCAVA email applicant separately, creates a new email, and affixes their email address, the body of the email and attachments, and instructions for using the attached materials. The worker then uses the printed report to identify the precinct and ballot style and manually moves the correct, serialized ballot from the USB thumb drive to the email. The email is sent to the voter. The voter prints and marks the ballot, prints and assembles the envelopes, and mails the ballot back to the County. Once the ballot is received by the Elections Division it is manually checked into the system which documents the time and date of receipt. The unopened ballot is placed into the yellow jacket along with the application and filed until it is opened during Early Voting Ballot Board. Once the Ballot Board convenes, board members verify signatures on the return envelope against the application signature. Once the signature is verified, the ballot, which is in a privacy envelope, is removed from the signed return envelope and is placed in a ballot box. Board members then remove the ballots from the box, open them, and prepare them for ballot remake. Members log and file the original remade ballots. Remade ballots are counted.

Identification of potential risks and mitigating strategies
Potential receipt of fraudulent emails claiming to be from Travis County is mitigated by the use of a Travis County digital signature.

Formalization of performance indicators
The compilation of reports tracks the following UOCAVA metrics: total number of voters, the total number of email requestors, the name of each requestor and the precinct and ballot style sent, the total number of sent ballots tracked by precinct and ballot style, the total number of ballots returned, and the total number of ballots returned by precinct and ballot style. Enhancements to the system will allow us to track each of these metrics by the categories listed in Goals and Objectives.

Justification for the modifications to existing processes
The current UOCAVA process for email requestors is an extremely time-consuming, labor-intensive process that does not use ballot by mail resources in a very effective manner. By fully automating the process, adding barcode technology to return envelopes, and creating more detail categories to voting tracking, ballot by email procedures can be turned into a model of efficiency and accuracy. These additions will provide the UOCAVA voter with an
opportunity to receive their ballot swiftly and vote in a manner that fully protects their anonymity.

**Projections of the effectiveness of modifications**
To decrease the staff hours required to process the UOCAVA email applicants, to reduce handling errors, and to produce a ballot which is not traceable back to applicant.

**Measurements of performance**
Measurements of performance will include the number of UOCAVA requestors versus the number of requests for email ballots, the number of ballots downloaded, the number of ballots returned, and the number of hours to enter and send email ballots.
Current and Pending Project Proposal Submissions

No other funding has been requested in conjunction with this software enhancement. However, Travis County has applied for additional funding under CFDA 12.219, BAA number H98210-13-BAA-0001. Proposal title: Online Blank Ballot Delivery within STAR-VOTE. The STAR-VOTE system will be utilizing this proposal: Electronic Transmission of Ballot Portal for UOCAVA email ballot delivery.

Title: Online Blank Ballot Delivery within STAR-VOTE
Source: CFDA 12.219 BAA # H98210-13-BAA-0001
Amount of Funding Requested: $4,183,575
Percentage effort devoted to each project: 100% - not overlapping
Identify of Prime Applicant: Travis County
List of Contractors: Unknown at this time
Technical Contact: Bryce Eakin, Technical Lead
30-61 43rd St, Astoria, NY 11103
Phone: 713-703-8242
Email: Bryce.Eakin@outlook.com

Portion of Time: None, there is no overlap of personnel.
Award Period: May 9, 2013 through June 24, 2013

Amount requested $4,183,575. There are no indirect costs allocated to the project. The number of person-months is 1.49 years.

Projects Related: These two grant requests are related only to the degree that the STAR-Vote will use this software enhancement to deliver ballots by email.
**Representation**
The Applicant represents that is not a corporation that has any unpaid Federal tax liability that has been assessed, for which all judicial and administrative remedies have been exhausted or have lapsed, and that is not being paid in a timely manner pursuant to an agreement with the authority responsible for collecting the tax liability.

The Applicant represents that it is not a corporation that was convicted of a criminal violation under any Federal law within the preceding 24 months.
Appendix

Principal Information
Travis County Clerk Dana DeBeauvoir
(Dana’s last name is pronounced day-buv-wah)
E-mail Address: dana.debeauvoir@co.travis.tx.us

Biography
County Clerk Dana DeBeauvoir has always been inspired by public service. Her interest led her to obtain a Master’s Degree from the LBJ School of Public Affairs and ultimately to run for public office. Since her election as County Clerk in 1986, Dana has devoted herself to bringing high ethical standards, effective and cost efficient management practices, the benefits of new technology, and high quality customer service to the office of the County Clerk. The Clerk’s Office has a wide range of responsibilities including the conduct of elections; the filing and preservation of real property records; and the management of civil, probate, and misdemeanor court documents.

Dana’s commitment to excellence in government has received nationwide acclaim. In 2009, Dana was named Public Official of the Year by the National Association of County Recorders, Election Officials and Clerks (NACRC). The National Association of Election Officials (Election Center) also awarded Dana with the 2009 Minute Man Award for developing a security practice that is effective, inexpensive, and easy for election officials to adopt. In 2005, she was the national recipient of the Election Center’s Best Practices Award for her work in using risk analysis to implement security measures for electronic voting systems. Travis County is also recognized across the country for its groundbreaking early voting program that is centered on customer-friendly polling locations in high-traffic retail locations.

Dana serves as a Texas Representative on the federal Election Commission Assistance Standards Board and as the Election Committee Chair for the National Association of County Recorders, Elections Officials, and Clerks.

Travis County voters have a passion for democracy, and Dana has been honored to share their enthusiasm with other parts of the world as an advisor and election observer for Bosnia, the Peoples Republic of Bangladesh, Kosovo, and the historic South Africa election that represented the end of apartheid.

Dana’s most recent and ambitious project is to help lead a nationwide effort to revolutionize the design and standards of our nation’s voting systems. Her efforts have brought together a collaboration of computer security experts, usability professionals, voter activists, and election administrators. Their common goal - to usher in new standards for secure, voter-friendly, and cost-efficient voting systems that combine the accuracy of electronic tallying with the accountability of a paper ballot.
Dana has brought innovation to the Clerk’s Recording Division, which is responsible for receiving and maintaining a vast library of documents that includes real property transactions, business names, and marriage licenses. During her tenure, the once handwritten indexes and vulnerable cloth-bound books that hold some of the County’s most precious and important documents are now preserved as digital or film images. Access to millions of these documents are now available online and our new eRecording program allows for the electronic filing of many documents. These programs save customers’ time, reduce costs, and help the environment by decreasing the amount of paper and car trips to the office. To help prevent identify theft, the Clerk’s Office implemented one of the nation’s most aggressive redaction programs that blocks personal information (such as Social Security Numbers) from appearing on internet documents.

This Office also serves as Clerk of the Courts and manages the documents used in the County’s probate, civil, and misdemeanor court proceedings. Dana has used technology and enhanced work flow measures to secure the safety of this large volume of records and has implemented new systems such as eFiling and document imaging to convert the cumbersome paper-laden process to one that utilizes electronically filed and retrieved documents. These new methods not only make it easier for defendants and their attorneys, prosecutors, and judges to quickly view and file information; but save the cost of storing and securing millions of pages of paper documents.

Dana DeBeauvoir is running for re-election in 2014, and with the voters’ approval, will continue her efforts to protect the integrity and accessibility of the election process, to use effective and cost efficient practices and technology to manage real property and court documents, and to do her best to serve each and every citizen of Travis County.

Summary

Education
University of Texas at Arlington, Bachelor of Arts in Sociology and Social Work, 1979
Lyndon B. Johnson School of Public Affairs, Master of Public Affairs, 1981

Work Experience
1987 - Present Travis County Clerk, Austin, Texas
1982 – 1985 Director of Property Tax Division, Travis County Tax Assessor/Collector

Professional and Community Service
Current National Association of County Recorders, Election Officials, and Clerks – Member, Board of Directors and Election Committee Chair (2007-2012)
Current Federal Election Assistance Commission, Board of Standards – Representative, Local Election Officials (since 2004)
Current County and District Clerk’s Association – Chair, Elections Legislative Committee (since 1995)
Current Election Center Postal Task Force for By-Mail Voting – Member (since 2005)
Current Judicial Conference on Information and Technology – Texas Supreme Court
Appointee, Liaison (since 2003)
2008 – 2009 Travis County Combined Charities Campaign – Chair
2004 – 2008 Election Security Subcommittee, Institute of Electrical and Electronic Engineers (P1583) – Member
2003 Ad Hoc Committee on Future Technology, County and District Clerk’s Association – Chair
2000 Certified Election/Registration Administrator, Election Center in Association with Auburn University – Graduate
1999 OSCE/United Nations/IFES Elections Advisor to Kosovo
1996 OSCE/United Nations/IFES Elections Advisor to Bosnia
1996 LBJ School Seminar on Public Service, Krakow, Poland – Instructor
1995 Election Secretariat, Peoples Republic of Bangladesh – Instructor
1994 United Nations Elections Observer for historic South Africa Election
1993 Paramount Producers Board, Paramount Theatre – President
1993 Leadership Austin – Graduate
1987 Austin Society for Public Administration – President

Awards and Honors
2009 Named Public Official of the Year by the National Association of County Recorders, Election Officials and Clerks (NACRC)
2009 Recipient of the National Association of Election Officials (Election Center) Minute Man Award
2007 Recipient of the Stephen F. Austin “Champions of the Republic Award” for Travis County
2006 Recipient of the Stephen F. Austin “Champions of the Republic Award” for Travis County
2005 Election Center/National Association of Election Officials Professional Practices Award
2004 Founder, YWCA Scholarship Program for Aspiring Public Servants
2002 LBJ School Alumni Association Distinguished Public Service Award
2002 Chairman’s Commendation, Austin Mayor’s Committee for People with Disabilities
1998 Savings Idea Contest Award, The Election Center and Utah Election Officials
1998 Community Collaboration Award, Chamber of Commerce/United Way/Citysearch.com
1995 Texas and Travis County Liberty Bell Awards, Young Lawyers Associations
1992 James W. McGrew Public Policy Research Award, Austin Society for Public Administration
1991 Administrator of the Year Award, Austin Society for Public Administration
1989 National Directors' Award for Excellence in Local Government from the International Association of Clerks, Recorders, Election Officials, and Treasurers (IACREOT)
Sample of Publications and Videos


“History of the Texas Constitution,” Video, 2002


“Some Texas Early Voting Experiences,” Video and Booklet, 1993


“Got to Vote,” Video encouraging 18-24 years of age to vote

Hobbies and Interests

Skydiving (126 jumps – a perfect training ground for working in politics!), Quilting, White Water Rafting, Sailing, Bicycling, Construction and Remodeling Projects, Reading, and Singing
EASY ACCESS INC

**Easy Access Inc. (EAI)** is a management and information technology-development and consulting firm located in McAllen, TX with additional development resources in Fort Worth and San Antonio Texas. EAI has over thirty seven (37) years of developing and implementing application software for state & local government clients. EAI provides comprehensive expertise in strategic planning, business process reengineering, project management, subject matter specialization, and networking, all of which converge on unique application software implementations for the public sector.

EAI’s professional expertise includes a broad range of subject matter specialists that range from voter registration/election management to that of property tax management. Beyond subject matter proficiency, EAI also possesses exceptional staff expertise in the crucial area of security for its application software. Nowhere is this level of security more evident than when one examines the application software solutions developed for Voter Registration and Election’s Management.

In this realm of state and national government, EAI was one of the first in the Nation to have a voter registration and elections management system that fully complied with the Help America Vote Act (HAVA) of 2002. Moreover, EAI led in the development of voter registration and early voting and election day voting failsafe internal audits. These internal audits have been complemented by EAI’s depth of knowledge in applying secure wireless technology. This wireless technology provides a very affordable means by which local government can easily bring the voter registration and election systems closer to the public, thus materially providing a means by which to enhance voter participation. In addition to an exceptionally well-proven voter registration and election management system, EAI was one of the first in the Nation to pioneer an election night reporting system that provides a synchronized rapid deployment of election night results to the general public. Furthermore, EAI was also one of the first in the Nation to incorporate the use of scannable, printed labels that are used on election day combination forms such that, when used in conjunction with EAI’s embedded imaging technology, a large county can update voter records and close out an election in a few short hours after the polls close. Beyond EAI’s professional expertise in the development of voter registration and election management software, EAI has also
provided both on and off-site expertise in assisting governmental jurisdictions in the actual day-to-day management of an election.

When examining the breadth and depth of EAI application software, it becomes quickly obvious that beyond distinctive workflow enrichment, EAI applications are driven by the underlying goal of providing a total solution that is “Citizen Centric”. Citizen Centric to EAI is the underlying development viewpoint that a total solution in the public sector arena should have as its focus the ability to assist government in being as transparent as possible to the general public. Examples of this type of application software development are translated into publicly accessible web sites that allow the ‘citizen/taxpayer’ the ability to have access to the data that is related to their individual records. In these instances, citizens/taxpayers can gain unfettered access to information that relates to such things as property tax records, on-line payment of property tax obligations, rapid access to election results, voter participation data, access to voter registration forms, on-line payment of fines, and victim restitution for adult probation. Ultimately, this type of comprehensive application software design materially contributes to the goal of creating transparency, and this transparency will contribute to protecting the public’s trust and thus promote the public’s interest.

EAI is a total hardware, software and implementation services solution company that operates in jurisdictions throughout the United States.
Budget Proposal

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Proposed term
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Budget Proposal

Travis County, Texas 2012 FYE CAFR

The above is the hyperlink to the most current Travis County Audited Financial Statements.

The cost of the enhancement is approximately $19,950 for consulting services.

Cost breakdown:

Estimated number of consultant hours to enhance existing software: 133
Consultant Hourly Rate $150
Estimated Costs $19,950

RETURN ON INVESTMENT

In the 2012 Presidential election, the County used 52 staff hours to email 2,360 ballots which represented about 75.6% of the FPCA population of 3,122. The cost of staff hours used to copy email addresses to a form, including employment taxes, was $633. With the software enhancement, we are hoping to reduce the number of hours to 16 or $193, a cost savings of $440.

For the contract period, there will be three federal elections therefore our savings will be $1,320.

ROI Calculation

$1,320-$19,950/$19,950 or -93.4%

The cost of the enhancement goes beyond the numerical value listed above. The County received 8 requests for email ballots in the Presidential Election of 2008. By the Presidential Election of 2012, the requests rose to 2,360. It is the hope of the County that these numbers will continue to grow until we will receive 100% email requests from UOCAVA voters in future years. The improvements we are requesting through this grant will further streamline our processes and allow us to even more swiftly and safely deliver ballots to these voters while protecting their anonymity.