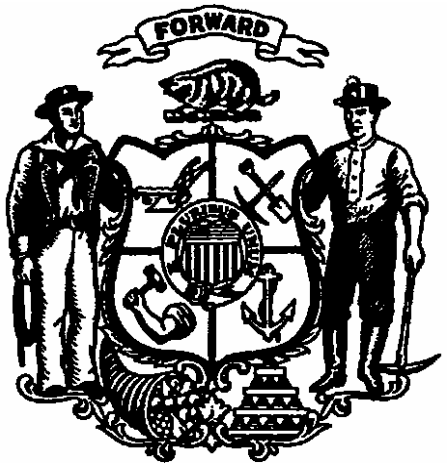

Project Charter:
Statewide Voter Registration System

Prepared for:

Wisconsin State Elections Board

May 15, 2003

Prepared by

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May 15, 2003

Mr. Kevin J. Kennedy, Executive Director
Wisconsin State Elections Board
132 East Wilson Street, Suite 200
Madison, WI 53701-2973

Dear Kevin,

Re: Statewide Voter Registration System Project Charter

Enclosed is the final report of Virchow Krause & Co., LLP for the study of the statewide voter registration system (SVRS) for the Wisconsin State Elections Board. The SVRS is a significant initiative for the entire state of Wisconsin. Successful deployment of a new system will require involvement and investment at the state, county, and local levels of government. It will require a complex and lengthy implementation.

For such an initiative, it is imperative that consensus be reached on the SVRS Project Charter before the work begins. To that end we submit our report, divided into three sections plus appendices:

1. Executive Summary
2. SVRS Findings
3. SVRS Project Charter
4. Appendices

The Executive Summary provides a high level overview of the SVRS initiative, describing the current situation in Wisconsin and the implementation steps the State of Wisconsin must take to achieve compliance with the SVRS provisions of the federal Help America Vote Act (HAVA). Estimated costs of the SVRS and cost reduction strategies are also outlined.

The SVRS Findings section provides a review of the SVRS study project, and presents important information discovered during the analysis. The findings are the result of extensive discussions with county and local officials, state agencies affected by the SVRS, the Department of Electronic Government (DEG), other states, and three system vendors with previous experience in statewide voter lists. The findings are logically grouped into major themes, each of which will have a significant impact on the SVRS implementation and which therefore also shape the Project Charter recommendations.

The Project Charter is the definition of the SVRS implementation initiative. The objectives, scope, assumptions and known risks of the SVRS initiative are documented, along with proposed draft statutory changes. Flowcharts show the business processes and technical architecture of the new system across the local, county, and state levels. Phased implementation plans provide the approach, high level work steps, resources, and organization required to finalize the operational model at the county and municipal levels, select the system vendor, and implement the system. Detailed 5 year total cost of ownership schedules show a year-by-year cost estimate broken down by cost element, based on vendor RFI responses and other agency cost estimates. Combined, these components provide a high level design of

the SVRS system which should be used as the basis for final policy, technical, operational, and funding decisions.

Thank you for the opportunity to work with you and your team. While it has been a significant amount of work in a very short period of time, it has been a pleasure and a privilege to work on this important project with the State Elections Board, the Department of Electronic Government, the Department of Transportation's Division of Motor Vehicles, the Department of Corrections, the Department of Health and Family Services, and the county and municipal officials. We appreciate the effort and cooperation of all involved.

Sincerely,
Virchow Krause & Co., LLP

Keith Downey, Partner

We recommend that no scanning of registration documents be conducted. If a municipality desires scanning, it may be performed by that municipality, at its discretion and cost, and housed in a local secondary processing system.

Currently, we recommend that DOA host the servers and applications and provide tier-1 support. Furthermore, we recommend that the vendor provide application maintenance and tier-2 and tier-3 support.

of election administration kept within SWEBIS 2. Based on the research of the study, it appears that the function of recording and tracking poll location data in SWEBIS 2 could be eliminated by the SVRS.

SVRS and County and Municipal Voter Registration Systems. Obviously, the SVRS would eliminate the need for counties and municipalities to maintain voter registration systems. "Voter registration," as used here is a catch-all for voter registration, managing military voters, absentee voters, and so on.

Many local voter registration systems, especially the larger ones, are also used to record and track information on poll locations and poll workers. Because statewide voter registration systems evolved from county and municipal systems, the SVRS systems that were studied included modules for managing poll locations and poll workers. Thus, in addition to voter registration, local systems for managing poll locations and poll workers could be eliminated by the SVRS.

Larger municipal voter registration systems also maintain geographic information related to wards and addresses. Poll lists have to communicate the ward in which a resident may vote. Some systems integrate sophisticated mapping systems. These systems could be eliminated by the SVRS.

Furthermore, the study found that many individual voters would access the SVRS in order to learn which offices are pertinent to their residence. On-line access functionality is critical to creating buy-in from electors. Additionally, the study found that local election offices receive hundreds and thousands of calls from electors for this information. Thus, the presence of on-line access to poll location information would create savings at the county and municipal level.

SVRS and the SEB's Election Administration System. The SVRS system would overlap SWEBIS 2 in terms of geography, offices, and incumbents and candidates.

SWEBIS 2 maintains data on geography at the ward level, only. For example, in SWEBIS 2, the system only records the fact that the city of Whitewater is comprised of wards 1 through 6. In the SVRS system, geographic data must be kept at the street and street number level. That is, the SVRS would connect 1234 West Main Street, Apt #4 to ward 1. Thus, the SVRS would be able to accommodate the SEB's current definition of geography.

However, in SWEBIS 2, geography is connected to an office which is connected to an incumbent and connected to candidates. There are many other data elements that are needed to completely manage the concept of an "office" (e.g., terms of office). Thus, the SVRS system could not replace this function of SWEBIS 2 (without significant modification).

The SVRS system would also overlap SWEBIS 2 in terms of incumbents and candidates. Incumbents and candidates are almost always registered voters, thus name and address data would exist in both systems. However, candidates are only one type of "registrant" within SWEBIS 2. Others registrants include parties, PAC's and conduits. Also, there are many more data elements that are needed to completely manage candidates (e.g., campaign committee data). Thus, the SVRS system could not replace this function of SWEBIS 2 (without significant modification).

SVRS and Campaign Finance Information. Campaign finance information is currently maintained by SWEBIS 1. SWEBIS 1 is not electronically linked to SWEBIS 2. Thus, there is redundant processing of some registrant data. SVRS systems would not be able to replace any aspect of campaign finance recording and tracking.

SVRS and Voting. There is no overlap between SVRS and voting at this time. The current handoff between the two systems is the ballot. The ballot is created by the county and municipality with support from the SEB and the Election Administration system. Voters receive specific ballots based on the location of their residence (within a municipality).

Ballot creation, and the recording and tallying of votes are not modules within an SVRS system.

impact of this project. If the findings of this study included a conclusion that the state's requirements were very unique, then it would be more likely that a custom solution could be a viable option.

In order to prepare an RFP to which custom developers could provide a credible (i.e., fiscally responsible) reply, the state would need to expend a significant amount of up-front investment (see Project Charter, section G). Because, in addition to specifying business requirements (as this study did through the RFI), a "custom development RFP" would need to identify and develop detailed design and functional specifications required by the application. The RFP would need to provide screen layouts, report designs, and many other system elements.

The study found that the requirements of Wisconsin's SVRS are not very unique. That is, vendors with existing SVRS solutions bring knowledge, expertise, and additional functionality. Thus, selection of a custom application does not appear to be warranted.

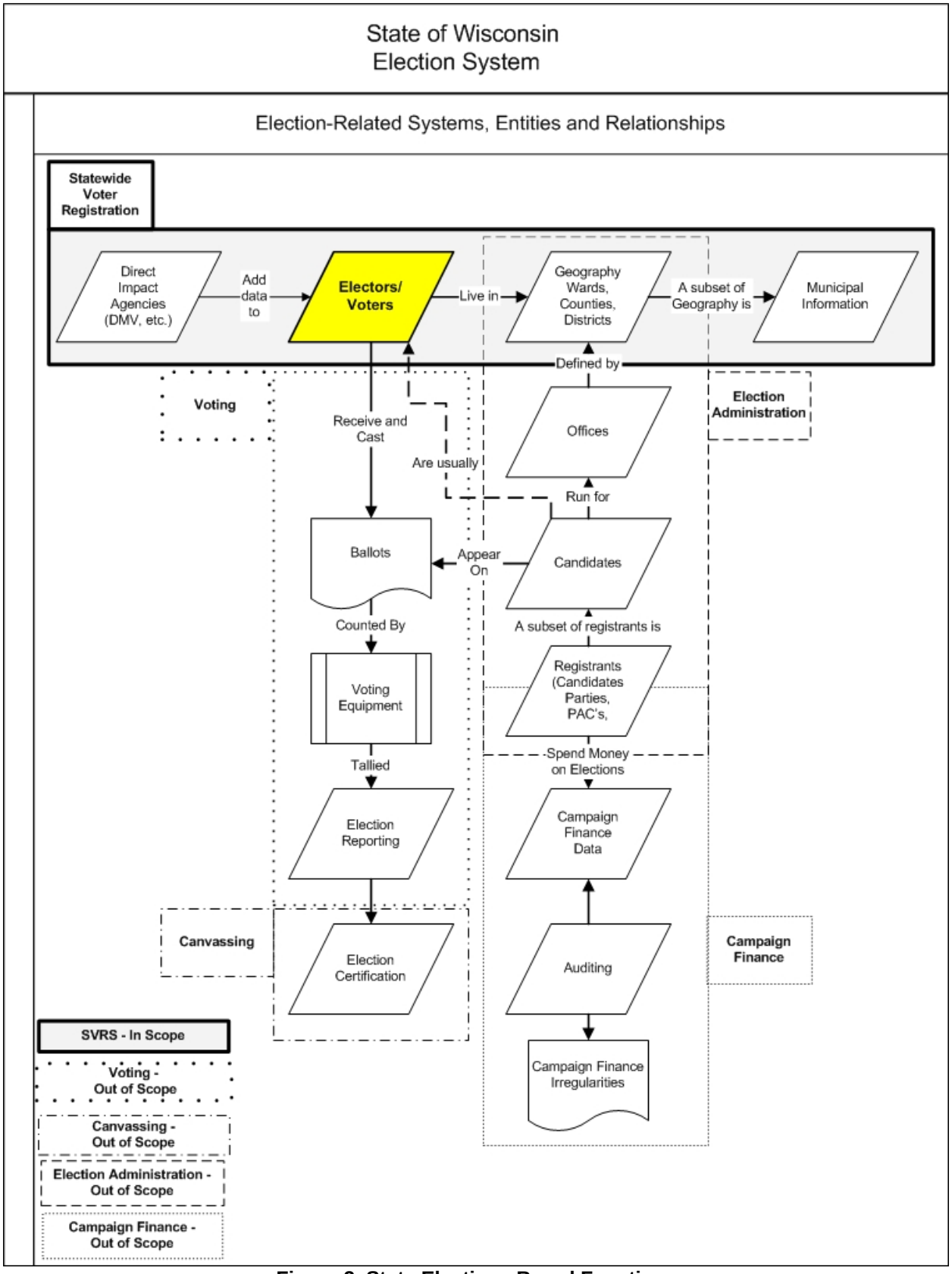

Figure 2. State Elections Board Functions

Five Year Total Cost of Ownership – Low Assumptions
Cost by Source
(All Costs in $Thousands)

Software Vendor - Vendor Combined	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Initial Software and Software Modification	2,293	2,293				4,586
Annual Software Maintenance Costs	180	674	674	674	674	2,876
Software Implementation Services & Fees	2,697	3,376				6,073
Initial Hardware Costs - Central	940	0				940
Annual Hardware Maintenance Costs	215	147	147	147	147	803
Hardware Implementation Services & Fees	406					406
Other Annual Costs		255	246	232	232	965
Annual Training Costs		16	16	16	16	64
Total	6,731	6,761	1,083	1,069	1,069	16,713

SEB	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Software Implementation Services & Fees	300	600				900
Staff Augmentation/ Increase Costs	500	375	375	375	375	2,000
Total	800	975	375	375	375	2,900

DOA/DEG/DIA	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Software Modification	89					89
ASP/Outsourced IT Operations Management	173	173	173	173	173	865
Other Annual Costs		46	46	46	46	184
Total	262	219	219	219	219	1,138

Five Year Total Cost of Ownership	20,751

Five Year Total Cost of Ownership – Low Assumptions
Cost by Timing
(All Costs in $Thousands)

One-Time Costs		Year 1	Year 2	Year 3	Year 4	Year 5	Total
Initial Software and Software Modification	Vendor	2,293	2,293				4,586
	DOA, DIA	89					89
Software Implementation Services & Fees	Vendor	2,697	3,376				6,073
	SEB	300	600				900
Initial Hardware Costs - Central	Vendor	940					940
Hardware Implementation Services & Fees	Vendor	406					406
Total		6,725	6,269	-	-	-	12,994

On-Going Costs		Year 1	Year 2	Year 3	Year 4	Year 5	Total
Annual Software Maintenance Costs	Vendor	180	674	674	674	674	2,876
Annual Hardware Maintenance Costs	Vendor	215	147	147	147	147	803
ASP/Outsourced IT Operations Management	DOA, DIA	173	173	173	173	173	865
Other Annual Costs	Vendor		255	246	232	232	965
	SEB		46	46	46	46	184
Annual Training Costs	Vendor		16	16	16	16	64
Staff Augmentation/ Increased Costs	SEB	500	375	375	375	375	2,000
Total		1,068	1,686	1,677	1,663	1,663	7,757

Five Year Total Cost of Ownership	20,751

Five Year Total Cost of Ownership – High Assumptions
Cost by Source
(All Costs in $Thousands)

Software Vendor - Vendor Combined	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Initial Software and Software Modification	2,808	2,808				5,616
Annual Software Maintenance Costs	346	1,044	1,044	1,044	1,044	4,522
Software Implementation Services & Fees	4,570	6,440				11,010
Initial Hardware Costs - Central	1,506					1,506
Annual Hardware Maintenance Costs	639	414	414	414	414	2,295
Hardware Implementation Services & Fees	1,030	227				1,257
Other Annual Costs		303	303	303	303	1,212
Annual Training Costs		16	16	16	16	64
Total	10,899	11,252	1,777	1,777	1,777	27,482

SEB	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Software Implementation Services & Fees	400	800				1,200
Staff Augmentation/ Increased Costs	500	375	375	375	375	2,000
Total	900	1,175	375	375	375	3,200

DOA/DEG/DIA	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Software Modification	110					110
ASP/Outsourced IT Operations Management	173	173	173	173	173	865
Costs of Storing Scanned Images	1,944	1,944	1,944	1,944	1,944	9,720
Other Annual Costs		57	57	57	57	228
Total	2,227	2,174	2,174	2,174	2,174	10,923

Five Year Total Cost of Ownership	41,605

Five Year Total Cost of Ownership – High Assumptions
Cost by Timing
(All Costs in $Thousands)

One-Time Costs		Year 1	Year 2	Year 3	Year 4	Year 5	Total
Initial Software and Software Modification	Vendor	2,808	2,808				5,616
	DOA, DIA	110					110
Software Implementation Services & Fees	Vendor	4,570	6,440				11,010
	SEB	400	800				1,200
Initial Hardware Costs - Central	Vendor	1,506					1,506
Hardware Implementation Services & Fees	Vendor	1,030	227				1,257
Total		10,424	10,275	-	-	-	20,699

On-Going Costs		Year 1	Year 2	Year 3	Year 4	Year 5	Total
Annual Software Maintenance Costs	Vendor	346	1,044	1,044	1,044	1,044	4,522
Annual Hardware Maintenance Costs	Vendor	639	414	414	414	414	2,295
ASP/Outsourced IT Operations Management	DOA, DIA	2,079	2,079	2,079	2,079	2,079	10,395
Costs of Storing Scanned Images	DOA, DIA	1,944	1,944	1,944	1,944	1,944	9,720
Other Annual Costs	Vendor		303	303	303	303	1,212
	SEB		57	57	57	57	228
Annual Training Costs	Vendor		16	16	16	16	64
Staff Augmentation/ Increased Costs	SEB	500	375	375	375	375	2,000
Total		3,602	4,326	4,326	4,326	4,326	20,906

Five Year Total Cost of Ownership	41,605