

Joint Legislative Audit and Review Commission

The Virginia General Assembly

**Compensation of
General Registrars**

**REPORT OF THE
JOINT LEGISLATIVE
AUDIT AND REVIEW COMMISSION ON**

Compensation of General Registrars

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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Preface

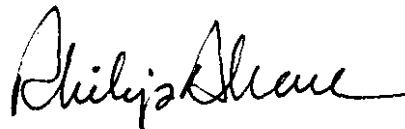
The 1991 General Assembly, in Senate Joint Resolution Number 167, requested a review of the methods for compensating general registrars. This report addresses that mandate.

General registrars are charged with administering voter registration services in Virginia's cities and counties. The study shows that the salaries for general registrars are generally adequate, although the method for allocating salaries could be improved. Fringe benefits for some general registrars could also be made more equitable. The Commonwealth and the localities currently share the cost of compensating general registrars. The report provides an assessment of the existing cost-sharing arrangement as well as three alternatives.

An additional issue raised by the study is the appropriate role and status of general registrars. There is a concern that some general registrars are performing certain core duties of the electoral boards, although there is no statutory mandate for general registrars to be extensively involved in elections administration. There is also a need to clarify the status of general registrars as either State or local employees.

To address issues raised by this report, the Commission suggested that the General Assembly might want to create a subcommittee, with representatives from the Senate and House Privileges and Elections Committees, the House Appropriations Committee, and the Senate Finance Committee. The subcommittee would study the compensation, appropriate role, and status of general registrars, and report its findings to the 1992 General Assembly.

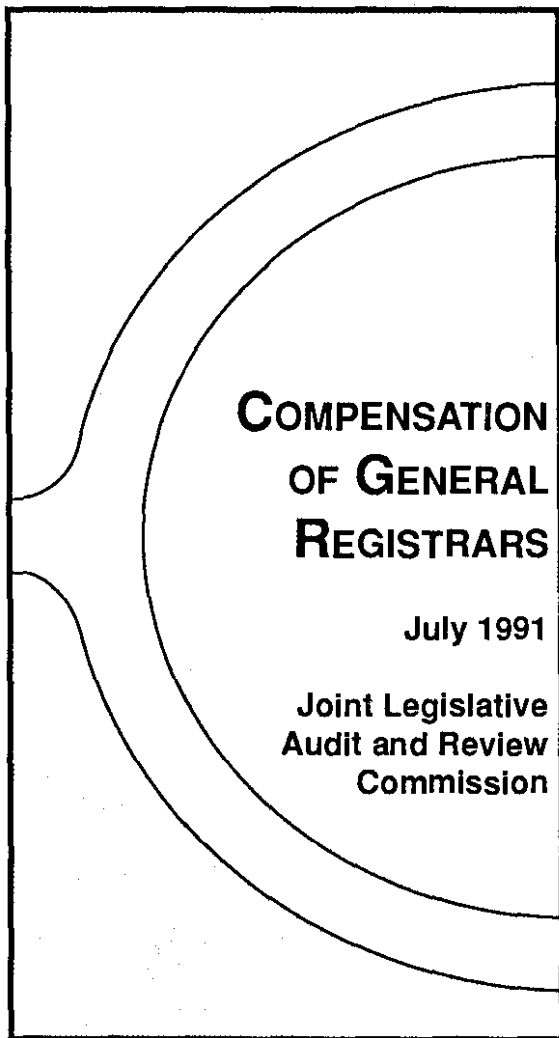
On behalf of the JLARC staff, I wish to express our appreciation for the cooperation and assistance extended by the State Board of Elections, the general registrars, and the Department of Personnel and Training during the course of the study.



Philip A. Leone
Director

July 30, 1991

JLARC Report Summary



Senate Joint Resolution 167 of the 1991 Session directed the Joint Legislative Audit and Review Commission (JLARC) to review the methods for compensating general registrars. The General Assembly specifically requested an evaluation of the compensation program for general registrars, factors which should be used to determine the compensation for general

registrars, and the appropriate State share of the costs of compensating general registrars. In keeping with the mandate, the study was focused on the compensation of general registrars as opposed to the overall organization and administration of voter registration in Virginia.

The *Constitution of Virginia* gives the General Assembly responsibility for voter registration and elections administration. The General Assembly created the State Board of Elections in 1950 to execute these responsibilities. The State Board coordinates elections administration and voter registration through local electoral boards and general registrars. Local electoral boards appoint general registrars to four-year terms. General registrars administer voter registration in Virginia's 136 cities and counties. There are 109 full-time and 27 part-time general registrars.

The Commonwealth and the localities share the costs of compensating general registrars. The State provides the base salary, which is set according to local population levels. The localities provide social security contributions and, at their option, health insurance, life insurance, and retirement benefits. The localities may also provide a salary supplement of up to ten percent of the general registrar's base salary. The General Assembly appropriated over \$3.5 million in general funds for general registrar compensation in FY 1991.

The primary function of general registrars is to administer voter registration services in the localities. Each general registrar administers a central office of voter registration. Their primary statutory tasks include registering voters, transferring reg-

istration applications to the appropriate locality, purging or deleting ineligible voters, processing absentee voter applications and ballots, and administering outside registration sites. A number of general registrars also report that they are highly involved in planning and administering elections in addition to voter registration. This activity was not classified as a primary function for the purpose of this study because there is no clear statutory mandate for general registrars to be extensively involved in election administration.

Some General Registrars Might Work More Hours Than Necessary

The normal days of service for part-time general registrars are set in the Appropriation Act. These individuals work part-time during January through July, and full-time during August through December. Effective in FY 1990, part-time general registrars were required to increase their normal days of service during January through July. This change affected 72 general registrars in FY 1991, at an estimated cost to the Commonwealth of \$359,997.

Several general registrars reported on the JLARC survey that their workload was too light to justify the added work days. The JLARC staff analysis shows that the increase in work days might not have been cost effective for a number of the affected localities. Although the general registrars were available to the public a greater number of days, registration activity in the 72 affected localities did not increase overall. Registration activity actually declined in 21 of the 72 affected localities. In view of these findings, the increased cost of salaries for general registrars in certain localities is a concern. A key question is whether the cost of the increase in normal days of service is justified by the increase in availability, regardless of actual registration activity.

General Registrar Salaries Are Generally Adequate, But Some Restructuring of Salaries Is Needed

To evaluate the adequacy of the base salaries, it was first necessary to: (1) establish appropriate factors or workload indicators for determining compensation, and (2) establish an equitable mechanism for differentiating between levels of workload. A number of potential factors for determining compensation were evaluated against specific criteria. Based on this analysis, local population and job experience were identified as appropriate factors for determining compensation.

Under the existing compensation structure, population brackets are the mechanism for differentiating between levels of workload and salary. To evaluate the existing population bracket structure, an analysis was conducted to determine the extent to which the six population brackets actually differentiate between levels of workload. It was found that the brackets generally do differentiate between levels of workload, but equity could be enhanced by adding an additional bracket at 500,000 population. The bracket structure could also be simplified by adding a separate population bracket for part-time general registrars, ranging from 0 to 9,999. The result is a revised population bracket structure consisting of eight brackets.

Based on this revised structure, general registrar salaries were compared to salaries for other positions with comparable job responsibilities. Comparable positions were identified through an analysis of job characteristics for voter registration administrators in other states, the five Article VII constitutional officers, and a number of State classified positions. It was found that neither voter registration administrators in other states nor the Article VII constitutional officers are sufficiently comparable to general registrars. However, certain State positions do have responsi-

bilities similar to those of general registrars.

The analysis of compensation showed that general registrar salaries are generally adequate in relation to the salaries for the comparable State classified positions. This finding raises the possibility of basing general registrar salaries on the State salary system of job grades and steps in order to recognize job experience in determining compensation. This could be done by replacing the existing salary structure with a new system which would assign State job grades to the eight proposed population brackets. The cost of this option, as well as its impact on individual general registrars, is reviewed in Chapter III of this report.

Recommendation. The General Assembly may wish to consider revising the State salary structure for general registrars by: (1) creating a separate population bracket for localities with population below 10,000, (2) creating a separate population bracket for localities with population above 500,000, (3) maintaining all other existing population brackets, and (4) establishing uniform salary scales which recognize job experience, and which are based on comparable State job grades.

Some Full-Time General Registrars Do Not Have Access To Fringe Benefits

Fringe benefits, including health insurance, life insurance, and retirement plans, may be provided to general registrars at the option of local governing bodies. All full-time State employees have access to these fringe benefits. Most, but not all, local governments with full-time general registrars have provided their general registrars with access to local fringe benefit programs. If the General Assembly wishes to ensure that all full-time general registrars have access to fringe benefits, it could

consider: (1) requiring all localities to provide general registrars with the same fringe benefit program provided for other local employees, or (2) making State employee benefits available to general registrars. The cost of these options is presented in Chapter III.

Recommendation. The General Assembly may wish to consider requiring that all full-time general registrars have access to employer-provided health insurance, life insurance, and retirement benefits. Two options could be considered: (1) requiring localities to provide the same fringe benefits as provided to other local employees, or (2) providing general registrars with access to State benefits.

The Existing Limit on Local Salary Supplements Appears to Be Reasonable

Local salary supplements for general registrars are optional, and restricted to ten percent of the base salary. An analysis was conducted to determine whether localities have sufficient flexibility to make general registrar salaries comparable to local salary scales. Based on this analysis, the existing limit on local salary supplements appears to be reasonable, although some general registrars believe the limit is unfair because there are no limits placed on local supplements for Article VII constitutional officers.

The General Assembly Could Consider A Range Of Options In Deciding The Appropriate State Share Of General Registrar Compensation

The Commonwealth currently provides the majority share of general registrar compensation. This is unusual compared to other states, in which compensation of voter registration administrators is typically a local

responsibility. The General Assembly could choose from a range of options in deciding the appropriate State share. For this report, four options were evaluated, including

the existing State share policy (see the brief comparison of options below). Chapter IV provides a detailed analysis of each option.

**Illustrative Options:
State Share of General Registrar Compensation
Based on FY 1990 Cost Data**

| Option | Total Cost | State Percent Share | State Dollar Share | Local Percent Share | Local Dollar Share |
|--|-------------|---------------------------|--------------------------|---------------------------|--------------------------|
| 1. Existing Compensation Program | \$4,112,171 | 83% | \$3,426,541 | 17% | \$ 685,630 |
| 2. State Majority Share of State Compensation Program | 4,235,991 | 60 | 2,541,595 | 40 | 1,694,396 |
| 3. State Salary With Mandatory Local Benefits | 4,188,372 | 82 | 3,426,541 | 18 | 761,831 |
| 4. State Salary With State Reimbursement of Selected Fringe Benefits | 4,188,372 | 96 | 4,006,128 | 4 | 182,244 |

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I. Introduction

Senate Joint Resolution (SJR) 167 of the 1991 session requested JLARC to review the methods for compensating general registrars (Appendix A). Voter registration is organized and administered through the State Board of Elections, local boards of elections, general registrars, and local governments. Localities share the costs of voter registration and elections with the Commonwealth, including general registrar compensation. In keeping with the mandate, this study focuses on the compensation of general registrars in particular, rather than the total costs or effectiveness of voter registration in Virginia.

ORGANIZATION AND ADMINISTRATION OF VOTER REGISTRATION

The *Constitution of Virginia* directs the General Assembly to establish a uniform system of voter registration for the Commonwealth. These responsibilities are carried out by the State Board of Elections (State Board) in the Administration Secretariat. The State Board coordinates general registrars and local boards of elections to maintain accurate lists of eligible voters and to administer all primary, general, and special elections. State general funds are provided for the State Board, local boards of elections, and general registrars. In addition, localities provide supplemental funds for elections administration and voter registration.

Constitutional Responsibilities of the General Assembly

Article II, Section 2 of the *Constitution of Virginia* requires the General Assembly to provide by law for the registration of all persons qualified to vote. Section 2 also specifies the information required of registration applicants. Section 4 directs the General Assembly to establish a uniform system for permanent registration of voters. The system must include provisions for appeal by any person denied registration, correction of illegal or fraudulent registrations, transfer of registration records from one locality to another, and cancellation of registrations. The *State Constitution* also charges the General Assembly with providing for the nomination of candidates and the regulation and administration of primary, general, and special elections. Finally, the General Assembly is empowered to make any other law regulating elections which is not inconsistent with the *State Constitution*.

State Board of Elections

The General Assembly created the State Board of Elections in 1950 to execute its constitutional responsibilities for overseeing elections. The State Board is comprised of three members who are appointed by the Governor and confirmed by the

General Assembly. While there are no specific constitutional provisions for the State Board, statute dictates that the Board be representative of the political parties having the highest and second-highest number of votes at the last preceding gubernatorial election. Statute also requires that a majority of the State Board members represent the political party receiving the most votes in the last preceding gubernatorial election.

The State Board is responsible for supervising and coordinating the work of county and city electoral boards and general registrars to obtain "uniformity in their practices and proceedings and legality and purity in all elections." It is empowered to make the necessary rules and regulations for carrying out this mandate. A key duty of the State Board is to maintain a centralized voter registration record-keeping system. Although the State Board does not appoint general registrars, it may remove from office a general registrar who fails to discharge his or her duties according to law.

The State Board receives and administers State general funds for its own operations as well as local electoral boards and general registrars. In FY 1991, the General Assembly appropriated \$7,227,391 to the State Board, including more than \$3.5 million for general registrar compensation (Table 1). Local electoral boards and general registrars may receive local funding as well, as discussed in the following sections.

Table 1

FY 1991 General Fund Appropriations State Board of Elections

| <u>Area</u> | <u>FY 1991 Appropriations</u> |
|--|-----------------------------------|
| Election Operations | \$ 693,530 |
| Election Staff & Officials Training | 89,000 |
| General Registrar Compensation | 3,555,941 |
| Central Registration Roster System | 2,007,745 |
| Local Electoral Board Comp. & Expenses | <u>881,175</u> |
| Total | \$7,227,391 |

Note: Actual appropriation for general registrar compensation does not match figure listed in 1990 Appropriation Act.

Source: State Board of Elections, 1990 Appropriation Act.

Local Boards of Elections

The State *Constitution* requires that each county and city have an electoral board composed of three members, selected as provided by law (Article II, Section 8). The State *Constitution* also provides that representation on the boards, as far as practicable, shall be given to the two political parties receiving the most votes in the last general election preceding an appointment. Statute requires that electoral boards be appointed for a term of three years by a majority of circuit court judges of the judicial circuit for the city or county (Section 24.1-29). Statute, rather than the State *Constitution*, requires that majority representation be given to the party receiving the most votes in the last gubernatorial election.

Local board members are responsible for administering all elections in their districts. In addition, a key constitutional duty of the local board is to appoint the general registrar. The local boards have statutory power to remove a general registrar upon notice for failing to discharge the duties prescribed by law. Local boards are also responsible for transmitting a variety of registration and election information to the State Board, although certain of these responsibilities may be delegated to the general registrar.

Local boards receive both State and local funds for compensation and expenses. The State compensates local board members according to a plan set forth in the Appropriation Act. In addition, the counties and cities furnish office space and miscellaneous office supplies. In FY 1990, \$881,175 in State general funds were appropriated for local board compensation and expenses (Table 1).

General Registrars

There are 136 general registrars across the State, of which 109 are full-time and 27 are part-time. General registrars are appointed by local electoral boards for four-year terms. In order to be appointed general registrar, a citizen must be a qualified voter of the jurisdiction for which she or he is appointed. Unlike State and local board members, neither statute nor the State *Constitution* require that the general registrar be representative of the political party receiving the most votes in a previous election. General registrars are not allowed to hold other public offices during their terms.

The main statutory responsibility of general registrars is to administer the voter registration system for the Commonwealth. All general registrars are linked to a central record-keeping system through a computer network. In addition to adding people to the registration roles, certain registration records must be deleted on a routine basis so that accurate records can be maintained. The transfer of registration applications from one locality to another has taken on new importance since the passage of legislation in 1990 allowing citizens of the Commonwealth to submit an application for registration to any general registrar.

In order to provide public access to registration services, general registrars are required to maintain a principal public office for voter registration, as well as additional public registration sites. While general registrars are prohibited in statute from actively soliciting applications for registration, they can and do participate in programs to educate the general public and encourage the general public to register. General registrars deal with the public routinely to provide voter registration services as well as information about elections.

General registrars are also responsible for administering their offices. They spend time selecting, training, and supervising assistant general registrars. They plan, budget, and negotiate for resources with local governments. Some general registrars are actively involved in planning or administering elections along with the local board. Others provide assistance to local governing bodies, including service on committees and other activities.

State law mandates that general registrars in localities with population over 15,500 have a minimum of one assistant general registrar available one day per week. The local board sets the number of additional assistant registrars in each locality. Local governments pay the costs of compensating assistant registrars.

COMPENSATION PROGRAM FOR GENERAL REGISTRARS

Compensation of general registrars is a shared responsibility of the Commonwealth and the localities. The compensation program has been adjusted a number of times since its inception in FY 1974. General registrar salaries are paid from the State general fund, and are determined based on the population of the locality which the general registrar serves.

State and Local Responsibility for Compensation

The basic salary for general registrars is provided by the State (Exhibit 1). Localities are required to make social security contributions for general registrars. Localities have the option of providing a salary supplement of up to ten percent of the base salary. They also have the option of providing retirement, life insurance, and health insurance benefits for the general registrars. Detailed information on local contributions to general registrar compensation will be provided in Chapters III and IV.

Evolution of the Compensation Program

The State first assumed responsibility for a share of general registrar compensation in FY 1974 (Exhibit 2). Prior to FY 1974, the State did not provide funding for general registrar compensation, although it did set minimum levels of compensa-

Exhibit 1

**General Registrar Compensation:
State and Local Responsibility**

| <u>Compensation</u> | <u>State Responsibility</u> | <u>Local Responsibility</u> |
|-------------------------------|--|---------------------------------------|
| Basic Salary | Set by population bracket in Appropriation Act | Paid by locality, reimbursed by State |
| Salary Supplement | State law authorizes up to ten percent of basic salary | Local option |
| Social Security Contributions | No State coverage | Covered as local employee |
| Retirement Benefits | No State coverage | Local option |
| Health Insurance | No State coverage | Local option |
| Life Insurance | No State coverage | Local option |

Sources: *Code of Virginia*, Appropriation Acts 1972-1990.

sation to be paid by the localities. Since FY 1974, four types of changes affecting compensation have been implemented. First, access to voter registration has increased as a result of increases in general registrar workdays. Beginning in FY 1986, part-time general registrars were required to work full-time from August through December, with a commensurate increase in compensation. Also, in FY 1986 and again in FY 1990, the brackets setting the normal days of service for January through July were adjusted to increase the workdays of a number of general registrars during these months.

Second, the existing restrictions on local salary supplements were eased beginning in FY 1987. With the implementation of the new compensation program in FY 1975, the General Assembly allowed local salary supplements for certain incumbent general registrars in order to maintain local compensation equity. Beginning in FY 1987, all localities were given the option of providing a salary supplement which is capped at ten percent of the base salary.

Exhibit 2

**Evolution of General Registrar
Compensation Program**

| <u>Fiscal Year</u> <u>Effective</u> | <u>Adjustment</u> |
|--|---|
| 1974 | The Commonwealth assumes responsibility for a share of general registrar compensation. Salaries set according to population, with top population bracket of 300,000. |
| 1974 | Localities required to supplement salaries of incumbents whose salaries under new plan would be reduced. No additional supplements allowed. |
| 1975 | Localities required to supplement salary of incumbents whose salaries under new plan would be inequitable in comparison with local salary scale. No additional supplements allowed. |
| 1976 | Salary plan adjusted to include pay steps within salary classes, mandated normal days of service per week, and top population bracket of 350,000. |
| 1982 | Pay steps within salary classes eliminated. |
| 1982 | Local salary supplements eliminated except for incumbents already receiving supplements. |
| 1986 | Cost of competition factor of ten percent of base salary set for Northern Virginia. |
| 1986 | Normal days of service for part-time general registrars increased. |
| 1986 | All general registrars required to work five days per week from August through December. |
| 1987 | Topmost salary bracket of 350,000 population eliminated, making 200,000 population topmost bracket. |
| 1987 | Local supplements allowed, capped at ten percent of base salary. |
| 1990 | Normal days of service for part-time general registrars increased. |
| 1991 | Cost of competition factor for Northern Virginia increased to 15 percent of base salary. |

Sources: *Code of Virginia*, Appropriation Acts 1973-1990.

Third, in FY 1986 a cost of competition supplement was added to the base salary of general registrars in certain Northern Virginia localities. Fourth, the top-most population bracket for determining salaries was reduced from 350,000 to 200,000 in FY 1987. As a result, three localities were pushed into the highest salary class.

State Salary Structure

The General Assembly appropriated \$3,555,941 dollars in general funds for general registrar salaries in FY 1991 (Table 2). Appropriation increases over the years were driven in part by policies affecting the compensation program, as described earlier. Currently, base salaries are determined according to six population/salary brackets (Table 3). About 89 percent of the general registrars fall within the lowest three population/salary brackets.

General registrars in localities with less than 10,000 population are required to work three days per week during January through July, while all other general registrars work full time. Part-time general registrars receive a proportional amount of the full-time salary for the 0 - 25,000 population bracket during the months in which they work part-time. They receive a full-time salary during the months in which they work full time (August - December).

Table 2

General Fund Appropriations for General Registrar Salaries Fiscal Years 1987-1991

| <u>Fiscal Year</u> | <u>Appropriation</u> |
|--------------------|----------------------|
| 1991 | \$3,555,941 |
| 1990 | \$3,426,541 |
| 1989 | \$2,929,381 |
| 1988 | \$2,757,334 |
| 1987 | \$2,597,063 |

Source: State Board of Elections.

Table 3

**General Registrar Population/Salary Brackets
FY 1991**

| <u>Population</u> | <u>Salary</u> | <u>Number of Registrars</u> |
|-------------------|---------------|---------------------------------|
| 0 - 25,000 | \$24,148 | 76* |
| 25,001 - 50,000 | 26,715 | 29 |
| 50,001 - 100,000 | 29,456 | 16 |
| 100,001 - 150,000 | 34,081 | 5 |
| 150,001 - 200,000 | 37,505 | 2 |
| 200,001 + | 50,180 | <u>8</u> |
| | | 136 |

*General registrars working less than five days per week receive a proportional amount of the full-time salary for the population bracket.

Source: State Board of Elections.

STUDY APPROACH

Senate Joint Resolution 167 specifically asked JLARC to evaluate three issues:

- the compensation program for general registrars;
- specific factors which should be used to determine the compensation for these officials, such as population served, length of service, and efficiency in the administration of the registration process, conduct of elections, and records management; and
- the appropriate State share of the costs of compensating these officials.

SJR 167 focuses on the compensation of general registrars as opposed to overall expenditures for voter registration. The study approach reflects this focus. While policy options were developed to aid decisions about the appropriate State share of general registrar compensation, no attempt was made to evaluate the appropriate State share of overall expenditures for voter registration. Also, while workload indicators are fundamental to the analysis of certain issues, the study did not include an evaluation of the overall effectiveness of general registrars, or Virginia's voter registration system in general.

Six major research activities were undertaken during this study to address the issues: a mail survey of all general registrars, site visits to a sample of general registrar offices, a telephone survey of other states, an analysis of voter registration activity records, an analysis of job descriptions for potential comparators, and document reviews.

Mail Survey of General Registrars

All of the general registrars were surveyed by mail. Of the 136 general registrars surveyed, 127 (93 percent) responded. General registrars were asked to provide background information about themselves, as well as data on their current compensation package and job responsibilities.

Site Visits

JLARC staff visited the offices of eight general registrars. The localities selected for visits were representative of the range of general registrar situations, including small, rural localities with part-time general registrars and large, urban localities with full-time general registrars. The general registrars were interviewed about their mission, activities, and compensation.

Telephone Survey of Other States

A telephone survey of nine other states was conducted to collect information on the compensation packages of general registrars or their equivalent. The nine states were: California, Florida, Georgia, Kentucky, Maryland, North Carolina, South Carolina, Tennessee, and West Virginia.

The secretary of state's office or the state elections board was contacted in each state, depending upon how the state's elections administration function is organized. Representatives were questioned about the overall organization and governance of voter registration, and asked to identify the position which most approximates Virginia's general registrars. Information on job requirements and compensation was also collected when possible.

The Election Center, an international service association of election and registration officials located in Alexandria, Virginia, provided data on general registrar responsibilities and compensation in other states which were not part of the survey. With the Election Center data and the JLARC telephone survey, information was available for 29 other states.

Analysis of Voter Registration Activity Records

The State Board provided the following data for calendar years 1982 through 1990: the annual State salary provided to general registrars, weekly days of service of general registrars, population of each locality, the number of voter registration transfers, the number of registrations deleted from the rolls, the number added to the rolls, and the number of total registered voters. Analysis of this data was used to address a number of study issues.

Analysis of Job Descriptions

In order to evaluate general registrar compensation it was necessary to identify other positions with comparable job responsibilities. After reviewing the required duties of general registrars, JLARC staff worked with staff from the Department of Personnel and Training (DPT) to identify State positions which might have job responsibilities similar to those of general registrars. Job descriptions for these positions were analyzed by JLARC staff to determine job responsibilities, job eligibility requirements, and method of hire. Job responsibility was considered the most important factor in determining suitable comparators. JLARC staff also evaluated whether voter registration administrators in other states or any of the five Article VII constitutional officers perform duties which are similar to those required of general registrars.

Document Reviews

A wide variety of documents were used during the course of the study. A partial listing of the documents reviewed by JLARC staff includes: reports from the Joint Subcommittee Studying Election Laws, the results of a 1989 survey conducted by the Virginia Registrars Association, a 1981 study of general registrars conducted by the Department of Planning and Budget, the *Code of Virginia*, the *Constitution of Virginia*, Attorney General opinions, Appropriation Acts, Department of Personnel and Training guidelines for classifying State employees, and general literature on voter registration and elections administration.

REPORT ORGANIZATION

Chapter I has provided background information on the organization and administration of voter registration in Virginia, the compensation program for general registrars, and the approach used to complete the study. Chapter II provides an analysis of the responsibilities and workload of general registrars, including an evaluation of the existing population-based system for setting salaries. Chapter III addresses the adequacy of general registrar compensation. Chapter IV provides an evaluation of four options for deciding the appropriate State share of general registrar compensation.

II. General Registrar Responsibilities and Workload

To evaluate the compensation of general registrars, it is essential to understand the range of responsibilities and workload they carry out. A review of general registrar responsibilities shows that in addition to their duties related to voter registration, many general registrars devote time to the planning and administration of elections and assisting with local government operations. Many of these latter activities are not specifically required by either the *Code of Virginia* or the State Board of Elections (State Board). Administration of voter registration is the primary function of all general registrars, and therefore the analysis of workload is focused on this function.

Given that compensation should be related to workload, valid workload indicators are also required for an evaluation of compensation. A number of potential factors for determining compensation were evaluated. Based on this analysis, population appears to be the most appropriate factor on which to base compensation, although job experience also warrants consideration. An option for incorporating job experience into the compensation program is presented in Chapter III.

A viable compensation system should have an equitable mechanism for relating different levels of workload to commensurate levels of compensation. General registrar salaries are allocated under a population bracket system which determines the State salary for all general registrars, as well as the number of days worked per week for part-time general registrars. The existing population/salary brackets are more a product of historical precedent than of demonstrable breakpoints in workload. Nevertheless, the brackets generally discriminate between different levels of workload. While wholesale changes to the brackets are not needed at this time, greater equity could be achieved by adding an additional bracket at the highest end of the scale. The fiscal impact of this option is addressed in Chapter III. In addition, the bracket system could be simplified by adding a separate bracket for part-time general registrars.

Another facet of a viable compensation system is efficiency. Voter registration services should be managed so that the costs of voter registration are justified by the benefit of increased service for citizens. Beginning in FY 1990, part-time general registrars were required to increase their normal days of service during the months of January through July. An analysis of the impact of this change in calendar year 1990 shows that while it may have increased access, it might not have been cost effective for a number of the affected localities.

JOB RESPONSIBILITIES OF GENERAL REGISTRARS

The *Code of Virginia* and the State Board handbook for general registrars were reviewed to determine the required job qualifications and skills of general registrars. There are no educational qualifications outlined in either the *Code of Virginia* or the State Board handbook. Statute requires that general registrars must be registered voters of the jurisdictions to which they are appointed, competent and fully capable of performing all required duties, and of good moral character. The only restrictions are that they not be related to electoral board members, or hold any paid government office, or hold or pursue elective office during their tenure or for six months thereafter. The State Board handbook states that a general registrar must have skills in the areas of planning, administration, budgeting, training, writing, public relations, and record keeping.

Job Responsibilities As Reported by General Registrars

The *Code of Virginia*, the State Board handbook on general registrars, and data from the general registrar survey were reviewed to compile a list of required general registrar responsibilities. General registrars' primary statutory tasks include registering voters, transferring voter registrations to the appropriate locality, purging or deleting ineligible voters, processing absentee voter applications and ballots, and administering outside registration sites. General registrars spend an average of 51 percent of their time on these activities during the months of August through December (when all general registrars work full-time), based on 101 responses to the mail survey of general registrars.

General registrars are also responsible for maintaining a central office of voter registration. The general registrars surveyed reported spending an average of about 17 percent of their time on office administration and supervision during August - December. In addition, the general registrars surveyed reported spending about ten percent of their time providing information to the public, and three percent of their time on other miscellaneous activities.

Some general registrars also provide services for their local governments beyond those services associated with voter registration. The 101 general registrars responding to the survey spend an average of three percent of their time providing assistance to their local governments. General registrars perform a variety of tasks for local governments, including serving on local committees, answering the telephones for nearby offices, and serving as informal information resources in the buildings which house their offices.

Many general registrars also spend time planning and administering elections. The 101 general registrars responding to the survey reported spending an average of 16 percent of their time on these activities during August through December. Some general registrars are highly involved in these activities, while others are not. Forty percent reported spending ten percent or less of their time planning or

administering elections; 80 percent reported spending 20 percent or less of their time on these activities; 95 percent reported spending less than a third of their time on these activities. Five percent reported spending between 35 and 50 percent of their time on these activities. For the 101 respondents, the proportion of time devoted to planning and administering elections tends to increase with population.

Job Responsibilities Beyond the Statutory Mandate

The appropriate role of general registrars in the planning and administration of elections is not clear. Statute and the State Board handbook assign primary responsibilities for elections planning and administration to local boards of elections. Statute does allow the secretary of the local board to delegate to the general registrar certain responsibilities for transmitting information to the State Board. General registrars and the local boards are also assigned certain statutory responsibilities for administering absentee voting. As of July 1, 1991, general registrars will accept notices of candidacy and financial reports from candidates, and transmit these to the local or State Board as appropriate. General registrars are explicitly excluded from being officers of election.

In addition, statute allows the general registrars, with the consent of the local board, to undertake unspecified additional duties not inconsistent with law. However, there is evidence that some general registrars may be executing certain core duties of the electoral boards. Twenty-two of the 127 respondents to the survey of general registrars volunteered that they actually perform some duties of the electoral board, as illustrated in the following survey responses:

In many localities, Electoral Boards "delegate" most of their work to the Registrar. In many instances this is the most practical way to get the work done. This often creates an overload during the Registrar's busiest time. When this happens in my office, I pull in my deputies.

* * *

General registrars' duties should be redefined to include greater administrative responsibility for elections (since the majority perform these duties already) and consideration should be given to how their offices are staffed.

* * *

Since our days of service were increased ... we have assumed more duties from our Electoral Board and the State Board of Elections.

* * *

A large percentage of my workload involves performing, rather than "assisting" with, the duties of the Electoral Board. These duties include, but are not limited to: managing the Officers of Election, managing polling places, managing election machines, ordering and managing ballots, maintaining Contributions and Expenditure Report files, managing election supplies, managing absentee voting (all aspects), and arranging the Electoral Board meetings, recording and transcribing Electoral Board minutes.

The general registrars' acquisition of local board responsibilities has implications for Virginia's election administration function in general. Statute implies that voter registration and elections administration are intended to be separate functions, with certain exceptions. Yet some general registrars, especially those in the larger localities, have been asked to accept significant responsibilities for elections administration which are normally the responsibility of the local boards. This trend raises questions about the appropriate role of both general registrars and local boards in election administration.

While some general registrars indicated that they devote significant time and energy to elections administration, the analysis of general registrar compensation centered on those responsibilities required for the provision of voter registration services, including supportive office administration functions. Voter registration services, or the supervision of these services, are the primary duties of general registrars as specified in statute. These are the duties in which all general registrars are involved, and on which general registrars spend the greatest proportion of their time.

By contrast, legislative intent regarding extensive involvement of general registrars in elections administration is not explicit, and there are concerns about the appropriate allocation of responsibilities between general registrars and local board members. It would be inappropriate to consider planning and administration of elections as a primary factor for determining general registrar compensation because general registrars are not uniformly required to execute significant responsibilities in this area, and because there is no clear statutory mandate for general registrars to be extensively involved in election administration.

EVALUATION OF FACTORS FOR DETERMINING GENERAL REGISTRAR COMPENSATION

SJR 167 listed several potential factors to be evaluated for determining compensation. Additional factors were identified after consulting with general registrars, the State Board, and staff from the Department of Personnel and Training. Eleven factors were eventually included in the evaluation (Table 4). Of these eleven, population and job experience appear to be the most viable factors.

Table 4

Potential Factors for Determining General Registrar Compensation

- Efficiency in registration process
- Total number of registered voters
- Percentage of persons 18 or older registered
- Number of newly registered voters
- Number of purged or deleted records
- Number of elections held
- Number of satellite registration sites
- Number of additional registration sites
- Number of registration transfers administered
- General registrar job experience
- Population of locality

Sources: Senate Joint Resolution 167; JLARC staff interviews with general registrars, State Board of Elections staff, and Department of Personnel and Training staff.

Evaluation Method

Four criteria were used to evaluate the various factors. In order to be appropriate, a factor would have to be: (1) indicative of workload, (2) objective, (3) measurable, and (4) generalizable. These criteria were defined as follows:

- Indicative of workload: that which serves as a sign or index of general registrar workload.
- Objective: that which cannot be inappropriately manipulated.
- Measurable: that which can be validly and reliably classified.
- Generalizable: that which can be extended or applied to all localities.

The four criteria are important to the establishment of an efficient and equitable statewide salary system. Under a statewide system, factors for determining compensation should be indicative of workload so that general registrars receive comparable compensation for comparable work. Factors should be objective so as to minimize the potential for subjective manipulation. Factors should be measurable and generalizable so that differing workloads can be classified and compared across the Commonwealth. Each factor was evaluated against the criteria using the decision rules outlined in Exhibit 3.

Decision Rules for Evaluation of Alternative Factors on Which to Base Compensation

If the factor is a measure of general registrar activity, then it is indicative of workload.

If the factor cannot be inappropriately manipulated by the general registrar to produce a larger salary, then it is objective.

If the factor can be quantified or classified for review by the General Assembly, then it is measurable.

If the factor is present in and applicable to all localities, then it is generalizable.

Source: JLARC staff analysis.

Evaluation Results

Exhibit 4 summarizes the results of the evaluation. Ultimately, eight factors were classified as less appropriate for determining compensation, and three were classified as more appropriate.

Less Appropriate Factors for Determining Compensation. Efficiency in the registration process, although obviously desirable, is a less appropriate factor on which to base compensation primarily because of the lack of a uniform system for evaluating efficiency. Currently, the general registrars are not provided with routine, uniform evaluations. The State Board is too far removed from the 136 general registrars to evaluate the efficiency of their activities. Local board members work part-time, and do not supervise the general registrars on a regular basis. Although 55 percent of respondents to the survey of general registrars indicated efficiency would be an appropriate factor, it would be extremely difficult to develop an objective and generalizable system for evaluating efficiency.

The next four factors in Exhibit 4 — total number of registered voters, percentage of persons 18 or older registered, number of newly registered voters, and number of purges or deletes — were evaluated as absolute numbers and as a proportion of population. All four factors are classified as less appropriate because of concerns about objectivity. The use of these factors could create incentives for general registrars to solicit registration applications in order to increase their compensation. Such activity would conflict with statute, which places restrictions on solicitation of applications (Section 24.1-46). Less than 25 percent of respondents to the general registrar survey supported the use of these factors in determining compensation.

Exhibit 4

Evaluation of Alternative Factors for Determining Compensation

| <u>Factor</u> | <u>Indicative of Workload</u> | <u>Objective</u> | <u>Measurable</u> | <u>Generalizable</u> |
|--|-----------------------------------|------------------|-------------------|----------------------|
| Efficiency in registration process | ● | ○ | ○ | ○ |
| Total number of registered voters | ● | ○ | ● | ● |
| Percentage of persons 18 or older registered | ● | ○ | ● | ● |
| Number of new registered voters | ● | ○ | ● | ● |
| Number of purges or deletes | ● | ○ | ● | ● |
| Number of elections | ● | ● | ● | ○ |
| Number of satellite registration sites | ● | ○ | ● | ● |
| Number of additional registration sites | ● | ○ | ● | ● |
| Number of transfers | ● | ● | ● | ● |
| Job experience of general registrars | ● | ● | ● | ● |
| Total Population | ● | ● | ● | ● |

KEY:

● - Meets criterion

○ - Does not fully meet criterion

Source: JLARC staff analysis.

The number of elections is classified as less appropriate because of concerns about generalizability. As noted earlier, some general registrars are extensively involved in local election board activities, while others are not. Respondents to the general registrar survey estimated they spend, on average, about 16 percent of their time planning and administering elections, but the range of time spent is from 0 to 50 percent. As a result, this factor is not present and applicable in each locality.

The numbers of satellite and additional registration sites are classified as less appropriate because of potential risks to objectivity. The number of sites is a decision of the local board and general registrar, within limits established in statute (Section 24.1-49). The number of sites could be arbitrarily manipulated independent of workload in order to obtain additional compensation.

More Appropriate Factors for Determining Compensation. The number of transfers administered, total population, and job experience were found to be more appropriate factors for setting compensation. Greater numbers of transfers increase the workload of general registrars. This factor is objective because it cannot be manipulated by the general registrar. Transfers are usually voter-initiated and must be accepted by another locality before the transaction is completed. The involvement of another locality ensures that transfers are properly implemented. This factor is measurable and generalizable, as the State Board currently collects information on transfers from each general registrar.

Population is the traditionally accepted indicator of general registrar workload. Other workload indicators do tend to correspond with population. JLARC staff collected a variety of activity data from the State Board, including the number of registrations added per year, the number of records subtracted per year, and the total number of registered voters per year for calendar years 1982 through 1990. Each of these factors is highly correlated with the total population of the locality (Table 5). The number of transfers into a locality is captured within the additions. The number of transfers out of a locality is captured in the subtractions. Because population is also an objective, measurable, and generalizable factor on which to base compensation, it is not necessary to replace it with a closely related factor such as number of transfers administered.

Job experience is related to workload, albeit indirectly. While years of service can be easily measured, it is difficult to measure the value added by each year of experience. However, as recognized in the State classification system, experience and institutional knowledge can be key factors in improving the efficiency and effectiveness of an operation. Job experience is not captured in the present system of determining compensation for general registrars. The General Assembly could include job experience as one factor in determining general registrar compensation. The cost of such a change is analyzed in Chapter III.

Table 5

**Correlation Matrix:
Local Population vs. Selected
General Registrar Workload Indicators
Calendar Year 1990**

| | <u>Population</u> | <u>Total Transactions</u> | <u>Total Additions</u> | <u>Total Deletions</u> |
|-----------------------|-------------------|-------------------------------|----------------------------|----------------------------|
| Population | 1.00 | | | |
| Total Transactions | 0.95 | 1.00 | | |
| Total Additions | 0.93 | 0.99 | 1.00 | |
| Total Deletions | 0.95 | 0.98 | 0.94 | 1.00 |

Source: JLARC analysis of voter registration activity records provided by the State Board of Elections.

EQUITY OF POPULATION/SALARY BRACKETS

The existing population/salary brackets were essentially established when the Commonwealth assumed responsibility for salaries in FY 1974. Since that time, a series of incremental changes has been implemented to address the unique needs of a developing voter registration function in Virginia, with the only change to the population/salary brackets being the elimination of the top bracket of 350,000 in FY 1987.

Article VII constitutional officers are another class of positions which receive fixed salaries based on population. The unique historical basis of the general registrar population/salary brackets makes a comparison with the brackets for constitutional officers of little use. Just as for the general registrars, the constitutional officer salary brackets are a product of historical, incremental evolution characterized by the unique needs of those offices. There are differences between the population brackets and associated salary increments for general registrars and the constitutional officers, but differences also exist among the brackets for the various constitutional officers themselves. While the particular population/salary brackets may be appropriate for each associated position, comparisons of brackets between positions would be arbitrary and not indicative of either equities or inequities.

Although it would be inappropriate to evaluate the general registrar population/salary brackets against those for other positions, it is possible to evaluate the equity of the brackets for individual general registrars. Research was conducted to determine the extent to which the population brackets discriminate between different levels of general registrar workload as measured by the total number of transactions completed per annum.

The results showed that the existing population brackets generally discriminate between levels of workload among localities, with some exceptions. However, in nearly all cases changing the brackets to eliminate these exceptions would create offsetting inequities for other localities. As a result, the primary concern related to equity is the need for an additional bracket at 500,000 population to differentiate Fairfax County from other localities which do not maintain nearly the same workload level. It is also possible to simplify the population/salary bracket structure for localities with populations under 10,000.

Equity of Population/Salary Brackets Could Be Improved

General registrar salaries are currently determined according to six population brackets. The equity of the brackets was evaluated using the annual number of registration transactions as the primary workload indicator. The number of transactions is the total of additions to the voting roles, subtractions from the voting roles, and transfers of registration applications from one locality to another. In order to recognize cyclical variations in registration activity, each locality was assigned a total transactions figure equal to the average number of total transactions for the four-year period from CY 1987 through CY 1990. This total transactions figure was used in a three-step evaluation of the population/salary brackets.

The first step was to determine whether the population/salary brackets generally discriminate between levels of workload. The median number of average annual transactions was calculated for the localities in each bracket, and these medians were compared across brackets.

The second step was to determine whether any individual localities had a significantly greater or lesser workload than their peer localities in the same population bracket. It was expected that there would be some overlap between localities with high workload in one population/salary bracket and those with low workload in the next higher bracket. Those individual localities with workload levels more characteristic of localities in another population/salary bracket were identified using the following criteria:

If a locality in one population/salary bracket maintained a level of workload higher than the lower quartile workload of the next highest bracket, then that locality would be classified as potentially belonging in a higher population/salary bracket.

If a locality in one population/salary bracket maintained a level of workload lower than the upper quartile workload of the next lowest bracket, then that locality would be classified as potentially belonging in a lower population/salary bracket.

The third step was to adjust the population/salary brackets to place the localities identified in step two in a more appropriate population/salary bracket. This generally involved a simulated lowering or raising of the existing population/salary brackets in order to make them inclusive of the localities in question. The impact of the simulated adjustments on other localities was also evaluated to determine whether a particular change to the population/salary brackets would result in an overall increase or decrease in the number of localities being treated equitably. Only adjustments resulting in a net increase in the number of localities treated equitably would be considered for implementation.

Figure 1 shows the range, median, upper quartile, and lower quartile registration activity for localities in each of seven population brackets, using the total number of transactions completed as the measure of registration activity. (A seventh, additional bracket was used for localities with population under 10,000 in order to differentiate part-time general registrars from those who work full-time.) The range shows the maximum and minimum level of registration activity for localities within each bracket. Within each bracket, the median represents the point at which 50 percent of localities completed a greater number of total transactions, while 50 percent completed a lesser number. The upper quartile is the point at which 25 percent of the localities completed a greater number of total transactions, and 75 percent completed a lesser number. The lower quartile is the point at which 75 percent completed a greater number of total transactions, and 25 percent completed a lesser number.

The analysis shows that the existing population brackets generally discriminate between different levels of workload. The median number of transactions increases steadily and substantially from the lowest bracket to the highest. The median locality in bracket one (0 - 9999 population) conducted an average of 495 transactions per year over 1987-1990, compared with 1,063 in bracket two, 2,221 in bracket three, 4,291 in bracket four, 9,727 in bracket five, 16,802 in bracket six, and 21,568 in bracket seven. Activity levels for individual localities are summarized in Appendix B.

Although the existing brackets discriminate generally, there are localities with workload more characteristic of localities in different brackets. Fifteen localities maintained workloads above the lower quartile in the next highest population/salary bracket, making them candidates for inclusion in the higher bracket. Eight localities maintained workloads below the upper quartile in the next lower population/salary bracket, making them candidates for placement in the lower bracket.

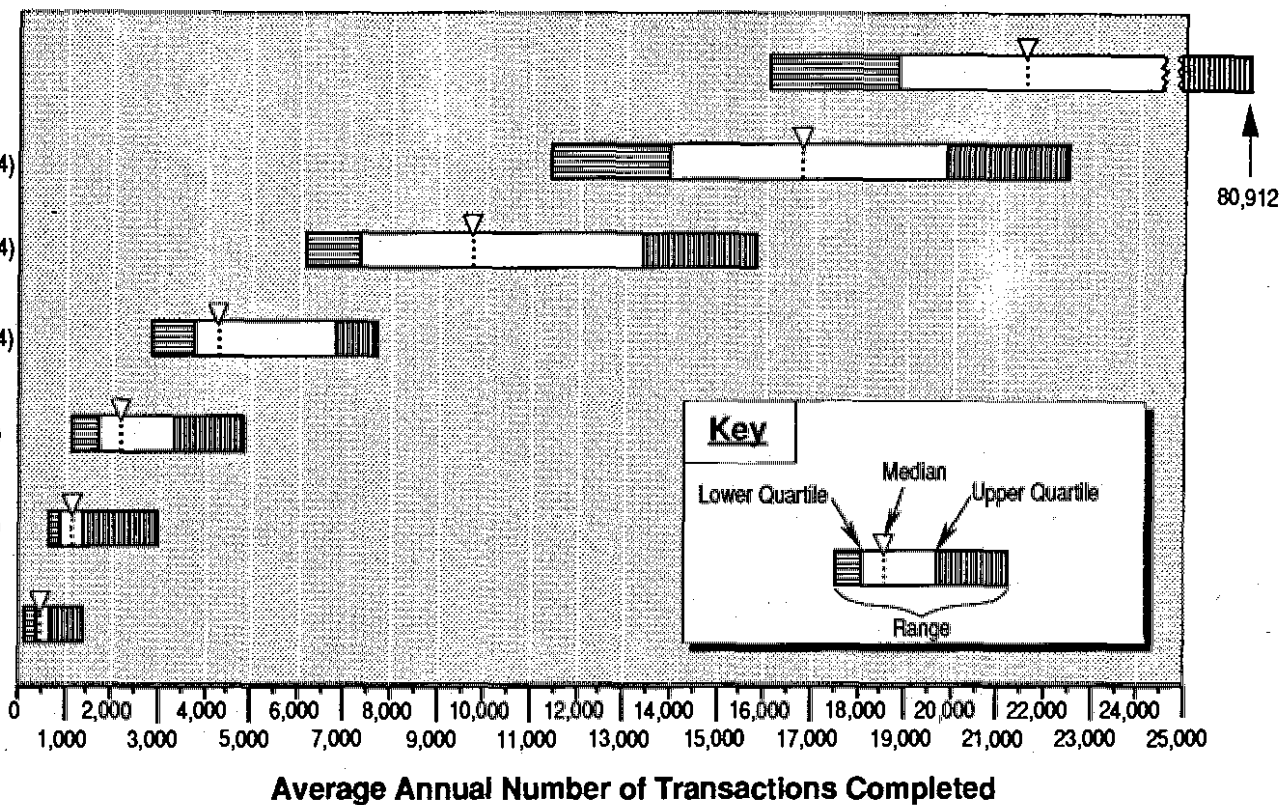
Adjusting the population/salary brackets to include these localities would not increase the equity of the population brackets overall. Adjusting a bracket to encompass a locality with comparable workload also raises the possibility of inappropriately moving localities with incomparable workloads into a different bracket. In every case,

Figure 1

Voter Registration Activity by Population Bracket 1987-1990

Population
Brackets:

- ⑦ 200,001 or more (N=5)
- ⑥ 150,001 - 200,000 (N=4)
- ⑤ 100,001 - 150,000 (N=4)
- ④ 50,001 - 100,000 (N=14)
- ③ 25,001 - 50,000 (N=29)
- ② 10,000 - 25,000 (N=52)
- ① 0 - 9999 (N=28)



Source: JLARC analysis of voter registration activity data provided by the State Board of Elections.

adjusting the population/salary brackets to include one or several localities in a more appropriate workload grouping also resulted in placing an equal or greater number of localities in a less appropriate workload grouping.

One exceptional locality is Fairfax County. Fairfax County conducted more than three times as many transactions as its closest peer (Virginia Beach City) over the period 1987-1990, yet it is included in the same population/salary bracket. The equity of the population/salary brackets could be increased by placing Fairfax County in a new bracket for localities with populations above 500,000. Compensation for the Fairfax County general registrar, as well as for the other general registrars, is addressed in the next chapter.

Population/Salary Brackets Could Be Simplified

General registrars in localities with populations of less than 10,000 work three days per week during the months of January through July, and five days per week from August through December. In FY 1991, 27 registrars fell into this category. Salaries for these general registrars are determined as described in the following language from the 1990 Appropriation Act (Section 1-25.A.1):

- a) The annual salaries of general registrars authorized to work less than five normal days of service per week shall be fixed at a portion of the salary prescribed above for the population range in which their locality falls. Such portion shall be equal to the percentage their normal days of service per week bears to five normal days of service per week.

In essence, this language means that these general registrars are paid on a part-time basis during the first seven months of the calendar year, and on a full-time basis during the last five months of the calendar year.

Prior to the change in the days-of-service brackets approved in the 1989 Appropriation Act, part-time general registrars worked two, three, or four days per week during the first seven months of the year, depending on the local population. As a result of the 1989 change, all part-time general registrars now work a standard three days per week during the first seven months of the year. Because the number of days worked per week is now standard, the compensation of part-time general registrars is also standard. The language from the Appropriation Act could be replaced with an additional salary bracket for general registrars in localities with populations less than 10,000. This would serve to provide a clearer explanation of the State salary received by general registrars in the affected localities.

Recommendation (1). The General Assembly may wish to amend the Appropriation Act to strike subsection a) of Section 1-25.A.1, and to include an additional population/salary bracket for general registrars in localities with populations less than 10,000.

IMPACT OF INCREASE IN NORMAL DAYS OF SERVICE

The normal days of service during the months of January through July for part-time general registrars are set in the Appropriation Act. Prior to FY 1990, the normal days of service ranged from two to four days per week, depending on population. Effective in FY 1990, the normal days of service were set at three days per week for general registrars in localities with less than 10,000 population, and five days per week for all other general registrars (Table 6). As a result, the number of normal workdays was increased for all general registrars in localities with less than 30,001 population.

An analysis was conducted to determine: (1) the cost increase associated with this change, and (2) the benefits produced by the increase in general registrar workdays. It was found that although general registrars are available to the public a greater number of days as a result of the bracket change, registration activity in the affected localities has not increased overall.

State Salary Costs Increased

The change in the population/days-of-service brackets affected general registrars in 72 localities in FY 1991, at an estimated cost to the Commonwealth of \$359,997. The increased cost was the result of increases in general registrar salaries made necessary by the increase in the number of days the affected general registrars worked. General registrars in 30 localities increased their normal days-of-service one day per week as a result of the bracket change, accounting for \$86,127 of the increased cost. An additional 30 general registrars increased their normal days-of-service by two

Table 6

Adjustment to Brackets for Determining Normal Days of Service During January Through July

| Fiscal Year 1989 | | Fiscal Year 1990 | |
|------------------|---------------|------------------|---------------|
| Population | Days Per Week | Population | Days Per Week |
| 0 - 12,000 | 2 | 0 - 9,999 | 3 |
| 12,001 - 25,000 | 3 | 10,000 and above | 5 |
| 25,001 - 30,000 | 4 | | |
| 30,001 and above | 5 | | |

Sources: Appropriation Acts, 1988-1989.

days per week, resulting in increased costs of about \$172,448. Twelve general registrars increased their normal days-of-service by three days per week. This group accounted for \$101,422 in additional salary costs. The impact of the change in the population/days-of-service brackets on specific localities is summarized in Appendix C.

The increase in the normal days-of-service resulted in an increase in the number of hours general registrars in the affected localities are available to serve the public. As a result of the bracket change, the 72 affected general registrars were available an estimated 30,576 more hours in FY 1991 than they would have been under the previous bracket structure. The estimated average additional hours for each general registrar was 425 per year, with a range of 243 to 728 per year.

Access Increased But Overall Registration Activity Decreased

General registrars were asked on the mail survey to describe the impact of the change in normal days-of-service on their activities. Also, voter registration activity records were analyzed in an attempt to identify changes in registration activity before and after the implementation of the bracket change. The results of these analyses were synthesized to develop a profile of the impact of the bracket change on general registrar workload.

Survey Results. Fifty-seven (79 percent) of the 72 general registrars affected by the bracket change responded to the JLARC mail survey (Table 7). On the survey the general registrars were asked to evaluate whether the change in the days-of-service brackets has had an impact on their core activities. The majority of respondents reported a positive impact on their ability to provide information to the public (61 percent), and their ability to provide voter registration services (58 percent).

Changes in Registration Activity. The general approach of the analysis was to compare registration activity indicators before and after the bracket change to identify increases in workload which might be attributable to the increase in work hours. As described earlier, population appears to be the most appropriate indicator of general registrar workload, and thus this factor was included as a workload indicator. Two additional registration workload indicators were included in the analysis: the total annual number of transactions completed (including those added plus those deleted), and the total annual number of transactions completed per capita.

Another requirement was to select appropriate years for the comparison. Calendar years had to be used because the State Board of Elections maintains registration records on a calendar year basis. Calendar 1990 and calendar 1986 were selected. Calendar 1990 was selected because it is the first complete calendar year since the implementation of the bracket change. Calendar 1986 was selected in recognition of the cyclical nature of voter registration activity.

An analysis of registration activity data for all localities shows that activity has tended to peak around presidential election years, before subsiding in subsequent

Table 7

**Reported Impact of Increase in Normal
Work Days on Services Provided
(N=57)**

Question: Has the increase in your normal workdays due to the change in the days-of-service Brackets had an impact on:

| | Yes (%) | No (%) | Don't Know (%) |
|--|------------|-----------|----------------------|
| Providing information to the public? | 61 | 29 | 9 |
| Registration of voters? | 58 | 32 | 11 |
| Processing of absentee ballots and applications? | 42 | 53 | 5 |
| Office administration and supervision? | 40 | 53 | 7 |
| Purging or deleting registered voters? | 19 | 72 | 9 |
| Monitoring or administering satellite and additional registration sites? | 18 | 72 | 11 |
| The number of voter registration transfers? | 14 | 70 | 6 |

Note: Percentages may not add to 100 due to rounding.

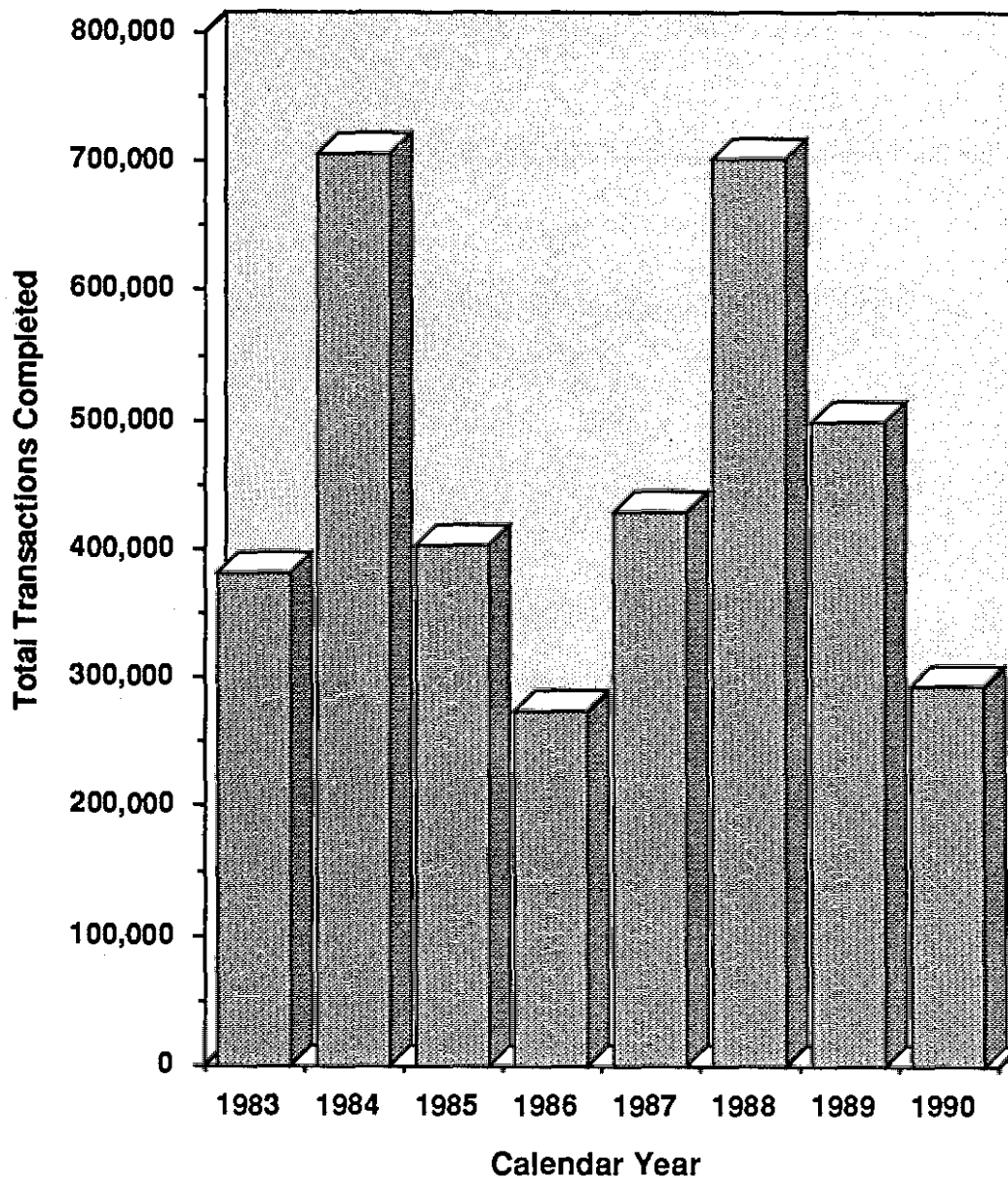
Source: JLARC mail survey of general registrars.

years (Figure 2). With this factor in mind, it would be expected that general registrar activity would be higher during calendar 1987, 1988, and 1989 than in 1990. Calendar 1990 is two years after the presidential election of 1988. Calendar 1986 was the counterpart in the previous cycle, falling two years after the 1984 presidential election. Thus, based on their positions within cycles, these two years are the most comparable for the purpose of analyzing workload before and after the days-of-service bracket change.

Including all localities in the analysis, as shown in Figure 2, there was an overall increase in voter registration activity between 1986 and 1990. The overall number of transactions completed increased by seven percent between 1986 and 1990. However, focusing on just those 72 localities where the normal days-of-service were increased, voter registration activity actually declined (Table 8). In these localities,

Figure 2

**Total Number of Transactions Completed
By General Registrars
CY 1983 - CY 1990**



Source: JLARC analysis of State Board of Elections data.

Table 8

**Changes in Registration Activity
From CY 1986 to CY 1990
72 Localities Affected by Days-of-Service
Bracket Change in FY 1991**

| <u>Workload Indicator</u> | <u>Total Increase Across Localities</u> | <u>Average Locality Increase</u> | <u>Number of Localities:</u> | | |
|--|---|--|------------------------------|----------------------|------------------|
| | | | <u>Increased</u> | <u>No Change</u> | <u>Decreased</u> |
| Population Served | 37,800 | 525 | 51 | 5 | 16 |
| Total Number Transactions Completed | (4,609) | (64) | 51 | 0 | 21 |
| Total Number Transactions Completed Per Capita | (0.007) | (0.005) | 48 | 0 | 24 |

Source: JLARC analysis of State Board of Elections data.

4,609 fewer transactions were completed in 1990 than in 1986, representing a decline of almost ten percent.

General registrars in the majority of the affected localities served a larger population and completed more transactions in 1990 compared to 1986. The population increased in 51 of these localities between 1986 and 1990, and declined or stayed the same in the other 21 localities. In 51 localities, the general registrar completed more transactions than in 1986, while fewer transactions were completed in 21 localities. The decline in activity in these localities more than offset the increase in the other 51 localities, creating the overall decline in activity.

It was not the case that the same 21 localities which lost or maintained population also experienced a decline in transactions completed. Thirteen of the 51 localities which gained population experienced a decline in transactions completed. Seven of the 16 localities which lost population saw a decline in transactions completed. One of the five localities which maintained population experienced a reduction in transactions completed. While population appears to be the best available indicator of workload, it appears that declines in population are not the sole cause of declines in registration activity.

The analysis to this point has focused on whether the general registrars in the affected localities have experienced absolute increases in registration activity. It is possible that even though registration activity has declined overall, the increase in normal work days has allowed the general registrars to serve a greater proportion of the population through new registrations and transfers. It is also possible that the increase in workdays has given general registrars more time to update voter registration roles through routine deletions of invalid records. To investigate this possibility, the registration transaction data was standardized by population to produce an indicator of registration activity per capita. It was found that overall, general registrars in the affected localities completed fewer transactions per capita in 1990 than in 1986. General registrars in 48 individual localities completed a greater number of transactions per capita in 1990, while 24 completed fewer transactions per capita than in 1986. Hence, the decline in registration activity per capita for these 24 localities more than offset the increase in the other localities.

Benefits and Costs. The primary benefits of the increase in the normal days-of-service were: (1) general registrars were available a greater number of hours to provide information to the public, and (2) general registrars in most, but not all, of the affected localities maintained a higher level of registration activity than they did prior to the bracket change. However, voter registration activity declined overall for the affected localities.

The increase in normal service days was achieved at an estimated cost of \$359,997 to the State in FY 1991. This translates to an overall cost increase of \$9.52 per capita in the affected localities. The overall per-transaction cost is meaningless because total transactions actually declined between 1986 and 1990. It is impossible to determine the per-unit cost increase in information provided to the public because general registrars do not keep records of these types of public interactions.

Although there is no standard or optimal cost per unit of general registrar activity, the cost efficiency of the increase in normal days of service appears to be low considering the overall decline in transactions completed. Cost efficiency is a particular concern in the 21 localities which completed fewer total transactions in 1990 than in 1986. This view is held by some general registrars. Six of the 57 affected general registrars who responded to the mail survey volunteered in open-ended comments that the increase in normal work days was not cost effective due to light workload, as illustrated by the following quotations from the survey:

Our county is small...I feel I could do my job working two days a week from January-September and three to five days a week October and November, two days a week in December. I have only registered nine people [in the last three months].

* * *

I personally think we should return back to part-time (three days the first seven months of the year and five days for the last five months).

* * *

There is no need for this office to be open five days a week. Three would be sufficient all twelve months.

* * *

...at the present time, I do not feel our office is in large enough demand to warrant a full-time registrar year-round.

* * *

The August-December period is the busy time. Otherwise I feel the full-time registrar is not necessary, especially since we have State-wide registration.

In conclusion, the increase in normal days-of-service for part-time general registrars did increase citizen access to voter registration. When the cost of the increase in work hours is measured against actual increases in registration activity, the cost efficiency of the increase in workdays is questionable — particularly in the 21 localities in which registration activity actually declined between 1986 and 1990. A key question is whether the increased cost is justified by the increase in availability of services, regardless of actual registration activity.

III. Adequacy of General Registrar Compensation

The analysis of compensation entailed a comparison between the salaries and fringe benefits for general registrars and those for positions with comparable job characteristics. General registrar salaries are generally similar to the salary ranges of comparable positions identified for this study. The salary structure for general registrars could be improved by: (1) expanding the number of population brackets in order to enhance equity, and (2) establishing salary scales which recognize job experience. Furthermore, analysis shows that fringe benefits for some general registrars are inconsistent among the localities and are not comparable with those available to State employees. Two options for addressing this issue are presented. Finally, the current limitation on local salary supplements appear reasonable, although some general registrars believe the limitation is unfair.

SELECTION OF COMPARABLE POSITIONS

Although all general registrars have certain basic responsibilities, there is great variation in the way in which general registrars allocate their time among the duties they are required to perform, such as handling transactions and supervising staff. Table 9 presents two measures of general registrar workload which illustrate this point. For the purposes of this analysis, a revised bracket structure was utilized. The revised structure includes additional brackets at the 10,000 and 500,000 population levels, based on the analysis presented in Chapter II.

As population in a locality increases, the median number of total transactions completed generally rises along with the average number of paid assistant general registrars. There is a marked increase in transactions and the number of persons who are supervised by general registrars from localities with more than 100,000 people, indicating greater management responsibilities at this level. A second sharp increase in workload and management responsibility occurs in bracket 8. Because of these differences, it would be inappropriate to assume that all general registrars have similar workload and management responsibilities for the purpose of identifying comparable positions. Instead, the eight population brackets were used to group the general registrars into eight categories of job responsibility. An attempt was then made to find comparators for each of the eight categories.

Prior to comparing general registrars with other positions, a description of required general registrar responsibilities was developed based on the *Code of Virginia*, the State Board handbook, and conversations with State Board staff and selected general registrars. This job description was reviewed by the Executive

Table 9

General Registrar Activities

| <u>Bracket</u> | <u>Population Range</u> | <u>Median Number of Transactions*</u> | <u>Mean Number of Full-time Assistant Registrars, FY 1991</u> | <u>Mean Number of Part-time Assistant Registrars, FY 1991</u> |
|----------------|-------------------------|---|---|---|
| 1 | 0 - 9,999 | 495 | .40 | 1.60 |
| 2 | 10,000 - 25,000 | 1,063 | .85 | 1.70 |
| 3 | 25,001 - 50,000 | 2,221 | .50 | 2.70 |
| 4 | 50,001 - 100,000 | 4,291 | 1.20 | 6.00 |
| 5 | 100,001 - 150,000 | 9,727 | 2.25 | 24.25 |
| 6 | 150,001 - 200,000 | 16,802 | 4.25 | 17.75 |
| 7 | 200,001 - 500,000 | 20,200 | 6.75 | 26.25 |
| 8** | 500,001 + | 80,912 | 13.00 | 170.00 |

*Median number of average annual transactions over the period 1987-1990.

**Fairfax County is the only locality in bracket 8.

Sources: JLARC analysis of general registrar survey data, State Board of Elections data.

Secretary of the State Board of Elections prior to its use in the analysis. In compiling a list of positions which might be comparable to general registrars, information was collected on the duties of voter registration administrators in other states, Article VII constitutional officers, and classified State positions.

It was found that general registrars are not comparable to voter registration administrators in other States and Article VII constitutional officers. Certain State classified positions are comparable to general registrars, and these positions were used in the analysis of compensation.

**General Registrars Are Not Comparable to Voter Registration
Administrators in Other States**

Elections representatives in nine states were contacted by telephone to determine whether they had positions comparable to those of Virginia's general registrars. The group of nine included eight southeastern states (Florida, Georgia, Kentucky, Maryland, North Carolina, South Carolina, Tennessee, and West Virginia) which the Department of Personnel and Training considers to be the relevant labor market for the Commonwealth. California was also included because it was identified by a

general registrar as a state with positions which might be similar to Virginia's general registrars. In order to be used in the salary comparison, a position in another state would have to: (1) have comparable job responsibilities to Virginia's general registrars, and (2) be compensated according to a statewide compensation system with gradations for different levels of workload.

The survey results showed that the voter registration function differs from state to state, and in no state was the function sufficiently comparable to Virginia's. Focusing on job responsibilities, in two states (Kentucky and West Virginia) voter registration services are provided by county clerks, who also have significant responsibilities beyond voter registration. In five states (California, Florida, Maryland, North Carolina, and Tennessee), the positions responsible for local voter registration are also formally and legally responsible for election administration. As discussed in Chapter II, while some general registrars report having extensive responsibilities for planning and administering elections, they do not have statutory responsibility for many of these responsibilities.

In Georgia and South Carolina, the responsibility for voter registration may be assigned to either an individual or a local board, at the discretion of the local government. In these two states, as in California, Florida, Maryland, North Carolina, and Tennessee, there is no statewide compensation system. Compensation is determined locally, and varies according to the policies of local government officials rather than workload.

General Registrars Are Not Comparable to Article VII Constitutional Officers

Because of the interest among general registrars in comparisons with constitutional officers, information on the responsibilities of constitutional officers was analyzed. Thirty-one general registrars volunteered on the JLARC mail survey that they should receive the same compensation package as Article VII constitutional officers.

JLARC staff conducted a detailed analysis of the job characteristics for the five Article VII constitutional officers: treasurers, commissioners of revenue, Commonwealth's attorneys, sheriffs, and clerks of court. Job characteristics for these positions were obtained from a series of JLARC reports on constitutional officer staffing conducted between 1989 and 1990. The primary job responsibilities, eligibility requirements, and method of hire were identified for each position. These job characteristics were then compared to those of general registrars in each of the eight workload brackets.

It was concluded that the job characteristics of general registrars and constitutional officers are not sufficiently similar to warrant including constitutional officers in the salary analysis. This conclusion was reached for three reasons. First, general registrars and constitutional officers differ in the method of hire. Article VII constitu-

tional officers are elected officials while general registrars are appointed to four-year terms. This creates a fundamental difference in the nature of the positions. While Article VII constitutional officers are directly accountable to the citizens at large, general registrars are directly accountable to State and local election boards.

Second, the constitutional officers have different primary responsibilities than the general registrars. Exhibit 5 compares the primary functions of general registrars with those of the five constitutional officers. It should be noted that all of the positions in Exhibit 5 have certain office administration and supervision responsibilities in support of their primary functions, which are not listed in the exhibit.

The primary, uniformly required functions of general registrars are related to administration of voter registration and maintenance of records. The treasurers and commissioners of revenue have different primary responsibilities, related to administration of tax and fee collection. Commonwealth's attorneys have prosecutorial responsibilities, requiring a license to practice law, which are unrelated to the primary duties of general registrars. Sheriffs have multiple primary duties, all of which are different from the primary duties of general registrars.

Clerks of court have multiple primary duties related to administration of civil and criminal cases and maintenance of land and property records, among others. The record maintenance duties are similar to the record keeping functions of general registrars. However, *Technical Report: Staffing Standards for the Funding of Clerks of Court*, published by JLARC in March 1990, contains an analysis of the primary functions for which clerks are responsible. The major function of the clerks is administration of civil and criminal cases. Because the skills required in the administration of civil and criminal cases are quite different from the skills necessary to serve as general registrar, clerks were not considered appropriate comparators.

A third difference between general registrars and Article VII constitutional officers is the amount of supervision exercised. Information on the number of full-time and part-time paid assistant registrars was collected on the JLARC mail survey of general registrars. Based on an analysis of the 126 responses received, general registrars supervise an average of .79 full-time and 5.57 part-time assistant registrars.

These data were converted to full-time equivalent (FTE) positions for the purpose of comparison with Article VII constitutional officers. Because data on the number of days worked per week by part-time assistant registrars were unavailable, certain assumptions were made in order to estimate the number of FTE positions represented by part-time assistant registrars. Assuming part-time assistant registrars work an average of one day per week throughout the year, it is estimated that general registrars supervise an average of 1.9 FTE positions, including full-time and part-time assistant registrars. If it is assumed that part-time assistant registrars work two days per week, the estimated average number of FTE positions supervised increases to 3.0. If all part-time assistant registrars were to work three days per week throughout the year, the average number of FTE positions supervised would be 4.1.

Exhibit 5

Primary Functions of General Registrars and Article VII Constitutional Officers

| General Registrars | Treasurers | Commissioners of Revenue | Commonwealth's Attorneys | Sheriffs | Clerks of Court |
|--|--|--|--|---|--|
| <p>Registration of voters</p> <p>Maintenance of voter registration records</p> | <p>Collection, custody, accounting, and reimbursement of local revenues</p> <p>Collection and accounting of State income taxes</p> | <p>Processing of State income tax returns and taxpayer assistance</p> <p>Assessment of real property taxes</p> <p>Assessment of tangible personal property taxes</p> <p>Assessment of miscellaneous local taxes and fees</p> | <p>Prosecuting violations of State criminal code</p> <p>Prosecuting violations of local ordinances</p> | <p>Law enforcement</p> <p>Dispatching</p> <p>Court security</p> <p>Process service</p> <p>Jail operation and administration</p> | <p>Administration of civil and criminal cases</p> <p>Maintenance of land and property records</p> <p>Wills, estates, and fiduciaries</p> <p>Courtroom duties</p> |

Source: JLARC report on funding of constitutional officers, 1990.

On average, all of the Article VII constitutional officers supervise a greater number of FTE positions than the general registrars. Based on data from the series of JLARC reports conducted in 1989 and 1990, sheriffs supervised an average of 53.4 FTE positions, commissioners of revenue supervised an average of 9.5 FTE positions, clerks of court supervised an average of 7.9 positions, treasurers supervised an average of 7.8 FTE positions, and Commonwealth's attorneys supervised an average of 4.5 FTE positions. The average number of FTE positions supervised by general registrars approximates that for Commonwealth's attorneys under the assumption that all part-time assistant registrars work three days per week. However, the supervision exercised by Commonwealth's attorneys is of much greater complexity than the supervision required of general registrars.

General Registrars Are Comparable to Some State Job Classes

JLARC staff worked with Department of Personnel and Training (DPT) staff to develop a listing of State positions which might be comparable to general registrars. Based upon the required duties of general registrars, DPT staff reviewed the position descriptions of a number of classified State positions to identify potential comparators. As a result of this initial screening, DPT staff suggested 32 State positions which might have job responsibilities comparable to those of general registrars.

JLARC staff conducted a detailed analysis of the 32 State positions identified by DPT staff (Table 10). As was done with the analysis of Article VII constitutional officers, the position descriptions for the State classified positions were analyzed to determine the primary job responsibilities, eligibility requirements, and method of hire for each position. These job characteristics were then compared to those of general registrars in each of the eight workload brackets, with the greatest emphasis placed on the comparability of the primary required job responsibilities.

Based on this analysis, it was found that the job characteristics for nine of the State classified positions were similar to those of general registrars in six of the eight workload brackets (Table 11). (Appendix D includes position descriptions for general registrars and the nine State classified positions that were selected as appropriate comparators, as well as the results of the analysis for all 32 State positions.)

The positions of State Police Records Supervisor (grade 7) and Enrollment and Student Services Assistant (also grade 7) were found to be comparable to general registrars in bracket 1. The responsibilities of the State Police Records Supervisor are primarily record keeping with little supervisory responsibility. Although record keeping is also a primary responsibility of the Enrollment and Student Services Assistant, this position has some responsibility for outreach and liaison with other groups, as do general registrars.

The position of Enrollment and Student Services Specialist (grade 8) was found to be comparable to general registrars in bracket 2. This position is differentiated from the Enrollment and Student Services Assistant by increased independence

Table 10

**State Classified Positions Which Were
Compared to General Registrars**

| <u>Grade</u> | <u>Class Title</u> |
|--------------|--|
| Grade 5 | DMV Public Services Representative |
| Grade 6 | Community Colleges Admissions and Financial Aid Assistant DMV Public Services Specialist Program Support Technician |
| Grade 7 | Enrollment and Student Services Assistant Program Support Technician Senior State Police Records Supervisor |
| Grade 8 | Administrative Procedures Specialist Administrative Staff Analyst Enrollment and Student Services Specialist Information Officer A Legal Assistant |
| Grade 9 | Boat Registration Supervisor Disability Determination Analyst Election Board Assistant Grants Specialist Office Manager |
| Grade 10 | Administrative Staff Specialist Enrollment and Student Services Coordinator Grants Administrator Information Officer B Office Manager Senior Registration Services Supervisor |
| Grade 11 | Personnel Practices Analyst |
| Grade 12 | Administrative Staff Specialist Senior Grants Program Administrative Supervisor University Student Health Administrator |
| Grade 13 | Program Support Consultant State Registrar |
| Grade 14 | Election Board Secretary Special Assistant Grants Program Administrative Manager |
| Grade 15 | Grants Program Administrative Director |

Sources: JLARC analysis of State position descriptions supplied by Department of Personnel and Training, 1991.

Table 11

State Job Grades Used in Analysis of General Registrar Salaries

| <u>Bracket</u> | <u>Population Range</u> | <u>Comparable Class Title</u> | <u>Grade</u> |
|----------------|-------------------------|--|--------------|
| 1 | 0 - 9,999 | State Police Records Supervisor Enrollment and Student Services Assistant | 7 7 |
| 2 | 10,000 - 25,000 | Enrollment and Student Services Specialist | 8 |
| 3 | 25,001 - 50,000 | Election Board Assistant Boat Registration Supervisor | 9 9 |
| 4 | 50,001 - 100,000 | Enrollment and Student Services Coordinator Registration Services Supervisor | 10 10 |
| 5 | 100,001 - 150,000 | University Student Health Administrator | 12 |
| 6 | 150,001 - 200,000 | State Registrar | 13 |
| 7 | 200,001 - 500,000 | — | 14 |
| 8 | 500,000 + | — | 16 |

Source: JLARC analysis of position descriptions supplied by the Department of Personnel and Training, 1991.

and supervisory responsibility. Although the position description does not specify record keeping responsibilities, this position supervises Enrollment and Student Services Assistants, who do have record keeping duties.

The positions of Election Board Assistant (grade 9) and Boat Registration Supervisor (also grade 9) were found to be comparable to general registrars in bracket 3. Both of these positions involve record maintenance and supervisory responsibilities similar to those of general registrars in bracket 3. Of the two, the Election Board Assistant corresponds more closely with general registrars because this position deals with voter registration records in particular.

The positions of Enrollment and Student Services Coordinator (grade 10) and Registration Services Supervisor (also grade 10) were found to be comparable to general registrars in bracket 4. Both positions have responsibilities for executing or supervising record maintenance activities. The Enrollment and Student Services Coordinator supervises the Enrollment and Student Services Specialists and Assistants mentioned earlier.

The position of University Student Health Administrator (grade 12) was found to be comparable to general registrars in bracket 5. A two-grade increase between brackets 4 and 5 is used because general registrars in bracket 5 have significantly higher workload and supervisory responsibilities than those in bracket 4. General registrars in bracket 4 supervise an average of about seven full-time and part-time assistant general registrars, while those from bracket 5 supervise an average of more than 26. This difference in workload is supported by other data from the general registrar survey. For the 127 respondents, self-reported estimates of activities conducted between the months of August and December show that general registrars in bracket 4 spend 18.6 percent of their time on office management and supervision, while these activities require 36.3 percent of general registrars' time in bracket 5.

The position of State Registrar (grade 13) was found to be comparable to general registrars in bracket 6. This position requires supervisory, administrative, and record keeping duties comparable to those of general registrars in the larger localities contained in bracket 6.

The analysis did not produce specific comparators for general registrars in brackets 7 and 8. In recognition of the differences in workload across all brackets, job classifications were assigned to these brackets. Bracket 7 was assigned a grade 14 because of the increase in workload in this bracket compared to bracket 6. A two-grade increase is proposed for bracket 8 because of the substantial increase in the number of transactions completed as well as the number of assistant general registrars supervised. The general registrar in this highest bracket supervises 183 full-time and part-time assistant general registrars, compared to an average of 33 in bracket 7.

EVALUATION OF COMPENSATION

General registrar compensation was evaluated against that for the comparator State grades identified in Table 11, focusing on both base salary and fringe benefits. In addition, limits on local salary supplements were evaluated using local government positions as benchmarks.

General Registrar Salaries Are Comparable to Appropriate State Job Grades

The evaluation of base salary involved a comparison of general registrar salaries with the salaries for the State job grades identified in Table 11. The State

salary structure includes 23 job grades. State positions are classified as belonging to one of the 23 job grades based on the nature of the job responsibilities.

Each grade has 20 "steps" or salary increments. The starting salary represents the "step 1" salary for the grade. Employees receive annual step increases as they accrue more experience in the position. Under the existing Commonwealth salary structure, each step increase provides a 2.25 percent increase in salary. Under the proposed performance pay system, State employees will be able to increase from one to three steps each year, based on performance. The performance pay system has not yet been funded.

The analysis of base salaries shows that general registrars' current salaries fall within the salary ranges of comparable State job classifications. The salaries received by general registrars in each bracket during FY 1991 are listed in Table 12. This table also includes the range of salaries for the comparable State job grades. Current salaries for brackets 5 and 6 fall within one percent below the midpoint salary (step 10) of the associated State grades. Current salaries for all other brackets fall above the associated State grade midpoints. The current salary for bracket 7 is close to the maximum for the assigned State grade, although it should be noted that the existing bracket structure allows for an unusually large salary increase of 34 percent for bracket 7.

Table 12

**General Registrar Salaries
Compared to State Grade Salaries
FY 1991**

| <u>Bracket</u> | <u>Population</u> | <u>FY 1991 Salary</u> | <u>Comparator Grade</u> | <u>Low Salary</u> | <u>High Salary</u> | <u>Mid- point Salary</u> |
|----------------|-------------------|---------------------------|-----------------------------|-----------------------|------------------------|----------------------------------|
| 1 | 0 - 9,999 | \$24,148 | 7 | \$17,992 | \$27,470 | \$21,985 |
| 2 | 10,000 - 25,000 | 24,148 | 8 | 19,668 | 30,030 | 24,034 |
| 3 | 25,001 - 50,000 | 26,715 | 9 | 21,501 | 32,829 | 26,274 |
| 4 | 50,001 - 100,000 | 29,456 | 10 | 23,505 | 35,888 | 28,722 |
| 5 | 100,001 - 150,000 | 34,080 | 12 | 28,089 | 42,888 | 34,324 |
| 6 | 150,001 - 200,000 | 37,505 | 13 | 30,707 | 46,884 | 37,523 |
| 7 | 200,001 - 500,000 | 50,180 | 14 | 33,568 | 51,253 | 41,01 |
| 8 | 500,001 + | 50,180 | 16 | 40,116 | 61,250 | 49,020 |

Notes: Bracket 1 shows FTE salary for part-time general registrars. The base salaries listed do not include a 15 percent cost of competition increment which is provided for nine general registrars.

Sources: State Board of Elections data, Department of Personnel and Training Data.

As noted in Chapter II, the analysis of factors for determining compensation showed that population and job experience are appropriate factors on which to base compensation. Given the existence of comparable State grades, the State salary system of grades and step increases provides one potential mechanism for recognizing job experience in setting the salaries of general registrars. One option for recognizing job experience in general registrar compensation would be to replace the existing population/salary brackets with population/grade brackets.

This population/grade bracket option would involve setting general registrar salaries within the range of the State grades assigned for the salary comparison, as shown in Table 12. The step increases within State job grades could allow general registrars to receive higher salaries as they become more experienced. While some experienced general registrars could receive more than their current salary, new general registrars would get paid less than the outgoing general registrar.

Under this option, it is assumed that the current salaries of incumbent general registrars would be preserved in situations in which the new salary would be lower than the current salary. New employees who are hired after an incumbent steps down would receive the entry level salary for the grade. However, if these employees were to remain in the job for a number of years, they would receive periodic salary increases.

For purposes of illustration, the costs of implementing these options are shown in Appendix E. Table E-1 shows the cost of implementing the population/grade bracket option while preserving the salaries of incumbent general registrars. The total State salary cost of this option in FY 1991 would have been \$3,763,725, or about \$207,784 greater than what the General Assembly actually appropriated for FY 1991. Although there would be initial cost increases under such a system, the State could experience long-term savings as the present general registrars retire or step down.

Table E-2 analyzes how each locality would be affected if the population/grade bracket option were adopted without preserving the salaries of current general registrars. The total State salary cost of this option for FY 1991 would have been \$3,540,274, or \$15,667 less than what is currently being spent. Under this option, 51 general registrar positions would make more than their current salaries, while 83 would potentially make less than their current salaries.

Tables E-1 and E-2 are based on the minimum step increases of 2.25 percent, without performance increments. As discussed in Chapter II, it would be extremely difficult to implement a statewide performance evaluation system for general registrars. There are options available which could increase general registrar compensation within the confines of the proposed population/grade structure. The General Assembly could adopt a system which would set entry level salaries for each bracket at a point higher than step 1 for the assigned grade. The General Assembly could also opt to allow multiple step increases per year as opposed to single step increases. Both of these possibilities would have the effect of increasing State salary costs while treating general registrars more favorably.

Recommendation (2). The General Assembly may wish to consider revising the State salary structure for general registrars by: (1) creating a separate population bracket for localities with population below 10,000, (2) creating a separate population bracket for localities with population above 500,000, (3) maintaining all other existing population brackets, and (4) establishing uniform salary scales which recognize job experience, and which are based on comparable State job grades.

Fringe Benefits Are Inequitable for Some Full-Time General Registrars

The fringe benefits available to general registrars vary greatly across the State. General registrars were asked whether they had the option of receiving three types of employer-provided fringe benefits during FY 1990 (Table 13). Because of the difficulty in evaluating the costs and features of every local health insurance, life insurance, and retirement plan, the comparability of fringe benefits was analyzed in terms of the availability of employer-provided benefits, rather than the relative cost and value of those benefits.

Part-time general registrars in bracket 1 are a special case in the analysis of fringe benefits. While all full-time, classified State employees have access to health, life, and retirement benefits, part-time State employees are not eligible for these State benefits. A lower percentage of general registrars in bracket 1 have access to employer-provided fringe benefits than in any other category of general registrar. In FY 1990, 50 percent of general registrars in bracket 1 were eligible to receive health insurance, 21 percent were eligible to receive life insurance, and 29 percent were eligible to receive retirement contributions. However, considering that 27 of these general registrars work part-time for half of the year, a lack of fringe benefits does not necessarily constitute an inequity in comparison with State employees.

Most, but not all, full-time general registrars have access to local fringe benefits. Of the 109 full-time general registrars responding to the mail survey, a total of 101 reported having access to local health insurance benefits, 94 reported having access to local life insurance benefits, and 100 reported having access to local retirement benefits. Brackets 4, 5, and 6 are the only brackets in which all general registrars reported having all three employer-provided fringe benefits available.

If the General Assembly wishes to make fringe benefits available to all 109 full-time general registrars, two options may be considered. One option is to require all localities to provide full-time general registrars with the same fringe benefit program provided for other local employees. This would mean that full-time general registrars would have the opportunity to receive health, life, and retirement benefits under the local benefits plan. Local benefits vary according to the features available and the amount employees pay out of pocket. As a result, while this option would ensure that all full-time general registrars have access to some type of fringe benefit program, the cost and value of those benefits would vary.

Table 13

**Comparison of Fringe Benefits:
Number of General Registrars With
Option to Receive Employer-Provided
Fringe Benefits in FY 1990**

| | <u>Bracket (Population)</u> | <u>Number of General Registrars In Bracket</u> | <u>Number With Access To Health Insurance</u> | <u>Number With Access To Life Insurance</u> | <u>Number With Access To Retirement Plan</u> |
|---|---------------------------------|--|---|---|--|
| ① | (0 - 9,999) | 28 | 14 | 6 | 8 |
| ② | (10,000 - 25,000) | 52 | 46 | 42 | 48 |
| ③ | (25,001 - 50,000) | 30 | 29 | 26 | 27 |
| ④ | (50,001 - 100,000) | 14 | 14 | 14 | 14 |
| ⑤ | (100,001 - 150,000) | 4 | 4 | 4 | 4 |
| ⑥ | (150,001 - 200,000) | 4 | 4 | 4 | 4 |
| ⑦ | (200,001 - 500,000) | 3 | 3 | 3 | 3 |
| ⑧ | (500,001 and above) | 1 | 1 | 1 | 0 |

Note: Twenty-seven of the 28 general registrars in bracket 1 work part-time. The Falls Church City general registrar works full-time under a special exception for the incumbent.

Sources: JLARC staff analysis of mail survey of general registrars; JLARC staff telephone interviews with city and county administrative personnel.

A second option is to make State employee benefits available to full-time general registrars. Under this option they would have access to State health, life, and retirement benefits. While full-time general registrars would have access to the same fringe benefit program, their fringe benefits might or might not be comparable to those of local employees under local benefits programs.

Cost is an obvious factor in the evaluation of the two options provided. Local cost estimates for option 1 were developed based on cost ratios derived from data provided by the full-time general registrars responding to the JLARC mail survey, as well as local government personnel contacted by JLARC staff. In FY 1990, the average costs of local fringe benefits as a proportion of base salary for full-time general

registrars were: health insurance 6.2 percent, life insurance 0.9 percent, and retirement 9.9 percent. Cost estimates for State fringe benefits (option 2) were developed based on cost ratios for health insurance, life insurance, and retirement benefits as provided by the Department of Personnel and Training (DPT). For FY 1990, DPT estimated that the average cost of State fringe benefits as a proportion of salary were as follows: health insurance 7.46 percent, life insurance 1.04 percent, and retirement 10.12 percent.

Using the local fringe benefit cost ratios, the estimated total cost of providing health insurance, life insurance, and retirement benefits to all full-time general registrars under option 1 would have been \$499,701 in FY 1990. Using the State cost ratios, the estimated total cost of option 2 would have been \$547,320. This amount is \$47,619 more than the estimated total cost of option 1.

State and local responsibility for the total costs associated with options 1 and 2 could be allocated in a variety of ways. The issue of cost responsibility is addressed in more detail in Chapter IV, which presents an evaluation framework for deciding the appropriate State share of general registrar compensation.

Recommendation (3). The General Assembly may wish to consider requiring that all full-time general registrars have access to employer-provided health insurance, life insurance, and retirement benefits. Two options could be considered: (1) requiring localities to provide the same fringe benefits as provided to other local employees, or (2) providing general registrars with access to State benefits.

Local Salary Supplements

The General Assembly allows general registrars to receive locally-provided salary supplements of up to ten percent of their base salary. These supplements are optional, not required — 22 of the 136 general registrars reported receiving local salary supplements in FY 1990. The purpose of salary supplements is to give local governments the flexibility to make general registrar salaries equitable in comparison to local salary scales.

The purpose of the JLARC staff analysis of the supplements was to determine the extent to which a ten percent cap on supplements allows local governments to make general registrar salaries equitable with local salary structures. To assess salaries with local supplements in comparison with local salary structures, a comparator salary level was required for the analysis. The comparator selected was that of the lowest paid local government department head, or the equivalent. These positions were selected because general registrars consider themselves to be equivalent to local government department heads. It was not assumed that all general registrars should be compensated equally with local department heads. Rather, the position of local department head was considered to be a reasonable benchmark for the evaluation rather than a standard which must be met.

Data on local salary levels was supplied by 82 general registrars as part of the JLARC mail survey. The average minimum salary of local department heads was calculated for each population/salary bracket (Table 14). This average was compared to the base general registrar salary, plus a ten percent increment. The differences between general registrar base salaries and the local department head averages were calculated.

The results show that on average, a ten percent salary supplement would be sufficient to align general registrar salaries with those of local department heads in brackets 1, 3, 4, 7, and 8. A ten percent salary supplement would be insufficient to create average parity in brackets 2, 5, and 6, although it should be noted that the local department head salaries in bracket 6 seem unusually high compared to those in other brackets. Focusing on individual general registrars rather than averages, a ten percent supplement would be sufficient to provide local salary equity for 47 (57 percent) of the 82 general registrars for whom information on salaries of local department heads was available.

Table 14

**Potential Impact of Local Salary Supplement
FY 1991**

| | <u>Bracket (Population)</u> | <u>Base Salary</u> | <u>Base Plus Ten Percent</u> | <u>Survey N</u> | <u>Local Department Head Salary</u> | <u>Percent Difference</u> |
|---|---------------------------------|------------------------|--------------------------------------|---------------------|---|-------------------------------|
| ① | 0 - 9,999 | \$24,148 | \$26,563 | 13 | \$26,670 | 0 |
| ② | 10,000 - 25,000 | 24,148 | 26,563 | 30 | 27,564 | - 4 |
| ③ | 25,001 - 50,000 | 26,715 | 29,387 | 18 | 29,035 | 1 |
| ④ | 50,001 - 100,000 | 29,456 | 32,402 | 10 | 30,892 | 5 |
| ⑤ | 100,001 - 150,001 | 34,080 | 37,488 | 3 | 39,528 | - 5 |
| ⑥ | 150,001 - 200,000 | 37,505 | 41,256 | 4 | 46,356 | -12 |
| ⑦ | 200,001 - 500,000 | 50,180 | 55,198 | 3 | 42,815 | 22 |
| ⑧ | 500,000 + | 57,708 | 63,479 | 1 | 43,859 | 31 |

Note: Bracket 1 uses FTE salary.

Source: JLARC analysis of general registrar survey, 1991.

Allowing a local salary supplement sufficient to align general registrar salaries with those of local department heads in all localities would entail tradeoffs. Supplements on the order of 20 to 60 percent of the base salary would be necessary to achieve equity with local department heads in every locality. Supplements of this magnitude could create substantial inequities in general registrar compensation, as some localities might decide to provide large supplements while other localities would not. A number of general registrars might also receive higher compensation than the highest ranking employee of the State Board. On the other hand, based on interviews, some general registrars believe that a ten percent cap on local supplements is unfair because there is no cap on local supplements which may be received by Article VII constitutional officers.

IV. State Share of General Registrar Compensation

The compensation of general registrars is a shared responsibility of the Commonwealth and the localities. Although Virginia's general registrars are considered to be local employees, the Commonwealth provides the major share of compensation in the form of base salary. The localities provide social security contributions and, at their option, fringe benefits and salary supplements.

In other states, responsibility for compensating voter registration administrators is more localized than in Virginia. Information obtained from the JLARC survey of other states and a recent survey conducted by the Election Center revealed that voter registration administrators are considered to be local employees or local volunteers in all but two of the 29 other states for which data are available. In contrast to Virginia, in 27 of these states the localities are primarily responsible for compensating the individuals in charge of voter registration. Alabama and Delaware are the two states which fund the compensation of their state-employed voter registration administrators.

Two guiding principles were used in the evaluation of the appropriate State share of compensation for Virginia's general registrars. First, cost responsibility should continue to be shared between the Commonwealth and the localities because general registrars serve both State and local interests. Second, an acceptable degree of compensation equity should be promoted in order to maintain a fair State/local compensation system.

With these guidelines in mind, four options are presented for the consideration of the General Assembly. Each option is evaluated in terms of implications for cost responsibility and compensation equity. The results of the evaluation are summarized at the end of the chapter.

STATE AND LOCAL RESPONSIBILITY FOR VOTER REGISTRATION

Although overall responsibility for voter registration rests with the General Assembly and the State Board of Elections, the General Assembly considers general registrars to be local employees unless otherwise specified in statute. Section 24.1-32 of the *Code of Virginia* states that general registrars "...shall be deemed, for all purposes, except as otherwise specifically provided by State law...to be employees of the respective cities and counties in which they serve." General registrars are appointed by the local boards of elections, which have power of removal over the general registrars.

General registrars serve State interests by registering voters for State and federal elections. By adhering to the rules and regulations established by the *Code of Virginia* and the State Board of Elections, each general registrar helps the General Assembly fulfill its constitutional mandate to provide for a uniform system of voter registration and a centralized voter registration record-keeping system.

General registrars serve local interests by registering voters for local elections. The general registrars' activities pertaining to State and federal elections also have an element of local service because they facilitate local representation in these elections. General registrars work closely with local officials to establish registration sites in such facilities as public libraries and schools. They also negotiate with local officials to secure local resources for staffing, fringe benefits, and salary supplements.

Although it is clear that general registrars have responsibility to both State and local constituencies, it is difficult to reliably allocate general registrar workload to mutually exclusive categories of State and local interest for the purpose of deciding the appropriate State share of costs. One approach might be to allocate general registrar workload according to the types of elections conducted in the locality, i.e. local, State, and national. This type of measure is inappropriate, however, because once registered a citizen may vote in any number of federal, State, and local elections held in the district. The conclusion is that general registrars serve national, State, and local interests, but the extent of service to each entity is not reliably or easily measurable.

ASSESSING STATE SHARE OPTIONS

A logical approach to the evaluation of State share options could be to: (1) determine the extent to which general registrars serve State interests as compared to local interests, and (2) apportion the State and local shares of compensation accordingly. This approach was attempted, but as noted earlier, it is not practicable to accurately classify general registrar activities into discrete categories of local and State service. As a result, it is not possible to determine an appropriate State share based purely on the workload distribution of the general registrars.

For the lack of a method to allocate cost responsibility based purely on workload, three different options for the State share of general registrar compensation were developed in addition to the State share policy under the existing compensation program. The options were chosen to provide a range of choices which differ in their implications for State and local cost responsibility, as well as Statewide and local compensation equity. Statewide compensation equity exists when general registrars with similar workloads receive comparable salaries and benefits. Local compensation equity exists when the salary and benefits of the general registrar are comparable to those received by local government employees with comparable job responsibilities.

All cost estimates are based on actual FY 1990 data, excluding salary supplements. It should be noted that salary data are based on the actual salaries received in

FY 1990 as opposed to the salary structure proposed in Chapter III. Cost estimates for State fringe benefits are based on cost ratios for health insurance, life insurance, and retirement benefits developed by the Department of Personnel and Training (DPT), as explained in detail in Chapter III. Cost estimates for local fringe benefits are based on cost ratios derived from data provided by the full-time general registrars responding to the JLARC mail survey, as explained in Chapter III.

Cost estimates for social security contributions are based on the rate in place during FY 1990, which was 7.65 percent of salary. All options assume continuation of the existing policy on local salary supplements, and that the costs of salary supplements and associated social security contributions will be the sole responsibility of the localities.

Part-time general registrars are not included in cost estimates for health insurance, life insurance, and retirement programs, but they are included in cost estimates for base salary and social security contributions. This decision was made because the Commonwealth does not provide health, life, and retirement benefits to its part-time employees. Accordingly, it is assumed that the Commonwealth would not require localities to provide fringe benefits to part-time general registrars.

It should be noted that a number of localities do provide fringe benefits to part-time general registrars. The decision to exclude part-time general registrars from certain cost estimates does not imply that the practice of providing local fringe benefits to part-time general registrars should be ended. However, it is assumed that under a shared cost system the Commonwealth would not pay costs for health insurance, life insurance, and retirement for part-time general registrars. The four State share options are summarized in Table 15, and evaluated in the remainder of this chapter. State and local cost information for individual localities is provided in Appendix F.

Option 1: Existing Compensation Program

Under the existing compensation program, the Commonwealth is responsible for the basic salaries of general registrars. The localities are responsible for social security contributions. The localities have the option of providing health insurance, life insurance, retirement benefits and salary supplements.

State and Local Cost Responsibility. The total cost of the current compensation plan in FY 1990 was an estimated \$4,112,171. The State paid the majority of these costs (83 percent) in the form of salaries. The localities paid the remaining 17 percent. However, this cost-share information should be viewed with caution because of the variations in local benefits. For instance, for a locality in which the general registrar received no local benefits, the State share of compensation would be substantial — about 93 percent — because salary would be the only source of compensation other than the local social security contribution.

Table 15

**Illustrative Options:
State Share of General Registrar Compensation
Based on FY 1990 Cost Data**

| <u>Option</u> | <u>Total Cost</u> | <u>State Percent Share</u> | <u>State Dollar Share</u> | <u>Local Percent Share</u> | <u>Local Dollar Share</u> |
|--|-------------------|------------------------------------|-----------------------------------|------------------------------------|-----------------------------------|
| 1. Existing Compensation Program | \$4,112,171 | 83% | \$3,426,541 | 17% | \$ 685,630 |
| 2. State Majority Share of State Compensation Program | 4,235,991 | 60 | 2,541,595 | 40 | 1,694,396 |
| 3. State Salary With Mandatory Local Benefits | 4,188,372 | 82 | 3,426,541 | 18 | 761,831 |
| 4. State Salary With State Reimbursement of Selected Fringe Benefits | 4,188,372 | 96 | 4,006,128 | 4 | 182,244 |

Notes: Variation in total costs across options is due to differences in the fringe benefit plans required by the options.

Salary cost estimates based on actual FY 1990 salaries.

Cost estimates do not include local salary supplements.

Social security cost estimates based on rate in place during FY 1990.

State fringe benefit cost estimates based on cost ratios (benefit cost over salary cost) used by Department of Personnel and Training in FY 1990 salary survey.

Local fringe benefit cost estimates based on cost ratios (benefit cost over salary cost) derived from data provided by full-time general registrars responding to JLARC mail survey.

Part-time general registrars not included in cost estimates for health insurance, life insurance, retirement programs.

Source: JLARC staff analysis.

The costs of local fringe benefits are variable. Of the 109 full-time general registrars in FY 1990, 86 reported receiving employer-provided health insurance. The average cost to local governments for this coverage was \$1,612, with a range of \$120 to \$5,901. Ninety reported receiving employer-provided life insurance, at an average cost to local government of \$232.50, with a range of \$52 to \$3,108. Ninety-eight reported receiving employer-provided retirement contributions, at an average cost to local government of \$2,693.27, with a range of \$897.94 to \$6,800.

Statewide and Local Compensation Equity. There is a tradeoff between statewide and local compensation equity under the current compensation program. While State salaries are uniform within population brackets, (with the exception of Northern Virginia localities receiving cost of competition increments), local salary supplements and variations in local fringe benefit packages create differences in the compensation received by general registrars. On the other hand, local salary supplements and fringe benefit packages produce local equity for many general registrars.

Option 2: State Majority Share of State Compensation Package

Under option two, general registrars would receive a State package of salary and benefits. The costs of compensation would be shared between the State and the localities, with the State paying a fixed majority share.

State and Local Cost Responsibility. The total cost of this option in FY 1990 would have been an estimated \$4,235,991. The total cost is higher than option 1 because of the use of a uniform package of fringe benefits. State and local shares would vary according to the particular majority percentage paid by the State. For purposes of illustration, if the State were to pay 60 percent of the costs, this would amount to \$2,541,595, leaving a local share of \$1,694,396.

Statewide and Local Compensation Equity. Statewide compensation equity would be supported under option 2 because all general registrars would have access to the same fringe benefit program in addition to receiving the same State salary. Local compensation equity could be achieved in part through salary supplements, but would also depend on the comparability of State fringe benefits to the local fringe benefit program.

Option 3: State Salary With Mandatory Local Benefits

Under option 3, the Commonwealth would continue to pay for the basic salaries of general registrars, but localities would be mandated to provide a fringe benefit program comparable to that provided for local employees. Social security contributions would be paid by the locality.

State and Local Cost Responsibility. Using the average local cost of benefits derived from the mail survey of general registrars, the total cost of this option in FY

1990 would have been \$4,188,372. Of this total, the State would have paid \$3,426,541 in salaries, or 82 percent of the total costs. The localities would have paid \$761,831 or 18 percent of the total costs.

Statewide and Local Compensation Equity. This option would support statewide compensation equity by ensuring that all general registrars have access to some, but not necessarily equivalent, employer-provided fringe benefit program. It would support local compensation equity by providing all general registrars with fringe benefit programs comparable to that available to local employees.

Option 4: State Reimbursement of Selected Local Benefits

Under option 4 the State would continue to pay basic salary costs while also reimbursing localities for a portion of local benefit costs. Localities would be required to make a local benefits program available to general registrars. The State would reimburse the localities for a fixed share of the costs of these benefits, with the exception of health insurance. Local health insurance plans vary widely in terms of cost and features, making it difficult to assign a standard reimbursement rate which would be fair to all general registrars. Certain Article VII constitutional officers are compensated under a modified form of this option.

State and Local Cost Responsibility. As under option 3, total compensation under this option would have been \$4,188,372 in FY 1990. The State share, consisting of basic salary costs and the costs of social security contributions related to base salary, life insurance, and retirement, would have comprised 96 percent of the entire cost of compensation, or \$4,006,128. Localities would have been responsible for four percent of total costs, or \$182,244.

Statewide and Local Compensation Equity. This option would support statewide compensation equity insofar as all general registrars would have access to some type of employer-provided fringe benefit program. However, there would still be variation in the types of benefits provided, and the employee contribution required. This might be especially so for health insurance, the nature and cost of which tend to vary widely from setting to setting. Local compensation equity would be supported to the extent that all general registrars would have access to the same benefits program available to local employees.

Conclusion

A decision to modify the existing State share of general registrar compensation entails tradeoffs for cost responsibility and certain aspects of compensation equity. Regardless of the State and local shares of costs, Statewide salary equity would be maintained under any of the options because salaries would continue to be set according to a statewide salary structure. Statewide salary equity could be enhanced by the creation of a additional population brackets for localities with more than 500,000

people and for localities with less than 10,000 people, as discussed in Chapters II and III. Focusing on local salary equity, local governments would have the ability to maintain an acceptable level of local salary equity under any of the options, assuming the continuation of the existing State policy on local salary supplements.

Overall costs, as well as State and local cost responsibility, would be affected by a decision to enhance fringe benefit equity. Under the existing cost sharing structure (option 1), some full-time general registrars are not treated equitably in terms of fringe benefit compensation. Options 2 and 3 would ensure that all full-time general registrars are eligible for fringe benefits, but at increased cost to localities. Option 4 also provides for fringe benefit equity, with the Commonwealth assuming greater cost responsibility than under the existing cost sharing structure.

A decision to impose additional costs upon the Commonwealth or the localities would have to be weighed against the fiscal problems facing the State and local governments, as well as other competing needs. The General Assembly could consider moving to a compensation program which promotes greater compensation equity as funds become available.

Appendixes

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Appendix A

JLARC Study Mandate

SENATE JOINT RESOLUTION NO. 167

Requesting the Joint Legislative Audit and Review Commission to study the methods for compensating general registrars.

Agreed to by the Senate, February 4, 1991

Agreed to by the House of Delegates, February 15, 1991

WHEREAS, the Joint Subcommittee Studying Election Laws has reviewed the constitutional, statutory, and funding provisions applicable to voter registrars and their offices; and

WHEREAS, its study has shown that the present structure of the registrars' offices has evolved from a basically part-time local structure to a largely full-time service office subject to extensive state mandates; and

WHEREAS, the Commonwealth now sets and funds the basic salaries for the general registrars in the appropriations acts by population brackets, but does not fund benefits for the general registrars or other costs associated with the registrars' offices; and

WHEREAS, surveys of the general registrars and testimony by individual registrars revealed legitimate concerns about the following problems: (i) salaries are set by population brackets without regard to length of service or quality of performance; (ii) the authority for localities to supplement the salaries of general registrars is limited to ten percent of the base state salary; (iii) retirement and fringe benefit coverage provided by the localities varies among general registrars and varies between the general registrar and other comparable local employees within some localities; and (iv) the remaining part-time general registrars face particularly difficult problems when no benefits or backup assistance is provided; and

WHEREAS, there should be a careful evaluation of (i) the compensation program for general registrars; (ii) specific factors which should be used to determine the compensation for these officials, such as population served, length of service, and efficiency in the administration of the registration process, conduct of elections, and records management; and (iii) the appropriate state share of the costs of compensating these officials; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Joint Legislative Audit and Review Commission is requested to study and report its recommendations for improvements in the compensation program for these officials.

The Commission shall complete its work in time to submit its findings and recommendations to the Governor and the 1992 Session of the General Assembly pursuant to the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

Appendix B

Average Annual Registration Activity By Locality Calendar Years 1987 Through 1990

Table B-1 contains information on the average annual registration activity in individual localities for the period 1987-1990. The first column lists localities in alphabetical order by cities and counties. The second column lists the FY 1991 population figure. These figures were used to set general registrar salaries in FY 1991. The figures were supplied to the State Board of Elections by the Center for Public Service at the University of Virginia.

The third column shows the average annual number of transactions completed by the general registrar in each locality. The average annual total transactions is equal to the combined total of additions to and deletions from the registration roles, as shown in the fourth and fifth columns.

Table B-1

AVERAGE ANNUAL REGISTRATION ACTIVITY BY LOCALITY
CALENDAR YEARS 1987 THROUGH 1990

| LOCALITY | FY 1991 POPULATION | AVERAGE NUMBER OF TRANSACTIONS 1987-1990 | AVERAGE NUMBER OF ADDITIONS 1987-1990 | AVERAGE NUMBER OF SUBTRACTIONS 1987-1990 |
|------------------|-----------------------|---|--|---|
| ----- | | | | |
| CITIES: | | | | |
| ALEXANDRIA | 107400 | 15791.50 | 8290.50 | 7501.00 |
| BEDFORD | 6200 | 469.25 | 211.25 | 258.00 |
| BRISTOL | 17800 | 1446.50 | 602.75 | 843.75 |
| BUENA VISTA | 6400 | 370.75 | 148.00 | 222.75 |
| CHARLOTTESVILLE | 41500 | 4710.50 | 2240.25 | 2470.25 |
| CHESAPEAKE | 141400 | 10893.50 | 6652.00 | 4241.50 |
| CLIFTON FORGE | 5000 | 317.00 | 162.25 | 154.75 |
| COLONIAL HEIGHTS | 17300 | 1525.50 | 777.25 | 748.25 |
| COVINGTON | 7600 | 519.00 | 220.25 | 298.75 |
| DANVILLE | 54600 | 3744.75 | 2205.25 | 1539.50 |
| EMPORIA | 5800 | 606.50 | 385.75 | 220.75 |
| FAIRFAX | 20200 | 3021.25 | 1393.50 | 1627.75 |
| FALLS CHURCH | 9900 | 1434.25 | 716.75 | 717.50 |
| FRANKLIN | 7400 | 756.00 | 391.00 | 365.00 |
| FREDERICKSBURG | 20800 | 1625.00 | 834.00 | 791.00 |
| GALAX | 6700 | 400.75 | 189.50 | 211.25 |
| HAMPTON | 127700 | 8561.25 | 4308.00 | 4253.25 |
| HARRISONBURG | 27100 | 2221.25 | 1218.50 | 1002.75 |
| HOPEWELL | 24200 | 1524.00 | 710.25 | 813.75 |
| LEXINGTON | 6800 | 471.25 | 217.00 | 254.25 |
| LYNCHBURG | 69900 | 5140.50 | 2307.25 | 2833.25 |
| MANASSAS | 21100 | 2722.75 | 1788.00 | 934.75 |
| MANASSAS PARK | 7100 | 520.25 | 249.00 | 271.25 |
| MARTINSVILLE | 18100 | 1256.25 | 498.00 | 758.25 |
| NEWPORT NEWS | 161100 | 11456.50 | 5733.50 | 5723.00 |
| NORFOLK | 290300 | 16099.25 | 7012.75 | 9086.50 |
| NORTON | 4500 | 336.50 | 129.50 | 207.00 |
| PETERSBURG | 40900 | 2768.50 | 1046.00 | 1722.50 |
| POQUOSON | 10900 | 893.00 | 509.00 | 384.00 |
| PORTSMOUTH | 110000 | 6173.75 | 2614.25 | 3559.50 |
| RADFORD | 13600 | 930.75 | 456.75 | 474.00 |
| RICHMOND | 215200 | 21568.00 | 9223.00 | 12345.00 |
| ROANOKE | 99500 | 6914.00 | 3199.50 | 3714.50 |
| SALEM | 23800 | 2063.25 | 1036.75 | 1026.50 |
| SOUTH BOSTON | 7000 | 522.50 | 216.00 | 306.50 |
| STAUNTON | 24300 | 2090.50 | 1113.00 | 977.50 |
| SUFFOLK | 52100 | 3025.75 | 1457.50 | 1568.25 |
| VIRGINIA BEACH | 350600 | 24334.75 | 14183.00 | 10151.75 |
| WAYNESBORO | 18200 | 1359.50 | 630.75 | 728.75 |
| WILLIAMSBURG | 12000 | 1345.50 | 638.50 | 707.00 |

Table B-1

AVERAGE ANNUAL REGISTRATION ACTIVITY BY LOCALITY
CALENDAR YEARS 1987 THROUGH 1990

| LOCALITY | FY 1991 POPULATION | AVERAGE NUMBER OF TRANSACTIONS 1987-1990 | AVERAGE NUMBER OF ADDITIONS 1987-1990 | AVERAGE NUMBER OF SUBTRACTIONS 1987-1990 |
|--------------|-----------------------|---|--|---|
| WINCHESTER | 21900 | 1648.75 | 799.25 | 849.50 |
| COUNTIES: | | | | |
| ACCOMACK | 32200 | 1916.25 | 978.50 | 937.75 |
| ALBEMARLE | 61500 | 6760.75 | 4018.75 | 2742.00 |
| ALLEGHANY | 13500 | 874.75 | 459.75 | 415.00 |
| AMELIA | 8500 | 572.25 | 309.25 | 263.00 |
| AMHERST | 28900 | 1631.25 | 804.00 | 827.25 |
| APPOMATTOX | 12400 | 873.00 | 435.25 | 437.75 |
| ARLINGTON | 158300 | 22509.00 | 11514.00 | 10995.00 |
| AUGUSTA | 50400 | 4151.25 | 2158.25 | 1993.00 |
| BATH | 5000 | 405.00 | 178.50 | 226.50 |
| BEDFORD | 40600 | 3361.00 | 2003.25 | 1357.75 |
| BLAND | 6500 | 325.25 | 176.00 | 149.25 |
| BOTETOURT | 25000 | 1867.00 | 1012.00 | 855.00 |
| BRUNSWICK | 16000 | 1114.50 | 652.50 | 462.00 |
| BUCHANAN | 35300 | 1946.75 | 747.50 | 1199.25 |
| BUCKINGHAM | 12600 | 682.75 | 356.00 | 326.75 |
| CAMPBELL | 46800 | 3687.75 | 1959.50 | 1728.25 |
| CAROLINE | 19200 | 1189.75 | 666.00 | 523.75 |
| CARROLL | 27500 | 1437.25 | 746.25 | 691.00 |
| CHARLES CITY | 6500 | 430.50 | 239.00 | 191.50 |
| CHARLOTTE | 11800 | 760.75 | 404.75 | 356.00 |
| CHESTERFIELD | 179400 | 17210.00 | 10964.75 | 6245.25 |
| CLARKE | 10700 | 813.25 | 446.00 | 367.25 |
| CRAIG | 4200 | 305.00 | 135.00 | 170.00 |
| CULPEPER | 24900 | 1805.00 | 1071.00 | 734.00 |
| CUMBERLAND | 7900 | 564.75 | 283.50 | 281.25 |
| DICKENSON | 19400 | 1245.75 | 473.25 | 772.50 |
| DINWIDDIE | 21000 | 1271.25 | 596.25 | 675.00 |
| ESSEX | 8900 | 601.00 | 314.50 | 286.50 |
| FAIRFAX | 740100 | 80912.00 | 45396.25 | 35515.75 |
| FAUQUIER | 44400 | 4427.00 | 2576.25 | 1850.75 |
| FLOYD | 11900 | 724.50 | 311.75 | 412.75 |
| FLUVANNA | 11200 | 881.00 | 545.50 | 335.50 |
| FRANKLIN | 40200 | 1890.25 | 1076.25 | 814.00 |
| FREDERICK | 38200 | 2872.50 | 1814.50 | 1058.00 |
| GILES | 17300 | 993.75 | 444.50 | 549.25 |
| GLOUCESTER | 29400 | 2260.25 | 1379.75 | 880.50 |
| GOOCHLAND | 13300 | 1082.50 | 634.50 | 448.00 |
| GRAYSON | 16300 | 1009.25 | 510.75 | 498.50 |
| GREENE | 8900 | 698.00 | 406.00 | 292.00 |

Table B-1

AVERAGE ANNUAL REGISTRATION ACTIVITY BY LOCALITY
CALENDAR YEARS 1987 THROUGH 1990

| LOCALITY | FY 1991 POPULATION | AVERAGE NUMBER OF TRANSACTIONS 1987-1990 | AVERAGE NUMBER OF ADDITIONS 1987-1990 | AVERAGE NUMBER OF SUBTRACTIONS 1987-1990 |
|----------------|-----------------------|---|--|---|
| GREENSVILLE | 9300 | 809.00 | 331.25 | 477.75 |
| HALIFAX | 29500 | 4873.75 | 712.75 | 4161.00 |
| HANOVER | 56500 | 4728.00 | 2899.25 | 1828.75 |
| HENRICO | 200200 | 18831.75 | 10565.50 | 8266.25 |
| HENRY | 58000 | 3268.25 | 1501.00 | 1767.25 |
| HIGHLAND | 2600 | 182.25 | 73.50 | 108.75 |
| ISLE OF WIGHT | 25000 | 1571.25 | 841.00 | 730.25 |
| JAMES CITY | 31000 | 3465.75 | 2201.25 | 1264.50 |
| KING AND QUEEN | 6300 | 453.75 | 222.00 | 231.75 |
| KING GEORGE | 12300 | 831.25 | 463.75 | 367.50 |
| KING WILLIAM | 10300 | 789.00 | 442.25 | 346.75 |
| LANCASTER | 11000 | 768.75 | 420.75 | 348.00 |
| LEE | 26200 | 1602.75 | 653.00 | 949.75 |
| LOUDOUN | 71600 | 6958.25 | 4134.25 | 2824.00 |
| LOUISA | 19600 | 1173.00 | 664.50 | 508.50 |
| LUNENBURG | 12100 | 732.25 | 350.25 | 382.00 |
| MADISON | 10900 | 690.25 | 379.50 | 310.75 |
| MATHEWS | 8800 | 623.75 | 329.25 | 294.50 |
| MECKLENBURG | 29800 | 1861.25 | 865.50 | 995.75 |
| MIDDLESEX | 8600 | 752.50 | 399.00 | 353.50 |
| MONTGOMERY | 66000 | 3854.00 | 2155.75 | 1698.25 |
| NELSON | 12500 | 853.50 | 459.50 | 394.00 |
| NEW KENT | 10600 | 902.50 | 574.00 | 328.50 |
| NORTHAMPTON | 14500 | 983.00 | 509.50 | 473.50 |
| NORTHUMBERLA | 10100 | 734.75 | 403.50 | 331.25 |
| NOTTOWAY | 14900 | 847.75 | 399.75 | 448.00 |
| ORANGE | 20300 | 1240.25 | 682.50 | 557.75 |
| PAGE | 20400 | 1176.75 | 644.50 | 532.25 |
| PATRICK | 17600 | 967.50 | 480.75 | 486.75 |
| PITTSYLVANIA | 55200 | 4163.50 | 1560.00 | 2603.50 |
| POWHATAN | 13600 | 1016.25 | 583.50 | 432.75 |
| PRINCE EDWARD | 17500 | 1045.25 | 493.00 | 552.25 |
| PRINCE GEORGE | 26700 | 1552.50 | 835.75 | 716.75 |
| PRINCE WILLIAM | 185500 | 16395.50 | 9431.75 | 6963.75 |
| PULASKI | 34000 | 2140.25 | 976.00 | 1164.25 |
| RAPPAHANNOCK | 6400 | 478.00 | 236.50 | 241.50 |
| RICHMOND | 7400 | 428.00 | 226.75 | 201.25 |
| ROANOKE | 75000 | 7738.00 | 4129.00 | 3609.00 |
| ROCKBRIDGE | 17900 | 1097.50 | 554.25 | 543.25 |
| ROCKINGHAM | 55100 | 2918.00 | 1575.50 | 1342.50 |
| RUSSELL | 31700 | 1746.75 | 619.00 | 1127.75 |
| SCOTT | 25300 | 1178.75 | 489.75 | 689.00 |

Table B-1

AVERAGE ANNUAL REGISTRATION ACTIVITY BY LOCALITY
CALENDAR YEARS 1987 THROUGH 1990

| LOCALITY | FY 1991 POPULATION | AVERAGE NUMBER OF TRANSACTIONS 1987-1990 | AVERAGE NUMBER OF ADDITIONS 1987-1990 | AVERAGE NUMBER OF SUBTRACTIONS 1987-1990 |
|--------------|-----------------------|---|--|---|
| SHENANDOAH | 29000 | 1844.75 | 990.75 | 854.00 |
| SMYTH | 33000 | 1544.25 | 687.25 | 857.00 |
| SOUTHAMPTON | 18300 | 1216.00 | 378.00 | 838.00 |
| SPOTSYLVANIA | 41000 | 3973.25 | 2702.75 | 1270.50 |
| STAFFORD | 52400 | 4419.75 | 2705.00 | 1714.75 |
| SURRY | 6400 | 511.25 | 240.25 | 271.00 |
| SUSSEX | 10300 | 679.50 | 218.25 | 461.25 |
| TAZEWELL | 49400 | 2770.75 | 1112.50 | 1658.25 |
| WARREN | 24400 | 1478.75 | 820.25 | 658.50 |
| WASHINGTON | 47300 | 2790.75 | 1241.75 | 1549.00 |
| WESTMORELAND | 14800 | 997.25 | 491.25 | 506.00 |
| WISE | 43700 | 2511.50 | 1042.75 | 1468.75 |
| WYTHE | 25600 | 1437.50 | 665.75 | 771.75 |
| YORK | 41500 | 3803.25 | 2143.00 | 1660.25 |
| TOTALS: | 5914900.00 | 490047.50 | 257824.00 | 232223.50 |

Source: JLARC staff analysis of State Board of Elections data.

Appendix C

Impact of Increase in Normal Days of Service

This appendix contains information on the impact of the change in the population/days-of-service brackets which was implemented in FY 1990. Table C-1 shows the impact on the number of days worked and salary. The first column lists the locality name. The second column lists the FY 1991 population for the locality as supplied to the State Board by the Center for Public Service at the University of Virginia.

The third column of Table C-1 shows the actual normal days of service for the general registrar in each locality during FY 1991. The fourth column shows what the normal days of service would have been under the previous population/days-of-service brackets. The fifth column shows the additional number of days worked per week as a result of the FY 1990 change in the brackets. The sixth column shows the increase in general registrar salaries as a result of the additional workdays.

Table C-2 shows differences in registration activity in calendar 1990 as compared to calendar 1986. The first column lists the locality name. The second column lists the change in the total population served between 1986 and 1990. The third column lists the change in the total number of transactions completed. The fourth column lists the change in total number of transactions completed per capita.

Table C-1

IMPACT OF INCREASE IN NORMAL DAYS OF SERVICE
ON DAYS WORKED AND SALARIES
FY 1991

| Locality | FY 1991 Population | FY 1991 Actual Normal Days of Service | FY 1991 Adjusted Normal Days of Service | Difference in Normal Days of Service | Impact on Salary |
|------------------|-----------------------|---|---|--|------------------------|
| ----- | ----- | ----- | ----- | ----- | ----- |
| CITIES: | | | | | |
| BEDFORD | 6200 | 3 | 2 | 1 | \$2,816.80 |
| BUENA VISTA | 6400 | 3 | 2 | 1 | \$2,816.80 |
| CLIFTON FORGE | 5000 | 3 | 2 | 1 | \$2,816.80 |
| COLONIAL HEIGHT | 17300 | 5 | 3 | 2 | \$5,634.53 |
| EMPORIA | 5800 | 3 | 2 | 1 | \$2,816.80 |
| FRANKLIN | 7400 | 3 | 2 | 1 | \$2,816.80 |
| FREDERICKSBURG | 20800 | 5 | 3 | 2 | \$5,634.53 |
| GALAX | 6700 | 3 | 2 | 1 | \$2,816.80 |
| HARRISONBURG | 27100 | 5 | 4 | 1 | \$3,116.75 |
| LEXINGTON | 6800 | 3 | 2 | 1 | \$2,816.80 |
| MANASSAS PARK | 7100 | 3 | 2 | 1 | \$3,240.37 |
| MANASSAS | 21100 | 5 | 3 | 2 | \$6,479.13 |
| NORTON | 4500 | 3 | 2 | 1 | \$2,816.80 |
| POQUOSON | 10900 | 5 | 2 | 3 | \$8,451.80 |
| RADFORD | 13600 | 5 | 3 | 2 | \$5,634.53 |
| SOUTH BOSTON | 7000 | 3 | 2 | 1 | \$2,816.80 |
| STAUNTON | 24300 | 5 | 3 | 2 | \$5,634.53 |
| WAYNESBORO | 18200 | 5 | 3 | 2 | \$5,634.53 |
| WILLIAMSBURG | 12000 | 5 | 2 | 3 | \$8,451.80 |
| WINCHESTER | 21900 | 5 | 3 | 2 | \$5,634.53 |
| COUNTIES: | | | | | |
| ALLEGHANY | 13500 | 5 | 3 | 2 | \$5,634.53 |
| AMELIA | 8500 | 3 | 2 | 1 | \$2,816.80 |
| APPOMATTOX | 12400 | 5 | 3 | 2 | \$5,634.53 |
| BATH | 5000 | 3 | 2 | 1 | \$2,816.80 |
| BLAND | 6500 | 3 | 2 | 1 | \$2,816.80 |
| BOTETOURT | 25000 | 5 | 3 | 2 | \$5,634.53 |
| BRUNSWICK | 16000 | 5 | 3 | 2 | \$5,634.53 |
| BUCKINGHAM | 12600 | 5 | 3 | 2 | \$5,634.53 |
| CAROLINE | 19200 | 5 | 3 | 2 | \$5,634.53 |
| CHARLES CITY | 6500 | 3 | 2 | 1 | \$2,816.80 |
| CHARLOTTE | 11800 | 5 | 2 | 3 | \$8,451.80 |
| CLARKE | 10700 | 5 | 2 | 3 | \$8,451.80 |
| CRAIG | 4200 | 3 | 2 | 1 | \$2,816.80 |
| CULPEPER | 24900 | 5 | 3 | 2 | \$5,634.53 |
| CUMBERLAND | 7900 | 3 | 2 | 1 | \$2,816.80 |
| DINWIDDIE | 21000 | 5 | 3 | 2 | \$8,201.53 |
| ESSEX | 8900 | 3 | 2 | 1 | \$2,816.80 |
| FLOYD | 11900 | 5 | 2 | 3 | \$8,451.80 |

Table C-1

IMPACT OF INCREASE IN NORMAL DAYS OF SERVICE
ON DAYS WORKED AND SALARIES
FY 1991

| Locality | FY 1991 Population | FY 1991 Actual Normal Days of Service | FY 1991 Adjusted Normal Days of Service | Difference in Normal Days of Service | Impact on Salary |
|----------------|-----------------------|---|---|--|------------------------|
| FLUVANNA | 11200 | 5 | 2 | 3 | \$8,451.80 |
| GLOUCESTER | 29400 | 5 | 4 | 1 | \$3,116.75 |
| GOOCHLAND | 13300 | 5 | 3 | 2 | \$5,634.53 |
| GRAYSON | 16300 | 5 | 3 | 2 | \$5,634.53 |
| GREENE | 8900 | 3 | 2 | 1 | \$2,816.80 |
| GREENSVILLE | 9300 | 3 | 2 | 1 | \$2,816.80 |
| HIGHLAND | 2600 | 3 | 2 | 1 | \$2,816.80 |
| KING AND QUEEN | 6300 | 3 | 2 | 1 | \$2,816.80 |
| KING GEORGE | 12300 | 5 | 3 | 2 | \$5,634.53 |
| KING WILLIAM | 10300 | 5 | 2 | 3 | \$8,451.80 |
| LANCASTER | 11000 | 5 | 2 | 3 | \$8,451.80 |
| LOUISA | 19600 | 5 | 3 | 2 | \$5,634.53 |
| LUNENBURG | 12100 | 5 | 3 | 2 | \$5,634.53 |
| MADISON | 10900 | 5 | 2 | 3 | \$8,451.80 |
| MATHEWS | 8800 | 3 | 2 | 1 | \$2,816.80 |
| MIDDLESEX | 8600 | 3 | 2 | 1 | \$2,816.80 |
| NELSON | 12500 | 5 | 3 | 2 | \$5,634.53 |
| NEW KENT | 10600 | 5 | 2 | 3 | \$8,451.80 |
| NORTHAMPTON | 14500 | 5 | 3 | 2 | \$5,634.53 |
| NORTHUMBERLAND | 10100 | 5 | 2 | 3 | \$8,451.80 |
| NOTTOWAY | 14900 | 5 | 3 | 2 | \$5,634.53 |
| ORANGE | 20300 | 5 | 3 | 2 | \$5,634.53 |
| PATRICK | 17600 | 5 | 3 | 2 | \$5,634.53 |
| POWHATAN | 13600 | 5 | 3 | 2 | \$5,634.53 |
| PRINCE EDWARD | 17500 | 5 | 3 | 2 | \$5,634.53 |
| PRINCE GEORGE | 26700 | 5 | 4 | 1 | \$3,116.75 |
| RAPPAHANNOCK | 6400 | 3 | 2 | 1 | \$2,816.80 |
| RICHMOND | 7400 | 3 | 2 | 1 | \$2,816.80 |
| ROCKBRIDGE | 17900 | 5 | 3 | 2 | \$5,634.53 |
| SHENANDOAH | 29000 | 5 | 4 | 1 | \$3,116.75 |
| SOUTHAMPTON | 18300 | 5 | 3 | 2 | \$5,634.53 |
| SURRY | 6400 | 3 | 2 | 1 | \$2,816.80 |
| SUSSEX | 10300 | 5 | 2 | 3 | \$8,451.80 |
| WARREN | 24400 | 5 | 3 | 2 | \$5,634.53 |
| TOTAL | | | | | \$359,996.57 |

Source: JLARC staff analysis of State Board of Elections data.

Table C-2

IMPACT OF INCREASE IN NORMAL DAYS OF SERVICE
ON NUMBER OF TRANSACTIONS COMPLETED
CALENDAR 1990 COMPARED TO CALENDAR 1986

| Locality ----- | Change in Population ----- | Change in Number of Transactions Completed ----- | Change in Number of Transactions Completed Per Capita ----- |
|-------------------|-------------------------------------|--|--|
| CITIES: | | | |
| BEDFORD | 0 | 72 | 0.0116 |
| BUENA VISTA | -200 | 44 | 0.0079 |
| CLIFTON FORGE | 100 | -157 | -0.0325 |
| COLONIAL HEIGHTS | 200 | -5438 | -0.3187 |
| EMPORIA | 1000 | 21 | -0.0030 |
| FRANKLIN | 300 | 172 | 0.0220 |
| FREDERICKSBURG | 2000 | 119 | 0.0014 |
| GALAX | 0 | 10 | 0.0015 |
| HARRISONBURG | 1100 | 228 | 0.0068 |
| LEXINGTON | -100 | 49 | 0.0079 |
| MANASSAS PARK | 400 | -38 | -0.0087 |
| MANASSAS | 2800 | 54 | -0.0090 |
| NORTON | 0 | 124 | 0.0276 |
| POQUOSON | 1200 | 159 | 0.0097 |
| RADFORD | 200 | -42 | -0.0037 |
| SOUTH BOSTON | -200 | -50 | -0.0057 |
| STAUNTON | 2600 | 146 | 0.0013 |
| WAYNESBORO | 3100 | -3856 | -0.2659 |
| WILLIAMSBURG | 1200 | 290 | 0.0166 |
| WINCHESTER | 1300 | 169 | 0.0052 |
| COUNTIES: | | | |
| ALLEGHANY | -200 | -305 | -0.0217 |
| AMELIA | 200 | 58 | 0.0059 |
| APPOMATTOX | 100 | 281 | 0.0224 |
| BATH | -400 | 3 | 0.0043 |
| BLAND | 100 | -17 | -0.0031 |
| BOTETOURT | 1100 | 156 | 0.0041 |
| BRUNSWICK | -100 | 211 | 0.0134 |
| BUCKINGHAM | 300 | 147 | 0.0110 |
| CAROLINE | 300 | 57 | 0.0024 |
| CHARLES CITY | -200 | -2 | 0.0006 |
| CHARLOTTE | -100 | 25 | 0.0024 |
| CLARKE | 600 | 14 | -0.0014 |
| CRAIG | 100 | 40 | 0.0085 |
| CULPEPER | 1600 | 118 | 0.0019 |
| CUMBERLAND | -100 | 67 | 0.0088 |
| DINWIDDIE | -100 | -37 | -0.0016 |
| ESSEX | 0 | 49 | 0.0055 |
| FLOYD | 200 | -19 | -0.0023 |

Table C-2

IMPACT OF INCREASE IN NORMAL DAYS OF SERVICE
ON NUMBER OF TRANSACTIONS COMPLETED
CALENDAR 1990 COMPARED TO CALENDAR 1986

| Locality ----- | Change in Population ----- | Change in Number of Transactions Completed ----- | Change in Number of Transactions Completed Per Capita ----- |
|-------------------|-------------------------------------|--|--|
| FLUVANNA | 700 | 176 | 0.0134 |
| GLOUCESTER | 4900 | 389 | 0.0052 |
| GOOCHLAND | 800 | 187 | 0.0118 |
| GRAYSON | -200 | 147 | 0.0094 |
| GREENE | 600 | 19 | -0.0009 |
| GREENSVILLE | -1300 | 50 | 0.0092 |
| HIGHLAND | -400 | -26 | -0.0016 |
| KING AND QUEEN | 200 | 26 | 0.0029 |
| KING GEORGE | 1200 | 104 | 0.0048 |
| KING WILLIAM | 500 | 127 | 0.0106 |
| LANCASTER | 300 | 63 | 0.0046 |
| LOUISA | 800 | 207 | 0.0093 |
| LUNENBURG | -100 | -197 | -0.0159 |
| MADISON | 300 | 16 | 0.0005 |
| MATHEWS | 300 | -75 | -0.0103 |
| MIDDLESEX | 400 | -39 | -0.0077 |
| NELSON | 100 | 109 | 0.0084 |
| NEW KENT | 800 | 101 | 0.0055 |
| NORTHAMPTON | 200 | 178 | 0.0117 |
| NORTHUMBERLAND | 200 | -11 | -0.0022 |
| NOTTOWAY | 600 | -7 | -0.0018 |
| ORANGE | 1400 | 69 | 0.0011 |
| PATRICK | 100 | 338 | 0.0190 |
| POWHATAN | 200 | 122 | 0.0086 |
| PRINCE EDWARD | 600 | 49 | 0.0018 |
| PRINCE GEORGE | 600 | -88 | -0.0042 |
| RAPPAHANNOCK | 300 | 68 | 0.0085 |
| RICHMOND | 400 | -25 | -0.0052 |
| ROCKBRIDGE | 0 | -103 | -0.0058 |
| SHENANDOAH | 1100 | 123 | 0.0028 |
| SOUTHAMPTON | -300 | 64 | 0.0039 |
| SURRY | 100 | 76 | 0.0111 |
| SUSSEX | -100 | -109 | -0.0101 |
| WARREN | 2100 | 341 | 0.0112 |
| TOTALS: | 37800 | -4609 | |

Source: JLARC staff analysis of State Board of Elections data.

Appendix D

Comparison of State Classified Positions and General Registrars

This appendix provides additional information on the comparison between State classified positions and general registrars for the compensation analysis. Exhibits D-1 through D-10 present the job description for general registrars which was utilized in the analysis, as well as descriptions of State positions found to be comparable to general registrars.

Table D-1 summarizes the results of the comparison between general registrars and the list of State classified positions obtained from the Department of Personnel and Training. In analyzing these positions, two questions were posed: (1) does the position have primary responsibilities comparable to the voter registration and record maintenance responsibilities of general registrars, and (2) is the level of duties associated with these responsibilities comparable to those of one of the eight categories of general registrars. If both questions were answered affirmatively, then the position was classified as being comparable for the purpose of the compensation analysis. The exhibit presents the answers to these questions for each of the 32 positions, along with their grades and proposed bracket assignments.

Exhibit D-1

JOB DESCRIPTION FOR GENERAL REGISTRARS

General Registrar Responsibilities

A general registrar should perform the following functions: register voters; assure the accuracy and safekeeping of the voter registration records; assess the needs of citizens and establish a schedule for registration to meet those needs; determine the financing required for an effective registration program and provide sufficient justification to the local governing body to obtain the necessary funding; assess the qualifications of prospective assistant registrars; train and supervise all assistant registrars and any clerical employees; compose legal notices and responses to correspondence; communicate the requirements of the law clearly and pleasantly to all citizens; and assist the Electoral Board as required.

General Registrar Qualifications

The general registrar must be a registered voter of the jurisdiction to which he or she is appointed; a competent person, fully capable of performing all required duties; and of good moral character. A general registrar cannot be the spouse, parent, grandparent, sibling, child, or grandchild of an Electoral Board member; or be employed by the federal, State, or local government; or hold any paid government office; or hold or pursue any elective office during the time he or she serves as general registrar or for the next six months thereafter (Section 24.1-43 of the *Code of Virginia*).

General Registrar Supervision

According to Section 24.1-19 of the *Code of Virginia*, the State Board of Elections shall supervise and coordinate the work of the local electoral boards and of the general registrars. While general registrars are appointed by the electoral board, the State Board may remove from office any general registrar who fails to discharge the duties of the office according to law. Section 24.1-34 states that electoral board members may also remove from office any general registrar who fails to discharge the duties of the office.

Section 24.1-32 states that general registrars are considered employees of the respective cities or counties in which they serve.



Exhibit D-2

COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| CLASS TITLE | CLASS CODE |
|---------------------------------|------------|
| State Police Records Supervisor | 71034 |

EFFECTIVE DATE: 10-1-81

EEO CODE: B

Distinguishing Features of the Work

Performs supervisory duties in a specific assignment involving criminal investigative, vehicle inspection, or departmental records.

Duties may involve overseeing the establishment, maintenance and disposition of extensive records files; maintaining a departmental library; maintaining the Virginia Code; microfilming; preparation of a records and statistics manual; compiling statistics and reports; training, assigning and rating employees.

Positions of this class normally report to a State Police Lieutenant in the division to which assigned.

Qualification Guide

Completion of high school with related experience involving record keeping, filing principles and compiling and reporting of statistical data.

Thorough knowledge of business English and a general knowledge of business arithmetic, principles of office management and supervision; ability to understand and explain regulations, statements of policy and procedures.

New



COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| | | |
|-------------|---|---------------------|
| CLASS TITLE | ENROLLMENT AND STUDENT SERVICES ASSISTANT | CLASS CODE 34111 |
|-------------|---|---------------------|

EFFECTIVE DATE: February 1, 1986

EEO CODE: E

Distinguishing Features of the Work

Provides assistance in the administration of work associated with enrollment or student services programs of an educational institution. The work involves basic counselling and administrative duties in admissions, registration, financial aid, placement, or related area. Positions are assigned to either a central administrative office for enrollment and student services or to a large and complex academic department or school where such functions are decentralized within the institution.

May supervise clerical employees. General supervision is provided by an Enrollment and Student Services Dean, Department Head or other faculty administrator.

Reviews applications for admission and financial aid. Assists parents and students in interpreting and completing forms and applications. Schedules and coordinates campus tours. Assists transfer students, coordinates application process and reviews academic transfer credits. Conducts student recruitment activities with potential students, parents, and high school guidance counsellors. Compiles statistics concerning applications, admissions and financial aid.

Designs and implements student records management procedures. Assists in preparation of plans, schedules and procedures for registration. Verifies completion of degree requirements. Assures completeness and accuracy of student records. Assists students on planned schedules of coursework and reviews add/drop class requests. Answers inquiries concerning class offerings.

Conducts interviews of students for cooperative education program, Job Partnership Training Act and other student employment programs. Schedules and participates in orientation sessions, on-site visits and other aspects of programs.

Qualification Guide

Knowledge of enrollment and student service programs. Knowledge of policies and procedures pertaining to specific area of assignment. Knowledge of education institution's basic operational policies. Ability to meet with students and parents.

Graduation from high school and experience in enrollment and student services; or an equivalent combination of training and experience.



COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| | |
|---|---------------------|
| CLASS TITLE ENROLLMENT AND STUDENT SERVICES SPECIALIST | CLASS CODE 34112 |
|---|---------------------|

EFFECTIVE DATE: February 1, 1986

EEO CODE: E

Distinguishing Features of the Work

Performs a variety of administrative work of considerable difficulty in enrollment and student services programs of an educational institution. Positions are generally assigned to an institution's central administrative offices for admissions, financial aid, registration, placement, or related area.

May supervise Enrollment and Student Services Assistants and clerical personnel. Directions are provided by a faculty director or assistant director of the enrollment and student services area.

Positions allocated to this class are distinguished from Enrollment and Student Services Assistants by the greater independence afforded incumbents in carrying out assignments, the level of administrative and program involvement, and the scope and complexity of program areas.

Incumbents serve as specialists in admissions, financial aid, registration, placement, career counselling, student counselling or related areas.

Reviews and evaluates applications for admissions and advises parents and students as to the interpretation of administrative requirements. Advises transfer students and evaluates academic transfer credits. Represents educational institution with high school guidance counsellors. Answers inquiries concerning academic requirements, transcripts, grade reports and grade changes.

Evaluates applications for financial aid, conducts needs analyses, and makes awards. Serves as loan specialist for various state and federal loan programs. Serves as liaison with lenders, guarantee agencies and collection agencies.

Makes determinations of eligibility for student employment. Interviews students, discuss employment opportunities and make referrals. Monitor student payroll earnings. Administers college work study programs.

Counsels students concerning academic deficiencies, suspension, probation, etc. Counsels veterans, minorities, disabled, and disadvantaged students regarding various institutional program offerings and requirements. Advises student organizations, develops student activities programming and works with student committees.

Serves as a specialist for campus recruitment programs. Counsels students on career search processes and interviewing. Schedules and participates in workshops, seminars, and presentations. Maintains a career resource library.

ENROLLMENT AND STUDENT SERVICES SPECIALIST

Page 2

Qualification Guide

Considerable knowledge of enrollment and student services programs. Considerable knowledge of policies and procedures of the specific area of assignment. Knowledge of educational institution's basic operational policies and procedures. Ability to supervise the work of others. Ability to meet with students and parents.

Graduation from a college or university with major course work in student services, enrollment services or related curriculum. Experience in enrollment and student services. A combination of training and experience indicating possession of the preceding knowledge and abilities may substitute for the degree.

NEW



Exhibit D-5

COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| CLASS TITLE | CLASS CODE |
|--------------------------|------------|
| Election Board Assistant | 28051 |

EFFECTIVE DATE: 5-1-83

EEO CODE: F

Distinguishing Features of the Work

Assists local election officials with routine election requirements. Provides written guidelines, and maintains central voter registration and election records for localities.

Supervises a small permanent clerical staff and hires additional hourly employees, as required, to process election records. General supervision is received from an administrative superior. Guidelines for elections and voter registration are strictly prescribed by law.

The work involves maintaining and updating localities' voter registration and election records; distributing voter registration records to localities; scheduling the sequence of events necessary for the office and for localities to prepare for elections; receiving and distributing information concerning declarations of candidacy, absentee balloting, election laws, polling guidelines, and campaign contributions.

Contact is made with local electoral board members, clerks, party representatives, registrars, and other election officials.

Accurate dissemination of election requirements and recording of the election process ensures that lawful procedures are known and documented.

Qualification Guide

Knowledge of office and records management. Ability to supervise clerical personnel. Ability to review a high volume of data in detail, and to work effectively with local election officials.

Graduation from high school, and experience in office management with emphasis on record keeping. Supervisory experience preferred. Training and experience indicating possession of the preceding knowledge and abilities may substitute for high school graduation.

New

BOAT REGISTRATION SUPERVISOR

Distinguishing Features of the Work

Performs duties relating to the administration of State laws governing the registration of boats and supervises related clerical work.

The duties involve checking and approving applications for boat registrations, re-registrations, transfers of title, duplicate certificates of registration, and the assignment of registration numbers. Responsibility is included for ascertaining the proper registration fee and for receiving and recording such fees. Public contacts are frequent and require making explanations of sections of the Boating Safety Act as they apply to the registration of boats used for a variety of purposes. Recommendations concerning administration of the Boating Safety Act are made to the Executive Director of the Commission of Game and Inland Fisheries who exercises general supervision over the work. Supervision is exercised over one or more clerical employees engaged in the preparation and maintenance of registration records and related details of the work.

Examples of duties characteristic of positions in this class:

1. Reviews and approves or rejects applications for registration, re-registration, transfer of title, and duplicate certificate of registration for boats, and assigns a registration number; rejects applications on the basis of error, misinformation or insufficient evidence of ownership; searches files and corresponds or confers with individuals to obtain information necessary for appropriate actions.
2. Confers with applicants, dealers, and financial institutions on problems relative to ownership; explains the Boating Safety Act and agency policies as they concern boat registration and the effect of the Act and agency policies upon individuals concerned.
3. Recommends new or revised procedures in the administration of the Act as it pertains to the registration of boats throughout the State.
4. Supervises clerical assistants in the preparation and maintenance of boat-registration records and related details.
5. Receives and accounts for boat-registration fees collected.
6. Prepares periodic activity reports.

Qualification Standards

Graduation from an accredited high school and five years of responsible clerical experience, at least one year of which must have been in a supervisory capacity. College education may be substituted for all but the required supervisory experience on equivalent time basis.

Considerable knowledge of office and clerical procedures; ability to analyze and explain statutory provisions and agency policies and regulations; supervisory ability.



COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| | |
|---|------------|
| CLASS TITLE | CLASS CODE |
| ENROLLMENT AND STUDENT SERVICES COORDINATOR | 34114 |

EFFECTIVE DATE: February 1, 1986

EEO CODE: B

Distinguishing Features of the Work

Serves as a program coordinator for one or more of the enrollment and student services programs of an educational institution. Positions are assigned coordinative responsibilities for admissions, financial aid, registration, placement, career counselling or related area. Assignments are to an institution's central administrative office for enrollment and student services.

Supervision is provided to Enrollment and Student Services Assistants and Specialists and clerical personnel. Directions are provided by the faculty director of the enrollment or student services area.

Positions allocated to this class are distinguished from Enrollment and Student Services Specialists by the responsibility for independent program coordination. Positions are assigned to coordinate comprehensive enrollment/student services programs that are not directly managed by a faculty administrator.

Plans, organizes, and coordinates financial aid programs. Makes financial awards based upon needs analyses. Coordinates extensive scholarship and grant programs. Advises students of eligibility requirements. Provides policy interpretation to students, parents, lenders, guarantee agencies and collection agencies. Develops publications and related information.

Coordinates activities of admissions office. Develops admissions programs involving off campus recruiting, College Day/Night activities, liaison with high school guidance counsellors, and other activities intended to market the institution. Evaluates applications for admissions. Counsels prospective students and parents. Interprets admissions policies.

Plans and organizes activities of a career planning and placement office. Coordinates on campus recruitment programs. Serves as liaison with employers. Advises students on career selection, interviewing techniques, resume preparation and related areas.

Coordinates data processing operations associated with enrollment and student services programs. Serves as liaison with institution's data processing organizations. Develops and implements automated processing of enrollment and student services programs.

ENROLLMENT AND STUDENT SERVICES COORDINATOR

Page 2

Qualification Guide

Considerable knowledge of enrollment and student services programs. Considerable knowledge of educational institution's operational policies and procedures. Ability to organize and coordinate work of subordinates. Ability to meet with students and parents. Ability to coordinate programs.

Graduation from a college or university with major course work in student services, enrollment services or related curriculum. Experience in coordinating enrollment and student services programs. A combination of training and experience indicating possession of the preceding knowledge and abilities may substitute for the degree.

NEW

REGISTRATION SERVICES SUPERVISOR

Distinguishing Features of the Work

Supervises the field activities and the State central office records maintenance program related to the registration of vital records in the Bureau of Vital Records and Health Statistics.

The duties involve responsibility for negotiation with and supervision of local officials concerned with the reporting of vital statistics data, and the general supervision of the central records service in the Bureau of Vital Records and Health Statistics. Considerable contact is required with local health officials, court clerks, hospitals, funeral directors, physicians, attorneys, and local registrars to outline reporting procedures and to coordinate activities which will provide complete, accurate and current records of vital statistics data to the central office. Considerable latitude is permitted in the resolving of reporting problems and records maintenance on the local level, but technical and administrative supervision is received from the bureau director who outlines the operating policies and approves of major changes in procedures and methods of central records maintenance.

Examples of duties characteristic of positions in this class:

1. Supervises the vital records reporting procedures in the field through direct consultations with local health officers, funeral directors, court clerks, hospitals, physicians, attorneys, and local registrars; negotiates agreements with local authorities to obtain cooperation and to coordinate activities which provide complete, accurate and current vital statistics records.
2. Supervises the services provided by various central office units such as special registration, current and delayed records, certification and registration, and central files and finance; resolves problems involving policy or regulation interpretations; discusses daily operational activities with various section supervisors to determine necessary changes in procedure and methods of records maintenance; discusses major changes with the bureau director for his approval.
3. Assists in the administrative operations of the bureau during the absence of the director; decides major registration issues and procedure problems that do not involve policy revision or changes in regulation; approves personnel changes and actions upon recommendation of Vital Statistics Supervisor; may consult with State Health Commissioner on matters of urgent registration policy decisions when director cannot be contacted.
4. In consultation with other service directors, assists in developing programs to be effected on the local level involving integration of public health analysis data, statistical records maintenance and reporting, and tabulation services which can be provided by the central office; discusses programs with bureau director for effect upon policy and procedures of central office records maintenance; discusses programs with local authorities for suggested modifications based upon local activities and ability to participate in such programs.

REGISTRATION SERVICES SUPERVISOR

-2-

Qualification Standards

Graduation from an accredited college or university with major study in public administration, statistics, law, political science or approved related studies, and two years of responsible administrative experience which involved supervision of records maintenance and reporting procedures, at least one year of which should have been in a public health agency. Related graduate education may be substituted for up to two years of experience, or additional pertinent experience may be substituted for up to two years of the required education on an equivalent time basis.

Thorough knowledge of principles and practices for reporting and maintaining health and vital records concerned with public health and medical activities; thorough knowledge of State and Federal statutes affecting vital statistics reporting; considerable knowledge of public administration which includes personnel administration; ability to develop programs for reporting and maintaining birth, death, marriage, divorce, and allied records; ability to win support and cooperation of local officials in effecting vital statistics programs; ability to supervise a large staff of clerical and administrative personnel; ability to work effectively with local authorities, professional personnel, and subordinate employees.

7-1-65



COMMONWEALTH of VIRGINIA

CLASS SPECIFICATION

| | |
|---|------------|
| CLASS TITLE | CLASS CODE |
| UNIVERSITY STUDENT HEALTH ADMINISTRATOR | 22036 |

EFFECTIVE DATE: 10-1-82

EEO CODE: A

Distinguishing Features of the Work

Provides administrative management to a university student health facility.

Incumbent supervises the work of non-professional staff and coordinates activities of professional staff assigned to the student health facility. General direction and policy guidance is received from the Medical Director of the facility.

The work involves financial management; budget preparation and administration; staff coordination among medical and support personnel; management of laboratory services; establishment and maintenance of a medical records system; development and implementation of outreach programs; liaison with insurance carriers; personnel management; development of a public relations program; administration of a consumer relations program; development and management of a quality assurance program.

Contact is made with physicians, nurses, students, other university personnel, and parents of students.

Qualification Guide

Knowledge of hospital administration. Knowledge of basic administrative management procedures involved in budgeting, staffing, and assessing performance accountability. Ability to organize and coordinate work of others.

Graduation from a college or university with a degree preferably in hospital administration or a related management field, and responsible administrative management experience. A combination of training and experience may substitute for the degree requirement.

New

**COMMONWEALTH of VIRGINIA****CLASS SPECIFICATION**

| CLASS TITLE | CLASS CODE |
|-----------------|------------|
| STATE REGISTRAR | 22524 |

EFFECTIVE DATE: 3/1/90

EEO CODE: B

CLASS CONCEPT/FUNCTION

This is a single class series which is charged with the legal and operational responsibility for directing the statewide preparation, registration, modification, security, storage and dissemination of vital records statewide. These legal documents include birth, marriage, divorce, adoption, death, and name change information. The class has supervisory authority over administrative, financial and other support staff who are charged with one of multiple functional areas associated with the state registration and processing of vital records.

DISTINGUISHING FEATURES OF THE WORK

Complexity of Work: The duties associated with this class are of considerable complexity and include directing the development of the registration budget; policy development and implementation; interpreting and applying statutes; preparing legislative proposals; representing the state as expert witness and custodian of vital records for the state; promoting record keeping procedures to hospitals, funeral homes, physicians, and others; identifying trends; supervising and evaluating subordinate staff and modifying procedures to improve work efficiency. Incumbents also rule on data to be released to individuals, organizations and agencies.

Supervision Given: This class has direct and formal supervisory authority over a small staff representing various functional areas such as an Office Manager, Fiscal Technician Senior, and Office Services Supervisor.

Supervision Received: The State Registrar reports to the third level of agency management, which provides administrative direction on issues outside of vital records activities. The State registrar independently carries out its assignment.

Scope: This class has statewide responsibility of directing all program activities associated with vital records. As a result, actions and decisions of the State Registrar directly affect the operation of the program and simultaneously affect the public's ability to transact commercial and private business.

Impact of Actions: Performance of assigned duties would have serious financial and goodwill implications with the public and possibly to other governmental operations outside the state which procure vital information from Virginia.

Personal Contacts: The visibility and latitude of this class require frequent internal and external contacts with other governmental agencies, private groups and citizens, hospitals, physicians, funeral directors, attorneys, judges, court officials and others. These contacts may be promoting records management methods or applying statutes to a situation of dispute.

KNOWLEDGES, SKILLS AND ABILITIES

Knowledge: Considerable knowledge of records management techniques, applicable legal codes, and legal procedures. Working knowledge of automated information systems and some knowledge of the legislative process.

Skills: None identified for this class.

Abilities: A demonstrated ability to interpret and apply written information; ability to evaluate work methods, to supervise others, and to communicate with a variety of audiences.

QUALIFICATIONS GUIDE*

Licenses or Certification: None.

Education or Training: Graduation from an accredited college or university with a degree in business or public administration, or a related field.

Level and Type of Experience: Experience in records management and supervision.

An equivalent combination of training and experience indicating possession of the preceding knowledges and abilities may substitute for this education and experience.

CLASS HISTORY

This class was developed by the Department of Health and replaces the Vital Records Supervisor, effective March, 1990.

*The Qualifications Guide should be used for classification and compensation analysis. Recruitment and selection standards must be based on job related knowledges, skills and abilities as indicated in the position description.

Table D-1

COMPARISON OF STATE CLASSIFIED POSITIONS AND GENERAL REGISTRARS

| <u>Class Title</u> | <u>Grade</u> | <u>Primary duties comparable to general registrars?</u> | <u>Level of duties comparable to general registrars?</u> | <u>Bracket Assignment</u> |
|--|--------------|---|--|-------------------------------|
| DMV Public Services Representative | 5 | No | -- | -- |
| Community Colleges Admissions and Financial Aid Assistant | 6 | No | -- | -- |
| DMV Public Services Specialist | 6 | No | -- | -- |
| Program Support Technician | 6 | Yes | No | -- |
| Enrollment and Student Services Assistant | 7 | Yes | Yes | 1 |
| Program Support Technician Senior | 7 | No | -- | -- |
| State Police Records Supervisor | 7 | Yes | Yes | 1 |
| Administrative Procedures Specialist | 8 | No | -- | -- |
| Administrative Staff Assistant | 8 | No | -- | -- |
| Enrollment and Student Services Specialist | 8 | Yes | Yes | 2 |
| Information Officer A | 8 | No | -- | -- |
| Legal Assistant | 8 | No | -- | -- |
| Boat Registration Supervisor | 9 | Yes | Yes | 3 |
| Disability Determination Analyst | 9 | No | -- | -- |
| Election Board Assistant | 9 | Yes | Yes | 3 |
| Grants Specialist | 9 | No | -- | -- |
| Office Manager | 9 | No | -- | -- |
| Administrative Staff Specialist | 10 | No | -- | -- |
| Enrollment and Student Services Coordinator | 10 | Yes | Yes | 4 |
| Grants Administrator | 10 | No | -- | -- |
| Information Officer B | 10 | No | -- | -- |
| Officer Manager Senior | 10 | No | -- | -- |
| Registration Services Supervisor | 10 | Yes | Yes | 4 |
| Personnel Practices Analyst | 11 | No | -- | -- |
| Administrative Staff Specialist Senior | 12 | No | -- | -- |
| Grants Program Administrative Supervisor | 12 | No | -- | -- |

Table D-1

COMPARISON OF STATE CLASSIFIED POSITIONS AND GENERAL REGISTRARS

| <u>Class Title</u> | <u>Grade</u> | <u>Primary duties comparable to general registrars?</u> | <u>Level of duties comparable to general registrars?</u> | <u>Bracket Assignment</u> |
|---|--------------|---|--|-------------------------------|
| University Student Health Administrator | 12 | Yes | Yes | 5 |
| Program Support Consultant | 13 | No | -- | -- |
| State Registrar | 13 | Yes | Yes | 6 |
| Election Board Secretary Special Assistant | 14 | No | -- | -- |
| Grants Program Administrative Manager | 14 | No | -- | -- |
| Grants Program Administrative Director | 15 | No | -- | -- |

Source: JLARC analysis of State position descriptions supplied by the Department of Personnel and Training.

Appendix E

Cost Impact of Adopting State Grade System by Locality

This appendix shows the cost impact of replacing the existing population/salary brackets with proposed population/grade brackets. Table E-1 presents cost estimates, assuming the salaries of incumbent general registrars would be preserved. The first column in Table E-1 lists the locality name. The second column shows the FY 1991 State salary provided for each general registrar. The third column lists the local salary supplements received by general registrars in FY 1990. The analysis was based on the assumption that local salary supplements for FY 1990 and 1991 would remain constant. The fourth column shows the total salary received by general registrars in FY 1991.

The fifth column shows the estimated FY 1991 salary for general registrars under the proposed population/grade brackets. The sixth column again lists local salary supplements provided for general registrars. The seventh column shows the total salary which would have been paid to general registrars in FY 1991 under the proposed system. The eighth column lists the number of years each general registrar has served. The State salary cost under this option in FY 1991 would have been \$3,763,725. This is \$207,784 greater than what the General Assembly appropriated for FY 1991.

Table E-2 shows the cost impact, assuming the salaries of incumbent general registrars would not be preserved. The first column in Table E-2 lists the locality name. The second column shows the FY 1991 State salary provided for each general registrar. The third column lists the local salary supplements received by general registrars in FY 1990. The analysis was based on the assumption that local salary supplements for FY 1990 and 1991 would remain constant. The fourth column shows the total salary received by general registrars in FY 1991.

The fifth column shows the proposed FY 1991 salary for general registrars under the population/grade brackets. The sixth column again lists local salary supplements provided for general registrars. The seventh column shows the total salary which would have been paid to general registrars in FY 1991 under the proposed system. The eighth column lists the number of years each general registrar has served. The State salary cost under this option in FY 1991 would have been \$3,540,274. This is \$15,667 less than what the General Assembly appropriated for FY 1991.

Table E-1

COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Preserving Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|-----------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Accomack County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 3 |
| Albemarle County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 4 |
| Alexandria City | 39194.000 | 3639.000 | 42833.000 | 39194.000 | 3639.00 | 42833.000 | 4 |
| Alleghany County | 24148.000 | . | 24148.000 | 28089.000 | . | 28089.000 | 17 |
| Amelia County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 4 |
| Amherst County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 5 |
| Appomattox County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 9 |
| Arlington County | 43131.000 | 4005.000 | 47136.000 | 43131.000 | 4005.000 | 47136.000 | 6 |
| Augusta County | 29456.000 | . | 29456.000 | 35888.000 | . | 35888.000 | 20 |
| Bath County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 8 |
| Bedford City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 0 |
| Bedford County | 26715.000 | . | 26715.000 | 26865.000 | . | 26865.000 | 11 |
| Bland County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 4 |
| Botetourt County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Bristol City | 24148.000 | 1200.000 | 25348.000 | 28722.000 | 1200.000 | 29922.000 | 18 |
| Brunswick County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 9 |
| Buchanan County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 8 |
| Buckingham County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 37 |
| Buena Vista City | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Campbell County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 5 |
| Caroline County | 24148.000 | 937.800 | 25085.800 | 24148.000 | 937.800 | 25085.800 | 8 |
| Carroll County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 8 |
| Charles City County | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Charlotte County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 4 |
| Charlottesville City | 26715.000 | 4500.000 | 31215.000 | 32829.000 | 4500.000 | 37329.000 | 20 |
| Chesapeake City | 34080.000 | 3309.000 | 37389.000 | 34080.000 | 3309.000 | 37389.000 | 4 |
| Chesterfield County | 37505.000 | . | 37505.000 | 37505.000 | . | 37505.000 | 4 |
| Clarke County | 24148.000 | . | 24148.000 | 29369.000 | . | 29369.000 | 19 |
| Clifton Forge City | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 21 |
| Colonial Heights City | 24148.000 | 1706.900 | 25854.900 | 28722.000 | 1706.900 | 30428.900 | 18 |

Table E-1

COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Preserving Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|---------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Covington City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 8 |
| Craig County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 7 |
| Culpeper County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 25 |
| Cumberland County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Danville City | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 8 |
| Dickenson County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Dinwiddie County | 26715.000 | . | 26715.000 | 30030.000 | . | 30030.000 | 35 |
| Emporia City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 14 |
| Essex County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 2 |
| Fairfax City | 27770.000 | 2579.000 | 30349.000 | 27770.000 | 2579.000 | 30349.000 | 8 |
| Fairfax County | 57708.000 | 3500.000 | 61208.000 | 57708.000 | 3500.000 | 61208.000 | 4 |
| Falls Church City | 27770.000 | 1290.000 | 29060.000 | 27770.000 | 1290.000 | 29060.000 | 6 |
| Fauquier County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 25 |
| Floyd County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Fluvanna County | 24148.000 | . | 24148.000 | 26274.000 | . | 26274.000 | 14 |
| Franklin City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 4 |
| Franklin County | 26715.000 | . | 26715.000 | 31398.000 | . | 31398.000 | 18 |
| Frederick County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 4 |
| Fredericksburg City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 0 |
| Galax City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 4 |
| Giles County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Gloucester County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 4 |
| Goochland County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 10 |
| Grayson County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Greene County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Greensville County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 12 |
| Halifax County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 21 |
| Hampton City | 34080.000 | 1400.000 | 35480.000 | 36696.000 | 1400.00 | 38096.000 | 13 |
| Hanover County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 4 |
| Harrisonburg City | 26715.000 | . | 26715.000 | 32105.000 | . | 32105.000 | 19 |

Table E-1

COST IMPACT OF ADOPTING STATE GRAOE SYSTEM BY LOCALITY
(Preserving Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|-----------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Henrico County | 50180.000 | . | 50180.000 | 50180.000 | . | 50180.000 | 14 |
| Henry County | 29456.000 | 2860.000 | 32316.000 | 30030.000 | 2860.000 | 32890.000 | 12 |
| Highland County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 8 |
| Hopewell City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 3 |
| Isle of Wight County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| James City County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 20 |
| King George County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 0 |
| King William County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 6 |
| King and Queen County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 14 |
| Lancaster County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Lee County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 0 |
| Lexington City | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Loudoun County | 33874.000 | 3107.50 | 36981.500 | 36170.700 | 3107.50 | 39278.200 | 14 |
| Louisa County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Lunenburg County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Lynchburg City | 29456.000 | 2530.000 | 31986.000 | 29456.000 | 2530.000 | 31986.000 | 8 |
| Madison County | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Manassas City | 27770.000 | 2777.160 | 30547.160 | 27770.000 | 2777.160 | 30547.160 | 1 |
| Manassas Park City | 21291.000 | 1977.000 | 23268.000 | 22251.730 | 1977.000 | 24228.730 | 16 |
| Martinsville City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 3 |
| Mathews County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 4 |
| Mecklenburg County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 4 |
| Middlesex County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 8 |
| Montgomery County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 3 |
| Nelson County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 4 |
| New Kent County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 7 |
| Newport News City | 37505.000 | . | 37505.000 | 37505.000 | . | 37505.000 | 9 |
| Norfolk City | 50180.000 | . | 50180.000 | 50180.000 | . | 50180.000 | 7 |
| Northampton County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 6 |
| Northumberland County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 24 |

Table E-1

COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Preserving Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|-----------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Norton City | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 1 |
| Nottoway County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Orange County | 24148.000 | . | 24148.000 | 25129.000 | . | 25129.000 | 12 |
| Page County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Patrick County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 4 |
| Petersburg City | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 8 |
| Pittsylvania County | 29456.000 | . | 29456.000 | 35888.000 | . | 35888.000 | 21 |
| Poquoson City | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Portsmouth City | 34080.000 | . | 34080.000 | 41019.000 | . | 41019.000 | 18 |
| Powhatan County | 24148.000 | 2344.500 | 26492.500 | 29369.000 | 2344.500 | 31713.500 | 19 |
| Prince Edward County | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 15 |
| Prince George County | 26715.000 | 1318.000 | 28033.000 | 32105.000 | 1318.000 | 33423.000 | 19 |
| Prince William County | 43130.000 | 15729.880 | 58859.880 | 53916.600 | 15729.880 | 69646.480 | 26 |
| Pulaski County | 26715.000 | . | 26715.000 | 27470.000 | . | 27470.000 | 12 |
| Radford City | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 25 |
| Rappahannock County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 1 |
| Richmond City | 50180.000 | . | 50180.000 | 56029.000 | . | 56029.000 | 20 |
| Richmond County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Roanoke City | 34080.000 | . | 34080.000 | 34080.000 | . | 34080.000 | 2 |
| Roanoke County | 29456.000 | 2946.000 | 32402.000 | 35888.000 | 2946.000 | 38834.000 | 22 |
| Rockbridge County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 23 |
| Rockingham County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 6 |
| Russell County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 8 |
| Salem City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 6 |
| Scott County | 26715.000 | . | 26715.000 | 27470.000 | . | 27470.000 | 12 |
| Shenandoah County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 3 |
| Smyth County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 7 |
| South Boston City | 18513.000 | . | 18513.000 | 20686.050 | . | 20686.050 | 19 |
| Southampton County | 24148.000 | . | 24148.000 | 26865.000 | . | 26865.000 | 15 |
| Spotsylvania County | 26715.000 | 1297.000 | 28012.000 | 32829.000 | 1297.000 | 34126.000 | 23 |

Table E-1

COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Preserving Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|---------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Stafford County | 29456.00 | 2860.000 | 32316.000 | 29456.000 | 2860.000 | 32316.000 | 4 |
| Staunton City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 8 |
| Suffolk City | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 8 |
| Surry County | 18513.000 | . | 18513.000 | 18513.000 | . | 18513.000 | 11 |
| Sussex County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 23 |
| Tazewell County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 14 |
| Virginia Beach City | 50180.000 | . | 50180.000 | 50180.000 | . | 50180.000 | 8 |
| Warren County | 24148.000 | . | 24148.000 | 25129.000 | . | 25129.000 | 12 |
| Washington County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 10 |
| Waynesboro City | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Westmoreland County | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 2 |
| Williamsburg City | 24148.000 | . | 24148.000 | 24148.000 | . | 24148.000 | 9 |
| Winchester City | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 28 |
| Wise County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 8 |
| Wythe County | 26715.000 | . | 26715.000 | 26715.000 | . | 26715.000 | 7 |
| York County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 23 |
| TOTAL | 3555941.000 | 67813.740 | 3623754.740 | 3763724.130 | 67813.740 | 3831537.870 | |

Note: Analysis assumed that local salary supplement for FY 1990 and FY 1991 would be the same.
General registrars who have served less than one year have a zero for years of service.

Source: Analysis of JLARC general registrar survey data and State Board of Elections data.

Table E-2

ILLUSTRATIVE COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Not Preserving the Salaries of Incumbent General Registrars)

| Locality | FY 1991 State Salary | FY 1990 Local Supplement | FY 1991 Total | Alternative FY 1991 Salary | FY 1991 Local Supplement | Alternative FY 1991 Total | Years of Service |
|-----------------------|-------------------------|--------------------------------|------------------|----------------------------------|--------------------------------|---------------------------------|---------------------|
| Accomack County | 26715.000 | . | 26715.000 | 22480.000 | . | 22480.000 | 3 |
| Albemarle County | 29456.000 | . | 29456.000 | 25129.000 | . | 25129.000 | 4 |
| Alexandria City | 39194.000 | 3639.000 | 42833.000 | 34534.500 | 3639.000 | 38173.500 | 4 |
| Alleghany County | 24148.000 | . | 24148.000 | 28089.000 | . | 28089.000 | 17 |
| Amelia County | 18513.000 | . | 18513.000 | 14810.950 | . | 14810.950 | 4 |
| Amherst County | 26715.000 | . | 26715.000 | 24034.000 | . | 24034.000 | 5 |
| Appomattox County | 24148.000 | . | 24148.000 | 23505.000 | . | 23505.000 | 9 |
| Arlington County | 43131.000 | 4005.000 | 47136.000 | 39472.600 | 4005.000 | 43477.600 | 6 |
| Augusta County | 29456.000 | . | 29456.000 | 35888.000 | . | 35888.000 | 20 |
| Bath County | 18513.000 | . | 18513.000 | 16190.790 | . | 16190.790 | 8 |
| Bedford City | 18513.000 | . | 18513.000 | 17992.000 | . | 17992.000 | 0 |
| Bedford County | 26715.000 | . | 26715.000 | 26865.000 | . | 26865.000 | 11 |
| Bland County | 18513.000 | . | 18513.000 | 14810.950 | . | 14810.950 | 4 |
| Botetourt County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Bristol City | 24148.000 | 1200.000 | 25348.000 | 28722.000 | 1200.000 | 29922.000 | 18 |
| Brunswick County | 24148.000 | . | 24148.000 | 23505.000 | . | 23505.000 | 9 |
| Buchanan County | 26715.000 | . | 26715.000 | 25129.000 | . | 25129.000 | 8 |
| Buckingham County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 37 |
| Buena Vista City | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Campbell County | 26715.000 | . | 26715.000 | 23505.000 | . | 23505.000 | 5 |
| Caroline County | 24148.000 | 937.800 | 25085.800 | 22987.000 | 937.800 | 23924.800 | 8 |
| Carroll County | 26715.000 | . | 26715.000 | 25129.000 | . | 25129.000 | 8 |
| Charles City County | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Charlotte County | 24148.000 | . | 24148.000 | 21501.000 | . | 21501.000 | 4 |
| Charlottesville City | 26715.000 | 4500.000 | 31215.000 | 32829.000 | 4500.000 | 37329.000 | 20 |
| Chesapeake City | 34080.000 | 3309.000 | 37389.000 | 30030.000 | 3309.000 | 33339.000 | 4 |
| Chesterfield County | 37505.000 | . | 37505.000 | 32829.000 | . | 32829.000 | 4 |
| Clarke County | 24148.000 | . | 24148.000 | 29369.000 | . | 29369.000 | 19 |
| Clifton Forge City | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 21 |
| Colonial Heights City | 24148.000 | 1706.900 | 25854.900 | 28722.000 | 1706.900 | 30428.900 | 18 |

Table E-2

ILLUSTRATIVE COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Not Preserving the Salaries of Incumbent General Registrars)

| <u>Locality</u> | FY 1991 <u>State Salary</u> | FY 1990 Local <u>Supplement</u> | FY 1991 <u>Total</u> | Alternative FY 1991 <u>Salary</u> | FY 1991 Local <u>Supplement</u> | Alternative FY 1991 <u>Total</u> | Years of <u>Service</u> |
|---------------------|--------------------------------|---------------------------------------|-------------------------|---|---------------------------------------|--|----------------------------|
| Covington City | 18513.000 | . | 18513.000 | 16190.790 | . | 16190.790 | 8 |
| Craig County | 18513.000 | . | 18513.000 | 15834.280 | . | 15834.280 | 7 |
| Culpeper County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 25 |
| Cumberland County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Danville City | 29456.000 | . | 29456.000 | 27470.000 | . | 27470.000 | 8 |
| Dickenson County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Dinwiddie County | 26715.000 | . | 26715.000 | 30030.000 | . | 30030.000 | 35 |
| Emporia City | 18513.000 | . | 18513.000 | 18506.180 | . | 18506.180 | 14 |
| Essex County | 18513.000 | . | 18513.000 | 14165.690 | . | 14165.690 | 2 |
| Fairfax City | 27770.000 | 2579.000 | 30349.000 | 26435.050 | 2579.000 | 29014.050 | 8 |
| Fairfax County | 57708.000 | 3500.000 | 61208.000 | 49321.200 | 3500.000 | 52821.200 | 4 |
| Falls Church City | 27770.000 | 1290.000 | 29060.000 | 23127.650 | 1290.000 | 24417.650 | 6 |
| Fauquier County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 25 |
| Floyd County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Fluvanna County | 24148.000 | . | 24148.000 | 26274.000 | . | 26274.000 | 14 |
| Franklin City | 18513.000 | . | 18513.000 | 14810.950 | . | 14810.950 | 4 |
| Franklin County | 26715.000 | . | 26715.000 | 31398.000 | . | 31398.000 | 18 |
| Frederick County | 26715.000 | . | 26715.000 | 22987.000 | . | 22987.000 | 4 |
| Fredericksburg City | 24148.000 | . | 24148.000 | 19668.000 | . | 19668.000 | 0 |
| Galax City | 18513.000 | . | 18513.000 | 14810.950 | . | 14810.950 | 4 |
| Giles County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Gloucester County | 26715.000 | . | 26715.000 | 22987.000 | . | 22987.000 | 4 |
| Goochland County | 24148.000 | . | 24148.000 | 24034.000 | . | 24034.000 | 10 |
| Grayson County | 24148.000 | . | 24148.000 | 23505.000 | . | 23505.000 | 8 |
| Greene County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Greensville County | 18513.000 | . | 18513.000 | 17699.990 | . | 17699.990 | 12 |
| Halifax County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 21 |
| Hampton City | 34080.000 | 1400.000 | 35480.000 | 36696.000 | 1400.000 | 38096.000 | 13 |
| Hanover County | 29456.000 | . | 29456.000 | 25129.000 | . | 25129.000 | 4 |
| Harrisonburg City | 26715.000 | . | 26715.000 | 32105.000 | . | 32105.000 | 19 |

Table E-2

ILLUSTRATIVE COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Not Preserving the Salaries of Incumbent General Registrars)

| Locality | FY 1991 State Salary | FY 1990 Local Supplement | FY 1991 Total | Alternative FY 1991 Salary | FY 1991 Local Supplement | Alternative FY 1991 Total | Years of Service |
|-----------------------|-------------------------|--------------------------------|------------------|----------------------------------|--------------------------------|---------------------------------|---------------------|
| Henrico County | 50180.000 | . | 50180.000 | 49020.000 | . | 49020.000 | 14 |
| Henry County | 29456.000 | 2860.000 | 32316.000 | 30030.000 | 2860.000 | 32890.000 | 12 |
| Highland County | 18513.000 | . | 18513.000 | 16190.790 | . | 16190.790 | 8 |
| Hopewell City | 24148.000 | . | 24148.000 | 20564.000 | . | 20564.000 | 3 |
| Isle of Wight County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| James City County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 20 |
| King George County | 24148.000 | . | 24148.000 | 19668.000 | . | 19668.000 | 0 |
| King William County | 24148.000 | . | 24148.000 | 21985.000 | . | 21985.000 | 6 |
| King and Queen County | 18513.000 | . | 18513.000 | 18506.180 | . | 18506.180 | 14 |
| Lancaster County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Lee County | 26715.000 | . | 26715.000 | 21501.000 | . | 21501.000 | 0 |
| Lexington City | 18513.000 | . | 18513.000 | 19785.150 | . | 19785.150 | 17 |
| Loudoun County | 33874.000 | 3107.50 | 36981.500 | 36107.700 | 3107.50 | 39278.200 | 14 |
| Louisa County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Lunenburg County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Lynchburg City | 29456.000 | 2530.000 | 31986.000 | 27470.000 | 2530.000 | 30000.000 | 8 |
| Madison County | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Manassas City | 27770.000 | 2777.160 | 30547.160 | 22618.200 | 2777.160 | 25395.360 | 1 |
| Manassas Park City | 21291.000 | 1977.000 | 23268.000 | 22251.730 | 1977.000 | 24228.730 | 16 |
| Martinsville City | 24148.000 | . | 24148.000 | 20564.000 | . | 20564.000 | 3 |
| Mathews County | 18513.000 | . | 18513.000 | 14810.950 | . | 14810.950 | 4 |
| Mecklenburg County | 26715.000 | . | 26715.000 | 22987.000 | . | 22987.000 | 4 |
| Middlesex County | 18513.000 | . | 18513.000 | 16190.790 | . | 16190.790 | 8 |
| Montgomery County | 29456.000 | . | 29456.000 | 24575.000 | . | 24575.000 | 3 |
| Nelson County | 24148.000 | . | 24148.000 | 21027.000 | . | 21027.000 | 4 |
| New Kent County | 24148.000 | . | 24148.000 | 22480.000 | . | 22480.000 | 7 |
| Newport News City | 37505.000 | . | 37505.000 | 36696.000 | . | 36696.000 | 9 |
| Norfolk City | 50180.000 | . | 50180.000 | 41943.000 | . | 41943.000 | 7 |
| Northampton County | 24148.000 | . | 24148.000 | 21985.000 | . | 21985.000 | 6 |
| Northumberland County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 24 |

Table E-2

ILLUSTRATIVE COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Not Preserving the Salaries of Incumbent General Registrars)

| Locality | FY 1991 | FY 1990 | FY 1991 | Alternative | FY 1991 | Alternative | Years of |
|-----------------------|--------------|------------------|-----------|----------------|------------------|---------------|----------|
| | State Salary | Local Supplement | | FY 1991 Salary | Local Supplement | FY 1991 Total | |
| Norton City | 18513.000 | . | 18513.000 | 13853.840 | . | 13853.840 | 1 |
| Nottoway County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Orange County | 24148.000 | . | 24148.000 | 25129.000 | . | 25129.000 | 12 |
| Page County | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Patrick County | 24148.000 | . | 24148.000 | 21501.000 | . | 21501.000 | 4 |
| Petersburg City | 26715.000 | . | 26715.000 | 25129.000 | . | 25129.000 | 8 |
| Pittsylvania County | 29456.000 | . | 29456.000 | 35888.000 | . | 35888.000 | 21 |
| Poquoson City | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Portsmouth City | 34080.000 | . | 34080.000 | 41019.000 | . | 41019.000 | 18 |
| Powhatan County | 24148.000 | 2344.500 | 26492.500 | 29369.000 | 2344.500 | 31713.500 | 19 |
| Prince Edward County | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 15 |
| Prince George County | 26715.000 | 1318.000 | 28033.000 | 32105.000 | 1318.000 | 33423.000 | 19 |
| Prince William County | 43130.000 | 15729.880 | 58859.880 | 53916.600 | 15729.880 | 69646.480 | 26 |
| Pulaski County | 26715.000 | . | 26715.000 | 27470.000 | . | 27470.000 | 12 |
| Radford City | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 25 |
| Rappahannock County | 18513.000 | . | 18513.000 | 13853.840 | . | 13853.840 | 1 |
| Richmond City | 50180.000 | . | 50180.000 | 56029.000 | . | 56029.000 | 20 |
| Richmond County | 18513.000 | . | 18513.000 | 21151.900 | . | 21151.900 | 20 |
| Roanoke City | 34080.000 | . | 34080.000 | 34080.000 | . | 34080.000 | 2 |
| Roanoke County | 29456.000 | 2946.000 | 32402.000 | 35888.000 | 2946.000 | 38834.000 | 22 |
| Rockbridge County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 23 |
| Rockingham County | 29456.000 | . | 29456.000 | 26274.000 | . | 26274.000 | 6 |
| Russell County | 26715.000 | . | 26715.000 | 25695.000 | . | 25695.000 | 8 |
| Salem City | 24148.000 | . | 24148.000 | 21985.000 | . | 21985.000 | 6 |
| Scott County | 26715.000 | . | 26715.000 | 27470.000 | . | 27470.000 | 12 |
| Shenandoah County | 26715.000 | . | 26715.000 | 22480.000 | . | 22480.000 | 3 |
| Smyth County | 26715.000 | . | 26715.000 | 24575.000 | . | 24575.000 | 7 |
| South Boston City | 18513.000 | . | 18513.000 | 20686.050 | . | 20686.050 | 19 |
| Southampton County | 24148.000 | . | 24148.000 | 26865.000 | . | 26865.000 | 15 |
| Spotsylvania County | 26715.000 | 1297.000 | 28012.000 | 32829.000 | 1297.000 | 34126.000 | 23 |

Table E-2

ILLUSTRATIVE COST IMPACT OF ADOPTING STATE GRADE SYSTEM BY LOCALITY
(Not Preserving the Salaries of Incumbent General Registrars)

| <u>Locality</u> | <u>FY 1991 State Salary</u> | <u>FY 1990 Local Supplement</u> | <u>FY 1991 Total</u> | <u>Alternative FY 1991 Salary</u> | <u>FY 1991 Local Supplement</u> | <u>Alternative FY 1991 Total</u> | <u>Years of Service</u> |
|---------------------|---------------------------------|---|--------------------------|---|---|--|-----------------------------|
| Stafford County | 29456.000 | 2860.000 | 32316.000 | 25129.000 | 2860.000 | 27989.000 | 4 |
| Staunton City | 24148.000 | . | 24148.000 | 22987.000 | . | 22987.000 | 8 |
| Suffolk City | 29456.000 | . | 29456.000 | 27470.000 | . | 27470.000 | 8 |
| Surry County | 18513.000 | . | 18513.000 | 17309.600 | . | 17309.600 | 11 |
| Sussex County | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 23 |
| Tazewell County | 29456.000 | . | 29456.000 | 29456.000 | . | 29456.000 | 14 |
| Virginia Beach City | 50180.000 | . | 50180.000 | 42888.000 | . | 42888.000 | 8 |
| Warren County | 24148.000 | . | 24148.000 | 25129.000 | . | 25129.000 | 12 |
| Washington County | 26715.000 | . | 26715.000 | 26274.000 | . | 26274.000 | 10 |
| Waynesboro City | 24148.000 | . | 24148.000 | 27470.000 | . | 27470.000 | 16 |
| Westmoreland County | 24148.000 | . | 24148.000 | 20111.000 | . | 20111.000 | 2 |
| Williamsburg City | 24148.000 | . | 24148.000 | 23505.000 | . | 23505.000 | 9 |
| Winchester City | 24148.000 | . | 24148.000 | 30030.000 | . | 30030.000 | 28 |
| Wise County | 26715.000 | . | 26715.000 | 25695.000 | . | 25695.000 | 8 |
| Wythe County | 26715.00 | . | 26715.000 | 24575.000 | . | 24575.000 | 7 |
| York County | 26715.000 | . | 26715.000 | 32829.000 | . | 32829.000 | 23 |
| TOTAL | 3555941.000 | 67813.740 | 3623754.740 | 3540273.840 | 67813.740 | 3608087.580 | |

Note: Analysis assumed that local salary supplement for FY 1990 and FY 1991 would be the same.

General registrars who have served less than one year have a zero for years of service.

Salaries listed for part-time general registrars are a proportion of the State salary for their grade and step.

Source: Analysis of JLARC general registrar survey data and State Board of Elections data.

Appendix F

Illustrative Options for State Share of General Registrar Compensation

Table F-1 lists the estimated State and local cost responsibility by locality for each of the illustrative options presented in Chapter IV. Costs estimates are based on FY 1990 cost data. The first column lists the localities. The remaining columns list the estimated State and local cost responsibility under each option. The specific characteristics of each option are described in Chapter IV.

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| Loudoun | \$31,459.00 | \$8,781.08 | \$23,833.97 | \$15,889.31 | \$31,459.00 | \$7,754.64 | \$37,263.19 | \$1,950.46 |
| Louisa | \$23,445.00 | \$4,457.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Lunenburg | \$23,445.00 | \$5,539.70 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Madison | \$23,445.00 | \$3,521.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Mecklenburg | \$25,937.00 | \$3,300.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Montgomery | \$28,598.00 | \$6,657.27 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Nelson | \$23,445.00 | \$6,647.33 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| New Kent | \$23,445.00 | \$8,920.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Northampton | \$23,445.00 | \$5,419.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Northumberland | \$23,445.00 | \$1,793.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Nottoway | \$23,445.00 | \$3,690.50 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Orange | \$23,445.00 | \$3,397.63 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Page | \$23,445.00 | \$4,669.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Patrick | \$23,445.00 | \$4,563.10 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Pittsylvania | \$28,598.00 | \$4,935.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Powhatan | \$23,445.00 | \$3,246.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Prince Edward | \$23,445.00 | \$5,528.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Prince George | \$25,937.00 | \$6,832.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Prince William | \$40,054.00 | \$9,975.67 | \$30,345.71 | \$20,230.47 | \$40,054.00 | \$9,873.31 | \$47,443.96 | \$2,483.35 |
| Pulaski | \$25,937.00 | \$6,424.74 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Roanoke | \$28,598.00 | \$7,314.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Rockbridge | \$23,445.00 | \$5,124.82 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Rockingham | \$28,598.00 | \$7,519.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Russell | \$25,937.00 | \$6,724.95 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Scott | \$25,937.00 | \$3,777.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Shenandoah | \$25,937.00 | \$5,611.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| Charlotte | \$23,445.00 | \$6,094.46 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Chesterfield | \$36,413.00 | \$8,889.59 | \$27,587.22 | \$18,391.48 | \$36,413.00 | \$8,975.80 | \$43,131.20 | \$2,257.61 |
| Clarke | \$23,445.00 | \$1,793.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Culpeper | \$23,445.00 | \$4,413.92 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Dickenson | \$23,445.00 | \$2,691.48 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Dinwiddie | \$25,937.00 | \$5,610.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Fairfax | \$53,590.00 | \$5,668.64 | \$40,600.86 | \$27,067.24 | \$53,590.00 | \$13,209.93 | \$63,477.35 | \$3,322.58 |
| Fauquier | \$25,937.00 | \$7,598.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Floyd | \$23,445.00 | \$6,844.34 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Fluvanna | \$23,445.00 | \$2,965.79 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Franklin | \$25,937.00 | \$6,441.33 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Frederick | \$25,937.00 | \$1,984.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Giles | \$23,445.00 | \$4,928.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Gloucester | \$25,937.00 | \$5,021.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Goochland | \$23,445.00 | \$3,472.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Grayson | \$23,445.00 | \$3,347.66 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Halifax | \$25,937.00 | \$5,316.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Hanover | \$28,598.00 | \$7,598.06 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Henrico | \$36,413.00 | \$10,435.59 | \$27,587.22 | \$18,391.48 | \$36,413.00 | \$8,975.80 | \$43,131.20 | \$2,257.61 |
| Henry | \$28,598.00 | \$6,203.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Isle of Wight | \$23,445.00 | \$6,216.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| James City | \$25,937.00 | \$6,280.42 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| King George | \$23,445.00 | \$1,793.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| King William | \$23,445.00 | \$3,773.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Lancaster | \$23,445.00 | \$4,518.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Lee | \$25,937.00 | \$3,983.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| Richmond | \$48,717.00 | \$7,480.85 | \$36,908.97 | \$24,605.98 | \$48,717.00 | \$12,008.74 | \$57,705.29 | \$3,020.45 |
| Roanoke | \$33,088.00 | \$8,454.44 | \$25,068.13 | \$16,712.09 | \$33,088.00 | \$8,156.19 | \$39,192.74 | \$2,051.46 |
| Salem | \$23,445.00 | \$6,254.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Staunton | \$23,445.00 | \$4,719.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Suffolk City | \$28,598.00 | \$8,346.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Virginia Beach | \$48,717.00 | \$10,634.29 | \$36,908.97 | \$24,605.98 | \$48,717.00 | \$12,008.74 | \$57,705.29 | \$3,020.45 |
| Waynesboro | \$23,445.00 | \$5,483.78 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Williamsburg | \$23,445.00 | \$6,309.78 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Winchester | \$23,445.00 | \$6,298.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Counties: | | | | | | | | |
| Accomack | \$25,937.00 | \$3,943.46 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Albemarle | \$28,598.00 | \$6,545.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Alleghany | \$23,445.00 | \$3,717.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Amherst | \$25,937.00 | \$2,584.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Appomattox | \$23,445.00 | \$5,833.82 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Arlington | \$40,054.00 | \$11,516.13 | \$30,345.71 | \$20,230.47 | \$40,054.00 | \$9,873.31 | \$47,443.96 | \$2,483.35 |
| Augusta | \$28,598.00 | \$7,492.71 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Bedford | \$25,937.00 | \$5,785.87 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Botetourt | \$23,445.00 | \$6,075.56 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Brunswick | \$23,445.00 | \$5,413.82 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Buchanan | \$25,937.00 | \$8,962.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Buckingham | \$23,445.00 | \$4,020.63 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Campbell | \$25,937.00 | \$5,772.77 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Caroline | \$23,445.00 | \$5,369.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Carroll | \$25,937.00 | \$4,211.62 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| FULL-TIME GENERAL REGISTRARS: | | | | | | | | |
| Cities: | | | | | | | | |
| Alexandria | \$36,397.00 | \$9,589.37 | \$27,575.10 | \$18,383.40 | \$36,397.00 | \$8,971.86 | \$43,112.25 | \$2,256.61 |
| Bristol | \$23,445.00 | \$8,658.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Charlottesville | \$25,937.00 | \$7,068.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Chesapeake | \$33,088.00 | \$9,194.23 | \$25,068.13 | \$16,712.09 | \$33,088.00 | \$8,156.19 | \$39,192.74 | \$2,051.46 |
| Colonial Heights | \$23,445.00 | \$7,959.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Danville | \$28,598.00 | \$4,448.03 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Fairfax | \$25,790.00 | \$8,654.93 | \$19,539.02 | \$13,026.01 | \$25,790.00 | \$6,357.24 | \$30,548.26 | \$1,598.98 |
| Falls Church | \$25,790.00 | \$6,877.73 | \$19,539.02 | \$13,026.01 | \$25,790.00 | \$6,357.24 | \$30,548.26 | \$1,598.98 |
| Fredericksburg | \$23,445.00 | \$4,788.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Hampton | \$33,088.00 | \$8,819.71 | \$25,068.13 | \$16,712.09 | \$33,088.00 | \$8,156.19 | \$39,192.74 | \$2,051.46 |
| Harrisonburg | \$25,937.00 | \$2,702.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Hopewell | \$23,445.00 | \$7,771.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Lynchburg | \$28,598.00 | \$8,176.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Manassas | \$25,790.00 | \$7,063.14 | \$19,539.02 | \$13,026.01 | \$25,790.00 | \$6,357.24 | \$30,548.26 | \$1,598.98 |
| Martinsville | \$23,445.00 | \$7,246.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Newport News | \$36,413.00 | \$10,263.59 | \$27,587.22 | \$18,391.48 | \$36,413.00 | \$8,975.80 | \$43,131.20 | \$2,257.61 |
| Norfolk | \$48,717.00 | \$3,726.85 | \$36,908.97 | \$24,605.98 | \$48,717.00 | \$12,008.74 | \$57,705.29 | \$3,020.45 |
| Petersburg | \$25,937.00 | \$5,638.87 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Poquoson | \$23,445.00 | \$6,165.58 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Portsmouth | \$33,088.00 | \$6,155.23 | \$25,068.13 | \$16,712.09 | \$33,088.00 | \$8,156.19 | \$39,192.74 | \$2,051.46 |
| Radford | \$23,445.00 | \$9,265.34 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| Smyth | \$25,937.00 | \$4,531.02 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Southampton | \$23,445.00 | \$2,983.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Spotsylvania | \$25,937.00 | \$5,168.62 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Stafford | \$28,598.00 | \$9,829.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Sussex | \$23,445.00 | \$5,050.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Tazewell | \$28,598.00 | \$5,285.75 | \$21,666.42 | \$14,444.28 | \$28,598.00 | \$7,049.41 | \$33,874.33 | \$1,773.08 |
| Warren | \$23,445.00 | \$5,213.54 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Washington | \$25,937.00 | \$7,732.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Westmoreland | \$23,445.00 | \$4,161.05 | \$17,762.40 | \$11,841.60 | \$23,445.00 | \$5,779.19 | \$27,770.60 | \$1,453.59 |
| Wise | \$25,937.00 | \$6,449.12 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| Wythe | \$25,937.00 | \$5,473.34 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |
| York | \$25,937.00 | \$6,764.18 | \$19,650.39 | \$13,100.26 | \$25,937.00 | \$6,393.47 | \$30,722.38 | \$1,608.09 |

PART-TIME GENERAL REGISTRARS:

Cities:

| | | | | | | | | |
|---------------|-------------|------------|-------------|------------|-------------|------------|-------------|--------|
| Bedford | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Buena Vista | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Clifton Forge | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Covington | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Emporia | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Franklin | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Galax | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Lexington | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Manassas Park | \$19,773.00 | \$1,512.63 | \$12,771.38 | \$8,514.25 | \$19,773.00 | \$1,512.63 | \$21,285.63 | \$0.00 |

Table F-1

ILLUSTRATIVE OPTIONS:
STATE AND LOCAL SHARE OF GENERAL REGISTRAR COMPENSATION BY LOCALITY
BASED ON FY 1990 COST DATA

| LOCALITY ----- | OPTION 1 ----- | | OPTION 2 ----- | | OPTION 3 ----- | | OPTION 4 ----- | |
|-------------------|-------------------|---------------|-------------------|----------------|-------------------|---------------|-------------------|---------------|
| | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost | State Cost | Local Cost |
| Norton | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| South Boston | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Counties: | | | | | | | | |
| Amelia | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Bath | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Bland | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Charles City | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Craig | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Cumberland | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Essex | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Greene | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Greensville | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Highland | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| King and Queen | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Mathews | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Middlesex | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Rappahannock | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Richmond | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| Surry | \$17,975.00 | \$1,375.09 | \$11,610.05 | \$7,740.04 | \$17,975.00 | \$1,375.09 | \$19,350.09 | \$0.00 |
| TOTALS: | \$3,426,541.00 | \$685,630.13 | \$2,541,594.61 | \$1,694,396.41 | \$3,426,541.00 | \$761,831.45 | \$4,006,128.53 | \$182,243.92 |

Source: JLARC staff analysis of State Board of Elections data and mail survey of general registrars.

Appendix G

Agency Responses

As part of an extensive data validation process, the major State agencies involved in a JLARC assessment effort are given an opportunity to comment on an exposure draft of the report. Appropriate technical corrections resulting from the written comments have been made in this version of the report. Page references in the agency responses relate to an earlier exposure draft and may not correspond to page numbers in this version of the report.

This appendix contains the response from the State Board of Elections and from a review team of general registrars.



COMMONWEALTH of VIRGINIA
STATE BOARD OF ELECTIONS

200 N. 9th Street, Room 101
Richmond, Virginia 23219-3497

BOARD MEMBERS:

BOBBY W. DAVIS, CHAIRMAN
JOHN H. RUST, JR., VICE CHAIRMAN
MICHAEL G. BROWN, SECRETARY

June 27, 1991

(804) 786-6551
TOLL-FREE WITHIN VIRGINIA (800) 552-9745
VOICE OR TDD ON EITHER NUMBER

Mr. Philip A. Leone, Director
Joint Legislative Audit and Review Commission
Suite 1100, General Assembly Building
Capitol Square
Richmond, Virginia 23219

Dear Mr. Leone:

Thank you for providing me with a copy of the exposure draft of the JLARC staff report entitled Compensation of General Registrars prior to presenting it to the Commission.

I have reviewed the report with great interest since the issues raised by General Registrars have been around for a good number of years and need to be addressed by the General Assembly. When the Joint Subcommittee Studying Election Laws proposed that JLARC be asked to review the compensation of General Registrars, I was in complete agreement with the idea on the ground that the study would review the role of the registrar in totality. However, I find the report lacking an understanding of the registrar's role in the electoral process.

The registrar today is not only responsible for voter registration and the maintenance of the records, but is responsible for many other duties such as petition verification, absentee balloting, United States Department of Justice submissions, redistricting, and accepting candidates' filing documents just to name a few.

Most registrars are given duties and responsibilities by their Electoral Boards which normally have these responsibilities, but assign them to the registrar since they are in the office on a regular basis.

I request that the staff again review Title 24.1 of the Code of Virginia along with the General Registrar and Electoral Board Handbooks and see if they can get a better clarification of the duties and responsibilities of the registrar. Not to do so, in my opinion, will not be fair to the registrars and the report will be flawed.

Mr. Philip A. Leone, Director
Page Two
June 27, 1991

The State Board of Elections supports creating a separate population bracket for localities with population below 10,000 and creating a separate population bracket for localities with population above 500,000. However, the Board feels that additional population brackets should be developed along the lines of those for constitutional officers.

The Board is opposed to establishing a salary scale for registrars based on comparable job grades which recognize job experience. To do so would place additional responsibilities on the fiscal officer at the Board. In addition, the report needs to adequately address who would evaluate the registrar.

In the report, Option 4: State Reimbursement of Selected Local Benefits seems to be the best option of the four discussed in the report. Option 4 provides for more fringe benefits equity, with the Commonwealth assuming greater cost responsibility, which seems only fair since it is the General Assembly that is adding extensive mandates on the local offices in terms of duties and responsibilities. It is only fair that the Commonwealth should reimburse the localities for a fixed share of the costs of these benefits, but require the localities to provide health benefits.

In terms of registrars who are required to work three days a week for seven months of the year then five days a week for the five remaining months, the report fails to recognize that these registrars are full-time and should not be addressed like part-time state employees. They work year round and must be available for special and regular elections. That also means they must be available to accept candidate filings, do petition verifications, prepare for the election, etc.

Finally, although the Board is not taking a position on salary supplements at this time, I do want to point out that currently several registrars are in fact receiving more money than the Secretary of the State Board of Elections.

If you have any further questions, please do not hesitate to contact me. I hope the above comments will be helpful in finalizing the report.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael G. Brown", with a long horizontal flourish extending to the right.

Michael G. Brown
Secretary

MGB/lms

Elizabeth Leah

General Registrar

Roanoke County, Virginia

July 3, 1991

Mr. Philip A. Leone
Director, Joint Legislative Audit and Review Commission
Suite 1100, General Assembly Building
Richmond, Virginia 23219

Dear Mr. Leone:

Thank you for sending me a copy of the changes which you have made in the report on compensation of general registrars. I have reviewed the changes with six other registrars from a variety of jurisdictions around the Commonwealth. Together these seven registrars have 92 years of experience in the position.

In reviewing the report I have also used information I had received from a larger committee of registrars which has been studying some of the same issues for the past year.

These comments represent the views of the review team and the study committee, but the entire Association has not had the opportunity to review and comment on the draft report or the changes.

We are pleased that you have provided an explanation of some of the job responsibilities of registrars beyond the statutory mandate. Nevertheless, we feel the report still does not comply with its own mission statement:

To evaluate the compensation of general registrars, it is essential to understand the range of responsibilities and workload they carry out.

The report states: "...the analysis of workload is focused on (voter registration)." The job description for general registrars found in Exhibit D-1 on page D-2 is a list of the bare minimum responsibilities common to all general registrars. As the registrar survey which you conducted shows, many general registrars have a broader range of duties and more complex workload.

The planning and administrative tasks involved in voter registration itself have expanded over the last twenty years. Absentee voting has grown and become more complex, with three separate files for presidential elections. Compliance with the Federal Voting Rights Act is a significant task for general registrars.

Page 2

Compensation of General Registrars

General registrars work independently and are directly responsible for everything that they and their staff members do. They are not directly supervised. They are not subject to grievance procedures and have no guarantee of re-appointment.

We believe the study should consider the entire range of responsibilities and workload of general registrars. See Attachment 1 for a list of those responsibilities.

The compensation structure for general registrars should use the same population brackets as those for constitutional officers. This change would address the problems of the lowest and highest brackets which the report addresses.

Salary increments for bracket steps should be similar to sheriffs, and salary levels should raise, not lower, compensation. See Attachment 2 for population/salary brackets we recommend.

The Association supports removing the cap from local supplements. The report shows that 32 registrars receive compensation lower than their local government salary scales. In addition, legislators should consider expanding the cost of competition factor to other areas that have a high cost of living.

All general registrars should receive the same fringe benefits as other local employees in their localities. Part time registrars should receive a percentage of local benefits.

Equitable compensation will benefit not only general registrars but also their employees. Local personnel departments often underclassify registration and election staff in order to keep their salaries below those of the general registrar. In localities where the general registrar is paid less than comparable local officials, therefore, often the registrar's employees are also underpaid.

Again, many thanks for your consideration.

Sincerely,



Elizabeth Leah

President

Voter Registrars Association of Virginia

cc: Steven Horan

DUTIES AND RESPONSIBILITIES OF REGISTRARS

The Registrar of Voters is a department head who independently manages all of the duties and responsibilities of the office without direct supervision. The general registrar is the final arbiter of voter qualifications, and controls who may vote on election day. Neither the general registrar or the registrar's employees are subject to grievance procedures. The general registrar has no guarantee of re-appointment at the end of a four year term.

In small jurisdictions, the registrar does the following tasks with little assistance. In large jurisdictions, the registrar supervises assistants who help to perform many of these tasks.

1. Registration

- Provides all registration transaction services required by the Constitution and the Code of Virginia.
- Uses a system of assessing the community's needs, analyzing previous registration and identifying gaps in service to develop an annual registration program.
- Provides special registration service for schools and homebound residents.
- Cooperates with other Virginia registration offices and the State Board of Elections to provide uniform Statewide registration.
- Negotiates with other government agencies and private sector business managers to develop field registration sites.
- Monitors the registration program to assure that it is convenient to all residents, cost effective, in compliance with all laws, and executed with courtesy and accuracy.

2. Duties Delegated by Electoral Board

- Manages preparations for elections, including materials, machines, ballots, polling places and poll workers.
- Processes mailed absentee ballots.
- Responds to emergencies and complaints on election day.
- Participates in canvass of election. Records results and distributes to SBE, candidates, officials and the media.

Duties and Responsibilities of Registrars

- Prepares schedules, agendas, minutes and correspondence.
- Conducts studies and prepares reports.
- Checks for handicapped accessibility at the polls.
- Purchases electoral board supplies.

2. Redistricting

- Provides information on population and registration.
- Participates in re-drawing election districts.
- Provides local governing body with all information needed to approve new election districts.
- Notifies State and Federal authorities of new districts.
- Processes all changes needed to record new voting district information in automated registration system.
- Notifies voters of new election districts.
- Participates in process of organizing new polling places and securing new election staff.

4. Administration

- Manages all personnel, financial and physical resources so that registration records are accurate and safe; operations are timely, orderly and correct; and the public is treated with fairness and courtesy.
- Periodically reviews operations, performance and emerging technology; identifies areas that need improvement; analyzes problems; and institutes corrective measures.
- Participates in local government affairs as requested by the local manager or administrator.

5. Financial Systems

- Determines financing needs for an effective voter registration program and election services; submits a budget request that will support the program; justifies the request to the governing body; and attends all budget meetings.
- Prepares and processes payroll and purchasing documents through local government systems.
- Monitors expenses, payroll and purchasing throughout the fiscal year to correct exceptions in a timely manner.
- Regularly inventories supplies to prevent shortfalls; keeps abreast of new resources and technology.
- Uses a system of financial planning to accommodate annual election cycles over a four year period.

6. Personnel Systems

- Recruits, selects and replaces assistant registrars and other employees. Trains and supervises them in the proper and efficient performance of assigned duties.

Duties and Responsibilities of Registrars

- Maintains a system for regularly monitoring and evaluating employee performance based on a framework of goals and standards and on employees' career development and training needs.
- Stays abreast of locality's personnel regulations and processes all personnel forms required.
- As of July 1, 1991, processes social security payments for all election officials.
- Displays leadership that encourages cooperation and superior performance from others.

7. Communications and Public Relations

- Develops an annual public information program to promote registration and voting, and to publicize changes in registration and election laws. Works with newspapers, radio, television and civic groups. Changes materials and methods to meet needs of changing election cycles.
- Works with local legislators, elected officials and candidates, and political parties.
- Meets periodically with community representatives to refine the public information program and to clarify responsibilities and rights.
- Answers inquiries from the public. Complies with legal requirements for advertising and legal notices. Prepares correspondence and reports.
- Maintains systems to monitor, analyze and present information on trends in demographics, residential construction, registration, elections and legislation related to voting.
- Provides liaison with government officials and the community.

8. Legal and Legislative Responsibilities

- Prepares material on ordinance changes for submittal to local governing body.
- Prepares submittals to the U.S. Department of Justice under the Voting Rights Act.
- Prepares legal notices.
- Assists in prosecution of registration and voting violations.
- Works with legislators to improve registration and election laws.
- Certifies petitions for candidates and issues.
- Manages filing of candidates' and officials' election forms, contributions and expenditure reports, and economic statements.

Duties and Responsibilities of Registrars

9. Coordination with Other Agencies and Organizations

- Serves as department head in local government, attending required meetings, answering inquiries, providing reports and cooperating with other departments.
- Communicates with State Board of Elections to provide information requested and to clarify regulations.
- Works with other registrars and with registration and election organizations to improve the voting process.
- Works with U.S. Department of Defense on Federal voting programs.

Population/Salary Brackets for General Registrars

| Population Bracket | | |
|-----------------------|-------------------|-----------|
| No. | Range | Salary |
| 1 | 0 - 9,999 | \$ 24,148 |
| 2 | 10,000 - 19,999 | 26,715 |
| 3 | 20,000 - 39,999 | 29,546 |
| 4 | 40,000 - 69,999 | 34,080 |
| 5 | 70,000 - 99,999 | 37,505 |
| 6 | 100,000 - 199,999 | 50,180 |
| 7 | 200,000 - 499,999 | 59,534 |
| 8 | 500,000 - & above | 65,000 |

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Philip A. Leone

Deputy Director

R. Kirk Jonas

Division Chief

● Glen S. Tittermary

Section Managers

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Gregory J. Rest, Research Methods

Project Team Leaders

Teresa A. Atkinson
Linda E. Bacon
● Stephen A. Horan
Charlotte A. Kerr
Susan E. Massart
Robert B. Rotz
Wayne M. Turnage

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Craig M. Burns
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E. Kim Snead

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Administrative Services

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Secretarial Services

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Technical Services

Desiree L. Asche, Computer Resources
Betsy M. Jackson, Publications Assistant

Intern

Mary S. Delicate

● *Indicates staff with primary
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Suite 1100, General Assembly Building
Capitol Square, Richmond, VA 23219
(804) 786-1258

