

CANVASSING KANSAS

An update on election news from Kansas Secretary of State Ron Thornburgh

December 2007

2008: New year, new programs

Two important new electronic systems are progressing with anticipated completion dates early next year. The two programs are referred to as e-motor voter and e-campaign finance.

The e-motor voter program is one of the remaining requirements in the ELVIS contract between the SOS and ES&S. It will be the culmination of 15 years of discussions dating back to 1992, when then-Secretary of State Bill Graves initiated talks with the Kansas Division of Motor Vehicles (DMV) about moving to a paperless electronic system for collecting and transferring voter registration and change of address data that DMV was required to collect pursuant to the NVRA. The project never launched during the 1990s, so motor-voter has always been a paper system to date. However, in recent years the opportunity has arisen to renew talks and the DMV has agreed to pursue the project. The SOS office wrote the requirement into the contract with ES&S.

E-motor voter is a cooperative effort between the SOS, ES&S and DMV. A detailed spec has been written and revised several times. The DMV is estimating it will take two months to program the system once it has IT staff time available. The project is expected to begin late in 2007 or early in 2008. The system will then be tested with a planned rollout in 2008. The plan was to implement the system in March, 2008, but DMV recently

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Officials stress the importance of canvassing

Two members of the Secretary of State's office and the president of the KCCEOA attended the Kansas Association of Counties (KAC) conference November 19 to conduct a one-hour training session on county canvassing procedures. Recognizing the need for county commissioners to be more aware of their canvassing duties, Judy Mohler of the KAC had contacted SOS Legal Counsel Melissa

Wangemann in October asking if someone in the SOS office would be available to make a presentation. Wangemann and Brad Bryant, elections director, coordinated in the planning of the presentation and invited Shane Shields, KCCEOA president and Sumner County Clerk, to participate.

The intent of the session was to emphasize to commissioners the importance of this statutory duty and to describe the legal, administrative

and county perspectives of canvassing procedures. The discussion of the legal aspects of canvassing covered such topics as original, intermediate and final canvasses; validity of ballots; voter intent; unauthorized vote disclosure; recounts; contests; vacancies on the canvassing board; and the legal resources at canvassers' disposal.

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Web site wins award

The Center for Digital Government and Education announced in a September news release that it was recognizing the Johnson County Election Commissioner's Web site with the 2007 Digital Government Achievement Award. Johnson County's award was given in the category of "government-to-citizen local government."

The Web site dates back to 1996 and was redesigned in 2006 with a new approach. The focus is on the people who visit the Web site. This new approach is more about user's needs rather than topics.

Election Commissioner Brian Newby said, "Most Web sites are organized by topic, which might make sense to us, but would be hard for new users to navigate. We're extremely honored to receive this award because it validates the design approach we took with the site."

The site includes drop down tabs for voters, candidates, election workers, media, future voters and archives. The site features a sample ballot lookup and a search function powered internally with a Google Mini appliance. It is fully compatible with the Americans with Disabilities Act.

The Center for Digital Government is a national research and advisory institute on information technology policies and best practices in state and local government. The Digital Government Achievement Award is a national program recognizing outstanding agency and department Web sites and applications that enhance information interactions, transactions and services.

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The discussion of the administrative side of canvassing procedures included provisional ballots; write-ins; poll agents; recent trends in elections that affect canvassing; practical recommendations for canvassers; and lessons learned from recent canvassing situations.

Shane Shields' discussion of the county perspective covered the CEO's preparations for the canvass, researching provisional ballots and the development of written procedures.

The session with the county commissioners was timely as we prepare for the 2008 presidential election year. A number of CEOs have recently expressed support for the idea of providing more information for canvassers to help them understand the importance of the canvass and the need to follow consistent procedures.

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RON THORNBURGH
Kansas Secretary of State

Dear friends,

As I'm sure you've noticed, the 2008 presidential cycle is in full-swing and shows no signs of slowing. With tens of candidates from across the political spectrum, we are regularly bombarded with information on their every move...and it is just beginning. Our nation's primary system, once a vehicle to sort out the best candidates, has become so front-loaded that it is virtually impossible for smaller tier candidates to be successful.

Recently, a Michigan court ruled in favor of an early January primary. As the Iowa caucus and New Hampshire primary are required to be the nation's firsts, this means that primary season will likely begin by this year's end...and we will almost certainly have each party's candidate by the end of the February 5th primaries.

So how does this affect those charged with administering the elections here in Kansas? Early nominee selection means that the party-to-party combat will last a grueling eight or even nine months...can you imagine the coverage then? I suspect that even the most interested voters will become fatigued by that kind of non-stop rhetoric. In fact, I would not be surprised if we see one of the lowest presidential election voter turnouts in recent memory. We cannot let this happen.

To combat this possible voter apathy, we must look beyond the traditional methods of voter outreach. We must begin to explore new ways to reach voters, particularly those in the 18-to-24 demographic, and we must utilize new technology as a method to reach and inform Kansas citizens about the voting process. Looking beyond the 2008 election, we should all take time to consider what elections in Kansas will look like 10, 15, even 20 years down the road and how we can begin to lay the foundation today.

So I am asking for your help. Have you thought about a great, new way to reach voters in your county? How are you working with technology to increase communication and participation? Perhaps there's an idea you think could be implemented statewide? If so, we'd love to hear about it. Send your ideas to our elections or public affairs division and we'll use them to help craft our 2008 outreach plan. We will also post them on SOSIX, so everyone can benefit from your creativity.

While I am hopeful that both political parties will come to the table to prevent another primary season like the one we're about to enter, the reality is that we will likely be seeing these lengthy campaign cycles for at least the foreseeable future and we must plan accordingly, to ensure that our citizens are still motivated to engage in the process.

Best,

A handwritten signature in black ink that reads "Ron".

RON THORNBURGH
Secretary of State

SOS will propose new administrative regulations

The Secretary of State is preparing to propose changes to a number of administrative regulations dealing with elections. Most of the changes are due to amendments to laws passed in the 2007 legislative session. In all, three new regulations will be proposed, two revised and four revoked.

A summary of the regulations follows:

New Regulations

7-21-4 will establish a procedure for manually counting optical scan ballots if they are defective or damaged so that they cannot be fed through a ballot scanner. The proposed regulation complies with existing statutes governing optical scan ballots.

7-45-1 establishes requirements for split shifts for poll workers if the county election officer exercises the option for split shifts under a new law passed in 2007.

7-45-2 enforces 2007 amendments to the poll agent laws. It sets limits on poll agent activities at the polling place.

Revised Regulations

7-21-1 is a proposed revision to an existing regulation on storage of voting equipment. The revisions will bring the regulation into compliance with new laws passed in 2007 for voting equipment relevant to the requirements of HAVA.

7-21-2 is a proposed revision to a regulation on maintenance and preparation of voting equipment for election day. The revisions have to do with security.

Revoked Regulations

7-21-3 allowed a county to use more than one type of voting machine if one model became unavailable. This regulation is unnecessary under new laws.

7-38-2 adopted in 1997 as part of the implementation of the NVRA, set the quarterly schedule for county election officers to report their voter registration databases to the SOS. The quarterly report is unnecessary with ELVIS.

7-37-2 set the format and field lengths for the Division of Motor Vehicles to electronically send voter registration data to the SOS or the county election officers. The data format in the regulation is no longer necessary with ELVIS.

7-23-13 is similar to 7-23-2 in that it established the format for the voter registration file when counties sent their quarterly reports to the SOS. It is no longer necessary with ELVIS.

The process for promulgating regulations is as follows: (1) the agency with statutory authority to adopt the regulation prepares a draft; (2) the draft is reviewed by the Kansas Department of Administration's Legal Section for style and format and the agency makes any necessary revisions suggested; (3) the revised draft is reviewed by the Kansas Attorney General's office for statutory authority and compliance with state laws; (4) the proposed regulation is presented to the Legislature's Joint Committee on Administrative Rules and Regulations for comment; (5) the agency publishes a notice of hearing in the *Kansas Register* and accepts public comment for 60 days; and (6) at the end of the public comment period the regulation is adopted and published in the *Kansas Register*. The effective date of the regulation is 15 days after the publication of the *Kansas Register* unless specified otherwise. The new regulations are published in the *Kansas Administrative Regulations*. Regulations have the force of law.

SOS recommends screening poll workers

During the past year, several factors have led to a perceived need to screen poll workers to ensure they are not felons or ex-felons. One factor is that school buildings are often used for polling places and many school districts have adopted security policies in recent years that limit outsider traffic in schools to protect children. Another factor is that at least one CEO in Kansas discovered that a registered sex offender had served as a poll worker. No incidents were reported, but an educator recognized the person at the polling place and reported the situation to school officials.

It is often difficult for CEOs to find enough poll workers and polling place sites, and no one wants to make that task more difficult, but everyone must recognize that poll workers often perform their duties in the midst of vulnerable people, whether they be elderly voters, school children, or young children in church day care facilities. After the issue was raised in the spring 2007 elections, the SOS office conducted some research and formulated a recommendation that CEOs and the SOS take several simple preventive steps to reduce the risk of serious incidents occurring in the future.

The recommendations were discussed in May 2007 at the KCCEOA's annual spring conference and are summarized below.

1. CEOs should use an application form for their poll workers to ask about criminal history. The application should ask whether the person has ever committed a crime that is incompatible with the duties of a poll worker. If so, the person should say when it occurred and what the crime was. The CEO should review this information on a case-by-case basis to determine whether the crime prevents the person from assuming a position of trust as a poll worker. The SOS does not recommend a blanket rejection of poll workers based on criminal convictions, nor does the KBI for the following reasons:

- This amounts to a violation of Title VII of the Civil Rights Act, which prohibits the use of criminal information as the one determining factor in awarding employment. (It amounts to discrimination.)

- Felonies include some crimes that might not be relevant to poll worker duties, for example DUI. On the other hand, theft and battery are not felonies and those crimes might be relevant.

The application form will also allow the CEO to:

- Record pertinent information about the person (name, address) for future reference.

- Ask them for emergency contact information.

- Ask if they need any handicapped accommodations.

2. The SOS will obtain from ELVIS a statewide list of poll workers before each election cycle and run the names against the KBI sex offender registry. If a county has a poll worker who is found on the list, the county will be alerted. The KBI is capable of performing a felony check on a person, but the SOS does not recommend performing this search in every instance because:

- It is costly — \$17.50 per person.

- Using the felony report would require compliance with the Consumer Reporting Act (triggered by any report on personal data), which requires: (1) that you obtain the person's authorization to run the check, (2) that you provide a copy of the report, and (3) certain notices of rights required by the federal law.

- Kansas law does not allow a reporting agency to include any information older than seven years, so the felonies won't go beyond seven years.

- It triggers concerns about Title VII by encouraging felonies as a litmus test.

- It won't catch all relevant crimes.

3. CEOs should work with schools and other locations used as polling places to determine their security requirements and make sure county policies fit with theirs.

Data crosschecking keeps on growing

The interstate crosschecking voter registration data program is expanding. In the September issue of this newsletter, it was reported that now Kansas has agreements with, or is in the processing of signing agreements with, 13 other states comprising two regions: the Midwest (originally MEOC) region and the south central region (see *Canvassing Kansas*, September 2007, page 1). In the past couple of months, two more states have asked and will be joining the group in 2008: North Dakota and Wyoming.

In September the results of the 2007 Midwest crosscheck were e-mailed to CEOs. Statewide, a total of 11,000 voter registration records were identified as possible matches with records in other states (Iowa, Missouri, Nebraska, Minnesota and South Dakota).

Secretary of State Ron Thornburgh has always intended to use the crosscheck program to search for possible double votes across state lines as well as duplicate registrations. Recently, the SOS office was contacted by the South Dakota Secretary of State's office, asking to check voter history on seven records. A preliminary check indicated two of the seven voters may have voted in Kansas in the same election as they had voted in South Dakota. Further research is necessary to determine if they are in fact double votes.

The two crosscheck regions Kansas is involved in make up the largest group of states to conduct a crosscheck program in the United States. With the addition of North Dakota and Wyoming, a total of 16 states will participate in 2008.

The efforts in the Midwest are part of larger national-level efforts. Nationally, the crosschecking process is referred to as interoperability. This term refers to the states' ability to make their HAVA-required databases operate together to improve the value of the data. Elimination of duplicate records is the first and easiest benefit of interoperability. Some other possibilities include: identification of double voters, as mentioned before; better candidate lists; identification of unregistered voters; finding returning military veterans whose ballot applications have expired; improving address and zip code information; improving the NCOA process; and possible portability of voter registration information, similar to the portability of medical records.

There are two parallel efforts underway at the national level to study this new field of interoperability and to determine what the goals should be and how best to achieve them:

- The Federal Election Assistance Commission issued a contract to the National Academies of Science to design a three-year study and report on its findings. The National Academies formed a committee met August 6 and again November 29-30. Brad Bryant, elections director, participated in a panel discussion at the August 6 meeting to discuss the Midwest crosscheck program and Kansas' plan for moving the interoperability program forward.
- The Pew Charitable Trusts issued a request for proposals early this year for plans to improve the electoral process. Several proposals were made in response to the RFP that centered on the interoperability issue. Pew hosted a meeting in Washington, D.C. October 19 in which Secretary Thornburgh and Bryant participated.

The Kansas SOS office is participating in these efforts partly to make the other interested parties aware that interoperability does not need to be complicated. The program has begun in the Midwest without huge expenditures of time and money, without a vendor contract, and without formation of a large national voter registration database or the involvement of federal agencies, laws or regulations. Part of Secretary Thornburgh's message to the other participants in the discussions is that it is a fairly simple matter for states to write memorandums of understanding, share data and process the results. It can, in fact, be accomplished at the regional level without multi-year studies and without states giving up their autonomy to

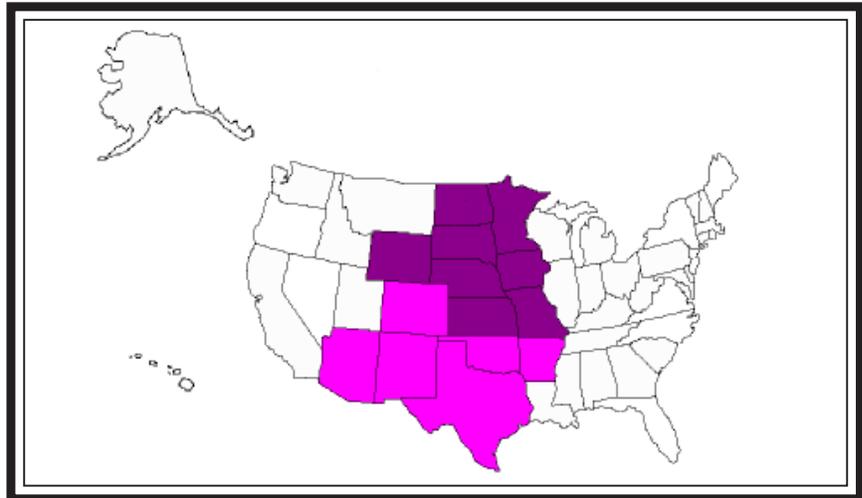
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participate in a national database operated by a national authority according to rules and standards set by someone else.

This map shows the two regional crosscheck programs in which Kansas is involved.



New Web site will assist overseas voters

Last October the Overseas Vote Foundation (OVF) announced that it had established a new Web site offering a user-friendly online system to automate voter registration and absentee ballot requests for military and overseas voters. The voters served by OVF are the same as those served by the Federal Voting Assistance Program, whose voters are referred to as federal services voters and vote under special rules and procedures guaranteed by the Uniformed and Overseas Citizens Absentee Voting Act.

The OVF site is user-

friendly in that it eliminates the research and reduces the instructions voters must wade through in performing the necessary procedures to obtain ballots. It provides state-specific instructions and produces a ballot application form in a PDF format.

OVF initiated the program to respond to research indicating that many ballots applied for or mailed to overseas voters are either never received or are not voted and counted. One of the major reasons for this is that voters make mistakes in filling out their applications.

Using the site, a voter can set up an account that maintains the voter's basic information from

election to election, also providing the means to update the information as necessary. The site can be viewed by going to www.overseasvotefoundation.org.

The program is partly sponsored by the Pew Foundation's Make Voting Work initiative. In the past year, Pew has requested proposals from various sources to fund with the goal of improving the electoral process in the United States. Pew has announced its intention to fund projects improving the interoperability of states' voter registration database (see *Data Crosschecking*, page 6).



SOS office closed for holidays



The Secretary of State's office will be closed for the traditional holidays this year on **Tuesday, December 25, 2007** and **Tuesday, January 1, 2008**.

In addition, Governor Sebelius has proclaimed **Christmas Eve, Monday, December 24**, a state holiday. The office will be open on New Year's Eve.

Martin Luther King Day is a federal and state holiday, too, and the SOS office will be closed that day. That holiday falls on **Monday, January 21, 2008**.

Task forces continue work

At the KCCEOA conference in May, Secretary of State Ron Thornburgh appointed several task forces to address some current election-related issues (see *Canvassing Kansas*, September 2007, page 4). In addition to these task forces, the SOS also continues to meet with other existing work groups and committees. Here is an update on recent activities of several of the groups:

Ballot Programming Costs Task Force –

Based on research and experiments, the SOS office compiled a list of county options and met with a sample of counties to discuss the results of the research, go through each option, and obtain feedback from CEOs. After assessing the outcomes of the county meetings, the SOS plans to offer the options list to each county and consult with them individually as needed.

Group Living Quarters Task Force –

The task force has had two conference calls and will continue to formulate a plan to present at KCCEOA in May 2008.

Advance Voting Task Force –

This group has had two conference calls and plans to report to the KCCEOA in May 2008. The task force is working on a document outlining options for CEOs to conduct satellite advance voting pending passage of legislation authorizing it for all counties.

SOS office presents at KCOA meeting

In September, the Secretary of State's office conducted a presentation to the county election officers at the Kansas County Officials Association annual meeting in Wichita. Secretary Ron Thornburgh lead the presentation talking about the 2008 presidential election, federal election reform, and the office's efforts in working on the cross-state data check of voter registration information.

Craig Bourne, HAVA coordinator, then explained the production being done on the SOSIX Web site, This will make the SOSIX Web site more user friendly heading into the 2008 election cycle.

Bryan Caskey, SOS division of elections, followed with a presentation on the various aspects of ELVIS. The high points of the presentation included an examination of the components of the ELVIS 9.1.4 release, discussion of the upcoming training programs, listing of the requirements and enhancements that will take place with the ELVIS system before the 2008 election, and a review and examination of the improvements to the Kansas VoterView Web site.

Brad Bryant, election director, completed the Secretary of State's presentation with discussion of 2007 and 2008 legislative initiatives, upcoming Kansas Administrative Regulations, 2007 revisions to the Election Standards, and a review of the various groups and task forces of county election officers.

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Two election forms revised

The Secretary of State's office has revised two important forms used in the administration of elections in preparation for the 2008 election season. One revision is the result of HAVA and the other is due to state legislation passed in 2007.

Form CD, the Candidate's Declaration of Intention form, is used by most candidates filing to run as Democrats or Republicans in the primary election. Some cosmetic revisions were made to the front of the form, like allowing more space for the candidate to write information and allowing the candidate to more clearly indicate optional Web site, e-mail addresses and cell phone numbers. But the most significant change is on the back of the form. A phonetic pronunciation chart is provided along with blank lines at the bottom of the page for insertion of a phonetic pronunciation of the candidate's name. This is needed due to the HAVA requirement that each candidate's name must be recorded in an audio ballot for voters with visual impairments.

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Voter registration session refreshes state agencies

The office of the Secretary of State organized a refresher training session for state-level agencies and other organizations that oversee local offices required to offer voter registration services due to the National Voter Registration Act of 1993. Part of the reason for the training was that there had been no comprehensive review of agencies' duties for several years and all agencies have experienced some personnel turnover.

Also, officials with the U. S. Department of Justice have said they intend to begin reviewing NVRA agencies' performance, specifically the number of registrations resulting from the various sources, to determine the level of compliance with the NVRA.

State agencies and other offices invited to the training session included:

- Division of Motor Vehicles
- Social and Rehabilitation Services
- Department of Health and Environment
- League of Kansas Municipalities
- Office of Disability Concerns
- State ADA Coordinator

SRS is involved because its offices administer several federal public assistance programs required under the NVRA: Food Stamps, Medicaid and Aid to Families with Dependent Children (AFDC). The Department of Health and Environment is involved because it administers the Women, Infants and Children (WIC) program.

The League of Municipalities works daily with city offices, and Kansas law requires city clerk offices in first and second class cities to provide voter registration as the "other agencies in the state" designated by state law pursuant to Section 7(a)(4)(A) of the NVRA.

Section 7(a)(2)(B) requires "all offices in the State that provide State-funded programs primarily engaged in providing services to persons with disabilities," and the Office of Disability Concerns works with those offices in Kansas. DMV is an agency designated in Section 5 of the NVRA.

At the training session, Secretary of State Ron Thornburgh made opening remarks and explained the reason for the session and some of the background of the NVRA. Election Director Brad Bryant discussed the history of the NVRA in Kansas from its implementation in 1995 to the present. Legal Counsel Melissa Wangemann discussed the statutory requirements of the NVRA and state laws.

The session ended with a discussion of the planned implementation of a new electronic motor-voter program in the spring of 2008. The new program will result in the totally electronic collection of voter registration and change of address information by DMV and the transmission of the data to CEOs via the ELVIS system.

Name change gives company more independence

Election officials in many states, including Kansas, will have to learn a new name for a voting equipment company familiar to many election officials. Diebold Inc. announced in August that it was changing the name of its election division, Diebold Election Systems, Inc., to Premier Election Solutions. This was reported in an article in the Fall 2007 issue of Blue Suede News. Diebold had been trying to sell the election division but had not found an immediate buyer, so the corporation decided to change the name and allow the division to operate more independently than it had in the past.

Corporate offices and sales and service representatives have not changed.

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notified the SOS office that there would be a delay for an unspecified amount of time. The IT office in the Department of Revenue, which DMV is a part, is backlogged with programming projects and the Secretary of Revenue recently announced delays in certain projects, including e-motor voter.

When implemented, it will mean CEOs will receive new voter registrations and changes of address through ELVIS rather than on paper or via e-mail on the WAN. DMV personnel in local offices will be trained to ask the additional questions needed for voter registration that are not asked for the driver's license. This information includes party affiliation, age, citizenship questions, etc. That data will be stored for batch transfers through ELVIS.

The e-campaign finance project grew out of the law passed by the Legislature in 2007 requiring development of an online system for candidates, parties and PACs to file their campaign finance reports electronically, if they so choose. The SOS office studied various e-campaign finance programs in other states and decided to build the system in-house. As of the publication of this newsletter, programming is in the latter stages. Testing will begin before the end of the year so candidates planning to run in 2008 can begin storing their receipts and expenditures information in the system in January. The system will allow the filer the option of storing data in the SOS system or storing it using other software programs and then uploading it to the SOS system at the filing deadline.

At the time of its implementation, the e-campaign finance system will apply only to those entities covered by the Campaign Finance Act (Chapter 25, Article 41), which means state candidates. The possibility exists for it to be expanded for use by counties accepting filing from county and local candidates.

Office presents

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These groups and task forces are covering topics such as satellite advance voting, voting at group living quarters, Election Standards revisions, and county ballot programming costs.

At the conclusion of the presentation, a packet of information was distributed that included the 2008 Election Calendar, 2008 Election Information, a list of upcoming ELVIS enhancements, proposed election regulations, and new copies of the Kansas Election Standards. If you have not received this packet of information, or want additional copies of the Kansas Election Standards, please contact the SOS office.

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The SOS office has changed its candidate filing procedure in the office to ask each candidate, except those whose pronunciations are obvious, to pronounce his/her name so the SOS person handling the filing can write the phonetic pronunciation correctly using the guide. This will eliminate the need to contact candidates during the ballot preparation process.

Form PA, the Authorized Poll Agent Appointment form, has been revised to accommodate changes to state law passed in 2007. The gist of the changes is threefold: most poll agents have qualifications they must meet in order to act as poll agents, they must wear observer badges when acting as poll agents, and a requirement was written into the law that poll agent appointments must be filed with the CEO.

In making the amendments to the laws, the Legislature distinguished between authorized and appointed poll agents. Authorized poll agents are those authorized by law to be poll agents by virtue of the position they hold: candidate, party official or member of a group supporting or opposing a ballot measure. Any authorized poll agent may appoint other poll agents to act in his/her interests. The appointed poll agents must be appointed using the form, which must be filed with the CEO.

Two significant changes were made to Form PA. First, language was added to distinguish between authorized and appointed poll agents. Second, the rules for poll agents are listed on the back of the form to promote understanding of the limits on their activities. The rules are also being promulgated in a proposed regulation by the SOS office (see **SOS will propose new regulations**, page 4).

