Voter's Choice Task Force Report

June 2, 2026, Statewide Primary Election

Contact Information

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About the California Secretary of State

The California Office of the Secretary of State is committed to adhering to the highest standards of integrity and transparency, supporting businesses, strengthening democracy, protecting individual rights, preserving our state's history, delivering quality services, and providing accessible resources and trusted information.

The California Secretary of State's responsibilities include:

- Serving as the state's Chief Elections Officer
- Implementing electronic filing and Internet disclosure of campaign and lobbyist financial information
- Maintaining business filings
- Commissioning notaries public
- Operating the Safe at Home confidential address program
- Maintaining the Domestic Partners and Advance Health Care Directive Registries
- Safeguarding the State Archives
- Serving as a trustee of the California Museum

Special Note About This Report

Pursuant to California Elections Code Section 4008, the Secretary of State shall establish a taskforce that includes representatives of all of the following:

(1) County elections officials.
(2) Individuals with demonstrated language accessibility experience for languages covered under the federal Voting Rights Act of 1965.
(3) The disability community and community organizations and individuals that advocate on behalf of, or provide services to, individuals with disabilities.
(4) Experts with demonstrated experience in the field of elections.

This Task Force has been appointed by the California Secretary of State. The Task Force is currently comprised of 16 members. Beginning in 2025, the California Secretary of State's Voter's Choice Task Force is charged with reviewing elections conducted under the Voter's Choice Act and providing comments and recommendations to the California State Legislature within six months of the election.

Aggregated data from the state's VoteCal database, as well as data from university reports created through the Voting Rights Project, will be provided in a supplemental report in the future.

Voter's Choice Task Force Appointees

1. Melvin E. Levey, Merced County ROV
2. Donna Linder, Stanislaus County ROV, Task Force Co-Chair
3. Dean Logan, L.A. County ROV
4. Evelyn Mendez, Sonoma County ROV
5. Matt Moreles, Santa Clara County ROV
6. Bob Page, Orange County ROV
7. Jesse Salinas, Yolo County ROV
8. Art Tinoco, Riverside County ROV
9. Petrina Branch, Attorney, Task Force Co-Chair
10. Camila Chavez, Executive Director of the Dolores Huerta Foundation
11. Leslie Hernandez, Civic Engagement Specialist, AltaMed Health Services
12. Deanna Kitamura, Managing Attorney, Asian Law Caucus
13. Ellen Nash, Chair/President of the San Diego Black American Political Association of California
14. Dora Rose, Deputy Director, League of Women Voters
15. Brittany Stonesifer, Senior Program Manager, Common Cause California
16. Gabriel Taylor, Senior Advocate, Disability Rights CA

Advisory Appointees

1. Carrie Cornwell, Staff Director, CA State Senate Elections and Constitutional Amendments Committee
2. Ethan Jones, Chief Consultant, CA State Assembly Elections Committee

Purpose and History of the Voter's Choice Act - Final

The Voter's Choice Act (VCA), enacted through Senate Bill (SB) 450 (Allen, Hertzberg, et al., Chapter 832, Statutes of 2016), authorized participating counties to adopt a modernized election model designed to increase voter access, convenience, flexibility, and participation. The model expanded vote by mail, introduced countywide vote centers, and provided multiple ballot return options. The adoption of the bill authorized 14 counties to pilot the new voting model beginning in 2018, allowing all counties to move to the new model in 2020. Thirty of California's 58 counties conducted the June 2, 2026, Statewide Direct Primary Election using this model.[1]

Legislative analysis of Senate Bill 450 conveys the purpose of the VCA is to increase voter participation. The bill author based the VCA on Colorado's election model given the high rate of participation in that state.[2] Instead of requiring everyone to vote on Election Day during the hours of 7:00 am and 8:00 pm, voters are given options. It gives voters greater flexibility by allowing them to vote by mail, expanding access to in-person early voting, casting a ballot at any Vote Center within their county, and using secure ballot drop-off locations throughout VCA counties. Because vote centers are staffed for multiple days, proponents of SB 450 pointed to the benefit of having smoothly run in-person voting.

The VCA allows counties in California to replace Election Day neighborhood poll sites with a reduced number of multi-day vote centers. All vote centers must be open for at least four days starting the Saturday before Election Day, with a portion being opened for eleven days.[3]Voters in a VCA county may vote at any vote center in their county, while voters in non-VCA counties must vote at their designated poll site. Initially, only VCA counties were required to mail registered voters in the county a ballot in the mail, but beginning in 2020, all counties are required to mail a

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California Elections Code § 4005.

Ibid.

California Elections Code § 4005 and 4008.

Participating VCA Counties as of November 4, 2025: Alameda, Amador, Butte, Calaveras, El Dorado, Fresno, Humboldt, Imperial, Kings, Los Angeles, Madera, Marin, Mariposa, Merced, Napa, Nevada, Orange, Placer, Riverside, Sacramento, San Benito, San Diego, San Mateo, Santa Clara, Santa Cruz, Sonoma, Stanislaus, Tuolumne, Ventura, Yolo.
https://www.sos.ca.gov/voters-choice-act/vca-participating-counties

[2] August 1, 2016 Assembly Appropriations Committee and August 18, 2016, Assembly Floor Analysis.
[3] California Elections Code § 4005.s

ballot at least 29 days before an election.[4] At all voting locations, whether a neighborhood poll site or a vote center, additional services are provided to support voters. Both offer services such as providing voters the ability to register and vote a conditional ballot, translated election materials and interpretation, accessible ballot marking devices, and the ability to drop off a ballot received in the mail. The VCA requires counties to create an Election Administration Plan (EAP), to conduct outreach and education to voters, and to create a Language Accessibility Advisory Committee (LAAC) and a Voter Accessibility Advisory Committee (VAAC).

The VCA sets a statutory floor for voter access. Not including special elections, counties must provide 11-day vote centers at a minimum ratio of one per 50,000 registered voters, and 4-day vote centers at a minimum ratio of one per 10,000 registered voters a minimum of 8 hours per day. Also, each county must provide at least two ballot drop-off locations, or one for every 15,000 registered voters, whichever results in more.[5] While not required by the law, the flexibility offered by the VCA has enabled some counties to implement additional voting options, such as mobile and flex. These programs aim to advance counties' broader efforts to increase equitable access to the electoral process by prioritizing communities and voters who may experience geographic, physical, or socioeconomic barriers to voting. By bringing voting services directly to these communities, the Flex Vote Center Program reduces barriers associated with transportation, mobility, distance, and access to traditional voting locations. In addition to establishing minimum requirements for official ballot drop-off locations and vote centers, the VCA creates a baseline of offerings for accessible voting equipment, voter services, language assistance, outreach, and accessibility. It is especially geared toward communities that have historically faced barriers to voting, requiring counties to account for more than a dozen factors such as proximity to public transportation, disability access, low-income communities, low vehicle ownership, and historically low vote by mail use when setting vote center and drop box locations. And through the Election Administration Plan, the Voter's Choice Act makes those obligations public and enforceable by requiring a detailed process of publicly noticed meetings, public comment, draft revision, accessible publication, and state review.[6]

The VCA also requires mailed direct contacts to go at least once to voters sharing a surname and address in each requested language. It requires vote centers to post information about available county or Secretary of State language-assistance services and hotlines, and, through 2029, it requires counties with more than 500,000 registered voters to establish a Voter Education and Outreach Advisory Committee and hold at least one dedicated public meeting on voter education and outreach during development of the Election Administration Plan. Just as importantly, it creates a more defined pipeline for community input by requiring Language Accessibility Advisory Committees and Voter Accessibility Advisory Committees to meet before the public planning

[4] California Elections Code § 3000.5.
[5] California Elections Code § 4005.
[6] Ibid.

meeting and requires that meeting to occur before the draft Election Administration Plan is publicly noticed, thus helping to ensure that affected communities have a meaningful opportunity to shape the plan before it is finalized. The VCA also sets a firm 120-day pre-election deadline for final Election Administration Plans, requires counties to post election cost reports within nine months of an election's certification, requires the Secretary of State to submit their final report within six months after each election, and re-establishes a standing taskforce to review each VCA election and report recommendations to Legislature. [7]

Overall, the Voter's Choice Act (VCA) shifts California from traditional Election Day voting toward a more flexible, accessible, and voter-centered model. By expanding vote-by-mail, vote centers, ballot drop-off locations, and language and accessibility services, the VCA is designed to reduce barriers and expand voter access. The model also promotes accountability through public input, Election Administration Plans, and state oversight. However, implementation requires significant upfront investments in equipment, infrastructure, and planning, as well as ongoing state and county costs to maintain VCA requirements.

[7] California Elections Code § 4005 and 4008.

Unusual Nature of the June 2, 2026, Statewide Direct Primary Election - USPS Operational Changes and Their Impact on Late-Arriving Ballots

California continues to rely heavily on vote-by-mail (VBM) ballots, with the vast majority of voters choosing to return the ballot that was mailed to them rather than vote in person. The reliability of United States Postal Service (USPS) processing, postmarking, and transportation is a critical determinant of whether voters' ballots arrive on time to be counted under California's seven-day postmark grace period. During the June 2, 2026, Statewide Direct Primary Election, election officials across the state observed a notable increase in ballots arriving after Election Day, as well as anomalies with postmarking data. These issues are connected to USPS changes implemented during 2025 and 2026 as part of the "Delivering for America" (DFA) ten-year modernization plan.

USPS Operational Changes in 2025–Early 2026

Several major nationwide USPS initiatives directly affected mail routing, processing speed, and postmark clarity during California's June 2026 election. These include:

1. **Consolidation into Regional Processing & Distribution Centers (RPDCs)**
   Beginning in late 2024 and accelerating in 2025, USPS transitioned mail processing from local plants into larger Regional Processing & Distribution Centers. In California, this resulted in the consolidation of mail from numerous local Processing & Distribution Centers (P&DCs) into centralized RPDCs in Santa Clarita, Sacramento, San Diego, and other urban hubs.[8] For VBM ballots, the most significant consequence was the increase in "out-of-region loops," where mail originating in a county was first transported to a distant RPDC before being returned to the destination county. Ballots dropped at a local post office or blue USPS collection box frequently traveled hundreds of miles before receiving an initial processing scan or postmark. This reshuffling lengthened delivery windows and reduced the predictability of ballot movement.

2. **Reduction in Local Postmarking**
   As consolidation moved forward, many local facilities reduced or eliminated on-site postmarking equipment. Mail collected in those jurisdictions was trucked to a regional center before receiving a postmark. In previous election cycles, ballots dropped in the county on Election Day often received same-day postmarks at the local plant. By mid-2025,

[8] USPS "Delivering for America" (DFA) Network Modernization Plan (2021–2026); USPS Facilities Consolidation Announcements (2024–2025); USPS OIG Report RISC-WP-24-001 (2024).

physical Election Day postmarks were no longer reliably applied in some counties.[9] Consequences of this that were observed in June 2026 included:

i) Ballots mailed on June 2 arrived with June 3 or June 4 postmarks.
ii) Some ballots arrived with no visible postmark, forcing county election workers to rely on USPS tracking scans.
iii) Physical postmarks were occasionally incomplete or blurred, with illegible dates.

3. **Expansion of IMb-Based "Digital Postmarking"**
   USPS continued expanding its reliance on the Intelligent Mail Barcode (IMb) system to timestamp mail movements. In many regions, the IMb outbound-scanning timestamp functionally replaced the postmark for mail verification.[10] While this system can theoretically provide precise metadata, its rollout was uneven. Some ballots received clear IMb scans on the day of mailing; others had no outbound scan at all. Several counties reported receiving Election Day–mailed ballots where the only USPS marking showed an inbound scan at the RPDC one or two days later, with no physical postmark providing evidence of timely mailing.

4. **Transportation Schedule Modifications**
   In 2025 USPS modified truck schedules to synchronize with the new RPDC network. In some areas, the final daily dispatch to regional processing moved earlier in the afternoon. Late-afternoon or evening collection routes were consolidated or removed entirely.[11] For voters, this meant that ballots placed in collection boxes after the last daily sweep—often earlier than voters expected—were not processed until the next day. For elections offices, this translated into significantly higher numbers of ballots appearing to have been mailed "late" even when voters deposited them on time.

5. **Updated Election Mail Labeling Requirements**
   USPS implemented changes to election mail labels and color-coded "Election Mail" identifiers beginning in mid-2025.[12] Local governments using outdated envelope stock or vendors unfamiliar with the new specifications sometimes produced envelopes that failed to trigger priority ballot routing. In isolated cases, ballots were treated as standard First-Class Mail instead of Election Mail, adding extra delivery days.

Impact on Ballots Arriving During the +7-Day Grace Period

[9] USPS DFA Operational Changes Briefings to State Election Directors (2025); USPS OIG Audit Report on Mail Processing and Canceling Operations (2025).
[10] USPS "Mail Visibility" and IMb Modernization Technical Guides (2025); USPS Election Mail Advisory (Jan. 2025).
[11] USPS DFA Transportation Optimization Reports (2024–2025); USPS OIG Report on Transportation Changes TR-AR-25-002 (2025).
[12] USPS Publication 632 (2025 Edition); USPS Election Mail Design Requirements Update (May 2025).

Collectively, the USPS operational shifts described above manifested in several measurable effects during California's June 2, 2026, Statewide Direct Primary Election.

1) **Increase in Ballots Arriving During the +7-Day Grace Period**
   Counties across the state reported higher percentages of ballots arriving between June 3 and June 9 compared to previous statewide primaries. A portion of this increase may reflect voter behavior and mailing patterns, but logistics played a substantial role.

2) **Greater Frequency of Missing or Ambiguous Postmarks**
   i) County election offices documented a substantial rise in ballots with:
   ii) No postmark present,
   iii) A postmark missing the date portion,
   iv) A date that did not match USPS tracking scan data,
   v) Conflicting IMb and physical postmark information.

3) **Discrepancies Between Voter Reports and Mail System Data**
   Numerous voters reported depositing their ballots on or before Election Day only to later be notified that their ballot lacked a timely postmark, had no scan until June 3 or June 4, or was received too late to be counted. These discrepancies generated frustration among voters and required additional outreach resources from elections offices.

4) **Resource Strain on Elections Staff**
   To validate timeliness for ballots with missing or unclear postmarks, elections offices were frequently required to examine USPS tracking data for individual mail pieces, contact regional USPS election-mail coordinators, manually inspect IMb scan patterns, and document exceptions for adjudication boards. Staff members spent extra time on single ballots to determine when they were received by the USPS, in some cases contacting voters who may have had receipts or other documentation verifying their drop off. This process was significantly more labor-intensive than simply inspecting a postmark, particularly when thousands of ballots require individual review.

5) **Uneven Impacts by County**
   Counties located farther from RPDC hubs—especially rural counties reliant on multiple transport legs—experienced more pronounced delivery delays. Tulare County led the state with the highest rate of ballots rejected for being late at 3.52%. Merced and Alpine Counties were tied for second at 3.36%.[13] These counties, and many others deeply affected, are far from the regional hubs they rely on. Urban counties in areas where RPDC transition was

[13] USPS Publication 632 (2025 Edition); USPS Election Mail Design Requirements Update (May 2025).

most active also saw spikes in late-arriving ballots. Counties with local post offices that lost on-site postmarking equipment were particularly affected.

Considerations for Future Elections

While many already do, county elections officials should schedule regular coordination meetings with local USPS election-mail leads before each statewide election. These meetings should confirm local collection times, route paths from USPS district offices to RPDCs, expected processing timelines, and postmarking procedures for Election Day. This information should be shared with voters to ensure accurate guidance on mailing deadlines.

Elections officials can also see to expand the use of ballot tracking data tools. While IMb scan data is imperfect, counties can benefit from automated tools to review IMb tracking data in bulk and standardizing ballot data review to reduce staff workload and increase consistency in determining ballot timeliness.

Election offices will have to continue to provide more assertive messaging that emphasizes the recommended last day to mail ballots and the availability of drop boxes.

Lastly, election officials will need to do their best to expand local ballot drop-off infrastructure. The more voters rely on secure drop boxes or vote centers, the fewer ballots depend on USPS delivery timelines. Counties may wish to evaluate whether additional Election Day drop box locations or extended drop-off hours before Election Day can mitigate delayed mail.

Recommendations for the California State Legislature

The June 2, 2026 Statewide Direct Primary Election underscores the need for not just administrative improvements, but possibly legislative updates to safeguard timely ballot delivery and consistent postmark standards within California's mail-dependent election system. Given the rising reliance on IMb data, lawmakers should consider codifying which USPS records constitute adequate proof of timely mailing. For instance, is a voter-provided receipt of mailing sufficient? Are there additional circumstances that would allow elections officials to use the date written by the voter next to their signature? Is a machine-applied postmark from the day after Election Day sufficient when the distribution center is far away and postal officials have said that mail is not moved there from the local post office the day it is received. Can elections officials accept the first postmark on a return envelope if multiple ones show conflicting dates? Clarifying these types of scenarios would reduce ambiguity for both voters and elections officials. The goal should be to determine when the ballot was first inserted into the mail stream, rather than just when it was processed at a regional distribution center. Doing so would give voters the best possible chance of getting their vote counted by showing that they cast it prior to the Election Day 8:00pm deadline.

California could coordinate with USPS, via state-level agreement or legislative action, to provide:

(1) Daily routing status reports for Election Mail,
(2) RPDC processing timelines specific to California counties,
(3) Documentation of plant consolidations affecting ballot flow.

A statewide study of mail-routing behavior, including effects of RPDC consolidation and IMb scan reliability, would help policymakers better understand how USPS structural changes intersect with election law.

Increased investment in drop boxes, partnerships with local government facilities, or secure ballot collection networks could reduce reliance on USPS during the final days of elections, especially in areas experiencing disproportionate mail delays.

Conclusion

The June 2, 2026, Statewide Direct Primary Election highlighted the complex ripple effects of USPS's ongoing network modernization. Changes to mail routing, postmarking practices, transportation schedules, and processing center consolidation created challenges for timely ballot delivery and verification. While California's seven-day grace period protected many voters, election officials faced increased workloads and new uncertainties when determining ballot timeliness.

Proactive coordination, expanded tracking tools, improved voter communication, and potential legislative refinements can collectively strengthen California's ability to adapt to nationwide postal reforms. Ensuring that all voters—regardless of county, mailing location, or proximity to an RPDC—can confidently and reliably cast a timely ballot remains essential as both USPS and California's election system continue to evolve.

Ballot Processing Improvements

Impact of the Voter's Choice Act on Flexibility, Accessibility, and Security

The VCA model gives voters flexibility in choosing when and how they want to cast their ballot. All voters receive a ballot in the mail and every voter has the option to vote in person at any vote center within the county where they are registered. Alternatively, voters can drop off their ballot at any official ballot drop box or vote center in their state, or they may mail it by dropping it in a U.S. Postal Service Collection Box or at a U.S. Post Office. Ballots are timely and valid if deposited in an official ballot drop box by 8 p.m. on Election Day or postmarked by the USPS on or before Election Day and received by the seventh day following the election. And because the number of vote centers and drop boxes are calculated according to the number of registered voters in each county, there is a plethora of locations for voters to choose from.

Should voters choose to visit a vote center, the VCA model allows them to customize their voting experience by choosing a vote center at a venue that meets their needs best. In some counties, early in-person voting is available at designated locations as early as 29 days before the election. By law, some vote centers open ten days prior to Election Day, and all voter centers are open from the fourth day prior all the way through Election Day. This is in contrast to counties with the polling place model, where in-person voting sites are typically open only on Election Day and that Saturday before Election Day. In addition, VCA counties have the option of scheduling mobile or flex vote center events at locations that serve voters who otherwise might face obstacles to voting in-person (i.e. assisted living facilities, remote geographic locations, facilities that provide day service to individuals with disabilities, or locations serving individuals experiencing homelessness). The increased number of days available to vote in-person allow voters with disabilities to vote in locations and on days that work best with their transportation and scheduling options. The weekend days give flexibility to voters who may work during the week. Importantly, vote centers give counties an added layer of resiliency when conducting elections. Emergency events such as a power outage, health emergency, or disaster affecting one vote center can be mitigated because voters can go to any center and vote a regular ballot, with some locations open for a total of 11 days.

The Voter's Choice Act has enhanced methods of making voting more accessible. Counties that have opted into the VCA Model are required to conduct voter education and outreach by creating a Language Accessibility Advisory Committee (LAAC) and a Voter Accessibility Advisory Committees (VAAC). The LAAC and VAAC allow community members to share feedback and input on language and accessibility issues. Advisory Committees also collaborate with county election administrators on voter outreach and education activities and materials highlighting accessibility and language access. VCA counties are also required to conduct Voter Language Workshops in languages mandated by federal and state voting rights laws. These workshops allow community members to provide feedback and share input and suggestions on how to reach

the communities that primarily speak the required languages in their county. Accessibility workshops also allow counties to demonstrate the use of accessible voting equipment and services, and to disseminate information on accessibility and language services during the voting period.

The VCA expands language services beyond the minimum precinct-level requirement under state law, making language access more broadly available throughout the county. Election materials are translated into all languages required for each county. At vote centers, signage must also be translated into those required languages so as to inform voters of their rights and to allow voters fair participation in the election process. VCA counties further support language access through placement of bilingual election workers at vote centers and through relay-based call centers with multi-lingual operators.

Vote centers are a keystone for enhanced accessibility for voters. Counties are required to place vote centers in proximity to public transportation and disability access (such as Los Angeles County routes that are supported by ACCESS transportation services for community members with disabilities). Prior to a facility being used as a vote center, an accessibility survey is conducted to ensure any features that will prevent accessibility are remedied or addressed. Inside the vote center, accessible voting equipment and ballot marking devices – with features such as tactile navigation tools like sip and puff, pointers, screen contrast, and adjustable font size – are required. These devices can also allow for touchscreen and audio assistance or switch the language in which the information is presented.

The VCA model allows for enhanced election security measures. In addition to the standard election security protocols that call for the use of tamper-evident seals, chain-of-custody procedures, routine back-up systems, and audit trails, the Voter's Choice Act allows for additional checks. Official ballot drop boxes provide a secure, accessible method for voters to return their completed vote by mail ballots. Drop boxes are secured, often installed in public facilities, and use tamper-evident seals and multiple locking mechanisms. Vote center staff can confirm registration and ballot status in real-time through electronic pollbooks or rosters at any vote center in the county, including the Registrar of Voter's office. This system is used to maintain eligible voter files, check in voters as they vote and prevent voters from voting twice.

Operating fewer vote center locations, when compared to the polling place model, also allows for increased physical security. Typically, electronic poll books are locked in secure storage areas when not in use. Network access is used for electronic pollbooks or rosters, but always on a closed network (direct connection through the vote center location or through a closed cellular or wi-fi connection). Limited voter information is communicated through secure connections and encrypted files and all devices are restricted to only what is required, with any unnecessary features disabled. The increased cyber protection prevents unauthorized access to election

systems. As is the law in California, voting systems are never connected to the internet and are secured according to the strict provisions of the California Voting Systems Standards. All counties, regardless of voting model, partner with local, state, and federal law enforcement agencies to review protocols and share information to ensure the safety of voters and staff.

Review of the VoteCal Data

Reviews of the University Data

Recommendations and Conclusion

Chart 1. Select Special Requirements for the June 2, 2026, Statewide Direct Primary Election Under Polling Place and VCA Models

	Polling Place Model	VCA Model
Vote by Mail	All voters receive a ballot in the mail (as of 2020)	All voters receive a ballot in the mail
In-Person Voting	Precinct polling places open on Election Day Required to have 6 hours of in-person voting on the Saturday prior to Election Day	Minimum: One vote center for every 50,000 voters for 11 days (including Election Day) and one voter center for every 10,000 voters for four days (including Election Day)
In-Person Voting	In-person voters must go to a designated neighborhood poll site although those with comprehensive electronic voting rosters can vote anywhere in the county	In-person voters can go to any vote center in the county
Official Ballot Drop Boxes	Minimum: One official ballot drop box for every 30,000 registered voters	Minimum: One official ballot drop box for every 15,000 voters and at each vote center
Toll-Free Language Hotline		Language hotline availability and hotline phone number posted at voter centers
Election Administration Plan	Voter Education and Outreach Plan	Plans must include a voter education plan and a description of how media will be used to promote elections. Also requires public meetings, draft

		postings with feedback.
Community Committees		Language Accessibility Advisory Committee, Voter Accessibility Advisory Committee, and Voter Education and Outreach Advisory Committee (in large counties)