

**MINUTES OF THE
SENATE COMMITTEE ON LEGISLATIVE OPERATIONS AND ELECTIONS**

**Eighty-third Session
April 24, 2025**

The Senate Committee on Legislative Operations and Elections was called to order by Chair James Ohrenschall at 3:32 p.m. on Thursday, April 24, 2025, in Room 2149 of the Legislative Building, 401 South Carson Street, Carson City, Nevada. The meeting was videoconferenced to Room 5 of the Nevada Legislature Hearing Rooms, 7120 Amigo Street, Las Vegas, Nevada. [Exhibit A](#) is the agenda. [Exhibit B](#) is the attendance roster. All exhibits are available and on file in the Research Library of the Legislative Counsel Bureau.

COMMITTEE MEMBERS PRESENT:

Senator James Ohrenschall, Chair
Senator Skip Daly, Vice Chair
Senator Lisa Krasner
Senator John C. Steinbeck

COMMITTEE MEMBERS ABSENT:

Senator Nicole J. Cannizzaro (Excused)

GUEST LEGISLATORS PRESENT:

Assemblymember Cecelia González, Assembly District No. 16
Assemblymember Cinthia Zermeño Moore, Assembly District No. 11

STAFF MEMBERS PRESENT:

Pepper Sturm, Committee Policy Analyst
Suzanne Efford, Committee Secretary

OTHERS PRESENT:

Mark Wlaschin, Deputy for Elections, Office of the Secretary of State
Priscella Gomez, Democracy Manager, Silver State Voices; Let Nevadans Vote
Coalition
Chanel Cassanello, Campaign Manager, All Voting is Local
Amy Burgans, Clerk-Treasurer, Douglas County

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Joshua Skaggs, Nevada Republican Party
Scott Hoen, Clerk-Recorder/Public Administrator, Carson City
Iris Stone
Ellen Gifford
Piper Heath, Campaign Legal Center
Janina Baldovino, One APIA Nevada
Cyrus Hojjaty

CHAIR OHRENSCHALL:

I would like to open the hearing on Assembly Bill (A.B.) 237.

ASSEMBLY BILL 237: Authorizes any county to create the office of registrar of voters. (BDR 20-363)

ASSEMBLYMEMBER CINTHIA ZERMEÑO MOORE (Assembly District No. 11):

Assembly Bill 237 comes to this committee from the Joint Interim Standing Committee on Legislative Operations and Elections during the 2023-2024 Interim. The Interim Committee heard testimony from several county election officials about the challenges they face in administering elections. A common theme was high workloads, particularly for county clerks who are also the county recorder or treasurer and have many other responsibilities beside elections.

This committee also heard about the same workload challenges from several county clerks during the first week of session. Election administration is becoming more of a full-time job for smaller counties other than just Clark and Washoe Counties; however, these county clerks are not afforded the opportunity to focus solely on election administration.

In Clark and Washoe Counties, the county election official whose only job is to administer elections is a registrar of voters appointed by the board of county commissioners. Clark and Washoe Counties separately employ county clerks to provide marriage licenses, business and passport services, preserve and maintain county records, and serve as an ex officio clerk to the board of county commissioners and the district court within the county. In all other counties and Carson City, the election official is an elected county clerk who administers elections and handles all other the clerk duties I just mentioned.

In seven counties, the clerk is also responsible for county treasurer duties such as billing, collecting property taxes, reconciling county bank accounts and overseeing county investment accounts. At one time, that may have been sufficient for only Clark and Washoe Counties to have a full-time election administration position in the form of a registrar of voters and to combine election administration with other clerk and treasurer duties in smaller counties.

However, we are continuing to hear from our county clerks that multiple roles and responsibilities are testing their limits. This is not to say they are unwilling to take on higher workloads. I want to commend all our county clerks for what an excellent job they have done in administering elections over the past few years in the face of many new challenges and high workloads. Our election officials are extremely hardworking and very passionate about what they do, and for that they deserve very high praise. However, we should not continue to overburden our county clerks. Assembly Bill 237 seeks to alleviate high workloads for county clerks who are currently juggling multiple roles.

ASSEMBLYMEMBER CECELIA GONZÁLEZ (Assembly District No. 16):

I am copresenting A.B. 237 because it is from the Interim Committee, and I sat on the Interim Committee. We have had some stakeholder meetings since the hearing in our committee as well.

Assembly Bill 237 authorizes but does not require the board of county commissioners of any county to create a registrar of voters position to administer county elections. Currently, state law authorizes only counties with a population of 100,000 or more, which would be Clark and Washoe Counties, to create the office of registrar of voters. Assembly Bill 237 removes the population threshold and instead allows any county, regardless of population, to establish the office of registrar of voters. The intent of this bill is to give counties the option to create full-time elections positions if they wish, but it does not require them to do so.

If a board of county commissioners were to create an office of registrar of voters, the board would make an appointment to the office and prescribe the qualifications, duties and compensations to the office. The bill does not eliminate the position of the county clerk but instead shifts election responsibilities from the clerk to the registrar of voters with one small exception: the county clerk would still be responsible for preparing and delivering certifications of elections.

Again, this is only permissive and enabling language. It does not require any county commissioners to do so.

SENATOR DALY:

My question might be more for the Secretary of State on some of the stuff because it is really the question over existing language regarding county commissioners prescribing the qualifications—I don't have any issues with that—and then duties. I do not know what is entailed in the duties. I just want to make sure we have some idea of what it is, some parameters on it and then, of course, the compensation. They can pay them what they decide to do.

My real question is what are the minimum duties? We do not want some county commissioner saying, "Hey, you got to do this." I know it has not been an issue in Washoe and Clark Counties, but we also have not had issues like we have had since 2016 either. So that is my concern there. I see that someone from the [Office of] Secretary of State is here. I think we just have to be careful on how wide open we might make that with the word "duty," which is already there.

MARK WLASCHIN (Deputy for Elections, Office of the Secretary of State):

An excellent question. To be clear, I do not want to speak for the bill's sponsors. As you mentioned, *Nevada Revised Statutes* (NRS) 293 does equate very specifically the term registrar to clerk; and therefore, throughout Title 24 of NRS, the duties of a clerk that apply to a registrar. I think it assumes that same process would apply in this case. But again, I do not want to speak for the sponsors, and it may be worth clarifying. It is something we could talk about with the registrars in Clark and Washoe Counties and their representatives as well as the sponsors for the sake of clarity going forward?

I think your point is very valid. If a county decides to make a separate office that has a registrar, there's the possibility that additional collateral duties could be assigned. Maybe it is just an extra staff member they try to take advantage of, so to speak, not in any malicious way, but duties could compile. Especially given that across the State and perhaps the country, in general, there is a lack of awareness of what election officials do when it is not Election Day. That could certainly lead to mission creep or scope creep, so to speak.

SENATOR DALY:

Thank you for that. We are not trying to mess with the bill, but I think it does need to be clarified—at least something along the lines—that we are referring to a set of statutes, consistent with XYZ rules and laws. Because the other concern on the other side is we are going to prescribe the duties we want you to do, but we are not going to give you the duties that state law says you have to do. Then theoretically, that would fall back to the clerk. Because you have all kinds of issues: you have a liaison with the tribes in your county; you have to have so many polling places; you have to have this many drop boxes; you have to send out mail-in ballots or allow people to use electronic voting—some things that maybe a county commission does not agree with and wants to say “We are not going to give you those duties. In fact, we are telling you not to do those things.” That's why I am saying it can't be inconsistent with state law. Unfortunately, we are in that day and age where we have to tighten these things up. I know we have not had issues in Washoe or Clark, but it does not mean that we should not try to clarify it as well—if that makes sense.

ASSEMBLYMEMBER GONZÁLEZ:

Thank you so much, Senator Daly, for your feedback. I think that is something we can definitely look at again. This came from the interim because of the workload of the clerks. I think clerks are here who will testify that they do not necessarily want to shift the roles in that way, and they are looking for other ways to alleviate the duties. But we will definitely take that into consideration.

Obviously, we would want the clerk's offices and offices of registrars to be consistent throughout the State while acknowledging they may have different needs in those different counties.

SENATOR DALY:

Understood, and I have another bill where we are trying to do some stuff when we get it on to your guys' side that says, “Hey, you have these duties; they are in the law, or they are going to be in regulation, or they are in regulation, and you have to perform them in a timely fashion,” similar to this.

So, the clerks and all that stuff have these duties they are supposed to do and are responsible for. I think if we are doing this—really setting the duties or it is in statute—there have got to be some parameters. Now they can set other duties as assigned. I guess there's some room in there for that, but the duty they give them can't be inconsistent with their existing election responsibilities.

That is all I am looking for. Obviously, the Secretary of State—that is within their wheelhouse. They are going to be able to point out to us that these are all the sections you need a reference to or whatever it might be—might add a page or two to your bill, but I think it will be worth it.

PRISCELLA GOMEZ (Democracy Manager, Silver State Voices; Let Nevadans Vote Coalition):

I am here on behalf of Silver State Voices and the Let Nevadans Vote Coalition in support of A.B. 237. Nevada only has two counties, Clark and Washoe, each with a dedicated registrar of voters office. This means that for Nevada's remaining 15 counties, elections are administered by officials who juggle multiple responsibilities beyond elections. These officials are not only responsible for administering a secure, transparent and accurate election—they are responsible for a wide array of duties including: preservation of county records; clerk for the board of county commissioners or district courts; providing business services, marriage license or passport services; and in some cases, dually act as the county treasurer or county recorder.

The reality is clear: Nevada's election administrators are stretched thin, inadequately compensated and lack the critical staffing needed to effectively manage elections. Assembly Bill 237 creates a great opportunity for us to ensure our elections are administered by a designated team of election workers whose only responsibility is protecting the vote of their county's voters.

What we appreciate about this legislation is it empowers local boards of county commissioners—those most familiar with their county's unique staffing and budgetary needs—to determine whether this approach fits their needs. We urge your support for A.B. 237.

CHANEL CASSANELLO (Campaign Manager, All Voting is Local):

We're an organization that advocates for policies and legislative priorities that expand voter access to build a democracy for us all. We support A.B. 237 which allows any county to create a registrar of voters office. Currently, only two counties meet the required 100,000 population threshold to have a registrar of voters. This would give Nevada's 15 rural counties the option to also have their own registrar of voters.

Clerks have struggled to acquire the resources needed to administer demanding elections. Should newly eligible counties choose to create a registrar of voters

office, the separation of duties and responsibilities would help alleviate the pressure clerks face and may reduce the high turnover rate in our State. Most importantly, this bill is not a mandate. It evens out the playing field for both counties and election officials. We urge you to support [A.B. 237](#).

AMY BURGANS (Clerk-Treasurer, Douglas County):

I have already submitted written testimony ([Exhibit C](#)) that I emailed this morning, and it has been attached to this agenda item.

I want to start by saying that I am probably taking this bill personally, and I probably should not. So, I am going to start with an apology that my opposition to this is the fact that it is being presented as something rural clerks want—and we do not. We did not ask for this, and this is not how this came about.

I gave a little bit of history in the written testimony I submitted this morning as to how we got here. When we came forward and presented in the 2023-2024 Interim Session in February 2024, it was an update on the Voter Registration and Election Management Solution system. Last year was a lot of work. We implemented a new system. We were not complaining about our workload. We love our jobs. We raised our hands. We knew this was part of it. We were just giving an update as to the amount of work we were putting in. We apologize if it came across as complaining and wanting this separated. We believe that separating elections from the elected clerk is taking the voice away from the people. We do not feel like this is necessary to assist us in our workload. We do not understand why this is the decision that was made to bring this bill forward.

As was stated, I am the clerk-treasurer. Why are we not talking about separating those two elected offices instead of separating part of my elected duties and giving it to an unelected official to run? There are other ways that workloads could be mitigated, but I am not asking for any of those. My job is manageable. So, I just want to state for the record that this is not on behalf of the clerks across the State. This is not something that we requested, and we appreciate the fact that you guys have the ability to make this law. However, it is not on behalf of the clerks.

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CHAIR OHRENSCHALL:

Thank you very much for your testimony. I am presenting some bills in the Assembly Committee on Legislative Operations and Elections, so I am going to hand the gavel over to Senator Daly.

VICE CHAIR DALY:

No worries, proceed.

JOSHUA SKAGGS (Nevada Republican Party):

The Nevada Republican Party opposes A.B. 237 because it eliminates the duties of the duly elected county clerk as a chief election official and replaces him or her with an appointed registrar of voters.

We believe this bill will lower election integrity standards and create a position susceptible to partisan political persuasion. In our 15 rural counties, clerks are elected by the people and responsible to the voters. The voice of the people should not be denied. We would like to highlight that the county clerks from Storey, Pershing, Douglas, Lyon and Mineral Counties have submitted written testimony in opposition which is available [*sic*] on NELIS [Nevada Electronic Legislative Information System].

Additionally, A.B. 237 did not receive any Republican votes in the Assembly. Our rural counties are majority conservative, and Republican and rural voters prefer to elect their clerks directly rather than having them appointed. Please leave the elections under control of the duly elected county clerks in the counties that are less than 100,000 people and do not silence the voices of Nevada voters.

SCOTT HOEN (Clerk-Recorder/Public Administrator, Carson City):

This bill represents a significant shift in how elections are administered in rural counties. It removes a direct line of accountability to the voters by allowing an appointed official rather than an elected county clerk to oversee elections. This undermines the principle that those responsible for our elections should be directly answerable to the public.

Most of the doors I knocked on while running for office had voter roll issues. My goal was to do a better job and be more transparent about voter roll maintenance. It is my responsibility at the local level to do that, not the Secretary of State's. Additionally, for smaller counties like Carson City,

establishing a new registrar's office would impose a significant financial burden. Our operations are small. We have to rely on doing double duty. For example, my chief deputy of elections and marriage also uses the marriage staff to cover for elections and vice versa for lunch breaks and when we are busy during the election process.

We are not just an elected official but do the work necessary for all of the elections. Creating an entirely new office requires staffing, resources, infrastructure like space and many counties like Carson are not equipped to handle that, especially when current systems and clerks are functioning effectively right now. I urge you to vote no on A.B. 237. Nevada rural counties benefit from having elections administered by officials who are elected by and accountable to the people. Let's keep our elections transparent, accountable and cost-effective.

IRIS STONE:

I am a Las Vegas resident, and I oppose A.B. 237. This bill would allow the county board of commissioners in the 15 rural counties to create the office of registrar of voters to administer elections. Current law, NRS 246.010, states, "County clerks shall be elected by the qualified electors of their respective counties." In addition, NRS 293.040 defines the clerk as "the election board officer designated or assigned to make the record of the election in the roster, tally list and challenge list in the precinct, district or polling place in which such officer is appointed."

Assembly Bill 237 aims to skirt the statutes. If we are concerned [about] workload, a better and more straightforward solution would be to give the clerks extra budget to hire a deputy clerk to assist them with administering these elections. Elections have great consequences. In Nevada, it is the people who elect the person responsible for administering their election, and it should remain that way.

As a matter of fact, I am a strong proponent to return to elected county clerks who administer our elections in Clark County where I live and Washoe County, and not to have a registrar of voters as originally defined in NRS 244.164. It is actually unlawful in my opinion and should be repealed. I urge you to oppose A.B. 237.

ELLEN GIFFORD:

This bill allows the county board of commissioners to create the office of a registrar of voters and make appointments to that office. It states that the registrar of voters shall assume all of the powers and duties vested in and imposed upon the county clerk of the county with respect to elections.

Nevada Revised Statutes 246.010 states that county clerks shall be elected by the qualified electors of their respective counties. Therefore, it must be Nevada voters who elect a person responsible for the powers and duties vested in and imposed upon the county clerk of the county with respect to elections. Those powers and duties are mandated to an elected position.

For example, the people of Nevada elect the Secretary of State who has mandated duties and powers. There is no process allowing the creation of another position with those same duties and powers and giving it another name. This practice must be upheld for the position of county clerks as well. Quite frankly, it has become quite clear in recent legislative sessions that the pressures experienced by county clerks is often due to the Secretary of State's imposed changes in the election process that require more of the county's time and budget without any prior input or agreement from the county clerks.

ASSEMBLYMEMBER GONZÁLEZ:

I just want to reiterate that this is permissive, enabling language for the county commissioners to decide. So, just like folks elect all folks at local government that we trust to make the best decisions for that local government, this would do the exact same. If the county commissioners feel this is something they do not want to do, they do not have to do that. Again, this out of the Joint Interim Standing Committee on Legislative Operations and Elections.

VICE CHAIR DALY:

I was going to point out if you did not that it is permissive, and elected officials, county commissioners, would be making that choice. The process to make the changes we are proposing here is called the legislative process, which is the process we are engaging in now. We are discussing if this is a policy that would allow county commissioners to go forward. So, thank you very much, and I am hoping you'll get with the Secretary of State on a couple of those issues.

The committee has received a letter ([Exhibit D](#)) from Jim Hindle and a letter ([Exhibit E](#)) from Nancy Carlson opposing [A.B. 237](#). We will close the hearing on [A.B. 237](#) and open hearing on [A.B. 262](#).

[ASSEMBLY BILL 262](#): Revises provisions relating to elections. (BDR 24-362)

ASSEMBLYMEMBER CECELIA GONZÁLEZ (Assembly District No. 16):

[Assembly Bill 262](#) is also a recommendation from the Joint Interim Standing Committee on Legislative Operations and Elections on which I had the pleasure of serving alongside several of my colleagues.

During the interim, we heard from several county clerks and the Office of the Secretary of State about the challenges in recruiting temporary election staff. This bill addresses some of those concerns and aims to increase the number of election workers for our future elections.

This bill has two primary changes. First, it allows poll workers to serve as volunteer poll workers without pay. This includes student trainees, voting board officers, counting board officers and election board officers. This bill does not require poll workers to work without pay. They are still entitled to compensation for their hard work. However, it simply provides an option for poll workers to elect not to receive compensation if, for example, they are living on a fixed income or they are worried about additional income affecting their tax bracket.

Retirees account for a large percentage of poll worker positions across the State. They are the ideal candidates because they have the time and flexibility to work an irregular schedule. However, many of them lived on a fixed income and do not want the supplemental income to subject them to higher taxes. [Assembly Bill 262](#) seeks to encourage more retirees to apply and become poll workers by allowing them to opt out of compensation.

The option to work as a volunteer poll worker may also benefit high school and college students who need volunteer hours to satisfy requirements of their graduation or other programs—for example, the National Honor Society. Again, the option to work as a volunteer poll worker without pay is just that: an option.

Second, [A.B. 262](#) repeals provisions prohibiting a person convicted of a felony involving theft or fraud from serving as a field registrar or working at a voter registration agency. This change is in line with other laws that restore a

person's civil rights once they've paid their debt to society. In Nevada, convicted felons who have completed their sentences and are released from prison or discharged from probation or parole already have their rights to vote restored as well as their right to serve on a jury. This bill also restores their right to work as a field registrar or for a voter registration agency if their felony conviction involved theft or fraud.

And lastly, I would like to mention that this bill also amends the Las Vegas City Charter, the Airport Authority Act for Battle Mountain and the Airport Authority Act for Carson City to make conforming changes to allow an officer appointed for certain special elections to also be able to be chosen to work as a volunteer without pay.

Ms. GOMEZ:

I am here to testify in strong support of A.B. 262 on behalf of my organization and the Let Nevadans Vote Coalition. Nevada's persistent shortage of election workers poses a threat to equitable access to the ballot box. Assembly Bill 262 offers a practical and impactful policy solution by expanding pathways for community members to serve as election workers, strengthening our democracy process and ensuring accessible, well-run elections across the State.

A significant percentage of poll workers are retirees, and countless retirees are former government employees within our State, many of whom likely receive Public Employee Retirement System (PERS) benefits. Even though these positions are temporary and considered a form of paid volunteerism, poll workers are still technically employed by the State. As a result, our PERS enrolled retired election workers are limited by how long they can work before they risk losing their hard-earned retirement benefits. Thus, even if they are interested and available to work for multiple election cycles in one year, they are often limited in the number of shifts they can work, ultimately requiring further poll worker recruitment efforts, regardless of the interest pool. Allowing election workers the option to serve as unpaid volunteers would safeguard retiree benefits while promoting greater institutional knowledge and continuing among those administering our elections.

Additionally, we also commend that A.B. 262 expands employment opportunities at voter registration agencies and for field registrar positions by removing the prohibitions against previously incarcerated applicants. At Silver State Voices, we have worked with many formerly incarcerated members who

are eager to contribute to the civic engagement process by registering their community members to vote but unfortunately are unable to do so. This policy change recognizes the importance of second chances and advances equitable reintegration by aligning employment opportunities for those that would like to be ...

VICE CHAIR DALY:

We are at our two minutes if you would like to wrap up.

Ms. GOMEZ:

Thank you, and we urge your support.

PIPER HEATH (Campaign Legal Center):

I urge you to support A.B. 262, a bill that removes the unnecessary and undemocratic prohibition on certain returning citizens being able to serve as field registrars or employees of voter registration agencies.

Under Nevada law, people with felony convictions for theft and fraud are prohibited from being appointed as field registrars or from being employed at voter registration agencies. This is true even when the returning citizens can vote and when they have long since served their sentences.

This outdated and discriminatory practice works to exclude these citizens by preventing them from engaging with voters in their own communities through voter registration. To combat this, A.B. 262 will create a simple bright-line rule that everyone, regardless of their past, can participate in voter registration. I strongly urge you to support this bill so we can move Nevada forward as a state that does not restrict its citizens' full and complete participation in the democratic process.

JANINA BALDOVINO (One APIA Nevada):

I am here on behalf of One APIA Nevada to express my support for A.B. 262. One APIA Nevada is a grassroots nonprofit advocating for policies empowering everyday Asian American, Native Hawaiian and Pacific Islander Nevadans.

I have submitted written testimony ([Exhibit F](#)) supporting A.B. 262.

Ms. CASSANELLO:

One key aspect of A.B. 262 allows the option for someone to volunteer as an election worker. Through our work with the statewide election protection program, we have met many poll workers who are retired and passionate about civic engagement. They have expressed they would rather volunteer their time. So, we have heard about this issue as well.

We also support removing restrictions placed on people with felony convictions who wish to work for voter registration organizations or serve as field registrars. These individuals have served their time, are reintegrating into society and should be allowed to engage civically on a higher level if they choose. They should not continue to face barriers that prevent them from participating in civic life.

Lastly, our State faces a chronic shortage of poll workers who are essential to a functional democracy. It is crucial that we make the process of becoming a poll worker as accessible and open as possible. For these reasons, we urge you to support A.B. 262.

Ms. STONE:

I have submitted my written comments ([Exhibit G](#)) opposing A.B. 262.

Ms. GIFFORD:

This bill proposes the removal of at least two laws that protect the voter registration process from possible fraud by convicted felons. The motivation for such removals is questionable to say the least. Additionally, this may contradict the United States federal code and therefore be unconstitutional. Federal code addresses the implementation of voter registration agencies stating that each state and the Secretary of Defense shall jointly develop and implement the procedures for persons to apply to register to vote at a voter registration agency. Is the Secretary of Defense aware of these proposals?

Nevada Revised Statutes 293.504, [sub]section 5 confirms that the Secretary of State shall cooperate with the Secretary of Defense to develop and carry out procedures to enable persons in this State to apply to preregister or register to vote at recruitment offices of the United States Armed Forces which serves as a voter registration agency. This bill should move no further until cooperation with the Secretary of Defense has been fulfilled and it has been determined whether its intent is unconstitutional.

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CYRUS HOJJATY:

I stand in opposition. I am very concerned about this bill. I will ditto some of the previous comments made. And by the way, as of now, this bill had no votes from both parties. So that is another issue I have in mind.

VICE CHAIR DALY:

The committee has received a letter ([Exhibit H](#)) from Nancy Carlson opposing A.B. 262.

We will close the hearing on A.B. 262 and move to the last item on our agenda, public comment. Having no public comment, we are adjourned at 4:20 p.m.

RESPECTFULLY SUBMITTED:

Suzanne Efford,
Committee Secretary

APPROVED BY:

Senator James Ohrenschall, Chair

DATE: _____

EXHIBIT SUMMARY				
Bill	Exhibit Letter	Introduced on Minute Report Page No.	Witness / Entity	Description
	A	1		Agenda
	B	1		Attendance Roster
A.B. 237	C	7	Amy Burgans / Douglas County	Opposition Letter
A.B. 237	D	11	Senator Skip Daly	Jim Hindle Opposition Letter
A.B. 237	E	11	Senator Skip Daly	Nancy Carlson Opposition Letter
A.B. 262	F	13	Janina Baldovino / One APIA Nevada	Testimony in Support
A.B. 262	G	14	Iris Stone	Opposition Letter
A.B. 262	H	15	Senator Skip Daly	Nancy Carlson Opposition Letter