

HEALTH & SAFETY PLAN 2020 MUNICIPAL ELECTIONS







Brasília TSE 2021



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> Dados Internacionais de Catalogação na Publicação (CIP) Tribunal Superior Eleitoral – Biblioteca Professor Alysson Darowish Mitraud

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Unidades responsáveis: Consultoria Sanitária para a Segurança do Processo Eleitoral de 2020: FIOCRUZ, Hospital Albert Einstein, Hospital Sírio Libanês, Tribunal Superior Eleitoral. Publicado também em português e espanhol. Versão eletrônica (PDF). Modo de acesso: Internet

cud de acesso. internet
<http://english.tse.jus.br/>

 Eleição – Segurança do processo eleitoral – Brasil.
 Eleição municipal – Segurança sanitária – Brasil.
 Oliveira, Marilia Santini de. II. Título.

> CDD 324.981 CDU 324(81)

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LIST OF ACRONYMS

PPE – Personal Protective Equipment

COVID-19 - Disease caused by the SARS-CoV-2 virus

SARS-CoV-2 - Coronavírus causador da COVID-19

TRE – Regional Electoral Court

TSE – Superior Electoral Court











CONTEXT

The SARS-CoV-2 pandemic inevitably affects the organization and holding of municipal elections in 2020. The current state of scientific and medical knowledge about COVID-19, derived from national and international studies, does not allow an accurate estimate of when there will be ideal epidemiological conditions in Brazil for the holding of elections, especially given the country's continental dimension and the different trajectories that the new coronavirus has been tracing in different Brazilian states and municipalities. However, specialists (sanitarians, biologists, infectious disease specialists, epidemiologists, among others) consulted by the Superior Electoral Court¹ and the National Congress estimated that, during the month of November, the number of new cases of COVID-19 in much of Brazil would be in decline or stabilized at low levels, with no exponential growth trend. Therefore, they reached a consensus that it would be convenient and necessary to postpone the date of the 2020 municipal elections, originally scheduled for October 2020, by a few weeks.

Based on the opinion of scientists and specialists in the medical field and after consultation with various civil society entities, the National Congress enacted Constitutional Amendment No. 107, which "postpones, due to the COVID-19 pandemic, the October municipal elections 2020 and the respective electoral deadlines". According to the Constitutional Amendment, the municipal elections scheduled for October 2020 will be held on November 15, in the first round,



¹ The epidemiologists Paulo Lotufo, a professor at the University of São Paulo, and Ana Ribeiro, from the Covid-19 Observatory, were consulted, among others; infectious disease specialists Clóvis Arns, President of the Brazilian Infectious Diseases Association, David Uip, from the Department of Medicine of the University of São Paulo (USP) and from the Emílio Ribas Infectious Diseases Institute, and Esper Kallas, full-time infectious disease specialist at the Department of Infectious and Parasitic Diseases at the Department of Medicine at USP; sanitary doctor Gonzalo Vecina Neto, founder of the National Health Surveillance Agency (Anvisa); physicist Roberto Kraenkel, theoretical physicist specialized in modeling in epidemiology at the Institute of Theoretical Physics - UNESP; and biologist Atila lamarino, PhD in microbiology from the University of São Paulo and scientific disseminator on the internet.

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and on November 29, 2020, in second. The amendment also provided that, in the event that the health conditions of a State or Municipality do not allow elections to be held on the scheduled dates, the National Congress may designate new dates for the election, observing December 27, 2020 as the cut-off date.

The postponement of municipal elections within the minimum time needed to hold them with less risk to public health, maintaining the vote in 2020, in order to avoid the extension of the mandates of those elected in 2016, is a measure capable of making two relevant legal assets compatible. On the one hand, the democratic principle is preserved, which (i) requires free, fair and periodic elections and (ii) imposes the temporality of elective mandates, preserving the right of voters to choose their representatives. On the other hand, the rights to life and health of the population are protected, both (i) by holding the election on a date when there is greater epidemiological control of the disease, and (ii) by granting more time for the Electoral Justice adopt health measures and protocols and adapt its procedures and processes to allow mitigation of the risk of spreading COVID-19 during the 2020 elections. Therefore, the postponement of elections by Constitutional Amendment No. 107/2020 ensures, at the same time, the vitality and health of Brazilian democracy and the health, well-being and safety of the population.

Since March 2020, the Superior Electoral Court has been comprehensively studying the impacts of the COVID-19 pandemic on the 2020 Elections, as well as specific measures to be adopted to reduce the risk of contagion and increase health security during the process of voting. The guideline defined by the TSE is that the preservation of the health of voters, pollsters, employees, civil servants, magistrates and all other people involved in the election is the priority of the Electoral Justice, in order to justify the adoption of the maximum diligence in planning health protection measures and the organization of polling stations.

In this context, in July 2020, the Superior Electoral Court constituted the Sanitary Consultancy for the Security of the Electoral Process of 2020 (Sanitary Consultancy), formed by the Oswaldo Cruz Foundation – FIOCRUZ, the Albert Einstein Israeli Hospital and the Sírio Libanês Hospital. The objective was to carry out a public health risk assessment for the voting process, as well as develop the health procedures and protocols to be adopted to provide the highest possible level of safety for voters, poll officials and other employees of the Electoral Justice, due to public health concerns arising from COVID-19. During the months of July and August 2020, the Sanitary Consultancy, led by Dr. David Uip, from Sírio Libanês Hospital, Dr. Luis Fernando Aranha Camargo, from Albert Einstein Israeli Hospital, and Dr. Marilia Santini, from Fiocruz, met weekly with Minister Luís Roberto Barroso and other members of the Superior Electoral Court team.

The protocols, measures and recommendations prepared by the Sanitary Consultancy for the holding of municipal elections in the context of the pandemic are summarized in the present Health & Safety Plan for the 2020 Municipal Elections (Health & Safety Plan).

With the publication of this Plan, the Superior Electoral Court reinforces its commitment to guaranteeing citizens the security and confidence necessary for them to participate in the electoral process, despite the challenges imposed by COVID-19. The measures and recommendations described in this plan will be widely communicated and disseminated by the media.





ASSUMPTIONS

- Community transmission of SARS-CoV-2 is still active in Brazil and, thus, the adoption of preventive sanitary measures is justified.
- The transmission of SARS-CoV-2 occurs mainly through contact of an uninfected person with respiratory secretions from an infected person, either by physical proximity or by contact with contaminated objects or surfaces.
- The main ways of preventing infection include (i) physical distance, (ii) the use of protection and other physical barriers on the mouth and nose, (iii) hand, object and surface hygiene and (iv) identification and isolation of infected individuals.
- There are groups of people at greater risk of having more severe COVID-19 conditions, due to their age or health conditions. For the purposes of this plan, the population at greatest risk is one aged 60 years or over.



OBJECTIVE

The objective of this Health & Safety Plan is to define the public health protection measures to be implemented during the municipal elections of November 2020, in the context of the COVID-19 pandemic, as well as to minimize the risks of disease transmission.







SCOPE

This Health & Safety Plan defines (1) the overall measures to be applied for the organization and implementation of the voting, for the first and second rounds, as well as (2) recommendations to be implemented throughout the electoral process, from the party conventions to the voting day. The present plan applies to voters, poll workers, other employees of the Electoral Justice and other persons involved in the elections.



DATA RELETED TO THE ORGANIZATION OF ELECTIONS

For the preparation of this Health & Safety Plan, the following data were considered regarding the organization of voting:

	Number of voting locations: 95,093
	Number of polling stations: 401,950
•	Estimated number of poll workers (with support) for the first round:2,072,976
•	Maximum number of poll workers (with support) for the second round:713,017 (considering runoff election in all Municipalities with more than 200 thousand voters)
•	Estimated number of poll workers per polling station: 4
•	Estimated number of logistics support per polling station: 1
	Number of voters: 147,897,396
•	Average number of voters per polling station: 435
	Maximum estimated number of voters per polling station: 500



OVERALL MEASURES



1. EXPANDING VOTING HOURS AND PREFERENTIAL TREATMENT HOURS

In order to reduce the risk of large concentrations of people on voting day and to better distribute the flow of voters to polling places, voting hours on election day will be increased by 1 (one) hour. The elections, which originally took place from 8 (eight) a.m. to 5 (five) p.m., will take place in 2020 from 7 (seven) a.m. to 5 (five) p.m.. It should be clarified that, according to the rules already in force, voting can continue after this time, considering that the voting is closed only after all voters present in the polling station queue at 5 (five) p.m. have voted, with the distribution of passwords².

The choice of anticipating the voting start time is justified by two main factors. First, a statistical analysis carried out showed that the largest movement of voters on election day traditionally occurs during the morning³. Second, several Brazilian municipalities and polling places that are difficult to access have security and/or logistical difficulties that would make it impossible to end voting after sunset or at a later time.

Furthermore, at the beginning of the vote, a slot for preferential treatment will be established for voters over 60 (sixty) years old to vote. The statistical analysis carried out indicated that slot for preferential treatment must last 3 (three) hours, starting at 7 (seven) a.m. and ending at 10 (ten) a.m.. The Superior Electoral Court and the Regional Electoral Courts should publicize this slot for preferential treatment widely, encouraging those who are not at risk to avoid voting during these early hours, if possible. Eventual companions or other voters under the age of 60 (sixty) years who arrive at the polling places during this period will not be prevented from voting but must wait at the end of the line or in a separate line, respecting the preference of those over 60 (sixty) years old.



2. POLL WORKER CONVENING, TRAINING AND SERVICES

The Regional Electoral Courts should avoid calling people over 60 (sixty) years old to work as polling officers, allowing those who are in this age group to request a waiver for this reason. If people over 60 years of age volunteer to work as a polling officer their participation should not be prevented.

The poll workers summoned should be trained, preferably, by virtual means, including long-distance learning (LDL), a specific application for poll workers, and through the TV Justiça programming. The training of polling officials will include information on the health measures and protocols to be adopted.

On election day, the Regional Electoral Courts may, if deemed necessary, set up shifts or other forms of rotation for the poll workers, provided that at least three poll workers remain in each polling station at all times.



² TSE Res. No. 21611, of December 19, 2019, art. 119.

³ Florencia Leonardi (USP), Hedibert Lopes (Insper), Leonardo Bastos (Fiocruz), Paulo Orenstein (IMPA) and Roberto Imbuzeiro Oliveira (IMPA), Report on measures being considered by the TSE for the 2020 election, of Aug. 24, 2020.



3. PERSONAL PROTECTION AND DISTANCING MEASURES ON ELECTION DAY

Overall measures for the protection of polling officials

For the protection of polling officials, the Electoral Justice must:



Provide enough face protection masks to be replaced every 4 (four) hours;



Provide face shields;



Provide hand sanitizer for individual use for hand hygiene;



Provide 70% alcohol to clean* surfaces (tables and chairs) and objects (pens) at the polling station. It is important to highlight that, in order to avoid the risk of damage, the electronic ballot box should not be cleaned by poll workers, only by technicians designated by the TREs and electoral registries; and



Establish a minimum distance of 1 (one) meter between polling stations and voters, which should preferably be marked using adhesive tapes on the floor.

Hand hygiene by polling officials should be carried out:

- 1. before and after removing the mask and/or face shield;
- **2.** when arriving and leaving the polling station;



- **3.** before and after eating;
- 4. after going to the bathroom; and
- **5.** after touching voters' documents and/or objects (if necessary).

Overall voter protection measures

To protect voters, the Electoral Justice must:



Provide hand sanitizers for the polling stations in an amount that allows each voter to sanitize their hands before and after voting;



Make masks mandatory in polling stations and voting locations;



Request voters, when possible, to bring their own pen for signing the voting book and provide sanitized pens to voters who need it;



Provide 70% alcohol to clean surfaces (including tables and chairs) and objects (including pens) at the polling station;



Establish a minimum distance of 1 (one) meter in the rows, which should preferably be marked using adhesive tapes on the floor;





Reduce points of contact between voters and polling officials, as well as with objects and surfaces, with changes in the voting flow (explained below), displaying an official photo ID from a distance and campaigns asking voters to bring their own pens to sign the voting book; and



Advise voters who have a fever or have been diagnosed with COVID-19 in the 14 days prior to the date of the election not to attend the vote. The voter can later use this as justification for his/her absence.

Voter temperature measurement will not be used, considering (i) that this would likely cause an increase in queues and a greater risk of gathering crowds, and (ii) the costbenefit, considering that its implementation in all almost 100 (one hundred) thousand polling places in Brazil would require a significant allocation of resources and would be inefficient in detecting infected individuals who are asymptomatic or are in the incubation period.

Providing gloves for polling officials or voters is not recommended. Instead of using gloves, the Electoral Court will provide conditions for frequent hand hygiene with alcoholbased preparations (hand sanitizer), in order to guarantee the decontamination of hands before and after contact with the keyboard of the electronic voting machine and other objects and surfaces. Thus, we avoid wasting resources, missing opportunities for hand hygiene and the transmission risks caused by the improper use and/or disposal of gloves.





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4. WAIVER FROM VOTER BIOMETRIC IDENTIFICATION

Voter biometric identification will be disabled and should be replaced by the presentation of an official photo ID and signature of the voting book. Biometric identification has been waivered for two main reasons. First, to reduce crowding and queuing of voters, considering that the use of biometrics can make voting more time consuming. A statistical survey carried out by TSE pointed out that, in municipal elections in which the voter must choose candidates for only two positions, voter biometric screening time may constitute more than half of the total voting time. The study thus identified that the exemption of biometric identification enables a considerable gain with regard to the flow of voters, minimizing the risk of forming long lines.

Second, in order to reduce points of contact with objects and surfaces, as constant cleaning of the biometric reader could damage the device. In this sense, the company responsible for the production of electronic voting machines for the Electoral Court issued a technical report informing that the 2009 and 2010 models of the fingerprint reader – which represent 65.7% of biometric readers – will be damaged if 70% alcohol is applied for cleaning⁴.

Finally, it should be clarified that the requirement for the voter to sign the voting book was made to balance two relevant concerns of the Electoral Justice. On the one hand, give priority to the health of voters and the health of the voting process. On the other hand, maintaining the security of the voting process, ensuring the proper identification of the voter, since the signatures in the voting book can be subsequently audited to confirm their authenticity.



5. ORGANIZATION OF THE VOTING FLOW

The voting flow - i.e., the step by step of the voter within the polling station, starting with the voter entrance at the polling station, photo ID check, entering the numbers of the candidates in the ballot box and leaving the polling station - should be modified to minimize contact between voters and polling officials, as well as to minimize the contact of polling officials and voters with objects and surfaces. Therefore, the following measures, among others, must be implemented:



The voter must go through the polling station only once. Thus, after identifying the voter through an official photo ID, the voter, before signing the voting ballot, must put away his/her ID and, if he/she wishes, request proof of voting before going to the voting booth. In the original voting flow, the official document and the voting slip were only delivered to the voter after the vote, and the delivery of the voting slip was mandatory;



The voter must wash his/her hands with hand sanitizer after identification, so that he/she signs the voting book with his/her hands already clean;



After voting, voters must wash their hands with hand sanitizer again, before leaving the polling station.



⁴ Segitec/Cotel/STI Information No. 2/2020, available under SEI Process No. 2020.00.00006161-6.

With these changes, the voting flow is as follows:



1. The voter must enter the polling station and position him/herself in front of the polling station (i.e., the polling station desk), respecting the minimum distance of 1 (one) meter as indicated by the adhesive tape marking on the floor;



2. To avoid contact with the polling station, the voter must show his/her official photo ID, raising his/her arm towards the poll worker;



3. The poll worker will locate the voter's name in the voting register and read the voter's ID number out loud for the president to enter this data in the polling station terminal. The president will read aloud the name of the voter that appears in the polling station terminal and the voter must confirm that it is him/her;



4. The voter must put his/her identification document away;



5. The voter must wash his/her hands with hand sanitizer;



6. The voter must sign the voting book (preferably with his/her own pen). If the voter cannot sign the voting book, a fingerprint will be collected using the stamp pad. The voter should wash his/her hands with hand sanitizer before and after using the pad;



7. If the voter needs proof of voting, he/she must request this from the poll worker before going to the voting booth;



8. When the ballot box is enabled, the voter must go to the voting booth;



9. The voter must enter the numbers of his /her candidates and press the "confirm" key after each vote;



10. After voting, the voter must wash his/her hands with hand sanitizer again and leave the polling station.



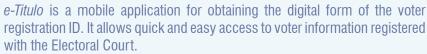




6. ABSENCE JUSTIFICATIONS ON ELECTION DAY

Due to the pandemic and the need to avoid crowds at voting locations, the Electoral Justice developed the "Electoral [Absence] Justification" functionality in the app *e-Titulo*, which can be used on any smartphone. This functionality allows the voter to justify his/her absence without leaving home, when he/she is away from his/her the location where he/she is registered to vote, through a georeferencing system. Therefore, the voter who is away on the day of the first or second round of the election must justify his/her absence preferentially through the *e-Titulo* app, avoiding showing up in person at a polling station for absence justification. Only in exceptional cases, voters who do not have access to smartphones and the internet will be able to justify their absence at any polling station.









RECOMMENDATIONS





The following are health recommendations prepared for the different groups of people who participate in the electoral process, according to the moments in which the stages of the electoral process occur. Such recommendations aim to:

- 1. Avoid contact with people potentially infected with COVID-19. To that end, provisions were made for:
 - a. social distancing measures;



- **b**. indications to avoid face-to-face events and meetings and crowds;
- c. indications to limit the number of people at voting locations; and
- d. identification of the main symptom of COVID-19 (fever).

In the next table, this set of measures is identified by the yellow background.

- 2. Avoid respiratory transmission of SARS-CoV-2. To that end, the following, among other measures, are recommended:
 - a. the use of masks;



- **b**. the use of face shields:
- c. ventilation of environments; and
- **d**. be cautious while eating.

In the next table, this set of measures is identified by the blue background.



- 3. Avoid contact with people and surfaces contaminated by SARS-CoV-2. To that end, provisions were made for:
 - a. hand washing;





- c. actions to avoid physical contact; and
- **d**. recommendations to avoid printed materials.

In the next table, this set of measures is identified by the green background.





4. Ensure additional protection for people at greater risk of serious COVID-19 conditions. For this purpose, specific recommendations are foreseen for people over 60 years old or with other risk factors, as well as for contact with indigenous and quilombola populations.

In the table below, this set of measures is identified by the orange background.

The inputs, personal protective equipment (PPE) and the hygiene processes described in this plan are in accordance with documents developed by the TSE consulting institutions (Annexes I and II). From the recommendations, informative materials were produced (Annex III).

1. For candidates and political party representatives

	Conventions	Campaign	Election Day	Enforcement
	Hold meetings and events preferably through virtual means.	Avoid promoting events with large numbers of people.	If possible, the candidate should appear alone at the polling place. Avoid bringing company.	Only members of accredited parties, delegates and candidates will be admitted to the polling stations and electoral commissions.
	In face-to-face meetings, calculate the number of people present according to the capacity of the room, in order to allow a minimum distance of 1 meter between people.		Avoid physical contact with voters and poll officials.	Keep a distance of at least 1 meter from other people within the polling stations.
	In the case of face-to- face events, advise that all those present use a mask correctly.	Guide the correct use of masks by all participants during campaign events.	The use of masks at the voting locations is mandatory at all times.	The use of a mask is mandatory at all voting locations and electoral commissions at all times.
	In the case of face- to-face events, prefer environments with natural ventilation or outdoors.	Use wide and open spaces for contact with other people and avoid crowds.	Use wide and open spaces for contact with the press and interviews and other recordings.	
	Do not serve meals or perform other events that prevent the use of face masks.			At polling places, eating, drinking or performing any other activity that requires removing the mask is not allowed.

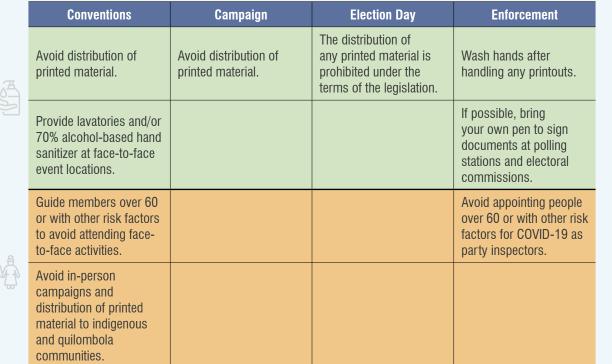






HEALTH & SAFETY PLAN 2020 MUNICIPAL ELECTIONS

(Continuação)





Election day

If you have a fever, do not leave your house.

During transportation to the polling place, keep a distance of at least **1 meter** from other people in lines and avoid getting into crowded vehicles.

Keep a distance of at least **1 meter** from other people inside the polling places. Avoid physical contact with other people, such as hugs and handshakes.

Respect the distance marking in the queues and in the polling stations (marked with stickers on the floors).

If possible, go to the polling station alone. Avoid bringing children and companions.

Remain at the polling places only long enough to vote.

Wear a mask from the moment you leave home until you return.

(2)

At polling places, eating, drinking or performing any other activity that requires removing the mask is not allowed.

If possible, bring your own pen to sign the voting book.



Show your official photo ID, stretching your arms toward the poll worker. The poll official will verify the ID information from a distance.

If there are any doubts regarding identification, the poll official may request that you take two steps back and briefly remove your mask.

Wash your hands with hand sanitizer before and after voting.



3. For poll officials

Election day

If you have a fever, do not leave the house and immediately inform your constituency.



During transportation to the polling place, keep a distance of at least **1 meter** from other people in lines and avoid getting into crowded vehicles.

Keep a distance of at least **1 meter** from other people inside the polling places. Avoid physical contact with other people, such as hugs and handshakes.

Wear a mask from the moment you leave home until you return.

Wear a face shield for the entire time you are at the voting location.



Change the mask every 4 hours.

At polling places, eating, drinking or performing any other activity that requires removing the mask is not allowed. The TREs or electoral registries may designate spaces for eating, which must allow a minimum distance of 2 meters between people and preferably have natural ventilation or be located outside.

Wash your hands with hand sanitizer at least: (i) before and after removing the mask and/or face shield; (ii) when arriving and leaving the polling station; (iii) before and after eating; (iv) after going to the bathroom; and (v) after touching voters' documents and/or objects.



Every time you return to the polling station (for example, after going to the bathroom), clean your table and chair with 70% alcohol.

The voter must display the official photo ID by stretching out his/her arm towards the poll official. Do not take the document by hand: check identification data from a distance.

If there is any doubt about the identification, ask the voter to take two steps back and briefly lower the mask.

If the voter has not brought his/her own pen, spray alcohol on the collective-use pen before and after use by each voter.



If you are over 60, you can ask to be released from work at the polls.

4. For other collaborators (technicians and ballot transporters and drivers)

During the preparation of the voting locations on election day



If you have a fever, do not leave the house.

During transportation to the polling place, keep a distance of at least **1 meter** from other people in lines and avoid getting into crowded vehicles.



Wear a mask from the moment you leave home until you return.

At polling places, eating, drinking or performing any other activity that requires removing the mask is not allowed.



Wash your hands with hand sanitizer at least: (i) after touching printed material; (ii) before and after removing the mask; and (iii) when arriving and leaving the voting location;

If you are over 60, you can ask to be released from work.



Election day

The use of masks at voting locations is mandatory.

At polling places, eating, drinking or performing any

other activity that requires removing the mask is not

Go to voting locations only when necessary.

5. For employees of the Electoral Justice

Face-to-face training and work

Conduct training preferably through virtual means.

environments with natural ventilation or outdoors.

Wear masks throughout the work period. At face-to-

face meetings and events, instruct everyone present

Do not serve meals during face-to-face meetings

Keep a distance of at least 1 meter between

In the case of face-to-face training, prefer

to wear the mask correctly.

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workstations.





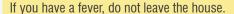


and events.	
At workstations, do not eat, drink or perform any other activity that requires removing the mask.	
Designate places for eating that allow a minimum distance of 2 meters between people and preferably have natural ventilation or are located outside.	
Clean the table and common equipment when arriving at and leaving the workstation.	
Provide lavatories and/or 70% alcohol hand sanitizer at face-to-face event locations.	

allowed.

6. For the Military Police

Election day





During transportation to the polling place, keep a distance of at least **1 meter** from other people in lines and avoid getting into crowded vehicles.

If your presence is requested at the voting location, keep a distance of at least **1 meter** from other people inside the polling places.





At polling places, eating, drinking or performing any other activity that requires removing the mask is not allowed.



Wash your hands with hand sanitizer at least: (i) after touching printed material; (ii) before and after removing the mask; and (iii) when arriving and leaving the voting location;

If you are over 60, avoid working in the elections.



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ANNEXES



ANNEX I — RECOMMENDATIONS FOR THE TSE ON HAND HYGIENIZATION AND SANITATION PRODUCTS FOR THE 2020 VOTING

ANNEX II – SAFETY MASKS-FACE SHIELDS. RECOMMENDATIONS.





ANNEX III — INFORMATIVE MATERIAL























