



U.S. ELECTION ASSISTANCE COMMISSION  
 1225 NEW YORK AVENUE, N.W., SUITE 1100  
 WASHINGTON, D.C. 20005

OFFICE OF THE CHAIR

BEFORE THE ELECTION ASSISTANCE COMMISSION

In the Matter of )  
 )  
 EAC Staff Recommendation to Adopt the 2008 )  
 UOCAVA and 2008 Election Administration and Voting )  
 Survey Reports )  
 )

CERTIFICATION

I, Gineen Beach, Chair of the Election Assistance Commission, do hereby certify that on November 4, 2009 the Commission decided by a vote of 3-0. The following action(s) were taken:

1.

EAC staff recommends that the EAC Commissioners vote to adopt the attached 2008 UOCAVA and 2008 Election Administration and Voting Survey reports.

These reports are not 508-complaint; however, GPO has indicated that it will provide EAC with the final, 508-complaint versions as soon as possible. Once adopted by the Commissioners EAC will post the non 508-complaint reports (and corresponding data). The complaint versions will be posted once they are available.

Commissioners Beach, Davidson, and Hillman approved the recommendation.

Commissioner Hillman notes:

I approve the attached tally vote to adopt the above referenced reports with qualification, as explained in this memorandum. The reports are excellent products and contain a wealth of valuable information. However, they will not be fully accessible when released and that, in my opinion, is not acceptable.

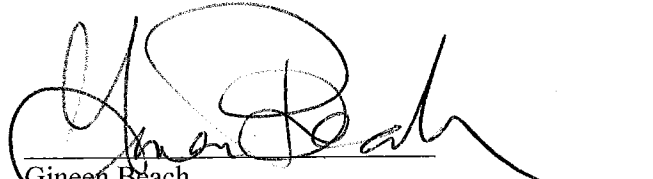
It is my understanding that the reports will be released as soon as the Tally Vote is certified, which will be on or about November 5, 2009. The memorandum that recommends approval of the tally vote also states that the reports will not be 508-compliant, therefore not fully accessible, when released.

I am deeply troubled by this situation. That same memorandum says that GPO will provide the 508-compliant versions as soon as possible, but there is no definitively identified target date for the receipt and subsequent release of the compliant versions.

It is with great reluctance that I approve the tally vote but do so to enable the timely release of the reports. I recommend that EAC take immediate action to ensure that the release of future reports and documents will be fully accessible to everyone at the same time.

Attest:

11/5/09  
Date

  
Gineen Beach  
Chair



**U.S. ELECTION ASSISTANCE COMMISSION**  
1225 New York Ave. NW - Suite 1100  
Washington, DC 20005

**TALLY VOTE MATTER**

**DATE & TIME OF TRANSMITTAL:** November 2, 2009, 4:30p.m.

**BALLOT DEADLINE:** November 4, 2009, 4:30p.m.

**COMMISSIONERS:** BEACH, DAVIDSON, AND HILLMAN

**SUBJECT:** EAC STAFF RECOMMENDATION TO ADOPT THE 2008 UOCAVA AND 2008 ELECTION ADMINISTRATION AND VOTING SURVEY REPORTS

- I approve the recommendation.
- I disapprove the recommendation.
- I object to the recommendation.
- I am recused from voting.

**COMMENTS:** \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**DATE:** \_\_\_\_\_ **SIGNATURE:** \_\_\_\_\_

A definite vote is required. All ballots must be signed and dated. Please return ONLY THE BALLOT to the EAC Chair. Please return the ballot no later than date and time shown above.

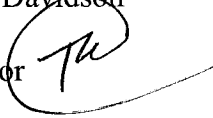
FROM THOMAS WILKEY, EXECUTIVE DIRECTOR



**U.S. ELECTION ASSISTANCE COMMISSION**  
**1225 New York Ave. NW – Suite 1100**  
**Washington, DC 20005**

MEMORANDUM

TO: Commissioners Beach, Hillman, and Davidson

FROM: Thomas R. Wilkey, Executive Director 

DATE: November 2, 2009

RE: EAC staff recommendation to adopt the 2008 UOCAVA and 2008 Election Administration and Voting Survey reports.

BACKGROUND


Every two years following each Federal election the EAC issues reports associated with its Election Administration and Voting Survey data collection effort. The NVRA report was released in June 2009 and the UOCAVA and Election Administration and Voting Survey reports are the final in the series of reports to be publicly released.

The EAC's Election Administration and Voting Survey forms the basis for three reports: federally mandated reports on the impact of the National Voter Registration Act (NVRA), 42 U.S.C. §1973gg, and the Uniformed and Overseas Citizen Absentee Voting Act (UOCAVA), 42 U.S.C. §1973ff, and a comprehensive Election Administration and Voting Survey report summarizing findings across all areas of the survey.

RECOMMENDATION

EAC staff recommends that the EAC Commissioners vote to adopt the attached 2008 UOCAVA and 2008 Election Administration and Voting Survey reports.

These reports are not 508-compliant; however, GPO has indicated that it will provide EAC with the final, 508-complaint versions as soon as possible. Once adopted by the Commissioners EAC will post the non 508-compliant reports (and corresponding data). The complaint versions will be posted once they are available.



2008  
Election Administration  
and Voting Survey

A SUMMARY OF KEY FINDINGS  
November 2009



U.S. ELECTION ASSISTANCE COMMISSION

# The 2008 Election Administration and Voting Survey

**A SUMMARY OF KEY FINDINGS**

November 2009

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## Executive Summary

**The U.S. Election Assistance Commission (EAC) Election Administration and Voting Survey is the nation's foremost data collection effort on how Americans cast their ballots. The 2008 survey is the third sponsored by the EAC, and forms the basis for three reports: federally mandated reports on the impact of the National Voter Registration Act (NVRA), 42 U.S.C. §1973gg, and the Uniformed and Overseas Citizen Absentee Voting Act (UOCAVA), 42 U.S.C. §1973ff, and this comprehensive report summarizing findings across all areas of the survey.**

More than 190 million Americans were reported to be registered to vote in the 2008 Presidential election, an increase of more than 14 million since the last Presidential election. The 2008 EAC survey collected information on how 133,944,538 Americans participated in the election, and while the completeness of State responses varied significantly, valuable voting data were collected from each of the 50 States, four Territories, and the District of Columbia.

The increasing use of alternative means of casting a ballot means that, in 2008, fewer than two-thirds of American voters cast a regular ballot in person at a polling place on Election Day (60.2%). The rest voted by domestic absentee ballot (16.6%); by absentee ballot as overseas or uniformed services voters (0.7%); by early voting before Election Day (13.0%); or by provisional ballot, the validity of which was decided later (1.3%). Early voting more than doubled from the 2006 elections, when 6.4% of voters cast their ballots early.

States transmitted more than 26 million domestic absentee ballots, and 91.1 percent were returned and submitted for counting. In three Western States (Arizona, Colorado, and Washington), more than half of all voters cast their ballots via absentee voting, while a fourth, Oregon, conducts its elections entirely by mail.

Improved data collection on UOCAVA ballots resulted in a more complete picture of voting by uniformed services and overseas voters. States reported transmitting nearly 1 million ballots to UOCAVA voters, and 69.0 percent were returned and submitted for counting. Of UOCAVA ballots returned, 93.6 percent were counted; the

others were rejected for various reasons, including missing deadlines.

Provisional ballots once again proved to be a significant source of both ballots and votes in some States, with more than 2.1 million provisional ballots reported cast nationwide. Three States—California, New York, and Ohio—reported the highest numbers of provisional ballots cast, accounting for 59.4 percent of the nation's total. States counted 67.3 percent of their provisional ballots in whole or in part. More than 600,000 provisional ballots, or 28.2 percent, were rejected, most commonly because poll workers determined that the voter was not properly registered. States reported using their provisional ballots in different ways; for example, some States issue provisional ballots when voters wish to change their address.

In addition to the voting data, the 2008 survey collected information on a range of election administration topics, from the ages of poll workers to polling places to voting technology. Among the key findings were that States employed 878,360 poll workers in the 2008 election, staffing some 132,237 polling places, or roughly seven poll workers per polling place. As expected, poll workers tend to be older than average, with fully one-fifth aged 71 years or older. These data—the most comprehensive attempt to collect information on the age of poll workers—do suggest, however, that some past estimates of the average age of poll workers were too high.

Nearly half of reporting jurisdictions reported having at least some difficulty in obtaining sufficient numbers of poll workers.

The type of voting technologies vary across and within States. Twenty-one States, the Virgin Islands and the District of Columbia reported deploying 218,370 Direct Recording Electronic (DRE) machines without the ability to produce voter-verified paper ballots. Another 16 States reported using 81,088 DREs which produced voter verified paper audit trails (VVPAT). The most widely deployed technology was the optical or digital scanner that reads voter-marked ballots; 43 States reported using 107,519 such counters in at least some of their jurisdictions.



While significant gaps remain in election data collection, response rates were higher in 2008 than for the two previous elections, particularly for UOCAVA-related questions. Readers are encouraged to consult the complete county-level data available from the EAC Web site, at [www.eac.gov](http://www.eac.gov), for complete details, including explanatory comments.

# Introduction

**The United States Election Assistance Commission (EAC)** is an independent, bipartisan commission created by the Help America Vote Act of 2002 (HAVA). Its mission is to assist State and local election officials with the administration of Federal elections. The EAC provides assistance by disbursing, administering, and auditing Federal funds for States to implement HAVA requirements; conducting studies and other activities to promote the effective administration of Federal elections; and serving as a source of information regarding election administration.

Since 2004, the EAC has collected data on voting, elections, and election administration in the United States. Much of these data support two biennial reports, on voter registration and on voting by uniformed and overseas citizens. As mandated by Federal law, these two series of reports were produced by other agencies prior to the creation of the EAC.

The EAC's data collection has evolved over the past three Federal election cycles. In 2004, the EAC administered two surveys to collect and report information mandated by the National Voter Registration Act (NVRA), 42 U.S.C. §1973gg, and the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA), 42 U.S.C. §1973ff. It additionally conducted a third survey on other information regarding Federal general elections per provisions found in §241(a) of HAVA, 42 U.S.C. §15381(a).

In 2006, the EAC incorporated these three data collections into a single survey instrument, the 2006 Election Administration and Voting Survey, to reduce the burden of responding to multiple collections of information, facilitate data collection and reporting, and encourage participation by the States.

For 2008, the EAC continues the practice of collecting empirical data through a single survey instrument, while seeking to improve tools and processes. Final approval of the survey was granted by the Office of Management and Budget (OMB) on September 25, 2008, with near-final drafts made available the previous month.

These continuing elections data collection efforts provide the basis for a more comprehensive report on a

wider range of election issues. These issues range from voting technology to poll workers to the use of electronic poll books. This 2008 Election Administration and Voting Survey report is the third such report produced by the EAC.

Detailed information on the 2008 Election Administration and Voting Survey is presented in this report. It contains summaries of the NVRA and UOCAVA reports, and a wealth of new information on the methods Americans used to vote and how State and local administrators ran their elections. Summary information at the State level is included in the tables which accompany the text. In addition, readers are invited to consult the county-level database, available at the EAC's Web site, [www.eac.gov](http://www.eac.gov), with complete responses, including explanatory comments and data definitions.

# Survey Methodology

The 2008 edition of the survey was the result of discussions with State and local election officials, political scientists, researchers, advocacy groups, and the general public. Revisions to the draft survey were made following review by the EAC's Standards Board and Board of Advisors.<sup>1</sup> The survey was revised based on input from these groups and the public, which was invited to submit comments after notice of the survey was published in the Federal Register on March 20, 2008 (Vol. 73, no. 55, page 14974). The EAC received 53 substantive comments covering all sections of the questionnaire. The questionnaire was further revised in response to these comments, and the revised draft were distributed to State officials in August and September 2008 for planning purposes.

The survey contained 51 questions in the quantitative section and 22 questions in an accompanying qualitative section called the Statutory Overview, which asked States and territories for information on their election laws, definitions and procedures. Many of the quantitative questions contained multiple parts. Both questionnaires were submitted for approval to the U.S. Office of Management and Budget, which approved the data collection on September 25, 2008 (OMB Control No. 3265-0006, exp. 3/31/2009).

The quantitative portion of the 2008 Election Administration and Voting Survey was composed of six sections:

1. Voter registration, which included questions required by the NVRA;
2. Uniformed and Overseas Citizens Absentee Voting Act, which included questions required by that Act;
3. Domestic civilian absentee ballots;
4. Election Administration, which asked States to report on their precincts, polling places, and poll workers;
5. Provisional Ballots; and

6. Election Day Activities, which contained a range of questions, from the number of people who participated in the 2008 election to the types of voting technology employed by local governments.

In addition, in 2008, for the first time, States were asked to report on their State laws, definitions, and procedures in the Statutory Overview. Responses to this portion of the survey are the basis of a separate report available from the EAC. These responses also provide a better understanding of the data analyzed in this report, and highlight the differences between States in how elections are administered.

## States' Collection of Election Information

For 2008, the EAC continues its effort to make the survey available to State officials earlier in the election cycle, and to facilitate the task of responding by providing improved survey instruments and increased technical assistance. The primary survey instrument designed to assist the States in collecting and reporting their statistical data was a Microsoft Excel-based template, preloaded with each State's jurisdictions. Most States submitted their data using this survey instrument. States were also offered a Microsoft Word-based template that could be distributed to their local jurisdictions, and States with single jurisdictions could report their totals through this instrument. Responses were collected through uploads via a project Web site; other data were obtained via e-mail or fax. States were asked to begin sending their responses to the EAC on February 13, 2009. Data collection continued through March and early April 2009, as States reviewed and corrected the data they had submitted. The EAC distributed the collected data to the States for review, and in some cases asked for additional information on data that appeared inconsistent or in error. Finally, in preparation for this report, States were invited to review the tables which accompany this report.

<sup>1</sup> The Standards Board comprises 110 State and local election officials, and the Board of Advisors comprises 37 members who represent various national associations, government agencies, and congressional leadership.

### About the States' Data

Election data collection varied significantly in the 55 States and Territories that responded to the 2008 survey. Most States rely at least to some degree on centralized voter registration databases (VRDs) and voter history databases, which allow State election officials to respond to the survey at the local level for many questions. Other States, conversely, collect relatively little election data at the State level, and instead relied on cooperation from county election officials to complete the survey. States and local offices vary widely in the amount of resources devoted to data collection, and in the emphasis placed on data collection. Some States did not collect data in all the categories requested in the survey, and others did not have data for all their local jurisdictions for all variables.

The results of the 2008 Election Administration and Voting Survey are presented in the tables at the end of this report and are summarized in Section 4. Complete results at the local level will also be made available on the EAC's Web site.

Caution is necessary when interpreting these survey data, particularly when comparing these data from year to year or State to State, because of changes to the survey, changes in State tracking of data across time, and the varying levels of completeness in many States' responses. In 2006, the EAC began asking States to produce county-level (or the equivalent) registration data, rather than the statewide totals asked for previously. Even in States with centralized VRDs, some data may be kept only at the local level, and the level of integration of information between local and State election offices varies across the country. Information on the number of jurisdictions in each State is provided in most of the tables, along with the number of counties included in each State's response.

### Guide to Terms

**Active Voter:** A voter registration designation indicating the voter is eligible to vote. See also Inactive Voter.

**Ballots Cast:** Total numbers of ballots submitted by all voters for counting, including by all voting methods (absentee, provisional, early, in a polling place, etc.).

**Ballots Counted:** Number of ballots actually processed, counted, and recorded as votes.

**Domestic Absentee Ballot:** A ballot submitted, often by mail, in advance of an election, often by a voter who is unable to be present at the polls on Election Day.

**Citizen Voting Age Population (CVAP):** Persons who are citizens and of voting age (18 years or older). These num-

bers are estimates generated by the U.S. Bureau of the Census. See also Voting Age Population.

**Early Voting:** Refers generally to any in-person voting that occurred prior to the date of the election at specific polling locations for which there were no special eligibility requirements. Early voting is not considered absentee voting under the State's definitions/requirements for absentee voting.

**Electorate:** The body of persons eligible to vote.

**HAVA:** The abbreviation for the Help America Vote Act of 2002, 42 U.S.C. §15301 *et seq.* The text of HAVA and additional information is available at [www.eac.gov](http://www.eac.gov).

**Inactive Voter:** A voter whose registration status appears to no longer be current where he or she was registered and who has not attempted to reregister, has not voted, and has not presented him- or herself to vote using the address of record; or one whom election officials have been unable to contact or for whom election officials have been unable to verify registration status. See also Active Voter.

**Jurisdictions:** Generic term to signify various geographic areas that administer elections. The jurisdictions in this study may include counties, parishes, independent cities, towns or cities, or an entire State (Alaska).

**Poll Worker:** Election judges, booth workers, wardens, commissioners, or other similar terms that refer to the person or persons who verify the identity of a voter; assist the voter with signing the register, affidavits, or other documents required to cast a ballot; assist the voter by providing a ballot or setting up the voting machine; and serve other functions as dictated by State law. This does not include observers stationed at polling places or regular election office staff.

**Polling Place:** A facility staffed with poll workers and equipped with voting equipment, or paper ballots, at which persons cast ballots in person on Election Day. Several precincts may be combined into one polling place.

**Precinct:** An administrative division representing a geographic area in which voters are provided ballots for particular races. These manageable geographic units may also be referred to as electoral districts, precincts, voting districts, boxes, beats, or wards, depending on State law. The number of registered voters in precincts will vary according to State law.

**Provisional Ballot:** A ballot provided to an individual who claims he or she is registered and eligible to vote but whose eligibility or registration status cannot be con-

firmed when he or she presents him- or herself to vote.

**Section 5:** Some jurisdictions are required by Section 5 of the Voting Rights Act, 42 U.S.C. §1973 *et seq.*, to obtain preclearance from the Department of Justice or the United States District Court for the District of Columbia before implementing a change in a voting standard, practice, or procedure.

**Section 203:** Some jurisdictions are required by Section 203 of the Voting Rights Act, 42 U.S.C. §1973 *et seq.*, to provide supplemental voting information to language minority groups.

**Spoiled ballots:** Ballots that, under the applicable State law, are incorrectly marked or impaired in some way by the voter and turned in by the voter at the polling place or mailed in absentee, with a replacement ballot issued so that the voter can correctly mark the ballot; also referred to in some States as a "voided" ballot.

**Voting Age Population (VAP):** People who are 18 years of age or older, regardless of whether they are eligible to register to vote, based on estimates made by the Bureau of the Census. Note that not all persons of voting age may be eligible to vote (e.g., felons, individuals judged to be mentally incompetent, noncitizens, etc.). See also Citizen Voting Age Population.

# Survey Results

## REGISTERING TO VOTE

Voting in the United States, in most places, begins with registration. While North Dakota has no voter registration, and other States allow eligible voters to register and vote on the same day, in most States registration takes place weeks or months prior to the casting of ballots. States maintain their voter registration rolls by removing invalid registrations when voters move out of State or die, and keeping eligible and registered voters on the rolls.

The key Federal legislation on voter registration is the National Voter Registration Act, or NVRA, 42 U.S.C. §1973gg. The information presented in this section is offered in greater detail in the EAC report, *The Impact of the National Voter Registration Act of 1993 on the Administration of Elections for Federal Office, 2007-2008*, available on the EAC's Web site. The report includes complete data tables with totals for each State; data cited in this section are contained in those tables.

### How Many Are Eligible?

The United States Census is required by Article I, Section 2 of the Constitution. Obtaining an accurate and complete census of the population remains a daunting task. Complicating the situation, the decennial census is only a baseline. Population estimates must take into account immigration (both legal and illegal), internal migration, mortality rates, and natural population growth and aging.

In 2008, the Census estimated the domestic Voting Age Population (VAP), which includes those 18 years and older, at 233,087,000.<sup>2</sup> Data by State are shown in Table 30. This reflects the standard estimates for July 1, 2008, meaning that it is 4 months out of date by Election Day.

<sup>2</sup> Because 8 years have elapsed since the 2000 Census, estimates for 2008 are prone to error, particularly for smaller jurisdictions. More information can be obtained at the Population Estimates page of the U.S. Census Bureau at <http://www.census.gov/popest/estimates.html>.

## REGISTERING TO VOTE

To be eligible to vote a person must be a U.S. citizen, meet a residency requirement, and have attained the age of 18 by Election Day. Eligibility varies further according to State laws. Persons who have been legally declared mentally incompetent or who have been convicted of a felony and have not had their civil rights legally restored may not be able to vote (based on State law).

Individuals can obtain registration applications from either the local election official in the person's county or city or town of residence, or through registration outreach programs sponsored by various private groups. Federal registration forms and many State forms are now accessible on the Internet.

In addition, individuals can register using the National Mail Voter Registration Form when applying for a driver's license or identity card at their State's Department of Motor Vehicles or the driver's licensing offices, offices providing public assistance, offices providing State-funded programs for people with disabilities, and at Armed Forces recruitment offices.

The National Mail Voter Registration Form is the one document that allows individuals to register to vote from anywhere in the United States (in States that allow it). The form is available at [www.eac.gov](http://www.eac.gov).

\*



In 2007 the Census Bureau began releasing State estimates, which include citizen voting age population (CVAP) estimates. The nationwide number for CVAP for 2008 was 213,382,000. The State CVAP data are also reported in Table 30.<sup>3</sup>

### Registration

Even with a good estimate of the number of eligible citizens, not all citizens choose to register to vote. While the NVRA report showed that approximately 81.6 percent of the nation's estimated voting age population of 233 million were registered to vote in the 2008 Presidential election, registration rates varied from a low of 60.6 percent in Wyoming to a high of 98.1 percent in Michigan (excluding North Dakota, which has no voter registration, and Maine, which reported over 100 percent registration rates in the survey).

Most States require eligible persons to register to vote in advance of the election. An increasing number of States are allowing some form of same day or Election Day registration, although State laws vary. (Alaska, Connecticut, and Rhode Island allow those eligible to register on Election Day to vote in the Presidential election only.<sup>4</sup>) Other States allow for same day registration for certain types of voters, such as new citizens or recently discharged military personnel.

More than 190 million persons were reported to be registered to vote for the 2008 elections—an increase of more than 14 million over the 4-year period since the last Presidential election. In the same 4-year period, the voting age population (VAP) increased 5.7 percent and the percentage of registered voters increased 8.1 percent. The percentage of Americans aged 18 or older who were registered to vote increased from 79.9 percent in 2004 to 81.7 percent in 2006.

3 U.S. Bureau of the Census, American Community Survey, <http://www.census.gov/acs/www>. The true number of eligible voters is reduced further by variation in State laws such as the eligibility of those convicted of felony crimes and those judged to be mentally incapacitated, and there is little reliable data available on the impact of such laws.

4 Voters who are registered to vote and who have moved within a jurisdiction before an election for federal office are generally entitled to vote in that election even if they did not advise the registrar of the move (42 U.S.C. 1973gg-6(f)).

### VOTER REGISTRATION: THE INTERNET AND SAME DAY REGISTRATION

In 2008, nearly 700,000 Americans are reported to have registered to vote using the Internet, and more States are considering adopting online voter registration, according to data provided by the States.

In 2008, more than 3.6 million citizens took advantage of same day registration, and almost 1 million of these were new voters. \*

### Active Versus Inactive Voter Rolls

Once registered, a registrant remains an "active voter," a designation indicating the voter is eligible to vote, until he or she does not vote in a series of elections. In some States, a voter may be moved to an "inactive" list if his or her registration status appears to be no longer current and he or she has not attempted to reregister, has not voted, and has not presented him- or herself to vote at the address of record, or if election officials have been unable to contact or verify the person's registration status.

The EAC's first survey, conducted in 2004, found that States vary in how they report their registration figures. In the 2008 survey, the EAC found that 19 States use both inactive and active in calculating their reported registration totals; 27 reported using a combination of active and inactive; and the other 9 did not respond or chose "other."

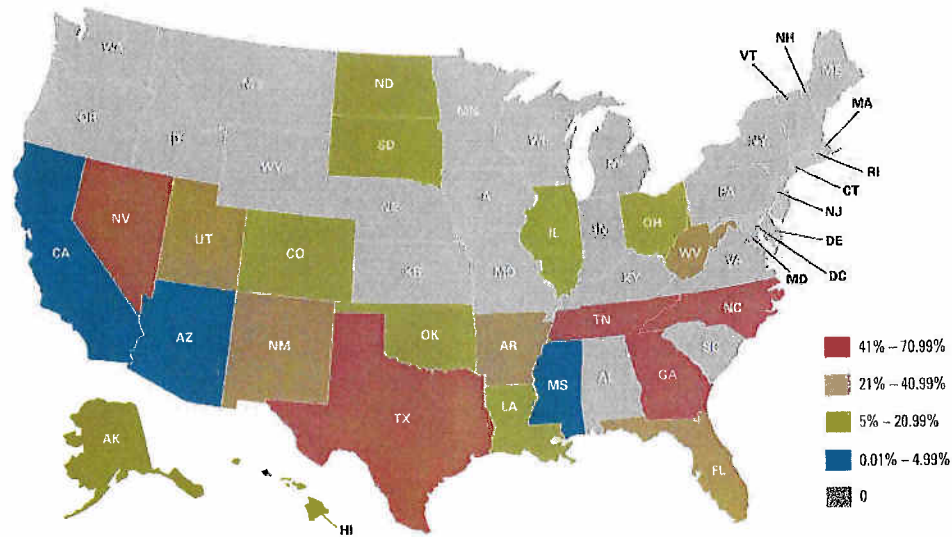
### Voter Turnout Rates in 2008

Every eligible voter does not necessarily register to vote, and not every registered voter casts a ballot in each election. In Table 30, voter turnout is reported using three different measures of the eligible population.

First, turnout is reported as a percentage of the total estimated voting age population. This figure is the best possible estimate of the number of individuals living in the United States who are 18 or older as of July 1, 2008, and as noted above, is not "aged" from July to November. This measure leads to the lowest estimates of voter participation in the United States because it does not take into account variations in citizenship status or voter registration. Higher estimates of participation are produced using the additional columns in Table 30, which show the Census estimates of CVAP.

The final column calculates turnout only among those citizens who are registered to vote in their respective States. This last measure provides the highest estimate of voting participation in the country.

EARLY IN-PERSON VOTING 2008 GENERAL ELECTION



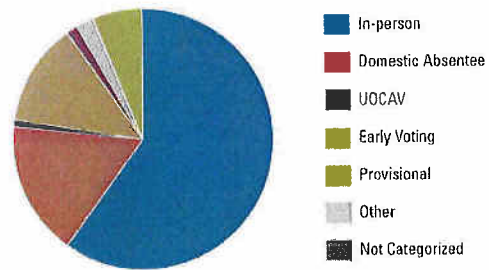
HOW AMERICANS CAST THEIR BALLOTS

An increasing number of alternatives to voting in person at a polling place on Election Day have expanded the ways that Americans cast their ballots in Federal elections. In some places, such as Oregon and Washington, voters primarily receive and submit their ballots through the mail. Further, more States have adopted “no-excuse” absentee voting, which allows more people to vote by mail or in person before Election Day as a convenience. Fifteen States reported maintaining “permanent absentee” lists, automating the distribution of ballots to voters who request their ballot through the mail in every election. In some communities, election administrators have set up “vote centers,” central locations where any voter from any precinct can cast his or her ballot. Finally, voters in Federal elections who encounter challenges or problems at the polling place, such as finding their names removed from the registration rolls, now vote “provisional” ballots, which can be counted later when questions concerning registration are resolved.

Approximately 60% of Americans who voted in the 2008 Presidential election voted in the traditional way of casting their ballots in person at their local polling place on Election Day. The 2008 survey collected data from 3,974 jurisdictions (of 4,517 total) on how people who participated in the 2008 elections cast their ballot (see Table 29).

Of the 133,944,538 voters participating,

HOW AMERICANS VOTED IN THE 2008 GENERAL ELECTION



80,693,815 (60.2%) voted in person at polling places. An additional 22,244,396 (16.6%) voters cast by their ballots as domestic absentee voters, and States reported 880,995 UOCAVA voters (0.7%).<sup>5</sup>

Twenty-two States and two territories reported that 17,379,871 people (13.0%) cast their votes before Election Day through various forms of early voting. In several States, early voting made up a sizeable proportion of the total votes cast. For example, in Nevada, North Carolina, Tennessee, and Texas, early voters constituted more than

<sup>5</sup> UOCAVA data on voter participation may not match UOCAVA ballot data because of variations in how States answered the questions and/or track their data.



half of all ballots. Early voting increased significantly since 2006, when 6.4 percent of voters cast their ballots early.

Provisional ballots accounted for 1,746,338 ballots, or 1.3 percent of the vote. Provisional balloting is discussed in greater detail in Section IV.

In reporting these totals, States drew from various sources in determining their participation numbers<sup>6</sup> (see Table 31):

- 18 States and two territories reported using poll book records;
- 19 States drew from totals of ballots counted;
- 19 States used databases of voter histories; and
- 9 States used the total number of votes for the highest office on the ballot.

### Domestic Absentee Voting

Absentee voting covers a range of circumstances under which voters cast their ballots without appearing at a polling place on Election Day. Some States require valid reasons, such as being out of town on Election Day or having a work schedule that precludes making it to the polls. Other States allow any voter who requests it to vote by absentee ballot. Absentee voting has a long history in the United States, dating back to the Civil War, when it was introduced to allow soldiers to vote in the 1864 elections. Absentee voting has gradually expanded through the years, and many States no longer require excuses. Oregon and Washington, have moved to replace their polling place systems entirely with vote-by-mail.<sup>7</sup>

#### HIGHEST ABSENTEE VOTING RATES

Washington	87.2%
Colorado	62.3%
Arizona	50.6%
Montana	42.2%
California	41.7%

6 Some States used a combination of methods, resulting in double counting in the totals.

7 In Washington, 38 of 39 counties conduct their elections entirely through the mail. States vary in whether they consider vote-by-mail ballots to be absentee ballots; some States with vote-by-mail reserve the term "absentee" for specific circumstances. Also, the absentee voting discussed in this section generally does not include voters covered by UOCAVA.

States reported that 26,044,388 ballots were transmitted to voters for the purposes of absentee voting (see Table 32). The 2008 EAC survey collected data on absentee voting from 48 States, the District of Columbia and three territories.

Approximately 8 out of 10 absentee ballots (23,733,439 ballots, or 91.1%) were returned and submitted for counting. Another 226,438 (0.9%) of the domestic absentee ballots were reported to have been returned as undeliverable, 210,730 (0.8%) were spoiled, and for 1,605,620 (6.2%) the status was uncertain. As in past elections, Western States had the highest rates of absentee voting, and one State, Oregon, conducts its elections entirely by mail. On the other hand, in many States absentee voting rates were in the single digits, although problems with States defining absentee voting in different ways makes measurement somewhat challenging.

#### REASONS FOR REJECTING ABSENTEE BALLOTS

Missed deadline	74,973	18.4%
Lack of valid signature	45,693	11.2%
Already voted in person	26,620	6.5%
Nonmatching signature	26,408	6.5%
Unsealed envelope	4,534	1.1%
First-time voters lacking required ID	4,390	1.1%
Deceased voter	2,698	0.7%
Unofficial envelope	1,749	0.4%
No proper address	1,429	0.4%

States report counting 25,276,095 absentee ballots,<sup>8</sup> and rejecting 407,862 (1.7%) (see Tables 33, 34a, 34b, and 34c). Two States, Indiana and North Carolina, report rejecting more than 10 percent of their absentee ballots. The reasons for rejecting voters' absentee ballots varied widely. Note that these reasons are for ballots submitted for counting; more than 400,000 absentee ballots were never submitted, but instead were returned as undeliverable or spoiled.

Many States do not track the reasons absentee ballots are rejected, leaving us with an incomplete picture of why these ballots were not counted.

8 Because of inconsistent data reporting, this number is higher than the number submitted for counting.

**OVERSEAS VOTING**

Voting by members of the uniformed services and by U.S. citizens living overseas is an area of critical concern in election administration. The reliance by the United States on local election administration and on casting ballots in physical polling places, as well as State requirements of prior registration, present special difficulties for eligible voters living outside the country. Federal requirements concerning registration and voting by overseas and uniformed services voters is contained in the Uniformed and Overseas Citizens Voting Act (UOCAVA), 42 U.S.C. §1973ff, signed into law in 1986.

Since 2004, the EAC has gathered data on UOCAVA ballots and voters, pursuant to the statutory reporting obligations in UOCAVA and HAVA. In the 2008 survey, 20 questions sought to gather detailed information on overseas voting. What is presented in this section is explained in more detail in the report *2008 Uniformed and Overseas Citizens Voting Act Survey*, available at the EAC's Web site, [www.eac.gov](http://www.eac.gov), which includes complete statewide totals.

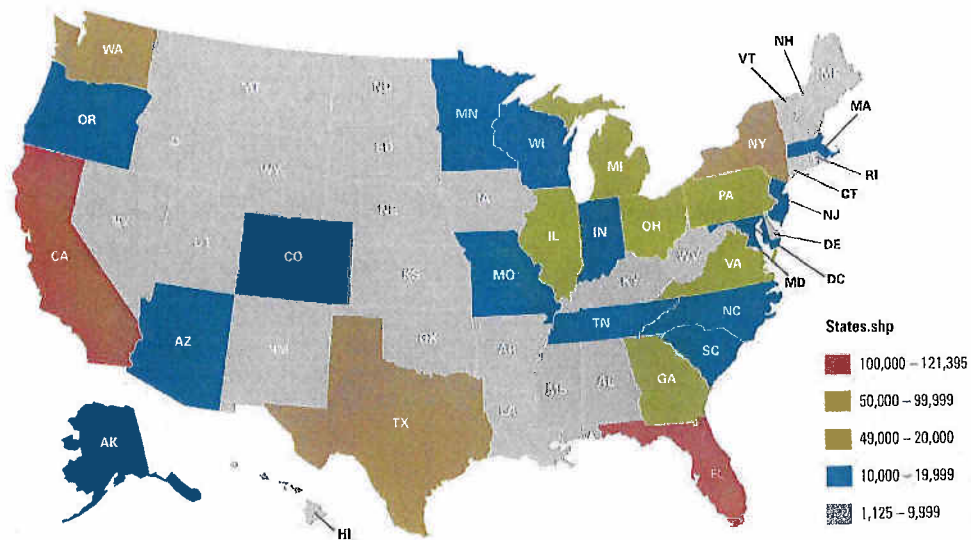
Improved data collection of UOCAVA-related information resulted in considerably higher response rates in 2008 than in 2006. For example, in 2008, 91 percent of the 4,517 jurisdictions surveyed were able to report the number of ballots transmitted to overseas civilians, compared with 64 percent of 3,123 jurisdictions surveyed in 2006. While significant gaps remain, better data are gradually becoming available on UOCAVA compliance.

Responding to the survey's UOCAVA questions, States reported transmitting nearly 1 million ballots, either in response to one-time requests from voters or through automatic transmission of ballots under 42 U.S.C. §1973 ff-3(a) of UOCAVA. Five States (California, Florida, New York, Texas, and Washington) each transmitted more than 50,000 ballots, and together accounted for nearly half of the national total of ballots transmitted. Military voters accounted for slightly more of the ballots transmitted than civilian voters.

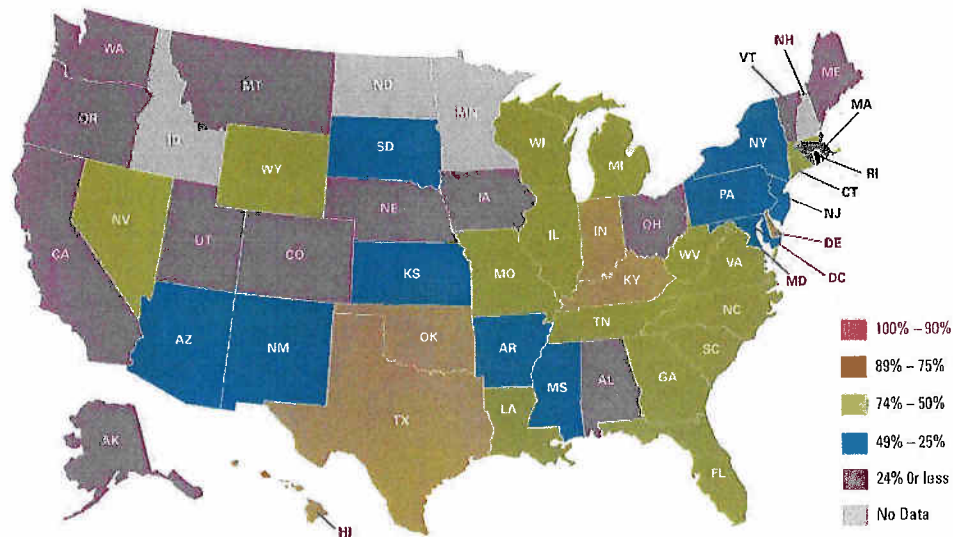
Of the 989,207 ballots transmitted by uniformed services and overseas civilian voters, 682,341 ballots (69.0%) were returned and submitted for counting. About 3.3 percent of the ballots transmitted were returned as undeliverable or spoiled. Among the ballots returned and submitted for counting were at least 28,131 Federal Write-in Absentee Ballots (FWAB), which UOCAVA voters can use when their requested ballots do not arrive in time. State tracking of FWAB remains relatively poor, so the actual number of FWAB cast may be greater.

Once submitted, 93.6 percent of UOCAVA ballots were counted. Military voters made up slightly more of the total (48.6%) than civilian voters (41.2%). Forty-eight States reported rejecting 39,520 UOCAVA ballots. The most common reason for rejecting a UOCAVA ballot was that the voter missed a deadline; 43.7 percent of rejected ballots were not counted for this reason.

NUMBER OF BALLOTS TRANSMITTED TO UOCAVA VOTERS — 2008 ELECTION



REJECTION RATES FOR PROVISIONAL BALLOTS — 2008 ELECTION



**CASTING AND COUNTING PROVISIONAL VOTES**

The 2008 Federal election was the third in which voters in all 50 States, the Territories, and the District of Columbia were allowed to cast a provisional ballot even if their name did not appear on the voter registration rolls in the jurisdiction where they intended to vote, they failed to have the required identification, or their eligibility was challenged by an election official. Pursuant to HAVA, such voters were allowed to cast a provisional ballot, which would be later counted if election officials determined the person was indeed eligible to vote.

Section 302(a) of HAVA establishes the process of provisional balloting:

If an individual declares that such individual is a registered voter in the jurisdiction in which the individual desires to vote and that the individual is eligible to vote in an election for Federal office, but the name of the individual does not appear on the official list of eligible voters for the polling place or an election official asserts that the individual is not eligible to vote, such individual shall be permitted to cast a provisional ballot as follows.

Before the minimum standards set by HAVA, the rules regarding the use of provisional ballots varied widely among the States, and some variation continues. For example, provisional ballots cast outside of the voter's home precinct could be counted in 15 States, while in

other States and the District of Columbia such ballots would not be counted. States with Election Day registration when HAVA was passed in 2002 are not required to offer provisional ballots (exempt from the provisional ballot requirements are Idaho, New Hampshire, North Dakota, Wisconsin, and Wyoming), but Wyoming and Wisconsin reported small numbers of provisional ballots.

California, New York, and Ohio reported the largest number of provisional ballots, accounting for 59.4 percent of all provisional ballots cast nationwide in the 2008 election (see Table 35).<sup>9</sup> As a share of voters participating, Alaska (6.2%), California (5.0%), Arizona (4.6%), and the District of Columbia (4.6%) had the largest percentages of polling place voters cast provisional ballots (see Table 29).

In 2008, 1,746,338 people cast a provisional ballot that was either partially or fully counted, or about 1.3% of all Americans who voted. The rates of provisional balloting did not change much since the last Presidential election, and in 2008, on average 1 of every 40 voters who cast their votes in a polling place in this country cast provisional ballots. More than 1,330,000 provisional ballots were counted, or 61.8 percent of all the provisional ballots cast. An additional 5.5 percent of all provisional ballots cast

<sup>9</sup> The different ways that States use provisional ballots makes direct comparisons difficult. Ohio, for example, uses provisional ballots to process voters' change of address requests in addition to providing an alternative means to vote.



had part of the ballot counted (20 States reported counting partial provisional ballots, generally allowing votes for President to be counted).

The percentage of provisional ballots being counted fell from the midterm election 2 years prior. In 2006, 629,544 provisional ballots were counted, or 79.5 percent of provisional ballots cast. The lower rates of provisional ballots being counted in Presidential elections may reflect the higher proportion of first-time or occasional voters, who may be more likely to face registration questions at the polling place.

Five States and one Territory (Alaska, Iowa, Maine, Montana, Oregon and the Virgin Islands) reported counting more than 90 percent of their provisional ballots, in whole or in part, and an additional seven States reported counting at least 70 percent of their provisional ballots. Conversely, 26 States reported counting fewer than half of their provisional ballots.

#### Jurisdiction-wide Acceptance

In the 15 States<sup>10</sup> that count provisional ballots cast outside of voter's home precinct, 4.6 percent of ballots cast in a polling place were cast as provisional ballots. In the 30 States and District of Columbia that disqualify provisional ballots cast outside the home precinct, provisional ballots were only 1.7 percent of ballots cast in a polling place. States allowing jurisdiction-wide acceptance of provisional ballots and those that did not had almost an identical percentage of their provisional ballots counted—61.9 percent for the jurisdiction-wide States compared with 61.7 percent of other jurisdictions.

#### Reasons Provisional Ballots Were Rejected

The reasons for rejecting provisional ballots are shown in Tables 36a and 36b. A majority of provisional ballots (53.6%) were rejected because the voter was found not to be registered in the State. Another 16.8 percent were voters who sought to vote in a precinct or jurisdiction other than where they were registered, and State laws mandated that such ballots would not be counted.

A total of 2,157,126 provisional ballots were submitted for counting in 2008. States reported that 1,332,218 (61.8% of the provisional ballots) were counted in full, and 118,868 (5.5%) were partially counted. States responding to this item reported that 609,016 (28.2%) were rejected.

<sup>10</sup> For a summary of the laws on provisional balloting, see the report 2008 Statutory Overview, available at the EAC Web site: [www.eac.gov](http://www.eac.gov).

#### REASONS FOR REJECTING PROVISIONAL BALLOTS

Voter not registered	326,154	53.6%
Wrong precinct	70,567	11.6%
Wrong jurisdiction	31,797	5.2%
Incomplete or illegible ballot or envelope	23,381	3.8%
Lacked ID	12,321	2.0%
No signature	7,849	1.3%
Nonmatching signature	3,980	0.7%

Principal reasons for the rejection of a provisional ballot are summarized in the table to the left.

#### ELECTION ADMINISTRATION

Despite the increase in convenience voting options such as no-fault absentee voting and vote-by-mail, 60 percent of Americans cast their vote in the 2008 Presidential election in polling places on Election Day. Providing voting services to these more than 80 million voters requires a massive effort organized through thousands of precincts, polling places, and poll workers across the country.

#### Polling Places and Precincts

All States employ some system of precincts (bounded geographic areas to which voters are assigned) and polling places (locations where voting actually takes place) to conduct their elections. In 2008, States operated 185,671 precincts and 132,237 physical polling places (see Table 42).

Of all polling places, 107,334 were separate from official election offices (schools, community halls, and so forth), while a reported 1,816 election offices were open for casting ballots. For early voters, States reported that 5,583 locations were available for early voting, including 2,079 election offices.

#### Poll Books

Electronic poll books, or electronic voter lists, are in use in some fashion in 25 States (see Table 37):

- 19 States reported that a total of 419 jurisdictions used electronic poll books to sign in voters;
- 21 States reported that a total of 581 jurisdictions used them to update voter histories;
- 22 States reported that a total of 634 jurisdictions used them to look up polling place assignments for voters; and
- 9 States reported using them for some other purpose.

Most polling places still use preprinted lists of registered voters (see Table 38). In the preponderance of reporting jurisdictions (2,209 cases), these books were printed by local jurisdictions, with 505 cases where the printing was arranged by both the local and State jurisdictions.

### Poll Workers

The term “poll worker” encompasses many different names across the United States. Poll workers may be referred to as election judges, booth workers, wardens, commissioners, or other similar terms. As defined in this report, “poll worker” refers to the person or persons who verify the identity of a voter; assist the voter with signing the register, affidavits, or other documents required to cast a ballot; assist the voter by providing a ballot or setting up the voting machine; and serve other functions as dictated by State law. The term does not apply to observers stationed at polling places or to regular election office staff.

The complexity of voting technology and rules in the current era has led States to seek poll workers with specialized technological knowledge. In many States, poll technicians are assigned to help keep voting machines and electronic poll books functioning properly.

Forty-three States and 3 territories reported deploying 878,360 poll workers for Election Day 2008 (see Table 40). California alone used 112,249 poll workers.

The reliance of many jurisdictions on retirees as poll workers has made their age a topic of interest, and for the first time in 2008, the EAC survey asked jurisdictions to report the ages of their poll workers (see Table 40). Thirty States were able to provide at least some data on poll worker ages.

States reported age ranges for 379,926 poll workers. The largest number of poll workers was between 41 and 60 years of age (31.6%). Another 28.7 percent were between 61 and 70 years of age, the second largest group. One-fifth of poll workers were aged 71 years or older. Young poll workers are relatively rare; only 10.5 percent were 25 years or younger.<sup>11</sup>

The 2008 survey also asked for the first time about the difficulty jurisdictions faced in recruiting adequate numbers of poll workers (see Table 41). Of the 2,828 jurisdictions which answered the question, nearly half (45.8%) reported having a somewhat difficult or very difficult time

recruiting poll workers, compared with only 31.2 percent that reported having a somewhat easy or very easy time. In 2006, 3.0 percent of polling places were reported as having an insufficient number of poll workers. Staffing the nation’s polling places clearly continues to be a challenge for many jurisdictions.

The survey found that there were on average 7 poll workers assigned to each polling place in the United States during the 2008 election (using only those States which reported answers to questions regarding the number of polling places, number of precincts, and number of poll workers). In the 2006 elections, jurisdictions reported an average of 6.1 poll workers per polling place. The additional poll workers were presumably assigned to help with the higher turnout in the Presidential election.

### Voting Technology

Voting technology remains highly dynamic in the United States. Through HAVA, Congress appropriated more than \$3.1 billion for the EAC to distribute to States to make election administration improvement including the purchase of voting systems.

Voting technology is a difficult topic to measure in the Election Administration and Voting Survey because many jurisdictions use multiple systems. For example, a county may employ a scanner for absentee ballots but an electronic voting machine for in-person voting. Polling places may have more than one type of voting system on Election Day. For this reason, the EAC surveys in 2006 and 2008 have measured the breadth of voting technology being used across the country, and the wealth of local-level data will be of substantial value to researchers.

The 2008 survey collected data on nearly half a million “voting machines.” The types of voting technology included the following:

- Direct Recording Electronic (DRE) machines with a voter-verified paper audit trail (VVPAT);
- DRE machines without a VVPAT;
- optical or digital scan systems, in which voters fill out a paper ballot which is then read by a scanner;
- hybrid systems combining a DRE with an optical scanner;
- punch card systems;
- lever machines;
- paper ballots; and
- other systems.

<sup>11</sup> The EAC has worked to encourage the recruitment of young poll workers through its College Poll Worker Grant Program, which since 2004 has awarded \$1.65 million in grants to colleges and nonprofit organizations to work with election offices to recruit, train, and support college student poll workers.

The most common single type of voting machine was a DRE without a paper trail; 23 States reported using 218,370 such machines. The most widely deployed technology across the States, however, is the optical or digital scanner; 43 States reported using 107,519 of these machines in at least some of their jurisdictions.

Sixteen States reported deploying DREs which produce a paper record that can be checked by the voter. Voters in Arkansas, Nevada, and West Virginia were among those most likely to vote on such machines. Most States use more than one type of voting machine, either because of local options or to accommodate voters with special needs.

Lever machines are in use only in New York, while only Idaho reported using punch cards. Thirteen States and 1 territory reported using paper ballots in at least some of their polling places. Seven States provided no information on their voting system.

## Conclusions

The analysis presented above represents only a first step in examining the data contained in the 2008 Election Administration and Voting Survey. Further examination of the State-by-State data, and the county- (or equivalent) level data available at the EAC Web site, will yield further important information on the state of American election administration. As shown by the response rates to the 2008 survey, data collection and reporting in the United States has improved. While users of the data must take into account State differences in definitions and data reporting, and consider the incomplete responses in many categories, the survey is a valuable resource for election administrators, advocates, researchers and the general public.

## APPENDIX A

## Response Rates

Summarized below are the response rates for selected questions in the 2008 Election Administration and Voting Survey, with comparisons to 2006 response rates where available. Coverage varies significantly across the questions. Not all questions were applicable to all States, and response rates could not be calculated in many instances.

Survey question	Jurisdictions	2008	2006
Domestic absentee ballots transmitted	4,297 of 4,517	95.1%	n/a
Domestic absentee ballots cast/counted	4,258	94.3%	78.2%
Domestic absentee ballots rejected	4,145	91.8%	78.2%
Number of poll workers	3,189	70.6%	74.4%
Number of precincts	4,423	97.9%	95.9%
Number of polling places	4,340	98.1%	85.4%
Provisional ballots submitted	3,753 of 4,063	92.4%	86.9%
Provisional ballots rejected	3,225 of 4,063	79.4%	n/a

**APPENDIX B**

Tables and Cross Reference of Survey Questions  
to the Tables



## **TABLES INCLUDED**

- Table 29. Ballots Cast by Means of Voting
- Table 30. Turnout Rates for Voter Participation Using Different Bases
- Table 31. Source Used to Determine Voter Participation
- Table 32. Domestic Absentee Ballots Transmitted: Disposition of Ballots
- Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting: Disposition
- Table 34a. Domestic Absentee Ballots: Reasons for Rejection, Part A
- Table 34b. Domestic Absentee Ballots: Reasons for Rejection, Part B
- Table 34c. Domestic Absentee Ballots: Reasons for Rejection, Part C
- Table 35. Provisional Ballots Submitted: Disposition of Ballots
- Table 36a. Provisional Ballots: Reasons for Rejection, Part A
- Table 36b. Provisional Ballots: Reasons for Rejection, Part B
- Table 37. Use of Electronic Poll Books/Lists at the Polling Place
- Table 38. Source of Poll Books Used at the Polling Place
- Table 39. First-Time Mail Registrants; Use of Printed Registration Lists at the Polling Place
- Table 40. Number and Ages of Poll Workers
- Table 41. Difficulty of Obtaining Sufficient Poll Workers
- Table 42. Number and Type of Precincts/Polling Places
- Table 43. Number and Type of Voting Equipment
- Table 44. Summary of Selected Factors per Polling Place

## CROSS REFERENCE OF SURVEY QUESTIONS TO TABLES

### SECTION C: DOMESTIC CIVILIAN ABSENTEE BALLOTS

Question C1 --- Number of domestic civilian absentee ballots transmitted to voters and the disposition of the ballots

- Table 32. Domestic Absentee Ballots Transmitted; Disposition of Ballots
- Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting; Disposition

Question C2 --- Existence of a permanent absentee voter registration list

- This question was categorical and not coded for tabular display

Question C3 --- Number of domestic civilian absentee ballots transmitted to voters due to the existence of a permanent list

- Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting; Disposition

Question C4 --- Number of domestic civilian absentee ballots submitted for counting and the disposition of the ballots

- Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting; Disposition
- Table 34. Domestic Absentee Ballots: Reasons for Rejection, Parts A, B, and C

Question C5 --- Number of domestic civilian absentee ballots rejected and the reason for rejection

- Table 34. Domestic Absentee Ballots: Reasons for Rejection, Parts A, B, and C

### SECTION D: ELECTION ADMINISTRATION

Question D1 --- Number of precincts

- Table 42. Number and Type of Precincts/Polling Places
- Table 44. Summary of Selected Factors per Polling Place

Question D2 --- Number of polling places, types of polling places

- Table 42. Number and Type of Precincts/Polling Places
- Table 44. Summary of Selected Factors per Polling Place

Question D3 --- Number of poll workers used

- Table 40. Number and Ages of Poll Workers
- Table 44. Summary of Selected Factors per Polling Place

Question D4 --- Age category for poll workers

- Table 40. Number and Ages of Poll Workers

Question D5 --- Difficulty of obtaining a sufficient number of poll workers

- Table 41. Difficulty of Obtaining Sufficient Poll Workers

## SECTION E: PROVISIONAL BALLOTS

Question E1 --- Number of voters who submitted provisional ballots

- **Table 35. Provisional Ballots Submitted: Disposition of Ballots**
- **Table 36. Provisional Ballots: Reasons for Rejection, Parts A, B, and C**
- **Table 44. Summary of Selected Factors per Polling Place**

Question E2 --- Number of voters who submitted provisional ballots and disposition of the ballots

- **Table 35. Provisional Ballots Submitted: Disposition of Ballots**
- **Table 36. Provisional Ballots: Reasons for Rejection, Parts A, B, and C**

Question E3 --- Number of provisional ballots rejected and the reason for rejection

- **Table 36. Provisional Ballots: Reasons for Rejection, Parts A, B, and C**

## SECTION F: ELECTION DAY ACTIVITIES

Question F1 --- Number of people who participated in the November 2008 general election

- **Table 29. Ballots Cast by Means of Voting**
- **Table 30. Turnout Rates for Voter Participation Using Different Bases**
- **Table 31. Source Used to Determine Voter Participation**
- **Table 37. Use of Electronic Poll Books/Lists at the Polling Place**
- **Table 38. Source of Poll Books Used at the Polling Place**
- **Table 39. First-Time Mail Registrants; Use of Printed Registration Lists at the Polling Place**
- **Table 41. Difficulty of Obtaining Sufficient Poll Workers**
- **Table 44. Summary of Selected Factors per Polling Place**

Question F2 --- Source of the number of persons participating

- **Table 31. Source Used to Determine Voter Participation**

Question F3 --- First-time mail registrants who were required to provide identification to vote

- **Table 39. First-Time Mail Registrants; Use of Printed Registration Lists at the Polling Place**

Question F4 --- Uses of electronic poll books or electronic lists of voters at the polling place

- **Table 37. Use of Electronic Poll Books/Lists at the Polling Place**

Question F5 --- Existence of printed lists of registered voters at the polls

- **Table 39. First-Time Mail Registrants; Use of Printed Registration Lists at the Polling Place**

Question F6 --- Source of poll books used at the polling place

- **Table 38. Source of Poll Books Used at the Polling Place**

Question F7 --- Information on the number and type of voting equipment used

- **Table 43. Number and Type of Voting Equipment**

## FOOTNOTES TO TABLES

### General Notes:

*State:* In the interest of consistency in these tables, the term State includes the District of Columbia and the four territories of American Samoa, Guam, Puerto Rico and the Virgin Islands.

*Jurisdictions in the Survey.* For the 2008 survey, information was requested for each local election administration jurisdiction. Generally this would be the county or county equivalent. The following exceptions may apply (exceptions are noted by an asterisk below the State name in Table 1a):

- a) in some states the information was initially compiled by town/city or township;
- b) in some states independent cities were treated as counties;
- c) in some states the only response was one record for the state, and,
- d) in some states the information collected from the towns/cities or townships but was summarized by county.

States in which the town/city or township is the initial unit of collection include the six states in New England and a handful of states in the Midwest. Independent cities were treated as county-level reporting units for the states of Maryland, Virginia, Missouri and Nevada. Selected Election Boards in Illinois and Missouri were also treated as county jurisdictions. State-level information was provided for Alaska which does not have counties. Coverage for the territories varied. See Table 6 for more detail.

*Missing Data:* Information for several items remains unavailable for several reasons. When information is missing this status may be reflected in various ways but generally by a blank data cell or a zero value. Note that a zero value may also indicate that the jurisdiction Does Not Know, or Does Not Collect, the information. The count of cases, included for most tables but not for all variables, generally reflects the presence of a response from the jurisdiction. For many questions, 0 is a valid response but there is also inconsistency in the entry for the Not Available option. Researchers should consult the jurisdiction-level dataset for more detail. If a calculation is impossible because of missing information, a separate symbol may be indicated, e.g., a series of periods (.....).

*Sum of Above:* The information listed in the tables below the state detail is, for most columns, simply the addition of the information listed in the table. The number of states providing information is indicated as the count of states with information greater than, or in some cases, less than, 0. The percentages indicated on this line are generally the result of a simple division based upon the appropriate numbers from this line. For the Not Categorized columns, the number and percentage in the Sum of Above line will generally reflect a calculation of the appropriate fields listed on this line.

**Specific Notes for Tables:** Notes specific to each table appear following each table or group of sub-tables.

2008 Election Administration and Voting Survey  
Table 29. Ballots Cast by Means of Voting

State	Election Juris. in Survey	Total of Voters Participating	Absentee			Early Voting			Provisional		
			Total	Chks	Pct.	Total	Chks	Pct.	Total	Chks	Pct.
Alabama	67	2,105,622	0	0	0.0	0	0	0.0	0	0	0.0
Alaska	1	328,957	1	1	63.6	58,184	1	17.7	20,441	1	6.2
Arizona	15	2,320,851	15	15	42.5	43,119	13	1.9	107,764	15	4.6
Arkansas	75	1,341,795	66	65	41.0	397,244	64	29.6	1,662	58	0.1
California	58	13,798,557	58	50	50.0	6,894,572	57	50.0	143,296	58	5.0
Colorado	64	2,426,253	64	490,335	20.2	364,969	64	15.0	47,214	41	1.9
Connecticut	169	1,644,845	169	1,473,284	89.6	0	0	0.0	0	0	0.0
Delaware	3	415,696	3	393,565	94.7	0	0	0.0	62	3	0.0
District of Columbia	1	226,871	1	226,372	100.7	0	0	0.0	10,544	1	4.6
Florida	67	8,514,809	67	3,839,184	45.1	2,661,672	67	31.3	35,635	67	0.4
Georgia	159	3,975,986	159	1,821,865	45.8	1,781,575	159	44.9	52,124	159	1.3
Hawaii	4	456,009	4	280,537	61.5	69,665	4	15.3	145	3	0.0
Idaho	44	667,506	44	470,284	70.5	0	0	0.0	0	0	0.0
Illinois	1	5,577,509	1	4,252,680	76.2	968,530	1	17.4	41,339	1	0.7
Indiana	2	2,805,986	92	2,143,813	76.4	0	0	0.0	3,690	67	0.1
Iowa	99	1,346,483	99	953,787	70.9	0	0	0.0	3,921	99	0.3
Kansas	105	1,263,202	105	796,112	63.0	0	0	0.0	0	0	0.0
Kentucky	120	1,861,577	120	1,747,056	93.9	0	0	0.0	177	120	0.0
Louisiana	64	1,980,814	64	1,691,981	85.4	251,221	64	12.7	2,943	64	0.1
Maine	499	744,456	499	513,421	68.9	0	0	0.0	2,251	499	0.0
Maryland	24	2,661,905	24	2,400,670	90.2	0	0	0.0	51,163	24	1.9
Massachusetts	351	3,102,995	351	0	0.0	0	0	0.0	0	0	0.0
Michigan	83	5,039,080	83	3,756,486	74.5	0	0	0.0	3,787	83	0.1
Minnesota	87	2,920,214	87	2,627,668	90.0	0	0	0.0	0	0	0.0
Mississippi	82	657,028	45	475,516	72.4	3,715	11	0.6	7,825	32	1.2
Missouri	116	2,992,023	116	2,493,249	83.3	0	0	0.0	2,854	97	0.1
Montana	56	497,599	56	280,396	56.3	0	0	0.0	3,762	56	0.8
Nebraska	93	811,780	93	634,977	78.2	0	0	0.0	0	0	0.0
Nevada	17	970,019	17	319,639	33.0	564,775	17	57.9	2,785	17	0.3
New Hampshire	323	719,403	1	647,139	90.0	0	0	0.0	0	0	0.0
New Jersey	21	3,910,220	21	3,573,933	91.4	0	0	0.0	71,536	21	1.8
New Mexico	33	620,289	19	217,178	35.0	248,804	19	40.1	3,568	17	0.6
New York	1	7,722,019	1	7,181,457	93.0	0	0	0.0	167,514	1	2.2
North Carolina	100	4,338,197	100	1,682,107	38.8	2,421,396	100	55.8	26,507	100	0.6
North Dakota	53	318,425	53	198,704	62.4	42,770	53	13.4	0	53	0.0
Ohio	88	5,671,438	86	3,771,194	66.5	386,390	60	6.8	172,616	85	3.0
Oklahoma	77	1,474,694	77	1,277,611	86.6	114,368	77	7.8	2,817	77	0.2
Oregon	36	1,845,251	36	0	0.0	0	0	0.0	3,150	36	0.2
Pennsylvania	67	6,071,357	67	5,593,052	92.1	0	0	0.0	10,964	67	0.2
Rhode Island	38	475,428	1	471,376	99.1	0	0	0.0	974	39	0.2
South Carolina	46	1,930,358	1	0	0.0	0	0	0.0	0	0	0.0
South Dakota	86	387,355	66	270,298	69.8	25,064	24	6.5	88	66	0.0
Tennessee	95	2,618,238	95	1,038,278	39.7	1,516,031	95	57.9	0	0	0.0
Texas	254	8,059,731	244	2,682,706	33.3	4,885,292	241	60.6	96,933	240	3.7
Utah	28	960,299	29	563,656	58.7	275,221	29	28.7	35,535	29	3.7
Vermont	246	333,839	246	239,054	71.6	0	0	0.0	24	243	0.0
Virginia	134	3,750,065	134	3,241,611	86.4	0	0	0.0	4,575	134	0.1
Washington	39	3,071,587	39	306,797	10.0	0	0	0.0	40,786	39	1.3
West Virginia	55	756,622	55	499,153	65.9	155,033	55	21.0	4,573	54	0.6
Wisconsin	72	2,996,869	72	2,330,569	77.8	0	0	0.0	94	72	0.0
Wyoming	23	256,035	23	190,533	74.4	0	0	0.0	20	8	0.0
American Samoa	1	12,408	1	10,866	87.7	1,244	1	10.0	0	1	0.0
Guam	1	35,092	1	31,948	91.0	1,293	1	3.7	114	1	0.3
Puerto Rico	1	1,942,931	1	1,918,696	98.8	0	0	0.0	10,292	1	0.5
Virgin Islands	1	29,930	1	29,634	99.0	0	0	0.0	165	1	0.6
Sum of Above States Included	4,517	133,944,538	3,974	80,693,815	60.2	17,379,871	1,425	13.0	1,746,338	2,807	1.5
Question		F1a	F1b	F1c	F1d	F1e	F1f	F1g	F1h	F1i	

2008 Election Administration and Voting Survey  
Table 29. Ballots Cast by Means of Voting

State	Election Juris. In Survey	Absentee Voting			DOCAMA			Other Means of Voting			In-Calendar Balance		
		Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.
Alabama	67	87,284	0	4.1	0	0	0.0	0	0	0.0	2,018,338	95.9	
Alaska	1	29,118	1	8.9	12,103	1	3.7	0	0	0.0	0	0.0	
Arizona	15	1,173,499	15	50.6	9,168	15	0.4	722	15	0.0	0	0.0	
Arkansas	56	26,758	56	2.0	3,992	59	0.3	576	5	0.0	360,777	26.9	
California	58	5,752,669	56	41.7	60,771	53	0.4	247,455	15	1.8	6,439	0.0	
Colorado	84	1,510,842	64	62.3	12,375	60	0.5	318	5	0.0	0	0.0	
Connecticut	169	1,125,455	169	7.6	5,241	169	0.3	41,631	169	2.5	(87.6)	(0.1)	
Delaware	3	20,474	3	4.9	1,595	3	0.4	0	0	0.0	0	0.0	
District of Columbia	1	14,201	1	6.3	1,390	1	0.6	12,364	1	5.4	(40,000)	(17.6)	
Florida	87	1,850,502	67	21.7	97,278	67	1.1	30,538	67	0.4	0	0.0	
Georgia	159	286,601	159	7.2	16,094	159	0.4	15,727	159	0.4	0	0.0	
Hawaii	4	138,876	3	30.5	61	1	0.0	7,596	1	1.7	(40,871)	(9.0)	
Idaho	44	194,557	44	29.1	2,665	44	0.4	0	0	0.0	0	0.0	
Illinois	1	0	0	0.0	0	0	0.0	0	0	0.0	314,960	5.6	
Indiana	92	662,443	92	23.5	8,145	0	0.3	0	0	0.0	(12,105)	(0.4)	
Iowa	68	584,397	99	37.8	4,368	99	0.3	0	0	0.0	0	0.0	
Kansas	105	0	0	0.0	6,187	102	0.5	460,339	105	36.4	594	0.0	
Kentucky	120	109,078	120	5.9	5,226	120	0.3	0	0	0.0	0	0.0	
Louisiana	64	28,855	64	1.5	5,814	64	0.3	0	0	0.0	0	0.0	
Maine	498	230,744	499	31.0	0	0	0.0	0	0	0.0	0	0.0	
Maryland	24	195,653	24	7.4	14,419	24	0.5	0	0	0.0	0	0.0	
Massachusetts	351	0	0	0.0	0	0	0.0	0	0	0.0	3,102,995	100.0	
Michigan	83	1,263,321	83	25.1	15,476	83	0.3	0	0	0.0	0	0.0	
Minnesota	87	281,291	87	9.6	11,255	87	0.4	0	0	0.0	0	0.0	
Mississippi	82	32,711	30	5.0	4,393	32	0.7	3,334	5	0.5	128,564	19.7	
Missouri	116	221,169	113	7.4	83,935	115	2.8	30,829	8	1.0	159,987	5.3	
Montana	56	210,050	56	42.2	3,391	55	0.7	0	0	0.0	0	0.0	
Nebraska	93	174,219	93	21.5	2,584	93	0.3	143	93	0.0	(143)	(0.0)	
Nevada	17	81,770	17	8.4	3,488	17	0.4	562	17	0.1	7	0.0	
New Hampshire	323	68,795	1	9.6	3,462	1	0.5	0	0	0.0	0	0.0	
New Jersey	21	150,071	21	3.8	12,811	21	0.3	0	0	0.0	101,869	2.6	
New Mexico	33	109,543	15	17.7	1,095	15	0.2	9,269	4	1.5	30,832	5.0	
New York	1	318,828	1	4.1	54,220	1	0.7	0	0	0.0	0	0.0	
North Carolina	100	195,647	100	4.5	12,540	100	0.3	0	0	0.0	0	0.0	
North Dakota	53	25,915	53	23.8	1,036	53	0.3	0	0	0.0	0	0.0	
Ohio	98	1,288,451	84	22.7	36,913	85	0.7	15,803	22	0.3	71	0.0	
Oklahoma	77	73,850	77	5.0	6,048	77	0.4	0	0	0.0	0	0.0	
Oregon	36	25,505	36	1.4	31,818	67	0.5	1,816,596	36	98.4	4,634	0.1	
Pennsylvania	67	278,454	67	4.6	0	0	0.0	152,435	67	2.5	3,078	0.6	
Rhode Island	39	0	0	0.0	0	0	0.0	0	0	0.0	1,930,359	100.0	
South Carolina	46	51,081	54	13.2	2,937	58	0.8	0	5	0.0	37,887	9.8	
South Dakota	66	63,929	95	2.4	0	0	0.0	0	0	0.0	0	0.0	
Tennessee	95	200,767	237	2.5	234,877	245	2.9	0	0	0.0	(40,844)	(0.5)	
Texas	254	85,887	29	8.9	0	0	0.0	0	0	0.0	0	0.0	
Utah	246	91,811	246	27.5	2,950	246	0.9	0	0	0.0	0	0.0	
Vermont	134	474,621	134	12.7	29,258	134	0.8	0	0	0.0	0	0.0	
Virginia	39	2,678,075	39	87.2	45,929	39	1.5	0	0	0.0	0	0.0	
West Virginia	55	14,573	43	2.0	3,455	38	0.5	0	0	0.0	59,835	8.1	
Wisconsin	72	633,600	72	21.1	6,977	72	0.2	0	0	0.0	25,629	0.9	
Wyoming	23	64,112	23	25.0	1,310	23	0.5	0	0	0.0	0	0.0	
American Samoa	1	0	1	0.0	0	1	2.2	0	0	0.0	0	0.0	
Guam	1	1,511	1	4.3	226	1	0.5	0	0	0.0	0	0.0	
Puerto Rico	1	12,819	1	0.7	1,224	1	0.1	0	0	0.0	(100)	(0.0)	
Virgin Islands	1	14	1	0.0	117	1	0.4	0	0	0.0	0	0.0	
<b>Sum of Above</b>	<b>4,517</b>	<b>23,244,356</b>	<b>3,446</b>	<b>16.6</b>	<b>880,995</b>	<b>2,802</b>	<b>0.7</b>	<b>2,946,237</b>	<b>852</b>	<b>2.1</b>	<b>8,152,586</b>	<b>6.1</b>	
<b>Question</b>		<b>F1d</b>	<b>F1e</b>	<b>F1f</b>	<b>F1g</b>	<b>F1h</b>	<b>F1i</b>	<b>F1j</b>	<b>F1k</b>	<b>F1l</b>	<b>F1m</b>	<b>F1n</b>	

## Table 29. Ballots Cast by Means of Voting

### Question F1. Number of people who participated in the November 2008 general election.

*General note: The Balance/Not Categorized column on the table compares the sum of all the categorical responses with the total indicated. If the balance is a positive number the difference is treated as uncategorized responses. If the balance is a negative number (indicated by the parentheses) the difference indicates the sum of the responses is greater than the total indicated; this could occur by an error in data entry or by the inability to correctly categorize some responses, resulting in some over-counting.*

Alabama --- [Information for the total number of voters participating in the State was provided by a follow-up request.]

Arizona --- One county included both provisional ballots and conditional provisional ballots that were counted in their answer. In question F1, a percentage of these votes were considered "Voted at physical polling place" so E2 will not match F1. Another county reported the combined F1d and F1f for F1d.

Arkansas --- One county did not include 6 provisional ballots in the total. Two counties could not separate a total 621 absentee ballots between UOCAVA and domestic civilian.

California --- One county reported that 1332 provisional ballots were counted as absentee ballots. One county commented, "F1d includes all vote-by-mail ballots not included in the other categories."

Colorado --- 23 Counties commented, "Fewer than 25 provisional ballots were counted. Colorado law states that when fewer than 25 provisional ballots are counted, the results of voting by provisional ballot shall be included in mail-in ballot statistics."

Connecticut --- Provisional Ballot voters not included in turn-out numbers. Connecticut allows individuals who still reside in Connecticut but who are not registered to vote by Presidential Ballot on Election Day. As such, the vote totals appear in the candidate totals but they are not correspondingly included as registered voters "checked off" as having voted on Election Day because they do not appear on any Official Voter List. Thus, the 41, 631 "other means of voting" would include individuals who cast a Presidential Ballot.

Florida --- "Includes all persons submitting a provisional ballot. Not all person voting rejected provisional ballot received vote history"

Illinois --- [Information for the total number of voters participating in the State was provided by a follow-up request.]

Indiana --- a) Indiana does not have 'early voting.' Indiana allows voters to cast absentee ballots prior to Election Day, but all absentee ballots are counted on Election Day. That is why F1f = 0 for all counties. b) Absentee ballots were counted as Cast in this survey if the county user placed the ballot in Received status within the Indiana SVRS prior to marking the ballot as "Accepted (Counted)" or "Rejected (Not Counted)." If the county marked the status of the ballot as "Accepted" or "Rejected" before marking it as "Received" those ballot statistics were not added to the total number of Cast ballots, so that Cast ballot counts were not inflated."

Maryland --- Election Day polling place voters would include any UOCAVA voters who voted in person at their polling place.

Michigan --- Number of provisional ballots (3,797) reflects those provisional ballots that were counted in the polls on Election Day (1,319) and those provisional ballots that were preserved as "envelope" ballots for later evaluation (2,478).

Minnesota --- 933 absentee ballots were added and counted at the state level pursuant to court order, making the statewide total 2,921,147 (933+ 2920214= 2921147). The 933 ballots have not been attributed to any precinct or county in ERS; the survey spreadsheet does not accommodate the addition of this statewide AB total.



## Table 29. Ballots Cast by Means of Voting (continued)

Missouri --- One county counted rejected provisionals when the state does not. One county excluded rejected absentee, UOCAVA and provisional ballots. Another county did not include rejected domestic civilian absentees.

Nebraska --- The New and Former resident numbers are not technically polling place voters. They have been separated from the participant totals. Provisional voters are included in the polling place numbers.

New Hampshire --- [Information for the total number of voters participating in the State was provided by a follow-up request.]

North Carolina --- "The totals in F1b were calculated by subtracting known absentee totals from the overall ballots cast and reported on election night. Some absentee ballots were removed (for valid reasons) between Election Day and canvass day, so there may be additional ballots that need to be removed from this total. Also, based on our interpretation of question F1a, we have determined that the survey is really asking about voter history, not just ballots cast. Any voter who showed up and was given a ballot but declined to cast it would not be a part of these totals."

Ohio --- For five counties, early voting numbers and absentee numbers were combined into absentee. One county commented, "The difference between F1a and the subtotals is because we operate from two systems - a voter registration system and a vote tabulation system. The numbers do not match because of the combinations of totals from two systems. Both systems needed to be used to identify the numbers requested for this section. We have modified the sources arrived to obtain these totals. in the next section." For one county, 4 provisional ballots counted at the polls with Election Day ballots. One county reported the number civilian absentee ballots that were counted, not that were cast. One county counted 41 absentee transmissions that were not sent back, thus not showing in the breakout.

Oregon --- "Absentee figures (F1d) include both Absentee voters as well as UOCAVA voters. Oregon does not have early voting."

Rhode Island --- [Information for the total number of voters participating in the State was provided by a follow-up request.]

South Carolina --- "Voter Participation statistics are not yet available, but should be available in the next 2-3 weeks. Poll lists are still being processed." [Information for the total number of voters participating in the State was provided by a follow-up request.]

South Dakota --- In South Dakota the terms absentee voting and early voting are interchangeable. From the State's submission for the Statutory Overview Section A General states: Absentee - SDCL 12-19-1. Absentee ballot--Persons entitled to vote. A registered voter who is not otherwise disqualified by law from voting in the election may vote by absentee ballot. Early voting - our state law does not reference "early voting". Absentee voting begins six weeks prior to the election and any qualified voter can vote absentee by mail or in-person without providing a reason.

American Samoa --- Domestic civilian absentee ballots (F1d) is categorized with early voting (F1f).

Puerto Rico --- "In PR we have a special concept of early voting but the ballots and all the statistics are mixed with the regular domestic absentee ballots to protect the secrecy of the vote."



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 Table 30. Turnout Rates for Voter Participation Using Different Bases

State	Election Juris. in Summary	Voters Participating		Estimated Voting Base		Estimated Citizen Voting Age		Reported Registration		Arranged by Voting Age		Arranged by Ctc. Voting Age		Arranged by Registration	
		Total	Count	Total	%50	Total	%60	Total	%70	Rank	Value	Rank	Value	Rank	Value
Alabama	67	2,105,622	1	3,540,000	59.5	28	33	2,978,339	70.7	24	76.9	33	76.9	24	WY
Alaska	1	328,957	1	506,000	65.0	11	11	495,731	66.4	37	71.4	11	72.8	37	OR
Arizona	15	2,320,851	15	4,793,000	48.4	44	42	2,987,451	77.7	7	70.4	44	72.6	7	WA
Arkansas	75	1,341,795	66	2,153,000	62.3	...	...	1,684,240	79.7	...	69.5	...	71.5	...	WV
California	58	13,798,557	58	27,392,000	50.4	47	31	17,394,200	79.3	...	67.9	...	70.7	...	CA
Colorado	64	2,426,253	54	3,732,000	65.0	10	7	3,214,382	75.5	11	67.5	...	69.5	...	CT
Connecticut	169	1,644,845	169	2,689,000	61.2	23	23	2,480,000	66.3	6	66.6	...	66.6	...	AZ
Delaware	3	415,696	3	687,000	62.3	18	18	632,000	65.8	30	68.7	...	68.7	...	MD
District of Columbia	1	226,871	1	480,000	47.3	29	13	436,671	53.2	32	68.1	...	68.1	...	ID
Florida	67	8,514,809	67	14,324,000	59.4	29	13	12,362,978	67.3	22	65.0	...	68.8	...	SC
Georgia	159	3,975,986	159	7,137,000	55.7	35	35	5,755,750	69.1	29	67.8	...	67.8	...	CO
Hawaii	4	456,009	4	1,003,000	45.5	45	45	614,000	60.1	33	63.9	...	67.0	...	NH
Idaho	44	667,506	44	1,111,000	60.1	26	27	919,000	62.8	23	67.3	...	67.3	...	VA
Illinois	1	5,577,509	1	9,722,000	57.4	33	30	8,618,669	77.4	9	63.9	...	63.9	...	FL
Indiana	92	2,805,886	92	4,782,000	58.5	31	34	4,515,057	62.1	42	63.2	...	63.2	...	MI
Iowa	99	1,546,483	99	2,290,000	67.5	6	6	2,143,665	72.1	22	62.7	...	62.7	...	WI
Kansas	105	1,263,202	105	2,102,000	60.1	25	28	1,749,756	72.2	41	62.7	...	66.8	...	VT
Kentucky	120	1,861,577	120	3,261,000	57.1	32	39	2,906,809	64.0	21	66.8	...	66.8	...	WV
Louisiana	64	1,980,814	64	3,303,000	60.0	27	32	2,942,160	67.3	35	62.2	...	62.2	...	CT
Maine	499	744,456	499	1,042,000	71.4	2	3	1,065,084	69.9	26	62.0	...	62.0	...	NC
Maryland	24	2,661,905	24	4,293,000	62.0	20	14	3,432,645	77.5	8	61.3	...	61.3	...	DE
Massachusetts	351	3,102,995	351	5,071,000	61.2	22	16	4,220,488	73.5	16	61.2	...	61.2	...	ND
Michigan	83	5,039,080	83	7,613,000	66.2	9	16	7,470,764	67.5	18	61.2	...	64.8	...	MO
Minnesota	67	2,820,214	87	3,986,000	73.5	1	1	3,472,312	84.1	4	60.8	...	60.8	...	PA
Mississippi	82	657,058	45	2,172,000	30.3	7	1	1,895,583	34.7	...	60.1	...	60.1	...	WY
Missouri	116	2,992,023	116	4,490,000	66.6	7	7	4,154,113	72.0	23	60.1	...	60.1	...	NE
Montana	56	497,599	56	747,000	66.6	8	15	668,085	74.5	14	60.0	...	60.0	...	NE
Nebraska	93	811,780	93	1,336,000	60.8	24	26	1,157,034	70.2	34	59.5	...	59.5	...	NC
Nevada	17	970,019	17	1,932,000	50.2	43	38	1,446,538	67.1	36	59.4	...	59.4	...	FL
New Hampshire	323	719,403	1	1,022,000	70.4	3	2	958,528	75.1	12	58.9	...	58.9	...	ID
New Jersey	21	3,910,220	21	6,635,000	58.9	30	17	5,386,427	72.6	19	58.6	...	58.6	...	CA
New Mexico	33	620,289	19	1,482,000	41.9	40	33	1,185,439	52.3	...	61.2	...	61.2	...	LA
New York	1	7,722,019	1	15,082,000	51.2	40	36	12,031,312	64.2	...	57.4	...	60.8	...	AL
North Carolina	100	4,338,197	100	6,979,000	62.2	19	20	6,226,204	69.7	27	57.1	...	60.4	...	MI
North Dakota	53	318,425	53	498,000	63.9	12	22	498,000	63.9	...	56.5	...	60.1	...	LA
Ohio	88	5,671,438	86	8,756,000	64.8	...	...	8,287,665	68.4	...	55.7	...	55.7	...	NY
Oklahoma	77	1,474,694	77	2,736,000	53.9	38	...	2,184,086	67.5	33	55.3	...	55.3	...	SC
Oregon	36	1,845,251	36	2,922,000	63.2	15	10	2,153,914	85.7	2	53.9	...	53.9	...	HI
Pennsylvania	67	6,071,357	67	9,686,000	62.7	17	24	8,755,588	69.3	28	51.6	...	51.6	...	NY
Rhode Island	39	475,428	1	822,000	57.8	32	29	701,307	67.8	31	57.0	...	57.0	...	CA
South Carolina	46	1,930,359	1	3,414,000	56.5	35	37	2,553,923	75.6	10	50.9	...	50.9	...	OK
South Dakota	66	387,355	66	606,000	63.9	13	23	530,462	73.0	18	50.4	...	50.4	...	AZ
Tennessee	254	8,059,731	244	17,601,000	45.8	41	40	3,994,566	65.5	39	48.4	...	48.4	...	WV
Texas	29	960,299	29	1,887,000	50.9	41	43	13,575,082	59.4	...	45.5	...	45.5	...	HI
Utah	245	333,839	246	492,000	67.9	5	4	454,186	73.5	17	44	...	44	...	DC
Virginia	134	3,750,065	134	5,946,000	63.1	16	12	5,034,664	74.5	13	...	...	...	...	MS
Washington	39	3,071,587	39	5,008,000	61.3	21	18	3,630,118	84.6	3	...	...	...	...	ND
West Virginia	55	736,622	55	1,428,000	51.6	39	44	1,212,117	60.8	44	...	...	...	...	NM
Wisconsin	72	2,996,869	72	4,314,000	69.5	4	4	4,023,961	74.5	15	...	...	...	...	OH
Wyoming	23	256,035	23	404,000	63.4	14	25	244,818	104.6	1	...	...	...	...	TX
American Samoa	1	12,408	1	0	...	...	...	16,780	73.9	...	...	...	...	...	...
Guam	1	35,092	1	0	...	...	...	50,806	69.1	...	...	...	...	...	...
Puerto Rico	1	1,942,931	1	2,972,000	65.4	...	...	2,458,141	79.0	...	...	...	...	...	...
Virgin Islands	1	29,930	1	0	...	...	...	50,948	58.7	...	...	...	...	...	...
Sum of Above States Included	4,517	133,944,538	3,974	233,087,000	n/a	52	52	213,382,000	n/a	n/a	55	55	190,461,401	n/a	TAPR
Adjusted Sum		55	52	52	52	52	52	55	55	55	55	55	55	55	TAPC
Question		F1	Pop.Est.	52	57.4	52	62.7	55	70.3		TAPV		TAPC		TAPR

Adjusted Sum: The national rate is determined only by States that have values for both factors.

Ranks: Some States are excluded; See Notes below.

### **Table 30. Turnout Rates for Voter Participation Using Different Bases**

#### **Question F1. Calculations for rates of voter participation (turnout) based upon voting age population, citizens of voting age, and registration.**

*General note: This table represents a comparison of the rates of participation based upon the number of voters participating (F1a) by calculating the rate based upon selected bases. Ranks are assigned for jurisdictions for which complete information is provided. Thus, no rank would be assigned if either element of the information needed to undertake the calculation is missing or if this information is missing from some cases in the jurisdiction. In addition, because information for all factors is not available for the four territories, they are not ranked for any factor.*

*Reported registration is, with a few exceptions, information also taken from the 2008 Election Administration and Voting Survey (see Tables 1a, 1b, 1c, and 1d of the NVRA Report Appendix); inclusion of active vs. inactive voters will vary by state. The Estimated Voting Age (VAP) and the Citizens of Voting Age (CVAP) are also taken from the same source, being generated by information released by the Bureau of the Census. The VAP numbers are as of the estimate date of July 1, 2008. The CVAP numbers are estimated from the ACS information for the 2007 3-year ACS applied to the July 1, 2008 VAP numbers. All the information used here and released by the Bureau of the Census share some data issues: a) they are estimates initially founded upon the 2000 Census and an ongoing review of administrative records or, in the case of the ACS, an ongoing survey; b) the estimates are for the domestic/resident population, thus, UOCAVA voters are not included in the relevant universe of the voting population; and c) these population bases do not address the statutory eligibility of any person to register or to vote.*

*A handful of States did not respond with voter turnout information or did not respond with turnout information for all jurisdictions. These cases are excluded from the rankings with the exception of a few that provided one updated number for the State. The reader should be cognizant of the impact this missing information has on the overall national values.*

*North Dakota --- North Dakota does not have voter registration. [Editor's notes: a) North Dakota is included in the ranks for the sake of comparability with other States; b) some small discrepancy may be noted in tables with respect to the estimated numbers of voting age persons and citizens of voting age as they are used to approximate the universe of the eligible population.]*



2008 Election Administration and Voting Survey  
Table 31. Source Used to Determine Voter Participation

State	Election Juris. in Survey	Total of Voters Participating	Voters Checked Off or Full Book Signatures			Ballots Counted			Voter History			Votes for Highest Office			Other or None Indicated (See Comments)		
			Total	Checked	Pct.	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.
Alabama	67	2,105,622	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0
Alaska	1	328,957	0	0	0.0	328,957	1	100.0	0	0	0.0	0	0	0.0	0	0	0.0
Arizona	15	2,320,851	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	2,320,851	15	100.0
Arkansas	75	1,341,795	19	13.5	419,373	35	31.3	34,199	4	2.5	64,594	3	4.3	642,727	3	47.9	
Arkansas	58	13,798,557	7	30.8	2,966,372	20	21.5	4,584,593	36	33.9	430,485	1	3.3	1,452,790	4	10.5	
California	64	2,426,353	0	0.0	278,343	2	11.5	2,147,910	62	88.5	0	0	0.0	0	0	0.0	
Connecticut	169	1,644,845	169	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Delaware	3	415,696	0	0.0	415,696	3	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
District of Columbia	1	226,871	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	226,871	1	100.0	
Florida	67	8,514,809	18	30.0	3,933,958	29	46.2	1,329,194	15	15.6	0	0	0.0	3,975,866	159	100.0	
Georgia	159	3,975,965	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	3,975,965	159	100.0	
Hawaii	4	456,009	1	11.4	67,258	1	14.7	0	0	0.0	0	0	0.0	336,712	1	73.8	
Idaho	44	667,506	0	0.0	667,506	44	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
Illinois	1	5,577,509	1	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Indiana	82	2,805,986	92	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Iowa	89	1,546,483	0	0.0	547,299	24	43.3	1,546,483	98	100.0	0	0	0.0	0	0	0.0	
Kansas	105	1,263,202	64	50.7	640,054	0	0.0	51,703	9	4.1	10,393	2	0.8	13,753	6	1.1	
Kentucky	120	1,861,577	0	0.0	0	0	0.0	1,861,577	120	100.0	0	0	0.0	0	0	0.0	
Louisiana	64	1,980,814	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	1,980,814	64	100.0	
Maine	499	744,456	0	0.0	744,456	499	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
Maryland	24	2,661,905	0	0.0	0	0	0.0	2,661,905	24	100.0	0	0	0.0	3,102,995	351	100.0	
Massachusetts	351	3,102,995	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	3,102,995	351	100.0	
Michigan	83	5,039,080	83	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Minnesota	87	2,920,214	87	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Mississippi	82	657,058	14	22.5	212,392	15	32.3	64,523	1	9.8	37,841	3	5.8	194,438	10	29.6	
Missouri	116	2,992,023	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	2,992,023	116	100.0	
Montana	56	497,599	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	497,599	56	100.0	
Nebraska	93	811,780	0	0.0	811,780	93	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
Nevada	17	970,019	2	1.5	740,261	9	76.3	186,801	3	19.3	0	0	0.0	28,482	3	2.9	
New Hampshire	323	719,403	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	719,403	0	0.0	
New Jersey	21	3,910,220	0	0.0	0	0	0.0	3,910,220	21	100.0	0	0	0.0	0	0	0.0	
New Mexico	33	620,289	19	173,120	6	27.9	353,292	6	57.0	11,705	2	1.9	16,886	3	10.5		
New York	1	7,722,019	0	0.0	0	0	0.0	0	0	0.0	0	0	100.0	0	0	0.0	
North Carolina	100	4,338,197	0	0.0	0	0	0.0	4,338,197	100	100.0	0	0	0.0	0	0	0.0	
North Dakota	53	318,425	0	0.0	0	0	0.0	318,425	53	100.0	0	0	0.0	0	0	0.0	
Ohio	88	5,671,438	13	6.4	3,535,088	43	62.3	365,928	10	6.4	460,003	5	8.1	949,307	12	16.7	
Oklahoma	77	1,474,694	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	1,474,694	77	100.0	
Oregon	36	1,845,251	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	1,845,251	36	100.0	
Pennsylvania	67	6,071,357	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Rhode Island	39	475,428	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
South Carolina	46	1,930,359	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
South Dakota	86	387,355	0	0.0	387,355	66	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
Tennessee	95	2,618,238	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	2,618,238	95	100.0	
Texas	254	8,059,731	91	11.9	6,720,265	126	83.4	169,280	11	2.1	142,937	8	1.8	70,499	5	0.9	
Utah	29	960,299	0	0.0	0	0	0.0	960,299	29	100.0	0	0	0.0	0	0	0.0	
Vermont	246	333,839	246	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Virginia	134	3,750,065	134	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Washington	39	3,071,587	0	0.0	3,005,161	35	97.8	41,364	3	1.3	0	0	0.0	25,062	1	0.8	
West Virginia	55	736,622	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	736,622	55	100.0	
Wisconsin	72	2,996,869	72	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Wyoming	23	286,035	0	0.0	256,035	23	100.0	0	0	0.0	0	0	0.0	0	0	0.0	
American Samoa	1	12,408	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	12,408	1	100.0	
Guam	1	35,092	1	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Puerto Rico	1	1,942,931	1	100.0	0	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	
Virgin Islands	1	29,930	0	0.0	0	0	0.0	0	0	0.0	0	0	0.0	29,930	1	100.0	
Sum of Above States Included	4,517	133,944,538	3,974	27.2	26,590,847	1,074	15.7	30,754,763	666	23.0	10,579,892	9	7.7	25,556,094	1,002	19.1	
States Excluded		F1a	20	F2.1	19	F2.2	19	F2.3	19	F2.4	9	F2.5	24	1,002	19.1		

**Table 31. Source Used to Determine Voter Participation**

**Questions F1, F2. Number of persons participating and the source of the number of voters.**

*General Note: The responses to F2, which were text, were coded in order to tabulate the number of voters that participated in the election for each source.*

California --- One county commented that they used multiple sources.

Missouri --- "The Secretary of State's office recommended that the local election authorities respond to question F1a by totaling up all ballots cast at the polling place, all domestic civilian absentee ballots cast, all provisional ballots cast, and all UOCAVA ballots cast."

Nevada --- One county reported using multiple sources.





## Table 32. Domestic Absentee Ballots Transmitted: Disposition of Ballots

### Questions C1. Number of domestic civilian absentee ballots transmitted to voters and the disposition of the ballots.

*General note: The Balance/Not Categorized column on the table compares the sum of all the categorical responses with the total indicated. If the balance is a positive number the difference is treated as uncategorized responses. If the balance is a negative number (indicated by the parentheses) the difference indicates the sum of the responses is greater than the total indicated; this could occur by an error in data entry or by the inability to correctly categorize some responses, resulting in some over-counting.*

Arizona --- For one county, the spoiled or replaced ballots total for C1d is an amount that is for reference only since these spoiled/replacement ballots issued may or may not have been returned. If they were returned then they would be part of the C1b total. As such, this C1d total is not reflected as part of the grand total shown.

Arkansas --- In on county, 13 were too late to count, so total is -13.

California --- For one county, 249 Spoiled or Replaced ballots are combined in C1b total. For one county, Spoiled and replaced are not tracked by issue type. No way to determine UOCAVA from Domestic replaced or spoils. For one county, C1f - Only ballots with a return date and a return status of void are included in this number. For two counties, C1g - Replacement Ballots are also included in the other numbers within the same section. For instance Replacement Ballot could also be included in the returned for counting number. For one county, C1d, the difference of 128 is that 128 were 2nd issues requested by voter. For one county, Does not include second ballots.

Connecticut --- Connecticut reported that regular absentees & Military absentee ballots were both reported in C1b.

Indiana --- Absentee ballots were counted as Cast in this survey if the county user placed the ballot in Received status within the Indiana SVRS prior to marking the ballot as "Accepted (Counted)" or "Rejected (Not Counted)." If the county marked the status of the ballot as "Accepted" or "Rejected" before marking it as "Received" those ballot statistics were not added to the total number of Cast ballots, so that Cast ballot counts were not inflated."

Florida --- For one county, C1d Returned spoiled or replaced ballots are included in response to C1b, For one county, C1d is included with C1b total.

Minnesota --- 39 counties: Undeliverable and spoiled ballot counts reported as "0" may reflect data not reported.; 25 counties: # issued reflect only ballots the county entered into SVRS application; the count may be under-represented if ballots were issued outside of SVRS Undeliverable and spoiled ballot counts reported as "0" may reflect data not reported. 22 counties: # issued not reported. Undeliverable and spoiled ballot counts reported as "0" may reflect data not reported.

Missouri --- St. Clair County reports "C1d - 7 ballots did not reach the voter so replacement ones were sent. These are not included in the total. Daviess Co reports "C1d - 2 spoiled are included in C1b." Christian Co reports "14 ballot envelope not signed; 47 ballot envelope not notarized; 2 voter deceased." Pulaski Co reports "In our initial report we did not include the 25 spoiled ballots."

Montana --- Any marked "spoiled" are actually "Sent\Void".

Nevada --- For one county, C1c: undeliverable and spoiled or replaced ballots counted together.

North Carolina --- IMPORTANT NOTICE: "Early voting" in North Carolina is actually in-person absentee voting. Over 2.4 million people voted during one-stop voting in the 2008 general election. The amount of absentee ballots noted in C1b comprises the total number of mail-in absentee ballots that were returned by voters. [UPDATE: The State updated the value for C1a to reflect the count of only ballots actually transmitted.]

**Table 32. Domestic Absentee Ballots Transmitted: Disposition of Ballots (continued)**

Ohio --- 3 counties did not track categories, For one county, consists of returned after date & counted; rejected, uncountable & undeliverable; military & non-military OS. For one county, reports did not show spoiled count, so number is increased by 10. For one county, total includes domestic armed forces absentee ballot information.

Oregon --- Ballots returned (C1b) includes both absentee voters and UOCAVA voters: unable to separate out.

Puerto Rico --- Puerto Rico defines domestic civilian absentee ballots as the voters that are qualified by Puerto Rico Electoral Law or CEE regulations to request to vote in a special early voting process.







### Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting: Disposition

Questions C1, C3, C4. Number of domestic civilian absentee ballots transmitted to voters due to the existence of a permanent list; and ballots submitted for counting and the disposition of the ballots.

*General note: The Balance/Not Categorized column on the table compares the sum of all the categorical responses with the total indicated. If the balance is a positive number the difference is treated as uncategorized responses. If the balance is a negative number (indicated by the parentheses) the difference indicates the sum of the responses is greater than the total indicated; this could occur by an error in data entry or by the inability to correctly categorize some responses, resulting in some over-counting.*

#### Question C3:

California --- For one county, does not include second ballots issued. For one county, vote by mail requests not included. For Solano county, 5,281 ballots were issued to voters in all mail ballot precincts. An indeterminate number of those voters have requested Permanent vote by mail status. It is not possible at this time to present a definitive and accurate number of all ballots issued to Permanent vote by mail voters.

Missouri --- Greene Co. reports "This in only the current number of active voters on the Permanently Disabled Absentee List. Due to the different possible classifications of request sources for absentee voters that includes: Illness/Disability, Incapacitated/Caregiver, and Permanently Disabled, the number of voters on the permanent list actually requesting a ballot is not available. Oregon Co. reports "C3: Permanent absentee applicants=15" Butler Co. reports "This is the number list of permanently disabled who are active voters only."

#### Question C4:

Arkansas --- For one county, did not break out absentee from provisional, so 168 provisional ballots may have been counted twice.

California --- For two counties, C4b - Rejected ballots not added to total. For one county, they used a two-card ballot for the Nov. 2008 election. Their vote tally system does not increment when only the B card is counted, so they have a total of -177.

Florida --- For one county, C4b does not include returned undeliverable.

Indiana --- a) Absentee ballots were counted as Cast in this survey if the county user placed the ballot in Received status within the Indiana SVRS prior to marking the ballot as "Accepted (Counted)" or "Rejected (Not Counted)." If the county marked the status of the ballot as "Accepted" or "Rejected" before marking it as "Received" those ballot statistics were not added to the total number of Cast ballots, so that Cast ballot counts were not inflated. b) At the time this data was collected, not all counties had changed the status of the electronic absentee ballot records to "Counted" in the SVRS, although the county manually counted each ballot in their official election results. The purpose of this column is to explain why Indiana has nearly 110,000 absentee ballots neither counted nor rejected in the table.

Minnesota --- 3 counties: # rejected may be under-reported due to incomplete responses from administering municipalities. 6 counties: # rejected reflects only ballots the county entered into SVRS application; the count may be under-represented if ballots were not tracked using SVRS. 4 counties: Count only reflects # of mail ballots rejected. # of absentee ballots rejected was not reported.

North Carolina --- The amount in C4a reflects civilian mail-in absentee ballots. The amount in C4c reflects the in-person absentee ballots that were cast during one-stop early voting. Together, these figures comprise the total number of absentee ballots that were cast in the 2008 general elections.

Ohio --- For one county, total includes domestic armed forces absentee ballot information. Another county commented, "plus one undeliverable, it was not returned by the voter."

**Table 33. Domestic Absentee Ballots: Permanent List; Submitted for Counting: Disposition (continued)**

Oregon --- Ballots counted (C4a) and rejected (C4b) include both absentee voters and UOCAVA voters: unable to separate out.

South Carolina --- The state does not distinguish between UOCAVA and domestic civilian absentee ballots when counting ballots. They left column C4a blank since it was asking for only domestic civilian absentee ballots counted. The total number of absentee ballots counted is available. The numbers in C4b reflect the number of domestic civilian absentee ballots returned after the deadline, and rejected by default.



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 Table 34b. Domestic Absentee Ballots: Reasons for Rejection, Part B

State	Elections Juris. in Survey	Ballots Rejected		Ballot Returned in Unofficial Envelope			Ballot Missing from Envelope			Unsealed Envelope			No Resident Address on Envelope			Multiple Ballots Returned in Envelope		
		Total	Cases	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.	Total	Cases	Pct.
Alabama	67	0	0	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Alaska	1	612	1	0	1	0.0	18	1	2.9	0	0.0	0	0	0.0	0	0	0.0	
Arizona	15	6,827	15	0	9	0.0	171	12	2.5	0	0.0	8	0	0.0	9	4	9	
Arkansas	75	789	55	4	18	0.5	21	1.6	2.5	0	0.0	18	23	2.9	18	0	0.0	
California	58	130,730	55	0	29	0.0	41	32	0.0	0	0.0	30	67	0.1	109	33	0.1	
Colorado	64	5,003	54	0	0	0.0	44	10	0.5	0	0.0	0	0	0.0	49	10	0.6	
Connecticut	169	3,073	169	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Delaware	3	333	3	0	3	0.0	0	3	0.0	0	0.0	0	0	0.0	0	3	0.0	
District of Columbia	1	2,358	1	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Florida	67	18,456	67	8	67	0.0	9	67	0.0	6	0.0	67	0	0.0	7	67	0.0	
Georgia	158	3,507	159	15	159	0.4	0	0	0.0	0	0.0	0	374	10.7	0	159	0.0	
Hawaii	4	785	3	1	1	1.1	9	1	1.1	0	0.0	0	0	0.0	3	1	0.4	
Idaho	44	897	44	0	44	0.2	2	44	0.2	0	0.0	44	0	0.0	1	44	0.1	
Illinois	1	3,179	1	5	1	0.2	39	1	1.2	0	0.0	0	1	0.0	1	1	0.0	
Indiana	82	69,529	92	0	23	0.0	5	23	0.0	2	0.0	24	0	0.0	0	23	0.0	
Iowa	99	4,321	99	0	0	0.0	0	0	0.0	0	0.0	343	99	7.2	0	99	0.0	
Kansas	105	4,041	101	8	55	0.2	6	53	0.1	0	0.0	71	120	3.8	4	53	0.1	
Kentucky	120	1,890	120	6	120	0.3	9	120	0.5	0	0.0	0	0	0.0	0	120	0.0	
Louisiana	64	1,877	64	0	64	0.0	0	64	0.0	0	0.0	64	0	0.0	0	64	0.0	
Maine	24	1,834	499	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Maryland	24	1,923	24	0	0	0.0	0	0	0.0	0	0.0	24	0	0.0	0	0	0.0	
Massachusetts	351	1,980	351	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Michigan	83	8,525	83	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Minnesota	87	9,268	73	0	0	0.0	0	0	0.0	0	0.0	0	344	3.7	0	0	0.0	
Mississippi	82	1,515	27	18	6	1.2	2	6	0.1	2	0.0	6	0	0.0	6	0	0.2	
Missouri	118	5,403	112	4	4	0.1	4	7	0.1	10	0.2	5	0	0.0	0	3	0.0	
Montana	56	1,962	56	0	56	0.0	0	56	0.0	0	0.0	0	0	0.0	0	56	0.0	
Nebraska	93	1,866	93	3	1	0.2	1	1	0.1	0	0.0	0	14	0.8	5	5	0.3	
Nevada	17	5,453	17	0	15	0.2	11	15	0.2	7	0.1	15	0	0.0	0	15	0.0	
New Hampshire	323	1,269	323	8	323	0.6	7	323	0.6	0	0.0	323	0	0.0	1	323	0.1	
New Jersey	21	0	0	0	0	0.0	43	21	0.0	0	0.0	0	0	0.0	0	0	0.0	
New Mexico	53	1,009	18	0	6	0.0	6	7	0.6	0	0.0	6	0	0.0	0	6	0.0	
New York	1	17,150	1	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
North Carolina	100	26,480	100	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
North Dakota	53	383	53	0	53	0.0	0	53	0.0	0	0.0	53	0	0.0	0	53	0.0	
Ohio	88	25,950	85	1,617	72	6.2	451	70	1.7	4,091	15.8	67	149	0.6	66	16	0.1	
Oklahoma	77	2,008	77	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Oregon	38	359	36	0	0	0.0	0	0	0.0	0	0.0	36	0	0.0	0	0	0.0	
Rhode Island	67	1,943	67	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
South Carolina	35	0	0	1	1	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
South Dakota	46	1,079	46	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Tennessee	66	2,348	95	0	13	0.0	6	16	2.3	0	0.0	14	0	0.0	0	14	0.0	
Texas	264	15,171	240	33	188	0.2	34	190	0.2	2	0.0	187	94	0.6	93	189	0.6	
Utah	28	1,666	27	21	1	1.3	8	1	0.5	0	0.0	1	0	0.0	0	1	0.0	
Vermont	245	1,168	246	0	246	0.0	0	246	0.0	0	0.0	0	0	0.0	0	246	0.0	
Virginia	134	6,722	134	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Washington	39	0	0	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
West Virginia	55	398	35	0	2	0.0	0	2	0.0	0	0.0	2	0	0.0	0	2	0.0	
Wisconsin	72	2,759	72	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Wyoming	23	226	23	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
American Samoa	1	0	1	0	1	0.0	0	1	0.0	0	0.0	0	0	0.0	0	1	0.0	
Puerto Rico	1	0	1	0	0	0.0	0	0	0.0	0	0.0	0	0	0.0	0	0	0.0	
Virgin Islands	1	0	1	0	1	0.0	0	1	0.0	0	0.0	0	0	0.0	0	1	0.0	
Sum of Above States Included	4,517	407,862	4,145	1,749	1,583	0.4	986	1,557	0.2	4,534	1.1	1,521	1,429	0.4	296	1,694	0.1	
Question				15	1,583	CSF	24	1,557	CSG	9	4,534	CSH	11	1,795	CSJ	13	296	CSK



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Table 34c. Domestic Absentee Ballots: Reasons for Rejection, Part C

State	Election Juris. in Survey	Ballots Rejected		Voter Deceased		Already Voted in Person		First-time Voter without Proper Identification		No Ballot Application on Record		Other (See Comments)		Not Categorized	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Alabama	67	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Alaska	1	612	1.1	0	0.0	0	0.0	0	0.0	0	0.0	203	0.4	0	0.0
Arizona	15	6,827	15	3	0.0	74	1.1	10	0.1	9	0.0	1,762	15	15	25.8
Arkansas	75	789	55	16	2.0	14	1.8	22	2.8	2	0.3	0	0.0	0	0.0
California	58	130,730	55	1,090	0.8	1,170	0.9	32	0.2	28	0.0	81,757	37	37	62.3
Colorado	64	3,003	54	40	0.5	3	0.0	2,079	21	0	0.0	188	9	9	2.3
Connecticut	169	3,073	169	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Delaware	3	333	3	0	0.0	0	0.0	3	0.0	0	0.0	1,776	1	1	75.3
District of Columbia	1	2,358	1	0	0.0	512	21.7	1	0.0	0	0.0	1,055	0	0	0.0
Florida	87	18,456	67	48	0.3	103	0.5	548	2.9	67	0.4	1,055	5.7	5.7	0.0
Georgia	159	3,507	159	0	0.0	0	0.0	159	4.5	0	0.0	441	159	12.6	0.0
Hawaii	4	785	3	0	0.0	3	0.4	0	0.0	0	0.0	493	2	2	62.8
Idaho	44	897	44	5	0.6	17	1.9	44	0.0	0	0.0	52	44	5.8	0.0
Illinois	1	3,179	1	35	1.1	0	0.0	0	0.0	249	1	0	0.0	0	0.0
Indiana	92	89,029	92	25	0.0	14,866	27	21.9	17	24	0.2	195	13	9.3	51,639
Iowa	69	4,321	99	68	1.6	99	0.1	59	0.1	0	0.0	2,835	99	65.6	(23.3)
Kansas	105	4,041	101	64	1.3	77	6.1	298	57	74	1.9	506	73	12.5	(686)
Kentucky	120	1,890	120	31	1.6	0	0.0	120	0.0	0	0.0	360	120	19.0	0.0
Louisiana	64	1,877	64	0	0.0	0	0.0	64	0.0	0	0.0	148	64	7.9	0.0
Maine	498	1,834	499	0	0.0	66	4.9	499	1.0	0	0.0	778	499	42.4	0.0
Maryland	74	1,933	24	20	1.0	24	4.2	82	24	4.2	0	371	24	19.3	0.0
Massachusetts	351	1,980	351	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	1,980
Michigan	83	8,525	83	525	6.2	741	8.7	0	0.0	0	0.0	417	83	4.9	0.0
Minnesota	87	9,368	73	43	0.5	98	1.0	0	0.0	148	71	2,597	73	27.7	0.0
Mississippi	82	1,515	27	10	0.5	10	0.5	0	0.0	6	0.6	37	2	2.4	1,114
Missouri	116	5,403	112	88	1.3	8	0.1	0	0.0	0	0.0	2,032	54	37.6	6.2
Montana	56	1,962	56	0	0.0	0	0.0	56	0.0	0	0.0	1,537	56	78.3	0.0
Nebraska	93	1,866	93	12	0.6	7	0.4	57	1	22	2	87	7	4.7	13
Nevada	17	5,453	17	15	0.2	3,918	15	71.9	15	1.2	0	171	17	17	0.0
New Hampshire	323	1,268	323	19	1.5	81	32.3	64	32.3	7	32.3	184	32.3	12.9	0.0
New Jersey	21	0	0	0	0.0	0	0.0	141	21	0	0.0	0	0	0.0	(2,547)
New Mexico	33	1,009	18	7	0.3	2	0.2	6	0.3	0	0.0	301	3	29.8	3.4
New York	1	17,150	1	3	0.0	1,116	6.5	0	0.0	0	0.0	0	0	0.0	16,034
North Carolina	100	26,480	100	0	0.0	100	0.3	87	100	3	100	25,141	100	94.9	0.0
North Dakota	53	383	53	0	0.0	0	0.0	53	0.0	0	0.0	136	53	35.5	0.0
Ohio	88	25,950	85	137	0.5	74	0.3	258	63	20	64	12,365	71	47.6	47
Oklahoma	77	2,008	77	0	0.0	0	0.0	0	0.0	0	0.0	1,282	77	63.8	0.0
Oregon	36	359	36	0	0.0	0	0.0	0	0.0	0	0.0	41	36	11.4	0.0
Pennsylvania	67	1,943	67	0	0.0	0	0.0	0	0.0	0	0.0	332	67	17.1	0.0
Rhode Island	39	0	0	0	0.0	0	0.0	7	6	0	0.0	0	0	0.0	(92)
South Carolina	46	1,079	46	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	(366)
South Dakota	66	258	25	34	13.2	1	0.4	1	15	0.4	15	3	4	1.2	(42.1)
Tennessee	95	2,348	95	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	989
Texas	254	15,171	240	13	0.1	3,518	190	23.2	137	186	0.9	68	5	0.4	(655)
Texas	29	1,566	27	378	1	22.7	9	0.3	380	6	22.8	231	16	13.9	(4.3)
Utah	246	1,168	246	0	0.0	0	0.0	0	0.0	0	0.0	199	246	17.0	334
Vermont	134	6,722	134	1	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Virginia	39	0	0	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Washington	55	398	35	0	0.0	21	20	5.3	24	15	6.0	54	4	13.6	92
West Virginia	72	2,739	72	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	2,739
Wisconsin	23	226	23	1	0.4	2	0.9	0	0.0	0	0.0	26	3	11.5	0.0
Wyoming	1	0	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
American Samoa	1	0	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Guam	1	0	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Puerto Rico	1	0	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Virgin Islands	1	0	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0	0.0	0.0
Sum of Above States Included	4,517	407,862	4,145	2,698	1,893	26,620	2,603	6.5	4,390	2,318	1.1	140,141	2,528	34.4	73,368
Question		47	26	29	22	29	22	6.5	22	14	0.1	37	24	18.9	24
		CS4	CS5	CS6	CS7	CS8	CS9	CS10	CS11	CS12	CS13	CS14	CS15	CS16	CS17

### Table 34. Domestic Absentee Ballots: Reasons for Rejection, Parts A, B and C

Questions C4, C5. Number of domestic civilian absentee ballots rejected and the reason for rejection. [This table is broken into parts due to the large number of reasons tabulated.]

*General note: The Balance/Not Categorized column on the table compares the sum of all the categorical responses with the total indicated. If the balance is a positive number the difference is treated as uncategorized responses. If the balance is a negative number (indicated by the parentheses) the difference indicates the sum of the responses is greater than the total indicated; this could occur by an error in data entry or by the inability to correctly categorize some responses, resulting in some over-counting.*

#### Question C5:

Arizona --- For one county, "C5a ballots not received on time are not considered viable ballots that could be counted. As such, these 1,485 ballots are accounted for but were not classified as rejects that were decision or voter error based (e.g. bad signature or no signature). The TOTAL does not reflect the late returns since they are technically not considered ballots that could have been counted in the first place.

California --- For one county, C5i also includes those with different resident address than what is on file. For one county, their system comingles challenged vote by mail ballots with challenged provisional ballots. For one county, many challenged ballots were not returned, such as suspended ballots and failsafe challenged ballots, yet the report include these ballots in the category.

Indiana --- a) Absentee ballots were counted as Cast in this survey if the county user placed the ballot in Received status within the Indiana SVRS prior to marking the ballot as "Accepted (Counted)" or "Rejected (Not Counted)." If the county marked the status of the ballot as "Accepted" or "Rejected" before marking it as "Received" those ballot statistics were not added to the total number of Cast ballot, so that Cast ballot counts were not inflated. b) Also, a ballot is marked as Rejected in the Indiana SVRS for two reasons; (1) if the ballot was received and not counted or (2) if the ballot was not received back from the voter. Therefore, an absentee ballot marked as "Rejected" in SVRS is not necessarily a "Cast" ballot.

Minnesota --- For C5d, cannot distinguish non-matching signature from no signature; combined with A5b. For C5m, cannot distinguish from Not Registered as counted in C5o.

Missouri --- Shannon Co reports "Mistake was made on certification of domestic civilian absentees. Total counted equals 498 with 11 rejected." Pike Co. reports "Spoiled/replaced ballots were included in original rejection count - actual total rejected is 22".

North Dakota --- The reasons for the Other rejections include: Other 1: No postmark, received before canvassing; and Other 2: postmarked on Election Day or after.

Ohio --- For two counties, totals include UOCAVA voters. For one county, C5b ballot was a ballot without signature, address or identification provided. For one county, C5h includes ballot not inside Id Envelope & Id Envelope not sealed.

Oregon --- Ballots rejected (C5a-0) includes both absentee voters and UOCAVA voters: unable to separate out.

Tennessee --- One county noted 11 rejections, which were military rejections; these were also reported in section B.

Puerto Rico --- Puerto Rico defines domestic civilian absentee ballots as the voters that are qualified by Puerto Rico Electoral Law or CEE regulations to request to vote in a special early voting process.





### Table 35. Provisional Ballots Submitted: Disposition of Ballots

#### Questions E1, E2. Number of voters who submitted provisional ballots and disposition of the ballots.

*General note: The Balance/Not Categorized column on the table compares the sum of all the categorical responses with the total indicated. If the balance is a positive number the difference is treated as uncategorized responses. If the balance is a negative number (indicated by the parentheses) the difference indicates the sum of the responses is greater than the total indicated, this could occur by an error in data entry or by the inability to correctly categorize some responses, resulting in some over-counting.*

*Also, the term provisional is used here generically though the meaning, availability, and use will vary by State.*

#### Question E1:

Colorado --- 23 Counties commented, "Fewer than 25 provisional ballots were counted. Colorado law states that when fewer than 25 provisional ballots are counted, the results of voting by provisional ballot shall be included in mail-in ballot statistics."

Idaho --- Idaho is exempt from having Provisional Ballots because we have Election Day Registration.

Maine --- Provisional numbers gathered from a survey of the Clerks.

Minnesota --- "Minnesota does not have provisional ballots. (Minnesota is an Election Day Registration State described in section 4(b) of the National Voter Registration Act of 1993 (42 U.S.C. 1973gg-2(b)) and is exempt from provisional voting requirements under HAVA.

Montana --- One county reported, "Former EA deleted all data except total # of provisionals".

New Mexico --- One county commented, "The number of ballots may be incorrect as the envelopes & ballots were put in boxes with regular ballots".

North Dakota --- "Provisional ballots in North Dakota are those which are cast after the regular poll closing time in an election which a federal office appears as a result of a federal or state court order or any other order extending the time established for poll closings under state law in effect ten days before the date of that election"

Ohio --- One county commented, "The total number of provisional ballots on our official count is 151. The difference of 10 is, due to lack of funding, we did not have enough optical scan memory cards to account for every situation during the General Election. The ten extra ballots were the military/ overseas/ absentees postmarked by November 3rd and received at a later date."

Oregon --- One county commented, "Data incomplete. Did not track the number of all provisional ballots returned and unable to separate from regular ballots at this time."

#### Question E2:

Arizona --- One county included both provisional ballots and conditional provisional ballots that were counted in their answer. In question F1, a percentage of these votes were considered "Voted at physical polling place" so E2 will not match F1.

California --- One county reported that 1332 provisional ballots were counted as absentee ballots.

Colorado --- 23 Counties commented, "Fewer than 25 provisional ballots were counted. Colorado law states that when fewer than 25 provisional ballots are counted, the results of voting by provisional ballot shall be included in mail-in ballot statistics."

**Table 35. Provisional Ballots Submitted: Disposition of Ballots (continued)**

Florida --- "23 Provisional Ballots were not included because no registration record existed on FVRS for these people."

Idaho --- Idaho is exempt from having Provisional Ballots because we have Election Day Registration.

Iowa --- If the provisional ballot is accepted for counting in Iowa, the entire ballot is tabulated.

Nevada --- "In Nevada, provisional ballots only have Federal contests"

Ohio --- One county commented, "The total number of provisional ballots on our official count is 151. The difference of 10 is, due to lack of funding, we did not have enough optical scan memory cards to account for every situation during the General Election. The ten extra ballots were the military/ overseas/ absentees postmarked by November 3rd and received at a later date."

Oregon --- Two counties commented, "Data incomplete. Did not track the number of all provisional ballots returned and unable to separate from regular ballots at this time."

