

# **FINAL REPORT OF THE 2004 ELECTION DAY SURVEY**

Submitted to the  
U.S. Election Assistance Commission

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## CONTENTS

### EXECUTIVE SUMMARY

### PART 1: INTRODUCTION

Survey Design and Development.....	2
Development Timeline .....	2
Survey Questions.....	2
Applicability .....	4
Survey Response .....	4
Election Jurisdictions .....	4
Coverage .....	5
Data Tabulation.....	8
Data Measurement.....	9
Table Format .....	9
Cross Tabulations .....	10
Type of Voting Equipment.....	10
Changed Voting Equipment since 2000 .....	11
Statewide Voter Registration Database .....	11
Election Day Registration .....	11
Provisional Ballot Acceptance .....	12
No Excuse Absentee Balloting .....	13
Early Voting .....	13
Section 203 Language Minority Requirements .....	13
Section 5 Preclearance of Voting Procedures .....	14
Regions .....	14
Urban to Rural.....	14
Size of Jurisdiction (VAP).....	15
Race and Ethnicity .....	15
Median Income.....	15
High School Education.....	16
Battleground States.....	16
Presidential Margin of Victory .....	16
Red versus Blue Jurisdictions .....	17

## PART 2: ELECTION DAY SURVEY RESULTS

### Chapter 1: Population Estimates

Applicability and Coverage .....	1-2
Population Estimates .....	1-2
Analysis of Estimates.....	1-7

### Chapter 2: Voter Registration

Applicability and Coverage .....	2-1
Historical Context.....	2-3
Survey Results.....	2-6
Analysis of Survey Results .....	2-12

### Chapter 3: Ballots Counted

Applicability and Coverage .....	3-1
Historical Context.....	3-2
Survey Results.....	3-4
Analysis of Survey Results .....	3-10

### Chapter 4: Turnout Source

Applicability and Coverage .....	4-2
Historical Context.....	4-3
Survey Results.....	4-3
Analysis of Survey Results .....	4-10

### Chapter 5: Absentee Ballots

Applicability and Coverage .....	5-1
Historical Context.....	5-1
Survey Results.....	5-3
Analysis of Survey Results .....	5-9

### Chapter 6: Provisional Ballots

Applicability and Coverage .....	6-2
Historical Context.....	6-2
Survey Results.....	6-3
Analysis of Survey Results .....	6-8

## Chapter 7: Drop-Off

Applicability and Coverage .....	7-1
Historical Context.....	7-2
Survey Results.....	7-4
Analysis of Survey Results .....	7-9

## Chapter 8: Overvotes and Undervotes

Applicability and Coverage .....	8-1
Historical Context.....	8-2
Survey Results.....	8-2
Analysis of Survey Results .....	8-18

## Chapter 9: Voting Equipment Usage

Applicability and Coverage .....	9-1
Historical Context.....	9-5
Survey Results.....	9-7
Analysis of Survey Results .....	9-19

## Chapter 10: Voting Machines

Applicability and Coverage .....	10-1
Survey Results.....	10-2
Analysis of Survey Results .....	10-18

## Chapter 11: Voting Equipment Malfunctions

Applicability and Coverage .....	11-2
Survey Results.....	11-2

## Chapter 12: Poll Workers

Applicability and Coverage .....	12-1
Historical Context.....	12-1
Survey Results.....	12-2
Analysis of Survey Results .....	12-8

## Chapter 13: Polling Places

Applicability and Coverage .....	13-1
Historical Context.....	13-1
Survey Results.....	13-3
Analysis of Survey Results .....	13-9



Chapter 14: Disability

Applicability and Coverage .....	14-1
Historical Context.....	14-1
Survey Results.....	14-2
Analysis of Survey Results .....	14-4

PART 3: RECOMMENDATIONS ON FUTURE DATA COLLECTION

Appendix A. Survey Instrument

Appendix B. Election Glossary

## List of Figures and Supplemental Tables

Table 2a. State Voter Registration Deadlines .....	2–4
Table 2b. Voter Registration Statistics, 1964–2004 .....	2–5
Table 2c. State Rankings for Registration Calculations .....	2–14
Table 3a. Electoral Drop-Off Rates, 1948–2002 .....	3–3
Table 3b. Turnout Rates Sorted.....	3–11
Table 6a. Provisional Ballot Usage, Sorted.....	6–11
Table 9a. Voting Equipment for the November 2004 General Election.....	9–2
Table 9b. Voting Equipment Manufacturers, November 2004 General Election ....	9–5
Table 9c. Voting Equipment Usage, 2004 General Election .....	9–19
Table 11a. Reported Voting Equipment Malfunctions by Equipment Type .....	11–3
Table 11b. Reported Reasons for Electronic Voting Equipment Malfunctions .....	11–3
Table 11c. Reported Reasons for Optical Scan Voting Equipment Malfunctions.	11–4
Table 13a. Number of Precincts Nationwide, 1980–2004 .....	13–2
Figure 4.1 Ballots Source, 2004.....	4–11
Figure 7.1 Drop-Off Rate, 1948–2002.....	7–3
Figure 9.1 Voting Equipment 1980–2004, Percent of Counties .....	9–6
Figure 9.2 Voting Equipment 1980–2004, Percent of Registered Voters.....	9–6
Figure 9.3 Voting Equipment Usage, 2004: Jurisdictions.....	9–20
Figure 9.4 Voting Equipment Usage, 2004: Registration .....	9–20
Figure 11.1 Jurisdictions with Equipment Malfunctions.....	11–2

## EXECUTIVE SUMMARY

For the first time in this nation's over 230-year history, the federal government has taken an assessment of the election process used across the land. It has not been perfect, it contains holes and mistakes—errors that might even be such that conclusions point in the wrong direction, but it is a start. As a philosopher once said, “A mile's journey begins with the first step.” Let the journey begin.

This is a report by Election Data Services, Inc. of the Election Day Survey for November 2, 2004, administered by the United States Election Assistance Commission (EAC) as mandated by the 2002 Help America Vote Act of 2002.

The Election Day Survey represents the largest and most comprehensive survey of voting and election administration practices ever conducted by a U.S. government organization. Questions on the Election Day Survey covered voting statistics on voter registration; total ballots cast by mode of voting; specific statistics on absentee and provisional voting; votes for federal offices; the number overvotes and undervotes cast for each federal office; and the number of precinct, polling places, and poll workers. Questions covered election administration of voting equipment, reported equipment failures, disability accesses to polling places, and sufficient number of poll workers.

State election administrators in the 50 states, the District of Columbia, and four territories—Guam, Puerto Rico, American Samoa, and the U.S. Virgin Islands were requested to provide responses to the Election Day Survey. State administrators, in turn, went to the local level (county or township) and sought the data from the local election administrators. All state election administrators except American Samoa and Guam participated in the Election Day Survey.

Election Data Services was contracted to compile the responses to the Election Day Survey and provide analysis. The principal investigator was Kimball W. Brace, president of Election Data Services. The statistical consultant was Dr. Michael P. McDonald, assistant professor of government and politics in the Department of Public and International Affairs at George Mason University. Support personnel included research analysts, database programmers, and administrative assistants, all employees of Election Data Services.

### **Administering the Election Day Survey**

The Election Day Survey requested voting and election administration information from all states and responses were received from 6,568 local election administration jurisdictions in the United States and four of its territories. Forty-three questions were asked of each of these local election administration jurisdictions. In total, 282,424 responses to individual question items were received.

This was the first time the Election Day Survey was administered, and as is typical with baseline surveys, many issues were identified in administering the survey. These issues included:

- State and local election administrators do not share common terminology for survey items, for example, of what constitutes an absentee ballot or a poll

worker. Interpretation of the survey items by election administrators resulted in uneven reporting, sometimes within the same state.

- Some state election administrators altered the method of response—an electronic spreadsheet—and sent the spreadsheet to local election administrators to complete. Some survey questions were altered by central election administrators, which caused further uneven reporting among states. Some states transmitted local administrators' responses without recompiling the responses into the format requested by the EAC, requiring additional effort by Election Data Services to compile Election Day Survey responses.
- Election Data Services identified many data-entry errors. In some cases, particularly those that were major outliers, we identified the error, asked the primary reporting source for clarification, and made a correction. However, we did not have the resources to validate all quarter-of-a-million-plus individual items on the survey and we are certain that many errors remain.
- Election administrators were not given enough lead time to anticipate the compilation of statistics for their responses to the Election Day Survey, which resulted in some information being lost before it could be collected.

Despite the problems in administering the Election Day Survey, we believe that reliable information was obtained for many of the questions and that our analysis illuminates some of the successes and challenges to election administration in the United States. However, we caution that our findings are only valid to reporting jurisdictions—we cannot make any inferences for unreported jurisdictions—and that the reliability of some responses reduces the overall validity of our analysis.

Furthermore, we strongly recommend that consumers of the raw data accompanying this report be cautious when identifying problematic cases. Too often, we found a simple data-entry error or a unique method of reporting data were responsible for the outlier cases that we observed.

We make three main recommendations to the EAC to improve future data collection efforts:

- Election Data Services recommends that the EAC hold two symposiums, first, of state election administrators, and, second, of a larger pool of consumers of election data in order to produce accurate and consistent definitions of election administration statistics. A set of common definitions will increase the reliability of future data collection. We recommend that the symposiums be held in the near future to allow election administrators time to implement any new procedures that they may need to conform to the new definitions.
- Election Data Services recommends that the next Election Day Survey be conducted by a method that provides interactive quality assurance checks. Such a system might be Web-based or through a spreadsheet. Validating responses at the time of data entry will greatly reduce the number of data-entry errors.

- Election Data Services recommends that the EAC expand its clearinghouse role to include the ongoing funding and collection of precinct-based registration, turnout, election returns, precinct maps, polling place information, sample ballots, manuals, and other election administration items to assist in the analysis of the voting process in this country.

Further, and more detailed, recommendations are included in the recommendation chapter of this study and readers are encouraged to review that section.

## General Findings

We categorize and discuss the Election Day Survey items in 12 areas:

1. Voter registration: counts of active and inactive voter registration
2. Total ballots counted: overall statistics on total ballots cast
3. Turnout Source: total ballots counted by mode of voting, cast in polling place, absentee, early, and provisional
4. Absentee ballots: number of absentee ballots requested, returned, counted, and not counted
5. Provisional ballots: ballots cast and ballots counted
6. Drop-off: the difference between total ballots counted and the ballots with a vote recorded for a federal office, for president, Senate, and U.S. House
7. Overvotes and undervotes: the number of overvotes (a ballot with more than one recorded vote for a candidate for an office) and the number of undervotes (a ballot with no recorded vote for a candidate for an office, for president, Senate, and U.S. House)
8. Voting equipment usage by election jurisdictions
9. Voting machine statistics: within election jurisdictions, the total number and number per precinct and polling place, and location of counting of ballots within polling place or central counting
10. Poll workers: number of poll workers and the number of jurisdictions reporting inadequate number of poll workers
11. Polling places: relationship between polling places and precincts
12. Disability: access by wheelchair, visually impaired, and physically disabled

### *Voter Registration*

On voter registration, 6,512 of the 6,568 jurisdictions reported a total voter registration of 177,265,030. Of these, 4,879 jurisdictions reported active voter registration of 165,877,539, and 3,049 jurisdictions reported inactive registration of 21,695,013. Active and inactive voter registration does not sum to total registration because half of the states include and the other half exclude inactive registration in their total registration statistics.

For jurisdictions responding to the survey, the reported total voter registration constituted 79.5 percent of the voting age population (all persons age 18 and older residing in the United States; VAP) or 86.1 percent of citizen voting age population (CVAP).

Among jurisdictions reporting total voter registration, those with higher education, higher income, Election Day registration, more rural and small-town in nature, and those found in battleground states tended to have higher rates of registration.

Among jurisdictions reporting inactive voter registration, those that had the largest populations, jurisdictions with lower education, those covered by Section 203 of the Voting Rights Act, predominantly Hispanic jurisdictions, and those jurisdictions without statewide voter registration databases all had higher rates of inactive voters than other jurisdictions.

### *Total Ballots Counted*

For ballots counted, 6,488 of 6,568 jurisdictions reported total ballots counted of 121,862,353. For reporting jurisdictions, this constituted 70.4 percent of voter registration, 55.8 percent of VAP, and 60.4 percent of the CVAP. However, a number of states and localities, almost one-sixth of the nation, still only report the votes cast for the highest office on the ballot as their total turnout, not the actual number of persons who participated in the election.

Total number of ballots cast as a percentage of CVAP was higher in jurisdictions with higher education, higher income, predominantly non-Hispanic White jurisdictions, those suburban in nature, jurisdictions not covered by Section 5 or Section 203 of the Voting Rights Act, those with Election Day registration, those without early voting, and those jurisdictions in battleground states.

### *Turnout Source*

Of the jurisdictions that reported the mode of voting, 73.5 percent of total ballots cast were reported to have been cast in a polling place on Election Day, 13.3 percent were reported to have been cast as an absentee ballot, 23.5 percent were reported to have been cast as an early vote, 1.2 percent were reported to have been cast as a provisional ballot, and the remaining 23.1 percent were cast in an unknown manner. We note that Kansas and Texas report all votes cast prior to Election Day as an early vote. Washington reported that 68.7 percent of its vote was absentee, while Texas reported that 47.7 percent of its vote was cast early. There was some duplication of counting, especially where absentee ballots are counted on Election Day.

### *Absentee Ballots*

Of those reporting jurisdictions, 16,870,660 absentee ballots were requested, 14,851,332 were returned (88.7 percent), and nearly all, or 14,740,215 (96.9 percent), were counted.

Generally, those jurisdictions with fewer absentee ballots requested as a percentage of voter registration had a higher rate of return. This was true in jurisdictions with “no excuse” absentee voting and those permitting early voting. We speculate that the lower return rate is related to more difficult request criteria that deter less committed absentee voters from requesting a ballot.

Jurisdictions with statewide voter registration databases reported similar request rates but a higher return rate, suggesting that better administration of registration roles improved the processing of absentee ballots.

Higher levels of absentee balloting and lower rates of return were found in higher education and income jurisdictions and in larger population, urban areas. We also noted this pattern in Section 203 covered jurisdictions, but we found that predominantly Hispanic and predominantly non-Hispanic Native American jurisdictions reported both lower rates of absentee ballot request and absentee ballot return. The most common reason for absentee ballots to be rejected was that there was no voter signature.

### *Provisional Ballots*

For those reporting jurisdictions, 1,901,591 provisional ballots were reported to have been cast. Of those, 1,225,915 were reported counted (or 64.5 percent). Provisional ballots were used by 2.56 percent of the persons casting ballots on Election Day, which also amounted to 1.25 percent of all registered voters for the election. The states of Washington and Alaska had the highest rates of provisional ballots cast, both over 10 percent of the ballots cast in the precincts.

Jurisdictions that allowed provisional ballots to be cast jurisdiction-wide had higher rates of provisional ballots cast, as a percentage of total voter registration, and provisional ballots counted. Jurisdictions with a statewide voter registration database reported fewer provisional ballots cast, though a similar rate of acceptance.

Section 203 covered jurisdictions reported a much higher rate of casting provisional ballots. Over one million provisional ballots, more than half of all provisional ballots cast, were cast in these jurisdictions even though they constituted an eighth of jurisdictions reporting provisional ballots. The much higher rate of casting provisional ballots was not offset by the higher rate of counting provisional ballots in these jurisdictions.

Related, predominantly Hispanic jurisdictions reported the highest rate of casting provisional ballots, followed by predominantly non-Hispanic Native American jurisdictions. Higher incidences of casting provisional ballots were found in urban and high population density areas, but these jurisdictions also had higher rates of counting provisional ballots. Rates of counting provisional ballots also tended to increase with the income and education level within a jurisdiction. The most common reason for rejecting provisional ballots was that the voter was not registered.

### *Drop-Off*

For reporting jurisdictions, drop-off for the presidential election was reported at 1,160,985 or 1.02 percent of ballots cast for president. Drop-off for the Senate elections was reported at 5,676,784 or 6.86 percent of ballots cast for Senate. Drop-off for the U.S. House races was reported at 11,669,373 or 12.04 percent of the ballots cast for U.S. House.

Drop-off is most associated with competition. With a high degree of competition, drop-off in the 2004 presidential election was the lowest in a post-World War II presidential election. Among the Senate elections, drop-off was lowest in the most highly contested elections. Among the U.S. House elections, direct measures of competition were not asked on the Election Day Survey, however, elections in Section 5 and Section 203 covered jurisdictions reported higher rates of drop-off, which is consistent with these jurisdictions tending to be heavily Democratic and have relatively uncontested U.S. House elections.

Among types of voting equipment, paper and punch card jurisdictions report about twice the presidential drop-off than other jurisdictions, while lever machines had the lowest drop-off rate.



Higher levels of drop-off in presidential, Senate, and U.S. House elections were related to lower levels of education and income.

### *Overvotes and Undervotes*

For reporting jurisdictions, in the presidential election 133,289 overvotes or 0.23 percent of total ballots cast for president were reported; 863,872 undervotes or 0.91 percent of total presidential ballots cast for president were reported. In the Senate elections, 49,100 overvotes or 0.11 percent of total ballots cast for Senate were reported; 2,488,016 undervotes or 3.80 percent of total ballots cast for Senate were reported. In the U.S. House elections, 56,173 overvotes or 0.12 percent of total ballots cast for U.S. House were reported; 5,077,325 undervotes or 6.27 percent of total ballots cast for U.S. House were reported.

The overall pattern of overvotes and undervotes underscores conventional wisdom that overvotes are a true error by voters while the majority of undervotes tend to be true abstention from the election in question. The percentage of overvotes across federal elections is small and within a similar range, while undervotes tend to increase with less competition in the election and the “lack of importance” of the office in the minds of most voters.

Still, we find variation in overvotes and undervotes. Perhaps of most interest is rates of overvoting and undervoting in relation to the type of voting equipment. Jurisdictions using punch card and paper voting systems reported the highest overvotes as a percentage of total ballots cast. Jurisdictions using electronic systems reported a low percentage of undervotes, but jurisdictions using lever systems also reported a low rate, as did jurisdictions using multiple systems. Optical scan jurisdictions tended to fall in the middle.

Jurisdictions with the lowest income and education levels tended to report the highest percentage of overvotes and undervotes. Rural and small voting age population size jurisdictions tended to report the highest percentage of overvotes, usually followed by urban or the largest population jurisdictions. Predominantly Hispanic jurisdictions tended to report the highest percentage of overvotes, and a generally high percentage of undervotes for all offices.

### *Voting Equipment Usage*

About 14 percent of the jurisdictions failed to report what kind of voting equipment was in use for the 2004 general election. For those that did, more than one quarter of the nation’s election jurisdictions used paper ballots, but because of their small size, only 1.8 percent of the registered voters voted in this manner. Nearly 40 percent of the nation’s registered voters used optical scan systems in 2004, and 25 percent used electronic systems. Another 12 percent utilized lever machines and nine percent were still voting with punch cards.

Thirteen states and territories had uniform voting equipment in use. Optical scan systems are used statewide in Alaska, Arizona, Oklahoma, Oregon, and Rhode Island. Electronic systems cover the states of Delaware, Georgia, Maryland, and Nevada, while lever machines are uniformly used in New York. The District of Columbia and Hawaii have mixed systems in place jurisdiction-wide.

### *Voting Machines*

Only 20 states provided information on the number of actual machines in use for voting. Only one-third of the punch card jurisdictions provided any data on number of units, and much of that data



was probably incorrectly reported anyway. Fewer than half of the optical scan, lever, and electronic system jurisdictions reported the number of units used.

With those limitations in mind, we have calculated that electronic system jurisdictions average three devices per precinct and slightly over five devices per polling place. The highest ratio of machines per location occurred in the state of Maryland, where between nine and 10 devices were used.

Due to the high cost of lever machines, they average only 1.5 machines per precinct and slightly over three machines per polling place. The maximum number per precinct and polling place occurred in North Carolina and Wyoming, with slightly more than three per precinct and six per polling place.

Of the data reported, 90 percent of the punch card jurisdictions in this country utilize a central-count tallying process. On the other hand 61 percent of optical scan jurisdictions use a precinct-based tallying process.

### *Poll Workers*

For reporting jurisdictions, there were at least 845,962 poll workers that worked at polling places on Election Day, which constituted almost one in 200 of the CVAP. There were an average of 5.7 poll workers per precinct and 7.9 per polling place. However, we noted that some jurisdictions use shifts of poll workers while others require poll workers to work the entire Election Day.

Jurisdictions reported that 5,252 polling places or precincts were inadequately staffed on Election Day, or 5.8 percent of polling places. Inadequate staffing was reportedly concentrated in four states: Louisiana (64.7 percent of polling places inadequately staffed), Hawaii (44.3 percent), Delaware (28.3 percent), and Illinois (18.4 percent). Most other states reported 7.5 percent or fewer polling places with inadequate staffing. Patterns of inadequate staffing were greatly confounded by the concentration of inadequate staffing numbers in these four states, particularly in the larger states of Illinois and Louisiana.

Jurisdictions with higher levels of income and education reported a higher average number of poll workers per polling place or precinct and reported lower rates of staffing problems per precinct. Staffing problems appeared to be particularly acute for jurisdictions in the lowest income and education categories.

Small, rural jurisdictions and large urban jurisdictions tended to report higher rates of inadequate numbers of poll workers within polling places or precincts.

Predominantly non-Hispanic Black jurisdictions reported a greater percentage of polling places or precincts with an inadequate number of poll workers. Predominantly non-Hispanic Native American jurisdictions reported the second-highest percentage of staffing problems. This appears to be related to similar higher reports on inadequate numbers of poll workers for Section 5 covered jurisdictions, though at least some of the observed relationships are attributable to Louisiana.

Jurisdictions that anticipated Election Day needs reported higher averages of staffing of polling places or precincts and fewer instances of not being able to adequately staff polling places or precincts. For example, jurisdictions in battleground states reported fewer polling places and precincts with inadequate staffing, as did jurisdictions that allow Election Day registration. Jurisdictions with “no excuse” absentee balloting and those with early voting reported lower rates of

problems staffing polling places or precincts, perhaps because these alternative modes of voting reduced the Election Day burden for these jurisdictions.

### *Polling Places*

For reporting jurisdictions, there were at least 174,252 precincts and 113,754 polling places, for an average ratio of 1.45:1 polling places to precincts.

There are fewer polling places than precincts due to the administrative practice of consolidating multiple precincts into one polling place. In urban areas precinct consolidation is easier, and perhaps necessary, due to limited availability of suitable locations for polling places in dense population areas. We found higher reported ratios of precincts to polling places in urban areas, and by a consequence, in states and regions with larger urban populations. Other tabulations associated with urban/rural character, such as vote for presidential winner, report similar relationships.

Income and education of a jurisdiction are also related, with higher reported ratios of precincts to polling places at higher levels of education and income.

For some states, pressures are relieved in Election Day polling places through other methods of voting. Oregon, which conducts its election entirely by mail, has the need for one polling place per county. States with Election Day registration also consolidate fewer precincts than those without, perhaps to aid in the processing of voters at the polls on Election Day.

Excluding Oregon, the strongest reported relationship between average voter registration per polling place is found among the population size of the jurisdiction. Jurisdictions of smaller size report a smaller number of registered voters per polling place. This size of the jurisdiction was related to other tabulations, such as the urban/rural character of the jurisdiction, the region the jurisdiction is located in, the type of equipment used, and the presidential winner of the jurisdiction.

There is also a relationship between income and education, with lower reported average voter registration per jurisdiction for lower levels of income and education. There is also a relationship between service demands and average registration per polling place, as those jurisdictions with Election Day registration have less registration per polling place than other jurisdictions and those with early voting report higher average registration per polling place.

### *Disability*

The most significant issue in this chapter is the overall lack of data. Only 26 of the 55 states and territories provided information on disability in response to question 21. While a greater number of polling places were reported to be wheelchair accessible (question 21a), the much smaller numbers of polling places reported to be available to the visually impaired (question 21b) or physically disabled (question 21c) may have resulted from how the survey questions were worded. Some states reported that they interpreted the last two questions as seeking information on the voting equipment in use and its accessibility, rather than the physical configuration of the polling place.

Overall, 94.0 percent of the polling places and 70.9 percent of the precincts in this nation were reported to be wheelchair accessible. However, this information reflects data from only half of the nation's election jurisdictions. Fewer than a quarter of the precincts and only 30 percent of the polling places were reported by the states as being locations where a visually impaired voter could cast a ballot in private. Part of the reason this information is so low is that a number of states reported actual zeros in the data cells, rather than leaving them blank. If one eliminates the zeros

from being part of the calculation, then the percentage rises to 68 percent for the visually impaired data. A physically disabled voter could cast a ballot on an accessible voting system in only about half the precincts and slightly more than 73 percent of the polling places.

## Common Patterns

Across the analysis of separate sections of the Election Day Survey, consistent patterns emerge:

- Jurisdictions with low education and income, compared with other jurisdictions, tend to report more inactive voter registration, lower voter turnout, higher number of provisional ballots cast, higher drop-off and associated components of overvotes and undervotes, lower average number of poll workers per polling place, and greater percentage of inadequately staffed polling places. While these patterns present a challenge to election administrators, they are consistent with a large body of academic literature that equates higher levels of civic participation to higher levels of education and income. Thus, these findings give us confidence in the overall validity of the responses provided to the EAC on the Election Day Survey and in other patterns we observe.
- Jurisdictions in states with statewide voter registration databases tend to report less inactive voter registration, higher return rates of absentee ballots, and fewer provisional ballots cast. This suggests that better administration of registration rolls can improve the administration of elections, and perhaps reduce costs by reducing the number of absentee ballots sent to wrong addresses and the number of provisional ballots processed.
- Jurisdictions covered by the Section 203 of the Voting Rights Act tended to report more inactive voter registration, lower voter turnout, fewer returned absentee ballots, and much greater numbers of provisional ballots cast. These patterns were often similar to those found among predominantly Hispanic and predominantly non-Hispanic Native American jurisdictions. These findings appear to be consistent with voters within these jurisdictions having difficulty in navigating the electoral process in a language that is not their native tongue.

## PART 1 INTRODUCTION

Under the Help America Vote Act of 2002 (HAVA), the U.S. Election Assistance Commission (EAC) developed and distributed three surveys to state election directors to obtain baseline election administration data for identifying and prioritizing issues that affect voter enfranchisement and participation in the electoral process. The three surveys are the National Voter Registration Act (NVRA), Election Day, and Military and Overseas Absentee Ballot surveys.

This is a report of the Election Day Survey, which is the largest and most comprehensive survey of voting and election administration practices ever conducted by a U.S. governmental organization. The survey was an attempt to create a complete enumeration of voting statistics and election practices in all 50 states, the District of Columbia, and four territories—Guam, Puerto Rico, American Samoa, and the U.S. Virgin Islands.

State respondents to the survey have reported that 121,862,329 of 177,265,030 registered voters participated in the 2004 general election. This is the highest number of persons to have voted in an election in the United States and an increase of over 14 million voters from the 2000 general election. As a percentage of the citizen voting age population (CVAP) the turnout rate in the 2004 election was 60.4 percent, which increased from 55 percent for the 2000 election and was the highest percentage of turnout since the 1968 election.

## **Survey Design and Development**

### **Development Timeline**

In July 2004, the EAC asked Election Data Services Inc. to compile a comprehensive list of data elements for a proposed election administration database. The list of recommended data items included voter registration and voter turnout statistics, election returns for federal offices, information on voting systems and system manufacturers, and organizational information for state and local election jurisdictions. In August 2004, Election Data Services was contracted by the EAC to conduct a telephone survey to determine which data elements state election directors were planning to collect from the November 2004 general election. Results of the telephone survey were presented to the EAC in September.

EAC staff then proceeded with the design of the Election Day Survey, which was distributed to state election directors and secretaries of state on October 25, 2004. The survey was distributed in an electronic format with a request for a response by January 1, 2005. On January 10, 2005, the EAC published a request for proposal for assistance with the analysis and interpretation of the three HAVA surveys, including the Election Day Survey. A contract for survey analysis support was issued on February 15 to Election Data Services Inc., the successful bidder. Work covered by the contract included the tabulation of survey responses, cleanup and clarification of the survey data, analysis and interpretation of survey results, development of recommendations on future data collection, and compilation of the survey results and recommendations in a report to the EAC.

The project team providing survey analysis support to the EAC was composed of a principal investigator, a statistical consultant, and support personnel. The principal investigator was Kimball W. Brace, president of Election Data Services, Inc. The statistical consultant was Dr. Michael P. McDonald, an assistant professor of government and politics in the Department of Public and International Affairs at George Mason University. Support personnel included research analysts, database programmers, and administrative assistants, all employees of Election Data Services.

### **Survey Questions**

The Election Day Survey consisted of 24 questions on five major topics: voter registration, election results, voting equipment, poll workers, and voting jurisdictions. The survey questions were as follows:

## **Election Day Survey Questions**

### **Voter Registration**

1. Number of *active* registered voters (1a), and *inactive* registered voters (1b).

### **Election Results**

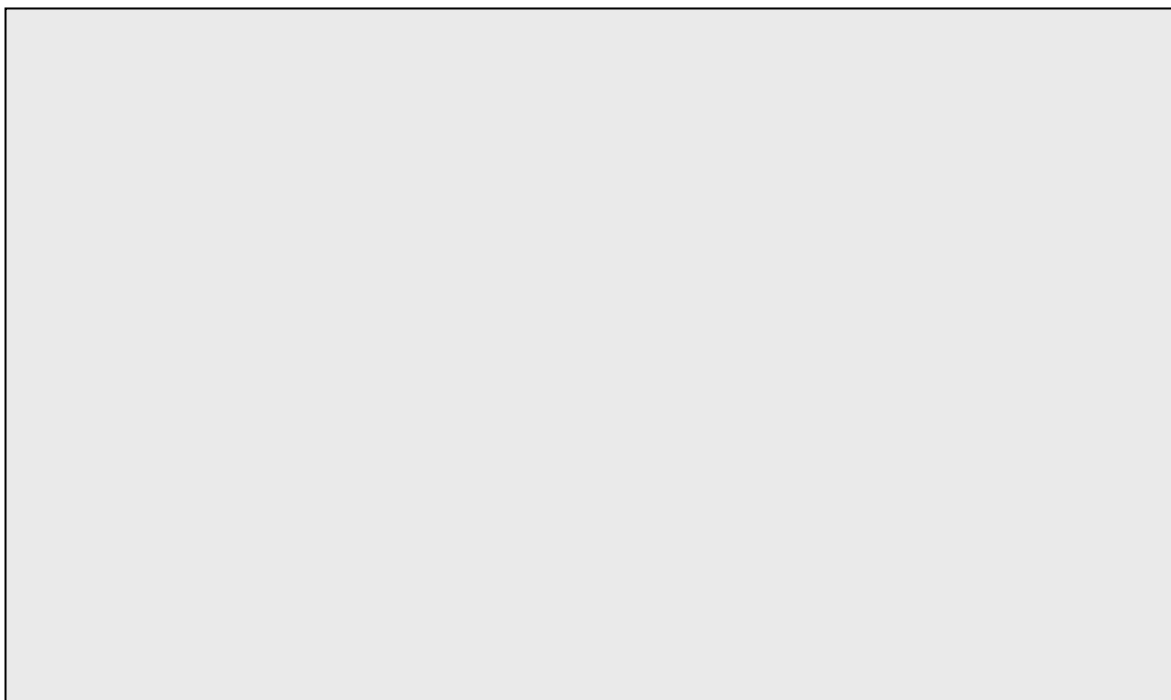
2. Number of ballots counted statewide (2a), and by local jurisdiction (2b).
3. Number of ballots cast at polling places on Election Day statewide (3a), and by local jurisdiction (3b).
4. Number of absentee ballots requested statewide (4a), and by local jurisdiction (4b).
5. Number of absentee ballots returned statewide (5a), and by local jurisdiction (5b).
6. Number of absentee ballots counted statewide (6a), and by local jurisdiction (6b); number of absentee ballots not counted (6c); and five most common reasons for rejecting absentee ballots (6d).
7. Whether the state conducts early voting (7a); and number of early ballots counted statewide (7b), and by local jurisdiction (7c).
8. Number of provisional ballots cast statewide (8a), and by local jurisdiction (8b).
9. Number of provisional ballots counted statewide (9a), and by local jurisdiction (9b); and five most common reasons for rejecting provisional ballots (9c).
10. Number of undervotes in each federal contest, by local jurisdiction.
11. Number of overvotes in each federal contest, by local jurisdiction.
12. Number of votes cast for all candidates in each federal contest, by local jurisdiction.

### **Voting Equipment**

13. Type and manufacturer of voting systems in use; number of units for each system; software versions, if applicable; and whether used previously in a federal election, by local jurisdiction.
14. Where any of the following voting machine malfunctions occurred, by local jurisdictions and precinct, and whether the affected machines were returned to service: (14a) power failure, (14b) broken counter, (14c) computer failure, (14d) printer failure, (14e) screen failure, (14f) fatal damage to machine, (14g) modem failure, (14h) scanner failure, (14i) ballot encoder or activator failure, (14j) audio ballot failure, and (14k) other malfunctions.

### **Poll Workers**

15. Number of poll workers statewide (15a), and by local jurisdiction (15b).
16. Required number of poll workers per precinct or polling place, by law or regulation.
- 17a. Number of precincts or polling places in each local jurisdiction that did not have the required number of poll workers.
- 17b. Number of additional poll workers that would have been needed to meet the requirement in question 16 for each precinct that had a deficit of poll workers.



### **Applicability**

The survey covered 6,568 local election jurisdictions in the 50 states, the District of Columbia, and the four territories. The 24 survey questions were not applicable to all respondents. For example, North Dakota does not have voter registration. Six states with Election Day registration are exempt from provisional balloting. Questions on voting equipment would not be applicable to jurisdictions that use hand-counted paper ballots.

## **Survey Response**

### **Election Jurisdictions**

Although the Election Day Survey was distributed to 55 state election directors (including four territories and the District of Columbia), the state directors were charged with gathering information from large numbers of local election jurisdictions to complete the survey. Texas has 254 counties, and Wisconsin has some 1,910 municipalities that conduct elections. The 6,568 election jurisdictions represented in the EAC survey database include 3,090 counties and county equivalents, and 3,460 cities and towns in Wisconsin and the six New England states. Some 1,500 municipalities in Michigan and 2,600 municipalities in Minnesota also conduct elections; however, only county-level information was obtained from Michigan and Minnesota for the survey.



### Number of Local Election Jurisdictions

Alabama	67	Nevada	17
Alaska	1	New Hampshire	242
Arizona	15	New Jersey	21
Arkansas	75	New Mexico	33
California	58	New York	58
Colorado	64	North Carolina	100
Connecticut	169	North Dakota	53
Delaware	3	Ohio	88
District of Columbia	1	Oklahoma	77
Florida	67	Oregon	36
Georgia	159	Pennsylvania	67
Hawaii	5	Rhode Island	39
Idaho	44	South Carolina	46
Illinois	110	South Dakota	66
Indiana	92	Tennessee	95
Iowa	99	Texas	254
Kansas	105	Utah	29
Kentucky	120	Vermont	246
Louisiana	64	Virginia	134
Maine	517	Washington	39
Maryland	24	West Virginia	55
Massachusetts	351	Wisconsin	1,910
Michigan	83	Wyoming	23
Minnesota	87	American Samoa	1
Mississippi	82	Guam	1
Missouri	116	Puerto Rico	110
Montana	56	Virgin Islands	1
Nebraska	93	Total	6,568

## Coverage

At the time the contract for survey analysis support was issued in mid-February, the EAC had received responses to the Election Day Survey from 48 states and territories. By March 17, most state responses had been received. The last state responses were added to the database on March 31 (Rhode Island) and April 13 (Michigan). As of April 15, there were two nonrespondents to the Election Day Survey: Guam and American Samoa.

Supplemental data was added to the database up to July 15, 2005. This included corrected data from a follow-up review of survey data that was conducted during the second week of July. On July 8, 2005, a spreadsheet containing data tabulated for local election jurisdictions was sent to each state election director. The state directors were asked to review the spreadsheets, provide missing data, correct data entries, if necessary, and return the spreadsheets by July 15, 2005. Responses to the



survey follow-up review were received from 26 states. As of September 1, Guam and American Samoa were still nonrespondents to the Election Day Survey.

Even with the follow-up review, many responses to the Election Day Survey are incomplete. In some cases, responses are missing one or more local election jurisdictions. In other cases, a response is missing for certain questions—for example, question 14 on voting equipment malfunctions. On March 15, the original cutoff date for data tabulation, overall completeness rates for original state responses varied from 91.5 percent complete to less than 20 percent, as shown below:

<b>Survey Completeness Rates</b>	<b>No. States by Mar. 15</b>
Over 80 percent complete	5
60 to 80 percent complete	23
40 to 60 percent complete	16
20 to 40 percent complete	6
Less than 20 percent complete	2
No response*	3

*\*As of March 15, only statewide data had been received for the state of Rhode Island. Data for local election jurisdictions in Rhode Island was added to the survey database on March 31.*

Many states provided supplemental data in response to requests for missing data or clarifications of problem data. Some data had not been reported consistently. For example, two-thirds of the nation's jurisdictions provided responses to questions on active registrations, but for inactive registration, less than half reported data. By comparing survey responses with reported registration data, Election Data Services determined that 20 states combined active and inactive registrations in their counts of overall registrations in the state. Twenty-six states reported only active registration. In four states, the determination of whether to report active and inactive voters in voter registration totals is at the discretion of individual local jurisdictions. Responses to other election data on the number of ballots cast by mode of voting, absentee ballots, provisional voting, and the number of undervotes by federal office were often incomplete.

The following table summarizes the coverage of state responses to selected questions on the survey as of July 15, 2005. This summary includes supplemental data provided by state election directors as a result of the state follow-up review.

<b>Individual Survey Questions</b>	<b>Number of Responses (Jurisdictions)</b>	<b>Coverage Rate (Percent)</b>
1a. Active registration	4,878	74.3
1b. Inactive registration	3,049	46.4
2a. Ballots counted	6,487	98.8
3a. Ballots cast on Election Day	3,849	58.6
4a. Absentee ballots requested	4,735	72.1
5a. Absentee ballots returned	4,828	73.5
6a. Absentee ballots counted	4,902	74.6
6c. Absentee ballots not counted	1,741	26.5
7b. Early ballots counted	1,306	71.8

Individual Survey Questions	Coverage Rate (Percent)	
8a. Provisional ballots cast	3,010	45.8
9a. Provisional ballots counted	2,483	37.8
12a. Votes cast for President	6,289	95.8
10a. Presidential undervotes	4,427	67.4
11a. Presidential overvotes	1,243	18.9
12b. Votes cast for U.S. Senator	4,377	96.7
10b. Senate undervotes	3,537	78.1
11b. Senate overvotes	784	17.3
12c. Votes cast for U.S. Representative	6,031	93.4
10c. Congressional undervotes	4,493	69.6
11c. Congressional overvotes	988	15.0
13. Type of voting equipment	n/a*	n/a*
14. Voting equipment malfunctions	n/a*	n/a*
15a. Number of poll workers	4,639	70.6
16. Required number of poll workers per precinct	1,983	30.2
17a. Precincts with fewer poll workers than required	2,289	34.9
19. Number of precincts	5,395	82.1
20. Number of polling places	5,180	78.9
21a. Wheelchair-accessible polling places	3,569	54.3
21b. Polling places where visually impaired cast private ballots	537	8.2
21c. Polling places with accessible voting systems	1,206	18.4

*\*Coverage rates could not be calculated for questions on voting equipment because many jurisdictions provided data for more than one type of voting equipment.*

From conversations with state election directors and an examination of survey responses, Election Data Services determined that some state election directors sent the survey or selected questions from the survey directly to local jurisdictions, while others rewrote the questions on a new version of the survey that was distributed to local election jurisdictions.

In several instances, election directors noted in their responses that local election officials had not carefully read or fully understood certain questions on the Election Day Survey. For example, some responses to question 3b, “ballots cast on Election Day,” were identical to question 2b, “total number of ballots counted,” and did not exclude absentee ballot totals. Some local officials may have interpreted “ballots cast” (question 3b) as individual pages of a multipage ballot; therefore, five voters casting a three-page ballot would have been interpreted as 15 ballots cast, rather than five ballots cast.

There are data quality issues, cases of missing data, and, inevitably, data entry errors. Some data entry and reporting errors were detected by data integrity reports that identified rates in excess of 100 percent—for example, more ballots counted than registered voters, more ballots counted than ballots cast, more absentee ballots returned than absentee ballots requested, or more provisional ballots counted than provisional ballots cast. Other errors were detected by reports that compiled the highest and lowest 15 counties for each data category or reports that compared the survey responses with other data sources, such as certified election data published on the Web or surveys on similar topics conducted by other election organizations, such as electionline.org and the National

Association of Secretaries of State. Still other errors were corrected through telephone calls for data clarifications—e.g., extra digits (123 ballots cast, instead of 1,023 ballots) or transpositions (113 provisional ballots counted, instead of 131 ballots).

Some states were asked to provide corrected data when, for example, (1) the number of absentee ballots returned was higher than the number of ballots requested (more than 100 jurisdictions), (2) the number of absentee ballots counted was higher than the number of ballots returned (more than 140 jurisdictions), or (3) the number of provisional ballots counted was higher than the number of ballots cast (15 jurisdictions). Election Data Services has attempted to locate and correct errors in larger magnitude, but we are certain that smaller errors exist in the data. It is hoped that these small errors will not undermine the results of the analysis that we report, and that these errors are minimized when data is aggregated to the county level. Some problems remain with the data because requests for data corrections have not yet been received.

**Note: Because of the data quality issues, it is important to check the primary data sources (i.e., original survey responses) if certain items in this report seem questionable. Data errors were discovered and corrected throughout the analysis and report-writing phases of this project, right up to the date of the final report.**

## Data Tabulation

The electronic format that the EAC chose for the Election Day Survey was a Microsoft Excel spreadsheet. While most states used the Excel format for their responses, there were considerable variations among the states in the presentation of data presented on the Excel spreadsheets. For example, while most states reported election jurisdiction data in rows and survey questions in columns, a few states used the opposite format—i.e., rows for questions, and columns for jurisdictions. In some instances, particularly on voting equipment, individual data cells contained responses to two or more questions—e.g., equipment manufacturer and equipment name or type and software version. Some survey responses or supplements to survey responses were provided in Microsoft Word documents or .csv, .pdf, or html files (i.e., comma delimited text, Portable Document Format, or Hypertext Markup Language Web documents).

To tabulate the survey, Election Data Services standardized the survey responses in new Microsoft Excel import files for addition to a special SQL (Structured Query Language) relational database that was created for the project. The special EAC database for the Election Day Survey has 6,568 records (one record for each local election jurisdiction) and 70 columns of data. Data integrity and quality assurance reports to assess jurisdictional coverage and data quality issues were produced from this database as well as 14 tables that present the survey results and form the basis for this report.

Each of the 14 tables has a separate chapter in this report. The tables are entitled as follows:

Table 1. Population Estimates  
Table 2. Voter Registration  
Table 3. Ballots Counted  
Table 4. Turnout Source  
Table 5. Absentee Ballots  
Table 6. Provisional Ballots  
Table 7. Drop-Off

Table 8. Overvotes and Undervotes  
Table 9. Voting Equipment Usage  
Table 10. Voting Machines  
Table 11. Voting Equipment Malfunctions  
Table 12. Poll Workers  
Table 13. Polling Places  
Table 14. Disability

## Data Measurement

Four basic methodologies were used to analyze the results of the Election Day Survey. They are (1) data entry and tabulation checks to provide complete and consistent nationwide coverage; (2) calculation of rates and ratios to provide meaningful comparisons among states and counties; (3) cross-tabulation and correlation by different criteria—e.g., type of voting equipment used—to reveal patterns between two variables; and (4) regression analysis to provide a statistically rigorous analysis of patterns revealed through cross-tabulation and correlation.

### Table Format

The 14 tables present statewide summaries of the survey results. The questions are in columns and state responses to the survey questions are in rows. Next to each column containing a response to a survey question or a calculation representing responses to two or more questions is a column labeled “Cases.” The Cases column provides information on the number of jurisdictions that are represented by the survey response or calculation. For example, in the following illustration from Table 2, state responses to question 1a of the Election Day Survey on the number of active registered voters are in column 6, “Active Registration.” In column 7, “Cases” shows the number of local election jurisdictions covered by the state’s response to survey question 1a.

Column 8, “Percent Active Registration” lists the number of active registered voters in column 6, divided by “Reported Total Registration” in column 4. “Cases” in column 9 shows the number of local jurisdictions that responded to question 1a on active registered voters (col. 6) *and* the number of jurisdictions covered by the calculation of total registered voters in column 4.

EAC Election Day Survey											
Registration 2004 General Election											
State Code	State Name	Jurisdictions	Reported Total Registration	Cases	Active Registration	cases	Percent Active Registration	Cases	Inactive Registration	cases	Percent Inactive Registration
01	Alabama	67	2,597,629	67	2,597,629	67	100.0	67	245,356	63	10.4
02	Alaska	1	472,160	1	472,160	1	100.0	1			
04	Arizona	15	2,642,120	15	2,642,120	15	100.0	15	253,833	15	9.6
05	Arkansas	75	1,699,934	75	1,495,645	75	88.0	75	204,289	74	12.1
06	California	58	16,646,555	58	16,646,555	58	100.0	58	6,811,719	50	41.8
08	Colorado	64	3,101,956	64	2,405,306	64	77.5	64	696,650	64	22.5
09	Connecticut	169	1,831,567	169	1,831,567	169	100.0	169	110,062	168	6.0
10	Delaware	3	553,917	3	532,336	3	96.1	3	21,581	2	4.8

Moving down the table and following the 55 state responses is a series of calculations showing the nationwide totals, with maximum, minimum, and average counts for each variable. These calculations are followed by a series of cross-tabulations for interpreting the survey data. The cross-tabulations are the same for each table and cover the following three categories: (1) election administration factors, (2) geographic and demographic factors, and (3) political factors:

<b>Election Administration</b>	<b>Geo/Demographic</b>	<b>Political</b>
Type of Voting Equipment	Regions	Battleground States
Changed Voting Equipment since 2000	Urban to Rural	Presidential Margin of Victory
Statewide Voter Registration Database	Size of Jurisdiction	Red versus Blue Jurisdictions
Election Day Registration	Race and Ethnicity	
Provisional Ballot Acceptance	Median Income	
No-Excuse Absentee Balloting	High School Education	
Early Voting		
Sec. 203 Language Minority Requirements		
Sec. 5 Preclearance of Voting Procedures		

## Cross Tabulations

The following is a description of the cross-tabulation factors for interpreting the survey results.

### *Type of Voting Equipment*

Cross-tabulations by voting equipment are for five generic equipment types: (1) paper, (2) lever, (3) electronic, (4) punch card, and (5) optical scan. Paper refers to the Australian or “mark choice” ballot, on which voters choose candidates or responses to ballot questions by marking boxes on a paper ballot, which are then counted by hand. Lever refers to mechanical lever machines, which display a full-face ballot with a small lever next to each candidate’s name and each ballot question. Voters enter a curtain-enclosed booth, make their choices for candidates and ballot questions by flipping the small levers, and then pull a large lever to open the curtain to exit the booth and record their votes on counters located on the back the machines. No paper trail of an individual voter’s choices are ever produced on a lever machine.

Electronic refers to Direct Record Electronic (DRE) systems where voters use push buttons, select wheels, or touch screens to choose candidates or responses to ballot questions. Their choices are recorded and tabulated electronically in removable memory components. Punch card refers to both Votomatic and DataVote style systems, where voters insert paper ballot cards into a device and punch out chads next to candidate names and ballot questions.<sup>1</sup> The voted punch cards are then

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<sup>1</sup> A Votomatic ballot card is prescored and printed only with numbered voting positions. A Votomatic ballot card is inserted into a frame on which a booklet identifying candidates or answers to ballot questions has been attached. A stylus is used to punch out chads at various voting positions. A DataVote ballot card is printed with a candidate name or answer to a ballot question at each voting position. A DataVote ballot card is inserted into a frame fitted with a movable device similar to a one-hole punch for punching out chads at voting positions. Because the candidate names are printed on the card, most “ballots” provided to voters encompass multiple physical cards.

processed by a computer reader, which tabulates the vote. Optical scan systems use paper ballots on which voters mark their choices for candidates and ballot questions with pencils or pencil-like devices. Voted ballot cards are then scanned by machines using “marksense” (e.g., infrared) technology to tabulate the vote.

The data source for the voting equipment cross-tabulations is survey question 13, which asked for the type and manufacturer of voting equipment used at the November 2004 election. The number of local jurisdictions for each equipment type is shown below. The unknown category is for jurisdictions that did not respond to the survey question.

Type of Voting Equipment	Jurisdictions
Paper	1,734
Lever	394
Electronic	608
Punch Card	260
Optical Scan	2,541
Multiple Systems	123
Unknown	908

### *Changed Voting Equipment Since 2000*

The cross tabulation for voting equipment changes are based on responses to survey question 13 and information maintained by Election Data Services on voting equipment used at the November 2000 general election. The number of local jurisdictions that used different voting equipment in November 2000 is as follows:

Changed Voting Equipment Since Nov. 2000	Jurisdictions
Yes	1,753
No	4,815

### *Statewide Voter Registration Database*

Section 303 of HAVA requires states to implement a statewide voter registration database by January 1, 2004, unless a waiver was obtained to extend the implementation deadline to January 1, 2006. Seventeen states had statewide databases in place for the November 2004 general election, and the number of local jurisdictions in those states is as follows:

Jurisdictions in states with statewide voter registration databases in place for the November 2004 election:			Jurisdictions
Alaska	Hawaii	New Mexico	1,335
Arizona	Kentucky	Oklahoma	
Connecticut	Louisiana	South Carolina	
Delaware	Massachusetts	South Dakota	
Dist. of Columbia	Michigan	West Virginia	
Georgia	Minnesota		
Jurisdictions in other states:			5,233

### *Election Day Registration*

Six states allow persons to register and vote on Election Day.<sup>2</sup> Proponents of Election Day Registration (EDR), also called “same-day voter registration,” maintain that EDR increases the

<sup>2</sup> Another state, Rhode Island, is not considered an Election Day Registration (EDR) state, but allows persons to register on Election Day to vote for president only.

opportunity to cast a vote and that the EDR states have higher than average voter turnout rates. The number of local jurisdictions in states that have EDR is as follows:

<b>Jurisdictions in states (6) with Election Day registration:</b>			2,823
Idaho	Minnesota	Wisconsin	
Maine	New Hampshire	Wyoming	
<b>Jurisdictions in other states:</b>			3,745

### *Provisional Ballot Acceptance*

Provisional balloting allows voters who believe that they registered to cast a ballot even though their names do not appear on a voter list. A provisional ballot may be counted if, after investigation, it is determined that the voter was, in fact, eligible to vote. Provisional balloting is mandated by HAVA, although many states already had provisional balloting or other “fail-safe” voting procedures before HAVA was enacted. However, provisional balloting procedures differ among the states, and one major difference is where provisional ballots are cast.

Provisional ballots in 28 states are disqualified if cast outside the voter’s home precinct, while in 18 states, provisional ballots are eligible to be counted if cast in the voter’s home jurisdiction—e.g., county or municipality—but not necessarily in the voter’s home precinct. The number of local jurisdictions in states with in-precinct and out-of-precinct rules for counting provisional ballots is shown below. Other local jurisdictions are in states that have no such rules or are exempt from HAVA’s provisional balloting requirement. HAVA exempts states that do not have voter registration and states that have Election Day registration, although three states with Election Day registration, Maine, Wisconsin and Wyoming, use provisional ballots for first-time voters whose names do not appear on voter lists and who do not have proper identification at the polls on Election Day.

<b>Jurisdictions in states (28) where provisional ballots must be cast in the voter’s home precinct (in precinct only):</b>			4,350
Alabama	Kentucky	Ohio	
Connecticut	Massachusetts	Oklahoma	
Dist. Columbia	Michigan	South Carolina	
Florida	Mississippi	South Dakota	
Hawaii	Missouri	Tennessee	
Indiana	Montana	Texas	
Iowa	Nebraska	Virginia	
Kansas	Nevada	West Virginia	
	New Jersey	Wisconsin	
	New York	Wyoming	
<b>Jurisdictions in states (18) where provisional ballots are eligible to be counted if cast in the voter’s home jurisdiction but not necessarily in the voter’s home precinct (anywhere in jurisdiction):</b>			1,162
Alaska	Georgia	Oregon	
Arizona	Illinois	Pennsylvania	
Arkansas	Louisiana	Rhode Island	
California	Maryland	Utah	
Colorado	New Mexico	Vermont	
Delaware	North Carolina	Washington	
<b>Jurisdictions in other states:</b>			1,056



### *No Excuse Absentee Balloting*

The EAC defined absentee voting as “voting prior to Election Day which requires that the voter meet qualifications other than those generally required to register to vote.” For example, a voter might have to attest that he or she will be absent from the voting jurisdiction on Election Day. Many states now allow voters to cast absentee ballots without conditions. Cross-tabulations by “no-excuse” absentee balloting apply to jurisdictions in the following 24 states:

<b>Jurisdictions in states (24) with no-excuse absentee ballots:</b>			3,781
Alaska	Kansas	North Dakota	
Arizona	Louisiana	Oklahoma	
California	Maine	South Dakota	
Colorado	Montana	Utah	
Florida	Nebraska	Vermont	
Hawaii	Nevada	Washington	
Idaho	New Mexico	Wisconsin	
Iowa	North Carolina	Wyoming	
<b>Jurisdictions in other states:</b>			2,787

### *Early Voting*

The EAC defined early voting as “any voting that occurred prior to November 2, 2004, for which there were no eligibility requirements. For example, the voter did not have to attest that he/she would be absent from the voting jurisdiction on the day of the election.” The number of local jurisdictions in the 27 states that conduct early voting is as follows:

<b>Jurisdictions in states (27) with early voting:</b>			1,701
Alaska	Indiana	North Dakota	
Arizona	Iowa	Oklahoma	
Arkansas	Kansas	South Dakota	
California	Maine	Tennessee	
Colorado	Montana	Texas	
Florida	Nebraska	Utah	
Georgia	Nevada	Vermont	
Hawaii	New Mexico	West Virginia	
Idaho	North Carolina	Wyoming	
<b>Jurisdictions in other states:</b>			4,867

### *Section 203 Language Minority Requirements*

Section 203 of the Voting Rights Act requires election jurisdictions to provide language assistance at the polls, such as translation services or special ballots, if a language minority group represents a certain proportion of voting age citizens. Covered language minority groups are American Indians, Asian Americans, Alaskan Natives, and Spanish-heritage citizens. Section 203 cross-tabulations apply to 468 jurisdictions in 27 states.<sup>3</sup>

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<sup>3</sup> “Implementation of the Provisions of the Voting Rights Act Regarding Language Minority Groups,” 28 C.F.R. Part 55.



### *Section 5 Preclearance of Voting Procedures*

Section 5 of the Voting Rights Act requires certain jurisdictions to obtain federal approval (“pre-clearance”) before implementing changes to voting procedures. Section 5 cross-tabulations apply to 880 covered jurisdictions in 16 states.<sup>4</sup>

### *Regions*

Cross-tabulations by geographic area apply to four regional groupings of states used by the U.S. Census Bureau. These groupings exclude the four territories. The number of local jurisdictions in each of the four census regions—Northeast, Midwest, South, and West—is as follows:

<b>Jurisdictions in the nine Northeastern states:</b>			1,710
Connecticut	New Hampshire	Pennsylvania	
Maine	New Jersey	Rhode Island	
Massachusetts	New York	Vermont	
<b>Jurisdictions in the 12 Midwestern states:</b>			2,902
Illinois	Michigan	North Dakota	
Indiana	Minnesota	Ohio	
Iowa	Missouri	South Dakota	
Kansas	Nebraska	Wisconsin	
<b>Jurisdictions in the 17 Southern states:</b>			1,423
Alabama	Kentucky	South Carolina	
Arkansas	Louisiana	Tennessee	
Delaware	Maryland	Texas	
Dist. of Columbia	Mississippi	Virginia	
Florida	North Carolina	West Virginia	
Georgia	Oklahoma		
<b>Jurisdictions in the 13 Western states:</b>			420
Alaska	Idaho	Utah	
Arizona	Montana	Washington	
California	Nevada	Wyoming	
Colorado	New Mexico		
Hawaii	Oregon		
<b>Jurisdictions in four territories:</b>			113

### *Urban to Rural*

Cross-tabulations by population density for four area types—urban, suburban, small town, and rural—were created for this study from the U.S. Census P.L. 94–171 Redistricting Data Summary File. The area quartiles were created by dividing the populations of geographic units represented in the P.L. File by the areas of those units in square miles. The four territories are not covered by these calculations. The number of local jurisdictions in each population density quartile is as follows:

Area	Population Density	Jurisdictions
Urban	1,000 people per square mile or more	567
Suburban	250 to 999 people per square mile	871
Small Town	50 to 249 people per square mile	1,710
Rural	0 to 49 people per square mile	3,307
Territories	(not available)	113

<sup>4</sup> “Procedures for the Administration of Section 5 of the Voting Rights Act of 1965, As Amended,” 28 C.F.R. Part 51, and Appendix to Part 51, “Jurisdictions Covered Under Section 4(b) of the Voting Rights Act, as Amended.”

### *Size of Jurisdiction (VAP)*

Cross-tabulations by size of jurisdiction are based on selected ranges of the estimated voting age population (VAP) for the November 2, 2004, general election. VAP is defined as all persons age 18 and older residing within a jurisdiction. Estimated VAP for November 2004 is based on U.S. Census Bureau estimates of the population by age on July 1, 2002, and July 1, 2003. The November 2004 estimated VAP was constructed by extrapolating forward the difference between the July 1, 2002, and July 1, 2003, census estimates. The four territories are not covered by these ranges. The number of local jurisdictions in each range is as follows.

<b>Voting Age Population (VAP)</b>	<b>Jurisdictions</b>
Less than 1,000	1,761
1,000 to 3,499	1,165
3,500 to 9,999	1,043
10,000 to 49,999	1,704
50,000 to 249,999	586
250,000 to 999,999	140
1,000,000 or more	25
Territories and problem jurisdictions (not available)	144

Most of the small jurisdictions are municipalities in Wisconsin and the six New England states. Cross-tabulations based on voter registration would have been preferable for this study but could not be created because of a lack of consistent voter registration data.

### *Race and Ethnicity*

Cross-tabulations by race and ethnicity are also based on population counts from the U.S. Census P.L. 94-171 Redistricting Data Summary File for persons 18 years and over as well as Hispanic/Latino and non-Hispanic/Latino persons by race (63 categories).

<b>Race and Ethnic Categories</b>	<b>Jurisdictions</b>
Predominantly Non-Hispanic White	6,284
Predominantly Non-Hispanic Black	85
Predominantly Non-Hispanic Native American	24
Predominantly Hispanic	50
Territories and problem jurisdictions (not available)	145

### *Median Income*

Cross-tabulations by median income are based on income data in the U.S. Census Summary File 1 (SF 1). The four territories are not included in these tabulations. The number of local jurisdictions in each range by median income is as follows:

<b>Income Categories</b>	<b>Jurisdictions</b>
Less than \$25,000	298
\$25,000 to 29,999	884
\$30,000 to 34,999	1,372
\$35,000 to 39,999	1,215
\$40,000 to 44,999	881
\$45,000 to 49,999	587
\$50,000 or more	1,180
Territories and problem jurisdictions (not available)	151

### *High School Education*

Cross-tabulations by high school graduation or equivalent diploma are based on educational attainment data in the U.S. Census Summary File 1 (SF 1). The four territories are not included in these tabulations. The number of local jurisdictions in each range by educational attainment is as follows:

High School Graduation Rates	Jurisdictions
Less than 60 percent	126
60 to 70 percent	661
70 to 80 percent	1,646
80 to 90 percent	3,111
90 percent or higher	873
Territories and problem jurisdictions (not available)	151

### *Battleground States*

Cross-tabulations by “battleground state” apply to the 2004 presidential election and are based on the number of local jurisdictions in the 17 battleground states as follows:

<b>Jurisdictions in the 17 battleground states:</b>			3,093
Arkansas	Minnesota	Oregon	
Arizona	Missouri	Pennsylvania	
Colorado	Nevada	Washington	
Florida	New Hampshire	West Virginia	
Iowa	New Mexico	Wisconsin	
Michigan	Ohio		
<b>Jurisdictions in other states:</b>			3,475

### *Presidential Margin of Victory*

Cross-tabulations by “margin of victory” are for the 2004 presidential election by the following quintiles: Less than 2.5 percent, 2.5 to 5.0 percent, 5.0 to 7.5 percent, 7.5 percent to 10.0 percent, and 10 percent or more. The number of local jurisdictions in each margin of victory quintile is shown below. The number does not sum to 6,568, the number of jurisdictions covered by the survey, because election returns were not reported for some smaller jurisdictions whose votes are included in the totals of another jurisdiction.

Presidential Margin of Victory	Jurisdictions
Less than 2.5 percent	515
2.5 percent to 5.0 percent	476
5.0 percent to 7.5 percent	510
7.5 percent to 10.0 percent	429
10 percent or more	4,492

### *Red versus Blue Jurisdictions*

Cross-tabulations by “red versus blue” apply to the 2004 presidential election results and are based on local jurisdictions won by John Kerry (blue) and George W. Bush (red). The number of jurisdictions by margin of victory is shown below. The number does not sum to 6,568, the number of jurisdictions covered by the survey, because election returns were not reported for some smaller jurisdictions whose votes are included in the totals of another jurisdiction.

<b>Candidate</b>	<b>Margin of Victory</b>	<b>Jurisdictions</b>
Red (Bush)	Greater than 55 percent	3,115
Red (Bush)	50 percent to 55 percent	982
Red (Bush)	Less than 50 percent	136
	Tied	25
Blue (Kerry)	Less than 50 percent	150
Blue (Kerry)	50 percent to 55 percent	872
Blue (Kerry)	Greater than 55 percent	1,161

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## PART 2

### ELECTION DAY SURVEY RESULTS

Any discussion about the voting process must take into account several requirements that have been built into the American electoral system. First, not everyone can vote. Persons must have reached a certain age. The 26th Amendment, adopted in 1972, placed the minimum voting age at 18 years. Persons age 18 and older are commonly referred to as the voting age population (VAP). Second, being of voting age is not necessarily a guarantee of voting eligibility, because most states also require persons to be United States citizens. This smaller group of individuals is referred to as the citizen voting age population (CVAP). Third, in most states persons must also register to vote. Some states have made the registration process easier than others, such as the six states that have adopted Election Day Registration. The rural state of North Dakota has no registration requirement.

But registering is just another step in the voting process. People have to turn out and cast a ballot. The easing of absentee balloting restrictions and the adoption of mail-in ballots has increased voter turnout to a certain degree. But the fourth step of the process still comes down to people making the effort to vote. Fifth, the American electoral system is unique in that it presents voters with many decisions on Election Day. Not only are there contests among candidates for federal offices, but also for state and local offices. Many states and localities place referendums on the ballot as well. Each contest on the ballot presents voters with a choice of whether to participate.

At each step in the voting process, the demographic and political makeup of the electoral body changes. Individuals and various groups of individuals are affected differently. This study of the Election Day Survey analyzes data generated by election systems at each of the five steps. The data is presented in the following series of tables:

Table 1. Population Estimates  
Table 2. Voter Registration  
Table 3. Ballots Counted  
Table 4. Turnout Source  
Table 5. Absentee Ballots  
Table 6. Provisional Ballots  
Table 7. Drop-Off

Table 8. Overvotes and Undervotes  
Table 9. Voting Equipment Usage  
Table 10. Voting Machines  
Table 11. Voting Equipment Malfunctions  
Table 12. Poll Workers  
Table 13. Polling Places  
Table 14. Disability

Each table has a separate chapter that contains background information about survey questions, the historical context for interpreting the survey results, and stipulations about jurisdictional coverage and the applicability of data items. The survey results in each table are summed to the state level for 6,567 local election jurisdictions in the U.S. Election Assistance Commission dataset. The survey results are also subtotaled for each of the 18 cross-tabulation factors described earlier in Part 1. Each chapter provides an analysis of the survey results for each cross-tabulation factor. There is a separate chapter containing recommendations on future data collection.

## Chapter 1

# Population Estimates

Table 1 presents estimates of the voting age population (VAP) and the citizen voting age population (CVAP) in the United States for the November 2, 2004, general election. The VAP is defined as all persons age 18 and older residing within a jurisdiction—a county, parish, or township, depending on where elections are administered. Estimated VAP for November 2004 is constructed from U.S. Census Bureau population estimates by age and jurisdiction for July 1 of a given year. (Census estimates are available at <http://www.census.gov>.)

As of this writing, the July 1, 2004, VAP estimates have not been released, but they are anticipated by the end of the summer of 2005. We constructed the November 2, 2004, estimated VAP used in this report by extrapolating forward the difference between the July 1, 2002, and July 1, 2003, census estimates. This method constructs the best approximation of the November 2, 2004, VAP for local election jurisdictions. But we recognize that the method may incorrectly estimate population for a jurisdiction, such as underestimating population growth, particularly for jurisdictions with small populations, such as townships. To construct the best VAP available estimate for townships, we assigned the ratio of the newly released Census Bureau July 1, 2004, total population estimate from the county to the township to apportion our November 2, 2004, county-level VAP estimate to the township.

It is important to understand that VAP is not a perfect estimate of those eligible to vote. VAP does not include estimates of voting-eligible persons living overseas. It includes persons who are ineligible to vote under state laws, such as noncitizens; ineligible felons, depending on state law; those determined by a court to be incompetent; those who are not registered to vote; and persons who might have moved recently. But obtaining uniform data for jurisdictions nationwide for each of these circumstances is impossible, and therefore, no possible adjustment can be made to the base data.

We can, however, account for noncitizens, the largest ineligible population, by estimating the CVAP. We constructed CVAP by applying the 2000 census estimate of CVAP (which was obtained by Election Data Services as a special tabulation from the Census Bureau) as a percentage of the 2000 census VAP to the November 2, 2004, population estimates described above. This method implicitly assumes that the April 1, 2000, report of the percentage citizens of VAP is equal to the November 4, 2004, percentage citizens of VAP.

Methods exist to estimate the other eligible and ineligible populations, such as accounting for the overseas eligible population and ineligible felons from Department of Justice reports (McDonald and Popkin 2001; McDonald 2002), but no sound methodology exists to apportion these populations to counties and townships. For consistency across reporting units, we do not further adjust CVAP to attempt to better measure the voting-eligible population.

## Applicability and Coverage

VAP and CVAP estimates were available for all 50 states, the District of Columbia, and Puerto Rico. The Census Bureau did not produce post-2000 population estimates for Guam, American Samoa, and the Virgin Islands.

## Population Estimates

Table 1 presents population estimates for the analysis of the survey results. Table 1 provides estimates of the VAP and the CVAP, and calculates CVAP as a percentage of VAP. The column headings in Table 1 are as follows:

### Column Headings for Table 1. Population Estimates

Col.-	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	2004 Estimated VAP	Estimated November 2004 voting age population (VAP)
5	Cases	Number of jurisdictions for which VAP estimates were constructed
6	2004 Estimated. Citizen VAP	Estimated November 2004 citizen voting age population (CVAP)
7	Cases	Number of jurisdictions for which CVAP estimates were constructed
8	Percent 2004 Citizen of Total VAP	Estimated November 2004 CVAP (col. 6) divided by estimated November 2004 total VAP (col. 4)
9	Cases	Number of jurisdictions for which VAP and CVAP estimates were constructed
10	Cases > 100%	Number of jurisdictions where estimated November 2004 CVAP is greater than total November 2004 VAP



## Analysis of Estimates

The following is our analysis of the data in Table 1 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and state-level summary of the population data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

### Summary

The uneven distribution of noncitizens across jurisdictions underscores the importance of using CVAP in addition to VAP when drawing conclusions of survey results across jurisdictions. If VAP were used, rates would be underestimated for jurisdictions with high proportions of noncitizens relative to other jurisdictions. Jurisdictions with high proportions of noncitizens can be found in Western states, particularly California; in urban and small cities; and in Section 203 and Section 5 Voting Rights jurisdictions, among other categories.

### States

Nationally, the 2000 census reported that 92.4 percent of the U.S. voting age population are citizens. The distribution of VAP and CVAP across the states and within cross-tabulations is reported in Table 1. California has the largest voting-age population at 26.6 million. California also has the largest noncitizen population, with only 81.3 percent of the VAP classified as citizens in the 2000 census. West Virginia has the smallest noncitizen population as a percentage of the VAP, with 99.4 percent of the VAP classified as citizens.

### Regions

The largest proportion of non-citizens are located in the West, where only 86.8 percent of VAP are citizens. Jurisdictions located in the Midwest have the highest proportion of citizens, with 96.3 percent. Jurisdictions in the Northeast and the South fall in the middle with 91.8 percent and 93.8 percent citizens, respectively. In all, 224 jurisdictions were reported as having zero noncitizens among the VAP, primarily located in regions outside the West.

### Urban to Rural

Among urban to rural categories, urban jurisdictions have the lowest percentage of citizens, 87.1 percent. The remaining categories fall between 94.4 percent citizen in suburban to 97.3 percent citizen in rural jurisdictions.

### Size of Jurisdiction

The smallest jurisdictions have citizenship of 99.3 percent of VAP. For small- to medium-sized jurisdictions up to 250,000 VAP, citizenship is above 96.0 percent. For the 23 largest jurisdictions in the nation, those with 1,000,000 or more, citizens are 82.6 percent of the VAP.



### *Race and Ethnicity*

Among racial and ethnic categories, predominantly Hispanic jurisdictions have the lowest percentage of citizens, only 75.7 percent. In predominantly non-Hispanic White jurisdictions, greater than 93.4 percent are citizens, and up to 98.0 percent are citizens in predominantly non-Hispanic Native American jurisdictions.

### *Median Income*

Lower income jurisdictions tend to have higher citizenship rates. The percentage of citizens among the voting age population ranges from 89.7 percent to 96.6 percent.

### *High School Education*

Jurisdictions with lower percentages of the population completing high school have higher percentages of noncitizens. Jurisdictions with below a 60 percent high school completion rate have an 86.2 percent citizenship rate. Those above 90 percent high school completion report 94.0 percent citizenship among the VAP.

### *Section 203 Language Minority Requirements*

Jurisdictions covered under Section 203 of the Voting Rights Act have higher percentages of noncitizens. Section 203 jurisdictions are 85.4 percent citizen, while noncovered jurisdictions are 95.8 percent citizen.

### *Section 5 Preclearance of Voting Procedures*

Jurisdictions covered under Section 5 of the Voting Rights Act have higher percentages of noncitizens. Section 5 jurisdictions are 90.3 percent citizen, while other noncovered jurisdictions are 93.1 percent citizen.

### *Type of Voting Equipment*

Jurisdictions that use hand-counted paper ballots have the highest proportion of citizens, 98.1 percent, which may be because paper ballots are primarily used by smaller jurisdictions. Cross-tabulations with other types of voting equipment are in the low- to mid-90 percent range.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment from the 2000 election have a lower percentage of citizens, 88.7 percent, than other jurisdictions, 94.1 percent. The difference is partially a consequence of voting equipment changes in populous southern California and southern Florida counties with high noncitizen populations.

### *Statewide Voter Registration Database*

States with statewide voter registration databases have a slightly higher percentage of citizens, 95.3 percent, than those that do not, 91.6 percent.

### *Election Day Registration*

States with Election Day Registration (EDR) have higher percentages of citizens, 97.2 percent, than those that do not, 92.1 percent. This difference is primarily attributed to the number of EDR states in

the Northeast and Midwest. The two Western states with EDR, Idaho and Wyoming, also have high levels of citizenship.

#### *Provisional Ballot Acceptance*

States that allow provisional ballots to be counted if cast outside a voter's home precinct have a lower percentage of citizens, 90.5 percent, than those that accept ballots cast in home precincts only, 93.5 percent, or do not have provisional ballots, 97.0 percent.

#### *No Excuse Absentee Balloting*

States with no excuse absentee balloting have lower percentages of citizens than other states, 90.0 percent versus 93.9.

#### *Early Voting*

States with early voting have a lower percentage of citizens, 89.7 percent, than states that do not have early voting, 94.6 percent.

#### *Battleground States*

Battleground states in the November 2004 general election had a higher percentage of citizens than those that were not battleground states, 95.0 percent versus 91.0 percent.

#### *Presidential Margin of Victory*

There is no pattern of citizenship among jurisdictions within states by presidential margin of victory. The percentage of citizens ranges from 90.7 percent to 96.3 percent among the categories.

#### *Red versus Blue Jurisdictions*

Jurisdictions won by Bush tend to have higher percentages of citizens, from 92.9 percent to 95.9 percent, than jurisdictions won by Kerry, from 87.5 percent to 93.9 percent.

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EAC Election Day Survey						Cases = Number of Jurisdictions Reporting Subject Matter			
Population Estimates 2004 General Election									
Updated: 11/30/2005 18:22:35		Election Administration	2004		2004 Estimated		Percent		
Code	Name	Jurisdictions	Estimated VAP	Cases	Citizen Vap	Cases	2004 Citizen of Total VAP	Cases	Cases >100%
01	Alabama	67	3,425,821	67	3,376,112	67	98.5	67	
02	Alaska	1	470,027	1	454,708	1	96.7	1	
04	Arizona	15	4,194,390	15	3,770,203	15	89.9	15	
05	Arkansas	75	2,069,560	75	2,024,200	75	97.8	75	
06	California	58	26,647,955	58	21,671,670	58	81.3	58	
08	Colorado	64	3,456,263	64	3,233,934	64	93.6	64	
09	Connecticut	169	2,684,372	169	2,514,118	169	93.7	169	
10	Delaware	3	629,009	3	605,748	3	96.3	3	
11	District of Columbia	1	451,039	1	405,042	1	89.8	1	
12	Florida	67	13,441,568	67	12,076,990	67	89.8	67	
13	Georgia	159	6,534,852	159	6,159,729	159	94.3	159	
15	Hawaii	5	980,154	5	900,647	5	91.9	5	
16	Idaho	44	1,025,457	44	986,664	44	96.2	44	
17	Illinois	110	9,518,482	110	8,704,683	110	91.5	110	
18	Indiana	92	4,635,665	92	4,534,543	92	97.8	92	
19	Iowa	99	2,274,174	99	2,221,452	99	97.7	99	
20	Kansas	105	2,049,512	105	1,972,661	105	96.3	105	
21	Kentucky	120	3,157,197	120	3,110,923	120	98.5	120	
22	Louisiana	64	3,358,452	64	3,305,044	64	98.4	64	
23	Maine	517	1,037,050	506	1,022,248	505	98.6	505	
24	Maryland	24	4,200,854	24	3,940,414	24	93.8	24	
25	Massachusetts	351	4,956,454	351	4,577,316	351	92.4	351	
26	Michigan	83	7,616,344	83	7,369,271	83	96.8	83	
27	Minnesota	87	3,872,349	87	3,736,578	87	96.5	87	
28	Mississippi	82	2,139,817	82	2,118,126	82	99.0	82	
29	Missouri	116	4,344,660	116	4,263,417	116	98.1	116	
30	Montana	56	715,495	56	709,037	56	99.1	56	
31	Nebraska	93	1,316,475	93	1,272,795	93	96.7	93	
32	Nevada	17	1,737,781	17	1,536,969	17	88.4	17	
33	New Hampshire	242	1,000,557	239	975,065	238	97.5	238	
34	New Jersey	21	6,573,010	21	5,871,639	21	89.3	21	
35	New Mexico	33	1,402,999	33	1,316,405	33	93.8	33	
36	New York	58	14,790,540	58	12,924,433	58	87.4	58	
37	North Carolina	100	6,414,796	100	6,129,162	100	95.5	100	
38	North Dakota	53	490,179	53	484,528	53	98.8	53	
39	Ohio	88	8,680,792	88	8,532,693	88	98.3	88	
40	Oklahoma	77	2,664,520	77	2,589,344	77	97.2	77	
41	Oregon	36	2,766,936	36	2,594,416	36	93.8	36	
42	Pennsylvania	67	9,615,172	67	9,395,376	67	97.7	67	
44	Rhode Island	39	842,911	39	785,112	39	93.1	39	
45	South Carolina	46	3,174,262	46	3,106,879	46	97.9	46	
46	South Dakota	66	576,196	66	569,346	66	98.8	66	
47	Tennessee	95	4,516,679	95	4,423,433	95	97.9	95	
48	Texas	254	16,263,861	254	14,443,878	254	88.8	254	
49	Utah	29	1,645,366	29	1,548,346	29	94.1	29	
50	Vermont	246	487,977	246	478,434	246	98.0	246	
51	Virginia	134	5,695,220	134	5,388,364	134	94.6	134	
53	Washington	39	4,732,158	39	4,414,206	39	93.3	39	
54	West Virginia	55	1,430,254	55	1,422,042	55	99.4	55	
55	Wisconsin	1,910	4,188,206	1,894	4,091,525	1,888	97.7	1,888	
56	Wyoming	23	386,170	23	380,564	23	98.5	23	
60	American Samoa	1							
66	Guam	1							
72	Puerto Rico	110							
78	Virgin Islands	1							
	Total	6,568	221,279,989	6,425	204,440,432	6,417	92.4	6,417	
	Maximum	1,910	26,647,955	1,894	21,671,670	1,888	99.4	1,888	
	Average	119	4,338,823	125	4,008,635	125	95.1	125	
	Minimum	1	386,170	1	380,564	1	81.3	1	

EAC Election Day Survey						Cases = Number of Jurisdictions Reporting Subject Matter		
Population Estimates 2004 General Election								
Updated: 11/30/2005 18:22:35								
Code	Name	Election Administration Jurisdictions	2004 Estimated VAP	Cases	2004 Estimated Citizen Vap	Cases	Percent 2004 Citizen of Total VAP	Cases > 100%
<b>Election Administration</b>								
<b>Voting Equipment Used in 2004 General Election</b>								
	None / Unknown	908	14,612,312	775	13,583,011	770	93.0	770
	Punch card	260	19,552,003	260	18,376,609	260	94.0	260
	Lever	394	26,918,948	394	24,625,772	394	91.5	394
	Paper	1,734	3,308,339	1,724	3,246,269	1,722	98.1	1,722
	Optical scan	2,541	88,323,954	2,541	81,601,352	2,540	92.4	2,540
	Electronic	608	52,761,316	608	48,448,239	608	91.8	608
	Multiple Systems	123	15,803,117	123	14,559,180	123	92.1	123
<b>Changed Voting Equipment Since 2000 General Election</b>								
	Yes	1,753	69,121,688	1,747	61,301,531	1,743	88.7	1,743
	No	4,815	152,158,301	4,678	143,138,901	4,674	94.1	4,674
<b>State Wide Voter Registration System in Place</b>								
	Yes	1,335	48,152,870	1,335	45,913,343	1,335	95.3	1,335
	No	5,233	173,127,119	5,090	158,527,089	5,082	91.6	5,082
<b>Election Day Registration</b>								
	Yes	2,823	11,509,789	2,793	11,192,644	2,785	97.2	2,785
	No	3,745	209,770,200	3,632	193,247,788	3,632	92.1	3,632
<b>Provisional Ballot Acceptance</b>								
	In Overall Jurisdiction	1,162	88,988,159	1,162	80,531,790	1,162	90.5	1,162
	In Precinct Only	4,350	124,866,238	4,334	116,703,559	4,328	93.5	4,328
	None	1,056	7,425,592	929	7,205,083	927	97.0	927
<b>No Excuse Absentee Balloting</b>								
	Yes	3,781	85,693,320	3,754	77,136,882	3,747	90.0	3,747
	No	2,787	135,586,669	2,671	127,303,550	2,670	93.9	2,670
<b>Early Voting Allowed</b>								
	Yes	1,701	99,654,623	1,701	89,386,654	1,701	89.7	1,701
	No	4,867	121,625,366	4,724	115,053,778	4,716	94.6	4,716
<b>Covered By Section 203, Language Minority Requirements</b>								
	Yes	468	72,670,065	468	62,053,610	468	85.4	468
	No	6,100	148,609,924	5,957	142,386,822	5,949	95.8	5,949
<b>Covered By Section 5 of Voting Rights Act</b>								
	Yes	880	56,030,484	879	50,618,730	879	90.3	879
	No	5,688	165,249,505	5,546	153,821,702	5,538	93.1	5,538

EAC Election Day Survey						Cases = Number of Jurisdictions Reporting Subject Matter			
Population Estimates 2004 General Election									
Updated: 11/30/2005 18:22:35									
Code	Name	Election Administration Jurisdictions	2004 Estimated VAP	Cases	2004 Estimated Citizen Vap	Cases	Percent 2004 Citizen of Total VAP	Cases	Cases > 100%
<b>Demographics</b>									
<b>Region</b>									
	Northeast	1,710	41,988,043	1,696	38,543,741	1,694	91.8	1,694	
	South	1,423	79,567,761	1,423	74,625,430	1,423	93.8	1,423	
	Midwest	2,902	49,563,034	2,886	47,753,492	2,880	96.3	2,880	
	West	420	50,161,151	420	43,517,769	420	86.8	420	
	Territories	113							
<b>Urban to Rural</b>									
	Urban	567	82,075,044	567	71,502,542	567	87.1	567	
	Suburban	871	59,268,529	870	55,930,689	870	94.4	870	
	Small Towns	1,710	56,213,989	1,700	53,926,100	1,700	95.9	1,700	
	Rural	3,307	23,722,427	3,288	23,081,101	3,280	97.3	3,280	
	Not Available - Territories	113							
<b>Size of Jurisdiction (VAP)</b>									
	< 1,000	1,761	899,315	1,759	893,183	1,754	99.3	1,754	
	>=1,000 to <3,500	1,165	2,267,899	1,165	2,237,383	1,165	98.7	1,165	
	>=3,500 to <10,000	1,043	6,692,594	1,043	6,579,642	1,043	98.3	1,043	
	>=10,000 to <50,000	1,704	38,463,619	1,704	37,554,218	1,704	97.6	1,704	
	>=50,000 to <250,000	586	60,558,039	586	58,162,583	586	96.0	586	
	>=250,000 to <1,000,000	140	63,995,785	140	59,038,383	140	92.3	140	
	>=1,000,000	25	48,402,590	25	39,975,040	25	82.6	25	
	Not Available	144	148	3					
<b>Race and Ethnicity</b>									
	Predominantly NH White	6,264	204,258,977	6,262	190,732,668	6,257	93.4	6,257	
	Predominantly NH Black	85	4,061,404	85	3,830,613	85	94.3	85	
	Predominantly NH Native American	24	268,560	24	263,114	24	98.0	24	
	Predominantly Hispanic	50	12,658,812	50	9,583,359	50	75.7	50	
	Not Available	145	32,236	4	30,678	1	95.6	1	
<b>Median Income</b>									
	< \$25,000	298	3,079,342	298	2,895,857	298	94.0	298	
	>=\$25,000 to <\$30,000	884	11,220,765	884	10,840,802	884	96.6	884	
	>=\$30,000 to <\$35,000	1,372	28,691,481	1,372	27,695,081	1,372	96.5	1,372	
	>=\$35,000 to <\$40,000	1,215	50,829,468	1,215	46,977,393	1,215	92.4	1,215	
	>=\$40,000 to <\$45,000	881	49,717,211	881	44,605,486	881	89.7	881	
	>=\$45,000 to <\$50,000	587	27,092,115	587	25,051,123	587	92.5	587	
	>=\$50,000	1,180	50,649,351	1,179	46,374,633	1,179	91.6	1,179	
	Not Available	151	256	9	57	1	100.0	1	
<b>High School Education</b>									
	< 60%	126	2,401,104	126	2,070,013	126	86.2	126	
	>=60% to <70%	661	22,653,549	661	19,248,863	661	85.0	661	
	>=70% to <80%	1,646	64,350,042	1,646	58,555,481	1,646	91.0	1,646	
	>=80% to <90%	3,111	113,912,781	3,111	107,682,045	3,111	94.5	3,111	
	>=90%	873	17,930,226	872	16,853,352	872	94.0	872	
	Not Available	151	32,287	9	30,678	1	95.6	1	

EAC Election Day Survey						Cases = Number of Jurisdictions Reporting Subject Matter			
Population Estimates 2004 General Election									
Updated: 11/30/2005 18:22:35		Election Administration	2004 Estimated VAP	Cases	2004 Estimated Citizen Vap	Cases	Percent 2004 Citizen of Total VAP	Cases	Cases > 100%
Code	Name	Jurisdictions							
<b>Political</b>									
<b>Battleground States in 2004 Presidential Election</b>									
	Yes	3,093	76,824,163	3,074	72,974,742	3,067	95.0	3,067	
	No	3,475	144,455,826	3,351	131,465,690	3,350	91.0	3,350	
<b>Margin of Victory in 2004 Presidential Election</b>									
	< 2.5%	515	19,185,454	515	18,028,997	515	94.0	515	
	>=2.5% to < 5.0%	476	14,781,804	471	13,930,907	471	94.2	471	
	>=5.0% to < 7.5%	510	17,701,432	508	16,058,853	508	90.7	508	
	>=7.5% to < 10.0 %	429	10,292,117	428	9,914,375	428	96.3	428	
	>=10.0 %	4,492	159,310,466	4,486	146,498,703	4,482	92.0	4,482	
<b>Red vs Blue Jurisdictions Won By in 2004 Presidential Election</b>									
	Bush > 55%	3,115	86,412,155	3,112	82,498,439	3,108	95.5	3,108	
	Bush 50% to 55%	982	32,877,232	977	30,555,098	977	92.9	977	
	Bush < 50%	136	2,380,942	132	2,284,492	132	95.9	132	
	Kerry < 50%	150	5,883,881	150	5,523,776	150	93.9	150	
	Kerry 50% to 55%	872	29,466,232	872	27,348,806	872	92.8	872	
	Kerry > 55%	1,161	64,245,074	1,159	56,215,492	1,159	87.5	1,159	
	Tied	25	14,267	21	14,123	17	99	17	

## Chapter 2 Voter Registration

Most jurisdictions maintain a registry of persons who are eligible 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. Persons who have been legally declared insane or mentally incompetent or who have been convicted of a felony and have not had their civil rights legally restored generally cannot vote, depending on state law. Prior to HAVA (Help America Vote Act of 2002), voter registration rolls were administered by local election officials. HAVA required states to administer voter registration, although not all states have completed the transition to a statewide voter registration system. Only 17 states had a fully functional statewide voter registration system in place for the 2004 election.

To register to vote, a person must submit an application to the election authority of the local jurisdiction in which he or she resides. HAVA also requires that first-time registrants provide some form of identification. After the application has been processed, a voter registration, or confirmation, card is usually mailed to the registrant. The card assigns the registrant to a specific precinct and polling place. The registration remains “active” as long as the registrant lives at his or her original residence address. A person must reregister if he or she moves to a new place of residence or legally changes his or her name. The election authority will usually issue a new card if an assigned precinct or polling place is changed.

To keep voter registries current, state and federal laws allow election authorities to designate a registrant as “inactive” if, over a period of time, the registrant has not voted in a series of elections or has not had any contact with or responded to mailings by the election jurisdiction. The National Voter Registration Act of 1993 (NVRA) prohibits election jurisdictions from removing a person from the voter registry for failure to vote [sec. 8(b)(2)] or failure to notify the registrar of a change of address *within* a jurisdiction [sec. 8(f)]. But the NVRA does not prohibit election jurisdictions from designating as “inactive”, voters who have not responded to certain address confirmation mailings [sec. 8(d)(2) mailings to confirm whether registrants continue to reside in the jurisdiction] and who have not appeared at the polls or attempted to reregister. The designation of “inactive” status allows election jurisdictions some administrative leeway in determining, for example, the number of signatures required for ballot access or the number of precincts, ballots, or voting machines necessary to service voters at an election. Persons may be removed from a voter registry for failure to respond to a sec. 8(d)(2) confirmation mailing if the registrant has failed to vote or appeared to vote in any election between the date of the confirmation notice and the day after the second subsequent general election for a federal office has occurred.

### Applicability and Coverage

Question 1 of the Election Day Survey asked states to provide the number of active and inactive voters in each local election jurisdiction. But the U.S. Election Assistance Commission (EAC) did not specifically ask the states to provide the total number of registered voters at the time of the November 2004 general election. Nor did the EAC ask for the number of persons who registered to



vote on Election Day in the six states with EDR: Idaho, Maine, Minnesota, New Hampshire, Wisconsin, and Wyoming.<sup>1</sup>

Election Data Services had previously collected the reported numbers of registered voters from the states for their respective jurisdictions at the November election. A comparison of the EAC survey data and Election Data Services' data showed the different ways in which states report voter registration numbers. In some states, voter registration is just the number of active voters, while in others, voter registration is a combination of active and inactive voters. In four states, the determination of whether to report active and inactive voters in voter registration totals is at the discretion of individual local jurisdictions. The different ways in which states report voter registration numbers are as follows:

**Voter Registration Reports Include Active Voters Only (26)**

Alabama	Georgia	Mississippi	South Carolina
Alaska	Illinois	Michigan	South Dakota
Arizona	Indiana	Nevada	Utah
California	Kentucky	New Hampshire*	Vermont
Connecticut	Maine	Oregon	Washington
Dist. of Columbia	Maryland	Pennsylvania	
Florida	Minnesota	Rhode Island*	

**Voter Registration Reports Include Active and Inactive Voters (20)**

Arkansas	Kansas	Nebraska	Tennessee
Colorado	Louisiana	New Mexico	Texas
Delaware	Massachusetts	New York	Virginia
Hawaii	Missouri	North Carolina	West Virginia
Idaho*	Montana	Oklahoma	Wyoming*

**Reporting Active and Inactive Voters Varies by Local Jurisdiction (4)**

Iowa	New Jersey	Ohio	Wisconsin*
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**Unknown (4)**

American Samoa	Guam	Puerto Rico	U.S. Virgin Islands
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\*Voter registration reports also include voters who registered on Election Day.

North Dakota does not have voter registration.

Because of the differences among state voter registration reports and the fact that not every state provided uniform data on active voters, we added a special column to Table 2 called "Reported Total Registration." All calculations in this study based on total voter registration use Reported Total Registration. For states that report only active voters, Reported Total Registration represents solely active voters. For states that report both active and inactive voters, Reported Total Registration is a combination of active and inactive voters. In four states—Iowa, New Jersey, Ohio, and Wisconsin—where local election jurisdictions decide whether to report active and inactive voters, Reported Total Registration is a combination of active and inactive voters, depending on local practice.

There are also two special cases: North Dakota and Wisconsin. North Dakota has no voter registration requirement and responded "Not Applicable" to survey question 1. In North Dakota, anyone of voting age is allowed to vote on Election Day. As a result, in Table 2, Reported Total

<sup>1</sup> Rhode Island is not considered an Election Day Registration (EDR) state but allows persons to register on Election Day to vote for president only.

Registration for North Dakota is the estimated November 2004 voting age population (VAP). Wisconsin's voter registration requirement applies only to municipalities with populations larger than 5,000. Only 337 of the state's 1,900 local election jurisdictions reported voter registration numbers on the survey. Wisconsin is building a statewide voter registration database, and some jurisdictions smaller than 5,000 provided voter registration numbers on the survey. For all other Wisconsin jurisdictions, Reported Total Registration in Table 2 is estimated November 2004 VAP.

## Historical Context

For most eligible citizens in the United States, the first step to participate in the electoral process is to register to vote, except in North Dakota, which has no voter registration, and in the six states with EDR. For residents of all other states, the last day to register to vote prior to an election depends on state law. Table 2a provides a list of state voter registration deadlines for the November 2004 general election. Some states have different deadlines for registration by mail or in person. Some of the states with EDR have deadlines for preregistration by mail.

Prior to the adoption of the NVRA in 1993, individuals had to seek out voter registration applications on their own. After NVRA, voter registration applications were more readily available at public offices, most notably motor vehicles offices. The size of voter registries increased as voter registration became easier. But voter registration rolls contain a certain amount of "deadwood"—that is, duplicate names, erroneous or obsolete address information, and names of deceased and ineligible people still listed as active, or inactive, voters. Updating registration rolls for persons who change their places of residence is a continual challenge to registrars across the country.

The 2000 census revealed that 46.7 percent of the U.S. population had moved in the previous five years. The people most likely to become deadwood on the voter registration rolls are those who moved just outside the county in which they formerly resided, which was 21.3 percent of the population. Yearly current population reports from the Census Bureau have constantly shown that about 17 percent of this nation's population moves every year. The Current Population Survey (CPS) is a monthly survey of labor statistics conducted by the Census Bureau. In November of an election year, the CPS survey includes a limited number of voting questions.

Table 2b shows trends in voter registration nationally. After 1994, voter registration as a percentage of the citizen voting age population increased about seven percentage points from 71.6 percent to 78.7 percent. This corresponds to the time that states began implementing NVRA, which linked voter registration changes with driver's license agencies. Since 1996, voter registration has held steady at a little more than 82 percent of the citizen voting age population (CVAP), but now complete data on 2004 shows it increased to 86.1 percent. Due to holes in the data collection, the EAC survey shows just 81.2 percent of the citizen voting age population was registered in 2004.

While registration as a percentage of CVAP has increased, the percentage of persons identifying themselves as a citizen of voting age and registered to vote in the Census Bureau's CPS has remained relatively constant, at 67.4 percent. Moreover, the difference between the percentage of CVAP on the CPS reported as registered and the aggregate national statistics shows that for the most recent elections, over 10 percent fewer people report being registered than the state-provided statistics indicate. What makes this difference all the more significant is that election surveys consistently find more people report voting than aggregate statistics indicate, a phenomenon

sometimes attributed to “social desirability”—the desire by survey respondents to provide the socially correct answer. If people misreport that they vote when they do not, it would be expected that they would misreport registering when they have not. The most plausible explanations for the discrepancy are both deadwood, and misreporting by voters.

**Table 2a. State Voter Registration Deadlines for 2004 General Election**

**31 days before the election**

Nevada (mail)

**30 days before the election**

Alaska	Louisiana	Pennsylvania	Washington (mail)
Arkansas	Michigan	Rhode Island	Wyoming (mail)
Dist. of Columbia	Mississippi	South Carolina	
Georgia	Montana	Tennessee	
Hawaii	Ohio	Texas	

**29 days before the election**

Arizona	Florida	Kentucky	Virginia
Colorado	Indiana	New Jersey	

**28 days before the election**

Illinois	New Mexico
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**27 days before the election**

Missouri

**25 days before the election**

Idaho (mail)	New York	North Carolina	Oklahoma*
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**24 days before the election**

Idaho (in person)

**21 days before the election**

Maryland	Minnesota (mail)	Nevada (in-person)	Oregon (new registrants)
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**20 days before the election**

Delaware	Massachusetts	Utah (mail)	West Virginia
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**18 days before the election**

Nebraska

**15 days before the election**

California	Kansas	Washington (in person)
Iowa (mail)	South Dakota	

**14 days before the election**

Connecticut

**13 days before the election**

Wisconsin (mail)

**10 days before the election**

Alabama	Iowa (in person)	New Hampshire (mail)	Vermont
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**8 days before the election**

Utah (in person)	Vermont
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**No deadline**

Maine

**Election Day Registration**

Idaho	Minnesota	Wisconsin
Maine	New Hampshire	Wyoming

\*Registration applications may be submitted anytime, but registration cards may not be issued during the 24 days prior to an election.

**Table 2b. Voter Registration Statistics, 1964–2004**

Year	Voting Age Population (VAP)	Citizen Voting Age Population (CVAP)	Registered Voters	Percent Registered of VAP	Percent Registered of CVAP	Percent Registered of CVAP (CPS)
<b>2004</b> <sup>1</sup>	221,279,989	204,440,432	177,265,030	79.5	86.1	--
<b>2002</b> <sup>1</sup>	216,207,290	198,902,000	162,993,315	73.3	82.3	66.5
<b>2000</b> <sup>1</sup>	202,609,000	194,477,000	163,931,394	80.9	82.7	69.5
<b>1998</b> <sup>1</sup>	200,929,000	190,007,000	156,036,945	77.7	82.1	67.1
<b>1996</b> <sup>2</sup>	192,198,000	185,849,000	146,370,909	76.2	78.7	65.9
<b>1994</b> <sup>2</sup>	189,406,000	181,909,000	130,292,822	68.8	71.6	67.1
<b>1992</b> <sup>2</sup>	185,392,000	178,694,000	133,821,178	72.2	74.9	68.2
<b>1990</b> <sup>2</sup>	181,734,000	--	121,105,630	66.6	--	--
<b>1988</b> <sup>2</sup>	178,701,000	--	126,379,628	70.7	--	--
<b>1986</b> <sup>2</sup>	174,555,000	--	118,399,984	67.8	--	--
<b>1984</b> <sup>2</sup>	170,485,000	--	124,150,614	72.8	--	--
<b>1982</b> <sup>2</sup>	166,017,000	--	110,671,225	66.7	--	--
<b>1980</b> <sup>2</sup>	160,755,000	--	113,043,734	70.3	--	--
<b>1978</b> <sup>2</sup>	154,655,000	--	103,291,265	66.8	--	--
<b>1976</b> <sup>2</sup>	148,704,000	--	105,037,980	70.6	--	--
<b>1974</b> <sup>3</sup>	140,892,000	--	96,199,020	68.3	--	--
<b>1972</b> <sup>4</sup>	132,243,000	--	97,328,541	73.6	--	--
<b>1970</b> <sup>5</sup>	115,520,000	--	82,496,747	71.4	--	--
<b>1968</b> <sup>6</sup>	111,433,000	--	81,884,802	73.5	--	--
<b>1966</b> <sup>7</sup>	104,661,000	--	76,288,283	72.9	--	--
<b>1964</b> <sup>8</sup>	98,569,000	--	73,715,818	74.8	--	--

<sup>1</sup> Includes all 50 states and the District of Columbia. <sup>2</sup> Includes 48 states and the District of Columbia (excludes North Dakota and Wisconsin). <sup>3</sup> Includes 47 states and the District of Columbia (excludes Iowa, North Dakota, and Wisconsin). <sup>4</sup> Includes 46 states and the District of Columbia (excludes Iowa, Missouri, North Dakota, and Wisconsin). <sup>5</sup> Includes 45 states and the District of Columbia (excludes Iowa, Kansas, Missouri, North Dakota, and Wisconsin). <sup>6</sup> Includes 44 states and the District of Columbia (excludes Alaska, Iowa, Kansas, Missouri, North Dakota, and Wisconsin). <sup>7</sup> Includes 41 states (excludes Alaska, Iowa, Kansas, Mississippi, Missouri, Nebraska, North Dakota, Wisconsin, Wyoming, and the District of Columbia). <sup>8</sup> Includes 40 states (excludes Alabama, Alaska, Iowa, Kansas, Mississippi, Missouri, Nebraska, North Dakota, Wisconsin, Wyoming, and the District of Columbia).

Other notes: Registered voter totals from 1998–2004 include the entire voting age population for North Dakota, which does not have voter registration, and Wisconsin, where only larger jurisdictions have voter registration. Voter registration statistics for 2004 are from the Election Day Survey. Voter registration data for 2002 and earlier is from Election Data Services Inc. Citizen voting age population (CVAP) was calculated by Dr. Michael McDonald. Voter registration rates from Current Population Survey (CPS) reports are from the U.S. Census Bureau.

## Survey Results

Table 2 presents data on active and inactive voters from question 1 on the Election Day Survey. In the table, numbers of active and inactive voters are calculated as percentages of the reported total number of registered voters as well as the VAP and the CVAP. The table also provides EDR statistics for four of the six states that allow voters to register on Election Day. The column headings in Table 2 are as follows:

**Column Headings for Table 2. Voter Registration**

Col.-	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Reported Total Registration	Number of active and inactive registered voters from survey questions 1a and 1b, supplemental data on Election Day registration in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration
5	Cases	Number of jurisdictions that responded to question 1, that provided Election Day registration data, or for which VAP data was substituted for voter registration data
6	Active Registration	Number of active registered voters from survey question 1a
7	Cases	Number of jurisdictions that responded to question 1a, that provided Election Day registration data, or for which VAP data was substituted
8	Percent Active Registration	Number of active registered voters (col. 6) divided by the total number of registered voters (col. 4)
9	Inactive Registration	Number of inactive registered voters from survey question 1b
10	Cases	Number of jurisdictions that responded to question 1b
11	Percent Inactive Registration	Number of inactive registered voters (col. 9) divided by the total number of registered voters (col. 4)
12	Percent Increase If Inactive Reg. Included	Number of inactive registered voters (col. 9) divided by the number of active registered voters (col. 6)
13	Election Day Registration	Number of persons who registered to vote on Election Day (six states)
14	Cases	Number of jurisdictions that provided supplemental data on Election Day registration
15	Percent Election Day Registration	Number of persons who registered on Election Day (col. 13) divided by the total number of registered voters (col. 4)

**Column Headings for Table 2 (cont.)**

<b>Col.-</b>	<b>Heading</b>	<b>Description</b>
16	Percent Total Registration of VAP	Number of registered voters (col. 4) divided by the estimated voting age population (col. 4 of Table 1)
17	Cases > 100%	Number of jurisdictions where the reported number of registered voters (col. 4) is greater than the estimated voting age population (col. 4 of Table 1)
18	Percent Active Registration of VAP	Number of active registered voters (col. 6) divided by the estimated voting age population (col. 4 of Table 1)
19	Cases > 100%	Number of jurisdictions where the reported number of active registered voters (col. 6) is greater than the estimated voting age population (col. 4 of Table 1)
20	Percent Total Registration of CVAP	Number of registered voters (col. 4) divided by the estimated citizen voting age population (col. 6 of Table 1)
21	Cases > 100%	Number of jurisdictions where the reported number of registered voters (col. 4) is greater than the estimated citizen voting age population (col. 6 of Table 1)
22	Percent Active Registration of CVAP	Number of active registered voters (col. 6) divided by the estimated citizen voting age population (col. 6 of Table 1)
23	Cases > 100%	Number of jurisdictions where the reported number of active registered voters (col. 6) is greater than the estimated citizen voting age population (col. 6 of Table 1)

Note: VAP = Voting Age Population, CVAP = Citizen Voting Age Population.

## Analysis of Survey Results

The following is our analysis of the data in Table 2 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |   |   |
|---|---|
| 1) Regions                                      | 10) Changed Voting Equipment Since 2000   |
| 2) Urban to Rural                               | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                         | 12) Election Day Registration             |
| 4) Race and Ethnicity                           | 13) Provisional Ballot Acceptance         |
| 5) Median Income                                | 14) No Excuse Absentee Balloting          |
| 6) High School Education                        | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements   | 16) Battleground States                   |
| 8) Section 5 Pre-clearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                     | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 2 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

The registration data for November 2004 shows that nearly 177.3 million persons were reported registered, an increase of nearly 15 million from the 2002 election and 14 million from the last presidential election in 2000. For 2004, voter registration constituted 79.5 percent of the VAP and 86.1 percent of the CVAP of the United States excluding territories, according to responses to the EAC survey. If only active voters are considered the registration base, then voter registration constituted 74.9 percent of the VAP and 81.2 percent of the CVAP.

The level of inactive voters was highest in the largest jurisdictions of this nation, along with those in the West. Jurisdictions that are predominantly Hispanic and those covered by section 203 of the Voting Rights Act (language minority requirements) also have some of the highest levels of inactive voters. This may be due to decades of failure to provide voting materials in minority languages, particularly mailings to clear up registration issues that go unanswered because the potential voter does not understand the written English language. These voters would, therefore, be more likely to be moved to the inactive registration lists.

Registration rates are highest in small town and rural jurisdictions, along with those that have higher education levels. For 2004, battleground states clearly had higher registration rates than nonbattleground states. The lowest registration rates can be found in predominantly Hispanic communities, but that is also a function of lower citizenship rates.

### States

For the states that incorporate both active and inactive voters into their registration counts, the share of their rolls that is inactive varies widely. Colorado reported the largest share of inactive voters (22.5 percent). However, in 12 of the remaining 19 states, the inactive voters amount to less than 10



percent of the overall file. On average, inactive registrations constitute about 12 percent of a state's voter file. The lowest is in Delaware, where inactives are reportedly only 4.8 percent of the overall voter file.

In the 26 states that report active voters only on voter registration rolls, and report inactive separately, we found a significantly larger number of inactive voters. The large number of inactive voters balloons the size of state voter files. On the survey, California reported another 5.6 million registered voters as inactive, which would have increased the size of the state's registration rolls by 34.8 percent. The District of Columbia voter rolls would be 44.1 percent larger if inactive voters were considered.

Alaska reported registration numbers that were more than our calculated VAP and CVAP. The state did not provide information on inactive voters. Alaska's Department of Labor generates its own population estimates, and the department estimated VAP for July 1, 2004, of 461,887. As a result, the state itself reports more registered voters than their own estimated voting age population. North Dakota also hits the 100 percent mark, because the state has no voter registration and the state's voting age population is considered as registered to vote for this study. Noncitizens in North Dakota constitute about 6,000 people, and since straight VAP was used for registration, the percentage of CVAP jumps over 100 percent.

When noncitizens are excluded from the base population, four states—Alaska, North Dakota, Iowa, and Maine—have more registered voters than CVAP. Iowa includes inactive voters in its registration counts. That totals Iowa's registered voters at over 100 percent of CVAP. However, if only active voters are considered, Iowa's registration is 94.0 percent of CVAP.

Maine, on the other hand, counts only active voters as its registration base. Despite this, the number of active voters exceeds the CVAP estimate on a statewide basis, as well as in 289 of the state's 517 townships. Again, the problem of small jurisdictions is apparent in the VAP and CVAP estimates. Even Maine's planning office reports estimated VAP of just 1,010,187 for July 1, 2004. If that VAP number were aged to November, it would still be less than the registration total of 1,025,777.

Table 2c presents the ranking of states by registration rates calculated against both VAP and CVAP for the state's reported registration and the state's active registration. Each state's rank changes with each of four different methods of calculating registration rates. Yet in most cases the shift is not dramatic. States near the bottom under one method tend to be near the bottom in all methods. States near the top stay near the top no matter which method is used to calculate registration rates.

For the six states with EDR, we made a special effort to collect data on how many people registered on Election Day. Unfortunately, the state of Maine did not keep a separate count of these individuals in 2004, but upon the completion of a statewide voter registration system, Maine will be able to report such numbers in 2006. Not all the jurisdictions responded to our request for EDR data.

Table 2c. State Rankings for Registration Calculations

Ranking	Name	Percent Total Registration of VAP	Name	Percent Active Registration of VAP	Name	Percent Total Registr of Citizen VAP	Name	Percent Active Registr of Citizen VAP
1	Alaska	100.5	Alaska	100.5	Alaska	103.8	Alaska	103.8
2	North Dakota	100.0	Maine	98.8	Wisconsin	102.2	Maine	100.3
3	Wisconsin	99.8	Michigan	94.1	North Dakota	101.2	Michigan	97.2
4	Maine	98.8	Indiana	92.7	Iowa	100.6	District of Colum	94.8
5	Iowa	98.3	Iowa	91.9	Maine	100.3	Indiana	94.8
6	Missouri	96.5	Vermont	91.1	Missouri	98.4	Iowa	94.0
7	New Hampshire	95.0	Kentucky	88.5	New Hampshire	97.5	Vermont	92.9
8	Michigan	94.1	Nebraska	88.1	Michigan	97.2	Nebraska	91.2
9	Indiana	92.7	South Dakota	87.2	Colorado	95.9	Rhode Island	90.1
10	Ohio	91.8	Pennsylvania	87.0	District of Colum	94.8	Kentucky	89.8
11	Vermont	91.1	New Hampshire	85.5	Indiana	94.8	Pennsylvania	89.0
12	Colorado	89.7	District of Colum	85.1	Ohio	93.3	South Dakota	88.2
13	Idaho	89.3	Wisconsin	84.9	Vermont	92.9	Delaware	87.9
14	Montana	89.2	Delaware	84.6	Idaho	92.8	New Hampshire	87.8
15	Kentucky	88.5	Rhode Island	83.9	New York	91.6	Wisconsin	87.6
16	Nebraska	88.1	Missouri	83.8	Delaware	91.4	Illinois	85.5
17	Delaware	88.1	Mississippi	83.0	Nebraska	91.2	Missouri	85.4
18	Louisiana	87.3	West Virginia	81.7	Texas	90.7	Florida	85.3
19	South Dakota	87.2	Louisiana	80.2	North Carolina	90.2	Mississippi	83.8
20	Pennsylvania	87.0	Ohio	79.7	Rhode Island	90.1	Utah	82.6
21	North Carolina	86.2	Illinois	78.0	Montana	90.0	Oregon	82.5
22	District of Colum	85.1	Idaho	77.8	Kentucky	89.8	New York	82.3
23	Rhode Island	83.9	Utah	77.7	Massachusetts	89.5	West Virginia	82.2
24	Mississippi	83.0	North Carolina	77.7	Pennsylvania	89.0	Louisiana	81.5
25	Tennessee	83.0	Oregon	77.4	Louisiana	88.7	North Carolina	81.3
26	Kansas	82.7	Kansas	77.2	South Dakota	88.2	Ohio	81.1
27	Massachusetts	82.7	Minnesota	76.9	Kansas	85.9	Idaho	80.9
28	Arkansas	82.1	Florida	76.6	Illinois	85.5	Massachusetts	80.6
29	West Virginia	81.7	Alabama	75.8	New Mexico	85.4	Kansas	80.2
30	Texas	80.5	Massachusetts	74.4	New Jersey	85.4	Minnesota	79.7
31	Oklahoma	80.5	Tennessee	74.2	Florida	85.3	Washington	79.5
32	New York	80.0	Washington	74.1	Tennessee	84.7	New Jersey	79.1
33	Virginia	79.3	Maryland	73.9	Arkansas	84.0	Maryland	78.8
34	New Mexico	79.1	Virginia	73.4	Virginia	83.8	New Mexico	78.5
35	Illinois	78.0	South Carolina	73.0	Mississippi	83.8	Virginia	77.6
36	Utah	77.7	Montana	72.7	Oklahoma	82.8	Alabama	76.9
37	Oregon	77.4	New Mexico	72.7	Utah	82.6	California	76.8
38	Minnesota	76.9	Arkansas	72.3	Oregon	82.5	Texas	76.2
39	Florida	76.6	New York	71.9	West Virginia	82.2	Tennessee	75.8
40	New Jersey	76.2	New Jersey	70.6	Minnesota	79.7	South Carolina	74.6
41	Alabama	75.8	Colorado	69.6	Washington	79.5	Colorado	74.4
42	Washington	74.1	Oklahoma	69.1	Maryland	78.8	Arkansas	73.9
43	Maryland	73.9	Connecticut	68.2	Alabama	76.9	Montana	73.3
44	South Carolina	73.0	Texas	67.6	California	76.8	Connecticut	72.9
45	Wyoming	70.9	Georgia	65.0	South Carolina	74.6	Oklahoma	71.1
46	Connecticut	68.2	Arizona	63.0	Connecticut	72.9	Arizona	70.1
47	Hawaii	66.0	California	62.5	Wyoming	72.0	Nevada	69.9
48	Georgia	65.0	Nevada	61.8	Hawaii	71.9	Georgia	69.0
49	Arizona	63.0	Wyoming	60.2	Arizona	70.1	Hawaii	64.4
50	California	62.5	Hawaii	59.2	Nevada	69.9	Wyoming	61.1
51	Nevada	61.8	North Dakota		Georgia	69.0	North Dakota	
52	American Samoa		American Samoa		American Samoa		American Samoa	
53	Guam		Guam		Guam		Guam	
54	Puerto Rico		Puerto Rico		Puerto Rico		Puerto Rico	
55	Virgin Islands		Virgin Islands		Virgin Islands		Virgin Islands	
	Total	79.5	Total	74.9	Total	86.1	Total	81.2
	Maximum	100.5	Maximum	100.5	Maximum	103.8	Maximum	103.8
	Average	82.7	Average	77.9	Average	86.9	Average	82.0
	Minimum	61.8	Minimum	59.2	Minimum	69.0	Minimum	61.1

### *Regions*

Strongly influenced by California, the West is the region with the largest share of inactive voters reported on voter registration rolls, making up 26.1 percent of the region's voter file. The West also has the lowest registration rate in the nation, reporting only 68.5 percent of the VAP and 79.1 percent of the CVAP. On the other hand, the Midwest reported the highest registration rate in the nation, 89.4 percent for VAP and 92.8 for CVAP.

### *Urban to Rural*

Small town and rural areas reported the lowest rates of inactive voters in voter files. Rural communities also have the highest registration rates in the nation based on voting age population (84.2 percent). However, when noncitizens are taken out of the mix, urban jurisdictions have the highest registration rates for citizens (88.8 percent).

### *Size of Jurisdiction*

There is a near linear relationship between the size of the jurisdiction and the reported level of inactive voters in the voter file. Clearly, the largest jurisdictions in this nation have the largest share of inactive registered voters on their rolls. At 21.6 percent, the jurisdictions that have more than 1 million persons of voting age have more than twice as many inactive voters as the smallest jurisdictions in the nation, at 8.8 percent.

The rate of registration, on the other hand, tends to be highest in the smaller jurisdictions, while the largest jurisdictions tend to have the lowest registration rates, no matter what method is used to calculate the rates. For example, nearly all (99.6 percent) persons of voting age are registered in jurisdictions with less than 1,000 population, but only 70.0 percent are registered in communities with more than 1 million persons. This order is retained when calculated as a percentage of CVAP. However, as noted earlier in this report, the smallest jurisdictions have the largest number of counties and towns that show more registered voters than the estimated VAP and CVAP.

### *Race and Ethnicity*

Predominantly Hispanic communities have high levels of inactive voters on their rolls. Collectively, nearly 23.7 percent of their rolls are inactive. This compares with just 16.4 percent in predominantly African American jurisdictions and 14.9 in predominantly White communities. The predominately Native American jurisdictions in the country had the lowest levels of inactive voters, just 12.0 percent of their rolls.

Predominantly Hispanic jurisdictions also have the lowest voter registration rates in the country (61.5 percent), especially when registration rates are calculated based on VAP. Rates are higher, and on par with other jurisdictions, for Hispanic areas (81.4 percent) when non-citizens are removed from the calculations. Native American jurisdictions have the highest registration rates (86.0 percent of VAP, and 87.8 percent for CVAP).

### *Median Income*

Jurisdictions with a median income of \$40,000 to \$45,000 have the highest share of inactive voters, 19.9 percent. On the other hand, jurisdictions with the lowest median income have the lowest share of inactive voters, 9.7 percent. The lowest median income communities also have the highest registration rates. This is likely because of the rural nature of low-income jurisdictions. But the

authors caution against reaching too many conclusions based on this aggregate dataset. Precinct level data would allow more concrete conclusions on this subject.

### *High School Education*

Jurisdictions in the second lowest category of percentage of those with a high school education reported the highest rates of inactive voters on their rolls, 18.5 percent. The lowest rate was reported by the lowest education jurisdictions, at 9.6 percent. Excepting this, the share of inactive voters tended to decrease as education increased. The higher the levels of high school education, generally the higher the reported rates of registration. The lowest education jurisdictions defied the trend slightly. This is true for both VAP and CVAP.

### *Section 203 Language Minority Requirements*

Jurisdictions covered by the language minority requirements of section 203 of the Voting Rights Act appear to have nearly twice the numbers of inactive voters on their rolls (21.5 percent), compared with jurisdictions that are not covered (12.1 percent).

Covered jurisdictions also have a significantly lower voter registration rate among the voting age population, 70.6 percent compared with 83.8 percent for jurisdictions not covered by section 203. The difference, however, lessens when citizenship is taken into account, 82.8 percent for covered jurisdictions versus 87.5 percent for noncovered areas.

### *Section 5 Preclearance of Voting Procedures*

Section 5-covered jurisdictions have a slightly lower share of inactive voters, 15.1 versus 15.5 percent. Section 5 jurisdictions reported lower registration rates than other jurisdictions, 68.3 versus 77.2 percent for VAP and 75.6 versus 83.0 percent for CVAP.

### *Type of Voting Equipment*

Jurisdictions that use lever machines and hand-counted paper ballots reported the lowest numbers of inactive voters, 9.5 and 10.4 percent, respectively. Jurisdictions using paper ballots also have the highest registration rates in the nation, 93.2 percent of VAP or 95.0 percent of CVAP. This is likely because these jurisdictions tend to be rural and in the Midwest. Jurisdictions that used multiple systems or optical scans reported the highest rates of inactive voters, 18.5 and 17.4 percent, respectively. These jurisdictions were largely in-line with the registration rates of other jurisdictions. Jurisdictions that used electronic machines reported the lowest registration rates, 75.9 percent of VAP and 82.7 percent of CVAP.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment since 2000 reported a higher percentage of inactive voters on their files, 18.9 versus 13.8. However, jurisdictions that changed voting systems reported lower registration rates than other jurisdictions, 74.1 versus 82.0 for VAP and 83.5 versus 87.2 for CVAP.

### *Statewide Voter Registration Database*

Jurisdictions in states with a statewide voter registration database in place for the 2004 election reported a lower percentage of inactive voters than the rest of the nation, 11.0 versus 16.5 percent.



Jurisdictions in states with a statewide voter registration database reported slightly lower registration rates than other jurisdictions, 78.9 versus 79.7 percent for VAP; 82.7 versus 87.0 percent for CVAP.

### *Election Day Registration*

Jurisdictions that allow EDR reported lower numbers of inactive voters on their rolls than other jurisdictions, 10.5 versus 15.5 percent. In addition, EDR jurisdictions have higher registration rates than other jurisdictions, 89.7 versus 78.9 for VAP and 92.2 versus 85.7 for CVAP.

### *Provisional Ballot Acceptance*

Jurisdictions in states that allowed provisional ballots to be counted if they were cast in any precinct in the home jurisdiction reported nearly twice the numbers of inactive voters compared with jurisdictions where voters could vote in their home precincts only, 20.9 versus 11.9 percent. The “overall jurisdiction” communities also reported lower registration rates than the “in-precinct only” areas, 74.0 versus 83.0 percent for VAP and 81.8 versus 88.8 percent for CVAP.

### *No Excuse Absentee Balloting*

Jurisdictions that allow the more liberal practice of accepting no excuse absentee ballots reported a higher share of inactive voters, 18.6 percent versus 13.3 percent. However, no excuse absentee balloting jurisdictions reported lower rates of registration, 75.8 versus 81.9 percent of VAP and 84.2 versus 87.2 percent of CVAP.

### *Early Voting*

Jurisdictions in states that allowed some form of early voting had a higher share of inactive voters, 18.2 percent versus 12.7 percent. However, these same jurisdictions tended to have lower registration rates than those in states that do not have early voting provisions, 74.5 versus 83.5 percent of VAP and 83.1 versus 88.3 percent of CVAP.

### *Battleground States*

Jurisdictions in 2004 battleground states tended to have fewer inactive voters on the rolls than those in nonbattleground states, 13.8 percent versus 16.0 percent. However, the impact of the 2004 campaign can be seen in battleground states’ higher registration rates than nonbattleground states, 84.4 versus 76.9 percent for VAP and 88.8 versus 84.6 percent for CVAP.

### *Presidential Margin of Victory*

There is no clear pattern of percentage of inactive voters by a jurisdiction’s presidential margin of victory, ranging between 12.6 and 16.0 percent. There do not appear to be significant differences in the level of inactive voters or registration rates whether jurisdictions had close or large margins of victory in the 2004 presidential election, ranging between 78.3 and 86.0 percent of VAP and 84.2 and 89.3 percent of CVAP.

### *Red versus Blue Jurisdictions*

Jurisdictions strongly carried by Kerry in the presidential election of 2004 reported the highest share of inactive registration, 20.0 percent, though there was no clear pattern among the remaining jurisdictions, which ranged between 12.0 and 15.3 percent. Registration rates in jurisdictions carried by Bush were similar to those jurisdictions carried by Kerry, ranging from 79.4 to 86.6 percent for

Bush jurisdictions and 77.7 to 82.4 percent for Kerry jurisdictions, among VAP, and 83.1 to 90.3 percent for Bush jurisdictions and 86.8 to 88.8 percent for Kerry jurisdictions, among CVAP.

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EAC Election Day Survey										Cases = Number of Jurisdictions Reporting Subject Matter												
Registration 2004 General Election																						
Updated: 11/30/2005 18:22:58																						
		Election Administration Jurisdictions	Reported Total Registration	Cases	Active Registration	Cases	Percent Active Registration	Inactive Registration	Cases	Percent Inactive Registration	Percent Increase If Inactive Reg Included	Election Day Registration	Cases	Percent Election Day Registration	Percent Total Registration of VAP	Cases >100%	Percent Active Registration of VAP	Cases >100%	Percent Total Register of Citizen VAP	Cases >100%	Percent Active Register of Citizen VAP	Cases >100%
Code	Name																					
01	Alabama	67	2,597,629	67	2,597,629	67	100.0	245,356	63		10.4				75.8	5	75.8	5	76.9	5	76.9	5
02	Alaska	1	472,160	1	472,160	1	100.0								100.5	1	100.5	1	103.8	1	103.8	1
04	Arizona	15	2,642,120	15	2,642,120	15	100.0	253,833	15		9.6				63.0		63.0		70.1	1	70.1	1
05	Arkansas	75	1,699,934	75	1,495,645	75	88.0	204,289	74	12.1					82.1	4	72.3	1	84.0	4	73.9	2
06	California	58	16,646,555	58	16,646,555	58	100.0	5,674,536	50		34.8				62.5		62.5		76.8	1	76.8	
08	Colorado	64	3,101,956	64	2,405,306	64	77.5	696,650	64	22.5					89.7	19	69.6	3	95.9	24	74.4	3
09	Connecticut	169	1,831,567	169	1,831,567	169	100.0	110,062	168		6.0				68.2	2	68.2	2	72.9	2	72.9	2
10	Delaware	3	553,917	3	532,336	3	96.1	21,581	2	4.8					88.1		84.6		91.4		87.9	
11	District of Columbia	1	383,919	1	383,919	1	100.0	169,209	1		44.1				85.1		85.1		94.8		94.8	
12	Florida	67	10,300,942	67	10,300,942	67	100.0	950,710	63		9.7				76.6		76.6		85.3		85.3	
13	Georgia	159	4,248,802	159	4,248,802	159	100.0	703,153	159		16.5				65.0		65.0		69.0		69.0	
15	Hawaii	5	647,238	4	580,035	4	89.6	67,203	4	10.4					66.0		59.2		71.9		64.4	
16	Idaho	44	915,637	44	798,015	44	87.2	0				117,622	44	12.8	89.3	7	77.8	1	92.8	12	80.9	4
17	Illinois	110	7,195,882	104	7,195,882	104	100.0	1,588,705	94		22.3				78.0	14	78.0	14	85.5	15	85.5	15
18	Indiana	92	4,296,602	92	4,296,602	92	100.0								92.7	19	92.7	19	94.8	21	94.8	21
19	Iowa	99	2,226,721	98	2,080,886	98	93.5	159,897	98	7.2					98.3	14	91.9	4	100.6	18	94.0	5
20	Kansas	105	1,695,457	105	1,582,832	105	93.4	112,625	83	9.0					82.7	5	77.2	3	85.9	8	80.2	4
21	Kentucky	120	2,794,286	120	2,794,286	120	100.0	87,998	120		3.1				88.5	9	88.5	9	89.8	10	89.8	10
22	Louisiana	64	2,932,142	64	2,693,686	64	91.9	238,456	64	8.1					87.3	3	80.2	2	88.7	3	81.5	2
23	Maine	517	1,026,219	517	1,026,219	517	100.0	54,750	193		8.7				98.8	271	98.8	271	100.3	289	100.3	289
24	Maryland	24	3,105,370	24	3,105,370	24	100.0	225,376	24		7.3				73.9		73.9					



Registration

EAC Election Day Survey																	Cases = Number of Jurisdictions Reporting Subject Matter					
Registration 2004 General Election																						
Updated: 11/30/2005 18:22:58																						
Code	Name	Election Administration Jurisdictions	Reported Total Registration	Cases	Active Registration	Cases	Percent Active Registration	Inactive Registration	Cases	Percent Inactive Registration	Percent Increase if Inactive Reg Included	Election Day Registration	Cases	Percent Election Day Registration	Percent Total Registration of VAP	Cases	Percent Active Registration of VAP	Cases	Percent Total Registr of Citizen VAP	Cases	Percent Active Registr of Citizen VAP	Cases
<b>Election Administration</b>																						
<b>Voting Equipment Used in 2004 General Election</b>																						
	None / Unknown	908	14,484,493	877	12,306,326	327	87.5	1,805,790	101	17.2		71,653	89	15.5	86.6	40	73.1	22	93.3	184	78.9	24
	Punch card	260	15,767,547	259	15,068,416	259	95.6	2,318,032	172	19.1		81,348	19	13.9	80.7	28	77.1	21	85.9	35	82.1	26
	Lever	394	21,662,619	390	20,137,558	380	93.0	1,652,114	341	9.5		18,976	10	18.4	80.7	13	75.1	9	88.2	20	82.1	9
	Paper	1,734	3,085,167	1,733	2,457,622	1,062	93.0	167,697	345	10.4		47,019	210	11.1	93.2	383	85.7	322	95.0	567	87.5	352
	Optical scan	2,541	69,198,628	2,523	64,857,909	2,121	95.0	9,835,254	1,455	17.4		954,593	390	16.3	78.9	346	74.7	212	85.4	581	81.0	244
	Electronic	608	40,068,685	608	38,987,236	608	97.3	4,386,796	547	12.6		707	1	11.8	75.9	13	73.9	10	82.7	23	80.5	14
	Multiple Systems	123	12,997,891	122	12,062,472	122	92.8	1,529,330	88	18.5		113,325	20	19.2	82.2	5	76.3	4	89.3	13	82.9	6
<b>Changed Voting Equipment Since 2000 General Election</b>																						
	Yes	1,753	51,149,755	1,746	48,662,285	1,105	96.2	8,214,986	617	18.9		362,120	316	15.5	74.1	247	71.0	177	83.5	456	80.2	196
	No	4,815	126,115,275	4,766	117,215,254	3,774	93.9	13,480,027	2,432	13.8		925,501	423	16.3	82.0	581	76.7	423	87.2	967	81.6	479
<b>State Wide Voter Registration System in Place</b>																						
	Yes	1,335	37,384,852	1,321	36,302,758	1,321	97.1	3,121,657	1,144	11.0		590,242	87	19.8	78.9	60	76.6	52	82.7	87	80.3	62
	No	5,233	139,880,178	5,191	129,574,781	3,558	93.8	18,573,356	1,905	16.5		697,379	652	13.8	79.7	768	74.5	548	87.0	1,336	81.4	613
<b>Election Day Registration</b>																						
	Yes	2,823	10,323,368	2,806	8,329,269	1,226	92.5	377,647	280	10.5		1,287,621	739	16.0	89.7	505	81.7	376	92.2	963	84.2	411
	No	3,745	166,941,662	3,706	157,548,270	3,653	94.7	21,317,366	2,769	15.5					78.9	323	74.6	224	85.7	460	81.0	264
<b>Provisional Ballot Acceptance</b>																						
	In Overall Jurisdiction	1,162	65,077,741	1,143	63,330,247	1,143	97.3	11,537,763	798	20.9					74.0	109	72.0	84	81.8	136	79.6	103
	In Precinct Only	4,350	103,336,604	4,316	94,398,839	2,736	92.5	9,779,603	1,971	11.9		485,326	371	15.3	83.0	338	76.6	194	88.8	828	82.1	225
	None	1,056	8,850,685	1,053	8,148,453	1,000	97.5	377,647	280	10.5		802,295	368	16.6	85.6	381	81.6	322	88.2	459	84.2	347
<b>No Excuse Absentee Balloting</b>																						
	Yes	3,781	64,333,790	3,750	59,674,288	2,117	95.4	10,151,440	1,028	18.6		602,948	415	14.7	75.8	540	71.8	426	84.2	1,055	80.0	474
	No	2,787	112,931,240	2,762	106,203,251	2,762	94.0	11,543,573	2,021	13.3		684,673	324	17.4	81.9	288	76.9	174	87.2	368	81.9	201
<b>Early Voting Allowed</b>																						
	Yes	1,701	73,710,075	1,686	68,331,736	1,633	93.3	12,496,964	1,216	18.2		159,176	67	13.4	74.5	148	69.4	75	83.1	244	77.5	96
	No	4,867	103,554,955	4,826	97,545,803	3,246	95.4	9,198,049	1,833	12.7		1,128,445	672	16.5	83.5	680	79.4	525	88.3	1,179	84.1	579
<b>Covered By Section 203, Language Minority Requirements</b>																						
	Yes	468	50,756,496	453	47,954,918	452	94.5	10,555,046	424	21.5		14,226	5	14.3	70.6	45	66.7	19	82.8	79	78.2	31
	No	6,100	126,508,534	6,059	117,922,621	4,427	94.6	11,139,967	2,625	12.1		1,273,395	734	16.1	83.8	783	79.0	581	87.5	1,344	82.5	644
<b>Covered By Section 5 of Voting Rights Act</b>																						
	Yes	880	40,868,855	864	38,016,986	864	93.0	6,073,109	832	15.1		1,299	8	11.5	73.4	67	68.3	40	81.3	99	75.6	49
	No	5,688	136,396,175	5,648	127,860,553	4,015	95.0	15,621,904	2,217	15.5		1,286,322	731	16.1	81.6	761	77.2	560	87.6	1,324	83.0	626


EAC Election Day Survey																			Cases = Number of Jurisdictions Reporting Subject Matter							
Registration 2004 General Election																										
Updated: 11/30/2005 18:22:58		Election Administration Jurisdictions	Reported Total Registration	Cases	Active Registration	Cases	Percent Active Registration	Inactive Registration	Cases	Percent Inactive Registration	Percent Increase If Inactive Reg Included	Election Day Registration	Cases	Percent Election Day Registration	Percent Total Registration of VAP	Cases	Percent Active Registration of VAP	Cases	Percent Total Registr of Citizen VAP	Cases	Percent Active Registr of Citizen VAP	Cases				
Code	Name																									
Demographics																										
Region																										
	Northeast	1,710	34,273,670	1,709	32,199,323	1,709	93.9	2,316,114	798	9.7		94,431	237	9.9	81.6	452	76.7	393	88.9	514	83.5	426				
	South	1,423	62,606,676	1,407	58,462,978	1,407	93.4	7,083,472	1,320	11.7					79.1	86	73.8	50	84.3	121	78.7	60				
	Midwest	2,902	44,048,138	2,879	39,961,102	1,246	94.6	4,007,985	610	16.0		1,034,014	435	17.6	89.4	251	84.2	144	92.8	728	87.5	164				
	West	420	33,845,684	406	32,763,274	406	96.8	8,287,442	321	26.1		159,176	67	13.4	68.5	39	66.3	13	79.1	60	76.6	25				
	Territories	113	2,490,862	111	2,490,862	111	100.0	0																		
Urban to Rural																										
	Urban	567	63,441,314	566	59,292,913	445	93.7	9,349,663	280	17.5		559,369	145	16.4	77.3	58	72.4	27	88.8	139	83.2	42				
	Suburban	871	47,552,530	868	44,896,354	599	94.8	5,249,700	420	14.1		256,655	107	15.9	81.1	80	76.9	51	86.0	178	81.5	58				
	Small Towns	1,710	44,193,768	1,690	41,652,437	1,491	95.1	5,265,123	952	14.8		234,646	197	16.4	79.0	220	75.0	161	82.4	335	78.2	176				
	Rural	3,307	19,586,556	3,277	17,544,973	2,233	94.5	1,830,527	1,397	12.3		236,951	290	15.1	84.2	470	78.9	361	86.6	771	81.2	399				
	Not Available - Territories	113	2,490,862	111	2,490,862	111	100.0	0																		
Size of Jurisdiction (VAP)																										
	< 1,000	1,761	895,006	1,757	287,426	588	96.7	5,852	123	8.8		15,454	149	17.7	99.6	268	95.6	237	100.3	470	96.8	257				
	>=1,000 to <3,500	1,165	2,182,148	1,164	1,384,367	735	95.6	46,991	315	7.4		48,102	196	12.0	96.3	228	90.5	170	97.6	494	92.0	186				
	>=3,500 to <10,000	1,043	5,966,645	1,037	5,494,187	1,010	94.3	33,266	660	8.7		150,860	218	12.4	89.6	189	84.3	120	91.1	253	85.7	134				
	>=10,000 to <50,000	1,704	31,472,681	1,681	29,632,870	1,675	94.5	2,565,778	1,343	10.3		395,175	146	15.4	83.0	117	78.4	64	85.0	155	80.3	80				
	>=50,000 to <250,000	586	48,992,270	582	45,811,079	579	93.9	5,148,210	471	13.2		355,187	25	17.2	81.5	22	76.4	7	84.8	35	79.6	10				
	>=250,000 to <1,000,000	140	51,396,493	139	48,600,987	139	94.6	6,803,334	114	16.5		322,839	4	19.1	80.9	4	76.5	2	87.7	13	82.9	6				
	>=1,000,000	25	33,867,508	25	32,174,367	25	95.0	6,788,582	23	21.6					70.0		66.5		84.7	3	80.5	2				
	Not Available	144	2,492,279	127	2,492,256	128	100.0	0				4	1	14.8	35.8		18.9									
Race and Ethnicity																										
	Predominantly NH White	6,264	163,662,585	6,234	152,735,903	4,608	94.4	19,330,247	2,915	14.9		1,287,461	737	16.0	80.6	796	75.9	577	86.4	1,379	81.4	647				
	Predominantly NH Black	85	3,098,023	81	3,019,933	81	97.5	500,485	76	16.4					77.4	17	75.4	14	82.1	17	80.0	14				
	Predominantly NH Native America	24	231,022	24	193,637	16	90.8	25,511	13	12.0		156	1	38.2	86.0	5	77.2	5	87.8	11	78.9	5				
	Predominantly Hispanic	50	7,749,995	45	7,411,162	45	95.6	1,832,292	44	23.7					61.5	10	58.8	4	81.4	15	77.8	9				
	Not Available	145	2,523,405	128	2,516,904	129	99.7	6,478	1	20.8		4	1	14.8	96.7		76.6		101.5	1	80.3					
Median Income																										
	< \$25,000	298	2,504,552	287	2,375,742	258	95.4	213,755	194	9.7		295	3	16.8	84.0	81	80.0	70	89.4	92	85.3	78				
	>=\$25,000 to <\$30,000	884	8,917,739	871	8,142,330	735	92.7	963,033	547	12.4		10,562	20	12.4	81.8	107	75.6	81	84.7	166	78.3	95				
	>=\$30,000 to <\$35,000	1,372	22,970,583	1,366	21,391,385	1,096	94.4	2,248,875	735	13.3		191,448	124	15.8	80.7	146	75.9	111	83.6	241	78.7	127				
	>=\$35,000 to <\$40,000	1,215	40,443,694	1,213	37,271,917	892	93.1	4,729,718	550	13.8		257,295	134	15.7	80.3	162	74.6	125	86.9	245	80.8	130				
	>=\$40,000 to <\$45,000	881	37,780,840	877	35,581,341	563	94.9	5,686,976	295	19.9		158,333	114	15.7	76.5	94	72.5	66	85.3	167	80.9	77				
	>=\$45,000 to <\$50,000	587	21,218,675	587	19,910,108	363	94.8	2,958,204	199	16.6		180,853	96	16.4	78.3	78	74.1	52	84.7	166	80.2	57				
	>=\$50,000	1,180	40,936,586	1,178	38,712,415	841	95.6	4,894,512	529	14.6		488,831	247	16.4	80.8	159	77.1	94	88.3	346	84.3	111				
	Not Available	151	2,492,361	133	2,492,301	131	100.0	0				4	1	14.8	52.7	1	35.2	1	45.6		45.6					
High School Education																										
	< 60%	126	1,817,027	124	1,686,494	119	93.0	163,910	104	9.6		22	1	8.8	75.9	29	70.6	24	88.1	35	81.9	29				
	>=60% to <70%	661	14,944,978	648	14,489,498	580	97.2	2,652,049	521	18.5		1,201	5	12.3	66.6	57	64.6	43	78.4	81	76.2	48				
	>=70% to <80%	1,646	49,285,773	1,631	45,617,972	1,224	93.2	6,695,452	879	16.1		152,083	91	15.4	77.1	123	71.8	90	84.8	250	78.9	105				
	>=80% to <90%	3,111	93,198,279	3,105	87,425,017	2,123	95.0	10,587,245	1,192	14.9		637,418	411	16.1	82.4	367	78.1	270	87.2	698	82.6	299				
	>=90%	873	15,495,512	871	14,141,635	702	93.0	1,589,879	352	12.8		496,893	230	16.2	86.5	251	80.2	172	92.0	358	85.4	194				
	Not Available	151	2,523,461	133	2,516,923	131	99.7	6,478	1	20.8		4	1	14.8	96.7	1	76.6	1	101.5	1	80.3					

Registration

EAC Election Day Survey																		Cases = Number of Jurisdictions Reporting Subject Matter					
Registration 2004 General Election																							
Updated: 11/30/2005 18:22:58		Election Administration Jurisdictions	Reported Total Registration	Cases	Active Registration	Cases	Percent Active Registration	Inactive Registration	Cases	Percent Inactive Registration	Percent Increase If Inactive Reg Included	Election Day Registration	Cases	Percent Election Day Registration	Percent Total Registration of VAP	Cases	Percent Active Registration of VAP	Cases	Percent Total Registr of Citizen VAP	Cases	Percent Active Registr of Citizen VAP	Cases	
Code	Name																						
Political																							
Battleground States in 2004 Presidential Election																							
	Yes	3,093	64,166,639	3,062	59,646,074	1,482	94.9	5,594,878	690	13.8		1,128,445	672	16.5	84.4	311	79.8	134	88.8	765	84.1	157	
	No	3,475	113,098,391	3,450	106,231,465	3,397	94.3	16,100,135	2,359	16.0		159,176	67	13.4	76.9	517	72.4	466	84.6	658	79.6	518	
Margin of Victory in 2004 Presidential Election																							
	< 2.5%	515	15,923,548	513	14,919,388	359	94.5	1,671,431	213	14.2		129,495	76	16.1	83.2	75	78.4	55	88.5	129	83.5	64	
	>=2.5% to < 5.0%	476	11,133,130	472	10,464,146	327	95.0	1,068,379	180	12.6		91,415	60	16.3	79.3	63	75.2	52	84.2	108	79.9	54	
	>=5.0% to < 7.5%	510	13,830,932	508	13,113,160	348	95.8	1,697,412	214	14.2		94,261	64	18.2	78.3	63	74.8	47	86.3	114	82.5	56	
	>=7.5% to < 10.0 %	429	8,833,490	428	8,191,009	291	94.0	916,839	164	13.3		51,546	61	13.2	86.0	55	80.7	42	89.3	104	83.8	45	
	>=10.0 %	4,492	125,044,988	4,463	116,692,695	3,433	94.3	16,340,905	2,277	16.0		920,429	475	16.0	78.8	571	74.1	403	85.7	966	80.7	455	
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																							
	Bush > 55%	3,115	68,178,580	3,094	63,589,240	2,411	94.7	7,327,052	1,661	13.5		432,462	329	14.9	79.4	318	74.9	203	83.1	589	78.5	227	
	Bush 50% to 55%	982	26,682,203	979	24,709,512	666	93.6	3,256,469	383	15.3		248,572	153	17.2	81.4	117	76.1	83	87.6	223	81.9	91	
	Bush < 50%	136	2,041,746	135	1,896,917	103	94.1	195,994	47	12.0		20,194	17	13.2	86.6	26	81.4	20	90.3	43	84.9	22	
	Kerry < 50%	150	4,850,492	150	4,674,613	105	97.0	460,164	68	14.0		13,076	16	14.1	82.4	28	79.9	23	87.8	40	85.1	28	
	Kerry 50% to 55%	872	23,160,396	866	21,666,572	610	94.4	2,321,254	360	12.1		114,988	106	15.1	80.5	114	75.9	92	86.8	187	81.8	102	
	Kerry > 55%	1,161	49,846,628	1,154	46,837,501	857	94.4	8,134,033	529	19.5		457,854	115	17.1	77.7	220	73.2	174	88.8	335	83.8	200	
	Tied	25	14,032	21	12,312	12	96.3	47	1	5.1		475	3	9.4	98.4	5	94.5	5	99.0	6	95.2	5	

## Chapter 3 Ballots Counted

One would think that determining how many people turned out for an election would be a simple proposition. Not in the current state of the American election system. Different states, and even different jurisdictions in a given state, use different definitions, and, therefore, report different numbers. Some states and local jurisdictions simply report the number of people who voted as the total number of votes cast for all the candidates for the office on the ballot that received the highest number of votes. Immediately after World War II, nearly three-quarters of the country followed this practice. But as time went on and states began keeping track of vote history in voter registration files, it became apparent that slightly more people actually turned out to vote than voted for the highest office on the ballot. By 2002, thirty-nine states were reporting real turnout numbers. By 2004 several more states had either passed laws or adopted administrative procedures to report this data.

The Election Day Survey, however, adds another definition to the mix by asking for the “total number of ballots counted” as well as the number of ballots cast. Are ballots that were rejected included in this number—that is, one cast by a voter who showed up at the polls and cast what he or she thought was a valid vote? The definition section of the survey said, “The number provided in response to this question should include all ballots that were counted during Election Day, absentee, early voting, or late counting for the November 2, 2004, election (e.g., paper, electronic, military, absentee, and provisional ballots.” But what is being counted? We heard reports that some jurisdictions responding to this survey reported the total number of actual physical ballots or pieces of paper they counted, so that when an individual voter was provided with several ballot cards upon which to vote for different contests or measures, the number of ballots counted were two or three times the number of people who turned out.

### Applicability and Coverage

An analysis of the 2004 data reported to the EAC showed that in 903 jurisdictions in 21 different states, including the entire state of Arkansas and most of the states of Vermont and Wisconsin, the reported number of ballots counted was identical to the number of votes cast for the office of president. The states where small numbers of jurisdictions submitted similar reports are Alabama, California, Colorado, Connecticut, Florida, Hawaii, Illinois, Iowa, Maine, Massachusetts, Missouri, Montana, New Hampshire, New Mexico, Ohio, Oklahoma, Oregon, Utah, Virginia, and Wisconsin. Data and reports from all other states clearly showed that more people participated in the election than those that just voted for president.

In addition, Election Data Services maintains its own data collection of election returns and turnout measures. Comparing what we call “Maximum Vote Turnout”—i.e., the highest of either the total voter turnout, or, where not reported, the total number of votes cast for all the candidates for the office on the ballot that received the highest number of votes—to the numbers that were reported on the survey to the EAC, we found that nearly 2.4 million more people voted in the 2004 election than was reported to the EAC. Several states turned in data that was incomplete: data was missing from

certain local jurisdictions. For example, the state of Pennsylvania left out data for the largest counties—Erie, Berks, Philadelphia, and Allegheny (Pittsburgh)—along with 17 other counties. All told, 6,488 of the 6,568 jurisdictions in our database provided data on the number of ballots counted.

Overall, 53 jurisdictions in the EAC database showed more ballots cast than there were registered voters in the jurisdiction. More than half of these occurred in Wisconsin, which allows Election Day registration and has nearly 2,000 townships and municipalities. Minnesota also has several jurisdictions with more than 100 percent of persons on the registration rolls turning out to vote. Like Wisconsin, Minnesota also allows Election Day registration, but the data is at the county level.

When one shifts to voting age population, 78 jurisdictions showed more persons voting than the estimated voting age population, and 83 jurisdictions showed more votes cast than the estimated citizen voting age population. Most of these, however, are very small jurisdictions (notably in Maine and Wisconsin) where small numbers of people can be slightly off in the estimating process and are therefore more likely to be in contrast with other small data for the jurisdiction. For example, the estimation process may calculate 85 persons of voting age while the registration counts show there are 87 persons registered.

Election administrators tend to look at turnout as measured against registered voters. These are two numbers that they know for their own jurisdiction and they can calculate for each election. On the other hand, academics and some political observers tend to calculate turnout against the base of voting age population. They do this because of the general belief that registration rolls contain varying levels of “deadwood” and inaccuracies and that voting age population provides a better base to use for comparative analysis. In the past several years, some academics (including the consultant on this project) have sought to modify the voting age population to take out the impact of non-citizens and other demographic groups not eligible to be part of the electorate. For the purposes of this study, we have calculated turnout using all three methods.

## Historical Context

Traditionally, turnout in United States elections has been measured by the total number of votes cast for the “highest office.” In a presidential election, such as 2004, the highest office is the president. In other elections, particularly in non-presidential election years, highest office has been defined as the highest vote-getting office among U.S. Senate, governor, or the sum of all the U.S. House races in the state.

Although similar sounding, the total number of ballots cast or counted is not the same as the total number of ballots cast for the highest office. Some voters, either intentionally or by error, may not record a vote for the highest office on the ballot. Yet, not all blank ballots are errors. For example, 3,688 Nevada voters, or 0.44 percent, choose “None of these Candidates” in the 2004 presidential race. Although that choice in Nevada is generally considered a “candidate” in the traditional sense of the word, Nevada’s choice suggests that in states where voters do not have a similar choice, many abstain from the presidential election, but may vote for another office on the same ballot.

In testimony before the EAC in May 2004, this study’s author presented a historical compilation of the difference between the total number of ballots cast and the vote for highest office. It was shown

as percent drop-off, and is reproduced below in Table 3a. For more information on drop-off, see Chapter 7.

**Table 3a. Electoral Drop-Off Rates, 1948–2004**

<b>Year</b>	<b>Number of States Reporting Voter Turnout</b>	<b>Actual Voter Turnout</b>	<b>Highest Office Turnout*</b>	<b>Drop-Off Rate</b>
2004	44	105,357,390	104,322,648	0.98%
2002	40	62,219,507	60,795,899	2.29%
2000	40	82,563,022	81,059,934	1.82%
1998	40	57,597,179	55,856,233	3.02%
1996	37	70,638,630	69,216,868	2.01%
1994	39	55,805,112	54,313,318	2.67%
1992	36	73,974,912	72,629,643	1.82%
1990	34	44,890,326	43,409,816	3.30%
1988	33	58,081,471	56,668,654	2.43%
1986	34	42,197,435	40,400,221	4.26%
1984	33	58,509,636	57,113,439	2.39%
1982	32	45,713,433	44,314,060	3.06%
1980	34	55,797,469	54,670,075	2.02%
1978	29	37,827,229	36,520,648	3.45%
1976	29	49,489,395	48,377,768	2.25%
1974	26	31,624,018	30,604,755	3.22%
1972	26	42,582,628	41,458,146	2.64%
1970	25	32,836,937	31,973,277	2.63%
1968	24	37,968,112	37,389,644	1.52%
1966	23	31,645,227	30,952,233	2.19%
1964	22	37,724,809	36,995,735	1.93%
1962	23	30,439,966	29,813,476	2.06%
1960	23	38,670,435	38,076,980	1.53%
1958	19	28,893,207	28,075,937	2.83%
1956	18	33,935,458	33,250,227	2.02%
1954	17	23,986,530	23,395,912	2.46%
1952	17	31,467,386	30,985,652	1.53%
1950	18	24,614,402	23,883,751	2.97%
1948	17	28,121,161	27,485,591	2.26%

\*Total number of votes cast for all the candidates for the office on the ballot that received the highest number of votes.

Source: Election Data Services, Inc.

The Election Day Survey represents the first systematic attempt by a federal agency to collect the total number of ballots cast in a federal election. Previously, some states have reported the total number of ballots cast as a part of their election results. In post-World War II elections, 17 states reported total number of ballots cast in 1948 and 39 reported in 2002. Although the data for 2004 is not complete, the request for total number of ballots cast on the Election Day Survey has produced a greater number of voter turnout reports.

## **Survey Results**

Table 3 presents data on the number of ballots counted from question 2 on the Election Day Survey. In the table, the number of ballots counted is calculated as a percentage of the reported total number of registered voters as well as the voting age population (VAP) and the citizen voting age population (CVAP). The column headings in Table 3 are as follows:



**Column Headings for Table 3. Ballots Counted**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	2004 Estimated VAP	Estimated November 2004 voting age population (VAP) from col. 4 of Table 1
5	2004 Est. Citizen VAP	Estimated November 2004 citizen voting age population (CVAP) from col. 4 of Table 1
6	Cases	Number of jurisdictions for which 2004 VAP and CVAP estimates were constructed
7	Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of Table 2
8	Cases	Number of jurisdictions that responded to survey question 1, that provided Election Day registration data, or for which VAP data was substituted for voter registration data
9	Total Ballots Counted	Number of ballots counted from survey question 2
10	Cases	Number of jurisdictions that responded to question 2
11	Percent Ballots Counted of Registration	Number of ballots counted (col. 9) divided by the number of registered voters (col. 7)
12	Cases	Number of jurisdictions that responded to survey questions 1 and 2, that provided Election Day registration data, or for which VAP data was substituted for voter registration data
13	Cases > 100%	Number of jurisdictions where the reported number of ballots counted (col. 9) is greater than the reported number of registered voters (col. 7).
14	Percent Ballots Counted of VAP	Number of ballots counted (col. 9) divided by the estimated voting age population (col. 4))
15	Cases	Number of jurisdictions that responded to survey question 2 and for which 2004 VAP estimates were constructed

**Column Headings for Table 3 (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
16	Cases > 100%	Number of jurisdictions where the reported number of ballots counted (col. 9) is greater than the estimated VAP (col. 4).
17	Percent Ballots Counted of Citizen VAP	Number of ballots counted (col. 9) divided by the estimated citizen voting age population (col. 5)
18	Cases	Number of jurisdictions that responded to survey question 2 and for which 2004 CVAP estimates were constructed
19	Cases > 100%	Number of jurisdictions where the reported number of ballots counted (col. 9) is greater than the estimated CVAP (col. 5).

## Analysis of Survey Results

The following is our analysis of the data in Table 3 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |   |   |
|---|---|
| 1) Regions                                      | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                               | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                         | 12) Election Day Registration             |
| 4) Race and Ethnicity                           | 13) Provisional Ballot Acceptance         |
| 5) Median Income                                | 14) No Excuse Absentee Balloting          |
| 6) High School Education                        | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements   | 16) Battleground States                   |
| 8) Section 5 Pre-clearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                     | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 3 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Overall, the EAC Election Day Survey found that over 121.8 million ballots were reported as counted in the 2004 general election, but not all jurisdictions reported data to the EAC. Other election studies have shown that over 123 million ballots were cast. We attribute the difference to jurisdictions not reporting total ballots counted. The EAC dataset shows that 70.4 percent of the total registered voters turned out to vote. Because states differ on whether their registration counts include “inactive voters” or not, we have also calculated turn-out percentages on the basis of just “active” registrations, which are available from all states. This has the impact of raising the percent of active registered voters that turned out to 74.6 percent. However, when voting age population is used as the denominator, only 55.8 percent of persons over 18 voted last fall. If non-citizens are excluded, the turnout rate increases to 60.4 percent of the citizen voting age population. Despite the data missing from some jurisdictions, these overall turnout rates are in line with other studies of turnout rates.

### States

State turnout rates vary widely. The variation is widest when one studies turnout rates of registered voters because the registration numbers themselves are different based on the state’s inclusion or exclusion of “inactive” registrations. Minnesota reported the highest turnout of registered voters (95.5 percent), while Wyoming came in second at 89.7 percent. On the opposite end of the scale, Texas reported the lowest turnout of registered voters, at just 57.3 percent. This is more likely because inactive voters were included in Texas’ registration figures, thereby driving up the denominator in the turnout equation. Table 3b ranks states by turnout percentages for three different methods.

By excluding registration from the mix and just studying the percent of the voting age population that had their ballots counted, Minnesota still remains at the top of the list. This is also the case for citizen voting age population. The northern states of Maine, Wisconsin, New Hampshire, Oregon and South Dakota round out the half dozen top turnout states for voting age population as well as citizen voting age population.

**Table 3b Turnout Rates Sorted**

Ranking	Name	Percent Ballots Counted of Registration	Name	Percent Ballots Counted of VAP	Name	Percent Ballots Counted of Citizen VAP
1	Minnesota	95.5	Minnesota	73.4	Minnesota	76.1
2	Wyoming	89.7	Maine	72.7	Wisconsin	74.1
3	Connecticut	87.1	Wisconsin	72.4	Maine	73.7
4	Oregon	86.5	New Hampshire	68.6	Oregon	71.4
5	Washington	82.2	South Dakota	68.5	New Hampshire	70.4
6	Puerto Rico	81.6	Oregon	66.9	South Dakota	69.4
7	South Dakota	78.6	Alaska	66.9	Alaska	69.2
8	Georgia	78.1	Iowa	66.8	Iowa	68.4
9	Nevada	77.5	Ohio	66.0	Ohio	67.2
10	Arizona	77.1	North Dakota	64.5	Colorado	66.4
11	Maryland	77.1	Vermont	64.4	Michigan	66.2
12	California	75.6	Michigan	64.0	Vermont	65.7
13	Florida	74.2	Montana	63.7	Washington	65.4
14	Utah	73.7	Missouri	63.7	North Dakota	65.2
15	Maine	73.5	Wyoming	63.6	Missouri	64.9
16	Alabama	72.7	Colorado	62.1	Wyoming	64.6
17	New Jersey	72.6	Pennsylvania	61.3	Montana	64.3
18	Wisconsin	72.5	Washington	61.0	Massachusetts	64.0
19	New Hampshire	72.2	Nebraska	60.2	Connecticut	63.4
20	Illinois	72.0	Delaware	60.0	Florida	63.3
21	Ohio	71.9	Idaho	59.8	Pennsylvania	62.6
22	Pennsylvania	71.7	Connecticut	59.4	Delaware	62.3
23	Montana	71.4	Massachusetts	59.1	Nebraska	62.3
24	Massachusetts	71.4	Kansas	58.5	Idaho	62.1
25	Virginia	71.4	Louisiana	58.3	New Jersey	62.0
26	Kansas	70.8	Kentucky	57.5	Illinois	61.6
27	Vermont	70.7	Utah	57.3	Utah	60.8
28	South Carolina	70.2	Maryland	57.0	Kansas	60.8
29	Colorado	69.2	Florida	56.8	Maryland	60.8
30	Oklahoma	68.8	Virginia	56.6	Virginia	59.8
31	Nebraska	68.3	Illinois	56.3	Louisiana	59.2
32	Delaware	68.1	North Carolina	55.7	Kentucky	58.4
33	Michigan	68.1	Alabama	55.4	North Carolina	58.3
34	Iowa	68.0	New Jersey	55.4	California	58.2
35	Idaho	66.9	Oklahoma	55.3	New York	57.6
36	Louisiana	66.7	Tennessee	54.4	Oklahoma	56.9
37	Hawaii	66.6	Mississippi	54.4	District of Colum	56.8
38	Alaska	66.6	Indiana	54.2	Alabama	56.2
39	Missouri	65.9	West Virginia	53.8	Rhode Island	56.1
40	Mississippi	65.9	Rhode Island	52.3	Tennessee	55.6
41	West Virginia	65.9	South Carolina	51.2	Indiana	55.4
42	Tennessee	65.6	New Mexico	51.1	New Mexico	55.2
43	Kentucky	65.0	District of Colum	51.0	Mississippi	54.9
44	North Carolina	64.6	Arkansas	51.0	West Virginia	54.1
45	New Mexico	64.6	Georgia	50.8	Nevada	54.1
46	North Dakota	64.5	New York	50.4	Arizona	54.1
47	New York	62.9	Arizona	48.6	Georgia	53.9
48	Rhode Island	62.3	Nevada	47.9	South Carolina	52.4
49	Arkansas	62.1	California	47.3	Arkansas	52.1
50	Virgin Islands	61.9	Texas	46.2	Texas	52.0
51	District of Colum	59.9	Hawaii	44.0	Hawaii	47.9
52	Indiana	58.5	American Samoa		American Samoa	
53	Texas	57.3	Guam		Guam	
54	American Samoa		Puerto Rico		Puerto Rico	
55	Guam		Virgin Islands		Virgin Islands	
	Total	70.4	Total	55.8	Total	60.4
	Maximum	95.5	Maximum	32.0	Maximum	76.1
	Average	71.0	Average	10.0	Average	61.4
	Minimum	57.3	Minimum	1.0	Minimum	47.9

At the bottom of the scale, Texas and Hawaii report the lowest turnout rates when compared with voting age population and citizen voting age population. Southern states dominate the lowest turnout jurisdictions.

### *Regions*

Reported turnout of registered voters is highest in the West, more than likely due to the dominance of California in the region and that California excludes inactive voters from its registration counts. Turnout is lowest in the southern part of the nation.

When calculating turnout rates based on voting age population, there is a reversal in the West. That region of the nation becomes the lowest in turnout of voting age population and the second lowest in turnout by citizen voting age population. The Midwest region reported the highest turnout in the nation on either basis.

### *Urban to Rural*

Suburban communities in the nation reported the highest turnout rates of any population group. This was the case, for all population groups except citizen voting age, where urban areas has slightly higher turnout rate.

Rural areas reported the lowest voting rates among registered and citizen voting age population. Urban areas reported the lowest voting age population turnout rate, due to the sizable non-citizen population in urban areas. When excluding non-citizen, urban areas had a eight percentage point increase in turn-out, from 53.4 for total voting age population to 61.4 for citizen voting age population.

### *Size of Jurisdiction*

Reported turnout rates are generally higher in the smallest jurisdictions than in the largest jurisdictions, though the differences are slight when studying the impact of registration. The pattern is more pronounced when the voting age population and citizen voting age population is examined. For example, turn-out of voting age population was 71.4 percent in jurisdictions with less than 1,000 people, but dropped to just 47.4 percent for jurisdictions that had more than 1 million persons.

### *Race and Ethnicity*

Turnout rates are highest in predominately white communities and the lowest, by a significant degree, in predominately Native American areas. This is true for both registration and citizen population based calculations. However, when overall voting age population is used, the predominately Hispanic communities had the lowest turnout rate (41.3%).

### *Median Income*

Higher median income is related to the higher reported turnout rate for all methods of calculating turnout rates.

### *High School Education*

Higher levels of high school education are related to higher turnout rates for all methods of calculating turnout rates.



### *Section 203 Language Minority Requirements*

Jurisdictions covered by Section 203 of the Voting Rights Act requiring language assistance at the polls tended to report lower turnout rates than jurisdictions not covered by the provisions. The difference is slight for registration turnout rates, largest for voting age population (over 10 percentage points), and about five percentage points for citizen voting age population.

### *Section 5 Preclearance of Voting Procedures*

Jurisdictions covered by Section 5 of the Voting Rights Act reported lower voting rates than those jurisdictions not covered, for all methods of calculating turnout rates.

### *Type of Voting Equipment*

Jurisdictions that used hand-counted paper ballots reported the highest turnout rates of any type of voting system for population-based turnout rates. However, when calculating turn-out as a percent of registered voters, those jurisdictions using optical scan voting equipment had the highest turnout rate of all voting systems. Jurisdictions that used lever machines had the lowest turnout rate for registration and voting age population based methods of calculating turnout rates. Surprisingly, jurisdictions that used electronic voting machines reported the lowest turnout rates when measured by citizen voting age population and the second lowest on overall voting age population.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment in the past four years reported slightly higher turnout rates among registered voters than those jurisdictions that did not change. For voting age population and citizen voting age turnout rates, jurisdictions that changed voting equipment reported slightly lower turnout rates.

### *Statewide Voter Registration Database*

Jurisdictions in states with a statewide voter registration database reported slightly higher turnout rates for registration and voting age population than jurisdictions in other states. Jurisdictions with statewide voter registration databases reported a slightly lower citizen voting age population turnout rate.

### *Election Day Registration*

States that allow Election Day registration reported a significantly higher turnout rate than other states for all methods of calculating turnout rates. The difference in this category was the largest of any type of election administration procedure.

### *Provisional Ballot Acceptance*

Turnout rates based on voter registration are slightly higher in jurisdictions that accept provisional ballots cast anywhere in a jurisdiction than in other jurisdictions. The pattern is reversed for turnout rates calculated for voting age or citizen voting age population.

### *No Excuse Absentee Balloting*

Jurisdictions that allowed no excuse absentee balloting reported a slightly higher registration and citizen voting age population turnout rate but a lower voting age population turnout rate.

### *Early Voting*

Surprisingly, early voting actually had the opposite effect from what one would have anticipated. According to the data in the EAC dataset, jurisdictions that allow early voting actually reported a lower turnout rate than other non-early-voting jurisdictions, for all methods of calculating turnout rates.

### *Battleground States*

Being a battleground state clearly had a positive impact on getting out the vote. Battleground states reported higher turnout rates than other states for all methods of calculating turnout rates.

### *Presidential Margin of Victory*

Presidential margin of victory within a jurisdiction was unrelated to turnout rates, regardless of which method of calculating turnout rates was used.

### *Red versus Blue Jurisdictions*

Jurisdictions won by Kerry in the 2004 election tended to report a slightly higher turnout rate than those carried by President Bush, for all methods of calculating turnout rates.



**Election Data Services, Inc. Confidential**

EAC Election Day Survey																Cases = Number of Jurisdictions Reporting Subject Matter						
Ballots Counted 2004 General Election																						
Updated: 11/30/2005 18:23:20			Election Administration Jurisdictions	2004 Estimated VAP	2004 Est. Citizen Vap	Cases	Reported Registration	Cases	Total Ballots Counted	Cases	Percent Ballots Counted of Registration	Cases	Cases >100%	Percent Ballots Counted Of Active Registration	Cases	Cases >100%	Percent Ballots Counted of VAP	Cases	Cases >100%	Percent Ballots Counted of Citizen VAP	Cases	Cases >100%
Code    Name																						
Election Administration																						
Voting Equipment Used in 2004 General Election																						
	None / Unknown	908	14,612,312	13,583,011	770	14,484,493	877	9,922,294	875	68.6	867	13		78.4	325	17	57.1	753	14	61.5	751	15
	Punch card	260	19,552,003	18,376,609	260	15,767,547	259	10,938,861	255	70.6	254			74.0	254	3	56.9	255		60.6	255	
	Lever	394	26,918,948	24,625,772	394	21,662,619	390	12,981,126	384	66.9	380	7		72.6	370	8	53.5	384	1	59.0	384	1
	Paper	1,734	3,308,339	3,246,269	1,722	3,085,167	1,733	2,172,234	1,727	71.1	1,726	10		77.0	1,060	7	66.4	1,717	47	67.7	1,715	47
	Optical scan	2,541	88,323,954	81,601,352	2,540	69,198,628	2,523	49,661,061	2,524	71.7	2,507	19		75.5	2,111	51	56.7	2,524	17	61.3	2,523	20
	Electronic	608	52,761,316	48,448,239	608	40,068,685	608	27,295,070	601	71.1	601			73.2	601	1	53.7	601		58.6	601	
	Multiple Systems	123	15,803,117	14,559,180	123	12,997,891	122	8,891,707	122	68.4	122	3		73.7	122	4	56.3	122		61.1	122	
Changed Voting Equipment Since 2000 General Election																						
	Yes	1,753	69,121,688	61,301,531	1,743	51,149,755	1,746	35,479,523	1,739	71.1	1,734	17		74.0	1,101	14	52.5	1,735	34	59.2	1,732	37
	No	4,815	152,158,301	143,138,901	4,674	126,115,275	4,766	86,382,830	4,749	70.2	4,723	35		74.9	3,742	77	57.3	4,621	44	61.0	4,619	46
State Wide Voter Registration System in Place																						
	Yes	1,335	48,152,870	45,913,343	1,335	37,384,852	1,321	27,317,939	1,322	73.1	1,321	18		75.2	1,321	19	57.6	1,322	4	60.4	1,322	5
	No	5,233	173,127,119	158,527,089	5,082	139,880,178	5,191	94,544,414	5,166	69.7	5,136	34		74.4	3,522	72	55.2	5,034	74	60.4	5,029	78
Election Day Registration																						
	Yes	2,823	11,509,789	11,192,644	2,785	10,323,368	2,806	8,152,145	2,792	79.2	2,784	45		86.7	1,223	79	71.0	2,771	65	73.0	2,766	68
	No	3,745	209,770,200	193,247,788	3,632	166,941,662	3,706	113,710,208	3,696	69.9	3,673	7		74.0	3,620	12	54.9	3,585	13	59.7	3,585	15
Provisional Ballot Acceptance																						
	In Overall Jurisdiction	1,162	88,988,159	80,531,790	1,162	65,077,741	1,143	44,662,901	1,123	73.4	1,116	1		75.6	1,116	1	53.8	1,123	5	59.7	1,123	6
	In Precinct Only	4,350	124,866,238	116,703,559	4,328	103,336,604	4,316	69,964,775	4,312	67.7	4,288	38		73.1	2,727	76	56.2	4,304	40	60.2	4,301	45
	None	1,056	7,425,592	7,205,083	927	8,850,685	1,053	7,234,677	1,053	81.7	1,053	13		84.9	1,000	14	70.2	929	33	72.3	927	32
No Excuse Absentee Balloting																						
	Yes	3,781	85,693,320	77,136,882	3,747	64,333,790	3,750	46,531,514	3,731	72.7	3,722	32		76.2	2,108	67	55.2	3,712	64	61.3	3,708	68
	No	2,787	135,586,669	127,303,550	2,670	112,931,240	2,762	75,330,839	2,757	69.1	2,735	20		73.7	2,735	24	56.2	2,644	14	59.9	2,643	15
Early Voting Allowed																						
	Yes	1,701	99,654,623	89,386,654	1,701	73,710,075	1,686	50,903,807	1,681	69.3	1,680			74.3	1,627	18	51.8	1,681	6	57.7	1,681	7
	No	4,867	121,625,366	115,053,778	4,716	103,554,955	4,826	70,958,546	4,807	71.2	4,777	52		74.8	3,216	73	59.2	4,675	72	62.6	4,670	76
Covered By Section 203, Language Minority Requirements																						
	Yes	468	72,670,065	62,053,610	468	50,756,496	453	34,287,661	450	69.4	447			73.5	446		48.8	450	1	57.3	450	1
	No	6,100	148,609,924	142,386,822	5,949	126,508,534	6,059	87,574,692	6,038	70.9	6,010	52		75.1	4,397	91	59.2	5,906	77	61.8	5,901	82
Covered By Section 5 of Voting Rights Act																						
	Yes	880	56,030,484	50,618,730	879	40,868,855	864	27,429,425	872	67.4	856	1		72.6	856	1	49.7	871	2	54.9	871	2
	No	5,688	165,249,505	153,821,702	5,538	136,396,175	5,648	94,432,928	5,616	71.3	5,601	51		75.2	3,987	90	57.9	5,485	76	62.3	5,480	81

EAC Election Day Survey																				Cases = Number of Jurisdictions Reporting Subject Matter	
Ballots Counted 2004 General Election																					
Updated: 11/30/2005 18:23:20		Election Administration Jurisdictions	2004 Estimated VAP	2004 Est. Citizen Vap	Cases	Reported Registration	Cases	Total Ballots Counted	Cases	Percent Ballots Counted of Registration	Cases	Cases >100%	Percent Ballots Counted Of Active Registration	Cases	Cases >100%	Percent Ballots Counted of VAP	Cases	Cases >100%	Percent Ballots Counted of Citizen VAP	Cases	Cases >100%
Code	Name																				
Demographics																					
Region																					
	Northeast	1,710	41,988,043	38,543,741	1,694	34,273,670	1,709	20,812,375	1,687	69.1	1,687	7	74.3	1,687	9	55.8	1,674	40	61.3	1,672	41
	South	1,423	79,567,761	74,625,430	1,423	62,606,676	1,407	42,266,877	1,417	67.5	1,401		72.3	1,401		53.4	1,417	1	56.9	1,417	1
	Midwest	2,902	49,563,034	47,753,492	2,880	44,048,138	2,879	31,316,030	2,871	70.7	2,857	45	74.8	1,243	66	63.2	2,863	35	65.6	2,860	39
	West	420	50,161,151	43,517,769	420	33,845,684	406	25,445,308	402	75.8	401		78.3	401	16	52.1	402	2	60.0	402	2
	Territories	113				2,490,862	111	2,021,763	111	81.2	111		81.2	111							
Urban to Rural																					
	Urban	567	82,075,044	71,502,542	567	63,441,314	566	42,675,443	563	69.4	562	4	74.2	442	17	53.4	563	4	61.4	563	7
	Suburban	871	59,268,529	55,930,689	870	47,552,530	868	33,263,865	860	72.2	858	11	76.2	591	15	58.5	859	10	62.1	859	11
	Small Towns	1,710	56,213,989	53,926,100	1,700	44,193,768	1,690	30,364,561	1,685	70.1	1,671	14	73.8	1,473	25	55.5	1,680	11	57.8	1,680	11
	Rural	3,307	23,722,427	23,081,101	3,280	19,586,556	3,277	13,536,721	3,269	68.9	3,255	23	73.0	2,226	34	58.0	3,254	53	59.6	3,249	54
	Not Available - Territories	113				2,490,862	111	2,021,763	111	81.2	111		81.2	111							
Size of Jurisdiction (VAP)																					
	< 1,000	1,761	899,315	893,183	1,754	895,006	1,757	634,024	1,740	71.6	1,739	25	78.0	585	12	71.4	1,739	67	71.8	1,735	70
	>= 1,000 to <3,500	1,165	2,267,899	2,237,383	1,165	2,182,148	1,164	1,630,543	1,162	74.9	1,162	9	78.6	735	23	72.1	1,162	7	73.1	1,162	9
	>=3,500 to <10,000	1,043	6,692,594	6,579,642	1,043	5,966,645	1,037	4,256,986	1,038	71.3	1,035	4	75.7	1,009	23	63.9	1,038	2	64.9	1,038	2
	>=10,000 to <50,000	1,704	38,463,619	37,554,218	1,704	31,472,681	1,681	21,817,391	1,689	69.2	1,671	9	73.2	1,665	25	57.4	1,689		58.8	1,689	
	>=50,000 to <250,000	586	60,558,039	58,162,583	586	48,992,270	582	33,587,618	570	70.3	568	5	75.0	565	7	57.3	570	2	59.7	570	2
	>=250,000 to <1,000,000	140	63,995,785	59,038,383	140	51,396,493	139	35,485,241	133	71.9	133		76.2	133		58.1	133		63.0	133	
	>=1,000,000	25	48,402,590	39,975,040	25	33,867,508	25	22,427,696	24	68.4	24		72.1	24		47.4	24		57.6	24	
	Not Available	144	148			2,492,279	127	2,022,854	132	81.2	125		81.2	127	1	18.0	1				
Race and Ethnicity																					
	Predominantly NH White	6,264	204,258,977	190,732,668	6,257	163,662,585	6,234	112,362,361	6,201	70.5	6,182	52	74.9	4,573	90	56.8	6,200	78	60.9	6,196	83
	Predominantly NH Black	85	4,061,404	3,830,613	85	3,098,023	81	2,117,437	85	67.4	81		69.1	81		52.1	85		55.3	85	
	Predominantly NH Native American	24	268,560	263,114	24	231,022	24	127,150	23	55.8	23		62.0	16		47.9	23		48.9	23	
	Predominantly Hispanic	50	12,658,812	9,583,359	50	7,749,995	45	5,209,222	46	67.2	45		70.3	45		41.3	46		54.7	46	
	Not Available	145	32,236	30,678	1	2,523,405	128	2,046,183	133	81.1	126		81.3	128	1	72.5	2		76.0	1	
Median Income																					
	< \$25,000	298	3,079,342	2,895,857	298	2,504,552	287	1,488,479	294	57.5	287	3	60.3	258		48.5	294	11	51.6	294	11
	>=\$25,000 to <\$30,000	884	11,220,765	10,840,802	884	8,917,739	871	5,685,388	876	63.3	867	2	68.4	732	2	51.8	876	6	53.6	876	6
	>=\$30,000 to <\$35,000	1,372	28,691,481	27,695,081	1,372	22,970,583	1,366	14,312,622	1,356	67.0	1,353	5	71.4	1,084	15	53.6	1,356	12	55.5	1,356	12
	>=\$35,000 to <\$40,000	1,215	50,829,468	46,977,393	1,215	40,443,694	1,213	26,144,458	1,204	67.5	1,203	11	72.7	884	18	54.1	1,204	16	58.6	1,204	17
	>=\$40,000 to <\$45,000	881	49,717,211	44,605,486	881	37,780,890	877	26,227,676	871	69.8	868	4	73.6	558	10	53.4	871	5	59.6	871	6
	>=\$45,000 to <\$50,000	587	27,092,115	25,051,123	587	21,218,675	587	15,037,096	577	73.3	577	8	77.5	357	9	57.6	577	14	62.2	577	14
	>=\$50,000	1,180	50,649,351	46,374,633	1,179	40,936,586	1,178	30,943,728	1,173	75.7	1,172	19	79.2	840	36	61.2	1,172	13	66.9	1,172	17
	Not Available	151	256	57	1	2,492,361	133	2,022,906	137	81.2	130		81.2	130	1	35.2	6	1	45.6	1	
High School Education																					
	< 60%	126	2,401,104	2,070,013	126	1,817,027	124	951,317	125	52.1	124	1	56.0	119	1	39.6	125	2	46.0	125	2
	>=60% to <70%	661	22,653,549	19,248,863	661	14,944,978	648	10,083,603	652	68.1	641	2	70.1	575		45.5	652	6	53.6	652	6
	>=70% to <80%	1,646	64,350,042	58,555,481	1,646	49,285,773	1,631	31,406,406	1,630	65.6	1,621	6	70.5	1,216	10	50.3	1,630	8	55.4	1,630	8
	>=80% to <90%	3,111	113,912,781	107,682,045	3,111	93,198,279	3,105	65,275,468	3,074	72.1	3,072	23	76.1	2,102	49	59.4	3,074	28	62.9	3,074	28
	>=90%	873	17,930,226	16,853,352	872	15,495,512	871	12,099,350	870	78.1	869	20	84.0	701	30	67.5	869	33	71.9	869	39
	Not Available	151	32,287	30,678	1	2,523,461	133	2,046,209	137	81.1	130		81.3	130	1	72.5	6	1	76.0	1	

EAC Election Day Survey		Cases = Number of Jurisdictions Reporting Subject Matter																			
Ballots Counted 2004 General Election																					
Updated: 11/30/2005 18:23:20		Election Administration Jurisdictions	2004 Estimated VAP	2004 Est. Citizen Vap	Cases	Reported Registration	Cases	Total Ballots Counted	Cases	Percent Ballots Counted of Registration	Cases	Cases >100%	Percent Ballots Counted Of Active Registration	Cases	Cases >100%	Percent Ballots Counted of VAP	Cases	Cases >100%	Percent Ballots Counted of Citizen VAP	Cases	Cases >100%
Code	Name																				
Political																					
Battleground States in 2004 Presidential Election																					
Yes	3,093	76,824,163	72,974,742	3,067	64,166,639	3,062	43,980,255	3,028	73.3	3,019	45		77.6	1,458	66	61.7	3,018	43	65.0	3,014	47
No	3,475	144,455,826	131,465,690	3,350	113,098,391	3,450	77,882,098	3,460	68.9	3,438	7		73.1	3,385	25	52.8	3,338	35	58.1	3,337	36
Margin of Victory in 2004 Presidential Election																					
< 2.5%	515	19,185,454	18,028,997	515	15,923,548	513	10,753,542	508	69.8	506	5		74.1	354	8	58.1	508	3	62.0	508	3
>= 2.5% to < 5.0%	476	14,781,804	13,930,907	471	11,133,130	472	8,077,591	471	72.9	469	3		76.8	325	6	57.7	466	5	61.3	466	7
>= 5.0% to < 7.5%	510	17,701,432	16,058,853	508	13,830,932	508	9,931,823	506	73.5	505	5		76.7	346	9	57.5	504	7	63.5	504	7
>= 7.5% to < 10.0 %	429	10,292,117	9,914,375	428	8,833,490	428	6,126,475	426	72.1	425	2		77.0	288	6	62.0	425	7	64.4	425	7
>= 10.0 %	4,492	159,310,466	146,498,703	4,482	125,044,988	4,463	84,945,042	4,448	69.6	4,429	37		74.0	3,410	61	54.7	4,442	56	59.6	4,438	59
Red vs Blue Jurisdictions Won By In 2004 Presidential Election																					
Bush > 55%	3,115	86,412,155	82,498,439	3,108	68,178,580	3,094	47,293,906	3,083	70.2	3,069	22		74.2	2,394	51	55.7	3,080	29	58.4	3,076	31
Bush 50% to 55%	982	32,877,232	30,555,098	977	26,682,203	979	18,343,733	974	69.8	973	10		74.6	663	18	56.8	969	12	61.2	969	12
Bush < 50%	136	2,380,942	2,284,492	132	2,041,746	135	1,386,188	135	70.7	134	1		75.4	102	1	61.4	131	1	64.0	131	1
Kerry < 50%	150	5,883,881	5,523,776	150	4,850,492	150	3,447,366	149	71.2	149	1		73.4	104	1	58.7	149	1	62.5	149	2
Kerry 50% to 55%	872	29,466,232	27,348,806	872	23,160,396	866	16,109,589	860	71.8	855	7		76.2	602	12	57.8	860	13	62.4	860	14
Kerry > 55%	1,161	64,245,074	56,215,492	1,159	49,846,628	1,154	33,249,808	1,152	69.8	1,148	11		74.1	852	7	53.9	1,150	22	61.8	1,150	23
Tied	25	14,267	14,123	17	14,032	21	9,842	18	70.5	17			74.0	12		69.3	17		69.8	16	

## Chapter 4 Turnout Source

The U.S. Election Assistance Commission (EAC) asked a number of different questions about voting in the 2004 election. There were questions on how many ballots were counted (question 2) and the number of ballots cast in polling places (question 3). There was a series of questions about various aspects of absentee balloting (questions 4, 5, and 6), along with inquiries about early voting (question 7). Finally, there were questions about provisional ballots (questions 8 and 9). Each question appears to focus on a single subject, and it is clear that some states thought about them in that manner. However, each of these questions falls under the broader subject of the different methods that people can use to vote. By considering them together, one can look at what share of the total votes come from different voting methods, or “turnout source.”

Table 4 provides data from the Election Day Survey on ballot sources—i.e., ballots cast at polling places on Election Day statewide, absentee ballots, early ballots, or provisional ballots. The first column of the Turnout Source Table shows the total number of ballots counted, as reported by the states and jurisdictions (question 2b). The number of reporting jurisdictions is reported in the next column to the right.

The Sum Total Percent column is the total percentage generated by adding the percentages of each of the four voting methods identified in the table. For only 10 states, this totals 100 percent of the total ballots counted. For 23 states and territories, this calculation totals less than 100 percent, indicating either the state failed to report numbers for all four voting methods, or that ballots were left out of the count (for example, ballots separately tallied for overseas voting through the Uniformed and Overseas Citizens Absentee Voting Act [UOCAVA] survey. In 19 states and territories, this sum total percent is more than 100 percent, indicating either errors in reporting the component data, or that people reported the same ballot in two categories. For example, if absentee ballots are sent to the polling place to be counted on Election Day, it is possible that the same absentee ballot was tallied in the absentee question and the polling place question. It is also possible that in jurisdictions where the sum of percentages went well over 100 percent, that the state or local jurisdictions did not look at the original questions as components of the voting process. In all likelihood, the reported “voting in precinct/polling place” numbers are higher than they should be in those states and localities that total more than 100 percent.

The Source Not Specified columns result from calculating the sum of the four voting methods and subtracting it from the total ballots counted. As with the Sum Total Percent column, a positive number in the Source Not Specified columns would occur when either the state failed to report numbers for any of the four categories, or they kept data separate for things like overseas voting or military voting. Negative numbers in the Source Not Specified columns occur when the four voting-method numbers add to more than the total-ballots-counted number.

The lack of data in some jurisdictions and for some questions created enormous problems in properly calculating and then analyzing the EAC dataset. It became even more difficult when

components of questions were expected to add to 100 percent, and they did not. This chapter is particularly impacted by this problem since there is an assumption that the four methods of voting would add up to a total number of persons who voted.

To calculate any percentage, one has to have both a denominator and a numerator. When creating summary calculations (like the subtotalling subject percentages), we used only those jurisdictions that reported both a numerator and denominator. However, the raw numbers shown in the tables are totals of all the available data sent to the EAC, without regard to whether there is a corresponding denominator or numerator. The Turnout Source data table contains percentage calculations for the four voting methods, and columns are entitled, "Percent (voting method) of Ballots Counted". To make these calculations, both a numerator and denominator number had to be present in the dataset. In certain states and just about every subject subtotalling, not all jurisdictions had both, so where both numerator and denominator were not present, that jurisdiction's data was dropped for the purposes of making the calculation. These are the percentages that have been used for the analysis below.

Because the raw numbers in the table report all data provided to the EAC, Election Data Services did a separate calculation (Level Percent) that simply takes the reported subject numerator and divides that by the Total Ballots Counted (or denominator). As a result, the further the two percentage calculations are from each other, the greater the impact of missing data.

## **Applicability and Coverage**

Nearly all states have some form of absentee voting, 20 states conduct early voting, and most states offer provisional ballots, although the six states with Election Day registration and jurisdictions that do not have voter registration are exempt from provisional ballot requirements.<sup>1</sup> A growing number of states are opening up the absentee process by adopting a more liberal form of early voting. Statistics for early and provisional ballots counted are not reported for states that do not permit early voting or provisional balloting. (See Cross tabulation, Early Voting, and Provisional Ballot Acceptance for a list of applicable states.)

Confusion concerning the distinction between questions 2 and 3 arose among some state election directors and from local jurisdictions. Question 2 requested the total number of ballots counted by all modes of voting, while question 3 requested total number of ballots cast in polling places. Some states were unresponsive to question 3, responding instead with just the total number of votes for question 2. Following phone conversations with some states, agreement was reached on how to calculate the answers to question 3 based on the responses to other questions.

Confusion also arose concerning absentee ballots that were returned to polling places on Election Day or, per state law, delivered to the polling places by election administrators to be counted there. Were these ballots counted as cast on Election Day, or were they counted as absentee ballots? There

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<sup>1</sup> The six states with Election Day registration are Idaho, Maine, Minnesota, New Hampshire, Wisconsin, and Wyoming. North Dakota and jurisdictions in Wisconsin with populations under 5,000 do not have voter registration. Twenty (20) states conduct early voting: Alaska, Arizona, Arkansas, California, Colorado, Georgia, Florida, Hawaii, Idaho, Kansas, Montana, New Mexico, Nevada, North Carolina, North Dakota, Oklahoma, Tennessee, Texas, West Virginia, and Wyoming.

was confusion and different methods were employed by the various individuals filling out the survey, even by different local jurisdictions within the same state.

## Historical Context

There were four modes of voting in the 2004 presidential election: voting in person at a polling place, voting by absentee ballot, voting in person early, and voting by provisional ballot. The traditional method of voting is in person in a polling place, a subject explored in detail in chapter 13. During the Civil War, the method of absentee balloting was introduced for soldiers, and was extended to civilians in the early 20<sup>th</sup> century, a subject explored in detail in chapter 5. The Help America Vote Act established the method of provisional balloting for all federal elections starting with the November 2, 2004, election, a subject we explore in detail in chapter 6.

The method of voting not treated in a separate chapter is early voting. The Election Day Survey defines early voting as any voting that occurred before November 2, 2004, for which there were no eligibility requirements. A good example of a distinction between early and absentee balloting is where, in order to obtain a ballot, voters are required to attest that they will not be present at their home on Election Day. This is a requirement, and thus would be considered an absentee, not an early vote.

Synonymous with early voting is the image of polling stations in malls, libraries, and election administration offices. Most jurisdictions allow voters to cast early ballots in these easy-to-find early voting polling stations up to three weeks prior to Election Day. However, under the Election Day Survey definition of early vote, “no excuse” absentee balloting also may reasonably be assumed to qualify, and at least Texas and Iowa interpreted the survey item this way.

For Texas and Tennessee, two states that report historical early voting numbers, the percentage of voters casting an early vote has almost tripled since 1994. In the 1994 election, Texas reported 1.3 million early votes counted, or 14.7 percent of total ballots counted. Tennessee reported 0.2 million early votes counted, or 6.0 percent of total ballots counted. By 2000, Texas reported 2.5 million early votes counted, or 20.1 percent of total ballots counted. Tennessee reported 0.7 million or 35.7 percent of total ballots counted. (Texas does not provide separate statistics for “no excuse” absentee balloting and early voting, while Tennessee does not have “no excuse” absentee balloting and thus provides separate statistics.) The EAC study shows that by 2004, Texas reported that 47.7 percent of their total votes came from early voting, while early voting was 44.9 percent of all Tennessee’s total ballots cast.

## Survey Results

Table 4 presents data on turnout sources from several questions on the Election Day Survey relating to ballots counted (question 2), ballots cast in polling places (question 3), absentee ballots counted (question 6), early voting ballots counted (question 7), and provisional ballots counted (question 8). In the table, the numbers of polling place, absentee, early voting, and provisional ballots counted are calculated as percentages of the total ballots counted. The column headings in Table 4 are as follows:

**Table 4 Column Headings. Turnout Source**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Ballots Counted	Total number of ballots counted from survey question 2
5	Cases	Number of jurisdictions that responded to question 2
6	Sum Total Percent	Sum of four turnout source percentages: Percent in Polling Places (col. 12), Percent Absentee of Ballots Counted (col. 18), Percent Early Voting of Ballots Counted (col. 24), and Percent Provisional of Ballots Counted (col. 30)
7	Unknown Source	Unknown turnout source
8	Percent Unknown	Unknown turnout source (col. 7) divided by total ballots counted (col. 4)
9	Ballots Counted in Polling Places	Number of ballots cast in polling places on Election Day from survey question 3
10	Cases	Number of jurisdictions that responded to question 3
11	Level Percent	Number of ballots cast in polling places on Election Day (col. 9) divided by the total number of ballots counted (col. 4)
12	Percent in Polling Places	Number of ballots cast in polling places on Election Day (col. 9) divided by the total number of ballots counted (col. 4), but only for jurisdictions that reported both ballots cast in polling places <u>and</u> total ballots counted. (Note: Raw numbers for this calculation are not in the table.)
13	Cases	Number of jurisdictions that responded to questions 2 and 3
14	Cases > 100%	Number of jurisdictions where the reported number of ballots cast in polling places (col. 9) is greater than the reported number of ballots counted (col. 4)
15	Absentee Ballots Counted	Number of absentee ballots counted from survey question 6
16	Cases	Number of jurisdictions that responded to question 6
17	Level Percent	Number of absentee ballots counted (col. 15) divided by the total number of ballots counted (col. 4)
18	Percent Absentee of Ballots Counted	Number of absentee ballots counted (col. 15) divided by the total number of ballots counted (col. 4), but only for jurisdictions that reported both absentee ballots counted <u>and</u> total ballots counted. (Note: Raw numbers for this calculation are not in the table.)
19	Cases	Number of jurisdictions that responded to questions 2 and 6
20	Cases > 100%	Number of jurisdictions where the reported number of absentee ballots counted (col. 15) is greater than the reported total ballots cast (col. 4).



**Table 4 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
21	Early Voting Ballots Counted	Number of early voting ballots counted from survey question 7
22	Cases	Number of jurisdictions that responded to survey question 7
23	Level Percent	Number of early voting ballots counted (col. 21) divided by the total number of ballots counted (col. 4)
24	Percent Early Voting of Ballots Counted	Number of early voting ballots counted (col. 21) divided by the total number of ballots counted (col. 4), but only for jurisdictions that reported both early voting ballots <u>and</u> total ballots counted. <i>(Note: Raw numbers for this calculation are not in the table.)</i>
25	Cases	Number of jurisdictions that responded to questions 2 and 7
26	Cases > 100%	Number of jurisdictions where the reported number of early voting ballots counted (col. 21) is greater than the reported total ballots counted (col. 4).
27	Provisional Ballots Counted	Total number of provisional ballots cast from survey question 8
28	Cases	Number of jurisdictions that responded to question 8
29	Level Percent	Number of provisional ballots counted (col. 27) divided by the total number of ballots counted (col. 4)
30	Percent Provisional of Ballots Counted	Number of provisional ballots counted (col. 27) divided by the total number of ballots counted (col. 4), but only for jurisdictions that reported both provisional ballots <u>and</u> total ballots counted. <i>(Note: Raw numbers for this calculation are not in the table.)</i>
31	Cases	Number of jurisdictions that responded to questions 2 and 8
32	Cases > 100%	Number of jurisdictions where the reported number of provisional ballots counted (col. 27) is greater than the reported total ballots counted (col. 4).

## Analysis of Survey Results

The following is our analysis of the data in Table 4 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

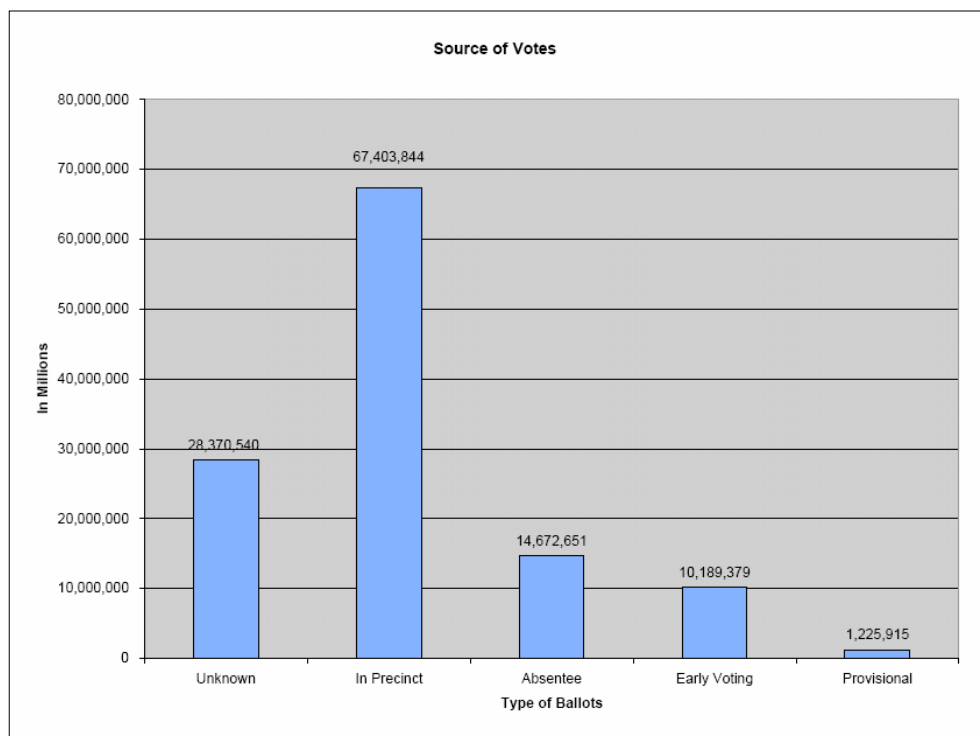
This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 4 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Of the over 121.8 million ballots tallied for the EAC survey, at least 55.3 percent were cast in precincts or polling places, while nearly 12.0 percent were cast via absentee ballots. Another 8.4 percent comes from early voting ballots in jurisdictions that allow that process, and provisional ballots contributed 1.0 percent. However, because data was not provided by all states and for all types, the voting method for at least 23.3 percent (or nearly 28.4 million votes) could not be determined. A bar chart of this data is contained in Figure 4.1.

In states and jurisdictions that did provide data, voting in the polling places averaged 73.3 percent of the ballots cast. Absentee ballots accounted for 13.3 percent and in the jurisdictions that allowed early voting, that method amounted to more than 23.5 percent of all votes cast. All this information totals more than 100 percent because different states tallied information differently. In addition, these percentages were generated where both numerators and denominators were available, resulting in a smaller number of jurisdictions being covered.

**Figure 4.1**  
**Ballots Source 2004**



### *States*

Absentee voting has become a major part of some states' voting processes. Washington State leads the pack with over two-thirds (68.7 percent) of its votes reported as cast absentee. California's absentee data amounted to 32.4 percent of its votes. Iowa was also very high, showing 30.3 percent of its ballots from the absentee process.

Oregon is unique, in that they allow vote by mail for all persons. The total reported for that state in the "Ballots Counted in Polling Place" column is the votes reported to have been counted on election day, all of which were received by mail.

Allowing voters to vote early is a concept that has been growing in use. One of the leading states, Texas, reports that nearly 47.7 percent of its votes were cast early. Tennessee had nearly 44.9 percent of its votes cast early, while Nevada reported nearly 41.7 percent and Arizona reported 40.8 percent as early voting.

Alaska reported the highest percent of its total votes coming from accepted provisional ballots: 7.2 percent. California had the second highest, with 4.0 percent. Arizona and the District of Columbia reported that more than 3.5 percent of their ballots were provisional ballots.

### *Regions*

The West Coast reported the highest rate of absentees, along with the use of provisional ballots. The South has the highest concentration of early voting, 28.8 percent.

### *Urban to Rural*

Provisional ballots were reportedly used most in urban areas of the country. Early voting was highest in small towns and smallest in urban jurisdictions. Absentee voting was similar across jurisdictions but highest in suburban communities.

### *Size of Jurisdiction*

As a jurisdiction got larger in size it had higher levels of absentee and provisional ballots. Similar early voting levels were reported across jurisdictions, with no clear pattern to usage.

### *Race and Ethnicity*

Predominantly Hispanic jurisdictions reported the highest levels of absentee and provisional ballot usage. Predominantly non-Hispanic White jurisdictions reported the highest usage of early voting. Predominantly non-Hispanic Black and non-Hispanic Native American jurisdictions reported similar lower levels of absentee, early, and provisional voting.

### *Median Income*

Jurisdictions with higher income levels tended to report higher usage of absentee balloting. The trend is reversed for early and provisional voting.

### *High School Education*

Jurisdictions with higher education levels tended to report higher usage of absentee balloting. There was no discernible pattern for early voting, and some caution should be taken in interpreting the high level of early voting for the lowest education category since there were few reporting jurisdictions. Jurisdictions in the second lowest category of education reported the highest provisional balloting; however, the lowest education category reported the lowest.

### *Section 203 Language Minority Requirements*

Jurisdictions covered by Section 203 of the Voting Rights Act reported higher usage of absentee, early voting, and provisional ballots.

### *Section 5 Preclearance of Voting Procedures*

Jurisdictions covered by Section 5 of the Voting Rights Act reported using absentee balloting about 1.5 times less, early voting about 1.5 times more, and provisional ballots about the same as other jurisdictions.

### *Type of Voting Equipment*

Jurisdictions that used optical scan voting systems reported the highest rate of absentee ballots, over three times greater than the lowest rate among jurisdictions that used lever machines. There was no discernible pattern in reported use of provisional ballots, as all jurisdictions reported about 1.0 percent, except for those that use paper ballots, which reported provisional ballots were 0.2 percent of total ballots cast.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment reported higher levels of absentee and provisional balloting than other jurisdictions. The opposite was reported for early voting jurisdictions.

### *Statewide Voter Registration Database*

The existence of a statewide voter registration database in 2004 did lead to significantly lower levels of provisional ballot usage in those communities. Jurisdictions in states with a statewide voter registration database reported more than half the level of provisional balloting than other jurisdictions, 0.5 versus 1.2 percent. Jurisdictions within a state with a statewide voter registration database also reported lower levels of absentee and early voting than other jurisdictions.

### *Election Day Registration*

States with Election Day registration reported much lower rates of absentee ballot usage, early voting, and provisional ballots being cast, presumably because more people registered to vote at their polling place on Election Day than other jurisdictions.

### *Provisional Ballot Acceptance*

States that let provisional ballots be counted if they were cast anywhere in a jurisdiction reported nearly four times the level of provisional ballot usage compared with states that required voters to be in the correct precinct. These jurisdictions also reported twice the level of absentee voting and half the level of early voting.

### *No Excuse Absentee Balloting*

Jurisdictions with no excuse absentee balloting laws reported more use of absentee ballots than other jurisdictions, 23.6 percent versus 7.1 percent. These jurisdictions, however, reported lower use of early voting, 36.6 versus 16.6 percent, but over three times the use of provisional ballots than other jurisdictions, 1.8 versus 0.5 percent.

### *Early Voting*

Jurisdictions in states that allow early voting reported higher absentee balloting, 17.6 percent versus 10.0 percent, and higher provisional balloting, 1.5 versus 0.8 percent.

### *Battleground States*

Jurisdictions in a battleground state reported higher levels of absentee balloting than other jurisdictions, 17.0 percent versus 11.1 percent, while levels of early and provisional balloting were similar.

### *Presidential Margin of Victory*

The degree of competitiveness in the 2004 presidential election within a jurisdiction was not clearly related to the usage of absentee, early, or provisional ballots.

### *Red versus Blue Jurisdictions*

Jurisdictions won by Kerry tended to report slightly higher levels of absentee ballot usage than other jurisdictions, while jurisdictions won by Bush tended to report higher levels of early voting (except for jurisdictions won by Kerry by 50 to 55 percent). There was no clear pattern among jurisdictions with regard to provisional ballot usage, except that jurisdictions won overwhelmingly by Kerry reported nearly twice the level of provisional balloting as other jurisdictions.

EAC Election Day Survey										Cases = Number of Jurisdictions Reporting Subject Matter									
Turnout Source 2004 General Election										Not Specified									
Updated: 09/19/2005 13:03:33										Voting in Precinct/Polling Place									
General Administration Jurisdictions										Absentee Voting									
Total Ballots Counted										Early Voting									
Cases										Provisional Ballots									
Sum Total Percent										Percent Absentee of Ballots Counted									
Unknown Source										Percent Early Voting of Ballots Counted									
Percent Unknown										Cases >100%									
Ballots Counted In Polling Place										Provisional Ballots Counted									
Cases										Cases									
Level Percent										Level Percent									
In Polling Places										Cases >100%									
Cases										Cases									
Cases >100%										Cases									
Absentee Ballots Counted										Early Voting Ballots Counted									
Cases										Cases									
Level Percent										Level Percent									
In Polling Places										Cases >100%									
Cases										Cases									
Cases >100%										Cases									
Alabama																			

Turnout Source

EAC Election Day Survey										Source																				Cases = Number of Jurisdictions Reporting Subject Matter	
Turnout Source 2004 General Election						Not Specified		Voting in Precinct/Polling Place					Absentee Voting					Early Voting					Provisional Ballots								
Updated: 09/19/2005 13:03:33						Election Administration Jurisdictions	Total Ballots Counted	Cases	Sum Total Percent	Unknown Source	Percent Unknown	Ballots Counted In Polling Place	Cases	Level Percent	Percent In Polling Places	Cases	Absentee Ballots Counted	Cases	Level Percent	Percent Absentee of Ballots Counted	Cases	Early Voting Ballots Counted	Cases	Level Percent	Percent Early Voting of Ballots Counted	Cases	Provisional Ballots Counted	Cases	Level Percent	Percent Provisional of Ballots Counted	Cases
Code	Name																														
Election Administration																															
Voting Equipment Used in 2004 General Election																															
	None / Unknown	908	9,922,294	875		619,629	6.2	7,286,032	248	73.4	78.5	248		657,844	238	6.6	7.1	238		1,246,292	27	12.6	45.6	27		112,497	250	1.1	1.2	250	
	Punch card	260	10,938,861	255		5,243,965	47.9	3,875,388	132	35.4	72.5	132		1,183,648	233	10.8	12.4	231		530,785	74	4.9	24.1	74		105,075	238	1.0	1.0	237	
	Lever	394	12,981,126	384		8,487,732	65.4	3,700,759	287	28.5	90.0	287		583,080	369	4.5	5.0	369		98,512	22	0.8	33.6	22		111,043	348	0.9	1.0	348	
	Paper	1,734	2,172,234	1,727		860,903	39.6	1,044,700	1,011	48.1	86.2	1,011	1	150,782	1,256	6.9	8.4	1,251		111,944	171	5.2	25.5	171		3,905	881	0.2	0.2	880	
	Optical scan	2,541	49,661,061	2,524		9,029,296	18.2	28,352,237	1,617	57.1	71.1	1,617		7,347,262	2,126	14.8	16.8	2,115	2	4,334,886	598	8.7	21.1	598		597,380	1,719	1.2	1.4	1,714	
	Electronic	608	27,295,070	601		3,231,509	11.8	17,384,983	441	63.7	73.8	441	1	3,269,181	560	12.0	12.9	558		3,173,908	296	11.6	22.4	296		235,489	595	0.9	0.9	592	
	Multiple Systems	123	8,891,707	122		629,818	7.1	5,959,893	114	67.0	69.2	114		1,548,418	120	17.4	17.5	120		693,052	34	7.8	22.4	34		60,526	101	0.7	0.7	101	
Changed Voting Equipment Since 2000 General Election																															
	Yes	1,753	35,479,523	1,739		3,936,182	11.1	21,652,417	874	61.0	69.9	874	2	5,573,374	1,265	15.7	16.6	1,260	1	3,826,021	323	10.8	19.0	323		491,529	814	1.4	1.5	813	
	No	4,815	86,382,830	4,749		24,166,670	28.0	45,951,575	2,976	53.2	75.3	2,976		9,166,841	3,637	10.6	11.9	3,622	1	6,363,358	899	7.4	27.3	899		734,386	3,318	0.9	1.0	3,309	
State Wide Voter Registration System in Place																															
	Yes	1,335	27,317,939	1,322		3,961,138	14.5	19,051,011	1,089	69.7	81.2	1,089	1	2,584,867	1,124	9.5	11.2	1,124		1,589,304	332	5.8	18.3	332		131,619	1,232	0.5	0.5	1,232	
	No	5,233	94,544,414	5,166		24,141,714	25.5	48,552,981	2,761	51.4	70.8	2,761	1	12,155,348	3,778	12.9	13.9	3,758	2	8,600,075	890	9.1	24.7	890		1,094,296	2,900	1.2	1.3	2,890	
Election Day Registration																															
	Yes	2,823	8,152,145	2,792		2,750,199	33.7	4,701,563	912	57.7	91.4	912	1	640,285	1,652	7.9	9.9	1,640	2	59,469	62	0.7	7.4	62		629	618	0.0	0.0	618	
	No	3,745	113,710,208	3,696		25,352,653	22.3	62,902,429	2,938	55.3	72.4	2,938	1	14,099,930	3,250	12.4	13.6	3,242		10,129,910	1,160	8.9	23.8	1,160		1,225,286	3,514	1.1	1.1	3,504	
Provisional Ballot Acceptance																															
	In Overall Jurisdiction	1,162	44,662,901	1,123		8,757,030	19.6	23,631,193	917	52.9	68.0	917		8,298,521	1,074	18.6	20.3	1,067		3,131,012	441	7.0	15.7	441		845,145	1,078	1.9	2.0	1,074	
	In Precinct Only	4,350	69,964,775	4,312		19,319,180	27.6	37,233,762	1,880	53.2	74.4	1,880	1	6,051,666	3,294	8.6	9.6	3,281	2	6,992,605	734	10.0	30.7	734		367,562	2,384	0.5	0.6	2,378	
	None	1,056	7,234,677	1,053		26,642	0.4	6,739,037	1,053	93.1	93.1	1,053	1	390,028	534	5.4	6.0	534		65,762	47	0.9	9.5	47		13,208	670	0.2	0.4	670	
No Excuse Absentee Balloting																															
	Yes	3,781	46,531,514	3,731		3,710,913	8.0	27,451,170	1,746	59.0	65.5	1,746		9,775,880	2,403	21.0	23.6	2,386	2	4,750,586	588	10.2	16.6	588		842,965	1,831	1.8	1.9	1,827	
	No	2,787	75,330,839	2,757		24,391,939	32.4	40,152,822	2,104	53.3	80.2	2,104	2	4,964,335	2,499	6.6	7.2	2,496		5,438,793	634	7.2	36.6	634		382,950	2,301	0.5	0.6	2,295	
Early Voting Allowed																															
	Yes	1,701	50,903,807	1,681		(833,530)	(1.6)	32,353,422	1,657	63.6	64.3	1,657	1	8,434,428	1,546	16.6	17.6	1,541		10,189,379	1,222	20.0		23.5	1,222		760,108	1,626	1.5	1.5	1,622
	No	4,867	70,958,546	4,807		28,936,382	40.8	35,250,570	2,193	49.7	84.6	2,193	1	6,305,787	3,356	8.9	10.1	3,341	2							465,807	2,506	0.7	0.8	2,500	
Covered By Section 203, Language Minority Requirements																															
	Yes	468	34,287,661	450		3,583,240	10.5	18,294,853	414	53.4	60.7	414		6,020,135	400	17.6	19.3	395		5,701,036	345	16.6	26.3	345		688,397	440	2.0	2.0	437	
	No	6,100	87,574,692	6,038		24,519,612	28.0	49,309,139	3,436	56.3	79.7	3,436	2	8,720,080	4,502	10.0	11.0	4,487	2	4,488,343	877	5.1	20.6	877		537,518	3,692	0.6	0.7	3,685	
Covered By Section 5 of Voting Rights Act																															
	Yes	880	27,429,425	872		3,868,325	14.1	15,774,405	681	57.5	68.7	681		2,180,434	706	7.9	9.5	703		5,328,856	475	19.4	29.9	475		277,405	788	1.0	1.1	781	
	No	5,688	94,432,928	5,616		24,234,527	25.7	51,829,587	3,169	54.9	75.1	3,169	2	12,559,781	4,196	13.3	14.3	4,179	2	4,860,523	747	5.1	19.0	747		948,510	3,344	1.0	1.1	3,341	

AC Election Day Survey												Source																				Cases = Number of Jurisdictions Reporting Subject Matter																			
Turnout Source 2004 General Election		Not Specified										Voting in Precinct/Polling Place										Absentee Voting										Early Voting										Provisional Ballots									
Updated: 09/19/2005 13:03:33																																																			
Code	Name	Election Administration Jurisdictions	Total Ballots Counted	Cases	Sum Total Percent	Unknown Source	Percent Unknown	Ballots Counted In Polling Place	Cases	Level Percent	Percent In Polling Places	Cases	Cases >100%	Absentee Ballots Counted	Cases	Level Percent	Percent Absentee Ballots Counted	Cases	Cases >100%	Early Voting Ballots Counted	Cases	Level Percent	Percent Early Voting Ballots Counted	Cases	Cases >100%	Provisional Ballots Counted	Cases	Level Percent	Percent Provisional Ballots Counted	Cases	Cases >100%																				
Demographics																																																			
Region																																																			
	Northeast	1,710	20,812,375	1,687		9,900,010	47.6	9,736,138	1,583	46.8	94.0	1,583	1	1,038,414	1,093	5.0	5.5	1,091			7,937,056	878	18.8	28.8	878		137,813	1,397	0.7	0.8	1,396																				
	South	1,423	42,266,877	1,417		5,799,457	13.7	25,158,163	1,094	59.5	70.7	1,094	1	3,236,840	1,257	7.7	8.3	1,256			7,937,056	878	18.8	28.8	878		135,361	1,340	0.3	0.3	1,334																				
	Midwest	2,902	31,316,030	2,871		11,584,485	37.0	16,057,271	696	51.3	81.3	696		3,241,142	1,064	10.3	12.0	2,052	2		225,659	95	0.7	20.0	95		207,473	882	0.7	0.8	882																				
	West	420	25,445,308	402		798,237	3.1	14,674,575	366	57.7	60.4	366		7,213,286	377	28.3	30.8	372			2,026,664	249	8.0	13.7	249		732,546	402	2.9	2.9	399																				
	Territories	113	2,021,763	111		20,663	1.0	1,977,845	111	97.8	97.8	111		10,533	111	0.5	0.5	111									12,722	111	0.6	0.6	111																				
Urban to Rural																																																			
	Urban	567	42,675,443	563		10,862,910	25.5	23,932,272	286	56.1	77.2	286	1	4,820,385	479	11.3	12.0	478			2,508,694	25	5.9	18.9	25		551,182	322	1.3	1.4	322																				
	Suburban	871	33,263,865	860		6,645,551	20.0	18,338,813	486	55.1	68.9	486	1	4,720,914	688	14.2	16.3	687	1		3,217,189	89	9.7	24.2	89		341,398	485	1.0	1.1	484																				
	Small Towns	1,710	30,364,561	1,685		7,563,884	24.9	15,783,352	1,133	52.0	70.9	1,133	1	3,573,928	1,340	11.8	12.7	1,335	1		3,201,269	348	10.5	28.7	348		242,128	1,243	0.8	0.9	1,237																				
	Rural	3,307	13,536,721	3,269		3,009,844	22.2	7,571,710	1,834	55.9	75.0	1,834		1,614,455	2,284	11.9	14.4	2,271			1,262,227	760	9.3	22.0	760		78,485	1,971	0.6	0.7	1,968																				
	Not Available - Territories	113	2,021,763	111		20,663	1.0	1,977,845	111	97.8	97.8	111		10,533	111	0.5	0.5	111									12,722	111	0.6	0.6	111																				
Size of Jurisdiction (VAP)																																																			
	< 1,000	1,761	634,024	1,740		413,264	65.2	181,680	535	28.7	91.4	535	1	36,901	1,016	5.8	9.1	1,004	1		2,089	21	0.3	21.1	21		90	465	0.0	0.1	463																				
	>=1,000 to <3,500	1,165	1,630,543	1,162		637,181	39.1	818,638	638	50.2	88.1	638	1	134,433	766	8.2	12.4	765	1		39,210	120	2.4	22.2	120		1,081	560	0.1	0.1	560																				
	>3,500 to <10,000	1,043	4,256,986	1,038		1,003,300	23.6	2,618,360																																											



## Turnout Source

AC Election Day Survey										Source										Cases = Number of Jurisdictions Reporting Subject Matter																			
Turnout Source 2004 General Election										Not Specified		Voting in Precinct/Polling Place						Absentee Voting				Early Voting				Provisional Ballots													
Updated: 09/19/2005 13:03:33										Election Administration Jurisdictions	Total Ballots Counted	Cases	Sum Total Percent	Unknown Source	Percent Unknown	Ballots Counted In Polling Place	Cases	Level Percent	Percent In Polling Places	Cases	Cases >100%	Absentee Ballots Counted	Cases	Level Percent	Percent Absentee of Ballots Counted	Cases	Cases >100%	Early Voting Ballots Counted	Cases	Level Percent	Percent Early Voting of Ballots Counted	Cases	Cases >100%	Provisional Ballots Counted	Cases	Level Percent	Percent Provisional of Ballots Counted	Cases	Cases >100%
Code	Name																																						
Political																																							
Battleground States in 2004 Presidential Election																																							
Yes										3,093	43,980,255	3,028		9,227,637	21.0	23,916,154	960	54.4	69.2	960	2	6,992,306	2,373	15.9	17.2	2,359	2	3,484,304	306	7.9	24.0	306		359,854	806	0.8	1.0	806	
No										3,475	77,882,098	3,460		18,875,215	24.2	43,687,838	2,890	56.1	76.1	2,890		7,747,909	2,529	9.9	11.1	2,523		6,705,075	916	8.6	23.2	916		866,061	3,326	1.1	1.1	3,316	
Margin of Victory in 2004 Presidential Election																																							
< 2.5%										515	10,753,542	508		2,621,914	24.4	5,750,849	291	53.5	71.4	291	1	1,448,820	353	13.5	14.4	351		859,746	43	8.0	26.9	43		72,213	282	0.7	0.7	281	
>=2.5% to < 5.0%										476	8,077,591	471		2,210,119	28.6	3,999,669	266	49.5	70.6	266		1,037,806	328	12.8	13.9	327		673,994	49	8.3	25.2	49		56,003	261	0.7	0.8	261	
>=5.0% to < 7.5%										510	9,931,823	506		2,013,191	20.3	5,578,649	276	56.2	70.4	276		1,448,166	379	14.6	15.6	378		757,159	43	7.6	19.0	43		134,658	288	1.4	1.4	288	
>=7.5% to < 10.0 %										429	6,126,475	426		1,551,321	25.3	3,452,732	235	56.4	75.6	235		889,544	313	14.5	15.3	312		185,561	37	3.0	21.0	37		47,317	228	0.8	0.8	227	
>=10.0 %										4,492	84,945,042	4,448		19,584,788	23.1	46,839,469	2,664	55.1	73.5	2,664	1	9,904,864	3,408	11.7	13.0	3,393	2	7,712,919	1,050	9.1	23.5	1,050		903,002	2,960	1.1	1.2	2,952	
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																																							
Bush > 55%										3,115	47,293,906	3,083		10,212,053	21.6	26,081,362	1,780	55.1	72.0	1,780		5,075,995	2,407	10.7	12.3	2,397	1	5,550,017	933	11.7	25.9	933		374,479	2,087	0.8	0.9	2,081	
Bush 50% to 55%										936	18,343,733	974		4,366,611	23.8	9,749,715	516	53.2	70.6	516		2,279,780	721	12.4	13.3	718		1,180,970	109	9.7	24.2	109		166,657	517	0.9	1.0	517	
Bush < 50%										132	1,386,188	135		460,212	33.2	654,013	85	47.2	72.4	85		153,040	81	11.0	11.8	81		115,367	7	8.3	18.6	7		3,556	85	0.3	0.3	85	
Kerry < 50%										150	3,447,366	149		974,470	28.3	1,743,644	91	50.6	71.0	91		570,565	96	16.6	17.4	95		114,916	7	3.3	13.2	7		43,771	89	1.3	1.3	89	
Kerry 50% to 55%										872	16,109,589	860		3,974,416	24.7	8,518,800	508	52.9	70.6	508	1	2,115,907	632	13.1	14.0	628		1,366,455	70	8.5	32.5	70		134,011	498	0.8	0.9	496	
Kerry > 55%										1,161	33,249,808	1,152		8,093,576	24.3	18,869,951	746	56.8	76.9	746	1	4,533,913	844	13.6	14.9	842	1	1,261,654	96	3.8	14.1	96		490,714	737	1.5	1.7	735	
Tied										25	9,842	18		696	7.1	8,659	12	88.0	95.1	12		482	10	4.9	8.2	10								5	8	0.1	0.1	8	

## Chapter 5 Absentee Ballots

On its instructions to the Election Day Survey, the U.S. Election Assistance Commission (EAC) defined absentee voting as “voting prior to Election Day which requires that the voter meet qualifications other than those generally required to register to vote.” Such requirements might be that the voter must attest that they will be absent from their voting jurisdiction on Election Day. The Election Day Survey instructions specifically request that ballots cast by military and overseas voters not be included in responses to the survey. Statistics on military and overseas absentee ballots were collected separately through the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) survey (which was labeled “The Military and Overseas Absentee Ballot Survey”).

On absentee voting, the Election Day Survey asked for the number of absentee ballots requested, the number returned, the number counted, the number not counted, and the five most common reasons for rejecting absentee ballots. Table 5 presents results from the Election Day Survey on absentee voting.

### Applicability and Coverage

Nearly all states have some form of absentee ballots. The following 24 states provide “no excuse” absentee ballots:

Alaska	Idaho	North Carolina	South Dakota
Arizona	Iowa	North Dakota	Utah
California	Kansas	Nebraska	Vermont
Colorado	Louisiana	New Mexico	Washington
Florida	Maine	Nevada	Wisconsin
Hawaii	Montana	Oklahoma	Wyoming

In addition, Oregon conducts elections by mail. Absentee voting is reported in Oregon for persons who request a ballot because they will be away from their normal resident address when the mail ballots are shipped to the state’s voters. Those numbers are listed in Oregon’s absentee column in the tables, while the vote-by-mail counts are listed in the “Ballots Cast in Polling Place” column.

No jurisdiction among the following states reported absentee ballots requested: Alabama, Arizona (which classifies all absentee votes as early votes), Connecticut, Indiana, Kansas, Minnesota, New Hampshire, and Vermont. No jurisdiction among the following states reported absentees returned: Alabama, Arizona, Arkansas, Kansas, Minnesota, Mississippi, New Hampshire, and Vermont. No jurisdiction within the following states reported absentees counted: Arizona, Kansas, Maine, Mississippi, South Carolina, and South Dakota. No jurisdiction among 30 states reported absentees not counted.

### Historical Context

Absentee voting was first established in the mid-1800s for soldiers during the Civil War. Northern soldiers were reported to have cast 154,045 votes in 1864 (Lee 1916). Vermont became the first state

to adopt absentee voting for civilians in 1896, followed by Kansas in 1901 (for rail workers only, expanded to all citizens in 1911) and Minnesota, Missouri, Nebraska, and North Dakota in 1914 (Steinbicker 1938). These early absentee balloting procedures did not operate in the same manner as today. For example, Kansas and Nebraska permitted persons traveling outside their home county to cast a vote on Election Day in the presence of an election judge in another county within the same state, which would be forwarded to the home county (Lee 1916). North Dakota was the first state to adopt absentee voting in the familiar form known to modern voters: absentee voting by mail. Like the secret ballot, the method was imported from Australia, which adopted absentee voting by mail in 1902 (Lee 1916). During and following World War I, absentee ballot laws were extended to military personnel in nearly all states and were extended to civilians in all states, except Rhode Island, Connecticut, and Kentucky by 1925 (Ray 1926).

As the number of states that allowed absentee voting increased, the acceptable reasons to be permitted to cast an absentee ballot expanded. For example, by 1925, 11 states permitted sick and disabled persons the right to cast an absentee ballot (Ray 1926). Michigan was perhaps the first state to allow “no excuse” absentee voting by permitting absentee voting for “any person necessarily absent while engaged in the pursuit of lawful business, *or recreation*” (*Election Laws of Michigan*, Revision of 1936, Ch. X. Art. 3134, as quoted in Steinbicker 1938, original emphasis). Today, states allow absentee balloting under a wide range of excuses that vary among the states, including: religion, business, school, disability, and persons who live far from their polling place. Twenty-four states permit absentee voting for any reason, or “no excuse.”

Complete historical statistics on absentee voting do not exist. A study of the 1936 election estimated that absentee ballots constituted about 2.0 percent, or 0.9 million, of all ballots counted (Steinbicker 1938). Another study estimated 4.9 percent, or 3.4 million, absentee ballots were counted in the 1960 election (Andrews 1966). These estimates are unreliable since they depend on extrapolating absentee statistics from a few states to the entire country.

Compared with the historical numbers, the number of absentee ballots cast has increased in recent elections. Mitofsky International and Edison Media Research (the national exit poll organization) estimate that 16.0 percent or 16.8 million absentee ballots were counted in the 2000 presidential election. A similar percentage of 16.0 percent, or 12.5 million, were counted in the 2002 congressional election. Previous election estimates are not as reliable due to missing data for some states. At a minimum, 12.0 percent, or 8.7 million, absentee ballots were cast in the 1998 election; 11.0 percent, or 10.6 million, in the 1996 election; 8.4 percent, or 6.4 million, in the 1994 election; and 7.7 percent, or 8.1 million, in the 1992 election.

Some states have kept track of absentee balloting in the past, but most states have not. In many instances, in both states and localities, absentee balloting numbers and results are combined with the results from polling place voting and reported as just a single number. Therefore, data is not available for a great deal of the country, especially on election returns. Some localities do keep separate totals on absentee voting, but keep them only at the county level, not by precinct. As more and more people vote via absentee, any kind of demographic and political analysis becomes much more difficult to conduct in those jurisdictions.

## Survey Results

Table 5 presents data on absentee ballots requested, returned, and counted from questions 4–6 on the Election Day Survey. In the table, the number of absentee ballots requested is calculated as a percentage of reported total registration, the number of absentee ballots returned is calculated as a percentage of absentee ballots requested, and the number of absentee ballots counted is calculated as a percentage of absentee ballots returned. The column headings in Table 5 are as follows:

**Table 5 Column Headings. Absentee Ballots**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of Table 2
5	Cases	Number of jurisdictions that responded to survey question 1, that provided Election Day registration data, or for which VAP data was substituted for voter registration data
6	Total Requested Absentee Ballots	Number of absentee ballots requested from survey question 4
7	Cases	Number of jurisdictions that responded to question 4
8	Percent Requested of Absentee Registration	Number of absentee ballots requested (col. 6) divided by the number of registered voters (col. 4)
9	Cases	Number of jurisdictions that responded to survey questions 1 and 4, that provided Election Day registration data, or for which VAP data was substituted for voter registration data
10	Cases > 100%	Number of jurisdictions where the reported number of absentee ballots requested (col. 6) is greater than the reported number of registered voters (col. 4)
11	Total Absentees Returned	Number of absentee ballots returned from survey question 5
12	Cases	Number of jurisdictions that responded to question 5
13	Percent Absentees Returned of Requested	Number of absentee ballots returned (col. 11) divided by the number of absentee ballots requested (col. 6)
14	Cases	Number of jurisdictions that responded to survey questions 4 and 5
15	Cases > 100%	Number of jurisdictions where the reported number of absentee ballots returned (col. 11) is greater than the reported number of absentee ballots requested (col. 6)

**Table 5 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
16	Absentees Counted	Number of absentee ballots counted from survey question 6b
17	Cases	Number of jurisdictions that responded to question 6b
18	Percent Absentee Counted of Returned	Number of absentee ballots counted (col. 16) divided by the number of absentee ballots returned (col. 11)
19	Cases	Number of jurisdictions that responded to questions 5 and 6b
20	Cases > 100%	Number of jurisdictions where the reported number of absentee ballots counted (col. 16) is greater than the number of absentee ballots returned (col. 11)
21	Total Absentees Not Counted	Number of absentee ballots not counted from survey question 6c
22	Cases	Number of jurisdictions that responded to question 6c
23	Percent Absentees Not Counted of Returned	Number of absentee ballots not counted (col. 21) divided by the number of absentee ballots returned (col. 11)
24	Cases	Number of jurisdictions that responded to questions 5 and 6c
25	Cases > 100%	Number of jurisdictions where the reported number of absentee ballots not counted (col. 21) is greater than the reported number of absentee ballots returned (col. 11)

## Analysis of Survey Results

The following is our analysis of the data in Table 5 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 5 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

In the Election Day Survey, the EAC requested the number of absentee ballots requested, the number returned, and the number counted in each jurisdiction. Analysis is provided for four measures reported in Table 5. The total number of absentee ballots requested is calculated as a ratio to the total voter registration. The number of absentee ballots returned is calculated as a ratio to the number of absentee ballots requested. The number of absentee ballots reported counted and not counted is calculated as a ratio to the number of absentee ballots returned.

States were also asked to provide the five most common reasons why the absentee ballots were rejected, although the actual numbers of ballots rejected by the reasons for rejection were not requested. The states were not asked to provide this information for their individual jurisdictions, just a statewide summary. The reasons, according to their frequency of mention by states, are as follows:

Reasons for Rejecting Absentee Ballots	Frequency of Mention
No voter signature	11
Ballot not timely received	9
Non-matching signature	8
Elector voted early or at the polls	6
Ballot returned as undeliverable	5
Ineligible to vote	4
No ballot application on record	3
No witness signature	3
Spoiled ballot	3
Ballot missing from envelope	2
Ballot returned in unofficial envelope	2

Reasons for Rejecting Absentee Ballots (cont).	Frequency of Mention
Multiple ballots returned in one envelope	2
Elector deceased	2
Ballot replaced	1
Envelope not sealed	1
First-time voter without proper identification	1
No election official's signature on ballot	1
No residence address on return envelope	1

Since fewer jurisdictions reported absentee ballots not counted, and because this should be the reciprocal of ballots counted, the analysis below is discussed in terms of absentee ballots counted. However, because of the high rate of counting returned absentee ballots, we found little variation among jurisdictions that might provide insight into why absentee ballots were not counted beyond the reasons provided by the states.

A pattern emerges in the tabulations between reported requested and returned absentee ballots. Those jurisdictions reporting a lower rate of absentee ballots requested tend to have higher rates of absentee ballots returned (correlation = -0.22).

An explanation may be related to the ease of requesting an absentee ballot. Jurisdictions with "no excuse" absentee balloting report much higher request rates, but lower return rates, by about six percentage points, than other jurisdictions. This pattern was similar to those jurisdictions permitting early voting. We suspect jurisdictions with administrative procedures aimed to make voting more accessible have other administrative provisions (unasked on the Election Day Survey) that ease the request of absentee ballots, such as permanent absentee balloting. Where absentee ballots are more difficult to obtain, the request rates may be lower, but the return rates are higher since these voters truly desire to cast an absentee ballot.

We also note that centralized management of voter registration databases increases return rates and counting of absentee ballots. Jurisdictions with statewide voter registration databases reported slightly lower request rates compared to jurisdictions in states without statewide voter registration databases, but reported a return rate almost 6 percentage points higher and a counting rate over 3 percentage points higher.

There is a general pattern of absentee ballot requests according to socioeconomic status, with lower income and education jurisdictions tending to report lower rates of requesting absentee ballots than high income and education jurisdictions. However, lower socioeconomic status jurisdictions reported higher rates of return.

There is also a general pattern of absentee ballot requests according to size of the jurisdiction and the urban and rural character of a jurisdiction. Small-sized and rural jurisdictions tended to report the lowest rates of absentee requests while large-sized and urban areas reported the highest rates of absentee ballot requests. Like socioeconomic status, the large population and urban areas tended to report the lowest rates of absentee ballots returned.

Among Section 203 covered jurisdictions, we see a higher reported rate of requested absentee ballots, and a lower rate of return than other jurisdictions. This is consistent with the findings already



discussed above, that jurisdictions that report higher rates of requesting absentee ballots report fewer ballots returned than other jurisdictions, though there may be a slight amplification of this negative relationship in Section 203 jurisdictions when compared to similar tabulations, in terms of absentee ballots requested, such as jurisdictions that permit early voting or “no excuse” voting. This relationship may be related to the lower return rates in predominantly Hispanic and predominantly non-Hispanic Native American jurisdictions, these latter jurisdictions in particular reported both a low request rate and a low return rate.

### *States*

Washington reported the highest rate of absentees cast as a percentage of registration, at 64.5 percent, more than twice that of the next closest state, California. Oregon reported the lowest percentage, at 0.9 percent, but this report is deceptive since the state’s balloting is completely by mail and absentees refer only to people who request a ballot because they will be away from their normal residence when the normal mail ballots are to be sent out. Next to Oregon, Louisiana had the lowest percentage of absentee ballots requested, at 1.2 percent. Twenty states and two territories reported absentee ballots requested as a percentage of registration at 5 percent or lower.

The District of Columbia reported the lowest percentage of returned absentee ballots (at 72.6 percent), and five states reported return rates between 70 to 80 percent. However, states with low rates of return may count absentees returned to polling places on Election Day as votes cast within polling place, rather than as an absentee ballot. Colorado had the highest return rate of 98.0 percent, and 20 states and two territories reported return rates above 90 percent.

The most consistent reporting across jurisdictions is the counting of absentees. Jurisdictions reported that most returned absentee ballots were counted. The District of Columbia reported the lowest rate of counting absentee ballots at 87.5 percent and Maryland reported the highest rate, slightly over 100 percent. Approximately 81 jurisdictions reported more absentee ballots counted than the number returned because voters turned in absentee ballots in the polling place or other locations and they were not counted as part of the returned pool of ballots.

### *Regions*

The West had, by far, the highest reported rate of absentee ballots requested, due to the popularity of absentee voting within states in the region and laws that promote absentee voting. The request rate would be even higher if all of Oregon’s mail-in ballots were classified as absentee. The reported request rate of absentee balloting in the West, 27.1 percent, was more than six times that of the lowest region, the Northeast, at 4.3 percent. The Midwest reported an absentee request rate of 9.0 percent and the South, 6.9 percent.

The South reported the lowest rate of absentee return, 88.4 percent, followed by, in increasing order, the Northeast, 88.5 percent; the West, 86.6 percent; and the Midwest, 94.1 percent.

The South reported a counting rate of returned absentee ballots of 93.7 percent; all other regions reported a counting rate around 98 percent.



### *Urban to Rural*

As one would expect, suburban jurisdictions reported the highest rate of requested absentee ballots (at 13.5 percent). On the other hand, urban jurisdictions reported the lowest request rate of absentee ballots, 9.5 percent.

Small town jurisdictions reported the lowest rate of return, 87.3 percent, and rural areas report the highest rate of return, 92.2 percent.

Urban areas reported the lowest rates of counting absentee ballots, 94.3 percent, and suburban areas reported the highest rates, 98.6 percent.

### *Size of Jurisdiction*

The largest population jurisdictions, those over one million voting age population (VAP), reported a rate of requested absentee ballots of 14.8 percent, more than double that of the smallest population jurisdictions, 6.8 percent. There is no discernible pattern among jurisdictions with populations in-between, which vary within 7.8 and 11.6 percent.

On the other hand, the reported rate of return tends to decrease with population size of the jurisdiction. The largest population jurisdictions reported the lowest rate of return, 86.4 percent, while the smallest population jurisdictions reported this highest, 95.6 percent.

Reported rates of counting absentee ballots were slightly over 98 percent for all jurisdictions except the largest, which reported a counting rate of 93.0 percent.

### *Race and Ethnicity*

Predominantly Hispanic jurisdictions reported the highest request rate for absentee ballots, 13.6 percent, slightly more than twice the lowest reported rate in predominantly non-Hispanic Black jurisdictions, at 5.7 percent. Predominantly non-Hispanic White jurisdictions reported a rate, 10.9 percent, slightly lower than predominantly Hispanic jurisdictions. Predominantly non-Hispanic Native American jurisdictions reported a rate, 6.1 percent, slightly higher than predominantly non-Hispanic Black jurisdictions.

Predominantly Hispanic jurisdictions reported the lowest return rate, 87.5 percent, and predominantly non-Hispanic Black jurisdictions reporting the highest return rate, 90.7 percent.

Predominantly non-Hispanic White jurisdictions reported the lowest counting rate, 96.8 percent, and predominantly non-Hispanic Black jurisdictions reported the highest counting rate, 99.7 percent.

### *Median Income*

Reported rates of absentee ballots requested tend to increase with jurisdiction median income, though the rate slightly drops off at the highest income level. The reported request rate for the highest income jurisdictions, 13.8 percent, is about three times greater than the lowest income jurisdictions, 4.7 percent.

Reported rates of return tend higher for lower income jurisdictions than for higher income jurisdictions. The lowest income jurisdictions reported the highest rate of return, 92.2 percent,

slightly more than five percentage points greater than jurisdictions with median income \$45,000–50,000, at 87.4 percent.

Reported rates of counting absentee ballots tended not to vary in a discernible pattern with median income. The lowest rate of counting was 92.8 percent for jurisdiction median income \$40,000–45,000, and the highest rate was 99.3 percent for jurisdictions with median income \$45,000–\$50,000.

### *High School Education*

Reported rates of absentee ballots requested tend to increase with education levels, except for the second lowest level of education, which reported a rate much higher than the trend, 12.5 percent. Jurisdictions with the lowest level of education reported a request rate of 3.4 percent and those at the highest level reported 17.8 percent.

Reported rates of absentee ballots returned tend to increase with education levels, except that the highest rate of return was reported by jurisdictions with the lowest rates of education, 97.2 percent. This surprising result may be related to the small request rate within these jurisdictions. The second lowest education category reported a return rate of 96.0 percent and the highest reported 90.2 percent.

Reported rates of counting absentee ballots tend not to vary greatly with education, between 96.3 and 98.6 percent.

### *Section 203 Language Minority Requirements*

Jurisdictions covered by Section 203 reported almost twice the absentee request rate than other jurisdictions, 15.9 versus 8.6 percent. Jurisdictions covered by Section 203 reported a return rate five percentage points lower than other jurisdictions, 85.9 versus 90.9 percent. Jurisdictions covered by Section 203 reported a counting rate four percentage points lower than other jurisdictions, 94.6 versus 98.6 percent.

### *Section 5 Preclearance of Voting Procedures*

Jurisdictions covered by Section 5 reported a lower absentee request rate than other jurisdictions, 7.3 versus 11.8 percent. Jurisdictions covered by Section 5 reported a return rate slightly higher than other jurisdictions, 90.4 versus 88.3 percent. Jurisdictions covered by Section 5 reported a counting rate slightly higher than other jurisdictions, 98.4 versus 96.6 percent.

### *Type of Voting Equipment*

Optical scan voting equipment jurisdictions reported the highest absentee ballot request rate, 14.5 percent, more than four times higher than the lowest reported rate for lever jurisdictions, 3.2 percent. Optical scan jurisdictions were followed by, in descending order: multiple-systems, electronic, punch-card, and paper-equipment jurisdictions.

Lever voting-equipment jurisdictions reported the lowest rate of absentee ballot return, 85.6 percent. Paper jurisdictions had the highest rate, 95.2 percent. Paper jurisdictions were followed by, in descending order: multiple-systems, electronic, optical-scan, punch-card, and lever jurisdictions.

Reported rates of counting absentee ballots were above 97 percent for all jurisdictions except electronic, at 93.5 percent.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment reported higher rates of requesting absentee ballots than other jurisdictions, 14.2 versus 9.3 percent. Jurisdictions that changed voting equipment reported slightly lower rates of returned absentee ballots than other jurisdictions, 88.4 versus 88.8 percent. Jurisdictions that changed voting equipment reported lower rates of counting absentee ballots than other jurisdictions, 95.1 versus 98.0 percent.

### *Statewide Voter Registration Database*

Jurisdictions with statewide voter registration databases reported lower rates of requesting absentee ballots than other jurisdictions, 8.7 versus 11.3 percent. Jurisdictions with statewide voter registration databases reported higher rates of returned absentee ballots than other jurisdictions, 93.4 versus 87.8 percent. Jurisdictions with statewide voter registration databases reported higher rates of counting absentee ballots than other jurisdictions, 99.0 versus 96.4 percent.

### *Election Day Registration*

Jurisdictions with Election Day registration reported slightly lower rates of requesting absentee ballots than other jurisdictions, 10.2 versus 10.8 percent. Jurisdictions with Election Day registration reported higher rates of returned absentee ballots than other jurisdictions, 94.7 versus 88.4 percent. Jurisdictions with Election Day registration reported slightly lower rates of counting absentee ballots than other jurisdictions, 96.6 versus 96.9 percent.

### *Provisional Ballot Acceptance*

Jurisdictions employing within-jurisdiction provisional ballot acceptance reported a higher rate of requesting absentee ballots than jurisdictions employing within-precinct provisional ballot acceptance, 16.1 versus 7.6 percent. Jurisdictions employing within-jurisdiction provisional ballot acceptance experienced lower rates of returned absentee ballots than jurisdictions employing within-precinct provisional ballot acceptance, 87.4 versus 90.0 percent. Jurisdictions employing within-jurisdiction provisional ballot acceptance experienced higher rates of counting absentee ballots than jurisdictions employing within-precinct provisional ballot acceptance, 98.0 versus 95.4 percent.

### *No Excuse Absentee Balloting*

Jurisdictions with “no excuse” absentee balloting reported almost four times the rate of requesting absentee ballots than other jurisdictions, 20.1 versus 5.1 percent. Jurisdictions with “no excuse” absentee balloting reported lower rates of returned absentee ballots than other jurisdictions, 87.1 versus 92.3 percent. Jurisdictions with “no excuse” absentee balloting reported lower rates of counted absentee ballots than other jurisdictions, 96.1 versus 98.5 percent.

### *Early Voting*

Jurisdictions with early voting reported almost twice the rate of requesting absentee ballots than other jurisdictions, 14.6 versus 7.8 percent. Jurisdictions with early voting reported lower rates of returned absentee ballots than other jurisdictions, 87.5 versus 90.3 percent. Jurisdictions with early

voting reported lower rates of counting absentee ballots than other jurisdictions, 95.4 versus 98.9 percent.

### *Battleground States*

Jurisdictions in battleground states reported a higher rate of requesting absentee ballots than other jurisdictions, 14.2 versus 8.9 percent. Jurisdictions in battleground states reported slightly higher rates of returned absentee ballots than other jurisdictions, 89.3 versus 88.1 percent. Jurisdictions in battleground states reported slightly lower rates of counting absentee ballots than other jurisdictions, 96.0 versus 97.6 percent.

### *Presidential Margin of Victory*

The reported absentee ballot request rate is similar among jurisdictions according to the presidential margin of victory, ranging between 11.1 and 13.1 percent. The reported absentee ballots return rate is similar among jurisdictions according to the presidential margin of victory, ranging between 88.0 and 90.3 percent. The reported absentee ballot counting rate is similar among jurisdictions according to the presidential margin of victory, ranging between 96.1 and 98.8 percent. It should be noted that the lowest rate of counting absentee ballots was from the least competitive jurisdictions.

### *Red versus Blue Jurisdictions*

Jurisdictions won by Kerry tended to have slightly higher rates of requesting absentee ballots than jurisdictions won by Bush, averaging about 13 percent among jurisdictions won by Kerry and 10 percent for those won by Bush. The reported rate of returning absentee ballots was similar across jurisdictions with regard to the presidential vote within the jurisdiction, ranging between 88.5 and 90.4 percent. The reported rate of counting absentee ballots was similar across jurisdictions with regard to the presidential vote within the jurisdiction, above 97.7 percent for all jurisdictions except those won overwhelmingly by Kerry, which reported a counting rate of 93.9 percent.

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## Absentee

EAC Election Day Survey																				Cases = Number of Jurisdictions Reporting Subject Matter				
Absentee Ballots 2004 General Election				Requested Absentees				Returned Absentees				Counted Absentees				Not Counted Absentees								
Updated: 09/19/2005 13:03:57																								
Code	Name	Election Administration Jurisdictions	Total Registration Cases	Total Requested Absentee Ballots	Cases	Percent Requested Absentee of Registration	Cases	Cases >100%	Total Absentees Returned	Cases	Percent Absentees Returned of Requested	Cases	Cases >100%	Absentees Counted	Cases	Percent Absentee Counted of Returned	Cases	Cases >100%	Total Absentees Not Counted	Cases	Calculated Absentees Not Counted	Percent Absentees Not Counted of Returned	Cases	Cases >100%
01	Alabama	67	2,597,629	67										41,772	45									
02	Alaska	1	472,160	1	85,570	1	18.1	1	64,110	1	74.9	1		62,017	1	96.7	1			2,093				
04	Arizona	15	2,642,120	15	0				0					0					0	0				
05	Arkansas	75	1,699,934	75	34,430	59	2.7	59						40,013	65									
06	California	58	16,646,555	58	4,866,605	54	29.5	54	4,181,809	56	85.9	54	2	4,108,088	57	96.7	55	4	73,731	47	73,721	3.6	47	
08	Colorado	64	3,101,956	64	673,304	62	21.8	62	328,551	47	98.0	46	5	600,075	62	96.3	46	3			-271,524			
09	Connecticut	169	1,831,567	169					144,698	169	98.0	169	2	141,698	169	98.0	169	2						
10	Delaware	3	553,917	3	20,004	3	3.6	3	18,449	3	92.2	3		18,360	3	99.5	3		89	3	89	0.5	3	
11	District of Columbia	1	383,919	1	14,538	1	3.8	1	10,555	1	72.6	1		9,894	1	93.7	1				661			
12	Florida	67	10,300,942	67	1,820,114	67	17.7	67	1,526,579	67	83.9	67		1,336,297	67	87.5	67		16,150	65	190,282	1.1	65	
13	Georgia	159	4,248,802	159	693,027	159	16.3	159	671,257	159	96.9	159		669,940	159	99.8	159		23,046	134	1,317	3.8	134	
15	Hawaii	5	647,238	4	93,996	4	14.5	4	83,926	4	89.3	4		83,098	4	99.0	4				828			
16	Idaho	44	915,637	44	39,303	44	4.3	44	34,706	44	88.3	44	1	34,609	44	99.7	44		97	9	97	1.0	9	
17	Illinois	110	7,195,882	104	294,874	104	4.1	104	253,221	104	85.9	104		191,177	95	99.6	95	1			62,044			
18	Indiana	92	4,296,602	92					260,550	92				260,550	92	100.0	92		0		0			
19	Iowa	99	2,226,721	98	496,607	98	22.3	98	468,612	98	94.4	98		458,016	98	97.7	98		10,596	97	10,596	2.3	97	
20	Kansas	105	1,695,457	105																				
21	Kentucky	120	2,794,286	120	104,127	120	3.7	120	100,253	120	96.3	120		98,661	120	98.4	120		1,592	114	1,592	1.6	114	
22	Louisiana	64	2,932,142	64	35,741	64	1.2	64	27,628	64	77.3	64		26,870	64	97.3	64		758	42	758	4.7	42	
23	Maine	517	1,026,219	517	169,126	507	16.5	507	162,663	507	96.2	507												
24	Maryland	24	3,103,370	24	146,425																			

## Absentee

EAC Election Day Survey				Cases = Number of Jurisdictions Reporting Subject Matter																								
Absentee Ballots 2004 General Election				Requested Absentees				Returned Absentees				Counted Absentees				Not Counted Absentees												
Updated: 09/19/2005 13:03:57				Election Administration	Total Registration	Cases	Total Requested Absentee Ballots	Cases	Percent Requested Absentee of Registration	Cases	Cases >100%	Total Absentees Returned	Cases	Percent Absentees Returned of Requested	Cases	Cases >100%	Absentees Counted	Cases	Percent Absentee Counted of Returned	Cases	Cases >100%	Total Absentees Not Counted	Cases	Calculated Absentees Not Counted	Percent Absentees Not Counted of Returned	Cases	Cases >100%	
Code	Name	Jurisdictions																										
Election Administration																												
Voting Equipment Used in 2004 General Election																												
	None / Unknown	908	14,484,493	877	723,148	247	5.3	246		663,998	246	93.4	245	108			657,844	238	97.4	232	6		2,489	6	6,154	2.6	6	
	Punch card	260	15,767,547	259	1,334,105	234	8.9	234		1,193,054	237	87.7	218	2			1,183,648	233	99.3	227	5		5,647	45	9,406	4.1	45	
	Lever	394	21,662,619	390	692,678	215	3.4	214		627,179	369	85.6	199	4			583,080	369	97.2	366	4		13,827	109	44,409	3.5	108	
	Paper	1,734	3,085,167	1,733	168,260	1,330	6.7	1,329		156,285	1,311	95.2	1,311	6			150,782	1,256	99.0	913	22		1,003	136	5,503	5.6	77	
	Optical scan	2,541	69,198,628	2,523	8,310,270	2,056	14.5	2,055	2	7,231,586	1,981	88.0	1,945	28			7,347,262	2,126	98.0	1,799	23		49,417	589	-115,676	2.6	563	
	Electronic	608	40,068,685	608	3,962,711	553	11.1	553		3,588,232	587	88.5	543	5			3,269,181	560	93.5	551	21		78,202	358	319,051	2.7	358	
	Multiple Systems	123	12,997,891	122	1,679,688	101	13.6	101		1,390,998	98	92.2	98	1			1,548,418	120	97.3	98			32,405	46	-157,420	3.7	46	
Changed Voting Equipment Since 2000 General Election																												
	Yes	1,753	51,149,755	1,746	6,504,908	1,164	14.3	1,164	1	5,738,187	1,224	88.5	1148	4			5,573,374	1,265	95.1	1045	27		43,532	284	164,813	2.4	273	
	No	4,815	126,115,275	4,766	10,365,752	3,572	9.4	3,568	1	9,113,145	3,605	88.9	3411	150			9,166,841	3,637	98.0	3141	54		139,458	1,005	-53,696	3.2	930	
State Wide Voter Registration System in Place																												
	Yes	1,335	37,384,852	1,321	2,651,016	985	8.9	984		2,615,511	1,144	93.6	974	1			2,584,867	1,124	99.0	1030	11		34,615	449	30,644	2.0	449	
	No	5,233	139,880,178	5,191	14,219,644	3,751	11.3	3,748	2	12,235,821	3,685	87.8	3585	153			12,155,348	3,778	96.4	3156	70		148,375	840	80,473	3.0	754	
Election Day Registration																												
	Yes	2,823	10,323,368	2,806	565,096	1,837	10.3	1,836	2	539,973	1,833	94.7	1832	5			640,285	1,652	96.7	1322	6		327	27	-100,312	0.7	27	
	No	3,745	166,941,662	3,706	16,305,564	2,899	10.9	2,896		14,311,359	2,996	88.5	2727	149			14,099,930	3,250	96.9	2864	75		182,663	1,262	211,429	2.8	1176	
Provisional Ballot Acceptance																												
	In Overall Jurisdiction	1,162	65,077,741	1,143	9,632,591	849	16.1	848		7,999,995	754	87.4	751	23			8,298,521	1,074	98.0	739	33		112,382	468	-298,526	3.7	382	
	In Precinct Only	4,350	103,336,604	4,316	6,972,065	3,173	7.6	3,170	2	6,591,782	3,360	90.1	3094	23			6,051,662	3,294	95.5	3239	48		70,558	774	-540,116	1.8	774	
	None	1,056	8,850,685	1,053	266,004	714	5.4	714		259,555	715	97.6	714	108			390,028	534	99.3	208			550	47	-130,473	1.0	47	
No Excuse Absentee Balloting																												
	Yes	3,781	64,333,790	3,750	11,763,686	2,731	20.2	2,729	2	9,948,196	2,711	87.1	2707	15			9,775,880	2,403	96.1	2128	50		114,278	584	172,316	2.9	499	
	No	2,787	112,931,240	2,762	5,106,974	2,005	5.2	2,003		4,903,136	2,118	92.4	1852	139			4,964,335	2,499	98.6	2058	31		68,712	705	-61,199	2.6	704	
Early Voting Allowed																												
	Yes	1,701	73,710,075	1,686	9,923,747	1,288	14.6	1,287		8,352,808	1,215	87.5	1209	23			8,434,428	1,546	95.4	1213	17		148,987	877	-81,620	3.0	792	
	No	4,867	103,554,955	4,826	6,946,913	3,448	7.9	3,445	2	6,498,524	3,614	90.4	3350	131			6,305,787	3,356	98.9	2973	64		34,003	412	192,737	2.0	411	
Covered By Section 203, Language Minority Requirements																												
	Yes	468	50,756,496	453	7,377,338	415	15.9	414		6,278,091	414	85.9	402	18			6,020,135	400	94.6	393	9		97,439	276	257,956	3.3	276	
	No	6,100	126,508,534	6,059	9,493,322	4,321	8.7	4,318	2	8,573,241	4,415	91.0	4157	136			8,720,080	4,502	98.6	3793	72		85,551	1,013	-146,839	2.1	927	
Covered By Section 5 of Voting Rights Act																												
	Yes	880	40,868,855	864	2,622,102	760	7.3	758		2,270,593	700	90.4	697	16			2,180,434	706	98.4	651	1		-9,512	411	90,159	3.2	411	
	No	5,688	136,396,175	5,648	14,248,558	3,976	11.9	3,974	2	12,580,793	4,129	88.4	3862	138			12,559,781	4,196	96.6	3535	80		192,502	878	20,958	2.7	792	

## Absentee

EAC Election Day Survey												Cases = Number of Jurisdictions Reporting Subject Matter													
Absentee Ballots 2004 General Election		Requested Absentees						Returned Absentees				Counted Absentees				Not Counted Absentees									
Updated: 09/19/2005 13:03:57		Total		Percent		Cases		Total		Percent		Cases		Total		Percent		Cases							
Code	Name	Election Administration Jurisdictions	Total Registration	Cases	Requested Absentee Ballots	Cases	Percent Requested Absentee of Registration	Cases	Cases >100%	Total Absentees Returned	Cases	Percent Absentees Returned of Requested	Cases	Cases >100%	Absentees Counted	Cases	Percent Absentee Counted of Returned	Cases	Cases >100%	Total Absentees Not Counted	Cases	Calculated Absentees Not Counted	Percent Absentees Not Counted of Returned	Cases	Cases >100%
Demographics																									
Region																									
	Northeast	1,710	34,273,670	1,709	1,212,115	975	4.3	975		1,132,816	1,120	88.5	950	16	1,038,414	1,093	97.4	608	3	20,997	217	94,402	3.4	131	
	South	1,423	62,606,676	1,407	4,132,669	1,310	6.9	1,308		3,525,381	1,191	88.4	1188	16	3,236,840	1,257	93.7	1145	24	65,386	717	288,541	2.2	717	
	Midwest	2,902	44,048,138	2,879	3,149,905	1,964	9.2	1,963	2	3,233,595	2,051	94.2	1958	4	3,241,142	2,064	98.4	1972	39	18,371	218	-7,547	1.3	218	
	West	420	33,845,684	406	8,372,262	377	27.1	376		6,948,923	356	86.6	353	11	7,213,286	377	97.7	350	15	78,236	137	-264,363	3.6	137	
	Territories	113	2,490,862	111	3,709	110	0.1	110		10,617	111	286.1	110	107	10,533	111	99.2	111					84		
Urban to Rural																									
	Urban	567	63,441,314	566	5,670,099	432	9.6	432		5,033,429	474	88.5	427	6	4,820,385	479	94.4	462	5	90,392	65	213,044	2.3	63	
	Suburban	871	47,552,530	868	5,265,333	599	13.5	599	1	4,593,632	672	88.8	583	6	4,270,914	688	98.8	627	16	62,504	133	-127,282	2.7	127	
	Small Towns	1,710	44,193,768	1,690	4,141,911	1,238	10.7	1,237	1	3,651,437	1,295	87.3	1188	10	3,573,928	1,340	97.5	1099	17	9,913	437	77,509	3.6	402	
	Rural	3,307	19,586,556	3,277	1,789,608	2,357	10.8	2,354		1,562,217	2,277	92.2	2251	25	1,614,455	2,284	98.4	1887	43	20,181	654	-52,238	3.5	611	
	Not Available - Territories	113	2,490,862	111	3,709	110	0.1	110		10,617	111	286.1	110	107	10,533	111	99.2	111					84		
Size of Jurisdiction (VAP)																									
	< 1,000	1,761	895,006	1,757	38,191	1,085	6.8	1,085	1	37,406	1,083	95.6	1080	1	36,901	1,016	98.6	819	5	119	38	505	2.7	9	
	>=1,000 to <3,500	1,165	2,182,148	1,164	152,236	742	10.8	742	1	148,765	769	95.4	733	6	134,433	766	98.5	575	13	751	107	14,332	2.9	68	
	>=3,500 to <10,000	1,043	5,966,645	1,037	432,781	778	9.5	777		424,804	798	95.5	740	10	416,948	846	98.0	714	19	3,239	254	7,856	3.2	242	
	>=10,000 to <50,000	1,704	31,472,681	1,681	2,066,132	1,359	7.8	1,358		2,004,802	1,407	93.5	1269	21	2,012,094	1,499	98.2	1348	24	22,833	537	-7,292	3.1	532	
	>=50,000 to <250,000	586	48,992,270	582	4,149,249	504	9.7	503		3,754,246	508	89.1	477	7	3,685,800	516	98.8	481	16	40,505	259	68,446	2.2	259	
	>=250																								

## Absentee

[illegible]



## Chapter 6 Provisional Ballots

Table 6 presents data from the Election Day Survey on provisional ballots. Under the Help America Vote Act of 2002 (HAVA), if an individual appears at the polls on Election Day to cast a ballot but is not listed on the voter registration rolls, that individual is permitted to cast a provisional ballot. And if the individual is later determined to be eligible to vote, the provisional ballot is counted as a vote. The Election Day Survey asked for the number of provisional ballots cast, the number counted, and the five most common reasons for rejecting provisional ballots.

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.

The applicability of provisional balloting covers individuals who appear at the polls on Election Day to cast a ballot but are not listed on the voter registration rolls; in some states, first-time voters who cannot provide identification, as required under HAVA; and in some states, voters who were challenged at the poll. Election administrators are required to notify individuals of their opportunity to cast a provisional ballot.

While all individuals may cast a provisional ballot, the states differed in their interpretation of the phrase “registered voter in the jurisdiction in which the individual desires to vote” as to what defines a valid provisional ballot: is the jurisdiction an individual’s voting precinct, county, or some other jurisdiction? The ambiguity in the HAVA language resulted in controversy in the 2004 election and lawsuits seeking to expand the definition of “jurisdiction” when counting provisional ballots. In 2004, as detailed below, in 18 states provisional ballots were eligible to be counted if cast outside the individual’s home precinct. In 25 states, provisional ballots were disqualified if cast outside the individual’s home precinct. Seven states with Election Day registration were exempt from the HAVA provision, but three of these adopted provisional ballots for some classes of individuals seeking to vote.

If the individual is later determined to be eligible to vote, the provisional ballot is counted as a vote. A 2004 survey of 35 state election administrators by the National Association of Secretaries of State (NASS) revealed that for the 2004 election states begin verification procedures as early as Election Day and as late as one week after the election. The procedure may last as short a period as the completion of Election Day up to more than two weeks.

HAVA requires that states provide individuals casting provisional ballots with free access to a mechanism by which they can determine the disposition of their ballots. The NASS survey revealed that the methods of notification varied among Web sites, toll-free phone lines, and direct contact by local election administrators.

## Applicability and Coverage

HAVA required all states to offer provisional ballots in federal elections beginning in 2004, although some states are exempt because they have no voter registration (North Dakota) or have alternative systems, such as Election Day registration (Idaho, Maine, Minnesota, New Hampshire, Wisconsin, and Wyoming). The states of Maine, Wisconsin, and Wyoming allowed provisional balloting for first-time voters who were unable to provide identification or whose ballots were challenged at the polls. The other four states had no form of provisional balloting and no data was reported for them. New Hampshire and North Dakota allowed voters without identification to sign affidavits swearing to their identity. Minnesota and Idaho did not allow first-time voters without identification to cast ballots.

Mississippi and Pennsylvania failed to provide any data on provisional ballot use in their states. The states of California, Indiana, Iowa, Kansas, Missouri, New Mexico, New York, and West Virginia did not provide full statistics for all their jurisdictions.

Reasons for rejecting provisional ballots vary. In 18 states, provisional ballots are eligible to be counted if cast outside the individual's home precinct. In 25 states, provisional ballots are disqualified if cast outside the individual's home precinct.

States where provisional ballots are eligible to be counted if cast outside the correct precinct:

Alaska	Delaware	New Mexico	Utah
Arizona	Georgia	North Carolina	Vermont
Arkansas	Illinois	Oregon	Washington
California	Louisiana	Pennsylvania	
Colorado	Maryland	Rhode Island	

## Historical Context

Prior to the adoption of HAVA, some states provided for the casting and counting of provisional ballots. The rules regarding the use of "provisional ballots" were uneven among states. For example, Ohio provided a method of provisional balloting to persons who moved within the state but did not reregister at their new address by Election Day. California provided a method of provisional balloting to persons who could not establish their eligibility at the polls. Texas provided a method of provisional balloting for persons who were challenged at the polls. State and local jurisdiction statistics are unavailable as to the incidence of these pre-HAVA forms of provisional balloting.

HAVA mandated the use of provisional ballots in federal elections starting January 1, 2004. The November 2, 2004, election is the first federal election to be conducted with national usage of provisional ballots. Although provisional balloting has provided a minimum standard for provisional balloting, as described above, the application of how and when provisional ballots will be cast and counted varies among the states. Furthermore, some states permit provisional balloting only in federal elections.

## Survey Results

Table 6 presents data on provisional ballots cast and counted from questions 8 and 9 on the Election Day Survey. In the table, the number of provisional ballots cast is calculated as a percentage of reported total registration, and the number of provisional ballots counted is calculated as a percentage of provisional ballots cast. The column headings in Table 6 are as follows:

**Column Headings for Table 6. Provisional Ballots**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of Table 2, "Registration"
5	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data
6	Ballots Cast in Polling Places	Number of ballots cast in polling places on Election Day, from col. 9 of Table 4, "Turnout Source"
7	Cases	Number of jurisdictions that responded to survey questions 1 and 3, that provided Election Day registration data, and for which VAP data was substituted for voter registration data
8	Total Provisional Cast	Number of provisional ballots cast from survey question 8
9	Cases	Number of jurisdictions that responded to question 8
10	Percent Provisional Cast of Registration	Number of provisional ballots cast (col. 6) divided by the number of registered voters (col. 4)
11	Cases	Number of jurisdictions that responded to survey questions 1 and 8, provided Election Day registration data, or for which VAP data was substituted for voter registration data
12	Cases > 100%	Number of jurisdictions where the reported number of provisional ballots cast (col. 6) is greater than the reported number of registered voters (col. 4)
13	Percent Provisional Cast of Polling Places	Number of provisional ballots cast (col. 8) divided by the number of ballots cast in polling places on Election Day (col. 6)
14	Cases	Number of jurisdictions that responded to survey questions 3 and 8
15	Cases > 100%	Number of jurisdictions where the reported number of provisional ballots cast (col. 8) is greater than the number of ballots cast in polling places on Election Day (col. 6)
16	Total Provisional Counted	Number of provisional ballots counted from survey question 9
17	Cases	Number of jurisdictions that responded to question 9

**Column Headings for Table 6 (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
18	Percent Provisional Counted of Prov Cast	Number of provisional ballots counted (col. 11) divided by the number of provisional ballots cast (col. 6)
19	Cases	Number of jurisdictions that responded to questions 8 and 9
20	Cases > 100%	Number of jurisdictions where the reported number of provisional ballots counted (col. 11) is greater than the reported number of provisional ballots cast (col. 6)

## Analysis of Survey Results

The following is our analysis of the data in Table 6 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the U.S. Election Assistance Commission on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 6 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Regarding provisional ballots, the Election Day Survey asked for the number of provisional ballots cast, the number counted, and the five most common reasons for rejecting provisional ballots. Overall, at least 1,901,591 individuals sought to cast a provisional ballot in the 2004 election. That amounted to 1.25 percent of all persons registered for the election and 2.56 percent of ballots cast in polling places on Election Day. The states reported that at least 1,225,915 provisional ballots were counted, or 64.50 percent of those provisional ballots cast.

States were also asked to provide the five most common reasons why the provisional ballots were rejected, although the actual numbers of ballots rejected categorized by the reasons for rejection were not requested. The states were not asked to provide this information for their individual jurisdictions, just a statewide summary. The reasons, according to their frequency of mention by states, are as follows:

Reasons for Rejecting Provisional Ballots	Frequency of Mention
Not registered	18
Wrong precinct	14
Improper ID	7
Incomplete ballot form	6
Wrong jurisdiction	5
Already voted	3
Ballot not timely received	3
Ineligible to vote	3
No signature	3
Administrative error	2
Non-matching signature	2

Reasons for Rejecting Provisional Ballots (cont.)	Frequency of Mention
Other	2
Registration purged	2
Deceased	1
Elector challenged	1
First-time voter registering on Election Day	1
Missing ballot	1
Multiple ballots in one envelope	1
Name missing from voter list	1
Nonappearance within 24 hours	1
Nonverifiable signature	1

We calculated three measures of provisional balloting in our analysis: the number of reported provisional ballots cast as a percentage of the voter registration, the number of reported provisional ballots cast as a percentage of ballots cast in polling places, and the report number of provisional ballots that were counted as a percentage of the reported number of provisional ballots cast. Generally we found the same relationships for the number of provisional ballots cast as a percentage of voter registration or as a percentage of ballots cast in polling places.

The patterns of provisional balloting revealed by our analysis suggest that administrative rules and procedures are most related to the casting and counting of provisional ballots. Most notably, jurisdictions that permitted jurisdiction-wide acceptance of provisional ballots reported higher rates of provisional ballots being cast, but also reported a much higher incidence of provisional ballots being counted, than other jurisdictions.

Those jurisdictions with statewide voter registration databases reported a lower incidence of casting provisional ballots than states without voter registration databases, suggesting that better administration of voter registration rolls might be associated with fewer instances where voters would be required to cast a provisional ballot due to a problem with their voter registration.

Over one million provisional ballots were reportedly cast in Section 203 covered jurisdictions, and correspondingly, there was a higher incidence of provisional ballots cast in Section 203 covered jurisdictions than those jurisdictions not covered. The rate of counting the provisional ballots was slightly higher in Section 203 jurisdictions, but could not offset the much higher incidence of casting provisional ballots.

On a related note, predominantly Hispanic jurisdictions had the highest rate of casting provisional ballots, followed by predominantly non-Hispanic Native American jurisdictions. While the counting of provisional ballots was highest in predominantly Hispanic jurisdictions, predominantly non-Hispanic Native American jurisdictions had a counting rate under 50 percent.

Higher incidences of casting provisional ballots can also be found in urban and high population density areas, but these jurisdictions also had higher rates of counting provisional ballots. Rates of counting provisional ballots also tended to increase with the income and education level within a jurisdiction.

### *States*

Among those jurisdictions reporting, Alaska reported the highest incidence of provisional ballots cast as a percentage of voter registration, at 4.93 percent, followed by California, at 4.08 percent, and Arizona at 3.84 percent. Twenty-four states reported provisional ballots as a percentage of registration at 0.3 percent or lower, with Vermont and Wyoming the lowest at just under 0.03 percent.

As a percentage of votes cast at the polling place, Washington was the highest at 11.29 percent, followed by Alaska, 10.63 percent; Arizona, 8.99 percent; and California, 8.47 percent. The change in the relative order is a consequence of the varied incidence of other methods of voting, such as absentee and early voting. The states with the lowest incidence of provisional balloting were again Vermont and Wyoming at 0.05 percent.

States reported a very wide range of whether the ballots were counted. Maine had the highest rate of provisional ballots counted, and serves as an interesting case, since the state permits first-time voters without required identification to cast a provisional ballot. Maine reports slightly more ballots counted, 486, than cast, 483. This is presumably a consequence of a data-entry error. More generally, nearly all provisional ballots cast in Maine were counted.

After Maine, Alaska reported the highest rate of counting provisional ballots, at 96.60 percent. Thus, even though Alaska had the highest incidence of provisional balloting, those ballots tended to be counted. Oregon followed at 85 percent, and also serves as an interesting case because persons casting a provisional ballot are motivated people who go to their county election administrative offices to cast a ballot if they did not receive one by mail. Washington, Nebraska, and Ohio all reported counting rates near 79 percent.

States with low reported rates of counting provisional ballots were Delaware at 6.3 percent, Hawaii at 7.20 percent, and Oklahoma at 7.70 percent. Table 6A shows the states sorted by the two methods of calculations.

### *Regions*

Jurisdictions in the West reported the highest percentage of provisional ballots cast, 2.94 percent of voter registration or 6.54 percent of votes cast in polling places, but also reported the highest rate of counting those ballots, 74 percent. The Northeast reported the second highest percentage of provisional ballots cast as a percentage of voter registration, 1.34, but reported the lowest rate of counting those ballots, 42.8 percent. As percentage of ballots cast at the polling place, the Northeast reported the lowest incidence of cast provisional ballots at 0.86 percent. The Midwest was next in provisional ballots cast, 0.80 percent of registration or 1.91 of votes cast in polling place, and reported the second highest rate of counting, 69.20 percent. The South reported the lowest rate of casting provisional ballots, at 0.44 percent of registration and 1.01 percent of ballots cast in polling places, and the third highest rate of counting, at 49.90 percent.

### *Urban to Rural*

Urban jurisdictions reported the highest rate of provisional ballots cast, 1.55 percent, followed by suburban jurisdictions at 1.12 percent, small towns at 1.02 percent, and rural jurisdictions, at 0.67 percent. The same pattern was reported when calculated as a percentage of ballots cast in polling places. Suburban jurisdictions reported the highest rate of counting provisional ballots, 73.10

percent, followed by rural jurisdictions at 68.50 percent, urban jurisdictions at 61.60 percent, and small towns at 59.30 percent.



Table 6a. Provisional Ballot Usage, Sorted

Provisional Ballots Cast			Provisional Ballots Counted	
Ranking	Name	Percent Provisional Cast of Registration	Name	Percent Provisional Counted of Prov Cast
1	Alaska	4.93	Maine	100.0
2	California	4.08	Alaska	96.6
3	Arizona	3.84	Oregon	85.3
4	District of Columbia	2.92	Nebraska	79.1
5	Kansas	2.69	Washington	79.0
6	Washington	2.67	Ohio	78.4
7	New York	2.21	Virgin Islands	77.6
8	Utah	2.06	Colorado	75.9
9	Ohio	1.98	California	73.2
10	Colorado	1.66	Arizona	72.5
11	Maryland	1.58	District of Columbia	71.1
12	Nebraska	1.50	Kansas	70.4
13	North Carolina	1.40	Utah	70.4
14	New Mexico	1.31	Maryland	65.1
15	New Jersey	1.28	South Carolina	65.1
16	West Virginia	1.25	North Carolina	65.0
17	Puerto Rico	0.88	Puerto Rico	58.4
18	Iowa	0.69	West Virginia	58.2
19	Illinois	0.60	Michigan	57.5
20	Nevada	0.57	New Jersey	55.3
21	Virgin Islands	0.50	Wisconsin	53.1
22	Arkansas	0.45	Iowa	52.2
23	Oregon	0.39	Montana	51.2
24	Rhode Island	0.30	Illinois	51.2
25	Georgia	0.30	Arkansas	47.9
26	Texas	0.27	Rhode Island	45.8
27	Florida	0.27	New Mexico	44.5
28	Alabama	0.25	New York	40.3
29	Massachusetts	0.25	Missouri	40.2
30	Tennessee	0.23	Nevada	39.8
31	South Carolina	0.21	Louisiana	39.3
32	Louisiana	0.20	Tennessee	37.6
33	Missouri	0.20	Florida	36.1
34	Indiana	0.14	Connecticut	31.7
35	Oklahoma	0.12	Georgia	30.8
36	South Dakota	0.11	Alabama	28.8
37	Virginia	0.10	Wyoming	25.3
38	Montana	0.10	Vermont	24.8
39	Connecticut	0.09	Massachusetts	23.1
40	Michigan	0.08	Texas	20.2
41	Delaware	0.07	Indiana	15.9
42	Hawaii	0.05	Virginia	15.6
43	Kentucky	0.05	Kentucky	14.8
44	Maine	0.05	South Dakota	12.4
45	Wisconsin	0.04	Oklahoma	7.7
46	Wyoming	0.03	Hawaii	7.2
47	Vermont	0.03	Delaware	6.3
48	Idaho		Idaho	0.0
49	Minnesota		Minnesota	
50	Mississippi		Mississippi	
51	New Hampshire		New Hampshire	
52	North Dakota		North Dakota	
53	Pennsylvania		Pennsylvania	
54	American Samoa		American Samoa	
55	Guam		Guam	
	Total	1.25	Total	64.5
	Maximum	4.93	Maximum	100.0
	Average	0.96	Average	47.9
	Minimum	0.03	Minimum	0.0

### *Size of Jurisdiction*

The urban-to-rural trend on rate of provisional ballots cast persists for the population size of the jurisdiction. The reported rate of provisional ballots cast increases with population size, from 0.10 percent for voter registration in jurisdictions under 1,000 voting age population (VAP), to 2.51 percent in jurisdictions over one million VAP. For percentage of ballots cast in polling places, the percentages ranged from 0.08 percent for the smallest jurisdiction to 6.08 percent for the largest.

The reported rate of counting provisional ballots generally increased with population size of the jurisdiction. Jurisdictions with a population between 1,000 and 3,500 VAP reported the lowest rate of counting provisional ballots, at 52.10 percent, while the largest jurisdictions reported 66.90 percent. However, the trend did not hold for the smallest jurisdictions below 1,000 VAP, which reported 65.40 percent.

### *Race and Ethnicity*

The highest reported incidence of casting provisional ballots among voter registration was in predominantly Hispanic jurisdictions, 2.81 percent, followed by predominantly non-Hispanic Native American jurisdictions, 1.89 percent; predominantly non-Hispanic Black areas, 1.28 percent; and predominantly non-Hispanic White communities, 1.12 percent. The order was the same when calculated as a percentage of ballots cast in polling places, ranging between 6.25 and 2.25 percent.

The highest reported rate of counting provisional ballots was also among predominantly Hispanic jurisdictions, 79.30 percent, followed by predominantly non-Hispanic White areas, 62.60 percent; predominantly non-Hispanic Black communities, 58.60 percent; and predominantly non-Hispanic Native American jurisdictions, 48.70 percent.

### *Median Income*

Reported rates of casting provisional ballots as a percentage of voter registration generally rise with the income level of the jurisdiction, from a 0.22 percent rate for jurisdictions with a median income less than \$25,000 to a 1.52 percent rate for median income between \$40,000 and \$45,000. The rate drops off for the highest income jurisdictions, to 1.29 percent for those with a median income above \$50,000. The same pattern holds when calculated as a percentage of ballots cast in polling places, ranging from 0.63 percent for the lowest category to 3.22 percent for jurisdictions with \$40,000–\$45,000 median income, before dropping slightly to 2.49 percent for the highest category.

Generally, higher income jurisdictions counted provisional ballots at nearly twice the rate of lower income communities. The reported rates for counting ballots follows a similar pattern, from a low of 39.80 percent counted in the lowest income category, to a high in the \$45,000 and \$50,000 range of 75.90 percent, and then dropping off slightly for the highest income category to 69.30 percent. However, jurisdictions in the \$35,000 and \$40,000 range break the pattern, dipping to a 42.20 percent counted rate.

### *High School Education*

The greatest variation in reported rates of provisional ballots cast occurs for the two lowest education categories. For the lowest, the rate of casting ballots is 0.23 percent; the rate jumps to 2.37 percent in the next highest category, and then declines to a little more than 1.00 percent for the remainder. The pattern is the same when calculated as a percentage of ballots cast in polling places,

0.84 percent for the lowest category, 5.41 for the next highest, and about 2.00 percent for the remainder.

The reported counting rate of provisional ballots generally shows a positive relationship between ballots counted and education levels, rising from a low of 52.60 percent for the lowest education category and rising to 72.30 percent for the highest. The deviation from the increasing pattern occurs at the medium range of 70–80 percent high school education, with a counting rate dipping to 52.60 percent.

### *Section 203 Language Minority Requirements*

There is a large difference in the reported rate of provisional ballots cast among Section 203 covered jurisdictions. Those covered reported a rate based on voter registration much higher, 2.04 percent, than those that are not covered, 0.82 percent. When calculated as a percentage of ballots cast in polling places, Section 203 covered jurisdictions reported 5.09 versus 1.38 percent for other jurisdictions. Section 203 covered jurisdictions reported a slightly higher rate of counting provisional ballots, 68.4 percent, than those not covered, 59.8 percent.

### *Section 5 Preclearance of Voting Procedures*

Section 5 covered jurisdictions reported a slightly lower rate of casting provisional ballots when calculated as a percentage of voter registration, 1.03 versus 1.25 percent, and a slightly higher rate when calculated for ballots cast in polling places, 2.49 versus 2.42 percent. Section 5 covered jurisdictions reported a slightly higher rate of counting provisional ballots than jurisdictions not covered by Section 5, 68.40 versus 63.20 percent.

### *Type of Voting Equipment*

Among those jurisdictions reporting voting equipment, those with lever machines reported the highest rate of casting provisional ballots when calculated as a percentage of voter registration, at 1.61 percent, but the second lowest when calculated as a percentage of ballots cast in polling places, 0.68 percent. Paper jurisdictions reported the lowest rate by either measure, 0.30 percent for voter registration and 0.39 percent for ballots cast in polling places. Most jurisdictions using other types of voting equipment have similar rates of casting provisional ballots, around 1 percent for voter registration or 2 to 3 percent for ballots cast in polling places.

Lever machine jurisdictions reported the lowest rate of counting those ballots, 41.30 percent, followed by paper jurisdictions, which reported a counting rate of 58 percent. Other jurisdictions ranged between 60 and 70 percent counting rates.

### *Changed Voting Equipment since 2000*

Those jurisdictions that changed voting equipment reported a higher rate of provisional ballots cast— 1.54 percent for voter registration and 3.42 percent for ballots cast in polling places—than those jurisdictions that did not, which measured 1.05 and 1.97 percent, respectively. Those jurisdictions that changed voting equipment also reported a higher rate of provisional ballots counted, 67.50 percent, than those jurisdictions that did not, 62.40 percent.

### *Statewide Voter Registration Database*

Statewide voter registration databases lead to almost half the number of provisional ballots being cast. Those jurisdictions with statewide voter registration databases reported a lower rate of casting provisional ballots, 0.59 percent for voter registration and 1.21 percent for ballots cast in polling places, than other jurisdictions, 1.37 and 2.86 percent, respectively. Both types of jurisdictions reported similar levels of counting provisional ballots, slightly above 64 percent.

### *Election Day Registration*

Those jurisdictions with Election Day registration might reasonably be assumed to not need provisional ballots because voters can register at the polls. However, for three of the seven Election Day registration states—Maine, Wisconsin, and Wyoming—provisional balloting was provided for first-time voters who were unable to provide identification or voters whose ballots were challenged at the polls. As the numbers show, this was a rare event in these three states. In those states with Election Day registration the reported incidence of provisional ballots cast was 0.03 percent or registration or 0.04 percent of ballots cast in polling places, and 78 percent of these ballots were counted. For states without Election Day registration, the reported incidence of provisional ballots cast was 1.22 percent of registration or 2.50 percent of ballots cast in polling places, and 64.3 percent were counted.

### *Provisional Ballot Acceptance*

Jurisdictions with jurisdictionwide provisional ballot acceptance reported higher rates of provisional ballots cast, 2.09 percent of registration or 4.67 percent of ballots cast in polling places, than those with in-precinct-only acceptance, 0.72 and 1.18 percent, respectively. Predictably, those jurisdictions with more permissive jurisdictionwide acceptance reported higher rates of counting provisional ballots, 71.50 percent, than other jurisdictions, 52.50 percent.

### *No Excuse Absentee Balloting*

Jurisdictions with no excuse absentee balloting reported more than twice the rate of casting provisional ballots, 1.94 percent of registration or 4.20 of ballots cast in polling places, than those jurisdictions that did not, 0.74 and 1.14 percent, respectively. Jurisdictions with no excuse absentee balloting reported a higher rate of counting provisional ballots, 71.7 percent, than those jurisdictions that did not, 52.5 percent.

### *Early Voting*

Jurisdictions with early voting reported a higher incidence of provisional ballots cast, 1.52 percent of registration and 3.430 percent of ballots cast in polling places, than those jurisdictions that did not, 0.93 and 1.45 percent, respectively. Jurisdictions with early voting reported a higher rate of provisional ballots counted, 68.40 percent, compared to other jurisdictions, 58.60 percent.

### *Battleground States*

Jurisdictions in battleground states reported a slightly lower incidence of casting provisional ballots, 1.04 percent pf registration and 2.39 of ballots cast in polling places, than those jurisdictions that were not battleground states, which measured 1.27 and 2.46 percent, respectively. Jurisdictions in battleground states reported a higher rate of counting provisional ballots, 71.30 percent, than those jurisdictions that were not in battleground states, at 61.80 percent.

### *Presidential Margin of Victory*

No clear pattern emerges for provisional balloting and presidential margin of victory. The reported incidence of casting provisional ballots ranged from 0.78 to 1.32 percent of registration and 1.68 to 2.86 percent of ballots cast in polling places. The reported rate of counting provisional ballots ranged from 62.60 to 79.60 percent. Of note, the range where either presidential candidate won by between 5.00 to 7.50 percent reported both the highest incidence of provisional ballot casting and rate of counting.

### *Red versus Blue Jurisdictions*

Jurisdictions in which Bush won a plurality of the vote reported the lowest incidence of casting provisional ballots, 0.37 percent of registration and 0.51 percent of ballots cast in polling places, while those that were won by Kerry by more than 55 percent reported the highest incidence of casting provisional ballots, 1.65 and 3.28 percent, respectively. For the other categories, the incidence of casting provisional ballots was slightly less than 1 percent for registration and around 2 percent for ballots cast in polling places.

Jurisdictions in which Bush won a plurality of the vote reported the lowest rate of counting provisional ballots, 54.5 percent, while those that were won by Bush with between 50 and 55 percent reported the highest rate of counting provisional ballots, 73.2 percent. Those that were won by Kerry by more than 55 percent reported the second highest rate of counting ballots, at 71.0 percent. The remainder of jurisdictions varied between 59.9 percent and 68.2 percent.

## **REFERENCES**

National Association of Secretaries of State. 2004. *Summaries and Highlights: NASS Survey of the Election Community Regarding Provisional Ballots*. Washington, DC.

## Provisional

EAC Election Day Survey																Cases = Number of Jurisdictions Reporting Subject Matter				
Provisional Ballots 2004 General Election						Provisional Ballots Cast										Provisional Ballots Counted				
Updated: 09/19/2005 13:04:16		Election Administration Jurisdictions	Total Registration	Cases	Ballots Cast In Polling Place	Cases	Total Provisional Cast	Cases	Percent Provisional Cast of Registration	Cases	Cases >100%	Percent Provisional Cast of Polling Place	Cases	Cases >100%	Total Provisional Counted	Cases	Percent Provisional Counted of Prov Cast	Cases	Cases >100%	
Code	Name																			
01	Alabama	67	2,597,629	67			6,478	67	0.25	67					1,865	67	28.8	64		
02	Alaska	1	472,160	1	219,093	1	23,285	1	4.93	1		10.63	1		22,498	1	96.6	1		
04	Arizona	15	2,642,120	15	1,129,374	15	101,536	15	3.84	15		8.99	15		73,658	15	72.5	15		
05	Arkansas	75	1,699,934	75	644,642	61	7,675	75	0.45	75		0.56	61		3,678	75	47.9	75		
06	California	58	16,646,555	58	7,920,257	52	668,408	51	4.08	51		8.47	48		491,765	55	73.2	51		
08	Colorado	64	3,101,956	64	997,219	59	51,529	64	1.66	64		4.88	59		39,086	64	75.9	61		
09	Connecticut	169	1,831,567	169	1,452,817	169	1,573	169	0.09	169		0.11	169		498	169	31.7	84		
10	Delaware	3	553,917	3	359,023	3	384	3	0.07	3		0.11	3		24	3	6.3	3		
11	District of Columbia	1	383,919	1	203,448	1	11,212	1	2.92	1		5.51	1		7,977	1	71.1	1		
12	Florida	67	10,300,942	67	4,865,283	67	27,742	67	0.27	67		0.57	67		10,007	67	36.1	67		
13	Georgia	159	4,248,802	159	2,642,907	159	12,895	159	0.30	159		0.49	159		3,976	159	30.8	129	3	
15	Hawaii	5	647,238	4	311,484	4	346	4	0.05	4		0.11	4		25	4	7.2	4		
16	Idaho	44	915,637	44	515,191	44	0	44		44			44		0	44	0.0			
17	Illinois	110	7,195,882	104			43,464	110	0.60	104					22,238	110	51.2	98		
18	Indiana	92	4,296,602	92	2,251,193	92	5,707	89	0.14	89		0.26	89		910	89	15.9	80		
19	Iowa	99	2,226,721	98	1,073,283	97	15,406	97	0.69	97		1.44	96		8,038	97	52.2	97		
20	Kansas	105	1,695,457	105	944,696	103	45,535	104	2.69	104		4.78	102		32,079	104	70.4	104		
21	Kentucky	120	2,794,286	120			1,494	120	0.05	120					221	120	14.8	85		
22	Louisiana	64	2,932,142	64	1,801,259	64	5,880	64	0.20	64		0.33	64		2,312	64	39.3	60		
23	Maine	517	1,026,219	517	754,777	517	483	516	0.05	516		0.06	516		486	515	100.0	92	1	
24	Maryland	24	3,105,370	24	2,222,296	24	48,936	24	1.58	24		2.20	24		31,860	24	65.1	24		
25	Massachusetts	351	4,098,634	351	2,821,607	351	10,060	351	0.25	351		0.36	351		2,319	351	23.1	234		
26	Michigan	83	7,164,047	83	3,250,173	83	5,610	83	0.08	83		0.17	83		3,227	83	57.5	71		
27	Minnesota	87	2,977,496	87	2,611,201	87				</										

## Provisional

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Code	Name																		
Election Administration																			
Voting Equipment Used in 2004 General Election																			
	None / Unknown	908	14,484,493	877	7,286,032	248	159,860	260	1.16	259		2.19	242		112,497	250	70.3	230	1
	Punch card	260	15,767,547	259	3,875,388	132	155,157	238	1.06	237		2.33	132	1	105,075	238	67.7	204	
	Lever	394	21,662,619	390	3,700,759	287	268,706	349	1.61	349		0.68	287		111,043	348	41.3	249	
	Paper	1,734	3,085,167	1,733	1,044,700	1,011	6,830	883	0.30	883		0.39	854		3,905	881	58.0	261	1
	Optical scan	2,541	69,198,628	2,523	28,352,237	1,617	855,694	1,735	1.39	1,730		3.27	1,409		597,380	1,719	69.5	1,433	2
	Electronic	608	40,068,685	608	17,384,983	441	364,916	595	0.97	595		2.06	439		235,489	595	64.5	504	3
	Multiple Systems	123	12,997,891	122	5,959,893	114	90,428	101	0.73	101		1.60	95		60,526	101	66.9	96	1
Changed Voting Equipment Since 2000 General Election																			
	Yes	1,753	51,149,755	1,746	21,652,417	874	727,717	824	1.54	821		3.42	696		491,529	814	67.5	556	6
	No	4,815	126,115,275	4,766	45,951,575	2,976	1,173,874	3,337	1.05	3,333		1.96	2,762	1	734,386	3,318	62.4	2,421	2
State Wide Voter Registration System in Place																			
	Yes	1,335	37,384,852	1,321	19,051,011	1,089	203,421	1,234	0.59	1,233		1.20	1,001		131,619	1,232	64.7	895	5
	No	5,233	139,880,178	5,191	48,552,981	2,761	1,698,170	2,927	1.37	2,921		2.86	2,457	1	1,094,296	2,900	64.3	2,082	3
Election Day Registration																			
	Yes	2,823	10,323,368	2,806	4,701,563	912	952	649	0.03	649		0.04	583		629	618	78.1	147	1
	No	3,745	166,941,662	3,706	62,902,429	2,938	1,900,639	3,512	1.22	3,505		2.49	2,875	1	1,225,286	3,514	64.3	2,830	7
Provisional Ballot Acceptance																			
	In Overall Jurisdiction	1,162	65,077,741	1,143	23,631,193	917	1,178,607	1,075	2.09	1,068		4.67	912	1	845,145	1,078	71.5	812	4
	In Precinct Only	4,350	103,336,604	4,316	37,233,762	1,880	700,807	2,415	0.72	2,415		1.17	1,875		367,562	2,384	52.5	1,962	3
	None	1,056	8,850,685	1,053	6,739,037	1,053	22,177	671	0.50	671		0.68	671		13,208	670	59.5	203	1
No Excuse Absentee Balloting																			
	Yes	3,781	64,333,790	3,750	27,451,170	1,746	1,172,134	1,859	1.94	1,858		4.20	1,685	1	842,965	1,831	71.7	1,067	3
	No	2,787	112,931,240	2,762	40,152,822	2,104	729,457	2,302	0.74	2,296		1.13	1,773		382,950	2,301	52.5	1,910	5
Early Voting Allowed																			
	Yes	1,701	73,710,075	1,686	32,353,422	1,657	1,106,561	1,624	1.52	1,623		3.43	1,597		760,108	1,626	68.4	1,260	6
	No	4,867	103,554,955	4,826	35,250,570	2,193	795,030	2,537	0.93	2,531		1.44	1,861	1	465,807	2,506	58.6	1,717	2
Covered By Section 203, Language Minority Requirements																			
	Yes	468	50,756,496	453	18,294,853	414	1,002,817	437	2.04	436		5.09	408		688,397	440	68.4	393	1
	No	6,100	126,508,534	6,059	49,309,139	3,436	898,774	3,724	0.82	3,718		1.37	3,050	1	537,518	3,692	59.8	2,584	7
Covered By Section 5 of Voting Rights Act																			
	Yes	880	40,868,855	864	15,774,405	681	405,262	788	1.03	788		2.49	672		277,405	788	68.4	687	4
	No	5,688	136,396,175	5,648	51,829,587	3,169	1,496,329	3,373	1.25	3,366		2.41	2,786	1	948,510	3,344	63.2	2,290	4



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Code	Name																		
Demographics																			
Region																			
	Northeast	1,710	34,273,670	1,709	9,736,138	1,583	322,060	1,398	1.34	1,398		0.86	1,341		137,813	1,397	42.8	566	1
	South	1,423	62,606,676	1,407	25,158,163	1,094	271,037	1,341	0.44	1,341		1.01	1,094		135,361	1,340	49.9	1,185	5
	Midwest	2,902	44,048,138	2,879	16,057,271	696	299,947	912	0.80	906		1.88	551		207,473	882	69.2	799	
	West	420	33,845,684	406	14,674,575	366	986,853	399	2.94	398		6.54	361	1	732,546	402	74.0	316	2
	Territories	113	2,490,862	111	1,977,845	111	21,694	111	0.87	111		1.10	111		12,722	111	58.6	111	
Urban to Rural																			
	Urban	567	63,441,314	566	23,932,272	286	894,564	341	1.55	340		2.80	276		551,182	322	61.6	276	
	Suburban	871	47,552,530	868	18,338,813	486	466,973	491	1.12	490		2.44	442		341,398	485	73.1	387	
	Small Towns	1,710	44,193,768	1,690	15,783,352	1,133	404,198	1,244	1.02	1,243		2.42	1,007		242,128	1,243	59.3	941	2
	Rural	3,307	19,586,556	3,277	7,571,710	1,834	114,162	1,974	0.67	1,970		1.55	1,622	1	78,485	1,971	68.5	1,262	6
	Not Available - Territories	113	2,490,862	111	1,977,845	111	21,694	111	0.87	111		1.10	111		12,722	111	58.6	111	
Size of Jurisdiction (VAP)																			
	< 1,000	1,761	895,006	1,757	181,680	535	236	466	0.10	466		0.08	459		90	465	65.4	55	1
	>=1,000 to <3,500	1,165	2,182,148	1,164	818,638	638	2,081	566	0.19	566		0.30	519		1,081	560	52.1	234	
	>=3,500 to <10,000	1,043	5,966,645	1,037	2,618,360	764	12,298	820	0.26	819		0.47	667		6,606	810	53.2	602	3
	>=10,000 to <50,000	1,704	31,472,681	1,681	12,888,120	1,245	115,002	1,513	0.41	1,508		0.86	1,166		69,882	1,502	60.3	1,321	4
	>=50,000 to <250,000	586	48,992,270	582	18,301,533	419	306,278	528	0.69	527		1.42	403	1	199,874	528	64.6	509	
	>=250,000 to <1,000,000	140	51,396,493	139	20,669,035	106	619,796	122	1.39	122		2.85	103		384,099	122	62.0	121	
	>=1,000,000	25	33,867,508	25	10,147,890	19	824,206	24	2.51	24		6.05	19		551,561	24	66.9	24	
	Not Available	144	2,492,279	127	1,978,736	124	21,694	122	0.87	122		1.10	122		12,722	121	58.6	111	
Race and Ethnicity																			
	Predominantly NH White	6,264	163,662,585	6,234	60,592,039	3,627	1,622,859	3,913	1.12	3,907		2.24	3,240	1	1,017,790	3,885	62.6	2,761	7
	Predominantly NH Black	85	3,098,023	81	1,460,762	42	35,430	64	1.28	64		2.37	42		20,751	64	58.6	50	1
	Predominantly NH Native American	24	231,022	24	82,833	11	3,746	15	1.89	15		4.82	8		1,895	16	48.7	12	
	Predominantly Hispanic	50	7,749,995	45	3,480,693	45	217,449	46	2.81	45		6.25	45		172,429	45	79.3	42	
	Not Available	145	2,523,405	128	1,987,665	125	22,107	123	0.88	123		1.11	123		13,050	122	59.0	112	
Median Income																			
	< \$25,000	298	2,504,552	287	607,157	168	4,906	238	0.22	237		0.63	164		1,952	237	39.8	147	1
	>=\$25,000 to <\$30,000	884	8,917,739	871	3,268,500	594	39,738	694	0.48	693		1.16	568		21,588	693	54.3	482	2
	>=\$30,000 to <\$35,000	1,372	22,970,583	1,366	7,393,539	842	114,745	983	0.61	981		1.43	785		74,899	982	65.1	732	2
	>=\$35,000 to <\$40,000	1,215	40,443,694	1,213	11,981,812	703	443,747	768	1.23	768		2.17	619	1	189,262	764	42.2	554	2
	>=\$40,000 to <\$45,000	881	37,780,840	877	16,288,261	452	545,436	457	1.52	454		3.21	388		401,079	453	73.5	341	
	>=\$45,000 to <\$50,000	587	21,218,675	587	8,091,829	292	263,544	270	1.39	270		3.09	241		200,092	267	75.9	182	1
	>=\$50,000	1,180	40,936,586	1,178	17,994,126	672	467,781	628	1.29	628		2.47	570		324,321	614	69.3	428	
	Not Available	151	2,492,361	133	1,978,768	127	21,694	123	0.87	123		1.10	123		12,722	122	58.6	111	
High School Education																			
	< 60%	126	1,817,027	124	456,226	73	3,973	107	0.23	107		0.84	70		2,088	107	52.6	73	
	>=60% to <70%	661	14,944,978	648	6,195,326	421	338,669	543	2.37	542		5.41	416		215,147	542	63.5	444	3
	>=70% to <80%	1,646	49,285,773	1,631	15,020,134	959	513,390	1,120	1.13	1,116		2.12	885		272,695	1,120	52.6	854	2
	>=80% to <90%	3,111	93,198,279	3,105	36,448,287	1,692	886,040	1,753	1.08	1,751		2.20	1,491	1	623,535	1,738	70.3	1,197	3
	>=90%	873	15,495,512	871	7,496,339	578	137,412	514	1.06	514		1.99	472		99,400	502	72.3	297	
	Not Available	151	2,523,461	133	1,987,680	127	22,107	124	0.88	124		1.11	124		13,050	123	59.0	112	



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Code	Name																		
Political																			
Battleground States in 2004 Presidential Election																			
	Yes	3,093	64,166,639	3,062	23,916,154	960	505,069	838	1.04	837		2.37	630	1	359,854	806	71.3	761	2
	No	3,475	113,098,391	3,450	43,687,838	2,890	1,396,522	3,323	1.27	3,317		2.46	2,828		866,061	3,326	61.8	2,216	6
Margin of Victory in 2004 Presidential Election																			
	< 2.5%	515	15,923,548	513	5,750,849	291	110,895	283	0.78	281		1.64	246		72,213	282	65.1	175	
	>=2.5% to < 5.0%	476	11,133,130	472	3,999,669	266	89,616	266	0.99	265		1.95	235		56,003	261	62.6	154	
	>=5.0% to < 7.5%	510	13,830,932	508	5,578,649	276	169,276	292	1.31	292		2.86	245		134,658	288	79.5	203	
	>=7.5% to < 10.0 %	429	8,833,490	428	3,452,732	235	65,284	229	0.83	229		1.78	199		47,317	228	72.5	138	
	>=10.0 %	4,492	125,044,988	4,463	46,839,469	2,664	1,444,826	2,978	1.29	2,974		2.63	2,420	1	903,002	2,960	62.3	2,196	8
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																			
	Bush > 55%	3,115	68,178,580	3,094	26,081,362	1,780	604,309	2,094	0.97	2,091		2.22	1,622	1	374,479	2,087	61.5	1,672	7
	Bush 50% to 55%	982	26,682,203	979	9,749,715	516	227,774	521	0.95	521		2.25	426		166,657	517	73.2	358	
	Bush < 50%	136	2,041,746	135	654,013	85	6,534	86	0.37	85		0.51	75		3,556	85	54.4	34	
	Kerry < 50%	150	4,850,492	150	1,743,644	91	58,781	89	1.29	89		2.43	83		43,771	89	74.5	47	
	Kerry 50% to 55%	872	23,160,396	866	8,518,800	508	196,453	504	0.95	502		1.93	454		134,011	498	68.2	307	
	Kerry > 55%	1,161	49,846,628	1,154	18,869,951	746	786,041	748	1.82	747		3.28	679		490,714	737	62.4	447	1
	Tied	25	14,032	21	8,659	12	5	8	0.06	8		0.10	8		5	8	100.0	1	

## Chapter 7 Drop-Off

Table 7 provides data from the Election Day Survey on drop-off rates. Drop-off is the difference between voter turnout (total ballots cast) and the total number of votes cast for all candidates in a particular contest. This raw number difference is usually expressed as a percentage of the total votes cast in the election. For example, if one hundred people turned out to vote, and ninety of them cast a ballot for President, there would be a 10 percent drop-off for President.

The U.S. Election Assistance Commission (EAC) asked for the total number of votes cast for the three federal offices that were on the ballot in the 2004 general election (U.S. president, U.S. Senate, and U.S. House of Representative), and therefore drop-off is calculated for only those contests. On the other hand, drop-off can be calculated for any office on the ballot, all the way down to local contests and referendums. Generally, the farther down the ballot, the higher the rate of drop-off as voter fatigue or unfamiliarity with the candidates or issues increases.

Drop-off represents a combination of overvotes and undervotes, which we analyze in chapter 8, and is also sometimes referred to as the “residual vote.” Drop-off rates for each office in this study were calculated from survey questions on ballots cast and votes for all candidates in each federal contest.

### Applicability and Coverage

Citizens of the territories of the United States cannot cast votes for president and Senate, but do have nonvoting representation in the U.S. House. Presidential vote totals were not received for the states of Pennsylvania and South Carolina, and U.S. House results were not received from Illinois, Ohio, Pennsylvania, South Carolina, and Tennessee.

In calculating drop-off from the numbers reported to the EAC through the Election Day Survey, Election Data Services identified 903 jurisdictions that reported zero drop-off for president. For some of these jurisdictions, particularly smaller jurisdictions, this may be a correct number. On the other hand, for jurisdictions with larger populations, this zero drop-off is likely a consequence of jurisdictions historically reporting the total votes for highest office as the total turnout. For 2004, the entire state of Arkansas, a significant number of jurisdictions in Mississippi and Vermont, along with numerous individual jurisdictions in 21 other states followed this practice. It is also possible that some jurisdictions misinterpreted this survey item. In addition, Election Data Services also found 176 jurisdictions that reported a negative drop-off for president, which cannot be logically correct since it implies that more people voted for president than cast a ballot. Research into a number of these negative drop-off jurisdictions found data-entry errors in the answers submitted by jurisdictions to the Election Day Survey. Unfortunately, we did not have the resources to validate every number.

For contests for U.S. Senate, 412 jurisdictions reported zero drop-off and 138 reported negative drop-off. For U.S. House, 372 jurisdictions reported zero drop-off and 72 reported negative drop-off. The error is correlated across offices on the ballot. Jurisdictions reporting zero drop-off for president,

Senate, and U.S. House totaled 302. Forty-five jurisdictions reported negative drop-off for president, Senate, and U.S. House.

Care should also be used in interpreting the drop-off data calculated for the U.S. House. Some jurisdictions have more than one House district, and summing drop-off across districts appears to have been a high administrative hurdle, as many large population jurisdictions reported implausibly high drop-off for U.S. House. In cases where a candidate ran unopposed, some jurisdictions save the administrative costs of holding the election and simply declare the unopposed candidate the winner. Drop-off in these jurisdictions will be much higher, and will be further confounded if a jurisdiction had two districts where one race was contested and one was not.

However, it may not always be the case that the presidential election will have the smallest drop-off. We note that jurisdictions tended to report less drop-off for Senate or U.S. House than president, particularly in hotly contested lower ballot elections. For example, all but one of South Dakota's counties reported less drop-off for Senate than for president. In all, 272 jurisdictions reported less drop-off in the Senate race than in the presidential race and 188 jurisdictions reported less drop-off in the U.S. House race than in the presidential race. Six hundred fifty-five jurisdictions reported less drop-off in the U.S. House race than in the Senate race.

That Senate or U.S. House turnout can be higher than presidential turnout explains some of the negative values for Senate drop-off among jurisdictions that reported presidential drop-off as total ballots cast. Thirty-seven jurisdictions with zero presidential drop-off reported negative Senate drop-off and 10 jurisdictions with zero reported presidential drop-off reported negative U.S. House drop-off.

## Historical Context

Not all persons register a vote for a particular office on the ballot, even if it is the first contest listed. Some abstention is intentional, where a voter may feel they do not know enough about the candidates or issues on the ballot in order to cast a vote in the particular contest. Some abstention may be due to voter error by failing to mark a ballot so that a vote can be recorded, or by casting a vote more times than allowed.

The state of Nevada has attempted to cut down the level of drop-off by providing a separate ballot line for "none of these candidates" in the presidential, U.S. Senate, judgeship, and other statewide contests. This ballot line is treated as if the contest had another candidate. But, despite this effort, there is still drop-off in these contests. For example, in the 2004 presidential contest, 3,688 or 0.44 percent of voters cast a vote for "none of these candidates," but another 1,976 voters (or 0.24 percent) failed to register any vote for the presidential office.

In the past, Election Data Services has provided election statistics to the Congressional Research Service (Crocker 1996). Among these statistics are two numbers that are related to drop-off: the total number of ballots cast and the vote for highest office, which tend to be the vote for president in a presidential election year or the vote for governor, U.S. Senate, or the summation of all U.S. House races in nonpresidential years. Election Data Services calculates the vote for highest office for each jurisdiction in the state, which leads to variation in which office is used across the state. The

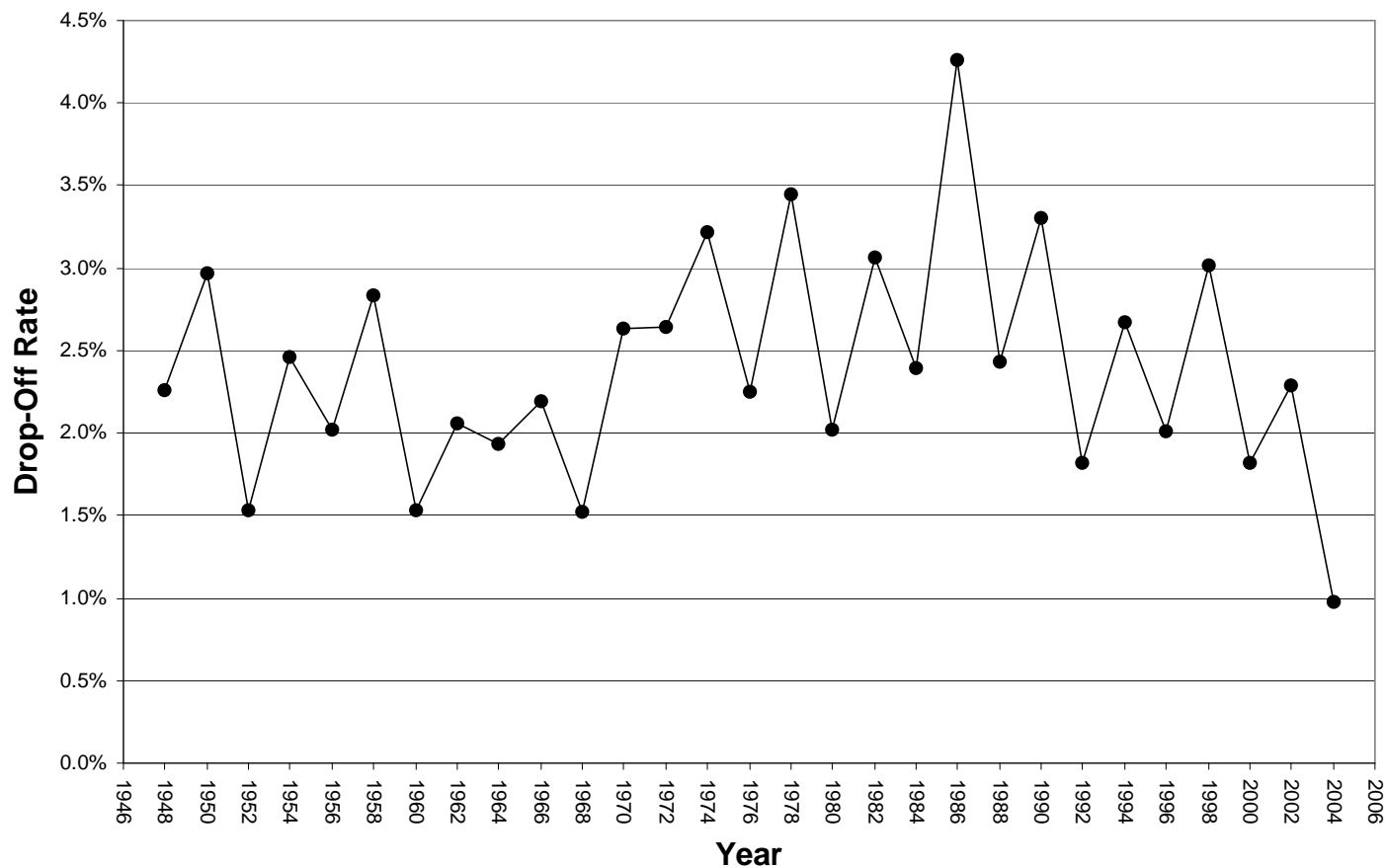
coverage of the total ballots cast varies. Seventeen states reported the total number of ballots cast in 1948, half in 1970, and 38 in 2000.

Figure 7a plots vote for highest office drop-off in federal elections, post-World War II, from 1948-2004. (The data are drawn from Table 3a in this report.) There has been little in the way of a trend in percent drop-off over this time period, with drop-off generally remaining between 1.5 percent and 3.5 percent.

It is noteworthy that residual vote is lower in presidential elections than in midterm elections. One factor that is related to the narrowing of the residual vote is the competition for the race at the top of the ballot. During a presidential election, voters are drawn to the high profile election and fewer abstain from the race at the top of the ballot. In midterm elections, sometimes one of the two parties will field a weak candidate or even no candidate, and thus some voters may abstain from this race, but choose to participate in another contest on the same ballot.

In the 2004 election, reported drop-off was 0.99 percent, the lowest level in post-World War II elections. As we shall see, drop-off is lowest in jurisdictions using electronic voting, so this may be a consequence of the increasing adoption of that voting technology. The 2004 election was also a close election, and voters were primed to believe that their vote counted more than in other elections and, as a consequence of the aftermath of the 2000 Florida recount, were told to closely pay attention to their vote in order to make sure that it was properly recorded. Greater attention to the casting of ballots by voters and the new technology may have contributed to the low drop-off rate in the 2004 election.

**Figure 7.1 Drop-Off Rate, 1948-2004**



## Survey Results

Table 7 presents drop-off data for federal elections covered by question 12 on the Election Day Survey. In the table, the drop-off rates for presidential, senatorial, and congressional elections are calculated as percentages of ballots counted. The column headings in Table 7 are as follows:

**Table 7 Column Headings. Drop-Off**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Ballots Counted	Number of ballots counted from survey question 2
5	Cases	Number of jurisdictions that responded to question 2
6	Total President	Number of votes for President from survey question 12
7	Cases	Number of jurisdictions that responded to question 12
8	Number Not Voting for President	Number of ballots counted (col. 4) minus the number of votes for President (col. 6)
9	Percent Drop-Off for President	Number of votes for President (col. 6) divided by the number of ballots counted (col. 4).
10	Cases	Number of jurisdictions that responded to questions 2 and 12
11	Total Pres. > Total Ballots Exceptions	Number of jurisdictions that reported more votes for President (col. 6) than the total number of ballots counted (col. 4)
12	Total Senate	Number of votes for U.S. Senator from survey question 12
13	Cases	Number of jurisdictions that responded to question 12
14	Number Not Voting for Senate	Number of ballots counted (col. 4) minus the number of votes for U.S. Senator (col. 12)
15	Percent Drop-Off for Senate	Number of votes for U.S. Senator (col. 12) divided by the number of ballots counted (col. 4).
16	Cases	Number of jurisdictions that responded to questions 2 and 12
17	Total Sen. > Total Ballots Exceptions	Number of jurisdictions that reported more votes for U.S. Senator (col. 12) than the total number of ballots counted (col. 4)
18	Total Cong. Dist.	Number of votes for U.S. Representative from survey question 12
19	Cases	Number of jurisdictions that responded to question 12
20	Number Not Voting for Cong. Dist.	Number of ballots counted (col. 4) minus the number of votes for U.S. Representative (col. 18)
21	Percent Drop Off for Cong. Dist.	Number of votes for U.S. Representative (col. 18) divided by the number of ballots counted (col. 4).
22	Cases	Number of jurisdictions that responded to question 2 and 12
23	Total Cong. > Total Ballots Exceptions	Number of jurisdictions that reported more votes for U.S. Representative (col. 18) than the total number of ballots counted (col. 4)

## Analysis of Survey Results

The following is our analysis of the data in Table 7 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 7 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Drop-off is the difference between voter turnout (ballots cast) and the total number of votes for all candidates in a contest. Drop-off is reported for three federal offices: president, Senate, and U.S. House. Lacking resources to validate all these data, we exclude jurisdictions reporting negative drop-off for the state-level responses to the Election Day Survey as presented in Table 7.

For the subtotaling tabulations appearing below the state statistics in Table 7, we remove jurisdictions reporting zero drop-off. We recognize that by doing so, we are likely inflating the amount of drop-off reported in our tabulations. After examination of the responses to the Election Day Survey, we believe that a significant number of jurisdictions reported presidential vote as total ballots cast, and thus reported zero drop-off for president and that including those jurisdictions leads to shifts in the drop-off analysis. Although Arkansas and major parts of Mississippi and Vermont were reporting presidential vote as the total ballots cast for all jurisdictions, there are many jurisdictions in other states that appeared to do the same. The analysis is thus biased either by keeping zero values for drop-off reported values or by excluding all zero values. We choose to exclude the zero values because we believe it to be in less error.

There is a pattern evident across offices found in many academic studies of drop-off, and an associated measure known as roll-off, or the “...the tendency of the electorate to vote for ‘prestige’ offices but not for the lower offices on the same ballot” (Burnham 1965: 9). Drop-off was least for the presidential election, reported 1.02 percent; higher for the lower profile Senate races, reported 6.86 percent; and highest for the House races, reported 12.83 percent. The primary draw for voters is information and excitement about the election, and academic studies consistently find that voters have more information and follow the presidential election more closely than Senate and U.S. House races.

There is some evidence that competition reduced drop-off. Those jurisdictions with a closer presidential margin of victory reported lower rates of presidential drop-off. However, Senate and U.S. House reported drop-off was not related to the presidential margin of victory, but was associated with slightly lower drop-off for these offices among battleground states.

Among the demographic tabulations, reported presidential, Senate, and U.S. House drop-off is related to education and income levels, with lower levels of education and income related to higher rates of drop-off. Presidential drop-off is reportedly high in predominantly non-Hispanic Native American jurisdictions, and is more than twice the drop-off in predominantly Hispanic jurisdictions and nearly eight times greater than predominantly non-Hispanic Black jurisdictions. Interestingly, Senate and U.S. House drop-off is least in non-Hispanic Native American jurisdictions, likely a consequence of the hotly contested Senate and U.S. House races in South Dakota.

Section 203 and Section 5 jurisdictions reported large drop-off in U.S. House elections, perhaps because these jurisdictions are located within heavily Democratic districts that rarely draw a strong Republican challenger.

Among types of voting equipment, paper and punch card jurisdictions report about 50 percent more drop-off than optical scan jurisdictions and twice the presidential drop-off of all other jurisdictions.

### *States*

In the presidential election, New Mexico reported the largest presidential drop-off, 2.61 percent, but caution should be used in interpreting this number, since only two-thirds of the counties in the state reported information. Excluding Arkansas, Vermont reported the lowest drop-off rate of .02 percent, but here too incorrect data provided by many towns in the state makes the statewide number suspect.

For the Senate elections, the competitiveness of the election is related to drop-off. For example, in Idaho, Republican Crapo ran unopposed, except for a small number of write-in votes for Democrat McClure. Although Crapo won a landslide victory, many Idaho voters chose to abstain, and the state reported drop-off in the Senate election of 17.76 percent. In contrast, South Dakota, with a closely contested Senate campaign, reported a smaller drop-off for Senate than for president. Between-state comparisons of U.S. House drop-off are less reliable due to the uneven reporting across the states.

### *Regions*

Across regions, the Midwest and West reported higher drop-off, 1.34 and 1.22, respectively, for president than the Northeast and South, .085 and .096, respectively. The pattern is not the same for the Senate and U.S. House races, primarily because these strongly contested races are different than the presidential battleground states. Few contested Senate elections were held in the Northeast, which reported the highest Senate drop-off, 9.73 percent. All other jurisdictions reported less than half the Senate drop-off of the Northeast, between 3.32 and 4.50 percent.

### *Urban to Rural*

Rural jurisdictions reported the highest percentage of presidential drop-off, 1.60 percent, while other jurisdictions varied between 0.95 and 1.19 percent. For Senate, urban jurisdictions reported the highest percent of drop-off, 5.32 percent, while the remainder varied between 4.27 and 4.34 percent.



### *Size of Jurisdiction*

Presidential drop-off tended to decrease with increasing jurisdiction population, with jurisdictions in the second smallest category, 1,000 to 3,500 voting age population (VAP), reporting the highest presidential drop-off, 2.82 percent, while jurisdictions in the 250,000-to-1 million range reported the lowest drop-off, 0.78 percent. There is no clear pattern related to the population size of a jurisdiction for reported drop-off for Senate, varying between 3.38 and 8.56 percent, and U.S. House races, varying between 7.66 and 20.26 percent.

### *Race and Ethnicity*

Predominantly non-Hispanic Native American jurisdictions reported the highest presidential drop-off, 4.18 percent, over five times that of predominantly non-Hispanic Black jurisdictions, at 0.82 percent. Hispanic jurisdictions reported the second highest drop-off, 1.17 percent, followed by predominantly non-Hispanic White, 1.07 percent. In contrast to president, non-Hispanic Native American jurisdictions reported the lowest level of drop-off for the Senate, 3.30, due perhaps to the high profile election in South Dakota, and the lowest for U.S. House, 4.65 percent, again due in part to a high profile U.S. House race in South Dakota. Predominantly Hispanic jurisdictions reported the highest percentage of drop-off in Senate elections, 5.48 percent. African American jurisdictions had the highest rate of drop-off in U.S. House races, 22.78 percent, likely due to the noncompetitive nature of congressional races in heavily African American districts.

### *Median Income*

There is a strong pattern to drop-off in jurisdictions according to their income levels. Those with the lowest median income completion have more than three times the level of presidential drop-off than those jurisdictions with the highest median income, 2.41 versus 0.78 percent. The same pattern of decreasing reported drop-off with rising income generally holds for Senate elections, 7.33 for the lowest income areas versus 4.32 percent for the highest income areas, but no relationship was evident in U.S. House elections.

### *High School Education*

There is a strong pattern to drop-off in jurisdictions according to their education levels. Those with the lowest rates of high school completion have nearly four times the amount of presidential drop-off than those jurisdictions with the highest rate of high school completion, 2.05 versus 0.69 percent. The same pattern of reported decreasing drop-off with rising education generally holds for Senate, 7.53 versus 3.75 percent, but no clear relationship was evident in U.S. House elections.

### *Section 203 Language Minority Requirements*

Section 203 covered jurisdictions reported slightly higher presidential drop-off than other jurisdictions, 1.17 versus 1.07 percent. Section 203 covered jurisdictions reported slightly lower Senate drop-off compared with other jurisdictions. Section 203 covered jurisdictions reported higher U.S. House drop-off than other jurisdictions, 4.60 versus 8.01 percent, and reported higher drop-off in U.S. House elections, 16.41 versus 11.36 percent.

### *Section 5 Preclearance of Voting Procedures*

Section 5 jurisdictions reported slightly higher presidential drop-off than other jurisdictions, 1.19 versus 1.07 percent. Section 5 jurisdictions reported slightly lower Senate drop-off than other

jurisdictions, 4.30 versus 7.55 percent. Section 5 jurisdictions reported higher U.S. House drop-off than other jurisdictions, 14.41 versus 12.49 percent.

### *Type of Voting Equipment*

Among known types of voting equipment, punch card and paper equipment have higher presidential drop-off than other types, 1.60 percent and 1.54 percent, respectively. Optical scan equipment has the next highest drop-off at around 1.12 percent, followed by electronic, lever, and multiple systems jurisdictions, all reporting slightly higher than 0.8 percent.

Drop-off rates for Senate and U.S. House are uniformly higher among all types of voting equipment. Jurisdictions with lever machines reported the highest drop-off for both Senate and U.S. House, at 9.81 percent and 17.17 percent, respectively. Other jurisdictions reported similar drop-off rates for Senate, ranging from 3.5 percent to 4.3 percent. (Multiple systems reported drop-off of 2.31 percent.) There was more variation in U.S. House drop-off, with jurisdictions using punch cards reporting the lowest drop-off, 4.38 percent.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment reported slightly lower presidential drop-off than those that did not, 0.97 versus 1.16 percent. Jurisdictions that changed voting equipment reported lower Senate drop-off than those that did not, 3.77 versus 8.67 percent, and higher U.S. House drop-off than other jurisdictions, 16.59 versus 11.19 percent.

### *Statewide Voter Registration Database*

Jurisdictions with a statewide voter registration database reported lower presidential drop-off than those that did not, 0.82 versus 1.18 percent. Jurisdictions with a statewide voter registration database reported lower Senate drop-off than those that did not, 4.70 versus 7.45 percent. Jurisdictions with a statewide voter registration database reported higher U.S. House drop-off than those that do not have one, 14.72 versus 12.41 percent.

### *Election Day Registration*

Jurisdictions with Election Day registration reported higher drop-off for presidential, 1.34 versus 1.08 percent, and senatorial contests, 7.74 versus 6.97 percent, than those that do not have Election Day registration. Jurisdictions with Election Day registration reported lower U.S. House drop-off than those that do not, 5.75 versus 13.67 percent.

### *Provisional Ballot Acceptance*

There was slightly higher reported presidential drop-off among jurisdictions that accept provisional ballots jurisdiction-wide than those that accept provisional ballots only cast within precinct, 1.14 versus 1.07 percent. There was slightly higher reported Senate drop-off among jurisdictions that accept provisional ballots jurisdiction-wide than those that accept provisional ballots cast only within precinct, 3.87 versus 5.29 percent. There was slightly lower reported U.S. House drop-off among jurisdictions that accept provisional ballots jurisdiction-wide than those that accept provisional ballots only cast within precinct, 13.24 versus 14.07 percent.

### *No Excuse Absentee Balloting*

Jurisdictions with no excuse absentee balloting reported higher presidential drop-off than those that do not, 1.18 versus 1.04 percent. Jurisdictions with no excuse absentee balloting reported slightly lower Senate drop-off than those that do not, 4.21 versus 10.15 percent. Jurisdictions with no excuse absentee balloting reported lower U.S. House drop-off than those that do not, 12.63 versus 13.30 percent.

### *Early Voting*

Jurisdictions with early voting reported slightly higher levels of presidential drop-off than other jurisdictions. Jurisdictions with early voting reported lower levels of Senate drop-off than other jurisdictions. Jurisdictions with early voting reported slightly higher levels of U.S. House drop-off than other jurisdictions.

### *Battleground States*

Jurisdictions in battleground states reported lower presidential drop-off than other jurisdictions, 1.03 versus 1.14 percent. Jurisdictions in battleground states reported lower Senate drop-off, 3.66 versus 9.19 percent, and lower U.S. House drop-off, 12.25 versus 13.37 percent, than other jurisdictions.

### *Presidential Margin of Victory*

Jurisdictions with a higher margin of victory tended to report slightly higher presidential drop-off than those jurisdictions with a lower margin of victory, 0.96 versus 1.17 percent. There was no pattern and little variation in reported Senate drop-off among jurisdictions according to the presidential margin of victory, varying between 3.91 and 5.21 percent. There was no pattern and high variation in reported U.S. House drop-off among jurisdictions according to the presidential margin of victory.

### *Red versus Blue Jurisdictions*

Similar to the margin of victory, jurisdictions that were won by the highest margin for either candidate tended to report higher levels of presidential drop-off, the same 1.21 percent for jurisdictions won overwhelmingly either by Bush or Kerry. Those where the election was closest reported the smallest drop-off, 0.96 and 0.78 respectively for jurisdictions won by Bush or Kerry by a plurality. Jurisdictions where the election was closest, where Bush or Kerry won by a plurality, reported the highest Senate drop-off, 9.20 and 5.85 percent respectively. All other jurisdictions varied between 4.03 and 5.12 percent. There was high variation in reported U.S. House drop-off among jurisdictions according to the presidential winner within the jurisdiction. Those jurisdictions won by a plurality by either candidate reported the highest levels of U.S. House drop-off, 17.12 and 34.17 percent respectively for jurisdictions won by Bush or Kerry by a plurality.

## **REFERENCES**

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## Drop-Off

EAC Election Day Survey																				Cases = Number of Jurisdictions Reporting Subject Matter					
Drop-Off 2004 General Election																									
Updated: 09/19/2005 13:04:40																									
						Presidential								U.S. Senate								U.S. House of Representatives			
Code	Name	Election Administration Jurisdictions	Total Ballots Counted	Cases	Total President	Cases	Number Not Voting For President	Percent Drop-off For President	Cases	Total Pres. > Total Ballots Exceptions	Total Senate	Cases	Number Not Voting For Senate	Percent Drop-off For Senate	Cases	Total Sen. > Total Ballots Exceptions	Total Cong Dist	Cases	Number Not Voting For Cong Dist	Percent Drop-off For Cong Dist	Cases	Total Cong. > Total Ballots Exceptions			
01	Alabama	67	1,683,735	61	1,758,927	64	13,608	1.12	59	24	1,751,909	64	27,373	2.42	59	21	1,638,054	62	74,955	6.72	57	22			
02	Alaska	1	314,502	1	312,598	1	1,904	0.61	1		308,315	1	6,187	1.97	1		299,996	1	14,506	4.61	1				
04	Arizona	15	2,038,077	15	2,013,913	15	24,164	1.19	15		1,932,503	15	105,574	5.18	15		1,869,664	15	168,413	8.26	15				
05	Arkansas	75	1,055,510	75	1,055,510	75	0		75		1,040,021	75	19,343	2.21	75	26	791,667	46	15,282	2.13	46	9			
06	California	58	12,359,633	53	12,266,320	55	154,770	1.28	52	2	11,808,639	55	611,796	5.07	52	2	10,265,624	55	2,155,645	17.86	52	2			
08	Colorado	64	2,148,036	64	2,130,472	64	17,564	0.82	64		2,107,900	64	40,136	1.87	64		2,040,001	64	108,035	5.03	64				
09	Connecticut	169	1,595,013	169	1,578,757	169	17,146	1.11	169	5	1,424,726	169	171,082	10.74	169	1	1,428,604	169	166,409	10.43	169				
10	Delaware	3	377,407	3	375,273	3	2,134	0.57	3								356,053	3	21,354	5.66	3				
11	District of Columbia	1	230,105	1	227,586	1	2,519	1.09	1								221,213	1	8,892	3.86	1				
12	Florida	67	7,639,949	67	7,609,810	67	30,139	0.39	67		7,429,894	67	210,055	2.75	67		5,627,494	65	1,887,267	25.11	65				
13	Georgia	159	3,317,336	159	3,304,484	159	12,852	0.39	159		3,222,467	159	94,869	2.86	159		2,256,560	159	1,060,776	31.98	159				
15	Hawaii	5	431,203	4	430,565	4	638	0.15	4		427,492	4	3,711	0.86	4		428,342	4	2,861	0.66	4				
16	Idaho	44	612,786	44	598,447	44	14,339	2.34	44		503,932	44	108,854	17.76	44		572,426	44	40,360	6.59	44				
17	Illinois	110	5,361,048	110	5,070,558	96	33,122	0.66	96	6	4,998,444	96	115,574	2.31	96	7									
18	Indiana	92	2,512,142	92	2,467,863	92	44,279	1.76	92		2,428,233	92	83,909	3.34	92		1,866,709	84	423,172	18.48	84				
19	Iowa	99	1,513,894	98	1,488,776	97	18,313	1.22	97	1	1,462,091	97	45,017	3.00	97	1	1,431,874	96	68,052	4.56	96	1			
20	Kansas	105	1,199,590	105	1,188,799	105	14,058	1.28	105	17	1,129,857	105	71,432	6.02	105	6	1,156,790	105	44,224	3.72	105	5			
21	Kentucky	120	1,816,867	120	1,794,860	120	22,007	1.21	120		1,724,362	120	92,505	5.09	120		1,635,045	120	181,822	10.01	120				
22	Louisiana	64	1,956,590	64	1,943,106	64	13,606	0.71	64	2	1,848,056	64	108,534	5.55	64		1,035,862	48	300,018	22.46	48				
23	Maine	517	754,777	517	741,081	517	13,696	1.81	517								710,512	517	44,265	5.86	517				
24	Maryland	24	2,395,127	24	2,386,668	24	8,459	0.35	24		2,323,177	24	71,950	3.00	24		2,228,796	24	166,331	6.94	24				
25	Massachusetts	351	2,927,455	351	2,912,395	351	15,060	0.51	351								2,472,146	350	454,838	15.54	350				
26	Michigan	83	4,876,237	83	4,839,252	83	36,985	0.76	83								4,628,840	83	247,397	5.07	83				
27	Minnesota	87	2,842,912	87	2,825,015	87	17,897	0.63	87								2,721,681	87	121,231	4.26	87				
28	Mississippi	82	1,163,460	82	1,152,145	82	11,315	0.97	82								1,116,203	82	47,257	4.06	82				
29	Missouri	116	2,765,960	116	2,731,364	116	34,596	1.25	116		2,706,402	116	59,558	2.15	116		1,749,317	110	187,953	9.70	110				
30	Montana	56	456,096	56	450,313	56	5,783	1.27	56								442,929	56	13,167	2.89	56				
31	Nebraska	93	792,910	93	778,186	93	14,724	1.86	93								764,972	93	27,938	3.52	93				
32	Nevada	17	831,833	17	829,587	17	2,246	0.27	17		810,068	17	21,765	2.62	17		791,430	17	40,403	4.86	17				
33	New Hampshire	242	686,390	241	677,634	238	10,763	1.59	238	11	657,049	238	31,148	4.55	238	2	652,664	240	35,000	5.13	240	3			
34	New Jersey	21	3,639,612	21	3,609,691	21	29,921	0.82	21								3,284,595	21	355,017	9.75	21				
35	New Mexico	33	328,636	21	320,066	21	8,570	2.61	21		5,790	1	469	7.49	1		316,192	21	14,600	4.47	21	1			
36	New York	58	7,448,266	58	7,391,036	58	57,230	0.77	58		6,702,875	58	745,391	10.01	58		2,819,282	55	902,794	24.26	55				
37	North Carolina	100	3,571,420	100	3,501,007	100	70,413	1.97	100		3,420,245	100	151,175	4.23	100		3,409,472	100	161,948	4.53	100				
38	North Dakota	53	316,049	53	312,833	53	3,216	1.02	53		310,696	53	5,353	1.69	53		310,814	53	5,235	1.66	53				
39	Ohio	88	5,730,867	88	5,627,207	88	103,660	1.81	88		5,427,452	88	303,415	5.29	88										
40	Oklahoma	77	1,474,304	77	1,467,052	77	7,252	0.49	77		1,455,330	77	18,974	1.29	77		1,418,515	77	55,789	3.78	77				
41	Oregon	36	1,851,671	36	1,836,782	36	14,889	0.80	36		1,780,550	36	71,121	3.84	36		1,772,306	36	79,365	4.29	36				
42	Pennsylvania	67	3,006,146	46																					
44	Rhode Island	39	440,743	39	437,134	39	3,609	0.82	39								402,165	39	38,578	8.75	39				
45	South Carolina	46	1,626,720	46																					
46	South Dakota	66	394,930	66	388,215	66	6,715	1.70	66		391,188	66	3,742	0.95	66		389,468	66	5,462	1.38	66				
47	Tennessee	95	2,458,213	95	2,434,949	95	23,394	0.96	95	2															
48	Texas	254	7,507,333	254	7,410,766	254	96,567	1.29	254								6,836,206	254	673,689	8.98	254	1			
49	Utah	29	942,045	29	928,379	29	13,666	1.45	29		913,845	29	28,200	2.99	29		908,531	29	33,514	3.56	29				
50	Vermont	246	313,973	245	314,275	246	48	0.02	245	4	314,273	246	48	0.02	245	5	225,106	231	89,209	28.51	230	2			
51	Virginia	134	3,223,156	134	3,198,367	134	24,807	0.77	134	2							2,548,424	133	664,081	20.67	133				
53	Washington	39	2,885,001	39	2,859,084	39	25,917	0.90	39		2,818,651	39	66,350	2.30	39		2,729,995	39	155,006	5.37	39				
54	West Virginia	55	769,645	55	756,341	55	13,602	1.80	55	3							721,665	55	47,980	6.23	55				
55	Wisconsin	1,910	3,009,491	1,880	2,992,340	1,897	45,982	1.58	1,880	73	2,869,954	1,897	190,622	6.39	1,880	63	2,815,739	1,896	220,172	7.33	1,879	17			
56	Wyoming	23	245,789	23	242,948	23	2,841	1.16	23								238,677	23	7,112	2.89	23				
60	American Samoa	1																							
66	Guam	1																							
72	Puerto Rico	110	1,990,372	110							0		1,990,372	100.00			1,959,553	110	30,819	1.55	110				
78	Virgin Islands	1	31,391	1							30,211	1	1,180	3.76	1		30,211	1	1,180	3.76	1				
	Total	6,568	121,862,353	6,488	113,968,736	6,290	1,160,985	1.02	6,264	152	78,486,597	4,377	5,676,784	6.86	4,351	134	86,338,384	6,039	11,669,373	12.04	6,013	63			
	Maximum	1,910	12,359,633	1,880	12,266,320	1,897	154,770	2.61	1,880	73	11,808,639	1,897	1,990,372	100.00	1,880	63	10,265,624	1,896							

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## Drop-Off

EAC Election Day Survey																		Cases = Number of Jurisdictions Reporting Subject Matter				
Drop-Off 2004 General Election				Presidential							U.S. Senate							U.S. House of Representatives				
Updated: 09/19/2005 13:04:40		Election Administration Jurisdictions	Total Ballots Counted	Cases	Total President	Cases	Number Not Voting For President	Percent Drop-off For President	Cases	Total Pres. > Total Ballots Exceptions	Total Senate	Cases	Number Not Voting For Senate	Percent Drop-off For Senate	Cases	Total Sen. > Total Ballots Exceptions	Total Cong Dist	Cases	Number Not Voting For Cong Dist	Percent Drop-off For Cong Dist	Cases	Total Cong. > Total Ballots Exceptions
Political																						
Battleground States in 2004 Presidential Election																						
Yes		3,093	43,980,255	3,028	40,593,153	2,995	405,287	1.03	2,978	88	31,048,325	2,750	1,164,573	3.66	2,733	92	30,660,529	2,870	3,396,156	10.02	2,853	31
No		3,475	77,882,098	3,460	73,375,583	3,295	755,698	1.14	3,286	64	47,438,272	1,627	4,512,211	9.19	1,618	42	55,677,855	3,169	8,273,217	13.37	3,160	32
Margin of Victory in 2004 Presidential Election																						
< 2.5%		515	10,753,542	508	10,520,129	502	96,163	0.96	499	13	7,307,480	344	364,717	4.86	341	9	7,345,052	478	1,257,012	14.73	475	
>=2.5% to < 5.0%		476	8,077,591	471	6,840,604	462	48,544	0.78	460	9	4,912,863	320	194,109	4.25	318	10	5,877,115	435	429,030	6.89	433	1
>=5.0% to < 7.5%		510	9,931,823	506	9,790,598	504	99,084	1.04	503	14	7,359,512	353	334,778	4.45	352	6	5,979,485	483	2,145,845	26.58	482	3
>=7.5% to < 10.0 %		429	6,126,475	426	5,948,052	422	54,824	0.99	421	14	4,412,861	299	185,948	4.22	298	11	4,322,549	398	273,060	6.03	397	6
>=10.0 %		4,492	84,945,042	4,448	80,860,548	4,384	862,325	1.16	4,365	100	54,455,145	3,044	2,605,387	4.75	3,025	97	60,816,606	4,117	7,531,991	11.35	4,098	52
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																						
Bush > 55%		3,115	47,293,906	3,083	44,578,904	3,029	494,305	1.21	3,016	85	30,588,738	2,176	1,215,700	4.03	2,163	73	36,235,076	2,814	3,469,067	9.10	2,801	42
Bush 50% to 55%		982	18,343,733	974	17,379,107	963	184,958	1.14	959	25	11,240,315	707	518,758	4.57	703	17	12,785,725	898	2,067,621	14.03	894	4
Bush < 50%		136	1,386,188	135	1,318,265	131	12,408	0.96	131	4	1,114,145	83	112,274	9.20	83	1	1,008,995	128	207,051	17.11	128	
Kerry < 50%		150	3,447,366	149	3,423,694	149	25,550	0.75	149	5	2,476,702	99	136,073	5.26	99	2	2,418,039	146	282,559	10.55	146	
Kerry 50% to 55%		872	16,109,589	860	15,319,622	856	124,181	0.88	850	19	11,167,231	577	445,792	4.07	571	18	10,476,132	817	1,887,529	15.45	811	6
Kerry > 55%		1,161	33,249,808	1,152	31,936,516	1,140	319,478	1.07	1,137	12	21,860,730	718	1,256,342	5.55	715	22	21,413,183	1,102	3,722,885	15.01	1,099	10
Tied		25	9,842	18	9,741	17	102	1.21	17	1	5,669	11	290	5.38	11		9,178	17	662	7.14	17	

## Chapter 8

### Overvotes and Undervotes

Table 8 presents data from the Election Day Survey on overvotes and undervotes for candidates in federal contests at the November 2004 general election. Traditionally, overvotes and undervotes are the two components that combine together to make up drop-off. (See chapter 7). While drop-off is a data element calculated from known data items, overvotes and undervotes are actual numbers that have to be generated by vote-tallying software.

The U.S. Election Assistance Commission (EAC) survey defined “overvote” as an occurrence “when a voter makes more than the permitted number of selections in a single race/contest or when a voter makes a selection in a race/contest on which he/she was not eligible to vote.” The problems with the EAC definition are how to operationally test for the latter part of the definition and be able to collect that data.

Traditionally, overvotes occur when a voter casts more votes for an office than they are allowed to cast. For example, in a “vote for one” office like president, a voter casting votes for two or more candidates would have overvoted for that office only. As a result, the voter’s candidate choice would not be recorded for that office. The voter’s choices for other offices, if properly cast, would be counted under most state laws. Independent research has shown that the higher the allowable votes for an office (like a “vote for five” contest), the higher the rate of overvotes. It would appear that voters have a hard time keeping track of how many candidates they have voted for.

Overvoting usually comes about because of voter mistakes and/or bad ballot design. Actual data has shown that when candidates for a single office are spread across multiple pages in a ballot book, or multiple columns on a ballot, greater numbers of overvotes occur. Many times voters fall prey to mistakes they have no control over.

The EAC defined an “undervote” as an occurrence “when a voter makes less than that allowed number of selections in a single race/contest or when a voter votes on less than all of the races/contests for which he/she is eligible to vote.” It is possible that an undervote can occur when a voter simply does not see a contest, and then fails to vote for any candidate for that office. But it is also possible, in fact, more likely, that an undervote occurs through the voter’s choice to not cast a vote for that office. This choice may be because they do not know anything about the candidates and do not want to make an uneducated choice, or they uniformly do not like any of the candidates. It is not proper to attribute all of the “undervotes” to errors in voting equipment, as some commentators have subscribed, but it is possible that a small number may be linked to faulty voting equipment.

#### Applicability and Coverage

For some voting systems, such as electronic direct recording electronic (DRE) machines, overvotes can be prevented through programming in the units. As a result, overvote reports tend to not be



generated in jurisdictions using that type of system. The EAC survey shows that only one-third of the nation's jurisdictions reported the number of overvotes. Overvote and undervote reports have traditionally been difficult to obtain. The EAC survey was able to obtain undervote counts from just two-thirds of the nation's jurisdictions.

## Historical Context

Overvotes and undervotes traditionally have been tied to advances and variation in voting technology. When votes were cast by voice or by party-printed ballots in the 19th century, overvotes and undervotes would have been more difficult to cast. A person voicing their vote for multiple candidates when only one was allowed would have been corrected on the spot, and abstention would have been specifically voiced by the voter. Similarly, with party-printed ballots, voters would have had to alter the existing ballot to cast an overvote or an undervote.

In 1888, Massachusetts became the first state to adopt the secret ballot (Evans 1917), which moved administration of printing ballots away from the political parties and to local jurisdictions. As more jurisdictions adopted the secret ballot, many maintained the use of paper ballots, but provided boxes for voters to check off the candidate they wanted to vote for. An early alternative system of lever machines was adopted in New York in 1892.

Voters' experiences varied with the format of the ballot: some jurisdictions created "office bloc" formats where voters selected among candidates for offices, while other adopted "party bloc" formats that allowed the selection of all candidates for one party with one check of a box. While the party bloc format reduced the amount of split-ticket voting (Rusk 1970), it also likely reduced the incidence of overvotes and undervotes for offices on the ballot (Walker 1966).

There are few historical statistics on the incidence of overvoting and undervoting. Research specific to overvoting and undervoting, rather than the broader subject of drop-off or residual votes, first examined municipal elections where multiple candidates could be selected for a single office, such as school board, and compared rates of overvoting and undervoting using paper and punch card ballots in an experimental setting (Shocket, Heighberger, and Brown 1992). In the wake of the 2000 election, a number of academic studies (e.g., Brady, Herron, Mebane, Sekhon, Shotts, and Wand 2001) and a consortium of news organizations (Keating and Balz 2001) examined the structure of the Florida ballot in relation to overvoting and undervoting for president.

Traditionally (i.e., before 2000), vote-tallying software did not report undervotes and overvotes unless specifically programmed to generate such numbers. Vote equipment and vote-tallying software vendors usually have not advocated to election administrators that they exercise any option to print overvotes and undervotes with the election results. This study's principal investigator has over three decades of observing elections and studying election results, but has found only a few instances of overvote and undervote tallies. Where we have found such data, generally the information is heavily tilted toward the undervotes, with few overvotes recorded. It is typical to find that only about 10 percent of the drop-off in a contest is caused by overvoting, while 90 percent of the drop-off is due to undervoting.

## Survey Results

Table 8 presents data on overvotes and undervotes from question 12 on the Election Day Survey. In the table, the overvotes and undervotes, which are the components of drop-off, are calculated for presidential, senatorial, and congressional elections as percentages of ballots counted. The column headings in Table 8 are as follows:

**Table 8 Column Headings. Overvotes and undervotes**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Ballots Counted	Number of ballots counted from survey question 2
5	Cases	Number of jurisdictions that responded to question 2
6	Total Ballots for President	Number of votes for president from survey question 12
7	Cases	Number of jurisdictions that responded to question 12
8	Number Not Voting for President (Drop-off)	Number of ballots counted (col. 4) minus the number of votes for president (col. 6)
9	Percent Not Voting for President (Drop-off)	Number not voting for president (col. 8) divided by the number of ballots counted (col. 4).
10	Cases	Number of jurisdictions that responded to questions 2 and 12
11	Exceptions	Number of jurisdictions that reported more votes for president (col. 6) than the total number of ballots counted (col. 4)
12	Total Overvotes for President	Number of overvotes for president from survey question 11
13	Cases	Number of jurisdictions that responded to question 11
14	Percent President Overvotes of Total Ballots	Number of overvotes for president (col. 12) divided by the number of ballots counted (col. 4).
15	Cases	Number of jurisdictions that responded to questions 2 and 11
16	Percent Pres. Overvotes of Total Over & Undervotes	Number of overvotes for president (col. 14) divided by the sum of the number of overvotes for president (col. 12) and the number of undervotes for president (col. 18).
17	Cases	Number of jurisdictions that responded to questions 10, 11, and 12
18	Total Undervotes for President	Number of undervotes for resident from survey question 10
19	Cases	Number of jurisdictions that responded to question 10
20	Percent President Undervotes of Total Ballots	Number of undervotes for president (col. 18) divided by the number of ballots counted (col. 4).
21	Cases	Number of jurisdictions that responded to questions 2 and 10

**Table 8 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
22	Percent Pres. Undervotes of Total Over & Undervotes	Number of undervotes for president (col. 18) divided by the sum of the number of overvotes for president (col. 12) and the number of undervotes for president (col. 18).
23	Cases	Number of jurisdictions that responded to questions 10, 11, and 12
24	Total Ballots for U.S. Senate	Number of votes for U.S. Senator from survey question 12
25	Cases	Number of jurisdictions that responded to question 12
26	Number Not Voting for U.S. Senate (Drop-off)	Number of ballots counted (col. 4) minus the number of votes for U.S. Senator (col. 24)
27	Percent Not Voting for U.S. Senate (Drop-off)	Number not voting for U.S. Senator (col. 26) divided by the number of ballots counted (col. 4).
28	Cases	Number of jurisdictions that responded to questions 2 and 12
29	Exceptions	Number of jurisdictions that reported more votes for U.S. Senator (col. 24) than the total number of ballots counted (col. 4)
30	Total Overvotes for U.S. Senate	Number of overvotes for U.S. Senator from survey question 11
31	Cases	Number of jurisdictions that responded to question 11
32	Percent U.S. Senate Overvotes of Total Ballots	Number of overvotes for U.S. Senator (col. 30) divided by the number of ballots counted (col. 4).
33	Cases	Number of jurisdictions that responded to questions 2 and 11
34	Percent U.S. Sen. Overvotes of Total Over & Undervotes	Number of overvotes for U.S. Senator (col. 30) divided by the sum of the number of overvotes for U.S. Senator (col. 30) and the number of undervotes for U.S. Senator (col. 36).
35	Cases	Number of jurisdictions that responded to questions 10, 11, and 12
36	Total Undervotes for U.S. Senate	Number of undervotes for U.S. Senator from survey question 10
37	Cases	Number of jurisdictions that responded to question 10
38	Percent U.S. Senate Undervotes of Total Ballots	Number of undervotes for U.S. Senator (col. 36) divided by the number of ballots counted (col. 4).
39	Cases	Number of jurisdictions that responded to questions 2 and 10
40	Percent U.S. Sen. Undervotes of Total Over & Undervotes	Number of undervotes for U.S. Senator (col. 36) divided by the sum of the number of overvotes for U.S. Senator (col. 30) and the number of undervotes for U.S. Senator (col. 36).
41	Cases	Number of jurisdictions that responded to questions 10, 11, and 12
42	Total Ballots for Congress	Number of votes for U.S. Representative from survey question 12
43	Cases	Number of jurisdictions that responded to question 12

**Table 8 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
44	Number Not Voting for Congress (Drop-off)	Number of ballots counted (col. 4) minus the number of votes for U.S. Representative (col. 42)
45	Percent Not Voting for Congress (Drop-off)	Number not voting for U.S. Representative (col. 44) divided by the number of ballots counted (col. 4).
46	Cases	Number of jurisdictions that responded to questions 2 and 12
47	Exceptions	Number of jurisdictions that reported more votes for U.S. Representative (col. 42) than the total number of ballots counted (col. 4)
48	Total Overvotes for Congress	Number of overvotes for U.S. Representative from survey question 11
49	Cases	Number of jurisdictions that responded to question 11
50	Percent Congress Overvotes of Total Ballots	This cell has an extra line of space at the top. Number of overvotes for U.S. Representative (col. 48) divided by the number of ballots counted (col. 4).
51	Cases	Number of jurisdictions that responded to both question 2 and 11
52	Percent Congress Overvotes of Total Over & Undervotes	Number of overvotes for U.S. Representative (col. 48) divided by the sum of the number of overvotes for U.S. Representative (col. 48) and the number of undervotes for U.S. Representative (col. 54).
53	Cases	Number of jurisdictions that responded to questions 10, 11, and 12
54	Total Undervotes for Congress	Number of undervotes for U.S. Representative from survey question 10
55	Cases	Number of jurisdictions that responded to question 10
56	Percent Congress Undervotes of Total Ballots	Number of undervotes for U.S. Representative (col. 54) divided by the number of ballots counted (col. 4).
57	Cases	Number of jurisdictions that responded to both questions 2 and 10
58	This cell has an extra line of space at the top. Percent Undervotes of Total Over & Undervotes	Number of undervotes for U.S. Representative (col. 54) divided by the sum of the number of overvotes for U.S. Representative (col. 48) and the number of undervotes for U.S. Representative (col. 54).
59	Cases	Number of jurisdictions that responded to questions 10, 11, and 12

## Analysis of Survey Results

The following is our analysis of the data in Table 8 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 8 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Drop-off, which is a combination of undervotes and overvotes, is analyzed in chapter 7, and although a column is reported for presidential, Senate, and U.S. House drop-off, it is not discussed in depth in this chapter.

Nationally, for president, 133,289 overvotes were reported cast, or 0.23 percent of total ballots cast. 863,872 presidential undervotes were reported, or 0.91 percent of total ballots cast. For Senate, 49,100 overvotes were reported, or 0.11 percent of total ballots cast in Senate contests. For Senate races, 2,488,016 Senate undervotes were reported, or 3.80 percent of total ballots cast. For U.S. House, 56,173 overvotes were reported, or 0.12 percent of total ballots cast in House contests. 5,077,325 undervotes in House elections were reported, or 6.27 percent of total ballots cast.

Considerable care should be taken in interpreting the analysis presented here. Many jurisdictions did not provide overvotes and undervotes on their response to the Election Day Survey, so the analysis is only valid for reporting jurisdictions. In addition, some jurisdictions provided data for either overvotes or undervotes, but not both. We also make two caveats for overvotes and undervotes:

- For overvotes, only a small percentage of overvotes were reported cast, and any inference is suspect when there is little variation.
- For undervotes, particularly for Senate and U.S. House, undervotes are a function of the competitiveness of the election. We note sizable increases in undervotes for elections that were won handily by one candidate, particularly when that candidate was unopposed.

With these caveats in mind, we note a few interesting patterns in our analysis:

Jurisdictions with the lowest income and education levels tended to report the highest percentage of overvotes and undervotes. The percentages tended to drop to a lower level at the second-to-third lowest income and education categories.

Many of the studies in the wake of the 2000 election focused on the relationship between voting equipment and overvotes and undervotes. For overvotes, which are more clearly an error in the recording of a vote, we note that punch card jurisdictions reported the highest overvotes as a percentage of total ballots cast for president and Senate, and were second highest to paper ballot jurisdictions for U.S. House elections. Overvotes are more prone to occur in voting systems where a voter marks a physical ballot and it is deposited in a ballot box to be counted at the close of the polls. Systems that provide an in-precinct checking capability are likely to see lower numbers of overvotes. Electronic systems reported a low percentage of undervotes, but lever systems also reported a low rate, as did jurisdictions using multiple systems. Optical scan jurisdictions tended to fall in the middle.

Predominantly Hispanic jurisdictions tended to report the highest percentage of overvotes for all offices, and generally a high percentage of undervotes for U.S. House and Senate. Predominantly non-Hispanic Native American jurisdictions reported the highest percentage of undervotes for president.

### *States*

For the presidential election, Alaska reported the lowest overvotes as a percentage of total ballots cast, 0.01 percent. Idaho reported the highest, 1.50 percent. Alabama and Maryland reported the lowest undervotes as a percentage of total ballots cast, 0.30 percent. Nevada also reported a low number of undervotes, 0.44 percent; Nevada is the only state that presents voters with “None of these candidates” as an option for presidential vote. New Mexico reported the highest percentage of undervotes, 2.74 percent, but this was based on reports of only 10 of the state’s 33 counties.

For Senate, Maryland reported the lowest overvotes as a percentage of total ballots cast, 0.002 percent. Illinois reported the highest percent of overvotes at 0.27 percent. Colorado reported the lowest percentage of undervotes at 0.47 percent and Idaho reported the highest, at 17.60 percent. The high percentage in Idaho and the second highest in Connecticut at 10.71 percent, reflect the lack of competition for the office of Senate in these states—both winning candidates won handily. Democrats in Idaho chose not to nominate a candidate, though a Democratic write-in did receive a small number of votes.

For U.S. House, Maryland reported the lowest undervotes as a percentage of total ballots cast, 0.003 percent, and Washington reported the highest, at 0.84 percent. Puerto Rico reported the lowest number of undervotes for its nonvoting member of Congress, 0.25 percent, and North Dakota was next, at 1.51 percent. Massachusetts and Connecticut reported undervotes for U.S. House slightly higher than 10 percent.



### *Regions*

For president, reported percentage overvotes were lowest in the Northeast and South, 0.03 and 0.08 percent, respectively, and were greatest in the Midwest and West, 0.36 and 0.25 percent, respectively. Percentage undervotes were generally equal across regions, with the Midwest reporting the highest, 1.00 percent, and the Northeast the lowest, 0.75 percent.

For Senate, reported percentage overvotes were lowest in the Northeast and South, 0.02 and 0.01 percent, respectively, and were greatest in the Midwest and West, 0.17 and 0.11 percent, respectively. Percentage undervotes were greatest in the Northeast, 9.29 percent, and relatively similar elsewhere, varying between 3.12 and 3.99 percent.

For U.S. House, reported percentage overvotes was greatest in the U.S. territories, 0.20 percent, followed by the West, 0.19 percent; Midwest, 0.12 percent; and Northeast, 0.10 percent. The South reported the lowest percentage at 0.02 percent. Percentage of undervotes was greatest in the Northeast, 9.76 percent, followed by the South, 6.59 percent, and the West and Midwest, which were 5.97 and 4.49 percent, respectively. The U.S. territories reported percentage of undervotes at 0.25 percent.

### *Urban to Rural*

For president, urban and suburban jurisdictions reported the lowest percentage of overvotes, 0.15 and 0.13 percent, respectively. Small towns and rural jurisdictions reported higher percentages, 0.18 and 0.33 percent, respectively. Percentage of undervotes was highest among rural jurisdictions, 1.34 percent, and similar elsewhere, 0.77 to 0.88 percent.

For Senate, urban jurisdictions reported the highest percentage of overvotes, 0.12 percent, and other jurisdictions varied between 0.04 and 0.07 percent. Percentage of undervotes was also highest in urban areas, 4.39 percent, and varied between 3.17 and 3.71 percent elsewhere.

For U.S. House, suburban jurisdictions reported 0.21 percent overvotes, while other jurisdictions reported 0.05 to 0.09 percent. Urban jurisdictions reported the highest percentage of undervotes, 7.43 percent, and jurisdictions elsewhere reported around 6.00 percent. The territories reported overvotes of 0.20 percent and undervotes of 0.25 percent.

### *Size of Jurisdiction*

For president, jurisdictions with voting age population (VAP) in the two categories 3,500 to 10,000 and 10,000 to 50,000 reported the highest percentage of overvotes, 0.31 and 0.28 percent, respectively. All other jurisdictions reported between 0.12 and 0.18 percent. Jurisdictions with VAP between 1,000 to 3,500 reported the highest percentage of undervotes, 2.66 percent, followed by 10,000 to 50,000, 1.29 percent; and 3,500 to 10,000, 1.15 percent; followed by all other jurisdictions at 0.62 to 1.03 percent.

For Senate, reported overvotes ranged as a percentage between 0.05 and 0.12 percent, with no clear pattern. Percentage undervotes tended to be higher in smaller jurisdictions, those with populations of up to 50,000 voting-age population reporting over 4.43 percent and larger jurisdictions all reporting below 3.89 percent.

For U.S. House, smaller jurisdictions under 3,500 reported higher percentages of overvotes and undervotes than larger jurisdictions. The smallest jurisdictions, under 1,000 voting age population, reported the highest percentage of overvotes and undervotes, 0.32 and 11.21 percent, respectively.

### *Race and Ethnicity*

For president, predominantly Hispanic jurisdictions reported much higher percentages of overvotes, 0.29 percent, than for predominantly non-Hispanic White and predominantly non-Hispanic Black jurisdictions, 0.17 and 0.10 percent, respectively. Predominantly non-Hispanic Native American and predominantly Hispanic jurisdictions reported higher percentages of undervotes, 3.93 and 1.40 percent, respectively, than for predominantly non-Hispanic White and predominantly non-Hispanic Black jurisdictions, 0.87 and 0.57 percent, respectively.

For Senate, predominantly Hispanic jurisdictions reported a higher percentage of overvotes, 0.19 percent, than all other jurisdictions, which reported 0.06 percent and below. Predominantly Hispanic reported higher percentages of undervotes, 5.22 percent, than other jurisdictions, which reported between 3.34 and 3.93 percent.

For U.S. House, predominantly Hispanic and predominantly non-Hispanic White jurisdictions reported higher percentages of overvotes, 0.12 percent for both, than for predominantly non-Hispanic Native American, at 0.08 percent, and predominantly non-Hispanic Black jurisdictions, at 0.02 percent. Predominantly Hispanic jurisdictions reported the highest percentage of undervotes, 8.96 percent, and predominantly non-Hispanic Native American jurisdictions reported the lowest, at 4.44 percent, while all other jurisdictions varied between 6.15 and 6.26 percent.

### *Median Income*

For president, reported percentage of overvotes tended to decrease as median income within a jurisdiction increased, from 0.31 to 0.08 percent. The same pattern is evident in percentage of undervotes, which tended to decrease as median income in a jurisdiction increased, from 1.83 to 0.65 percent.

For Senate, reported percentage of overvotes showed no clear pattern, varying between 0.04 and 0.09 percent. For percentage of undervotes, the lowest median income jurisdiction reported the highest percent, 5.31, but varied between 3.51 and 3.92 for the remaining jurisdictions without exhibiting a clear pattern.

For U.S. House, for percentage of overvotes, the second to highest [“second highest”?] median income jurisdictions reported the highest level, 0.22 percent, and the highest median income jurisdictions the next highest level, 0.16 percent, while the remaining jurisdictions measured between 0.05 and 0.12 percent. For percentage of undervotes, the lowest median income jurisdiction reported the highest level, 8.38 percent, . The remaining jurisdictions varied between 5.37 and 7.44 percent without exhibiting a clear pattern.

### *High School Education*

For president, reported percentage of overvotes was highest in jurisdictions for the two lowest categories of education, 0.22 percent for the lowest , 0.34 percent for the second lowest, and 0.16



percent or lower for the remainder. Reported percentage of undervotes trended down with increasing education, ranging from 1.66 to 0.48 percent.

For Senate, jurisdictions in the second lowest and third lowest categories of education reported the highest percentage of overvotes, 0.15 and 0.08 percent, respectively. The lowest category reported 0.03 percent, the second highest reported 0.06 percent and the highest reported 0.03 percent. Jurisdictions with the two lowest education categories reported the highest percentage of undervotes, 5.64 percent for the lowest and 4.65 percent for the second lowest. The remainder varied between 3.34 and 3.95 percent.

For U.S. House, there was no clear pattern to reported overvotes, which ranged between 0.07 and 0.26 percent. Percentage of undervotes tended to follow a pattern of decreasing overvotes with increasing education, though jurisdictions in the second lowest education category reported the highest percentage of undervotes, 8.93 percent. The highest education category reported the lowest percentage, 5.50 percent.

### *Section 203 Language Minority Requirements*

For president, Section 203 covered jurisdictions reported the same percentage of overvotes as other jurisdictions, 0.17 percent, and reported a higher percentage of undervotes than other jurisdictions, 1.04 versus 0.83 percent. For Senate, Section 203 covered jurisdictions reported a higher percentage of overvotes than other jurisdictions, 0.10 versus 0.05 percent, and reported a slightly lower percentage of undervotes than other jurisdictions, 3.73 versus 3.81 percent. For U.S. House, Section 203 covered jurisdictions reported a slightly lower percentage of overvotes than other jurisdictions, 0.11 versus 0.13 percent, and reported a higher percentage of undervotes than other jurisdictions, 7.02 versus 5.88 percent.

### *Section 5 Preclearance of Voting Procedures*

For president, Section 5 covered jurisdictions reported a lower percentage of overvotes than other jurisdictions, 0.12 versus 0.20 percent, and reported a higher percentage of undervotes than other jurisdictions, 1.08 versus 0.84 percent. For Senate, Section 5 covered jurisdictions reported a slightly lower percentage of overvotes than other jurisdictions, 0.06 versus 0.08 percent, and reported a slightly higher percentage of undervotes than other jurisdictions, 3.87 versus 3.76 percent. For U.S. House, Section 5 covered jurisdictions reported a lower percentage of overvotes than other jurisdictions, 0.08 versus 0.14 percent, and reported a higher percentage of undervotes than other jurisdictions, 7.37 versus 5.84 percent.

### *Type of Voting Equipment*

For president, jurisdictions with lever machines reported the lowest percentage of overvotes, 0.004 percent. Electronic machines were next lowest at 0.03 percent. Although electronic machines inform voters that an overvote is an error, voters in these jurisdictions can still cast absentee and provisional ballots that may produce overvotes. Multiple system jurisdictions reported 0.06 percent overvotes. Punch card jurisdictions reported the highest percentage of overvotes, 0.49 percent, and paper and optical scan jurisdictions reported 0.22 and 0.21 percent overvotes, respectively. Punch card jurisdictions also reported the highest percentage of undervotes, 1.41 percent, followed by paper at

0.98 percent, lever at 0.94 percent, optical scan at 0.86 percent, and electronic and multiple systems, both at 0.70 percent.

For Senate, electronic and multiple system jurisdictions reported the lowest percentage of overvotes at 0.02 percent, followed by, in increasing order, paper, 0.06 percent; optical scan, 0.08 percent; and punch card, 0.24 percent. (No jurisdictions with lever machines reported overvotes in a Senate race.) For undervotes, lever jurisdictions reported the highest percentage of undervotes, 9.17 percent, followed by punch cards, 4.08 percent; electronic, 3.60 percent; paper, 3.33 percent; optical scan, 3.27 percent; and multiple systems, 2.23 percent.

For U.S. House, paper jurisdictions reported the highest percentage of overvotes, 0.35 percent, and in descending order, punch cards at 0.22 percent, optical scan at 0.15 percent, lever and electronic at 0.05 percent, and multiple systems at 0.02 percent. Lever jurisdictions reported the highest percentage of undervotes, at 10.58 percent, and in descending order, paper at 9.77 percent, electronic at 7.10 percent, optical scan at 5.88 percent, punch card at 5.01 percent, and multiple systems at 4.71 percent.

#### *Changed Voting Equipment since 2000*

For all three types of federal offices, jurisdictions that changed voting equipment reported a lower percentage of overvotes and undervotes than jurisdictions that did not change voting equipment.

#### *Statewide Voter Registration Database*

For president, jurisdictions with a statewide voter registration database reported a lower percentage of overvotes than other jurisdictions, 0.08 versus 0.19 percent, and a lower percentage of undervotes than other jurisdictions, 0.73 versus 0.95 percent. For Senate, jurisdictions with a statewide voter registration database reported a lower percentage of overvotes than other jurisdictions, 0.03 versus 0.08 percent, and reported a higher percentage of undervotes than other jurisdictions, 4.40 versus 3.65 percent. For U.S. House, jurisdictions with a statewide voter registration database reported a lower percentage of overvotes than other jurisdictions, 0.08 versus 0.13 percent, and reported a higher percentage of undervotes than other jurisdictions, 6.95 versus 6.04 percent.

#### *Election Day Registration*

For president, jurisdictions with Election Day registration reported a higher percentage of overvotes than other jurisdictions, 1.27 versus 0.16 percent, and reported a higher percentage of undervotes than other jurisdictions, 1.08 versus 0.88 percent. For Senate, jurisdictions with Election Day registration reported a lower percentage of overvotes than other jurisdictions, 0.02 versus 0.07 percent, and reported a higher percentage of undervotes than other jurisdictions, 7.89 versus 3.55 percent. For U.S. House, jurisdictions with Election Day voter registration reported a slightly higher percentage of overvotes than other jurisdictions, 0.14 versus 0.12 percent, and reported a lower percentage of undervotes than other jurisdictions, 5.65 versus 6.33 percent.

#### *Provisional Ballot Acceptance*

For president, jurisdictions with no provisional ballots reported a higher percentage of overvotes, 1.02 percent, than other jurisdictions, which reported 0.18 percent of overvotes for within-

jurisdiction acceptance and 0.14 percent for within-precinct acceptance. Percentage of undervotes did not vary greatly by jurisdiction with regard to provisional ballot acceptance, ranging from 0.66 to 0.91 percent.

For Senate, jurisdictions with provisional ballots accepted in the overall jurisdiction reported the highest rate of overvotes, 0.11 percent, versus 0.03 percent for jurisdictions with within-precinct acceptance and no provisional ballots. Jurisdictions without provisional ballots had the highest percentage of undervotes, 11.95 percent (mainly due to Idaho[-why is that again?]), while other jurisdictions reported similar percentages: 3.54 percent in jurisdictionwide acceptance and 3.85 percent within-precinct acceptance.

For U.S. House, jurisdictions with no provisional ballots and within jurisdiction acceptance of ballots reported the highest percentage of overvotes, 0.18 percent, versus 0.04 percent for within-precinct acceptance. Jurisdiction with no provisional ballots reported the lowest percentage of undervotes, 2.67 percent, with 6.02 percent for jurisdictionwide acceptance and 6.94 for within-precinct acceptance.

### *No Excuse Absentee Balloting*

For president, jurisdictions with “no excuse” absentee balloting reported a slightly higher percentage of overvotes than other jurisdictions, 0.18 versus 0.17 percent, and reported a slightly lower percentage of overvotes than other jurisdictions, 0.88 versus 0.91 percent. For Senate, jurisdictions with “no excuse” absentee balloting reported a slightly lower percentage of overvotes than other jurisdictions, 0.07 versus 0.08 percent, and reported a slightly lower percentage of undervotes than other jurisdictions, 3.77 versus 3.80 percent. For U.S. House, jurisdictions with “no excuse” absentee balloting reported a higher percentage of overvotes than other jurisdictions, 0.14 versus 0.07 percent, and reported a lower percentage of undervotes than other jurisdictions, 6.04 versus 6.52 percent.

### *Early Voting*

For president, jurisdictions with early voting reported a slightly lower percentage of overvotes than other jurisdictions, 0.17 versus 0.18 percent, and reported a higher percentage of overvotes than other jurisdictions, 0.95 versus 0.85 percent. For Senate, jurisdictions with early voting reported a slightly lower percentage of overvotes than other jurisdictions, 0.06 versus 0.10 percent, and reported a lower percentage of undervotes than other jurisdictions, 3.54 versus 4.09 percent. For U.S. House, jurisdictions with early voting reported a lower percentage of overvotes than other jurisdictions, 0.06 versus 0.26 percent, and reported slightly a higher percentage of undervotes than other jurisdictions, 6.35 versus 6.18 percent.

### *Battleground States*

For president, jurisdictions in battleground states reported a slightly higher percentage of overvotes than other jurisdictions, 0.23 versus 0.15 percent, and reported a lower percentage of undervotes than other jurisdictions, 0.80 versus 0.96 percent. For Senate, jurisdictions in battleground states reported a slightly lower percentage of overvotes than other jurisdictions, 0.07 versus 0.08 percent, and reported a lower percentage of undervotes than other jurisdictions, 3.29 versus 4.15 percent. For U.S. House, jurisdictions in battleground states reported a higher percentage of overvotes than other

jurisdictions, 0.19 versus 0.09 percent, and reported a lower percentage of undervotes than other jurisdictions, 5.64 versus 6.59 percent.

### *Presidential Margin of Victory*

For president, there was no clear pattern to reported percentage of overvotes by presidential margin of victory within the jurisdiction, ranging from 0.10 to 0.18 percent. There was no clear pattern for undervotes, either, ranging from 0.80 to 0.91 percent across categories.

For Senate, there was no clear pattern to reported percentage of overvotes by presidential margin of victory within the jurisdiction, ranging from 0.03 to 0.07 percent. Reported percentage of undervotes also did not exhibit a clear pattern with presidential margin of victory within the jurisdiction, ranging from 3.02 to 4.52 percent.

For U.S. House, the percentage of overvotes tended to decrease with presidential margin of victory within the jurisdiction, ranging from 0.37 to 0.02 percent. Reported percentage of undervotes tended to increase slightly with presidential margin of victory within the jurisdiction, ranging from 5.60 to 6.60 percent.

### *Red versus Blue Jurisdictions*

For president, there was no clear pattern to overvotes by the presidential winner within the jurisdiction, ranging from 0.7 to 0.20 percent across categories. Jurisdictions won by Bush reported higher undervotes, ranging between 0.90 and 0.93 percent, than jurisdictions won by Kerry, which ranged from 0.77 to 0.86 percent.

For Senate, those jurisdictions won by Kerry tended to report a higher percentage of overvotes, 0.05 to 0.11 percent, than jurisdictions won by Bush, ranging from 0.01 to 0.05 percent. Jurisdictions that Kerry won by a plurality reported the highest percentage of undervotes, 9.37 percent, while the remainder varied between 3.34 and 4.27 percent. (The few tied jurisdictions reported the highest undervote, 6.36 percent.)

For U.S. House, those jurisdictions won by Bush tended to report a lower percentage of overvotes, ranging between 0.01 and 0.08 percent, than those won by Kerry, ranging between 0.08 and 0.21 percent. (The few tied jurisdictions reported an overvote of 0.17 percent.) There was no clear pattern for undervotes, which varied between 5.20 percent in jurisdictions won by Kerry by a plurality, to 7.90 percent for those jurisdictions won by Bush by a plurality. (The few tied jurisdictions reported the highest undervote, 11.45 percent.)

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Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election					Presidential Drop-off					Presidential Overvotes					Presidential Undervotes							
Updated: 09/19/2005 13:05:59					Total Ballots For President		Number Not Voting For President (Drop-off)		Percent Not Voting For President (Drop-off)		Total Overvotes For President		Percent President OverVotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Total Undervotes For President		Percent President Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes	
Code	Name	Election Administration Jurisdictions	Total Ballots Counted	Cases	Cases	Cases	Cases	Cases	Exception	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	
01	Alabama	67	1,683,735	61	1,758,927	64	13,608	1.12	59	24	710	58	0.05	58	13.4	58	4,569	58	0.30	58	86.6	58
02	Alaska	1	314,502	1	312,598	1	1,904	0.61	1		25	1	0.01	1	100.0	1						
04	Arizona	15	2,038,077	15	2,013,913	15	24,164	1.19	15		5,745	15	0.28	15	25.4	15	16,866	15	0.83	15	74.6	15
05	Arkansas	75	1,055,510	75	1,055,510	75	0		75		7,144	75	0.68	75	45.4	65	8,579	75	0.81	75	54.6	65
06	California	58	12,359,633	53	12,266,320	55	154,770	1.28	52	2	29,616	54	0.24	51	20.1	54	117,522	54	0.94	51	79.9	54
08	Colorado	64	2,148,036	64	2,130,472	64	17,564	0.82	64		1,313	14	0.37	14	51.4	14	1,242	14	0.35	14	48.6	14
09	Connecticut	169	1,595,013	169	1,578,757	169	17,146	1.11	169	5	0	169		169		165	18,487	169	1.16	169	100.0	165
10	Delaware	3	377,407	3	375,273	3	2,134	0.57	3		0	3		3		3	2,134	3	0.57	3	100.0	3
11	District of Columbia	1	230,105	1	227,586	1	2,519	1.09	1		624	1	0.27	1	24.9	1	1,883	1	0.82	1	75.1	1
12	Florida	67	7,639,949	67	7,609,810	67	30,139	0.39	67		4,046	67	0.05	67	12.8	67	27,475	67	0.36	67	87.2	67
13	Georgia	159	3,317,336	159	3,304,484	159	12,852	0.39	159		0	159		159		159	12,852	159	0.39	159	100.0	159
15	Hawaii	5	431,203	4	430,565	4	638	0.15	4		202	4	0.05	4	7.6	4	2,446	4	0.57	4	92.4	4
16	Idaho	44	612,786	44	598,447	44	14,339	2.34	44		8,424	28	1.50	28	66.2	28	4,294	28	0.76	28	33.8	28
17	Illinois	110	5,361,048	110	5,070,558	96	33,122	0.66	96	6	16,229	94	0.32	94	23.2	91	53,668	95	1.06	95	76.8	92
18	Indiana	92	2,512,142	92	2,467,863	92	44,279	1.76	92													
19	Iowa	99	1,513,894	98	1,488,776	97	18,313	1.22	97	1	4,260	97	0.28	97	40.5	92	6,258	97	0.42	97	59.5	92
20	Kansas	105	1,199,590	105	1,188,799	105	14,058	1.28	105	17	752	66	0.08	66	6.0	55	14,064	86	1.29	86	95.3	85
21	Kentucky	120	1,816,867	120	1,794,860	120	22,007	1.21	120													
22	Louisiana	64	1,956,590	64	1,943,106	64	13,606	0.71	64	2	0	64		64		62	13,606	63	0.70	63	100.0	62
23	Maine	517	754,777	517	741,081	517	13,696	1.81	517													
24	Maryland	24	2,395,127	24	2,386,668	24	8,459	0.35	24		247	24	0.01	24	3.3	24	7,292	24	0.30	24	96.7	24
25	Massachusetts	351	2,927,455	351	2,912,395	351	15,060	0.51	351								15,060	351	0.51	351	100.0	339
26	Michigan	83	4,876,237	83	4,839,252	83	36,985	0.76	83								36,940	83	0.76	83	100.0	83
27	Minnesota	87	2,842,912	87	2,825,015	87	17,897	0.63	87								17,897	87	0.63	87	100.0	87
28	Mississippi	82	1,163,460	82	1,152,145	82	11,315	0.97	82													
29	Missouri	116	2,765,960	116	2,731,364	116	34,596	1.25	116								32,042	116	1.16	116	100.0	111
30	Montana	56	456,096	56	450,313	56	5,783	1.27	56		1,450	51	0.33	51	37.1	40	2,629	51	0.64	51	77.9	40
31	Nebraska	93	792,910	93	778,186	93	14,724	1.86	93		4,282	93	0.54	93	50.9	88	4,132	93	0.52	93	49.1	88
32	Nevada	17	831,833	17	829,587	17	2,246	0.27	17		146	12	0.02	12	5.3	12	3,688	17	0.44	17	96.2	17
33	New Hampshire	242	686,390	241	677,634	238	10,763	1.59	238	11												
34	New Jersey	21	3,639,612	21	3,609,691	21	29,921	0.82	21		385	21	0.01	21	1.3	21	29,536	21	0.81	21	98.7	21
35	New Mexico	33	328,636	21	320,066	21	8,570	2.61	21		0	5		5		5	4,310	10	2.74	10	100.0	9
36	New York	58	7,448,266	58	7,391,036	58	57,230	0.77	58													
37	North Carolina	100	3,571,420	100	3,501,007	100	70,413	1.97	100		0	100		100		98	70,413	100	1.97	100	100.0	98
38	North Dakota	53	316,049	53	312,833	53	3,216	1.02	53		415	48	0.14	48	16.1	48	2,168	48	0.71	48	83.9	48
39	Ohio	88	5,730,867	88	5,627,207	88	103,660	1.81	88		20,226	71	0.48	71	30.1	71	55,094	79	1.18	79	73.1	79
40	Oklahoma	77	1,474,304	77	1,467,052	77	7,252	0.49	77		1,146	77	0.08	77	10.9	77	9,400	77	0.64	77	89.1	77
41	Oregon	36	1,851,671	36	1,836,782	36	14,889	0.80	36		3,209	36	0.17	36	21.6	36	11,645	36	0.63	36	78.4	36
42	Pennsylvania	67	3,006,146	46																		
44	Rhode Island	39	440,743	39	437,134	39	3,609	0.82	39		970	39	0.22	39	26.9	39	2,639	39	0.60	39	73.1	39
45	South Carolina	46	1,626,720	46																		
46	South Dakota	66	394,930	66	388,215	66	6,715	1.70	66		898	43	0.28	43	18.0	43	4,114	43	1.28	43	82.2	43
47	Tennessee	95	2,458,213	95	2,434,949	95	23,394	0.96	95	2	3,019	22	1.21	22	54.6	22	20,375	93	0.84	93	87.1	93
48	Texas	254	7,507,333	254	7,410,766	254	96,567	1.29	254		6,445	254	0.09	254	5.2	153	117,363	254	1.56	254	94.8	153
49	Utah	29	942,045	29	928,379	29	13,666	1.45	29		2,745	22	0.32	22	22.2	22	11,054	24	1.21	24	80.1	24
50	Vermont	246	313,973	245	314,275	246	48	0.02	245	4	464	246	0.15	245	23.8	226	1,487	246	0.47	245	76.2	226
51	Virginia	134	3,223,156	134	3,198,367	134	24,807	0.77	134	2	1,703	134	0.05	134	6.6	131	23,174	131	0.73	131	93.4	131
53	Washington	39	2,885,001	39	2,859,084	39	25,917	0.90	39		4,572	37	0.16	37	21.9	37	16,452	39	0.57	39	78.3	39
54	West Virginia	55	769,645	55	756,341	55	13,602	1.80	55	3	1,444	28	0.43	28	18.2	28	13,602	52	1.80	52	90.4	52
55	Wisconsin	1,910	3,009,491	1,880	2,992,340	1,897	45,982	1.58	1,880	73							44,482	1,493	1.62	1,493	100.0	1,493
56	Wyoming	23	245,789	23	242,948	23	2,841	1.16	23		433	16	0.32	16	31.6	16	939	16	0.69	16	68.4	16
60	American Samoa	1																				
66	Guam	1																				
72	Puerto Rico	110	1,990,372	110																		
78	Virgin Islands	1	31,391	1																		
	Total	6,568	121,862,353	6,488	113,968,736	6,290	1,160,985	1.02	6,264	152	133,289	2,348	0.23	2,344	22.4	2,171	863,872	4,611	0.91	4,607	86.7	4,430
	Maximum	1,910	12,359,633	1,880	12,266,320	1,897	154,770	2.61	1,880	73	29,616	254	1.50	254	100.0	226	117,522	1,493	2.74	1,493	100.0	1,493
	Average	119	2,299,289	122	2,325,892	128	23,693	1.08	127	11	3,507	61	0.29	61	26.3	57	20,568	109	0.87	109	84.1	105
	Minimum	1	31,391	1	227,586	1	0	0.02	1	1	0	1	0.01	1	1.3	1	939	1	0.30	1	33.8	1

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election					Presidential Drop-off						Presidential Overvotes						Presidential Undervotes					
Updated: 09/19/2005 13:05:59					Total Ballots For President		Number Not Voting For President (Drop-off)		Percent Not Voting For President (Drop-off)		Total Overvotes For President		Percent President Overvotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Total Undervotes For President		Percent President Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes	
Code	Name	Election Administration Jurisdictions	Total Ballots Counted	Cases	Cases	Cases	Cases	Cases	Exception	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	
Election Administration																						
Voting Equipment Used in 2004 General Election																						
	None / Unknown	908	9,922,294	875	7,782,772	766	136,741	1.76	761	27	13,644	78	0.24	78	15.9	77	82,530	574	1.25	574	85.8	572
	Punch card	260	10,938,861	255	10,202,265	244	134,740	1.60	243	4	38,733	145	0.49	144	26.3	144	138,039	212	1.41	211	78.1	209
	Lever	394	12,981,126	384	11,663,153	374	95,556	0.83	374	10	171	275	0.00	275	0.4	262	38,882	299	0.94	299	99.6	289
	Paper	1,734	2,172,234	1,727	2,135,810	1,732	29,342	1.54	1,726	46	1,122	353	0.22	352	34.5	232	15,128	991	0.98	990	93.1	860
	Optical scan	2,541	49,661,061	2,524	48,141,235	2,490	483,390	1.12	2,479	64	71,128	1,097	0.21	1,096	19.6	1,065	377,631	2,028	0.86	2,027	84.3	2,002
	Electronic	608	27,295,070	601	25,285,382	564	216,995	0.86	561		5,890	347	0.03	346	4.0	339	155,197	398	0.70	397	96.3	390
	Multiple Systems	123	8,891,707	122	8,758,119	120	64,221	0.83	120	1	2,601	53	0.06	53	9.2	52	56,465	109	0.70	109	95.6	108
Changed Voting Equipment Since 2000 General Election																						
	Yes	1,753	35,479,523	1,739	34,381,658	1,722	320,668	0.97	1,715	52	30,680	493	0.11	492	12.7	478	235,133	1,176	0.73	1,175	88.5	1,163
	No	4,815	86,382,830	4,749	79,587,078	4,568	840,317	1.16	4,549	100	102,609	1,855	0.21	1,852	18.0	1,693	628,739	3,435	0.98	3,432	86.1	3,267
State Wide Voter Registration System in Place																						
	Yes	1,335	27,317,939	1,322	25,489,478	1,276	203,051	0.82	1,276	10	10,084	569	0.08	569	9.9	563	169,597	1,117	0.73	1,117	94.4	1,099
	No	5,233	94,544,414	5,166	88,479,258	5,014	957,934	1.18	4,988	142	123,205	1,779	0.19	1,775	17.4	1,608	694,275	3,494	0.95	3,490	85.0	3,331
Election Day Registration																						
	Yes	2,823	8,152,145	2,792	8,077,465	2,806	105,518	1.34	2,789	84	8,857	44	1.27	44	62.9	44	67,612	1,624	1.08	1,624	88.4	1,624
	No	3,745	113,710,208	3,696	105,891,271	3,484	1,055,467	1.08	3,475	68	124,432	2,304	0.16	2,300	15.6	2,127	796,260	2,987	0.88	2,983	86.6	2,806
Provisional Ballot Acceptance																						
	In Overall Jurisdiction	1,162	44,662,901	1,123	41,055,629	1,066	405,687	1.14	1,062	14	72,279	988	0.18	984	17.1	951	351,761	996	0.90	992	83.0	959
	In Precinct Only	4,350	69,964,775	4,312	67,758,097	4,285	695,387	1.07	4,263	127	52,171	1,284	0.14	1,284	13.9	1,144	487,752	3,452	0.91	3,452	90.5	3,308
	None	1,056	7,234,677	1,053	5,155,010	939	59,911	1.16	939	11	8,839	76	1.02	76	57.8	76	24,359	163	0.66	163	73.4	163
No Excuse Absentee Balloting																						
	Yes	3,781	46,531,514	3,731	46,108,172	3,750	510,564	1.18	3,729	99	70,934	1,160	0.18	1,156	17.8	1,104	379,041	2,685	0.88	2,681	84.4	2,639
	No	2,787	75,330,839	2,757	67,860,564	2,540	650,421	1.04	2,535	53	62,355	1,188	0.17	1,188	15.1	1,067	484,831	1,926	0.91	1,926	88.6	1,791
Early Voting Allowed																						
	Yes	1,701	50,903,807	1,681	50,439,831	1,683	522,673	1.12	1,679	29	76,489	1,439	0.17	1,435	15.2	1,279	457,972	1,563	0.95	1,559	85.8	1,412
	No	4,867	70,958,546	4,807	63,528,905	4,607	638,312	1.08	4,585	123	56,800	909	0.18	909	18.5	892	405,900	3,048	0.85	3,048	87.7	3,018
Covered By Section 203, Language Minority Requirements																						
	Yes	468	34,287,661	450	33,986,664	452	362,562	1.17	449	4	54,079	396	0.17	393	14.0	293	333,686	409	1.04	406	86.1	307
	No	6,100	87,574,692	6,038	79,982,072	5,838	798,423	1.07	5,815	148	79,210	1,952	0.17	1,951	18.6	1,878	530,186	4,202	0.83	4,201	87.1	4,123
Covered By Section 5 of Voting Rights Act																						
	Yes	880	27,429,425	872	25,638,280	829	285,559	1.19	823	29	28,842	732	0.12	731	9.9	626	263,161	728	1.08	727	90.1	626
	No	5,688	94,432,928	5,616	88,330,456	5,461	875,426	1.07	5,441	123	104,447	1,616	0.20	1,613	20.1	1,545	600,711	3,883	0.84	3,880	85.3	3,804

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election										Presidential Drop-off					Presidential Overvotes					Presidential Undervotes							
Updated: 09/19/2005 13:05:59										Total Ballots For President		Number Not Voting For President (Drop-off)		Percent Not Voting For President (Drop-off)		Total Overvotes For President		Percent President Overvotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Total Undervotes For President		Percent President Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes	
Code	Name	Election Administration Jurisdictions	Total Ballots Counted	Cases	Cases	Cases	Cases	Cases	Exception	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	
Demographics																											
Region																											
	Northeast	1,710	20,812,375	1,687	17,662,003	1,639	147,473	0.85	1,638	20	1,819	475	0.03	474	3.4	451	67,209	826	0.75	825	97.4	790					
	South	1,423	42,266,877	1,417	40,376,851	1,374	352,674	0.96	1,369	33	26,528	1,066	0.08	1,066	7.9	948	332,717	1,157	0.89	1,157	92.6	1,043					
	Midwest	2,902	31,316,030	2,871	30,710,408	2,873	373,547	1.34	2,856	97	47,062	512	0.36	512	26.9	488	270,859	2,320	1.00	2,320	85.2	2,301					
	West	420	25,445,308	402	25,219,474	404	287,291	1.22	401	2	57,880	295	0.25	292	23.4	284	193,087	308	0.84	305	77.2	296					
	Territories	113	2,021,763	111																							
Urban to Rural																											
	Urban	567	42,675,443	563	41,592,050	562	398,607	1.01	560	10	41,399	163	0.15	163	14.4	162	311,062	505	0.88	505	88.3	504					
	Suburban	871	33,263,865	860	30,993,718	847	285,490	0.95	845	15	27,741	246	0.13	246	15.3	244	202,530	662	0.77	662	88.0	659					
	Small Towns	1,710	30,364,561	1,685	28,304,035	1,634	292,227	1.19	1,627	38	34,882	670	0.18	668	17.8	655	204,665	1,100	0.87	1,098	85.5	1,086					
	Rural	3,307	13,536,721	3,269	13,078,933	3,247	184,661	1.60	3,232	89	29,267	1,269	0.33	1,267	20.1	1,110	145,615	2,344	1.34	2,342	83.7	2,181					
	Not Available - Territories	113	2,021,763	111																							
Size of Jurisdiction (VAP)																											
	< 1,000	1,761	634,024	1,740	636,085	1,754	6,957	1.46	1,739	60	124	156.0	0.18	154	26.7	125	3,713	1,073	0.88	1,071	96.8	1,033					
	>=1,000 to <3,500	1,165	1,630,543	1,162	1,597,029	1,164	40,658	2.82	1,162	24	753	290.0	0.18	290	17.9	234	30,337	817	2.66	817	97.6	764					
	>=3,500 to <10,000	1,043	4,256,986	1,038	4,156,692	1,029	60,236	1.59	1,028	21	6,105	493.0	0.31	493	18.9	439	38,425	806	1.15	806	86.3	753					
	>=10,000 to <50,000	1,704	21,817,391	1,689	20,865,743	1,641	273,979	1.47	1,637	37	33,043	937.0	0.28	937	16.5	909	223,906	1,340	1.29	1,340	87.2	1,312					
	>=50,000 to <250,000	586	33,587,618	570	31,211,163	534	275,154	0.95	530	8	31,892	359.0	0.15	357	17.0	352	196,270	443	0.75	441	86.3	437					
	>=250,000 to <1,000,000	140	35,485,241	133	33,329,394	125	245,112	0.78	125	1	30,324	94.0	0.12	94	16.9	93	185,170	111	0.62	111	85.9	110					
	>=1,000,000	25	22,427,696	24	22,168,851	24	258,845	1.24	24		31,048	19.0	0.18	19	15.0	19	186,050	20	1.03	20	85.7	20					
	Not Available	144	2,022,854	132	3,779	19	44	6.63	19	1							1	1	8.33	1	100.0	1					
Race and Ethnicity																											
	Predominantly NH White	6,264	112,362,361	6,201	106,734,482	6,127	1,055,209	1.07	6,102	148	116,355	2,248.0	0.17	2,244	16.4	2,078	777,582	4,504	0.87	4,500	87.1	4,330					
	Predominantly NH Black	85	2,117,437	85	1,960,695	73	14,101	0.82	73	3	1,806	52.0	0.10	52	15.4	51	9,894	52	0.57	52	84.6	51					
	Predominantly NH Native America	24	127,150	23	123,548	24	5,312	4.18	23		164	10.0	0.15	10	3.6	10	4,387	15	3.93	15	96.4	15					
	Predominantly Hispanic	50	5,209,222	46	5,122,903	46	86,319	1.71	46		14,964	38.0	0.29	38	17.2	32	72,008	39	1.40	39	82.8	33					
	Not Available	145	2,046,183	133	27,108	20	44	6.63	20	1							1	1	8.33	1	100.0	1					
Median Income																											
	< \$25,000	298	1,488,479	294	1,440,538	291	24,692	2.41	291	6	2,449	117.0	0.31	117	14.0	105	16,854	156	1.83	156	87.3	143					
	>=\$25,000 to <\$30,000	884	5,685,388	876	5,455,490	866	78,404	1.70	863	12	10,733	449.0	0.28	449	18.7	385	58,678	634	1.26	634	84.5	567					
	>=\$30,000 to <\$35,000	1,372	14,312,622	1,356	13,179,325	1,316	165,933	1.45	1,313	34	19,124	612.0	0.21	612	14.7	564	139,408	989	1.22	989	88.3	944					
	>=\$35,000 to <\$40,000	1,215	26,144,458	1,204	24,868,484	1,182	251,089	1.12	1,177	37	29,245	461.0	0.20	459	18.0	431	187,167	833	1.01	831	86.5	806					
	>=\$40,000 to <\$45,000	881	26,227,676	871	24,994,175	862	282,093	1.18	857	23	38,738	256.0	0.21	255	19.0	246	196,066	604	0.89	603	83.5	591					
	>=\$45,000 to <\$50,000	587	15,037,096	577	14,514,853	578	140,457	0.98	572	15	18,650	150.0	0.17	150	17.7	141	101,085	443	0.75	443	84.5	434					
	>=\$50,000	1,180	30,943,728	1,173	29,512,042	1,172	218,271	0.78	1,168	24	14,350	303.0	0.08	302	10.7	299	164,613	951	0.65	950	92.0	944					
	Not Available	151	2,022,906	137	3,829	23	46	6.91	23	1							1	1	8.33	1	100.0	1					
High School Education																											
	< 60%	126	951,317	125	931,510	124	16,216	2.05	124		1,108	57.0	0.22	57	10.9	49	11,295	74	1.66	74	91.1	66					
	>=60% to <70%	661	10,083,603	652	9,719,374	635	154,138	1.78	629	25	29,110	394.0	0.34	393	20.4	350	120,842	480	1.34	479	80.6	436					
	>=70% to <80%	1,646	31,406,406	1,630	29,496,147	1,589	348,449	1.33	1,587	39	29,753	701.0	0.15	701	10.9	634	302,650	1,191	1.23	1,191	91.0	1,125					
	>=80% to <90%	3,111	65,275,468	3,074	61,770,600	3,048	563,253	0.96	3,031	72	66,566	991.0	0.16	988	19.1	942	379,795	2,238	0.74	2,235	85.2	2,190					
	>=90%	873	12,099,350	870	12,023,973	871	78,883	0.69	870	15	6,752	205.0	0.10	205	17.8	196	49,289	627	0.48	627	88.0	612					
	Not Available	151	2,046,209	137	27,132	23	46	6.91	23	1							1	1	8.33	1	100.0	1					



Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election						Presidential Drop-off						Presidential Overvotes						Presidential Undervotes									
Updated: 09/19/2005 13:05:59						Election Administration Jurisdictions		Total Ballots Counted	Cases	Total Ballots For President	Cases	Number Not Voting For President (Drop-off)	Percent Not Voting For President (Drop-off)	Cases	Exception	Total Overvotes For President	Cases	Percent President OverVotes of Total Ballots	Cases	Percent Overvotes of Total Over & Undervotes	Cases	Total Undervotes For President	Cases	Percent President Undervotes of Total Ballots	Cases	Percent Undervotes of Total Over & Undervotes	Cases
Code	Name																										
Political																											
Battleground States in 2004 Presidential Election																											
	Yes	3,093	43,980,255	3,028	40,593,153	2,995	405,287	1.03	2,978	88	52,105	457.0	0.23	457	26.0	442	296,572	2,280	0.80	2,280	85.1	2,259					
	No	3,475	77,882,098	3,460	73,375,583	3,295	755,698	1.14	3,286	64	81,184	1891.0	0.15	1,887	13.3	1,729	567,300	2,331	0.96	2,327	87.6	2,171					
Margin of Victory in 2004 Presidential Election																											
	< 2.5%	515	10,753,542	508	10,520,129	502	96,163	0.96	499	13	8,551	126	0.15	126	14.5	120	68,864	346	0.84	346	89.0	339					
	>=2.5% to < 5.0%	476	8,077,591	471	6,840,604	462	48,544	0.78	460	9	5,231	128	0.12	128	11.1	121	49,619	317	0.87	317	90.5	310					
	>=5.0% to < 7.5%	510	9,931,823	506	9,790,598	504	99,084	1.04	503	14	11,315	138	0.17	138	21.8	134	65,838	355	0.83	355	85.4	351					
	>=7.5% to < 10.0 %	429	6,126,475	426	5,948,052	422	54,824	0.99	421	14	5,905	122	0.15	121	17.2	116	46,834	307	0.85	306	88.8	297					
	>=10.0 %	4,492	84,945,042	4,448	80,860,548	4,384	862,325	1.16	4,365	100	102,286	1,832	0.18	1,829	16.5	1,678	632,706	3,283	0.92	3,280	86.2	3,130					
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																											
	Bush > 55%	3,115	47,293,906	3,083	44,578,904	3,029	494,305	1.21	3,016	85	65,421	1,398	0.20	1,397	18.3	1,261	355,770	2,290	0.91	2,289	84.6	2,160					
	Bush 50% to 55%	982	18,343,733	974	17,379,107	963	184,958	1.14	959	25	14,070	270	0.12	270	12.5	257	138,886	670	0.92	670	90.8	656					
	Bush < 50%	136	1,386,188	135	1,318,265	131	12,408	0.96	131	4	700	30	0.09	30	10.6	29	9,073	76	0.90	76	92.8	75					
	Kerry < 50%	150	3,447,366	149	3,423,694	149	25,550	0.75	149	5	1,477	42	0.09	42	12.5	41	16,474	97	0.75	97	91.9	95					
	Kerry 50% to 55%	872	16,109,589	860	15,319,622	856	124,181	0.88	850	19	16,104	247	0.16	246	17.0	237	103,087	618	0.84	617	86.5	605					
	Kerry > 55%	1,161	33,249,808	1,152	31,936,516	1,140	319,478	1.07	1,137	12	35,516	359	0.18	357	15.6	344	240,571	857	0.91	855	87.1	836					
	Tied	25	9,842	18	9,741	17	102	1.21	17	1	1	2	0.07	2	9.1	2	11	3	0.71	3	91.7	3					

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General			U.S. Senatorial Drop-off							U.S. Senatorial Overvotes							U.S. Senatorial Undervotes												
Updated: 09/19/2005 13:05:59			Election Administration Jurisdictions	Total Ballots For US Senate		Number Not Voting For US Senate (Drop-off)		Percent Not Voting For US Senate (Drop-off)		Cases		Exception		Total Overvotes For US Senate		Percent US Senate OverVotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Cases		Total Undervotes For US Senate		Percent US Senate Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes		Cases	
Code	Name			Cases		Cases							Cases		Cases		Cases		Cases		Cases		Cases		Cases		Cases		Cases
01	Alabama	67	1,751,909	64	27,373	2.42	59	21				66	58	0.00	58	0.2	58		35,178	58	2.33	58	99.8	58					
02	Alaska	1	308,315	1	6,187	1.97	1					330	1	0.10	1	100.0	1												
04	Arizona	15	1,932,503	15	105,574	5.18	15					2,936	15	0.14	15	3.9	15		71,475	15	3.51	15	96.1	15					
05	Arkansas	75	1,040,021	75	19,343	2.21	75	26				1,219	75	0.12	75	4.9	66		23,635	75	2.24	75	95.1	66					
06	California	58	11,808,639	55	611,796	5.07	52	2				17,189	54	0.14	51	3.4	54		491,742	54	3.97	51	96.6	54					
08	Colorado	64	2,107,900	64	40,136	1.87	64					367	14	0.10	14	18.1	14		1,662	14	0.47	14	81.9	14					
09	Connecticut	169	1,424,726	169	171,082	10.74	169	1				0	169			169		169		170,748	169	10.71	169	100.0	169				
10	Delaware	3																											
11	District of Columbia	1																											
12	Florida	67	7,429,894	67	210,055	2.75	67					839	67	0.01	67	0.4	67		204,174	67	2.67	67	99.6	67					
13	Georgia	159	3,222,467	159	94,869	2.86	159					0	159			159		159		94,869	159	2.86	159	100.0	159				
15	Hawaii	5	427,492	4	3,711	0.86	4					107	4	0.02	4	0.7	4		14,711	4	3.41	4	99.3	4					
16	Idaho	44	503,932	44	108,854	17.76	44					123	28	0.02	28	0.1	28		99,078	28	17.60	28	99.9	28					
17	Illinois	110	4,998,444	96	115,574	2.31	96	7				13,916	94	0.27	94	7.5	92		173,012	95	3.40	95	92.6	93					
18	Indiana	92	2,428,233	92	83,909	3.34	92																						
19	Iowa	99	1,462,091	97	45,017	3.00	97	1				1,191	97	0.08	97	3.2	92		35,611	97	2.37	97	96.8	92					
20	Kansas	105	1,129,857	105	71,432	6.02	105	6				239	66	0.03	66	0.6	63		71,094	97	6.02	97	99.7	97					
21	Kentucky	120	1,724,362	120	92,505	5.09	120																						
22	Louisiana	64	1,848,056	64	108,534	5.55	64					0	64		64		64		108,651	64	5.55	64	100.0	64					
23	Maine	517																											
24	Maryland	24	2,323,177	24	71,950	3.00	24					50	24	0.00	24	0.1	24		70,980	24	2.96	24	99.9	24					
25	Massachusetts	351																											
26	Michigan	83																											
27	Minnesota	87																											
28	Mississippi	82																											
29	Missouri	116	2,706,402	116	59,558	2.15	116												58,330	116	2.11	116	100.0	115					
30	Montana	56																											
31	Nebraska	93																											
32	Nevada	17	810,068	17	21,765	2.62	17					54	12	0.01	12	0.6	12		12,968	17	1.56	17	99.6	17					
33	New Hampshire	242	657,049	238	31,148	4.55	238	2																					
34	New Jersey	21																											
35	New Mexico	33	5,790	1	469	7.49	1					0	4		4		1		51	2	0.49	2	100.0	1					
36	New York	58	6,702,875	58	745,391	10.01	58																						
37	North Carolina	100	3,420,245	100	151,175	4.23	100					0	100		100		100		151,175	100	4.23	100	100.0	100					
38	North Dakota	53	310,696	53	5,353	1.69	53					136	48	0.04	48	2.8	48		4,753	48	1.55	48	97.2	48					
39	Ohio	88	5,427,452	88	303,415	5.29	88					4,876	69	0.12	69	2.3	69		223,411	77	4.81	77	97.9	77					
40	Oklahoma	77	1,455,330	77	18,974	1.29	77					326	77	0.02	77	1.2	77		26,954	77	1.83	77	98.8	77					
41	Oregon	36	1,780,550	36	71,121	3.84	36					2,103	36	0.11	36	2.9	36		69,955	36	3.78	36	97.1	36					
42	Pennsylvania	67																											
44	Rhode Island	39																											
45	South Carolina	46																											
46	South Dakota	66	391,188	66	3,742	0.95	66					106	41	0.03	41	3.8	41		2,725	43	0.85	43	96.3	42					
47	Tennessee	95																											
48	Texas	254										0	254		254														
49	Utah	29	913,845	29	28,200	2.99	29					1,092	22	0.13	22	4.1	22		27,693	24	3.02	24	96.2	24					
50	Vermont	246	314,273	246	48	0.02	245	5				456	246	0.15	245	6.5	244		6,565	246	2.09	245	93.5	244					
51	Virginia	134																											
53	Washington	39	2,818,651	39	66,350	2.30	39					1,379	37	0.05	37	2.3	37		59,927	39	2.08	39	97.8	39					
54	West Virginia	55																											
55	Wisconsin	1,910	2,869,954	1,897	190,622	6.39	1,880	63											176,889	1717	6.11	1717	100.0	1717					
56	Wyoming	23																											
60	American Samoa	1																											
66	Guam	1																											
72	Puerto Rico	110	0		1,990,372	100.00																							
78	Virgin Islands	1	30,211	1	1,180		4	1																					
	Total	6,568	78,486,597	4,377	5,676,784	6.86	4,351	134				49,100	1,935	0.11	1,931	3.2	1657		2,488,016	3562	3.80	3558	98.1	3541					
	Maximum	1,910	11,808,639	1,897	1,990,372	100.00	1,880	63				17,189	254	0.27	254	100.0	244		491,742	1717	17.60	1717	100.0	1717					
	Average	119	2,242,474	128	162,193	6.90	127	13				1,753	69	0.08	68	7.7	61		88,857	127	3.74	127	97.6	126					
	Minimum	1	0	1	48	0.02	1	1				0	1	0.00	1	0.1	1		51	2	0.47	2	81.9	1					

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election				U.S. Senatorial Drop-off						U.S. Senatorial Overvotes						U.S. Senatorial Undervotes																							
Updated: 09/19/2005 13:05:59				Election Administration Jurisdictions		Total Ballots For US Senate		Number Not Voting For US Senate (Drop-off)		Percent Not Voting For US Senate (Drop-off)		Cases		Exception		Total Overvotes For US Senate		Cases		Percent US Senate OverVotes of Total Ballots		Cases		Percent Overvotes of Total Over & Undervotes		Cases		Total Undervotes For US Senate		Cases		Percent US Senate Undervotes of Total Ballots		Cases		Percent Undervotes of Total Over & Undervotes		Cases	
Code    Name																																							
Election Administration																																							
Voting Equipment Used in 2004 General Election																																							
None / Unknown				908	4,837,124	715	2,277,688	32.37	710	23	3,233	73	0.06	73	2.0	64	205,307	638	5.20	638	98.4	637																	
Punch card				260	8,160,186	173	348,741	4.30	172	6	16,968	122	0.24	121	5.4	112	330,276	152	4.08	151	95.1	150																	
Lever				394	9,135,575	305	993,452	9.81	305	1	0	230		230		226	243,669	245	9.17	245	100.0	243																	
Paper				1,734	1,384,461	1,106	55,016	4.29	1,100	39	230	288	0.06	287	4.6	198	36,712	841	3.33	840	99.4	840																	
Optical scan				2,541	33,045,332	1,589	1,125,428	3.51	1,578	65	24,992	902	0.08	901	2.9	750	1,015,483	1368	3.27	1367	97.6	1359																	
Electronic				608	19,329,451	461	823,495	4.12	458		3,166	298	0.02	297	0.5	289	612,472	299	3.60	298	99.5	294																	
Multiple Systems				123	2,594,468	28	52,964	2.31	28		511	22	0.02	22	1.1	18	44,097	19	2.23	19	98.9	18																	
Changed Voting Equipment Since 2000 General Election																																							
Yes				1,753	26,799,451	1,434	1,031,159	3.77	1,427	25	16,551	456	0.06	455	2.0	437	874,765	1168	3.42	1167	98.1	1165																	
No				4,815	51,687,146	2,943	4,645,625	8.67	2,924	109	32,549	1,479	0.08	1,476	2.3	1220	1,613,251	2394	4.01	2391	98.0	2376																	
State Wide Voter Registration System in Place																																							
Yes				1,335	12,740,229	676	605,647	4.70	676	1	3,805	534	0.03	534	0.8	531	490,184	533	4.40	533	99.3	531																	
No				5,233	65,746,368	3,701	5,071,137	7.45	3,675	133	45,295	1,401	0.08	1,397	2.6	1126	1,997,832	3029	3.65	3025	97.8	3010																	
Election Day Registration																																							
Yes				2,823	4,030,935	2,179	330,624	7.74	2,162	65	123	28	0.02	28	0.1	28	275,967	1745	7.98	1745	100.0	1745																	
No				3,745	74,455,662	2,198	5,346,160	6.97	2,189	69	48,977	1,907	0.07	1,903	2.3	1629	2,212,049	1817	3.55	1813	97.8	1796																	
Provisional Ballot Acceptance																																							
In Overall Jurisdiction				1,162	38,842,876	1,004	1,491,326	3.87	1,000	40	41,037	945	0.11	941	3.0	929	1,351,392	947	3.54	943	97.1	933																	
In Precinct Only				4,350	38,141,833	3,037	2,048,551	5.29	3,015	92	7,804	914	0.03	914	1.0	652	1,032,793	2539	3.85	2539	99.3	2532																	
None				1,056	1,501,888	336	2,136,907	58.80	336	2	259	76	0.03	76	0.2	76	103,831	76	11.95	76	99.8	76																	
No Excuse Absentee Balloting																																							
Yes				3,781	42,268,719	3,041	1,797,994	4.21	3,020	77	26,870	997	0.07	993	2.0	984	1,567,898	2753	3.77	2749	98.3	2744																	
No				2,787	36,217,878	1,336	3,878,790	10.15	1,331	57	22,230	938	0.08	938	2.6	673	920,118	809	3.80	809	97.6	797																	
Early Voting Allowed																																							
Yes				1,701	37,689,513	1,180	1,514,758	4.01	1,176	40	25,512	1,321	0.06	1,317	2.0	1045	1,310,517	1100	3.54	1096	98.1	1083																	
No				4,867	40,797,084	3,197	4,162,026	9.64	3,175	94	23,588	614	0.10	614	2.5	612	1,177,499	2462	4.09	2462	98.0	2458																	
Covered By Section 203, Language Minority Requirements																																							
Yes				468	23,303,504	149	1,089,591	4.60	146	2	30,635	382	0.10	379	3.5	125	835,919	130	3.73	127	96.5	129																	
No				6,100	55,183,093	4,228	4,587,193	8.01	4,205	132	18,465	1,553	0.05	1,552	1.3	1532	1,652,097	3432	3.81	3431	98.9	3412																	
Covered By Section 5 of Voting Rights Act																																							
Yes				880	13,521,427	361	569,836	4.30	355	21	12,416	601	0.06	600	2.3	347	534,437	347	3.87	346	97.7	347																	
No				5,688	64,965,170	4,016	5,106,948	7.55	3,996	113	36,684	1,334	0.08	1,331	2.2	1310	1,953,579	3215	3.76	3212	98.2	3194																	

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General			U.S. Senatorial Drop-off							U.S. Senatorial Overvotes							U.S. Senatorial Undervotes						
Updated: 09/19/2005 13:05:59			Election Administration Jurisdictions	Total Ballots For US Senate	Cases	Number Not Voting For US Senate (Drop-off)	Percent Not Voting For US Senate (Drop-off)	Cases	Exception	Total Overvotes For US Senate	Cases	Percent US Senate OverVotes of Total Ballots	Percent Overvotes of Total Over & Undervotes	Cases	Total Undervotes For US Senate	Cases	Percent US Senate Undervotes of Total Ballots	Percent Undervotes of Total Over & Undervotes	Cases				
Code	Name	Cases																					
Demographics																							
Region																							
	Northeast	1,710	9,098,923	711	947,669	9.73	710	8		456	415	0.02	414	0.3	413	177,313	415	9.29	414	99.7	413		
	South	1,423	24,215,461	750	794,778	3.32	745	47		2,500	878	0.01	878	0.3	615	715,616	624	3.12	624	99.7	615		
	Midwest	2,902	21,724,317	2,610	878,622	4.07	2,593	77		20,464	415	0.17	415	4.3	405	745,825	2290	3.99	2290	97.3	2281		
	West	420	23,417,685	305	1,064,163	4.50	302	2		25,680	227	0.11	224	3.0	224	849,262	233	3.81	230	97.1	232		
	Territories	113	30,211	1	1,991,552	98.51	1																
Urban to Rural																							
	Urban	567	27,244,638	373	1,502,958	5.32	371	6		26,442	99	0.12	99	3.1	95	971,393	342	4.35	342	97.4	342		
	Suburban	871	22,314,125	602	981,444	4.27	600	15		8,505	206	0.04	206	1.3	191	698,885	488	3.71	488	98.8	488		
	Small Towns	1,710	20,398,374	1,114	855,122	4.34	1,107	33		8,585	578	0.05	576	1.7	525	549,051	808	3.17	806	98.5	804		
	Rural	3,307	8,499,249	2,287	345,708	4.33	2,272	80		5,568	1,052	0.07	1,050	2.4	846	268,687	1924	3.68	1922	98.1	1907		
	Not Available - Territories	113	30,211	1	1,991,552	98.51	1																
Size of Jurisdiction (VAP)																							
	< 1,000	1,761	526,044	1425	25,000	5.51	1410	52		66	138	0.12	136	4.0	128	21,622	1207	4.74	1205	99.7	1206		
	>=1,000 to <3,500	1,165	1,092,727	842	88,900	8.56	840	16		220	248	0.06	248	1.9	203	78,460	687	8.31	687	99.7	684		
	>=3,500 to <10,000	1,043	2,393,836	618	142,597	6.23	617	23		1,582	378	0.11	378	2.5	311	103,988	489	5.13	489	98.5	479		
	>=10,000 to <50,000	1,704	12,477,672	1006	585,754	4.89	1002	32		5,781	768	0.06	768	1.5	664	449,018	795	4.32	795	98.7	790		
	>=50,000 to <250,000	586	21,055,221	369	994,141	4.75	365	8		7,058	307	0.04	305	1.2	266	660,454	293	3.79	291	98.9	291		
	>=250,000 to <1,000,000	140	23,242,925	89	793,020	3.38	89	1		9,370	77	0.05	77	1.6	70	618,442	75	3.05	75	98.6	75		
	>=1,000,000	25	17,664,923	19	1,055,789	5.64	19			25,023	19	0.15	19	4.3	15	556,030	15	3.89	15	95.7	15		
	Not Available	144	33,249	9	1,991,583	98.50	9	2								2	1	9.09	1	100.0	1		
Race and Ethnicity																							
	Predominantly NH White	6,264	73,276,603	4300	3,413,658	4.64	4275	125		39,114	1,846	0.06	1842	2.0	1602	2,224,855	3503	3.68	3499	98.3	3482		
	Predominantly NH Black	85	1,337,737	43	52,456	3.96	43	6		300	43	0.02	43	0.5	43	54,632	43	3.93	43	99.5	43		
	Predominantly NH Native America	24	85,914	17	2,871	3.30	16	1		35	8	0.03	8	1.3	7	2,671	10	3.34	10	98.7	10		
	Predominantly Hispanic	50	3,729,765	7	216,216	5.48	7			9,651	38	0.19	38	4.5	5	205,856	5	5.22	5	95.5	5		
	Not Available	145	56,578	10	1,991,583	98.50	10	2								2	1	9.09	1	100.0	1		
Median Income																							
	< \$25,000	298	806,941	159	52,744	7.33	159	15		432	97	0.06	97	1.5	76	30,144	110	5.28	110	98.6	108		
	>=\$25,000 to <\$30,000	884	3,199,718	488	135,443	4.50	485	23		1,663	351	0.05	351	1.6	263	116,798	423	3.91	423	98.6	418		
	>=\$30,000 to <\$35,000	1,372	8,865,756	889	362,817	4.39	886	32		3,296	500	0.04	500	1.4	406	273,205	748	3.51	748	98.8	739		
	>=\$35,000 to <\$40,000	1,215	18,552,287	865	988,143	5.22	860	20		11,798	397	0.09	395	2.5	353	517,073	707	3.85	705	97.8	703		
	>=\$40,000 to <\$45,000	881	18,228,672	692	912,831	4.88	687	17		16,194	222	0.09	221	2.9	207	632,092	544	3.92	543	97.5	543		
	>=\$45,000 to <\$50,000	587	10,040,530	442	411,510	4.00	436	9		8,322	125	0.08	125	2.6	116	334,917	355	3.51	355	97.6	355		
	>=\$50,000	1,180	18,759,411	830	821,707	4.32	826	16		7,395	243	0.05	242	1.4	236	583,785	674	3.80	673	98.8	674		
	Not Available	151	33,282	12	1,991,589	98.50	12	2								2	1	9.09	1	100.0	1		
High School Education																							
	< 60%	126	336,333	63	26,503	7.53	63	2		119	46	0.03	46	1.5	21	8,534	26	5.64	26	98.6	26		
	>=60% to <70%	661	7,482,643	392	374,159	5.23	386	31		11,777	330	0.15	329	3.3	258	346,201	332	4.65	331	96.7	329		
	>=70% to <80%	1,646	18,778,364	1094	983,190	5.18	1092	41		14,406	593	0.08	593	3.1	456	504,535	901	3.34	901	97.2	891		
	>=80% to <90%	3,111	44,838,970	2242	2,035,099	4.49	2225	49		21,165	793	0.06	790	1.7	751	1,404,179	1870	3.75	1867	98.5	1862		
	>=90%	873	6,993,702	574	266,244	3.75	573	9		1,633	173	0.03	173	0.9	171	224,565	432	3.95	432	99.3	432		
	Not Available	151	56,585	12	1,991,589	98.50	12	2								2	1	9.09	1	100.0	1		

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General			U.S. Senatorial Drop-off							U.S. Senatorial Overvotes							U.S. Senatorial Undervotes															
Updated: 09/19/2005 13:05:59			Election Administration Jurisdictions		Total Ballots For US Senate		Cases	Number Not Voting For US Senate (Drop-off)		Percent Not Voting For US Senate (Drop-off)		Cases	Exception		Total Overvotes For US Senate		Cases	Percent US Senate OverVotes of Total Ballots		Cases	Percent Overvotes of Total Over & Undervotes		Cases	Total Undervotes For US Senate		Cases	Percent US Senate Undervotes of Total Ballots		Cases	Percent Undervotes of Total Over & Undervotes		Cases
Code    Name																																
Political																																
Battleground States in 2004 Presidential Election																																
Yes			3,093	31,048,325	2750	1,164,573	3.66	2733	92	14,964	426	0.07	426	2.2	409	938,088	2272	3.29	2272	98.4	2256											
No			3,475	47,438,272	1627	4,512,211	9.19	1618	42	34,136	1,509	0.08	1505	2.2	1248	1,549,928	1290	4.15	1286	97.9	1285											
Margin of Victory in 2004 Presidential Election																																
< 2.5%			515	7,307,480	344	364,717	4.86	341	9	2,819	113	0.05	113	1.2	105	244,305	278	4.53	278	98.9	274											
>=2.5% to < 5.0%			476	4,912,863	320	194,109	4.25	318	10	1,819	111	0.05	111	1.7	105	122,255	272	3.02	272	98.5	269											
>=5.0% to < 7.5%			510	7,359,512	353	334,778	4.45	352	6	3,369	112	0.06	112	1.6	108	240,503	296	4.08	296	98.6	295											
>=7.5% to < 10.0 %			429	4,412,861	299	185,948	4.22	298	11	1,158	101	0.03	100	1.0	97	168,153	248	4.00	247	99.3	246											
>=10.0 %			4,492	54,455,145	3,044	2,605,387	4.75	3,025	97	39,935	1,496	0.08	1,493	2.5	1240	1,712,661	2461	3.70	2458	97.7	2450											
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																																
Bush > 55%			3,115	30,588,738	2,176	1,215,700	4.03	2,163	73	14,789	1,122	0.05	1,121	1.8	885	911,679	1733	3.35	1732	98.4	1723											
Bush 50% to 55%			982	11,240,315	707	518,758	4.57	703	17	4,187	233	0.04	233	1.4	216	378,339	571	4.00	571	98.9	564											
Bush < 50%			136	1,114,145	83	112,274	9.20	83	1	103	30	0.01	30	0.1	29	89,151	69	9.37	69	99.9	68											
Kerry < 50%			150	2,476,702	99	136,073	5.26	99	2	1,212	37	0.07	37	2.3	36	52,932	84	3.75	84	98.4	83											
Kerry 50% to 55%			872	11,167,231	577	445,792	4.07	571	18	4,707	204	0.06	203	1.7	198	299,122	488	3.42	487	98.5	487											
Kerry > 55%			1,161	21,860,730	718	1,256,342	5.55	715	22	24,102	307	0.14	305	3.4	291	756,654	610	4.20	608	96.9	609											
Tied			25	5,669	11	290	5.38	11		0	2		2		2	139	7	6.36	7	100.0	7											

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General			U.S. Congressional Drop-off							U.S. Congressional Overvotes							U.S. Congressional Undervotes						
Updated: 09/19/2005 13:05:59			Election Administration Jurisdictions		Total Ballots For Congress	Cases	Number Not Voting For Congress (Drop-off)	Percent Not Voting For Congress (Drop-off)	Cases	Exception	Total Overvotes For Congress	Cases	Percent Congress Overvotes of Total Ballots	Cases	Percent Overvotes of Total Over & Undervotes	Cases	Total Undervotes For Congress	Cases	Percent Congress Undervotes of Total Ballots	Cases	Percent Undervotes of Total Over & Undervotes	Cases	
Code	Name																						
01	Alabama	67	1,638,054	62	74,955	6.72	57	22			39	4	0.08	4	1.4	4	82,928	58	5.49	58	100.0	58	
02	Alaska	1	299,996	1	14,506	4.61	1				268	1	0.09	1	100.0	1							
04	Arizona	15	1,869,664	15	168,413	8.26	15				2,883	14	0.14	14	1.8	14	160,760	15	7.89	15	98.2	15	
05	Arkansas	75	791,667	46	15,282	2.13	46	9			481	29	0.08	29	3.0	29	20,650	41	2.80	41	97.9	41	
06	California	58	10,265,624	55	2,155,645	17.86	52	2			11,716	50	0.10	47	1.4	50	824,053	54	6.66	51	98.6	54	
08	Colorado	64	2,040,001	64	108,035	5.03	64				79	10	0.02	10	2.4	10	4,364	13	3.97	13	98.8	13	
09	Connecticut	169	1,428,604	169	166,409	10.43	169										166,117	169	10.41	169	100.0	169	
10	Delaware	3	356,053	3	21,354	5.66	3										21,354	3	5.66	3	100.0	3	
11	District of Columbia	1	221,213	1	8,892	3.86	1				51	1	0.02	1	0.6	1	8,347	1	3.63	1	99.4	1	
12	Florida	67	5,627,494	65	1,887,267	25.11	65				594	42	0.01	42	0.1	42	507,013	64	6.88	64	99.9	64	
13	Georgia	159	2,256,560	159	1,060,776	31.98	159										230,708	159	6.95	159	100.0	159	
15	Hawaii	5	428,342	4	2,861	0.66	4				102	4	0.02	4	0.7	4	14,835	4	3.44	4	99.3	4	
16	Idaho	44	572,426	44	40,360	6.59	44				843	25	0.15	25	5.3	25	16,292	19	4.40	19	96.5	19	
17	Illinois	110																					
18	Indiana	92	1,866,709	84	423,172	18.48	84																
19	Iowa	99	1,431,874	96	68,052	4.56	96	1			719	68	0.06	68	1.6	68	54,740	90	3.77	90	98.7	90	
20	Kansas	105	1,156,790	105	44,224	3.72	105	5			173	35	0.03	35	0.9	35	43,767	98	3.70	98	99.6	98	
21	Kentucky	120	1,635,045	120	181,822	10.01	120																
22	Louisiana	64	1,035,862	48	300,018	22.46	48										146,647	52	8.65	52	100.0	52	
23	Maine	517	710,512	517	44,265	5.86	517																
24	Maryland	24	2,228,796	24	166,331	6.94	24				31	9	0.00	9	0.0	9	133,415	24	5.57	24	100.0	24	
25	Massachusetts	351	2,472,146	350	454,838	15.54	350										315,507	349	10.78	349	100.0	349	
26	Michigan	83	4,628,840	83	247,397	5.07	83										124,646	76	3.71	76	100.0	76	
27	Minnesota	87	2,721,681	87	121,231	4.26	87										121,231	87	4.26	87	100.0	87	
28	Mississippi	82	1,116,203	82	47,257	4.06	82																
29	Missouri	116	1,749,317	110	187,953	9.70	110																
30	Montana	56	442,929	56	13,167	2.89	56				93	21	0.03	21	1.3	21	9,503	39	2.60	39	99.3	39	
31	Nebraska	93	764,972	93	27,938	3.52	93				2,785	71	0.37	71	14.7	71	16,631	84	2.13	84	85.7	84	
32	Nevada	17	791,430	17	40,403	4.86	17				26	3	0.00	3	0.1	3	32,569	12	5.09	12	99.9	12	
33	New Hampshire	242	652,664	240	35,000	5.13	240	3															
34	New Jersey	21	3,284,595	21	355,017	9.75	21				1,564	7	0.10	7	1.0	7	353,453	21	9.71	21	99.6	21	
35	New Mexico	33	316,192	21	14,600	4.47	21	1									6,537	7	5.05	7	100.0	7	
36	New York	58	2,819,282	55	902,794	24.26	55																
37	North Carolina	100	3,409,472	100	161,948	4.53	100										161,948	100	4.53	100	100.0	100	
38	North Dakota	53	310,814	53	5,235	1.66	53				97	33	0.04	33	2.2	33	4,629	48	1.51	48	97.9	48	
39	Ohio	88																					
40	Oklahoma	77	1,418,515	77	55,789	3.78	77				256	45	0.02	45	0.3	45	99,218	77	6.73	77	99.7	77	
41	Oregon	36	1,772,306	36	79,365	4.29	36				1,368	32	0.08	32	1.7	32	78,134	36	4.22	36	98.3	36	
42	Pennsylvania	67																					
44	Rhode Island	39	402,165	39	38,578	8.75	39				328	35	0.08	35	1.7	35	20,141	39	4.57	39	98.4	39	
45	South Carolina	46																					
46	South Dakota	66	389,468	66	5,462	1.38	66				129	32	0.05	32	30.8	32	1,151	8	1.51	8	98.2	8	
47	Tennessee	95									349	17	0.18	17	1.9	17	241,189	95	9.81	95	99.9	95	
48	Texas	254	6,836,206	254	673,689	8.98	254	1			1,864	79	0.04	79	0.6	79	386,340	137	6.38	137	99.6	137	
49	Utah	29	908,531	29	33,514	3.56	29				1,122	19	0.13	19	3.9	19	30,198	24	3.30	24	96.4	24	
50	Vermont	246	225,106	231	89,209	28.51	230	2			264	111	0.21	111	7.5	111	6,018	228	2.68	227	95.8	228	
51	Virginia	134	2,548,424	133	664,081	20.67	133				146	22	0.01	22	0.2	22	219,003	134	6.79	134	99.9	134	
53	Washington	39	2,729,995	39	155,006	5.37	39				23,458	28	0.84	28	14.1	28	146,219	38	5.08	38	86.2	38	
54	West Virginia	55	721,665	55	47,980	6.23	55				174	16	0.09	16	1.8	16	44,387	38	8.31	38	99.7	38	
55	Wisconsin	1,910	2,815,739	1896	220,172	7.33	1879	17									213,754	1818	7.29	1816	100.0	1,818	
56	Wyoming	23	238,677	23	7,112	2.89	23				129	15	0.10	15	3.6	15	3,969	17	2.78	17	96.9	17	
60	American Samoa	1																					
66	Guam	1																					
72	Puerto Rico	110	1,959,553	110	30,819	1.55	110				4,042	110	0.20	110	44.9	110	4,960	110	0.25	110	55.1	110	
78	Virgin Islands	1	30,211	1	1,180																		
	Total	6,568	86,338,384	6039	11,669,373	12.04	6013	63			56,173	988	0.12	985	2.1	988	5,077,325	4486	6.27	4480	98.9	4,486	
	Maximum	1,910	10,265,624	1896	2,155,645	31.98	1879	22			23,458	111	0.84	111	100.0	111	824,053	1818	10.78	1816	100.0	1,818	
	Average	119	1,798,716	125	243,111	8.49	125	6			1,812	31	0.11	31	8.1	31	126,933	112	5.22	112	97.3	112	
	Minimum	1	30,211	1	1,180	0.66	1	1			26	1	0.00	1	0.0	1	1,151	1	0.25	1	55.1	1	

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General Election				U.S. Congressional Drop-off							U.S. Congressional Overvotes							U.S. Congressional Undervotes						
Updated: 09/19/2005 13:05:59				Election Administration Jurisdictions		Total Ballots For Congress	Cases	Number Not Voting For Congress (Drop-off)	Percent Not Voting For Congress (Drop-off)	Cases	Exception	Total Overvotes For Congress	Cases	Percent Congress OverVotes of Total Ballots	Cases	Percent Overvotes of Total Over & Undervotes	Cases	Total Undervotes For Congress	Cases	Percent Congress Undervotes of Total Ballots	Cases	Percent Undervotes of Total Over & Undervotes	Cases	
Code	Name	President, U.S. Senate, and U.S. House of Representatives Drop-Off excluded where Drop-Off = 0.																						
Election Administration																								
Voting Equipment Used in 2004 General Election																								
	None / Unknown	908	5,193,674	798		312,613	5.70	793	6	4,108	114	0.11	114	2.2	114	258,345	732	4.95	731	98.4	732			
	Punch card	260	5,618,247	177		252,471	4.38	176	2	8,472	91	0.22	90	4.7	91	227,994	123	5.01	122	96.5	123			
	Lever	394	6,439,348	349		1,334,160	17.17	349		425	4	0.05	4	0.5	4	407,721	286	10.58	286	99.9	286			
	Paper	1,734	1,464,574	1724		131,496	8.91	1718	16	522	120	0.35	120	13.5	120	71,554	999	9.77	998	99.3	999			
	Optical scan	2,541	40,376,414	2378		5,227,053	11.93	2367	39	37,298	597	0.15	596	2.6	597	2,296,236	1862	5.88	1860	98.4	1,862			
	Electronic	608	19,563,903	501		3,402,886	14.89	498		4,903	39	0.05	38	0.7	39	1,542,632	381	7.10	380	99.7	381			
	Multiple Systems	123	7,682,224	112		1,008,694	11.68	112		445	23	0.02	23	0.4	23	272,843	103	4.71	103	99.8	103			
Changed Voting Equipment Since 2000 General Election																								
	Yes	1,753	26,546,492	1629		5,195,067	16.52	1622	8	10,946	127	0.06	126	0.8	127	2,001,994	1253	6.91	1250	99.5	1,253			
	No	4,815	59,791,892	4410		6,474,306	10.06	4391	55	45,227	861	0.16	859	3.3	861	3,075,331	3233	5.92	3230	98.6	3,233			
State Wide Voter Registration System in Place																								
	Yes	1,335	22,199,846	1259		2,872,348	11.54	1259	1	3,863	113	0.08	113	1.4	113	1,461,445	1045	6.95	1045	99.8	1,045			
	No	5,233	64,138,538	4780		8,797,025	12.41	4754	62	52,310	875	0.13	872	2.2	875	3,615,880	3441	6.04	3435	98.6	3,441			
Election Day Registration																								
	Yes	2,823	7,711,699	2807		468,140	5.75	2790	20	972	40	0.14	40	5.0	40	355,246	1941	5.65	1939	99.8	1,941			
	No	3,745	78,626,685	3232		11,201,233	12.78	3223	43	55,201	948	0.12	945	2.1	948	4,722,079	2545	6.33	2541	98.9	2,545			
Provisional Ballot Acceptance																								
	In Overall Jurisdiction	1,162	30,907,990	910		4,582,580	13.24	906	14	41,998	338	0.18	335	3.0	338	1,991,146	833	6.02	829	98.0	833			
	In Precinct Only	4,350	48,472,533	4077		6,808,703	12.62	4055	46	9,193	482	0.04	482	0.7	482	2,939,067	3389	6.94	3387	99.7	3,389			
	None	1,056	6,957,861	1052		278,090	3.85	1052	3	4,982	168	0.18	168	17.0	168	147,112	264	2.67	264	96.9	264			
No Excuse Absentee Balloting																								
	Yes	3,781	40,200,425	3715		5,663,201	12.63	3694	28	45,736	627	0.14	624	2.5	627	2,504,815	2909	6.04	2903	98.2	2,909			
	No	2,787	46,137,959	2324		6,006,172	11.79	2319	35	10,437	361	0.07	361	1.3	361	2,572,510	1577	6.52	1577	99.6	1,577			
Early Voting Allowed																								
	Yes	1,701	41,451,444	1541		6,674,553	14.19	1537	21	21,110	618	0.06	615	1.1	618	2,873,489	1355	6.35	1351	99.3	1,355			
	No	4,867	44,886,940	4498		4,994,820	10.25	4476	42	35,063	370	0.26	370	5.5	370	2,203,836	3131	6.18	3129	98.4	3,131			
Covered By Section 203, Language Minority Requirements																								
	Yes	468	25,887,743	447		4,966,872	16.41	444	4	28,763	184	0.11	181	1.6	184	1,982,362	279	7.02	276	98.6	279			
	No	6,100	60,450,641	5592		6,702,501	10.23	5569	59	27,410	804	0.13	804	3.2	804	3,094,963	4207	5.88	4204	99.1	4,207			
Covered By Section 5 of Voting Rights Act																								
	Yes	880	21,772,674	812		3,473,066	14.41	806	23	9,893	130	0.08	129	1.0	130	1,676,757	601	7.37	600	99.4	601			
	No	5,688	64,565,710	5227		8,196,307	11.44	5207	40	46,280	858	0.14	856	2.8	858	3,400,568	3885	5.84	3880	98.7	3,885			

Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General				U.S. Congressional Drop-off							U.S. Congressional Overvotes					U.S. Congressional Undervotes						
Updated: 09/19/2005 13:05:59				Total Ballots For Congress		Number Not Voting For Congress (Drop-off)		Percent Not Voting For Congress (Drop-off)		Total Overvotes For Congress		Percent Congress OverVotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Total Undervotes For Congress		Percent Congress Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes		
Code	Name	Election Administration Jurisdictions	Cases	Cases	Cases	Exception	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases		
Demographics																						
Region																						
	Northeast	1,710	11,995,074	1622	2,086,110	15.04	1621	5	2,156	153	0.10	153	1.2	153	861,236	806	9.76	805	99.8	806		
	South	1,423	31,841,229	1229	5,367,441	14.95	1224	32	3,985	264	0.02	264	0.4	264	2,303,147	983	6.59	983	99.8	983		
	Midwest	2,902	17,836,204	2673	1,350,836	7.06	2656	23	3,903	239	0.12	239	4.5	239	580,549	2309	4.49	2307	99.4	2,309		
	West	420	22,676,113	404	2,832,987	11.40	401	3	42,087	222	0.19	219	3.1	222	1,327,433	278	5.97	275	97.0	278		
	Territories	113	1,989,764	111	31,999	1.58	111		4,042	110	0.20	110	44.9	110	4,960	110	0.25	110	55.1	110		
Urban to Rural																						
	Urban	567	26,198,612	534	5,123,823	16.38	532	1	13,243	54	0.08	54	1.1	54	2,061,934	502	7.43	501	99.4	502		
	Suburban	871	23,915,863	809	4,118,453	14.91	807	6	29,256	79	0.21	79	3.9	79	1,337,963	676	5.74	676	97.9	676		
	Small Towns	1,710	22,603,090	1461	1,682,163	7.26	1454	17	4,935	224	0.05	222	1.0	224	1,140,517	992	6.04	989	99.6	992		
	Rural	3,307	11,631,055	3124	712,935	6.11	3109	39	4,697	521	0.09	520	2.4	521	531,951	2206	5.90	2204	99.3	2,206		
	Not Available - Territories	113	1,989,764	111	31,999	1.58	111		4,042	110	0.20	110	44.9	110	4,960	110	0.25	110	55.1	110		
Size of Jurisdiction (VAP)																						
	< 1,000	1,761	577,365	1751	64,320	11.12	1736	14	89	55	0.32	54	9.8	55	55,714	1336	11.21	1332	99.8	1,336		
	>=1,000 to <3,500	1,165	1,502,245	1160	134,114	8.87	1158	10	337	100	0.23	100	8.3	100	97,252	787	8.96	787	99.7	787		
	>=3,500 to <10,000	1,043	3,742,764	982	316,967	8.16	981	8	1,057	170	0.15	170	4.0	170	215,200	682	7.54	682	99.5	682		
	>=10,000 to <50,000	1,704	16,947,060	1431	1,345,305	7.65	1427	22	3,759	313	0.09	313	2.0	313	1,014,636	1094	7.14	1094	99.7	1,094		
	>=50,000 to <250,000	586	24,517,131	456	2,077,370	8.04	452	7	8,547	166	0.08	164	1.7	166	1,167,116	366	5.52	364	99.3	366		
	>=250,000 to <1,000,000	140	23,788,846	109	5,043,763	17.74	109	1	16,056	59	0.10	59	1.8	59	1,509,407	93	6.08	93	99.0	93		
	>=1,000,000	25	13,270,041	18	2,655,478	16.67	18		22,286	15	0.16	15	2.2	15	1,013,037	16	7.06	16	97.8	16		
	Not Available	144	1,992,932	132	32,056	1.58	132	1	4,042	110	0.20	110	44.9	110	4,963	112	0.25	112	55.1	112		
Race and Ethnicity																						
	Predominantly NH White	6,264	78,272,192	5767	10,597,752	12.21	5742	58	46,697	846	0.12	843	2.1	846	4,514,361	4281	6.26	4275	99.0	4,281		
	Predominantly NH Black	85	1,377,203	69	374,394	22.78	69	4	106	8	0.02	8	0.2	8	105,302	50	6.15	50	99.9	50		
	Predominantly NH Native America	24	122,765	24	5,912	4.65	23		36	6	0.08	6	3.8	6	4,593	13	4.44	13	99.5	13		
	Predominantly Hispanic	50	4,549,963	46	659,259	12.66	46		5,292	18	0.12	18	1.3	18	448,106	30	8.95	30	98.8	30		
	Not Available	145	2,016,261	133	32,056	1.58	133	1	4,042	110	0.20	110	44.9	110	4,963	112	0.25	112	55.1	112		
Median Income																						
	< \$25,000	298	1,191,846	274	148,881	12.40	274	6	229	34	0.12	34	3.8	34	47,651	121	8.38	121	99.7	121		
	>=\$25,000 to <\$30,000	884	4,234,332	798	306,675	7.39	795	13	989	135	0.08	135	1.8	135	253,759	500	7.09	500	99.6	500		
	>=\$30,000 to <\$35,000	1,372	11,170,815	1228	773,203	6.90	1225	18	3,465	251	0.07	251	1.3	251	608,409	895	6.31	895	99.5	895		
	>=\$35,000 to <\$40,000	1,215	15,829,284	1101	1,768,738	10.27	1096	9	3,514	201	0.05	200	1.1	201	880,540	811	6.15	809	99.6	811		
	>=\$40,000 to <\$45,000	881	19,709,032	805	2,574,659	11.75	800	6	9,105	109	0.07	108	1.0	109	1,290,285	617	7.44	615	99.3	617		
	>=\$45,000 to <\$50,000	587	9,594,222	555	2,770,377	22.58	549	5	16,720	63	0.22	63	4.3	63	594,306	446	5.37	446	97.3	446		
	>=\$50,000	1,180	22,615,873	1142	3,294,782	12.77	1138	5	18,109	85	0.16	84	2.8	85	1,397,411	983	6.23	981	98.7	983		
	Not Available	151	1,992,980	136	32,058	1.58	136	1	4,042	110	0.20	110	44.9	110	4,964	113	0.25	113	55.1	113		
High School Education																						
	< 60%	126	778,033	114	101,312	12.07	114		286	19	0.12	19	3.7	19	36,358	59	7.27	59	99.3	59		
	>=60% to <70%	661	8,292,294	563	993,803	11.65	557	22	6,321	81	0.11	80	1.2	81	769,217	415	8.93	414	99.2	415		
	>=70% to <80%	1,646	20,677,376	1469	2,034,154	9.24	1467	15	6,115	225	0.07	225	1.1	225	1,271,516	1055	6.97	1055	99.6	1,055		
	>=80% to <90%	3,111	44,262,963	2901	7,515,605	14.70	2884	24	27,283	485	0.11	483	2.0	485	2,480,710	2198	5.87	2193	98.9	2,198		
	>=90%	873	10,311,435	856	992,441	8.82	855	1	12,126	68	0.26	68	5.8	68	514,560	646	5.50	646	97.7	646		
	Not Available	151	2,016,283	136	32,058	1.58	136	1	4,042	110	0.20	110	44.9	110	4,964	113	0.25	113	55.1	113		



Overvotes and Undervotes

EAC Election Day Survey Over and Undervotes 2004 General				U.S. Congressional Drop-off						U.S. Congressional Overvotes						U.S. Congressional Undervotes						Cases = Number of Jurisdictions Reporting Subject Matter	
Updated: 09/19/2005 13:05:59				Total Ballots For Congress		Number Not Voting For Congress (Drop-off)		Percent Not Voting For Congress (Drop-off)		Total Overvotes For Congress		Percent Congress OverVotes of Total Ballots		Percent Overvotes of Total Over & Undervotes		Total Undervotes For Congress		Percent Congress Undervotes of Total Ballots		Percent Undervotes of Total Over & Undervotes			
Code	Name	Election Administration Jurisdictions	Cases	Cases	Cases	Exception	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases	Cases			
Political																							
Battleground States in 2004 Presidential Election																							
Yes		3,093	30,660,529	2870	3,396,156	10.02	2853	31	29,782	242	0.19	242	3.2	242	1,515,004	2335	5.64	2333	98.1	2,335			
No		3,475	55,677,855	3169	8,273,217	13.37	3160	32	26,391	746	0.09	743	1.5	746	3,562,321	2151	6.59	2147	99.3	2,151			
Margin of Victory in 2004 Presidential Election																							
< 2.5%		515	7,345,052	478	1,257,012	14.73	475		9,192	33	0.37	33	5.9	33	312,594	337	5.80	337	97.2	337			
>=2.5% to < 5.0%		476	5,877,115	435	429,030	6.89	433	1	2,530	38	0.10	38	1.9	38	279,928	324	5.59	324	99.1	324			
>=5.0% to < 7.5%		510	5,979,485	483	2,145,845	26.58	482	3	1,348	53	0.03	53	0.6	53	403,891	356	6.09	356	99.7	356			
>=7.5% to < 10.0 %		429	4,322,549	398	273,060	6.03	397	6	492	46	0.02	45	0.4	46	269,056	302	6.66	301	99.8	302			
>=10.0 %		4,492	60,816,606	4117	7,531,991	11.35	4098	52	38,568	707	0.12	705	1.9	707	3,806,646	3050	6.60	3045	99.0	3,050			
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																							
Bush > 55%		3,115	36,235,076	2814	3,469,067	9.10	2801	42	14,453	523	0.08	522	1.5	523	2,015,411	2035	6.05	2032	99.3	2,035			
Bush 50% to 55%		982	12,785,725	898	2,067,621	14.03	894	4	1,510	91	0.03	91	0.4	91	676,219	647	6.28	647	99.8	647			
Bush < 50%		136	1,008,995	128	207,051	17.11	128		65	9	0.01	9	0.2	9	62,160	72	7.90	72	99.9	72			
Kerry < 50%		150	2,418,039	146	282,559	10.55	146		1,042	12	0.08	12	1.6	12	108,647	104	5.20	104	99.3	104			
Kerry 50% to 55%		872	10,476,132	817	1,887,529	15.45	811	6	11,559	91	0.21	90	3.9	91	610,951	631	6.04	630	98.1	631			
Kerry > 55%		1,161	21,413,183	1102	3,722,885	15.01	1099	10	23,501	151	0.18	150	2.5	151	1,598,727	880	7.30	878	98.6	880			
Tied		25	9,178	17	662	7.14	17		1	1	0.17	1	5.6	1	250	7	11.45	7	99.6	7			

## Chapter 9

### Voting Equipment Usage

Table 9 presents data from the Election Day Survey on the type of voting equipment used by election jurisdictions during the November 2, 2004, election. The survey asked for a listing of the type and manufacturer of voting systems in use; the number of units for each system; software versions, if applicable; and whether the voting systems previously had been used in a federal election.

#### Applicability and Coverage

State responses to the five parts of question 13 on voting equipment usage were mixed. Some states responded to each part, while others provided a single response that had to be split apart and reclassified. Some states provided important information that was not requested—e.g., name of voting equipment hardware or ballot tabulation method (e.g., precinct or central-count). Nine states did not respond to question 13 at all.

All information that states provided on voting equipment, including information not requested by the survey, was standardized following a format established by National Association of State Election Directors (NASED) for qualifying voting systems.<sup>1</sup> Therefore, the tabulated version of question 13 has nine parts:

- |                                      |                                       |
|--------------------------------------|---------------------------------------|
| 1) Company                           | 6) Voting equipment type              |
| 2) Voting system                     | 7) Ballot tabulation method           |
| 3) Software                          | 8) Previous use at a federal election |
| 4) Voting equipment hardware         | 9) Number of units                    |
| 5) Voting equipment hardware version |                                       |

Only data on *voting equipment type* is generally complete. For states that did not respond to question 13, information on equipment type was obtained from media reports or voting equipment summaries published by the National Association of Secretaries of State on the Web. In other instances, voting equipment type was determined from other information on the survey for voting equipment hardware. About 30 states identified voting equipment manufacturers, and about 20 states provided information on the number of units and previous use at a federal election.

The survey results on the different types of voting equipment used by local election jurisdictions are presented in chapter 9. Also included in this chapter is information on voting equipment hardware and manufacturers. The results on the number of units and ballot tabulation methods are in chapter 10. The results on voting equipment malfunctions are in chapter 11.

There are five generic types of voting equipment: (1) punch card, (2) optical scan, (3) electronic, (4) lever machine, and (5) paper ballot. A sixth category, “mixed,” is for jurisdictions using more than

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<sup>1</sup> Under the Help America Vote Act of 2002, the U.S. Election Assistance Commission (EAC) is responsible for the certification of voting systems. That function was previously carried out by NASSED.

one type of voting equipment. The punch card category includes DataVote and Votomatic systems.<sup>2</sup> Electronic refers to direct recording electronic (DRE) devices utilizing touch screens, push buttons, or select wheels for voters to indicate their preferences.

The following is a comprehensive listing of voting equipment hardware that local election jurisdictions reported were used at the November 2, 2004, general election. The listing is by company. In some instances, survey respondents reported the names of voting equipment distributors instead of manufacturers. Some of the companies—Automatic Voting Machine Corp. (AVM), for example—are no longer in business. Because of licensing or other agreements, some voting equipment hardware—Optech Eagle, for example—was manufactured or sold by two or more companies.

**Table 9a. Voting Equipment for the November 2004 General Election**

Company	Hardware	Type
<b>Airmac Technology Systems, Inc.</b>	MR 210	Optical scan
<b>Automatic Voting Machine Corp. (AVM)</b> <i>Predecessor of Sequoia Voting Systems</i>	AVM	Lever
	AVM-NP	Lever
	AVM-NS	Lever
	AVM-POM 40	Lever
	AVM-POM 50	Lever
	AVM-Printomatic	Lever
	AVM-RS	Lever
<b>Advanced Voting Solutions (AVS)</b> <i>Formerly, Shoup Voting Solutions, Inc. Predecessor companies include R.F. Shoup Corp.</i>	AVM-NS	Lever
	AVM-RS	Lever
	WINscan	Optical scan
	WINvote	Electronic
<b>Computing Devices Canada</b>	Elex Voting System	Electronic
<b>Danaher Controls</b> <i>Division of Danaher Corp.</i>	ELECTronic 1242	Electronic
	Shouptronic 1242	Electronic
<b>DFM Associates</b>	Mark-A-Vote	Optical scan
<b>Diebold Election Systems</b> <i>Predecessor companies include Global Election Systems Inc. and Data Information Management Systems (DIMS)</i>	AccuTouch	Electronic
	AccuTouch (Global)	Electronic
	AccuVote ES-2000	Optical scan
	AccuVote ES-2000 (Global)	Optical scan
	AccuVote-OS	Optical scan
	AccuVote-OS (Global)	Optical scan
	AccuVote-TS	Electronic
	AccuVote-TS R6	Electronic
	Global NCS 5	Optical scan

**Table 9a. Voting Equipment 2004 (cont.)**

<sup>2</sup> A Votomatic ballot is prescored and printed only with numbered voting positions. A Votomatic ballot is inserted into a frame to which an attached booklet identifies candidates or answers to ballot questions for each voting position. A stylus is used to punch out prescored chads at voting positions. A Datavote ballot card is printed with a candidate name or answer to a ballot question at each voting position. A Datavote ballot card is inserted into a frame with a movable punching device. Voters align the punching device with a candidate name or answer to a ballot question, and then press the device to punch out a hole in the card at the appropriate voting position. Because candidate names are printed on the actual Datavote card, a usual election involves multiple cards that a voter must cast to complete their ballot.

Company	Hardware	Type
<b>Data Information Management Systems</b> <i>Predecessor of Diebold Inc.</i>	DataVote	Punch Card
<b>ES&amp;S (Election Systems &amp; Software)</b> <i>Predecessor companies include American Information Systems, Inc. (AIS), Business Records Corp. (BRC), and Computer Election Systems (CES)</i>	BRC P-III	Punch card
	Cardamation (CES)	Punch card
	CES Votomatic	Punch card
	Dell Ultra Scan	Punch card
	DOC 600	Punch card
	ETP-IV (BRC)	(unknown)
	iVotronic	Electronic
	Model 100	Optical scan
	Model 115	Optical scan
	Model 115 (AIS)	Optical scan
	Model 150	Optical scan
	Model 150 (AIS)	Optical scan
	Model 315	Optical scan
	Model 315 (AIS)	Optical scan
	Model 550	Optical scan
	Model 550 (AIS)	Optical scan
	Model 650	Optical scan
	Optech	Optical scan
	Optech 1 (CES)	Optical scan
	Optech Eagle	Optical scan
	Optech II	Optical scan
	Optech II (BRC)	Optical scan
	Optech III	Optical scan
	Optech III (BRC)	Optical scan
	Optech III-P	Optical Scan
	Optech III-P (BRC)	Optical scan
	Optech III-P Eagle	Optical scan
	Optech IV-C	Optical scan
	Optech IV-C (BRC)	Optical scan
	Optech IV-C 200	Optical scan
	Optech IV-C 200 (BRC)	Optical scan
	Optech IV-C 400	Optical scan
	Optech IV-C 400 (BRC)	Optical scan
	PBC 2100	Punch card
	PBC 5	Punch card
	PBC 6	Punch card
	PBC III-D	Punch card
	PBC III-D (BRC)	Punch card
	PC-BT	Punch card
	Pollstar Votronic	Punch card
	V-200	Electronic
	Votomatic	Punch card
	Votomatic (CES)	Punch card

**Table 9a. Voting Equipment 2004 (cont.)**

Company	Hardware	Type
<b>ES&amp;S (cont.)</b>	Votomatic III	Punch card

	Votronic	Electronic
	Votronic I	Electronic
	Votronic II	Electronic
<b>Fidlar</b> <i>Predecessor companies include Fidlar Double-Day Inc., Fidlar &amp; Chambers Co. and Governmental Business Systems Inc. (GBS)</i>	AccuVote ES-2000	Optical scan
	AccuVote-OS	Optical scan
	DIS	Punch card
	EV 2000	Electronic
<b>Governmental Data Systems (GDS)</b>	ATS MR 200	Optical scan
<b>Hart InterCivic Inc.</b>	Ballot Now	Optical scan
	eSlate	Electronic
<b>International Election Systems (IES)</b>	Shoup Model 2.5	Lever
	Shoup Model 3.2	Lever
<b>MicroVote General Corp.</b>	Infinity	Electronic
	MEMS	(unknown)
	MV-464	Electronic
<b>Peripheral Dynamics Inc. (PDI)</b>	PDI 6111 HT	Punch card
<b>R.F. Shoup Corp.</b> <i>Predecessor of Shoup Voting Solutions/AVS</i>	Shoup	Lever
	Shouptronic 1242	Electronic
<b>Sequoia Voting Systems</b> <i>Predecessor companies include Sequoia Pacific Voting Systems, Inc. and Automatic Voting Machine Corp.</i>	AVC Advantage	Electronic
	AVC Edge	Electronic
	AVM	Lever
	DataVote	Punch Card
	Optech Eagle	Optical scan
	Optech III-P	Optical scan
	Optech III-P Eagle	Optical scan
	Optech Insight	Optical scan
	Optech IV-C	Optical scan
	AVM Printomatic-30	Lever
<b>Triad Governmental Systems Inc.</b>	ELECTab	Punch Card
<b>Unilect Corp.</b>	Patriot	Electronic
<b>Votec Corp.</b>	Votomatic III-A	Punch card
	Votomatic III-P	Punch card
<b>Voting Technologies International (VTI)</b>	VoT Ware	Electronic
<b>Webb Systems</b>	BCCS 228	Punch card
	BCCS 312	Punch card
<b>(company unknown)</b>	Benton BC-1000	Punch card
	Documation	Punch card
	Documentation M-1000	Punch card
	Documentation M-200	Punch card
	Documentation M-600L	Punch card
	ETNet	Punch card

Only about half of the survey respondents provided the names of the manufacturers of voting systems used at the November 2004 election. The following table identifies the manufacturers and, in some instances, the distributors, of voting systems used by local election jurisdictions in 2004 and is sorted by the number of jurisdictions covered.

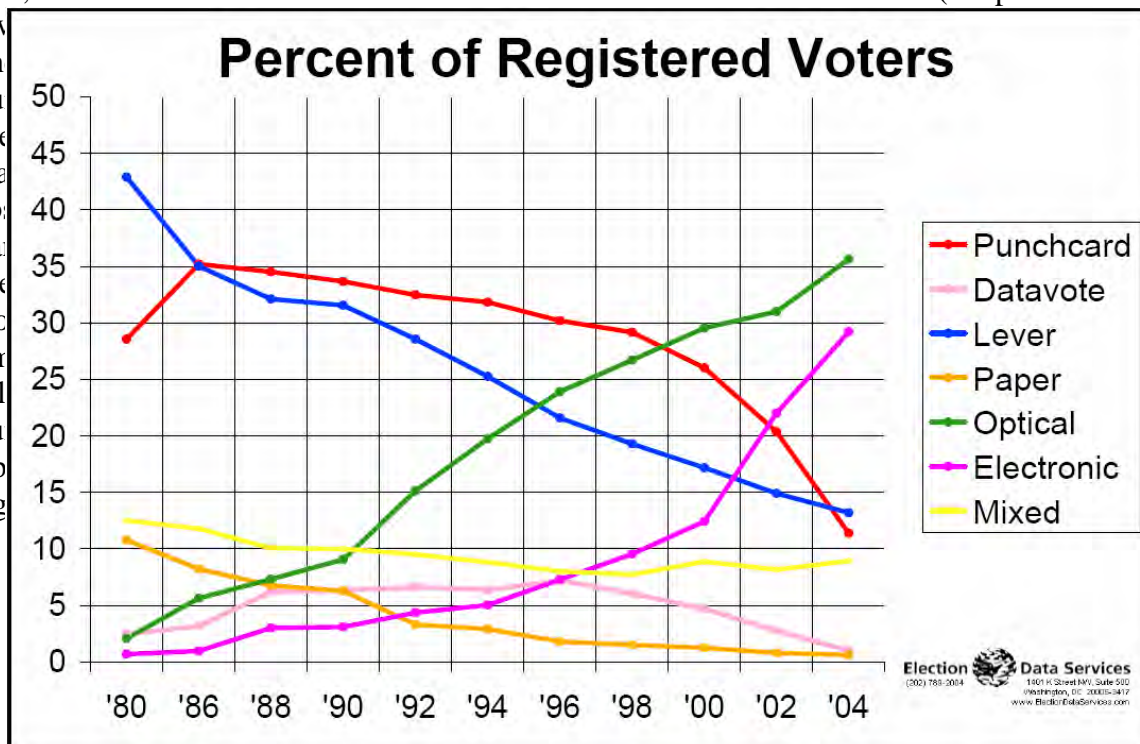
**Table 9b.**  
**Voting Equipment Manufacturers, November 2004 General Election**

Voting Equipment Manufacturer	Jurisdictions
ES&S (Election Systems & Software)	1,638
Diebold Election Systems	1,444
Danaher Controls	236
Sequoia Voting Systems (including AVM)	201
Fidlar	180
Microvote General Corp.	169
Advanced Voting Solutions (incl. R.F.Shoup)	44
IES (International Election Systems)	33
Hart InterCivic Inc.	25
Unilect Corp.	25
Webb Systems	9
DFM Associates	8
Triad Governmental Systems Inc. (Triad GSI)	7
Votec Corp.	3
AirMac Technologies Inc.	1
Computing Devices Canada (CDC)	1
Governmental Data Systems (GDS)	1
Peripheral Dynamics Inc. (PDI)	1
Voting Technologies International (VTI)	1
(Manufacturer not indicated)	3,970

## Historical Context

Prior to 1980, no one kept track of what kind of voting equipment was used in all jurisdictions in the United States. While state laws may provide some parameters for the type of voting equipment that is allowed in a state, the final decision has traditionally been left to local election administrators. In 1979, the Federal Election Commission's Office of Election Administration (the predecessor to the

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**Figure 9.2 Voting Equipment 1980–2004, Percent of Registered Voters**

For much of this country's history, voters have used paper ballots. As the country grew and became more urbanized, the task of counting paper ballots took longer. With the Industrial Revolution, a mechanical way was found to produce instantaneous election results—the lever machine. Mechanical lever machines were invented in the 1890s, and their use in elections grew rapidly over the next 70 years. Lever machines combined the casting, recording, and counting of votes in one apparatus. And it is interesting to note in light of the current controversy over electronic voting that for all those 70 years, voters were not receiving, nor were election officials counting, physical ballots.

Precincts then tended to be smaller in size because the high cost of lever machines prevented election officials from placing large numbers of these devices in each precinct. By the middle of the 20th century, the main source of polling place judges—housewives—had begun moving into the workforce. As a result of this loss in manpower (or womanpower), election officials looked to cutting the overall number of precincts and increasing the size of the remaining polling places. Punch card voting systems, first used in 1964, were a popular solution to this problem. Suburban and urban communities around the nation soon found that the cost of 10 punch card devices was similar to just two lever machines, allowing election officials to create larger precincts. While bigger counties began to adopt punch cards, smaller counties needed a solution that would allow them to continue to use paper ballots, but tally election results more quickly. This led to the development of optical scan devices for voting in the 1970s and 1980s.

With the advent of computers and the need to replace aging mechanical lever machines, the 1970s also saw the introduction of electronic voting systems. Early electronic voting devices looked much like lever machines, with push buttons replacing levers on a large panel. Newer DREs, resembling ATMs (automatic teller machines), had touch-screen panels and keypads for entering write-in votes. Voter preferences went directly into electronic storage, usually without a paper record of the voter's intent.

## **Survey Results**

Table 9 presents data on voting equipment usage from question 13 on the Election Day Survey. In the table, both the number of registered voters and the count of jurisdictions, using each of six different types of voting equipment (including multiple systems), is calculated. Because the EAC dataset is incomplete, a seventh category of "Unknown" is also shown. Because the information is so wide, the table spans multiple pages. The column headings in Table 9 are as follows:



**Table 9 Column Headings. Voting Equipment Usage**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	2004 Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of table 2
5	Number of Juris. Using Punch card Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of punch cards
6	% of Juris. Using Punch card Equipment	Number of jurisdictions using punch cards (col. 5) divided by the total number of election jurisdictions (col. 3)
7	Regis. in Juris. Using Punch card Equipment	Number of registered voters in jurisdictions that reported the use of punch cards
8	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of punch cards
9	% of Regis. Using Punch card Equipment	Number of registered voters in jurisdictions that reported the use of punch cards (col. 7) divided by the total number of registered voters (col. 3)
10	Number of Juris. Using Optical Scan Voting Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of optical scan equipment
11	% of Juris. Using Optical Scan Voting Equipment	Number of jurisdictions using optical scan equipment (col. 10) divided by the total number of election jurisdictions (col. 3)
12	Regis. in Juris. Using Optical Scan Voting Equipment	Number of registered voters in jurisdictions that reported the use of optical scan equipment
13	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of optical scan equipment
14	% of Regis. Using Optical Scan Voting Equipment	Number of registered voters in jurisdictions that reported the use of optical scan equipment (col. 12) divided by the total number of registered voters (col. 3)

**Table 9 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
15	Number of Juris. Using Electronic Voting Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of electronic equipment
16	% of Juris. Using Electronic Voting Equipment	Number of jurisdictions using electronic equipment (col. 15) divided by the total number of election jurisdictions (col. 3)
17	Regis. in Juris. Using Electronic Voting Equipment	Number of registered voters in jurisdictions that reported the use of electronic equipment
18	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of electronic equipment
19	% of Regis. Using Electronic Voting Equipment	Number of registered voters in jurisdictions that reported the use of electronic equipment (col. 17) divided by the total number of registered voters (col. 3)
20	Number of Juris. Using Lever Machine Voting Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of lever machines
21	% of Juris. Using Lever Machine Voting Equipment	Number of jurisdictions using lever machines (col. 20) divided by the total number of election jurisdictions (col. 3)
22	Regis. in Juris. Using Lever Machine Voting Equipment	Number of registered voters in jurisdictions that reported the use of lever machines
23	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of lever machines
24	% of Regis. Using Lever Machine Voting Equipment	Number of registered voters in jurisdictions that reported the use of lever machines (col. 24) divided by the total number of registered voters (col. 3)
25	Number of Juris. Using Paper Ballots Voting Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of paper ballots
26	( ) Extra line of space in this cell at top % of Juris. Using Paper Ballots Voting Equipment	Number of jurisdictions using paper ballots (col. 25) divided by the total number of election jurisdictions (col. 3)
27	Regis. in Juris. Using Paper Ballots Voting Equipment	Number of registered voters in jurisdictions that reported the use of paper ballots

**Table 9 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
28	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of paper ballots
29	% of Regis. Using Paper Ballots Voting Equipment	Number of registered voters in jurisdictions that reported the use of paper ballots (col. 27) divided by the total number of registered voters (col. 3)
30	Number of Juris. Using Mixed Voting Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of two or more types of voting equipment
31	% of Juris. Using Mixed Voting Equipment	Number of jurisdictions using two or more types of voting equipment (col. 30) divided by the total number of election jurisdictions (col. 3)
32	Regis. in Juris. Using Mixed Voting Equipment	Number of registered voters in jurisdictions that reported the use of two or more types of voting equipment
33	Cases	Number of jurisdictions that responded to survey question 1, that provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to question 13 and reported the use of two or more types of voting equipment
34	% of Regis. Using Mixed Voting Equipment	Number of registered voters in jurisdictions that reported the use of two or more types of voting equipment (col. 32) divided by the total number of registered voters (col. 3)
35	Number of Juris., Unknown (Not Reported)	Number of jurisdictions that responded to parts of survey question 13, but not the type of voting equipment used
36	% of Juris., Unknown (Not Reported)	Number of jurisdictions that responded to parts of survey question 13, but not the type of voting equipment used (col. 35) divided by the total number of election jurisdictions (col. 3)
37	Regis. in Juris., Unknown (Not Reported)	Number of registered voters in jurisdictions that responded to parts of survey question 13, but not the type of voting equipment used
38	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data; and jurisdictions that responded to parts of survey question 13, but not the type of voting equipment used
39	% of Regis., Unknown (Not Reported)	Number of registered voters in jurisdictions that parts of survey question 13, but not the type of voting equipment used (col. 37) divided by the total number of registered voters (col. 3)

## Analysis of Survey Results

The following is our analysis of the data in Table 3 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 9 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

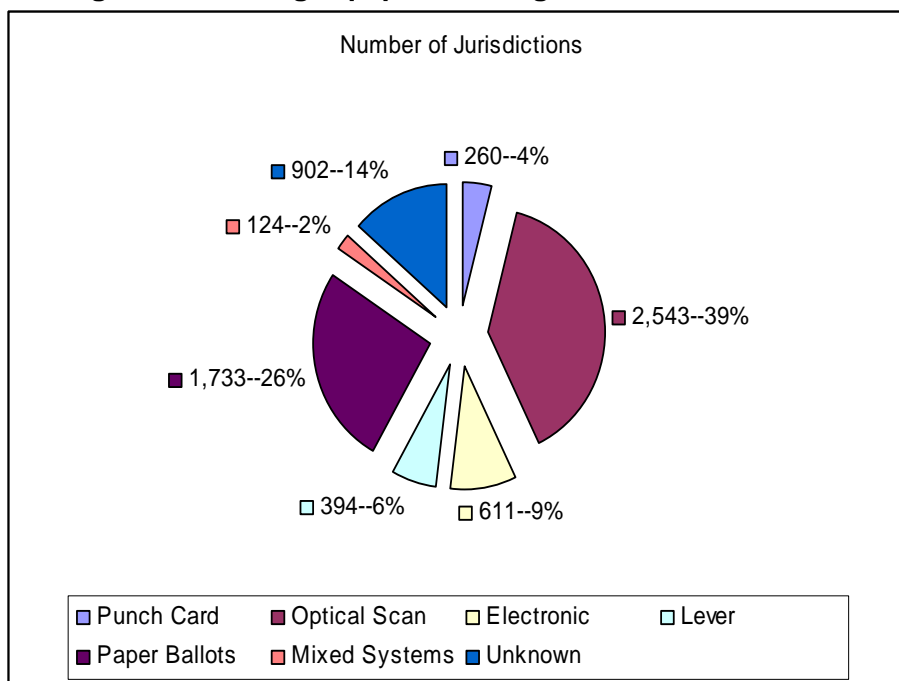
The EAC dataset shows the following nationwide characteristics of voting equipment usage in the 2004 general election. (See Table 9c below.) As noted previously, the information is not complete for nearly 14 percent of the jurisdictions in the nation, which covers more than four percent of the registered voters.

**Table 9c. Voting Equipment Usage, 2004 General Election**

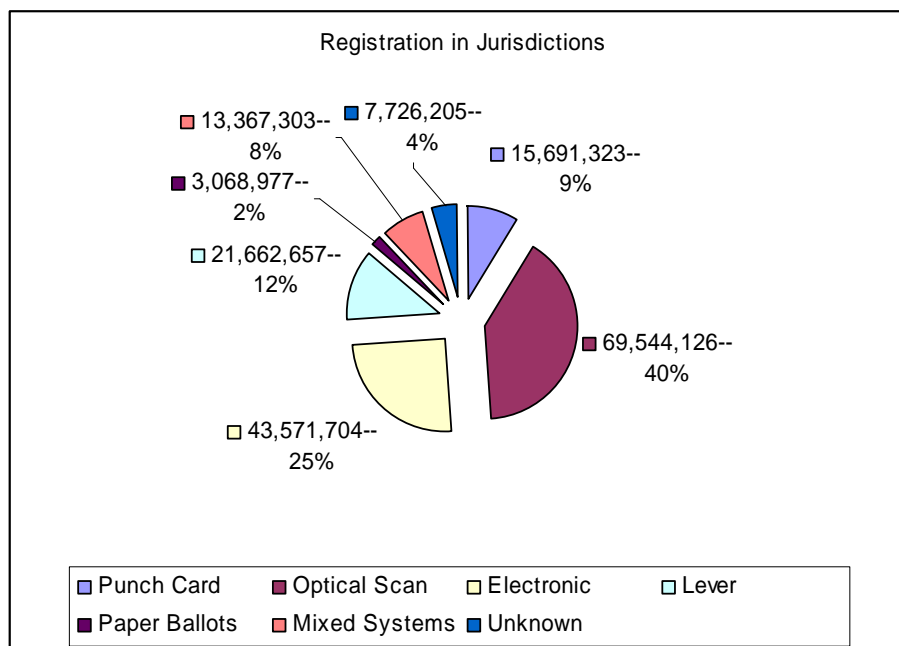
Type of Voting Equipment	Number of Jurisdictions	Percent of Jurisdictions	Registration in Jurisdictions	Cases	Percent of Registration
<b>Punch Card</b>	260	4.0	15,691,323	259	9.0
<b>Optical Scan</b>	2,543	38.7	69,544,126	2,525	39.8
<b>Electronic</b>	611	9.3	43,571,704	611	25.0
<b>Lever</b>	394	6.0	21,662,657	390	12.4
<b>Paper Ballots</b>	1,733	26.4	3,068,977	1,732	1.8
<b>Mixed Systems</b>	124	1.9	13,367,303	123	7.7
<b>Unknown</b>	902	13.7	7,726,205	759	4.4
<b>TOTAL</b>	6,567	100.0	174,632,295	6,399	100.0

The data in Table 9a is illustrated in the following charts:

**Figure 9.3. Voting Equipment Usage, 2004: Jurisdictions**



**Figure 9.4. Voting Equipment Usage, 2004: Registration**



Besides being incomplete, one of the most significant differences between the data published by Election Data Services and the EAC is the geographic structure used. While Election Data Services keeps its database at the jurisdiction level, for the purposes of mapping and publishing Election Data Services has traditionally shown data for counties. This has meant that for the New England states,

along with Michigan, Minnesota, and Wisconsin, there is a greater existence of “mixed” systems in the Election Data Services results, along with a corresponding decrease in the individual voting system types. This is because the jurisdiction data is summed to the county level. In these nine states voting-equipment purchase decisions have been traditionally made by individual townships. Election Data Services has independently verified that for jurisdictions in the nation over one-quarter still use paper ballots.

### *States*

While local jurisdictions have traditionally made the decision about what kind of voting equipment to purchase, more states have begun imposing a mandate that uniform equipment types be used. This was not the result of the 2000 *Bush v. Gore* court decision by the U.S. Supreme Court, but began years earlier in several states as a cost-savings strategic decision. The 2004 elections found 12 states and territories that had adopted uniform voting-equipment usage. The states and the voting equipment type used are: Optical scan—Alaska, Arizona, Oklahoma, Oregon, and Rhode Island; electronic—Delaware, Georgia, Maryland, and Nevada; lever machines— New York; and mixed systems—District of Columbia and Hawaii.

### *Regions*

The Midwest has the largest number of jurisdictions using punch cards, but punch cards account for just 18 percent of the registered voters in the region. A plurality of jurisdictions in the Midwest use optical scan voting systems. However, the greater percentage of registered voters using optical scan systems is in the West, where over 62 percent of the registered voters mark their ballots with a pencil or pen. Because of the state of Georgia’s recent adoption of electronic voting, the South has the largest usage of electronic voting systems in the country. A plurality of just over 41 percent of the registered voters in the South use electronic voting equipment. Lever machines still dominate the Northeast where over 55.4 percent of the registered voters in the region use lever devices, which were manufactured in the Northeast. Paper ballots are mainly split between the Midwest and the Northeast, but in either region they are used by less than 3.5 percent of the registered voters.

### *Urban to Rural*

Over 58 percent of the urban jurisdictions in this nation use optical scan voting systems, as do a plurality of the suburban and small town communities. A plurality of the rural jurisdictions in the nation use paper ballots, closely followed by optical scan systems. Due to the distribution of registered voters in rural communities, however, over 60 percent of rural registered voters have their ballots counted by optical scan systems.

### *Size of Jurisdiction*

The EAC data shows that the larger the size of a jurisdiction the more likely they are to be using electronic voting equipment. This has traditionally not been the case, as punch cards were almost exclusively used by large jurisdictions in this nation. Paper ballots are mainly concentrated in the smaller jurisdictions, with over 61 percent of the 1,761 jurisdictions that have under 1,000 voting age population (VAP) using pencil and pens, and presumably counting the ballots by hand. As jurisdictions grow in size they move to optical scan systems to ease the counting process. A clear majority of the jurisdictions that have between 3,500 and 50,000 VAP use optical scan devices.

### *Race and Ethnicity*

A plurality of the predominantly non-Hispanic White jurisdictions in this nation use optical scan technology, closely followed by electronic systems. On the other hand, nearly two-thirds of African American voters are casting their votes on electronic systems. Over two-thirds of voters in predominantly Native American and Hispanic communities use optical scan devices.

### *Median Income*

There appears to be a small relationship between income levels and the use of optical scan systems. The lower the income levels in a jurisdiction, the higher likelihood they will be using optical scan systems. Electronic machines are used to a greater degree in both the poorest and the wealthiest jurisdictions in the nation.

### *High School Education*

There does not appear to be a relationship between education levels and type of voting equipment used.

### *Section 203 Language Minority Requirements*

A majority of the jurisdictions covered by the Section 203 language minority requirements of the Voting Rights Act use optical scan voting systems. Due to the smaller size of these jurisdictions, however, they represent just a plurality of the registered voters.

### *Section 5 Preclearance of Voting Procedures*

A plurality of the jurisdictions and registered voters covered by Section 5 of the Voting Rights Act used optical scan devices in 2004, closely followed by electronic voting equipment.

### *Type of Voting Equipment*

Not applicable.

### *Changed Voting Equipment since 2000*

A plurality of the jurisdictions that changed voting equipment since 2000 went to optical scan systems.

### *Statewide Voter Registration Database*

No real patterns are discernible in this subcategory.

### *Election Day Registration*

A majority of registered voters in jurisdictions that allow Election Day registration are much more likely to use optical scan voting equipment.

### *Provisional Ballot Acceptance*

No real patterns are discernible in this subcategory.

### *No Excuse Absentee Balloting*

No real patterns are discernible in this subcategory.



### *Early Voting*

While a slight majority of registered voters who can utilize early voting procedures are using optical scan devices, there is a larger-than-average number that are also on electronic voting systems. Electronic voting systems are thought to be easier to manage in an early voting environment because they can maintain many different ballot styles in a jurisdiction. This would eliminate the need to keep lots of different paper ballots at each early-voting site.

### *Battleground States*

No real patterns are discernible in this subcategory, although electronic voting systems were more likely to be found in nonbattleground states.

### *Presidential Margin of Victory*

No real patterns are discernible in this subcategory.

### *Red versus Blue Jurisdictions*

No real patterns are discernible in this subcategory, although lever machines were more likely to be used in jurisdictions carried by Kerry than by Bush. On the other hand, jurisdictions using punch cards were much more likely to support Bush than Kerry.



Voting Equipment Usage

EAC Election Day Survey																			
Voting Equipment Usage 2004 General Election																			
Updated: 09/19/2005 13:06:28																			
Code	Name	Election Administration Jurisdictions	2004 Total Registration	Punchcard Voting Equipment (Inc.Datavote)				Optical Scan Voting Equipment				Electronic Voting Equipment				Cases	% of Regis Using	Cases	% of Regis Using
				Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	% of Regis Using				
01	Alabama	67	2,597,629					64	95.5	2,221,414	64	85.5	3	4.5	376,215	3	14.5		
02	Alaska	1	472,160					1	100.0	472,160	1	100.0							
04	Arizona	15	2,642,120					15	100.0	2,642,120	15	100.0							
05	Arkansas	75	1,699,934	7	9.3	280,764	7	16.5	47	62.7	829,822	47	48.8	5	6.7	89,867	5	5.3	
06	California	58	16,646,555	12	20.7	774,216	12	4.7	37	63.8	10,980,645	37	66.0	8	13.8	4,118,569	8	24.7	
08	Colorado	64	3,101,956	1	1.6	21,900	1	0.7	49	76.6	1,504,027	49	48.5	1	1.6	215,141	1	6.9	
09	Connecticut	169	1,831,567																
10	Delaware	3	553,917											3	100.0	553,917	3	100.0	
11	District of Columbia	1	383,919																
12	Florida	67	10,300,942					50	74.6	4,630,220	50	44.9	15	22.4	5,576,264	15	54.1		
13	Georgia	159	4,248,802										159	100.0	4,248,802	159	100.0		
15	Hawaii	5	647,238																
16	Idaho	44	915,637	14	31.8	551,753	14	60.3	14	31.8	293,988	14	32.1						
17	Illinois	110	7,195,882	41	37.3	3,914,460	40	54.4	69	62.7	3,281,422	64	45.6						
18	Indiana	92	4,296,602	17	18.5	605,253	17	14.1	31	33.7	1,580,818	31	36.8	43	46.7	2,090,436	43	48.7	
19	Iowa	99	2,226,721					84	84.8	1,978,431	83	88.8	14	14.1	225,295	14	10.1		
20	Kansas	105	1,695,457					81	77.1	1,007,154	81	59.4	3	2.9	612,845	3	36.1		
21	Kentucky	120	2,794,286					1	0.8	475,805	1	17.0	114	95.0	2,268,053	114	81.2		
22	Louisiana	64	2,932,142										14	21.9	1,602,769	14	54.7		
23	Maine	517	1,026,219					114	22.1	668,361	114	65.1							
24	Maryland	24	3,105,370										24	100.0	3,105,370	24	100.0		
25	Massachusetts	351	4,098,634					274	78.1	3,871,863	274	94.5							
26	Michigan	83	7,164,047	11	13.3	248,605	11	3.5	39	47.0	2,273,618	39	31.7	1	1.2	25,708	1	0.4	
27	Minnesota	87	2,977,496					61	70.1	2,401,604	61	80.7							
28	Mississippi	82	1,469,608	10	12.2	155,492	10	10.6	61	74.4	1,004,212	49	68.3	3	3.7	227,354	3	15.5	
29	Missouri	116	4,194,416	37	31.9	1,602,713	37	38.2	70	60.3	1,779,558	70	42.4						
30	Montana	56	638,474					36	64.3	598,780	36	93.8							
31	Nebraska	93	1,160,193					48	51.6	1,047,745	48	90.3							
32	Nevada	17	1,073,869										17	100.0	1,073,869	17	100.0		
33	New Hampshire	242	950,292					92	38.0	669,100	92	70.4							
34	New Jersey	21	5,011,693					1	4.8	63,528	1	1.3	15	71.4	3,645,764	15	72.7		
35	New Mexico	33	505,356																
36	New York	58	11,837,068																
37	North Carolina	100	5,526,981	5	5.0	430,452	5	7.8	44	44.0	2,388,318	44	43.2	38	38.0	2,364,967	38	42.8	
38	North Dakota	53	490,179					48	90.6	478,436	48	97.6							
39	Ohio	88	7,965,110	7	8.0	1,717,316	7	21.6					1	1.1	33,094	1	0.4		
40	Oklahoma	77	2,143,978					77	100.0	2,143,978	77	100.0							
41	Oregon	36	2,141,249					36	100.0	2,141,249	36	100.0							
42	Pennsylvania	67	8,366,455	11	16.4	990,366	11	11.8	24	35.8	935,731	24	11.2	8	11.9	2,271,503	8	27.2	
44	Rhode Island	39	707,234					39	100.0	707,234	39	100.0							
45	South Carolina	46	2,318,235	1	2.2	57,612	1	2.5	9	19.6	258,813	9	11.2	36	78.3	2,001,810	36	86.4	
46	South Dakota	66	502,261					50	75.8	467,228	50	93.0							
47	Tennessee	95	3,748,235	20	21.1	393,135	20	10.5	11	11.6	358,016	11	9.6	48	50.5	2,726,843	48	72.8	
48	Texas	254	13,098,329	9	3.5	781,376	9	6.0	142	55.9	6,051,164	142	46.2	4	1.6	132,930	4	1.0	
49	Utah	29	1,278,912	23	79.3	1,257,684	23	98.3	2	6.9	16,103	2	1.3						
50	Vermont	246	444,508					68	27.6	292,211	68	65.7							
51	Virginia	134	4,515,675	4	3.0	752,780	4	16.7	34	25.4	997,757	34	22.1	26	19.4	270,161	26	6.0	
53	Washington	39	3,508,208	13	33.3	774,622	13	22.1	23	59.0	2,277,991	23	64.9	2	5.1	103,357	2	2.9	
54	West Virginia	55	1,168,694	12	21.8	421,626	12	36.1	28	50.9	480,334	28	41.1	2	3.6	101,807	2	8.7	
55	Wisconsin	1,910	4,179,774					554	29.0	2,750,246	554	65.8							
56	Wyoming	23	273,950	5	21.7	35,422	5	12.9	13	56.5	177,424	13	64.8	1	4.3	5,975	1	2.2	
60	American Samoa	1																	
66	Guam	1																	
72	Puerto Rico	110	2,440,131																
78	Virgin Islands	1	50,731																
Total		6,568	177,265,030	260	4.0	15,767,547	259	8.9	2,541	38.7	69,198,628	2,523	39.0	608	9.3	40,068,685	608	22.6	
Maximum		1,910	16,646,555	41	79.3	3,914,460	40	98.3	554	100.0	10,980,645	554	100.0	159	100.0	5,576,264	159	100.0	
Average		119	3,344,623	13	19.6	788,377	12	22.5	63	56.6	1,729,965	63	58.7	22	34.1	1,484,025	22	39.8	
Minimum		1	50,731	1	1.6	21,900	1	0.7	1	0.8	16,103	1	1.3	1	1.1	5,975	1	0.4	

Voting Equipment Usage

EAC Election Day Survey																			
Voting Equipment Usage 2004 General Election																			
Updated: 09/19/2005 13:06:28			Election Administration Jurisdictions	2004 Total Registration	Punchcard Voting Equipment (Inc.Datavote)					Optical Scan Voting Equipment					Electronic Voting Equipment				
Code	Name	Number of Juris. Using			% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	
Election Administration																			
Voting Equipment Used in 2004 General Election																			
	None / Unknown	908	14,484,493																
	Punch card	260	15,767,547	260	100.0	15,767,547	259	100.0											
	Lever	394	21,662,619																
	Paper	1,734	3,085,167																
	Optical scan	2,541	69,198,628						2,541	100.0	69,198,628	2,523	100.0						
	Electronic	608	40,068,685											608	100.0	40,068,685	608	100.0	
	Multiple Systems	123	12,997,891																
Changed Voting Equipment Since 2000 General Election																			
	Yes	1,753	51,149,755	1	0.1	27,633	1	0.1	624	35.6	20,735,348	621	40.5	311	17.7	22,326,704	311	43.6	
	No	4,815	126,115,275	259	5.4	15,739,914	258	12.5	1,917	39.8	48,463,280	1,902	38.4	297	6.2	17,741,981	297	14.1	
State Wide Voter Registration System in Place																			
	Yes	1,335	37,384,852	24	1.8	727,843	24	1.9	555	41.6	15,487,523	555	41.4	329	24.6	10,802,866	329	28.9	
	No	5,233	139,880,178	236	4.5	15,039,704	235	10.8	1,986	38.0	53,711,105	1,968	38.4	279	5.3	29,265,819	279	20.9	
Election Day Registration																			
	Yes	2,823	10,323,368	19	0.7	587,175	19	5.7	848	30.0	6,960,723	848	67.4	1	0.0	5,975	1	0.1	
	No	3,745	166,941,662	241	6.4	15,180,372	240	9.1	1,693	45.2	62,237,905	1,675	37.3	607	16.2	40,062,710	607	24.0	
Provisional Ballot Acceptance																			
	In Overall Jurisdiction	1,162	65,077,741	113	9.7	8,444,464	112	13.0	454	39.1	28,469,033	449	43.7	262	22.5	18,674,262	262	28.7	
	In Precinct Only	4,350	103,336,604	133	3.1	6,771,330	133	6.6	1,758	40.4	36,218,106	1,745	35.0	346	8.0	21,394,423	346	20.7	
	None	1,056	8,850,685	14	1.3	551,753	14	6.2	329	31.2	4,511,489	329	51.0						
No Excuse Absentee Balloting																			
	Yes	3,781	64,333,790	73	1.9	3,846,049	73	6.0	1,408	37.2	36,815,566	1,407	57.2	113	3.0	15,899,051	113	24.7	
	No	2,787	112,931,240	187	6.7	11,921,498	186	10.6	1,133	40.7	32,383,062	1,116	28.7	495	17.8	24,169,634	495	21.4	
Early Voting Allowed																			
	Yes	1,701	73,710,075	85	5.0	3,690,644	85	5.0	845	49.7	37,307,228	844	50.6	315	18.5	21,493,174	315	29.2	
	No	4,867	103,554,955	175	3.6	12,076,903	174	11.7	1,696	34.8	31,891,400	1,679	30.8	293	6.0	18,575,511	293	17.9	
Covered By Section 203, Language Minority Requirements																			
	Yes	468	50,756,496	27	5.8	4,613,175	27	9.1	251	53.6	22,390,647	249	44.1	31	6.6	12,116,042	31	23.9	
	No	6,100	126,508,534	233	3.8	11,154,372	232	8.8	2,290	37.5	46,807,981	2,274	37.0	577	9.5	27,952,643	577	22.1	
Covered By Section 5 of Voting Rights Act																			
	Yes	880	40,868,855	27	3.1	1,874,506	27	4.6	353	40.1	18,254,084	341	44.7	262	29.8	10,617,913	262	26.0	
	No	5,688	136,396,175	233	4.1	13,893,041	232	10.2	2,188	38.5	50,944,544	2,182	37.4	346	6.1	29,450,772	346	21.6	

# Voting Equipment Usage

EAC Election Day Survey																			
Voting Equipment Usage 2004 General Election																			
Updated: 09/19/2005 13:06:28		Election Administration Jurisdictions	2004 Total Registration	Punchcard Voting Equipment (Inc.Datavote)					Optical Scan Voting Equipment					Electronic Voting Equipment					
Code	Name			Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	
Demographics																			
Region																			
	Northeast	1,710	34,273,670	11	0.6	990,366	11	2.9	612	35.8	7,208,028	612	21.0	23	1.3	5,917,267	23	17.3	
	South	1,423	62,606,676	68	4.8	3,273,237	68	5.2	568	39.9	21,839,853	556	34.9	494	34.7	25,647,129	494	41.0	
	Midwest	2,902	44,048,138	113	3.9	8,088,347	112	18.4	1,135	39.1	19,046,260	1,129	43.2	62	2.1	2,987,378	62	6.8	
	West	420	33,845,684	68	16.2	3,415,597	68	10.1	226	53.8	21,104,487	226	62.4	29	6.9	5,516,911	29	16.3	
	Territories	113	2,490,862																
Urban to Rural																			
	Urban	567	63,441,314	10	1.8	5,195,813	10	8.2	330	58.2	17,979,273	329	28.3	38	6.7	15,868,156	38	25.0	
	Suburban	871	47,552,530	24	2.8	3,975,627	24	8.4	372	42.7	20,938,869	371	44.0	85	9.8	11,784,936	85	24.8	
	Small Towns	1,710	44,193,768	99	5.8	4,824,574	99	10.9	706	41.3	18,438,749	699	41.7	289	16.9	10,571,934	289	23.9	
	Rural	3,307	19,586,556	127	3.8	1,771,533	126	9.0	1,133	34.3	11,841,737	1,124	60.5	196	5.9	1,843,659	196	9.4	
	Not Available - Territories	113	2,490,862																
Size of Jurisdiction (VAP)																			
	< 1,000	1,761	895,006	1	0.1	827	1	0.1	209	11.9	137,299	209	15.3	1	0.1	736	1	0.1	
	>=1,000 to <3,500	1,165	2,182,148	3	0.3	7,143	3	0.3	461	39.6	975,345	461	44.7	13	1.1	24,032	13	1.1	
	>=3,500 to <10,000	1,043	5,966,645	35	3.4	226,982	35	3.8	660	63.3	3,906,979	658	65.5	99	9.5	550,974	99	9.2	
	>=10,000 to <50,000	1,704	31,472,681	144	8.5	2,768,910	143	8.8	894	52.5	16,102,523	880	51.2	316	18.5	5,839,638	316	18.6	
	>=50,000 to <250,000	586	48,992,270	62	10.6	5,973,481	62	12.2	261	44.5	21,063,275	259	43.0	129	22.0	10,865,210	129	22.2	
	>=250,000 to <1,000,000	140	51,396,493	13	9.3	3,995,944	13	7.8	50	35.7	17,260,253	50	33.6	42	30.0	15,083,561	42	29.3	
	>=1,000,000	25	33,867,508	2	8.0	2,794,260	2	8.3	6	24.0	9,752,954	6	28.8	8	32.0	7,704,534	8	22.7	
	Not Available	144	2,492,279																
Race and Ethnicity																			
	Predominantly NH White	6,264	163,662,585	255	4.1	15,677,318	254	9.6	2,469	39.4	63,432,043	2,452	38.8	574	9.2	37,073,907	574	22.7	
	Predominantly NH Black	85	3,098,023	3	3.5	28,140	3	0.9	32	37.6	462,280	31	14.9	33	38.8	1,935,977	33	62.5	
	Predominantly NH Native America	24	231,022						8	33.3	160,842	8	69.6						
	Predominantly Hispanic	50	7,749,995	2	4.0	62,089	2	0.8	31	62.0	5,112,337	31	66.0	1	2.0	1,058,801	1	13.7	
	Not Available	145	2,523,405						1	0.7	31,126	1	1.2						
Median Income																			
	< \$25,000	298	2,504,552	9	3.0	146,663	9	5.9	97	32.6	1,174,509	94	46.9	51	17.1	609,035	51	24.3	
	>=\$25,000 to <\$30,000	884	8,917,739	32	3.6	464,409	32	5.2	336	38.0	4,714,613	328	52.9	103	11.7	1,678,692	103	18.8	
	>=\$30,000 to <\$35,000	1,372	22,970,583	87	6.3	2,554,699	87	11.1	519	37.8	10,417,047	515	45.3	156	11.4	5,448,876	156	23.7	
	>=\$35,000 to <\$40,000	1,215	40,443,694	59	4.9	3,856,011	59	9.5	443	36.5	13,707,610	442	33.9	136	11.2	8,768,137	136	21.7	
	>=\$40,000 to <\$45,000	881	37,780,840	34	3.9	2,571,994	33	6.8	297	33.7	15,201,261	295	40.2	70	7.9	7,971,347	70	21.1	
	>=\$45,000 to <\$50,000	587	21,218,675	24	4.1	4,410,311	24	20.8	235	40.0	9,042,023	235	42.6	35	6.0	3,371,104	35	15.9	
	>=\$50,000	1,180	40,936,586	15	1.3	1,763,460	15	4.3	613	51.9	14,941,560	613	36.5	57	4.8	12,221,494	57	29.9	
	Not Available	151	2,492,361						1	0.7	5	1	0.0						
High School Education																			
	< 60%	126	1,817,027	5	4.0	115,008	5	6.3	45	35.7	1,045,034	44	57.5	41	32.5	408,271	41	22.5	
	>=60% to <70%	661	14,944,978	31	4.7	532,902	31	3.6	240	36.3	8,476,106	234	56.7	170	25.7	3,804,544	170	25.5	
	>=70% to <80%	1,646	49,285,773	92	5.6	5,466,980	92	11.1	576	35.0	13,908,277	567	28.2	222	13.5	12,632,128	222	25.6	
	>=80% to <90%	3,111	93,198,279	121	3.9	8,509,648	120	9.1	1,243	40.0	36,753,772	1,241	39.4	164	5.3	21,221,352	164	22.8	
	>=90%	873	15,495,512	11	1.3	1,143,009	11	7.4	435	49.8	8,984,308	435	58.0	11	1.3	2,002,390	11	12.9	
	Not Available	151	2,523,461						2	1.3	31,131	2	1.2						

Voting Equipment Usage

EAC Election Day Survey																				
Voting Equipment Usage 2004 General Election																				
Updated: 09/19/2005 13:06:28			Election Administration Jurisdictions	Punchcard Voting Equipment (Inc.Datavote)					Optical Scan Voting Equipment					Electronic Voting Equipment						
Code	Name	2004 Total Registration		Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using		
Political																				
Battleground States in 2004 Presidential Election																				
	Yes	3,093	64,166,639	99	3.2	6,057,912	99	9.4	1,172	37.9	27,294,051	1,171	42.5	66	2.1	9,715,905	66	15.1		
	No	3,475	113,098,391	161	4.6	9,709,635	160	8.6	1,369	39.4	41,904,577	1,352	37.1	542	15.6	30,352,780	542	26.8		
Margin of Victory in 2004 Presidential Election																				
	< 2.5%	515	15,923,548	18	3.5	1,217,452	17	7.6	181	35.1	6,963,692	180	43.7	28	5.4	1,946,553	28	12.2		
	>=2.5% to < 5.0%	476	11,133,130	15	3.2	1,232,658	15	11.1	165	34.7	2,717,448	163	24.4	28	5.9	3,261,269	28	29.3		
	>=5.0% to < 7.5%	510	13,830,932	16	3.1	1,110,078	16	8.0	186	36.5	6,074,021	186	43.9	34	6.7	3,246,652	34	23.5		
	>=7.5% to < 10.0 %	429	8,833,490	12	2.8	688,354	12	7.8	162	37.8	3,090,070	161	35.0	20	4.7	1,396,536	20	15.8		
	>=10.0 %	4,492	125,044,988	199	4.4	11,519,005	199	9.2	1,846	41.1	50,352,770	1,832	40.3	498	11.1	30,217,675	498	24.2		
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																				
	Bush > 55%	3,115	68,178,580	181	5.8	7,275,285	181	10.7	1,306	41.9	30,438,890	1,293	44.6	434	13.9	18,299,892	434	26.8		
	Bush 50% to 55%	982	26,682,203	31	3.2	2,675,461	31	10.0	365	37.2	10,989,946	365	41.2	66	6.7	3,788,160	66	14.2		
	Bush < 50%	136	2,041,746	6	4.4	263,733	6	12.9	35	25.7	334,073	34	16.4	7	5.1	856,569	7	42.0		
	Kerry < 50%	150	4,850,492 <td>1</td> <td>0.7</td> <td>79,335</td> <td>1</td> <td>1.6</td> <td>48</td> <td>32.0</td> <td>2,213,925</td> <td>48</td> <td>45.6</td> <td>3</td> <td>2.0</td> <td>148,377</td> <td>3</td> <td>3.1</td>	1	0.7	79,335	1	1.6	48	32.0	2,213,925	48	45.6	3	2.0	148,377	3	3.1		
	Kerry 50% to 55%	872	23,160,396	25	2.9	1,261,687	24	5.4	323	37.0	7,455,340	320	32.2	41	4.7	5,507,850	41	23.8		
	Kerry > 55%	1,161	49,846,628	16	1.4	4,212,046	16	8.5	462	39.8	17,763,711	461	35.6	57	4.9	11,467,837	57	23.0		
	Tied	25	14,032						2	8.0	2,743	2	19.5							

## Voting Equipment Usage

EAC Election Day Survey																				Cases = Number of Jurisdictions Reporting Subject Matter			
Voting Equipment Usage 2004 General Ele																							
Updated: 09/19/2005 13:06:28		Election Administration Jurisdictions	2004 Total Registration	Lever Machine Voting Equipment					Paper Ballots Voting Equipment					Mixed Voting Equipment					Unknown (Not Reported)				
Code	Name			Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris.	% of Juris.	Regis in Juris.	Cases	% of Regis
01	Alabama	67	2,597,629																				
02	Alaska	1	472,160																				
04	Arizona	15	2,642,120																				
05	Arkansas	75	1,699,934	5	6.7	106,474	5	6.3	9	12.0	71,273	9	4.2	2	2.7	321,734	2	18.9					
06	California	58	16,646,555											1	1.7	773,125	1	4.6					
08	Colorado	64	3,101,956						7	10.9	11,563	7	0.4	6	9.4	1,349,325	6	43.5					
09	Connecticut	169	1,831,567	169	100.0	1,831,567	169	100.0															
10	Delaware	3	553,917																				
11	District of Columbia	1	383,919											1	100.0	383,919	1	100.0					
12	Florida	67	10,300,942											2	3.0	94,458	2	0.9					
13	Georgia	159	4,248,802																				
15	Hawaii	5	647,238											5	100.0	647,238	4	100.0					
16	Idaho	44	915,637						16	36.4	69,896	16	7.6										
17	Illinois	110	7,195,882																				
18	Indiana	92	4,296,602	1	1.1	20,095	1	0.5															
19	Iowa	99	2,226,721	1	1.0	22,995	1	1.0															
20	Kansas	105	1,695,457						20	19.0	53,839	20	3.2	1	1.0	21,619	1	1.3					
21	Kentucky	120	2,794,286	1	0.8	15,903	1	0.6						4	3.3	34,525	4	1.2					
22	Louisiana	64	2,932,142	50	78.1	1,329,373	50	45.3															
23	Maine	517	1,026,219						385	74.5	346,866	385	33.8					18	3.5	10,992	18	1.1	
24	Maryland	24	3,105,370																				
25	Massachusetts	351	4,098,634						71	20.2	99,947	71	2.4					6	1.7	126,824	6	3.1	
26	Michigan	83	7,164,047	2	2.4	22,692	2	0.3						30	36.1	4,593,424	30	64.1					
27	Minnesota	87	2,977,496						7	8.0	27,951	7	0.9	19	21.8	547,941	19	18.4					
28	Mississippi	82	1,469,608	8	9.8	82,550	4	5.6															
29	Missouri	116	4,194,416						9	7.8	812,145	9	19.4										
30	Montana	56	638,474						20	35.7	39,694	20	6.2										
31	Nebraska	93	1,160,193						45	48.4	112,448	45	9.7										
32	Nevada	17	1,073,869																				
33	New Hampshire	242	950,292						145	59.9	281,020	145	29.6					5	2.1	172	4	0.0	
34	New Jersey	21	5,011,693	5	23.8	1,302,401	5	26.0															
35	New Mexico	33	505,356															33	100.0	505,356	20	100.0	
36	New York	58	11,837,068	58	100.0	11,837,068	58	100.0															
37	North Carolina	100	5,526,981	3	3.0	41,289	3	0.7	3	3.0	12,562	3	0.2	7	7.0	289,393	7	5.2					
38	North Dakota	53	490,179						5	9.4	11,743	5	2.4										
39	Ohio	88	7,965,110															80	90.9	6,214,700	80	78.0	
40	Oklahoma	77	2,143,978																				
41	Oregon	36	2,141,249																				
42	Pennsylvania	67	8,366,455	20	29.9	4,022,724	20	48.1	2	3.0	48,190	2	0.6	2	3.0	97,941	2	1.2					
44	Rhode Island	39	707,234																				
45	South Carolina	46	2,318,235																				
46	South Dakota	66	502,261						16	24.2	35,033	16	7.0										
47	Tennessee	95	3,748,235	8	8.4	80,243	8	2.1						8	8.4	189,998	8	5.1					
48	Texas	254	13,098,329	2	0.8	209,197	2	1.6	88	34.6	341,961	88	2.6	3	1.2	1,317,280	3	10.1	6	2.4	4,264,421	6	32.6
49	Utah	29	1,278,912						4	13.8	5,125	4	0.4										
50	Vermont	246	444,508						177	72.0	151,384	177	34.1					1	0.4	913	1	0.2	
51	Virginia	134	4,515,675	38	28.4	544,663	38	12.1						30	22.4	1,940,815	30	43.0	2	1.5	9,499	2	0.2
53	Washington	39	3,508,208											1	2.6	352,238	1	10.0					
54	West Virginia	55	1,168,694	3	5.5	79,517	3	6.8	10	18.2	85,410	10	7.3										
55	Wisconsin	1,910	4,179,774	17	0.9	101,657	17	2.4	695	36.4	467,117	694	11.2					644	33.7	860,754	629	20.6	
56	Wyoming	23	273,950	3	13.0	12,211	3	4.5						1	4.3	42,918	1	15.7					
60	American Samoa	1																1	100.0				
66	Guam	1																1	100.0				
72	Puerto Rico	110	2,440,131															110	100.0	2,440,131	110	100.0	
78	Virgin Islands	1	50,731															1	100.0	50,731	1	100.0	
Total		6,568	177,265,030	394	6.0	21,662,619	390	12.2	1,734	26.4	3,085,167	1,733	1.7	123	1.9	12,997,891	122	7.3	908	13.8	14,484,493	877	8.2
Maximum		1,910	16,646,555	169	100.0	11,837,068	169	100.0	695	74.5	812,145	694	34.1	30	100.0	4,593,424	30	100.0	644	100.0	6,214,700	629	100.0
Average		119	3,444,623	21	23.0	1,203,478	21	20.2	86	27.4	154,258	86	9.2	7	19.3	764,581	7	26.1	69	48.9	1,316,772	79	39.6
Minimum		1	50,731	1	0.8	12,211	1	0.3	2	3.0	5,125	2	0.2	1	1.0	21,619	1	0.9	1	0.4	172	1	0.0

### Voting Equipment Usage

EAC Election Day Survey																			Cases = Number of Jurisdictions Reporting Subject Matter				
Voting Equipment Usage 2004 General Ele																							
Updated: 09/19/2005 13:06:28			Election Administration Jurisdictions	2004 Total Registration	Lever Machine Voting Equipment				Paper Ballots Voting Equipment				Mixed Voting Equipment				Unknown (Not Reported)						
Code	Name	Number of Juris. Using			% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris.	% of Juris.	Regis in Juris.	Cases	% of Regis
Election Administration																							
Voting Equipment Used in 2004 General Election																							
	None / Unknown	908	14,484,493															908	100.0	14,484,493	877	100.0	
	Punch card	260	15,767,547																				
	Lever	394	21,662,619	394	100.0	21,662,619	390	100.0															
	Paper	1,734	3,085,167						1,734	100.0	3,085,167	1,733	100.0										
	Optical scan	2,541	69,198,628																				
	Electronic	608	40,068,685																				
	Multiple Systems	123	12,997,891											123	100.0	12,997,891	122	100.0					
Changed Voting Equipment Since 2000 General Election																							
	Yes	1,753	51,149,755	42	2.4	452,951	42	0.9	455	26.0	462,719	455	0.9	35	2.0	2,006,317	35	3.9	285	16.3	5,138,083	281	10.0
	No	4,815	126,115,275	352	7.3	21,209,668	348	16.8	1,279	26.6	2,622,448	1,278	2.1	88	1.8	10,991,574	87	8.7	623	12.9	9,346,410	596	7.4
State Wide Voter Registration System in Place																							
	Yes	1,335	37,384,852	225	16.9	3,279,052	225	8.8	104	7.8	248,341	104	0.7	59	4.4	6,207,047	58	16.6	39	2.9	632,180	26	1.7
	No	5,233	139,880,178	169	3.2	18,383,567	165	13.1	1,630	31.1	2,836,826	1,629	2.0	64	1.2	6,790,844	64	4.9	869	16.6	13,852,313	851	9.9
Election Day Registration																							
	Yes	2,823	10,323,368	20	0.7	113,868	20	1.1	1,248	44.2	1,192,850	1,247	11.6	20	0.7	590,859	20	5.7	667	23.6	871,918	651	8.4
	No	3,745	166,941,662	374	10.0	21,548,751	370	12.9	486	13.0	1,892,317	486	1.1	103	2.8	12,407,032	102	7.4	241	6.4	13,612,575	226	8.2
Provisional Ballot Acceptance																							
	In Overall Jurisdiction	1,162	65,077,741	78	6.7	5,499,860	78	8.5	202	17.4	300,097	202	0.5	19	1.6	3,183,756	19	4.9	34	2.9	506,269	21	0.8
	In Precinct Only	4,350	103,336,604	316	7.3	16,162,759	312	15.6	974	22.4	2,047,594	973	2.0	85	2.0	9,266,194	84	9.0	738	17.0	11,476,198	723	11.1
	None	1,056	8,850,685						558	52.8	737,476	558	8.3	19	1.8	547,941	19	6.2	136	12.9	2,502,026	133	28.3
No Excuse Absentee Balloting																							
	Yes	3,781	64,333,790	74	2.0	1,507,525	74	2.3	1,393	36.8	1,317,270	1,392	2.0	24	0.6	3,570,314	23	5.5	696	18.4	1,378,015	668	2.1
	No	2,787	112,931,240	320	11.5	20,155,094	316	17.8	341	12.2	1,767,897	341	1.6	99	3.6	9,427,577	99	8.3	212	7.6	13,106,478	209	11.6
Early Voting Allowed																							
	Yes	1,701	73,710,075	25	1.5	551,926	25	0.7	355	20.9	849,325	355	1.2	36	2.1	5,047,088	35	6.8	40	2.4	4,770,690	27	6.5
	No	4,867	103,554,955	369	7.6	21,110,693	365	20.4	1,379	28.3	2,235,842	1,378	2.2	87	1.8	7,950,803	87	7.7	868	17.8	9,713,803	850	9.4
Covered By Section 203, Language Minority Requirements																							
	Yes	468	50,756,496	15	3.2	3,456,411	15	6.8	97	20.7	374,141	97	0.7	8	1.7	3,036,303	8	6.0	39	8.3	4,769,777	26	9.4
	No	6,100	126,508,534	379	6.2	18,206,208	375	14.4	1,637	26.8	2,711,026	1,636	2.1	115	1.9	9,961,588	114	7.9	869	14.2	9,714,716	851	7.7
Covered By Section 5 of Voting Rights Act																							
	Yes	880	40,868,855	100	11.4	2,195,885	96	5.4	94	10.7	350,135	94	0.9	35	4.0	3,302,379	35	8.1	9	1.0	4,273,953	9	10.5
	No	5,688	136,396,175	294	5.2	19,466,734	294	14.3	1,640	28.8	2,735,032	1,639	2.0	88	1.5	9,695,512	87	7.1	899	15.8	10,210,540	868	7.5

## Voting Equipment Usage

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Voting Equipment Usage 2004 General Ele																							
Updated: 09/19/2005 13:06:28			Election Administration Jurisdictions	2004 Total Registration	Lever Machine Voting Equipment				Paper Ballots Voting Equipment				Mixed Voting Equipment				Unknown (Not Reported)						
Code	Name	Number of Juris. Using			% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris.	% of Juris.	Regis in Juris.	Cases	% of Regis
Demographics																							
Region																							
	Northeast	1,710	34,273,670	252	14.7	18,993,760	252	55.4	780	45.6	927,407	780	2.7	2	0.1	97,941	2	0.3	30	1.8	138,901	29	0.4
	South	1,423	62,606,676	118	8.3	2,489,209	114	4.0	110	7.7	511,206	110	0.8	57	4.0	4,572,122	57	7.3	8	0.6	4,273,920	8	6.8
	Midwest	2,902	44,048,138	21	0.7	167,439	21	0.4	797	27.5	1,520,276	796	3.5	50	1.7	5,162,984	50	11.7	724	24.9	7,075,454	709	16.1
	West	420	33,845,684	3	0.7	12,211	3	0.0	47	11.2	126,278	47	0.4	14	3.3	3,164,844	13	9.4	33	7.9	505,356	20	1.5
	Territories	113	2,490,862																113	100.0	2,490,862	111	100.0
Urban to Rural																							
	Urban	567	63,441,314	64	11.3	11,240,397	64	17.7	31	5.5	809,080	31	1.3	17	3.0	6,518,934	17	10.3	77	13.6	5,829,661	77	9.2
	Suburban	871	47,552,530	100	11.5	5,290,987	100	11.1	162	18.6	225,664	162	0.5	11	1.3	2,324,729	11	4.9	117	13.4	3,011,718	115	6.3
	Small Towns	1,710	44,193,768	144	8.4	4,144,075	142	9.4	262	15.3	524,705	262	1.2	53	3.1	3,233,594	53	7.3	157	9.2	2,456,137	146	5.6
	Rural	3,307	19,586,556	86	2.6	987,160	84	5.0	1,279	38.7	1,525,718	1,278	7.8	42	1.3	920,634	41	4.7	444	13.4	696,115	428	3.6
	Not Available - Territories	113	2,490,862																113	100.0	2,490,862	111	100.0
Size of Jurisdiction (VAP)																							
	< 1,000	1,761	895,006	8	0.5	3,604	8	0.4	1,081	61.4	534,821	1,081	59.8	1	0.1				460	26.1	217,719	457	24.3
	>=1,000 to <3,500	1,165	2,182,148	42	3.6	73,913	42	3.4	495	42.5	847,878	495	38.9	1	0.1	2,214	1	0.1	150	12.9	251,623	149	11.5
	>=3,500 to <10,000	1,043	5,966,645	82	7.9	435,793	81	7.3	117	11.2	574,709	117	9.6	13	1.2	83,824	13	1.4	37	3.5	187,384	34	3.1
	>=10,000 to <50,000	1,704	31,472,681	181	10.6	3,314,539	178	10.5	30	1.8	390,131	30	1.2	56	3.3	1,224,175	56	3.9	83	4.9	1,832,765	78	5.8
	>=50,000 to <250,000	586	48,992,270	62	10.6	5,074,639	62	10.4						38	6.5	3,231,961	38	6.6	34	5.8	2,783,704	32	5.7
	>=250,000 to <1,000,000	140	51,396,493	16	11.4	6,417,596	16	12.5	1	0.7	736,709	1	1.4	11	7.9	5,038,913	11	9.8	7	5.0	2,863,517	6	5.6
	>=1,000,000	25	33,867,508	3	12.0	6,342,535	3	18.7						3	12.0	3,416,804	3	10.1	3	12.0	3,856,421	3	11.4
	Not Available	144	2,492,279						10	6.9	919	9	0.0						134	93.1	2,491,360	118	100.0
Race and Ethnicity																							
	Predominantly NH White	6,264	163,662,585	379	6.1	21,472,098	378	13.1	1,710	27.3	3,058,990	1,710	1.9	120	1.9	12,472,076	119	7.6	757	12.1	10,476,153	747	6.4
	Predominantly NH Black	85	3,098,023	14	16.5	145,811	11	4.7						3	3.5	525,815	3	17.0					
	Predominantly NH Native America	24	231,022						11	45.8	16,248	11	7.0						5	20.8	53,932	5	23.3
	Predominantly Hispanic	50	7,749,995	1	2.0	44,710	1	0.6	3	6.0	9,010	3	0.1						12	24.0	1,463,048	7	18.9
	Not Available	145	2,523,405						10	6.9	919	9	0.0						134	92.4	2,491,360	118	98.7
Median Income																							
	< \$25,000	298	2,504,552	26	8.7	337,012	23	13.5	87	29.2	109,819	87	4.4	9	3.0	85,267	8	3.4	19	6.4	42,247	15	1.7
	>=\$25,000 to <\$30,000	884	8,917,739	43	4.9	828,810	42	9.3	286	32.4	520,788	286	5.8	7	0.8	93,430	7	1.0	77	8.7	616,997	73	6.9
	>=\$30,000 to <\$35,000	1,372	22,970,583	59	4.3	1,964,379	59	8.6	379	27.6	655,729	379	2.9	31	2.3	938,397	31	4.1	141	10.3	991,456	139	4.3
	>=\$35,000 to <\$40,000	1,215	40,443,694	50	4.1	8,517,735	50	21.1	367	30.2	348,252	367	0.9	30	2.5	1,891,713	30	4.7	130	10.7	3,354,236	129	8.3
	>=\$40,000 to <\$45,000	881	37,780,840	39	4.4	2,831,991	39	7.5	266	30.2	241,780	266	0.6	14	1.6	4,457,301	14	11.8	161	18.3	4,505,166	160	11.9
	>=\$45,000 to <\$50,000	587	21,218,675	25	4.3	1,569,287	25	7.4	158	26.9	162,972	158	0.8	13	2.2	1,381,215	13	6.5	97	16.5	1,281,763	97	6.0
	>=\$50,000	1,180	40,936,586	152	12.9	5,613,405	152	13.7	178	15.1	1,044,855	178	2.6	19	1.6	4,150,568	19	10.1	146	12.4	1,201,244	144	2.9
	Not Available	151	2,492,361						13	8.6	972	12	0.0						137	90.7	2,491,384	120	100.0
High School Education																							
	< 60%	126	1,817,027	12	9.5	124,101	12	6.8	11	8.7	12,530	11	0.7	9	7.1	82,689	8	4.6	3	2.4	29,394	3	1.6
	>=60% to <70%	661	14,944,978	62	9.4	1,181,123	58	7.9	110	16.6	260,290	110	1.7	11	1.7	222,376	11	1.5	37	5.6	467,637	34	3.1
	>=70% to <80%	1,646	49,285,773	83	5.0	7,525,951	83	15.3	437	26.5	626,736	437	1.3	35	2.1	5,380,803	35	10.9	201	12.2	3,744,898	195	7.6
	>=80% to <90%	3,111	93,198,279	155	5.0	12,092,256	155	13.0	928	29.8	1,891,014	928	2.0	63	2.0	5,791,564	63	6.2	437	14.0	6,938,673	434	7.4
	>=90%	873	15,495,512	82	9.4	739,188	82	4.8	236	27.0	293,651	236	1.9	5	0.6	1,520,459	5	9.8	93	10.7	812,507	91	5.2
	Not Available	151	2,523,461						12	7.9	946	11	0.0						137	90.7	2,491,384	120	98.7

Voting Equipment Usage

EAC Election Day Survey																		Cases = Number of Jurisdictions Reporting Subject Matter					
Voting Equipment Usage 2004 General Ele																							
Updated: 09/19/2005 13:06:28		Election Administration Jurisdictions	2004 Total Registration	Lever Machine Voting Equipment					Paper Ballots Voting Equipment					Mixed Voting Equipment					Unknown (Not Reported)				
Code	Name			Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris. Using	% of Juris. Using	Regis in Juris. Using	Cases	% of Regis Using	Number of Juris.	% of Juris.	Regis in Juris.	Cases	% of Regis
Political																							
Battleground States in 2004 Presidential Election																							
	Yes	3,093	64,166,639	48	1.6	4,356,059	48	6.8	884	28.6	1,804,669	883	2.8	62	2.0	7,357,061	62	11.5	762	24.6	7,580,982	733	11.8
	No	3,475	113,098,391	346	10.0	17,306,560	342	15.3	850	24.5	1,280,498	850	1.1	61	1.8	5,640,830	60	5.0	146	4.2	6,903,511	144	6.1
Margin of Victory in 2004 Presidential Election																							
	< 2.5%	515	15,923,548	42	8.2	2,180,368	42	13.7	163	31.7	187,631	163	1.2	17	3.3	2,878,104	17	18.1	66	12.8	549,748	66	3.5
	>=2.5% to < 5.0%	476	11,133,130	35	7.4	2,049,499	35	18.4	143	30.0	165,539	143	1.5	10	2.1	1,109,540	10	10.0	80	16.8	597,177	78	5.4
	>=5.0% to < 7.5%	510	13,830,932	38	7.5	1,725,756	37	12.5	169	33.1	192,820	169	1.4	6	1.2	969,841	6	7.0	61	12.0	511,764	60	3.7
	>=7.5% to < 10.0 %	429	8,833,490	27	6.3	990,468	27	11.2	142	33.1	917,500	142	10.4	10	2.3	802,965	10	9.1	56	13.1	947,597	56	10.7
	>=10.0 %	4,492	125,044,988	251	5.6	14,715,610	248	11.8	1,109	24.7	1,615,393	1,109	1.3	79	1.8	7,237,441	79	5.8	510	11.4	9,387,094	498	7.5
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																							
	Bush > 55%	3,115	68,178,580	141	4.5	4,075,960	140	6.0	652	20.9	1,168,626	652	1.7	56	1.8	3,490,182	56	5.1	345	11.1	3,429,745	338	5.0
	Bush 50% to 55%	982	26,682,203	67	6.8	2,187,512	66	8.2	289	29.4	401,282	289	1.5	23	2.3	3,007,090	23	11.3	141	14.4	3,632,752	139	13.6
	Bush < 50%	136	2,041,746	15	11.0	497,746	15	24.4	49	36.0	43,431	49	2.1	3	2.2	32,003	3	1.6	21	15.4	14,191	21	0.7
	Kerry < 50%	150	4,850,492	20	13.3	1,418,150	20	29.2	54	36.0	47,575	54	1.0	4	2.7	922,760	4	19.0	20	13.3	20,370	20	0.4
	Kerry 50% to 55%	872	23,160,396	68	7.8	4,135,079	67	17.9	288	33.0	1,022,086	288	4.4	16	1.8	1,905,061	16	8.2	111	12.7	1,873,293	110	8.1
	Kerry > 55%	1,161	49,846,628	82	7.1	9,347,254	81	18.8	389	33.5	391,956	389	0.8	20	1.7	3,640,795	20	7.3	135	11.6	3,023,029	130	6.1
	Tied	25	14,032	1	4.0	918	1	6.5	13	52.0	10,211	12	72.8						9	36.0	160	6	1.1



## Chapter 10 Voting Machines

Table 10 presents the results of the Election Day Survey on numbers of voting machines and methods for tabulating ballots. Information on ballot tabulation methods—i.e., whether ballots are counted in each precinct or at a central site—was not requested by the survey, but was included by several states in their responses to question 13. For the other states, the appropriate ballot-tabulation method was determined from information about the voting equipment hardware. For example, if a jurisdiction specified “ES&S Model 100” as the type of voting equipment used, information from the manufacturer was used to determine that ES&S Model 100 is a “precinct-based, voter-activated paper ballot counter and vote tabulator.”<sup>1</sup>

The importance of where ballots are counted surfaced after the 2000 Florida debacle when studies, including those done by Election Data Services, found that voting systems that required the ballots be taken to a central location to be tallied had nearly five times the error rate as the same system that allowed the ballots to be counted in the precinct. This is because in-precinct tallying systems allowed the voter to feed his ballot into the machine and immediately be notified if he had overvoted an office. Since the ballot was kicked out of the tallying system immediately, this allowed a voter to correct his ballot and resubmit it. As a result, error rates dropped fivefold for in-precinct tallying systems.

The only voting methods that allow an overvote to occur, and for which in-precinct-tallying systems would help prevent, are punch cards, paper ballots, and optical scan ballots. If programmed and set up correctly, lever machines and electronic voting systems have safeguards that are designed to prevent a voter from invalidating their ballot through an overvote. As noted above, Election Data Services attempted to code the tallying process for punch card and optical scan systems as either in-precinct or central count, depending upon the actual model of voting system used, if reported. Since in-precinct or central tallying was not asked by the U.S. Election Assistance Commission (EAC), it is impossible to code paper ballot jurisdictions similarly.

### Applicability and Coverage

Only about 20 states provided information on the number of voting machines in use. The following states did not provide any information on the number of units used in a jurisdiction, which made it impossible to perform all the calculations initially intended for this chapter: Alabama, Colorado, Connecticut, District of Columbia, Georgia, Indiana, Maine, Minnesota, Missouri, New Hampshire, North Dakota, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Washington, and Wisconsin. Information on the process for ballot tabulation is complete for only nine states. In the survey follow-up review, state election directors were asked to update the “in-precinct” versus “central-count” information for voting equipment in use, but only a few states provided this information.

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<sup>1</sup> Election Systems & Software, *Product Overview, Model 100 Precinct Ballot Counter* (Omaha, Neb.: nd).

The lack of information on number of units prevents any calculations from being made showing the average number of units per precinct and/or polling place. Misunderstandings about what was asked for also caused unusual numbers to be calculated. For example, in Illinois, the state asked the counties for the “Number of units of voting equipment (tabulators)” and “has the voting system previously been used in a Federal election” while the EAC defined its request for the “number of units used in the county (and/or precinct, if available).” The intent of the question for punch card systems, and the responses from most states, dealt with the number of actual voting devices used by the county, not the number of counters used. If a responding jurisdiction assumed number of counters was the question, then the calculation of average number of units per precinct or polling place would quite naturally drop below one per precinct.

On the other hand, for optical scan systems, it is quite possible that jurisdictions looked at the tabulators as the number to provide, and therefore, there are far more instances of fewer than one device per precinct. Electronic and lever machines do not present this apparent confusion, and therefore average number of units per precinct fall into an acceptable and understandable range. This chapter was intended to seek to answer the question of whether long lines might have been caused by too few polling booths. However, because of the survey confusion, answers are not possible at this time.

## Survey Results

Table 10 presents more detailed data on voting machines from question 13 on the Election Day Survey. The table contains several calculations involving the six different types of voting equipment (including multiple systems) based on usage by jurisdictions, precincts, and polling places. The column headings in Table 10 are as follows:

**Table 10 Column Headings. Voting Machines**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	2004 Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of table 2
5	Precincts	Number of precincts from survey question 19
6	Cases	Number of jurisdictions that responded to question 19
7	Polling Places	Number of polling places from survey question 20
8	Cases	Number of jurisdictions that responded to question 20

**Table 10 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
9	Number of Juris. Using Punch card Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of punch cards
10	Number of Units, Punch card	Number of jurisdictions that responded to question 13 and reported the number of punch card units
11	Cases	Number of jurisdictions that responded to question 13 and reported the use of punch cards and the number of units
12	Average # of Units per Precinct, Punch card	Number of punch card units (col. 10) divided by the number of precincts (col. 5)
13	Cases	Number of jurisdictions that responded to questions 13 and 19
14	Average # of Units per Polling Place, Punch card	Number of punch card units (col. 10) divided by the number of polling places (col. 7)
15	Cases	Number of jurisdictions that responded to questions 13 and 20
16	Number of Juris. with In-Precinct Counting, Punch card	Number of jurisdictions that responded to question 13 and reported a precinct ballot tabulation method or other information from which the ballot tabulation method could be determined
17	Number of Juris. with Central Counting, Punch card	Number of jurisdictions that responded to question 13 and reported a central ballot tabulation method or other information from which the ballot tabulation method could be determined
18	Number of Juris. Using Optical Scan Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of optical scan equipment
19	Number of Units, Optical Scan	Number of jurisdictions that responded to question 13 and reported the number of optical scan units
20	Cases	Number of jurisdictions that responded to question 13 and reported the use of optical scan equipment and the number of units
21	Average # of Units per Precinct, Optical Scan	Number of optical scan units (col. 19) divided by the number of precincts (col. 5)
22	Cases	Number of jurisdictions that responded to questions 13 and 19
23	Average # of Units per Polling Place, Optical Scan	Number of optical scan units (col. 19) divided by the number of polling places (col. 7)
24	Cases	Number of jurisdictions that responded to questions 13 and 20
25	Number of Juris. with In-Precinct Counting, Optical Scan	Number of jurisdictions that responded to question 13 and reported a precinct ballot tabulation method or other information from which the ballot tabulation method could be determined
26	Number of Juris. with Central Counting, Optical Scan	Number of jurisdictions that responded to question 13 and reported a central ballot tabulation method or other information from which the ballot tabulation method could be determined
27	Number of Juris. Using Electronic Equipment	Number of jurisdictions that responded to survey question 13 and reported the use of electronic voting equipment

**Table 10 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
28	Number of Units, Electronic	Number of jurisdictions that responded to question 13 and reported the number of units of electronic voting equipment
29	Cases	Number of jurisdictions that responded to survey question 13 and reported the use of electronic equipment and the number of units
30	Average # of Units per Precinct, Electronic	Number of units of electronic voting equipment (col. 28) divided by the number of precincts (col. 5)
31	Cases	Number of jurisdictions that responded to questions 13 and 19
32	Average # of Units per Polling Place, Electronic	Number of units of electronic voting equipment (col. 5) divided by the number of polling places (col. 7)
33	Cases	Number of jurisdictions that responded to questions 13 and 20
34	Number of Juris. Using Lever Machines	Number of jurisdictions that responded to survey question 13 and reported the use of mechanical lever machines
35	Number of Units, Lever Machines	Number of jurisdictions that responded to question 13 and reported the number of lever machines
36	Cases	Number of jurisdictions that responded to survey question 13 and reported the use of and the number of lever machines
37	Average # of Units per Precinct, Lever	Number of lever machines (col. 35) divided by the number of precincts (col. 5)
38	Cases	Number of jurisdictions that responded to questions 13 and 19
39	Average # of Units per Polling Place, Lever	Number of lever machines (col. 35) divided by the number of polling places (col. 7)
40	Cases	Number of jurisdictions that responded to questions 13 and 20
41	Number of Juris. Using Paper ballots	Number of jurisdictions that responded to survey question 13 and reported the use of paper ballots
42	Number of Units, Paper ballots	Number of jurisdictions that responded to question 13 and reported the number of paper ballots
43	Cases	Number of jurisdictions that responded to survey question 13 and reported the use of and the number of paper ballots
44	Average # of Units per Precinct, Paper Ballots	Number of paper ballots (col. 42) divided by the number of precincts (col. 5)
45	Cases	Number of jurisdictions that responded to questions 13 and 19
46	Average # of Units per Polling Place, Paper	Number of paper ballots (col. 42) divided by the number of polling places (col. 7)
47	Cases	Number of jurisdictions that responded to questions 13 and 20
48	Number of Juris. Using Mixed equipment	Number of jurisdictions that responded to survey question 13 and reported the use of mixed voting equipment
49	Number of Units, Mixed equipment	Number of jurisdictions that responded to question 13 and reported the number of mixed voting equipment
50	Cases	Number of jurisdictions that responded to survey question 13 and reported the use of and the number of mixed equipment

**Table 10 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
51	Average # of Units per Precinct, Mixed	Number of mixed equipment (col. 49) divided by the number of precincts (col. 5)
52	Cases	Number of jurisdictions that responded to questions 13 and 19
53	Average # of Units per Polling Place, Mixed	Number of mixed equipment (col. 49) divided by the number of polling places (col. 7)
54	Cases	Number of jurisdictions that responded to questions 13 and 20
55	Number of Juris. Using Unknown equipment	Number of jurisdictions that responded to survey question 13 and reported the use of unknown voting equipment
56	Number of Units, Unknown equipment	Number of jurisdictions that responded to question 13 and reported the number of unknown voting equipment
57	Cases	Number of jurisdictions that responded to survey question 13 and reported the use of and the number of unknown equipment
58	Average # of Units per Precinct, Unknown	Number of unknown equipment (col. 56) divided by the number of precincts (col. 5)
59	Cases	Number of jurisdictions that responded to questions 13 and 19
60	Average # of Units per Polling Place, Unknown	Number of unknown equipment (col. 56) divided by the number of polling places (col. 7)
61	Cases	Number of jurisdictions that responded to questions 13 and 20

## Analysis of Survey Results

The following is our analysis of the data in Table 10 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 10 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

The lack of complete, or even near complete, data on machines and number of units makes any kind of meaningful analysis somewhat questionable. Only one-third of the punch card jurisdictions provided any data on number of units, and much of that data was probably incorrectly reported anyway. Fewer than half of the optical scan, lever, and electronic system jurisdictions reported the number of units used.

With those limitations in mind, we have calculated that electronic system jurisdictions average three devices per precinct and slightly over five devices per polling place. The highest ratio of machines per location occurred in the state of Maryland, where between nine and 10 devices were used.

Due to the high cost of lever machines, they average only 1.5 machines per precinct and slightly over three machines per polling place. The maximum number per precinct and polling place occurred in North Carolina and Wyoming, with slightly more than three and six per precinct, respectively.

Of the data reported, 90 percent of the punch card jurisdictions in this country utilize a central-count tallying process. On the other hand, 61 percent of optical scan jurisdictions use a precinct-based tallying process.

### States

See state information in summary above.

### Regions

For optical scan usage, only jurisdictions in the West reported more central-count operations. All other regions used more precinct-count operations.

### *Urban to Rural*

Rural areas of the nation that use optical scan systems are much more likely to use a central-count tallying process. Not surprisingly, these are some of the older models of optical scan systems, since the rural Midwest is where optical scan devices were first used as an easier way to tally paper ballots.

### *Size of Jurisdiction*

The larger a jurisdiction the more likely they are to have more electronic or lever machines per polling location. The largest jurisdictions average four to six voting machines per polling location, but smaller jurisdictions average just two machines per location.

### *Race and Ethnicity*

In those jurisdictions using optical scan systems, 62 percent of the predominantly White jurisdictions use precinct-based tallying systems. On the other hand 86 percent of the predominantly Hispanic jurisdictions using optical scan devices use the central-count tallying process. Predominantly African American jurisdictions that use optical scan systems are fairly evenly split between central- and precinct-tallying processes.

### *Median Income*

In optical scan jurisdictions, the higher the median income of a community the less likely they are to use a centrally located tallying process.

### *High School Education*

The higher the education levels, the more likely optical scan jurisdictions are using precinct-based tallying technology.

### *Section 203 Language Minority Requirements*

Optical scan jurisdictions subject to Section 203 minority language requirements of the Voting Rights Act are over twice as likely to be operating a central-count tallying system.

### *Section 5 Preclearance of Voting Procedures*

Optical scan jurisdictions subject to Section 5 of the Voting Rights Act are more likely to be operating a central-count tallying system, while non-Section 5 jurisdictions are twice as likely to be tallying their ballots in the precinct.

### *Type of Voting Equipment*

Not Applicable.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed their voting system in the last four years and went to the optical scan system are more than four times as likely to adopt a precinct-based tallying system.

### *Statewide Voter Registration Database*

No real patterns are discernible in this subcategory.



*Election Day Registration*

No real patterns are discernible in this subcategory.

*Provisional Ballot Acceptance*

No real patterns are discernible in this subcategory.

*No Excuse Absentee Balloting*

No real patterns are discernible in this subcategory.

*Early Voting*

No real patterns are discernible in this subcategory.

*Battleground States*

Perhaps anticipating the increased turnout in battleground states, all voting system jurisdictions showed a larger number of units per polling location than in nonbattleground states.

*Presidential Margin of Victory*

For both punch card and electronic voting jurisdictions, there appears to be a slight trend toward more machines per polling location the closer the margin of victory in the 2004 presidential election.

*Red versus Blue Jurisdictions*

No real patterns are discernible in this subcategory.



## Voting Machines

<b>EAC Election Day Survey</b>		
<b>Voting Machines 2004 General Election</b>		

Updated: 09/19/2005 13:07:31			Election Administration Jurisdictions	2004 Total Registration					Punchcard Voting Equipment (including Datavote)								Optical Scan Voting Equipment								
Code	Name	Precincts			Cases	Polling Places	Cases	Number of Juris. Using	Number of Units	Cases	Average # of Units			Number of Juris with		Number of Juris. Using	Number of Units	Cases	Average # of Units			Number of Juris with			
											Per Precinct	Cases	Polling Pl.	In-Precinct Counting	Central Counting				Per Precinct	Cases	Polling Pl.	In-Precinct Counting	Central Counting		
01	Alabama	67	2,597,629	2,210	67	2,177	67											64			64	55	10		
02	Alaska	1	472,160	436	1	439	1											1	436	1	1.0	1	1	1	
04	Arizona	15	2,642,120	2,110	15	2,002	15											15	2,089	15	1.0	15	1.0	15	
05	Arkansas	75	1,699,934	2,693	75	1,923	75	7	93	4	0.3	7	0.3	7	2			47	167	44	0.1	47	0.2	47	
06	California	58	16,646,555	21,857	55	14,467	52	12	6,916	12	5.8	11	10.5	9				37	5,893	33	0.4	35	0.6	35	
08	Colorado	64	3,101,956	3,370	64	2,318	63	1				1		1				49				49		48	
09	Connecticut	169	1,831,567			769	169																	33	
10	Delaware	3	553,917	437	3	276	3																		
11	District of Columbia	1	383,919	142	1	142	1																	1	
12	Florida	67	10,300,942	6,892	67	5,433	67											50	3,456	50	1.2	50	1.4	50	
13	Georgia	159	4,248,802	3,163	159	2,907	158																		
15	Hawaii	5	647,238	353	4	336	4																	5	
16	Idaho	44	915,637	949	44	763	44	14	3,697	14	7.8	14	9.7	14		15	14	30	14	0.1	14	0.1	14	4	
17	Illinois	110	7,195,882	11,738	110	9,200	110	41	5,131	2	0.8	41	1.0	41	2	39	69	3,969	66	0.8	69	1.0	69	65	
18	Indiana	92	4,296,602	5,571	92	3,454	84	17				17		16	1		31				31		26	31	
19	Iowa	99	2,226,721	1,966	97	1,916	98										84	1,259	81	0.7	83	0.8	83	33	
20	Kansas	105	1,695,457	3,882	105	2,019	103										81	459	70	0.2	81	0.3	79	30	
21	Kentucky	120	2,794,286	3,482	120	2,830	120										1	1,320	1	2.6	1	5.2	1	2	
22	Louisiana	64	2,932,142	4,124	64	2,394	64																		
23	Maine	517	1,026,219	601	517												114			114				115	
24	Maryland	24	3,105,370	1,779	24	1,551	24																		
25	Massachusetts	351	4,098,634	2,177	351	1,458	351										274	2,038	274	1.0	274	1.5	274	274	
26	Michigan	83	7,164,047	5,235	83	3,890	83	11	51	11	0.2	11	0.2	11			39	2,020	39	1.3	39	1.6	39		
27	Minnesota	87	2,977,496	4,108	87												61				61			63	
28	Mississippi	82	1,469,608	1,707	67	1,670	67	10	923	10	4.2	10	4.4	10	2	6	61	397	47	0.3	50	0.3	50	5	
29	Missouri	116	4,194,416	5,462	116	3,595	116	37				37		37			70				70		70		
30	Montana	56	638,474	856	56	649	56										36	5,803	36	8.0	36	10.8	36	10	
31	Nebraska	93	1,160,193	1,668	93	1,420	93										48	91	48	0.1	48	0.1	48	2	
32	Nevada	17	1,073,869	1,585	17	526	17																	46	
33	New Hampshire	242	950,292														92								
34	New Jersey	21	5,011,693	6,283	21	3,486	21										1	95	1	1.1	1	1.9	1		
35	New Mexico	33	505,356	684	21	612	21																		
36	New York	58	11,837,068	15,153	56	6,740	56																		
37	North Carolina	100	5,526,981	2,749	100	2,762	100	5	1,453	5	7.2	5	7.2	5	6		44	1,460	44	1.3	44	1.2	44	49	
38	North Dakota	53	490,179	607	53	542	53										48				48		48	37	
39	Ohio	88	7,965,110	11,366	88	6,602	88	7	15,464	7	6.1	7	11.1	7			77	2,655	77	1.2	77	1.2	77	77	
40	Oklahoma	77	2,143,978	2,152	77	2,130	77										36	84	36	0.1	36	2.3	36		
41	Oregon	36	2,141,249	1,448	36	36	36										24	25	13					36	
42	Pennsylvania	67	8,366,455					11	2,940	6							39							2	
44	Rhode Island	39	707,234	577	39	489	39										29				39		39	39	
45	South Carolina	46	2,318,235	2,168	46			1				1					9				9				
46	South Dakota	66	502,261	827	66	630	66										50				50		50		
47	Tennessee	95	3,748,235	2,287	95	2,211	95	20				20		20			11				11		11	12	
48	Texas	254	13,098,329	8,554	254	7,032	250	9	3,013	9	7.0	9	7.7	9	8		142	1,032	131	0.2	142	0.3	142	4	
49	Utah	29	1,278,912	1,880	29	1,061	29	23				23		23			2				2		2		
50	Vermont	246	444,508	277	246	277	246										68				68		68		
51	Virginia	134	4,515,675	2,294	134	2,367	134	4	3,634	4	12.6	4	12.4	4	5		34	2,184	34	4.6	34	4.4	34	52	
53	Washington	39	3,508,208	6,664	39	1,498	34	13				13		12			23				23		20		
54	West Virginia	55	1,168,694	1,977	55			12	2,140	6	3.5	12					28	28	24	0.0	28			18	
55	Wisconsin	1,910	4,179,774	3,563	1,253	2,686	1,596										554				548		548	67	
56	Wyoming	23	273,950	483	23	345	23	5	367	5	4.1	5	9.0	5			13	177	11	0.6	13	0.8	13	4	
60	American Samoa	1																							
66	Guam	1																							
72	Puerto Rico	110	2,440,131	1,676	110	1,554	110																		
78	Virgin Islands	1	50,731	30	1	170	1																		
	Total	6,568	177,265,030	174,252	5,396	113,754	5,180	260	45,822	95	2.3	248	3.5	231	18	68	2,541	37,167	1190	0.5	2405	0.8	2182	1174	584
	Maximum	1,910	16,646,555	21,857	1,253	14,467	1,596	41	15,464	14	12.6	41	12.4	41	6	39	554	5,893	274	8.0	548	10.8	548	274	139
	Average	119	3,344,623	3,485	107	2,420	110	13	3,524	7	5.0	13	6.7	13	3	17	63	1,548	49	1.2	63	1.7	64	37	30
	Minimum	1	50,731	30	1	36	1	1	51	2	0.2	1	0.2	1	1	6	1	25	1	0.0	1	0.1	1	1	1

## Voting Machines

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## Voting Machines

<b>EAC Election Day Survey</b>		
<b>Voting Machines 2004 General Election</b>		

Updated: 09/19/2005 13:07:31		Election Administration Jurisdictions	2004 Total Registration					Punchcard Voting Equipment (including Datavote)										Optical Scan Voting Equipment									
Code	Name			Precincts	Cases	Polling Places	Cases	Number of Juris. Using	Number of Units	Cases	Per Precinct	Cases	Per Polling Pl.	Cases	Number of Juris with In-Precinct Counting	Central Counting	Number of Juris. Using	Number of Units	Cases	Per Precinct	Cases	Per Polling Pl.	Cases	Number of Juris with In-Precinct Counting	Central Counting		
Demographics																											
Region																											
	Northeast	1,710	34,273,670	25,068	1,230	13,219	882	11	2,940	6							612	2,158	288	0.7	496	1.1	382	429	16		
	South	1,423	62,606,676	48,810	1,408	37,805	1,302	68	11,256	38	4.5	68	6.7	55	15	14	568	12,699	452	0.7	557	0.9	520	319	249		
	Midwest	2,902	44,048,138	55,993	2,243	35,954	2,490	113	20,646	20	1.7	113	2.3	112	3	39	1,135	7,798	304	0.3	1128	0.6	1060	328	212		
	West	420	33,845,684	42,875	404	25,052	395	68	10,980	31	2.2	67	4.5	64		15	226	14,512	146	0.6	224	0.9	220	97	107		
	Territories	113	2,490,862	1,706	111	1,724	111																				
Urban to Rural																											
	Urban	567	63,441,314	60,394	445	36,556	523	10	16,806	6	2.0	10	3.0	10	5	1	330	8,107	130	0.5	324	0.8	315	189	7		
	Suburban	871	47,552,530	37,906	639	25,451	715	24	14,853	12	4.0	23	6.7	21	4	3	372	10,235	183	0.6	339	0.8	305	226	22		
	Small Towns	1,710	44,193,768	41,994	1,421	28,085	1,283	99	10,591	35	2.3	89	3.4	79	5	21	706	7,893	298	0.5	638	0.7	532	377	119		
	Rural	3,307	19,586,556	32,252	2,780	21,938	2,548	127	3,572	42	1.2	126	1.7	121	4	43	1,133	10,932	579	0.6	1104	0.9	1030	381	436		
	Not Available - Territories	113	2,490,862	1,706	111	1,724	111																				
Size of Jurisdiction (VAP)																											
	< 1,000	1,761	895,006	2,118	1,229	1,350	1,169	1	2	1							209	1	1	0.0	199	0.0	197	24	1		
	>=1,000 to <3,500	1,165	2,182,148	2,558	893	1,976	850	3	36	2	0.9	3	2.6	2			461	270	73	0.2	429	0.3	383	152	25		
	>=3,500 to <10,000	1,043	5,966,645	8,343	902	5,891	873	35	453	9	0.9	35	1.2	35	1	14	660	2,615	319	0.5	615	0.8	536	305	162		
	>=10,000 to <50,000	1,704	31,472,681	35,443	1,554	25,830	1,508	144	4,113	44	1.1	140	1.5	129	6	39	894	7,750	567	0.4	857	0.6	779	478	307		
	>=50,000 to <250,000	586	48,992,270	41,344	545	28,105	516	62	15,730	30	3.0	56	4.8	51	7	14	261	12,999	188	0.8	250	1.1	236	173	70		
	>=250,000 to <1,000,000	140	51,396,493	44,037	126	27,595	118	13	20,357	7	4.0	12	6.6	12	2	1	50	9,391	37	0.6	49	1.0	45	37	18		
	>=1,000,000	25	33,867,508	38,691	24	21,272	24	2	5,131	2	1.0	2	1.5	2	2		6	4,141	5	0.4	6	0.5	6	4	1		
	Not Available	144	2,492,279	1,718	123	1,735	122																				
Race and Ethnicity																											
	Predominantly NH White	6,264	163,662,585	161,698	5,125	104,108	4,925	255	45,193	90	2.3	243	3.5	227	18	64	2,469	36,282	1145	0.6	2334	0.9	2116	1149	546		
	Predominantly NH Black	85	3,098,023	2,820	80	2,103	69	3	194	3	3.8	3	3.8	3		3	32	166	16	0.2	31	0.4	26	15	11		
	Predominantly NH Native America	24	231,022	313	22	302	19										8	252	4	1.5	8	1.7	8	3	2		
	Predominantly Hispanic	50	7,749,995	7,664	45	5,465	44	2	435	2	2.7	2	39.5	1		1	31	467	25	0.1	31	0.1	31	5	25		
	Not Available	145	2,523,405	1,757	124	1,776	123										1				1		1	1			
Median Income																											
	< \$25,000	298	2,504,552	3,893	279	2,875	215	9	459	5	2.0	9	3.0	7		5	97	450	54	0.3	94	0.4	85	39	36		
	>=\$25,000 to <\$30,000	884	8,917,739	12,731	819	9,302	697	32	659	10	1.0	32	1.4	30	1	6	336	2,741	191	0.4	328	0.6	292	147	118		
	>=\$30,000 to <\$35,000	1,372	22,970,583	23,424	1,197	16,639	1,076	87	6,183	33	2.4	83	3.6	76	6	21	519	7,139	309	0.6	496	0.9	460	223	197		
	>=\$35,000 to <\$40,000	1,215	40,443,694	40,250	1,056	24,419	937	59	8,114	18	1.4	56	1.9	52	2	18	443	9,977	226	0.8	427	1.1	372	201	145		
	>=\$40,000 to <\$45,000	881	37,780,840	36,644	675	23,887	680	34	12,526	11	4.0	30	6.3	28	2	7	297	5,210	113	0.4	273	0.5	244	136	52		
	>=\$45,000 to <\$50,000	587	21,218,675	19,189	434	12,206	458	24	11,341	11	2.1	24	3.6	24	5	5	235	4,873	69	0.6	214	1.0	184	105	23		
	>=\$50,000	1,180	40,936,586	36,399	810	22,689	993	15	6,540	7	3.9	14	5.8	14	2	6	613	6,777	228	0.5	572	0.9	544	322	13		
	Not Available	151	2,492,361	1,722	126	1,737	124										1				1		1				
High School Education																											
	< 60%	126	1,817,027	2,148	121	1,577	113	5	533	3	2.2	5	11.6	3		2	45	203	34	0.2	43	0.3	41	15	27		
	>=60% to <70%	661	14,944,978	18,185	616	13,467	563	31	958	9	1.5	31	2.0	30	2	6	240	2,213	143	0.2	233	0.3	218	106	102		
	>=70% to <80%	1,646	49,285,773	51,393	1,411	32,782	1,319	92	12,062	37	1.5	89	2.1	81	7	25	576	6,767	327	0.5	551	0.6	514	288	159		
	>=80% to <90%	3,111	93,198,279	87,644	2,502	56,581	2,410	121	28,605	42	2.9	112	4.7	106	7	30	1,243	23,280	527	0.7	1177	1.0	1047	529	279		
	>=90%	873	15,495,512	13,121	619	7,569	650	11	3,664	4	3.5	11	5.6	11	2	5	435	4,704	159	0.6	399	1.1	360	234	17		
	Not Available	151	2,523,461	1,761	127	1,778	125										2				2		2	1			

## Voting Machines

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## Voting Machines

EAC Election Day Survey		
Voting Machines 2004 General Ele		

Updated: 09/19/2005 13:07:31		Election Administration Jurisdictions	Electronic Voting Equipment						Lever Machine Voting Equipment							Paper Ballots Voting Equipment							
Code	Name		Number of Juris. Using	Number of Units	Cases	Per Precinct	Average # of Units Cases	Per Polling Pl.	Cases	Number of Juris. Using	Number of Units	Cases	Per Precinct	Average # of Units Cases	Per Polling Pl.	Cases	Number of Juris. Using	Number of Units	Cases	Per Precinct	Average # of Units Cases	Per Polling Pl.	Cases
01	Alabama	67	3					3															
02	Alaska	1																					
04	Arizona	15																					
05	Arkansas	75	5	196	5	1.4	5	2.0	5	5	309	5	1.0	5	2.5	5	9			9		9	
06	California	58	8	23,708	8	4.5	8	6.7	8														
08	Colorado	64	1				1		1								7			7		7	
09	Connecticut	169								169													
10	Delaware	3	3	898	3	2.1	3	3.3	3														
11	District of Columbia	1																					
12	Florida	67	15	30,946	15	7.9	15	10.7	15														
13	Georgia	159	159				159		158														
15	Hawaii	5																					
16	Idaho	44															16			16		16	
17	Illinois	110																					
18	Indiana	92	43				43		41	1				1		1							
19	Iowa	99	14	672	14	3.0	13	2.7	13	1	52	1	2.5	1	2.5	1							
20	Kansas	105	3	1,860	3	1.9	3	3.4	3							20	0			20		20	
21	Kentucky	120	114	15,226	114	5.2	114	6.1	114	1	116	1	5.8	1	5.8	1							
22	Louisiana	64	14	4,515	14	2.5	14	4.2	14	50	4,213	50	1.8	50	3.2	50							
23	Maine	517															385			385			
24	Maryland	24	24	17,017	24	9.6	24	11.0	24														
25	Massachusetts	351															71	85	71	1.0	71	1.0	71
26	Michigan	83	1	76	1	3.5	1	3.6	1	2	68	2	2.5	2	2.7	2							
27	Minnesota	87															7			7			
28	Mississippi	82	3	823	3	4.3	3	4.4	3	8	207	4	2.9	4	2.9	4							
29	Missouri	116															9			9		9	
30	Montana	56															20	622	20	4.9	20	5.6	20
31	Nebraska	93															45			45		45	
32	Nevada	17	17	4,929	17	3.1	17	9.4	17														
33	New Hampshire	242															145						
34	New Jersey	21	15	7,708	15	1.7	15	3.1	15	5	2,433	5	1.6	5	2.5	5							
35	New Mexico	33																					
36	New York	58								58	19,357	56	1.3	56	2.9	56							
37	North Carolina	100	38	9,009	38	7.6	38	7.6	38	3	67	3	3.2	3	3.2	3	3	0		3		3	
38	North Dakota	53															5			5		5	
39	Ohio	88	1	139	1	3.6	1	7.7	1														
40	Oklahoma	77																					
41	Oregon	36																					
42	Pennsylvania	67	8	1,810	5					20	2,676	7					2	30	1				
44	Rhode Island	39																					
45	South Carolina	46	36				36																
46	South Dakota	66															16			16		16	
47	Tennessee	95	48				48		48	8				8		8							
48	Texas	254	4	2	2	0.0	4	0.0	4	2	120	1	1.5	2	1.5	2	88	0		88		88	
49	Utah	29															4			4		4	
50	Vermont	246															177			177		177	
51	Virginia	134	26	723	25	3.3	26	3.2	26	38	1,248	38	2.9	38	2.9	38							
53	Washington	39	2				2		1														
54	West Virginia	55	2	525	2	3.7	2			3	93	1	0.8	3			10			10			
55	Wisconsin	1,910								17				17		17	695			681		681	
56	Wyoming	23	1	37	1	2.8	1	2.8	1	3	69	3	2.7	3	6.3	3							
60	American Samoa	1																					
66	Guam	1																					
72	Puerto Rico	110																					
78	Virgin Islands	1																					
	Total	6,568	608	120,819	310	3.4	599	5.0	557	394	31,028	177	1.5	199	2.9	196	1734	737	92	0.1	1573	0.2	1171
	Maximum	1,910	159	30,946	114	9.6	159	11.0	158	169	19,357	56	5.8	56	6.3	56	695	622	71	4.9	681	5.6	681
	Average	119	22	6,040	15	3.8	23	5.1	23	21	2,216	12	2.3	12	3.2	13	86	122	30	2.9	87	3.3	78
	Minimum	1	1	2	1	0.0	1	0.0	1	1	52	1	0.8	1	1.5	1	2	0	1	1.0	3	1.0	

## Voting Machines

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Voting Machines

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## Voting Machines

EAC Election Day Survey																	Cases = Number of Jurisdictions Reporting Subject Matter	
Voting Machines 2004 General Election																		
Updated: 09/19/2005 13:07:31			Mixed Voting Equipment								Unknown / Not Reported							
Election Administration Jurisdictions			Number of Juris. Using	Number of Units	Cases	Per Precinct	Cases	Per Polling Pl.	Cases	Number of Juris. Using	Number of Units	Cases	Per Precinct	Cases	Per Polling Pl.	Cases		
Code	Name																	
01	Alabama	67																
02	Alaska	1																
04	Arizona	15																
05	Arkansas	75	2					2		2								
06	California	58	1	3,747	1	3.4		1	7.6	1								
08	Colorado	64	6					6		6								
09	Connecticut	169																
10	Delaware	3																
11	District of Columbia	1	1					1		1								
12	Florida	67	2	116	2	2.3		2	2.4	2								
13	Georgia	159																
15	Hawaii	5	5					4		4								
16	Idaho	44																
17	Illinois	110																
18	Indiana	92																
19	Iowa	99																
20	Kansas	105	1					1		1								
21	Kentucky	120	4	99	4	2.2		4	2.2	4								
22	Louisiana	64																
23	Maine	517									18			18				
24	Maryland	24																
25	Massachusetts	351																
26	Michigan	83	30	4,189	30	1.2		30	1.8	30	6			6		6		
27	Minnesota	87	19					19										
28	Mississippi	82																
29	Missouri	116																
30	Montana	56																
31	Nebraska	93																
32	Nevada	17																
33	New Hampshire	242									5							
34	New Jersey	21																
35	New Mexico	33									33			21		21		
36	New York	58																
37	North Carolina	100	7	494	7	3.1		7	3.1	7								
38	North Dakota	53																
39	Ohio	88									80	37,279	68	4.2	80	7.2	80	
40	Oklahoma	77																
41	Oregon	36																
42	Pennsylvania	67	2	138	1													
44	Rhode Island	39																
45	South Carolina	46																
46	South Dakota	66																
47	Tennessee	95	8					8		8								
48	Texas	254	3	131	2	0.2		3	0.3	3	6	16,808	6	7.4	6	9.8	6	
49	Utah	29																
50	Vermont	246									1				1		1	
51	Virginia	134	30	3,602	30	4.1		30	4.0	30	2			2		2		
53	Washington	39	1					1		1								
54	West Virginia	55																
55	Wisconsin	1,910									644			7		7		
56	Wyoming	23	1					1		1								
60	American Samoa	1									1							
66	Guam	1									1							
72	Puerto Rico	110									110			110		110		
78	Virgin Islands	1									1			1		1		
	Total	6,568	123	12,516	77	1.2	120	2.0	101	908	54,087	74	4.0	252	5.6	234		
	Maximum	1,910	30	4,189	30	4.1	30	7.6	30	644	37,279	68	7.4	110	9.8	110		
	Average	119	7	1,564	9	2.4	7	3.0	6	69	27,043	37	5.8	25	8.5	26		
	Minimum	1	1	99	1	0.2	1	0.3	1	1	16,808	6	4.2	1	7.2	1		

Voting Machines

EAC Election Day Survey										Cases = Number of Jurisdictions Reporting Subject Matter									
Voting Machines 2004 General Ele																			
Updated: 09/19/2005 13:07:31																			
Code    Name		Election Administration Jurisdictions	Mixed Voting Equipment							Unknown / Not Reported									
			Number of Juris. Using	Number of Units		Per Precinct	Cases	Average # of Units Polling Pl.	Cases	Number of Juris. Using	Number of Units		Per Precinct	Cases	Average # of Units Polling Pl.	Cases			
Election Administration																			
Voting Equipment Used in 2004 General Election																			
	None / Unknown	908								908	54,087	74	4.0	252	5.6	234			
	Punch card	260																	
	Lever	394																	
	Paper	1,734																	
	Optical scan	2,541																	
	Electronic	608																	
	Multiple Systems	123	123	12,516	77	1.2	120	2.0	101										
Changed Voting Equipment Since 2000 General Election																			
	Yes	1,753	35	1,267	18	0.6	35	1.3	24	285	18,380	8	5.7	20	8.0	14			
	No	4,815	88	11,249	59	1.4	85	2.1	77	623	35,707	66	3.4	232	4.8	220			
State Wide Voter Registration System in Place																			
	Yes	1,335	59	4,288	34	0.9	58	1.5	39	39				27		27			
	No	5,233	64	8,228	43	1.5	62	2.4	62	869	54,087	74	4.2	225	6.0	207			
Election Day Registration																			
	Yes	2,823	20				20		1	667				25		7			
	No	3,745	103	12,516	77	1.3	100	2.0	100	241	54,087	74	4.0	227	5.8	227			
Provisional Ballot Acceptance																			
	In Overall Jurisdiction	1,162	19	4,379	9	1.2	17	2.4	17	34				22		22			
	In Precinct Only	4,350	85	8,137	68	1.4	84	1.8	84	738	54,087	74	4.9	101	7.3	101			
	None	1,056	19				19			136				129		111			
No Excuse Absentee Balloting																			
	Yes	3,781	24	4,357	10	1.1	23	2.1	23	696				47		29			
	No	2,787	99	8,159	67	1.3	97	1.9	78	212	54,087	74	4.2	205	6.2	205			
Early Voting Allowed																			
	Yes	1,701	36	4,488	12	1.1	35	1.6	35	40	16,808	6	5.7	28	7.2	28			
	No	4,867	87	8,028	65	1.3	85	2.2	66	868	37,279	68	3.5	224	5.1	206			
Covered By Section 203, Language Minority Requirements																			
	Yes	468	8	3,878	3	1.5	8	2.5	8	39	16,808	6	5.7	27	7.2	27			
	No	6,100	115	8,638	74	1.1	112	1.8	93	869	37,279	68	3.5	225	5.1	207			
Covered By Section 5 of Voting Rights Act																			
	Yes	880	35	3,751	34	2.3	35	2.7	35	9	16,808	6	7.4	8	9.8	8			
	No	5,688	88	8,765	43	1.0	85	1.8	66	899	37,279	68	3.3	244	4.7	226			

Voting Machines

EAC Election Day Survey										Cases = Number of Jurisdictions Reporting Subject Matter													
Voting Machines 2004 General Ele																							
Updated: 09/19/2005 13:07:31										Mixed Voting Equipment							Unknown / Not Reported						
Code	Name	Election Administration Jurisdictions	Number of Juris.	Number of Units	Cases	Average # of Units			Cases	Number of Juris.	Number of Units	Cases	Average # of Units			Cases							
			Using			Per Precinct	Cases	Per Polling Pl.		Using			Per Precinct	Cases	Per Polling Pl.								
Demographics																							
Region																							
	Northeast	1,710	2	138	1					30				25			7						
	South	1,423	57	4,442	45	1.9	57	2.1	57	8	16,808	6	7.4	8	9.8	8							
	Midwest	2,902	50	4,189	30	1.0	50	1.7	31	724	37,279	68	4.2	87	6.6	87							
	West	420	14	3,747	1	1.0	13	2.0	13	33				21		21							
	Territories	113								113				111		111							
Urban to Rural																							
	Urban	567	17	5,008	13	1.2	17	1.7	17	77	26,342	6	5.3	12	9.0	11							
	Suburban	871	11	951	7	0.5	11	0.9	10	117	14,164	14	5.3	22	8.4	21							
	Small Towns	1,710	53	6,118	41	2.1	52	3.5	48	157	12,979	48	3.8	62	5.2	62							
	Rural	3,307	42	439	16	0.3	40	0.7	26	444	602	6	0.8	45	0.7	29							
	Not Available - Territories	113								113				111		111							
Size of Jurisdiction (VAP)																							
	< 1,000	1,761	1							460				19		4							
	>=1,000 to <3,500	1,165	1				1			150				7		7							
	>=3,500 to <10,000	1,043	13	55	4	0.2	13	0.8	7	37	59	1	1.2	6	0.6	5							
	>=10,000 to <50,000	1,704	56	1,624	41	1.3	55	2.0	47	83	6,680	39	2.8	66	3.5	66							
	>=50,000 to <250,000	586	38	3,020	26	1.5	37	2.0	33	34	15,976	25	4.1	32	7.0	32							
	>=250,000 to <1,000,000	140	11	2,458	4	0.6	11	1.0	11	7	11,446	6	4.6	6	7.0	6							
	>=1,000,000	25	3	5,359	2	1.8	3	3.3	3	3	19,926	3	6.6	3	11.6	3							
	Not Available	144								134				113		111							
Race and Ethnicity																							
	Predominantly NH White	6,264	120	12,265	75	1.2	117	2.0	98	757	50,752	72	4.8	128	7.1	113							
	Predominantly NH Black	85	3	251	2	1.1	3	1.1	3														
	Predominantly NH Native America	24								5				3		2							
	Predominantly Hispanic	50								12	3,335	2	3.1	8	4.7	8							
	Not Available	145								134				113		111							
Median Income																							
	< \$25,000	298	9	191	7	1.9	8	1.8	8	19				8		5							
	>=\$25,000 to <\$30,000	884	7	103	3	1.1	7	1.0	7	77	2,112	8	2.3	26	2.8	19							
	>=\$30,000 to <\$35,000	1,372	31	1,456	21	1.8	30	2.7	23	141	3,249	12	3.5	23	3.8	20							
	>=\$35,000 to <\$40,000	1,215	30	922	15	0.5	29	0.8	21	130	18,840	21	4.4	27	8.3	25							
	>=\$40,000 to <\$45,000	881	14	5,652	8	1.5	14	2.7	12	161	21,142	23	5.4	33	7.5	32							
	>=\$45,000 to <\$50,000	587	13	975	9	1.0	13	1.4	13	97	4,117	5	4.1	10	6.3	10							
	>=\$50,000	1,180	19	3,217	14	1.1	19	1.9	17	146	4,627	5	6.1	12	7.9	12							
	Not Available	151								137				113		111							
High School Education																							
	< 60%	126	9	157	6	1.6	8	1.6	8	3	109	1	3.4	2	3.2	2							
	>=60% to <70%	661	11	186	6	0.9	11	0.9	11	37	1,146	2	3.7	8	3.9	5							
	>=70% to <80%	1,646	35	7,367	27	1.7	35	2.7	32	201	14,445	21	4.9	42	6.3	40							
	>=80% to <90%	3,111	63	3,791	37	0.8	61	1.4	46	437	35,596	48	4.3	76	7.0	68							
	>=90%	873	5	1,015	1	0.9	5	1.6	4	93	2,791	2	8.8	11	9.8	8							
	Not Available	151								137				113		111							

Voting Machines

EAC Election Day Survey										Cases = Number of Jurisdictions Reporting Subject Matter						
Voting Machines 2004 General Ele																
Updated: 09/19/2005 13:07:31		Election Administration Jurisdictions	Mixed Voting Equipment							Unknown / Not Reported						
Code	Name		Number of Juris.	Number of Units		Per Precinct	Cases	Polling Pl.	Cases	Number of Juris.	Number of Units		Per Precinct	Cases	Polling Pl.	Cases
			Using	Units	Cases	Precinct	Cases	Polling Pl.	Cases	Using	Units	Cases	Precinct	Cases	Polling Pl.	Cases
Political																
Battleground States in 2004 Presidential Election																
	Yes	3,093	62	4,443	33	0.7	60	1.2	41	762	37,279	68	3.9	108	6.0	108
	No	3,475	61	8,073	44	2.2	60	2.9	60	146	16,808	6	4.1	144	4.8	126
Margin of Victory in 2004 Presidential Election																
	< 2.5%	515	17	1,330	8	0.7	17	1.1	11	66	3,634	2	5.3	4	7.3	3
	>=2.5% to < 5.0%	476	10	295	5	0.4	10	0.6	7	80	1,715	5	2.3	15	3.3	10
	>=5.0% to < 7.5%	510	6	1,387	4	3.4	6	3.6	6	61	2,641	6	4.3	12	5.2	10
	>=7.5% to < 10.0 %	429	10	417	8	0.4	10	1.0	9	56	2,940	2	3.6	7	5.2	4
	>=10.0 %	4,492	79	9,087	52	1.5	77	2.4	68	510	43,157	59	4.8	103	7.4	96
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																
	Bush > 55%	3,115	56	6,159	40	1.9	54	3.0	49	345	15,182	47	3.8	73	5.4	71
	Bush 50% to 55%	982	23	1,418	15	0.7	23	1.2	17	141	14,814	14	5.7	24	7.8	19
	Bush < 50%	136	3	32	1	0.4	3	1.7	1	21				10		
	Kerry < 50%	150	4	608	2	1.0	4	1.3	3	20						
	Kerry 50% to 55%	872	16	1,482	9	0.9	16	1.7	14	111	7,864	6	3.9	16	5.5	16
	Kerry > 55%	1,161	20	2,817	10	1.0	20	1.6	17	135	16,227	7	5.0	18	9.1	17
	Tied	25								9						

## Chapter 11

### Voting Equipment Malfunctions

The U.S. Election Assistance Commission (EAC) sought information in the Election Day Survey about voting equipment malfunctions that occurred at the November 2004 general election. The survey asked state election directors to identify by county and precinct, if available, where any of the following malfunctions occurred and whether the affected voting machines were returned to service:

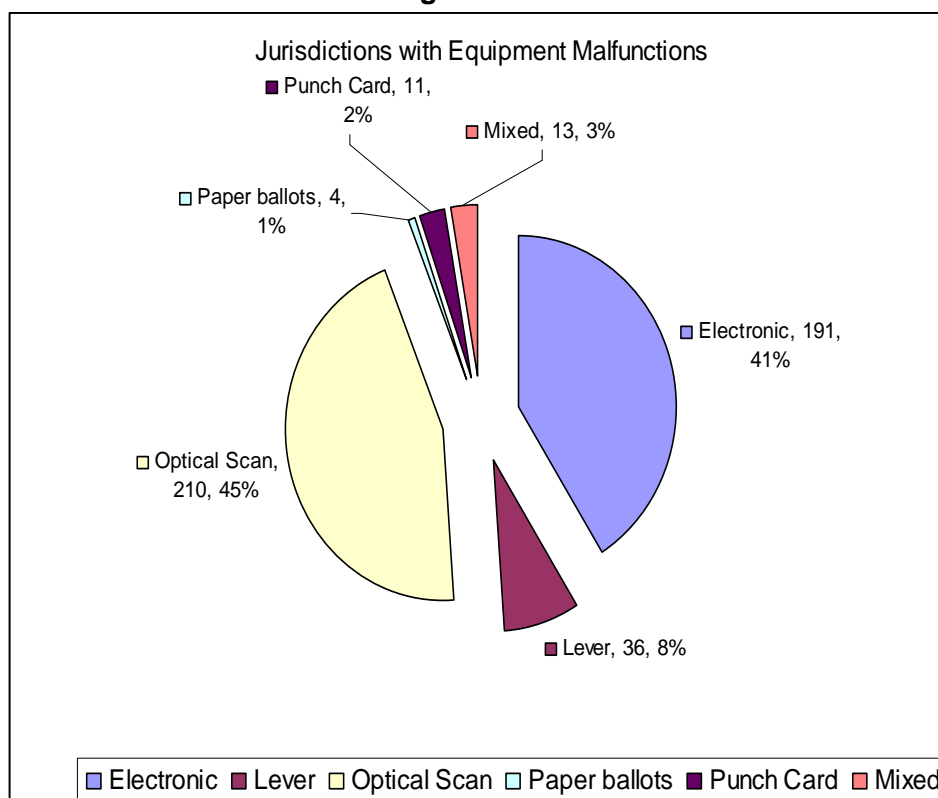
- 14a. Power failure  
*An interruption or failure that renders a voting machine incapable of counting votes for more than five minutes during Election Day, absentee, or early voting.*
- 14b. Broken counter  
*A malfunction of a lever voting machine that renders the machine incapable of counting additional votes on any votable position.*
- 14c. Computer failure  
*A software, hardware, or firmware malfunction, disablement, or interruption that renders a voting machine incapable of presenting the ballot, recording votes, or printing or tabulating results.*
- 14d. Printer failure  
*A malfunction or interruption of the printer hardware, software, or mechanical components constituting the mechanism for creating a printed result of all contests voted (includes printers on electronic and mechanical lever voting machines).*
- 14e. Screen failure  
*A malfunction or interruption of the screen display or indicator lights on an electronic voting machine (DRE) that renders the machine incapable of indicating which choices a voter has made or which races for which the voter is eligible to vote.*
- 14f. Fatal damage to machine  
*Damage to or destruction of a voting machine that renders the machine incapable of recording votes or printing the results of voting.*
- 14g. Modem failure  
*A malfunction or interruption of a modem or the computer hardware or software using a modem to transmit election results to a central-counting location that renders the modem incapable of transmitting election results.*
- 14h. Scanner failure  
*A malfunction or interruption of a paper ballot reading device that either renders the device incapable of counting votes or renders the tabulated results inaccurate.*
- 14i. Ballot encoder/activator failure  
*A malfunction or interruption of that piece of a DRE that encodes a smart card or other similar device with the voter's ballot or with critical demographic data that allows the machine to access the proper ballot for the voter.*
- 14j. Audio ballot failure  
*A malfunction or interruption of the hardware, software, or peripherals that renders a DRE incapable of playing an audio version of the ballot.*
- 14k. Other voting machine malfunctions

## Applicability and Coverage

Question 14 on voting equipment malfunctions had by far the least coverage of any of the survey questions. Twenty-one states did not respond to the question or said that information on malfunctions was not available. Two states said that no voting equipment malfunctions were reported, and 10 states reported only one to six malfunctions statewide. Of 20 states that provided detailed county-by-county responses, only eight specified whether the affected machines were returned to service and only four identified the precincts in which the malfunctions occurred.

In all, we have information from only 485 of the 6,567 jurisdictions in the EAC database, or only seven percent of the country. Table 14a shows the type of voting equipment used by these jurisdictions. Of these 485 jurisdictions, 210 used optical scan systems, 191 used electronic voting systems, 36 used lever machines, 11 used punch cards, and four used hand-counted paper ballots. Thirteen responses were from jurisdictions using more than one type of voting equipment.

Figure 11.1



## Survey Results

Due to the small number of responses to the question on voting equipment malfunctions, we did not create the standard data table that forms the basis for other chapters in this report. Instead, we created a table that shows the number of malfunctions reported for each voting equipment type. That information is in Table 11a, along with the number of jurisdictions for each equipment type.

**Table 11a. Reported Voting Equipment Malfunctions by Equipment Type**

	<b>Total Number Malfunctions</b>	<b>Electronic</b>	<b>Lever</b>	<b>Optical Scan</b>	<b>Paper ballots</b>	<b>Punch Cards</b>	<b>Mixed</b>
(No. of Jurisdictions)	(465)	(191)	(36)	(210)	(4)	(11)	(13)
14a. Power Failures	219	169	1	39	0	2	8
14b. Broken Counter	8	1	5	1	1	0	0
14c. Computer Failure	381	208	1	162	1	3	6
14d. Printer Failure	489	439	5	42	1	0	2
14e. Screen Failure	346	320	0	4	0	0	22
14f. Fatal Damage	32	18	3	7	0	0	4
14g. Modem Failure	69	5	0	64	0	0	0
14h. Scanner Failure	566	19	0	541	1	0	5
14i. Ballot Encoder/ Activator Failure	106	98	1	5	0	0	2
14j. Audio Ballot Failure	6	6	0	0	0	0	0
14k. Other Failure	271	71	139	22	0	32	7

The responses from states to the Election Day Survey clearly show that certain types of equipment failures tend to be tied to certain types of equipment. Printer problems tend to be tied to electronic voting equipment, while scanner failures are most apt to occur with optical scan systems. Screen and power failures were mainly problems of electronic systems. Computer failures occurred in both electronic and optical scan systems.

Although the EAC did not ask the reason for each voting equipment malfunction, except for the “Other Failure” category, some states provided that information for all categories. Tables 11b and 11c list the reasons provided by states for malfunctions affecting electronic and optical scan voting equipment.

**Table 11b. Reported Reasons for Electronic Voting Equipment Malfunctions**

<b>Type of Malfunction</b>	<b>Reason for Malfunction</b>
14a. Power Failures	Battery, Power Cord
14b. Broken Counter	—
14c. Computer Failure	Export problem, Memory card
14d. Printer Failure	Write-in door jam, Paper jam
14e. Screen Failure	Blank screen, Frozen screen, Calibration problem
14f. Fatal Damage	Motherboard
14g. Modem Failure	—
14h. Scanner Failure	Feed problem
14i. Ballot Encoder/Activator Failure	Jam, Incorrect ballot setup
14j. Audio Ballot Failure	—

<b>Type of Malfunction</b>	<b>Reason for Malfunction</b>
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14k. Other Failure	Insufficient recycle time between voters, Curtain mechanism broken
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**Table 11c. Reported Reasons for Optical Scan Voting Equipment Malfunctions**

Type of Malfunction	Reason for Malfunction
14a. Power Failures	Battery, Machine unplugged
14b. Broken Counter	Unknown
14c. Computer Failure	Memory pack, Memory card
14d. Printer Failure	Ribbon malfunction, Paper jam
14e. Screen Failure	—
14f. Fatal Damage	—
14g. Modem Failure	Telephone line
14h. Scanner Failure	Ballot jam, Reader head, Channel coding problem, Tabulator problem
14i. Ballot Encoder/Activator Failure	—
14j. Audio Ballot Failure	—
14k. Other Failure	Broken Counter, Pointer stuck, Underprinted ballots

For lever machines, reasons for equipment malfunctions included stuck levers, incorrect ballot strips, broken curtain mechanisms, and printer failures (e.g., printer unplugged). For punch cards, reasons for equipment malfunctions included voter units not recognized (computer failure), data pack failures, broken counters, and ballot cards not punched through.

## REFERENCES

Saltman, Roy. 1978. *Effective Use of Computing Technology in Vote-Tallying*. Final project report prepared by Information Technology Division of Institute for Computer Sciences and Technology, National Bureau of Standards, for Clearinghouse on Election Administration, Office of Federal Elections, General Accounting Office. Washington, DC: GPO.



## Chapter 12

### Poll Workers

Table 12 presents data from the Election Day Survey about poll workers. The survey asked about the number of poll workers statewide and in each local election jurisdiction, the required number of poll workers per precinct or polling place by law or regulation, the number of precincts or polling places in jurisdictions that did not have the required number of poll workers, and the number of additional poll workers that would have been needed to meet the staffing requirement in each precinct that had a deficit of poll workers. Poll workers were defined as persons who (a) verified the identity of a voter; (b) assisted the voter with signing the register, affidavits or other documents required to cast a ballot; (c) assisted the voter by providing the voter with a ballot or setting up the voting machine for the voter; or (d) served other functions dictated by state law on November 2, 2004. The definition excludes observers stationed at polling places.

#### Applicability and Coverage

All states have polling places and thus need poll workers. However, Oregon conducts all elections by mail, and locates one polling place in each county's administrative offices, and therefore does not have the same staffing requirements as other states that must staff polling places on Election Day.

#### Historical Context

The type of person who was considered to be a "poll worker" has changed over time. In the era of machine politics in the United States, poll workers were people selected and paid for by the political parties to attend to the passing out of party-printed ballots at the polling place (Sorauf 1954; Woodruff 1908).

Little is mentioned about the poll workers who were responsible for collecting the ballots, though that, too, may have been the responsibility of the partisan-organized poll workers. A sort of checks and balances evolved, where both parties were responsible for stationing poll workers at every polling place to make sure the other side did not steal the election (Oestreicher 1988). During the turn of the last century, the Progressive movement initiated reforms designed to clean up the United States electoral system. The regulation of poll workers may have been one aspect of this reform effort; this was at least true in New Jersey (Lapomarda 1970). It was during this time that the modern image of the nonpartisan poll worker evolved. However, as a holdover from the machine era, many jurisdictions still require that the political parties nominate or provide lists of poll workers.

Poll workers must be able to work on Election Day. Most jurisdictions require poll workers to work the entire day, while some arrange shifts. Duties range from managing the polling place, recording who votes on the registration list, registering voters to vote in states with Election Day registration, assisting voters in casting their vote, ensuring the voting equipment works properly, tallying the ballots (depending on the voting equipment in use), and transmitting information to the central-count location at the end of the day.

Most poll workers receive training in the elections process from local election administrators. Training for poll workers is documented as early as 1964 in Hamilton County, Ohio, where training was deemed necessary to learn how to use new voting machines (Willis 1966). In most cases, poll workers are compensated for their training time, but these rates vary greatly across the nation.

While poll workers are often compensated for their time, being a poll worker is not a career. It is largely a voluntary activity. Near the close of the 1800s, one study documented that women served as poll workers prior to women's suffrage (Formisano 1999). Beginning in the late 1960s, as the female population went back into the workforce in greater numbers, the reservoir of available poll workers began to dry up. Compensation pay was increased to reflect the scarcer commodity. Allowable precinct sizes were increased so that the total number of precincts could decrease to correspond with the smaller labor pool. Changing the type of voting equipment used in precincts was also an alternative used by election administrators to deal with the difficulty in finding poll workers. In modern times, the pool of potential volunteers consists of retired persons and college students. In addition, the U.S. Election Assistance Commission (EAC) has a special mandate under the Help America Vote Act of 2002 to encourage college students to volunteer.

## Survey Results

Table 12 presents data on poll workers from questions 15–17 on the Election Day Survey. In the table, the average number of poll workers is calculated for precincts and polling places. The number of precincts with fewer than the required number of poll workers is calculated as a percentage of the total number of precincts. The column headings in Table 12 are as follows:

### Column Headings for Table 12. Poll Workers

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Number of Precincts	Number of precincts from survey question 19
5	Cases	Number of jurisdictions that responded to question 19
6	Total Number of Polling Places	Number of polling places from survey question 20
7	Cases	Number of jurisdictions that responded to question 20
8	Total Number of Poll Workers	Number of poll workers from survey question 15
9	Cases	Number of jurisdictions that responded to question 15
10	Average # of Poll Workers per Precinct	Number of poll workers (col. 8) divided by the number of precincts (col. 4)
11	Cases	Number of jurisdictions that responded to question 15b on poll workers and question 19 on precincts

**Column Headings for Table 12 (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
12	Average # of Poll Workers Polling Place	Number of poll workers (col. 8) divided by the number of polling places (col. 6)
13	Cases	Number of jurisdictions that responded to questions 15 and 20
14	Number of Precincts or Polling Places < Req. Poll Workers	Number of precincts or polling places with fewer than the required number of poll workers from question 17a
15	Cases	Number of jurisdictions that responded to question 17a
16	Percent Precincts < Req. Poll Workers	Number of precincts with fewer than the required number of poll workers (col. 14) divided by total number of precincts (col. 4)
17	Cases	Number of jurisdictions that responded to questions 4 and 17a
18	Cases > 100%	Number of cases where the reported number of precincts and polling places with fewer than the required number of poll workers (col. 16) is greater than the reported number of precincts (col. 4)
19	Percent Polling Places < Req. Poll Workers	Number of polling places with fewer than the required number of poll workers (col. 14) divided by total number of polling places (col. 6)
20	Cases	Number of jurisdictions that responded to questions 17a and 20
21	Cases > 100%	Number of cases where the reported number of polling places with fewer than the required number of poll workers (col. 14) is greater than the number of polling places (col. 6)

## Analysis of Survey Results

The following is our analysis of the data in Table 12 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 12 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

In the analysis, we construct four measures from the responses to the Election Day Survey: the average number of poll workers per precinct, the average number of poll workers per polling place, the percentage of precincts reporting an insufficient number of poll workers, and the percentage of polling places reporting an insufficient number of poll workers.

Nationally, jurisdictions reported an average of 7.9 poll workers per polling place and 5.7 poll workers per precinct. Jurisdictions reported that 5.8 percent of polling places and 4.0 percent of precincts did not have the minimum number of required poll workers. In all, 5,252 precincts or polling places of the 113,749 reported polling places or 174,252 reported precincts were said to have inadequate staffing.

Generally, precincts and polling places are the same. An important qualification is that more than one precinct may be consolidated into one polling place, and consolidation occurs more often in urban jurisdictions, among others. (See polling place analysis in chapter 13 for further description and analysis.)

States have different methods of defining polling places, and how they staff those locations affects the measurement of workers per polling place. Oregon, Wisconsin, and Puerto Rico report the number of poll workers per polling place in unique ways that confound the analysis:

- Oregon conducts elections by mail, and locates only one polling place in each county’s administrative offices. In many instances, therefore, the count of poll workers represented the number of election staff workers within a county office.

- Wisconsin administers elections within what they call “wards,” which may have created confusion with regard to how to report precincts and polling places on the Election Day Survey among jurisdictions within the state. For most jurisdictions, the reported number of polling places is much too low, e.g., six in the city of Milwaukee. In some cases, adding precincts and polling places appears to provide a reasonable number of polling places, e.g., Milwaukee reported 314 precincts. However, this decision rule is not consistent; Burlington City reported 34 polling places, 16 precincts, and 47 poll workers, which, if we sum precincts and polling places as the correct number of polling locations, would mean there was less than one poll worker per polling place.
- Puerto Rico included party observers in their count of poll workers, contrary to the Election Day Survey instructions.

We report state-level responses for these jurisdictions, but exclude all highly questionable jurisdictions within these states or territories in the following tabulations.

In addition to these administrative practices, we note that jurisdictions vary on how they staff polling places on Election Day. Some require that poll workers be present the entire day while other states schedule poll workers by shifts. These latter jurisdictions tend to report higher numbers of poll workers per polling place than other jurisdictions. In jurisdictions that consolidate precincts into a single polling place, some managerial positions may be shared among the consolidated precincts. These jurisdictions tend to report fewer poll workers per precinct than other jurisdictions. We do not exclude jurisdictions that report using poll workers in shifts or consolidate precincts because the information necessary to identify and control for these jurisdictions was not systematically collected on the Election Day Survey.

In all, much care should be taken in interpreting the responses to the Election Day Survey regarding poll workers. Definitions of what constitutes a poll worker and a polling place or precinct are not consistent across jurisdictions and a few outlier jurisdictions, such as those in Louisiana and Illinois, figure prominently in the observed relationships. With this in mind, we present our primary findings.

Jurisdictions with higher levels of income and education reported higher average numbers of poll workers per polling place or precinct and reported lower rates of staffing problems per precinct. Staffing problems appeared to be particularly acute for jurisdictions in the lowest income and education categories. Small, rural jurisdictions and large, urban jurisdictions tended to report higher rates of inadequate poll workers within polling places or precincts.

Predominantly non-Hispanic Black jurisdictions reported a greater percentage of polling places or precincts with inadequate number of poll workers. Predominantly non-Hispanic Native American jurisdictions reported the second highest percentage of staffing problems. This appears to be related to similar reports on inadequate numbers of poll workers for Section 5 covered jurisdictions, though at least some of the observed relationships are attributable to the high percentage of understaffed polling places in Louisiana.

Jurisdictions that anticipated Election Day needs reported higher average numbers of staffing of polling places or precincts and fewer instances of not being able to adequately staff polling places or

precincts. For example, jurisdictions in battleground states reported fewer polling places and precincts with inadequate staffing, as did jurisdictions that allow Election Day registration. Jurisdictions with “no excuse” absentee balloting and those with early voting reported lower rates of problems staffing polling places or precincts, perhaps because these alternative modes of voting reduced the Election Day burden for these jurisdictions.

### *States*

Excluding Oregon, Washington reported the lowest number of poll workers per precinct, 1.5. However, Washington also consolidates many precincts and the high rate of absentee voting in the state reduces demands on polling places within the state. Washington also reported a middle-range average number—6.3—of poll workers per polling place. Washington reported that 7.3 percent of its polling places were inadequately staffed.

The Virgin Islands and Oklahoma reported the lowest average number of poll workers per polling place, at 2.6 and 3.0, respectively. The Virgin Islands reported that 41.2 percent of its polling places were inadequately staffed, while Oklahoma reported no staffing problems.

With 64.7 and 44.3 percent, respectively, of their polling places reported to have inadequate staffing, Louisiana and Hawaii reported the highest rates of staffing problems. Delaware and Illinois also reported a sizable percentage of polling places with inadequate staffing, 28.3 and 18.4 percent, respectively. In terms of absolute numbers, Illinois and Louisiana reported that over one thousand polling places or precincts had inadequate staffing: 1,693 and 1,550, respectively. Similar patterns among states exist when precincts are the unit of analysis.

Even though Maryland reported 13.4 poll workers per polling place, the state also reported that 7.9 percent of polling places were inadequately staffed. We note that Maryland operates shifts of poll workers, so we do not know if the reported problems are for the entire day or specific shifts.

### *Regions*

The U.S. Territories reported the lowest number of poll workers per polling place, 2.6. Within the United States, the West reported the lowest average number of poll workers per polling place, 6.6, with the Midwest, 6.7, and South, 7.8, reporting slightly higher numbers. The Northeast reported the highest average number of poll workers per polling place, 14.0. In terms of average number of poll workers per precinct, the U.S. Territories reported the highest average, 14.5; followed by the Northeast, 9.1; the South, 6.6; the Midwest, 4.7; and the West, 4.1.

The South reported the highest rate of inadequate staffing of polling places, at 8.1 percent, followed by the Midwest at 6.8 percent and the Northeast at 5.3 percent. The West reported the lowest rate of inadequately staffed polling places, at 2.3 percent. When examined from the perspective of precincts, the percentages are smaller and the regions retain their relative order.

### *Urban to Rural*

The average number of poll workers per polling place was reported as 9.3 for urban and 7.4 for suburban jurisdictions, while small towns and rural areas reported lower averages, 6.7 and 5.3, respectively. The pattern is similar when precincts are the unit of analysis.



Urban jurisdictions also report the highest percentage of inadequate numbers of poll workers, 7.3 percent, followed by rural jurisdictions at 6.3 percent, small towns at 5.5 percent, and suburban jurisdictions at 3.6 percent. When the unit of analysis is precincts, the relative order is essentially the same.

### *Size of Jurisdiction*

The reported average number of poll workers per polling place generally increases with jurisdiction size, from 4.8 for the smallest to 9.1 for the second largest, and dropping slightly to 7.7 for the largest jurisdictions. When the unit of analysis is the precinct, the same general pattern is evident.

The percentage of jurisdictions reporting polling places with inadequate numbers of poll workers does not follow a clear pattern. Those jurisdictions with the smallest and largest populations report the largest percentages of polling places with inadequate numbers of poll workers, 9.2 and 7.4, respectively. Jurisdictions with voting age population (VAP) between 10,000 and 50,000 reported the next highest percentage, 6.8. Those in the 1,000-to-3,500 range reported the lowest percentage, 3.0 percent. The pattern is similar when precincts are the unit of analysis.

### *Race and Ethnicity*

Predominantly non-Hispanic Native American jurisdictions reported the lowest average number of poll workers per polling place, 5.7, and precinct, 5.5. Predominantly non-Hispanic Black jurisdictions reported the highest average of poll workers per polling place, 9.6, and per precinct, 7.6.

The high average number of poll workers per precinct for predominantly non-Hispanic Black jurisdictions did not translate into better coverage of the polling places. Predominantly non-Hispanic Black jurisdictions reported the highest percentage of inadequate numbers of staff, at 16.9 percent per polling place, and 12.8 percent per precinct. Predominantly non-Hispanic Native American jurisdictions reported the second highest rate of inadequate staffing as a percentage of polling places, at 6.3 percent, and 6.2 percent per precinct. White jurisdictions reported percentage of inadequate staffing at 6.0 percent per polling place and 4.1 percent per precinct. Predominantly Hispanic jurisdictions reported the lowest rate of inadequate staffing, at 1.5 percent for polling places and 1.0 percent for precincts.

### *Median Income*

The reported average number of poll workers per polling place tends to increase with median income of the jurisdiction, with 4.9 reported for the lowest category and 9.1 reported for the highest. There is a less apparent trend when the unit of analysis is the precinct, with 4.4 reported for the lowest category and 6.1 reported for the highest. In both cases, jurisdictions in the \$35,000—\$40,000 median income category report high averages, 8.2 and 5.7 percent respectively, for polling places and precincts, confounding the direct linear trend.

The reported percentage of polling places with an inadequate number of poll workers generally follows a trend of decreasing percentages as median income within the jurisdictions rises. For the lowest income category, the very high rates of 23.5 percent of polling places and 16.1 percent of precincts reported inadequate numbers of poll workers. The numbers drop steeply as income rises, leveling off near 4 percent among polling places and 2.5 percent for precincts in jurisdictions with median income greater than \$40,000.

### *High School Education*

The categories of reported average number of poll workers per polling place and precinct rise with education, from the lowest category reporting 4.8 and 4.1, respectively, steadily climbing to 7.8 and 5.6, respectively, for the second highest category, before falling slightly at the highest level of education, 7.6 or 4.7, respectively.

Jurisdictions reporting inadequate numbers of poll workers are highest for the lowest education category, 20.8 percent among polling places and 14.2 percent among precincts. They generally follow a decreasing trend found across all jurisdictions as education rises, to 2.5 percent for polling places and 1.5 percent for precincts among jurisdictions in the highest education category.

### *Section 203 Language Minority Requirements*

Jurisdictions covered by Section 203 reported a similar average number of poll workers per polling place as other jurisdictions, 7.9 and 7.2 respectively; for precincts, 5.4 and 5.3. Jurisdictions covered by Section 203 reported a similar percentage of polling places and precincts with an inadequate number of poll workers, 5.7 and 5.9 percent, respectively.

### *Section 5 Preclearance of Voting Procedures*

Jurisdictions covered by Section 5 reported the same average number of poll workers per polling place, 7.4, as jurisdictions not covered by Section 5, and a slightly higher average number of poll workers per precinct than noncovered jurisdictions, 6.1 versus 5.2, respectively. Jurisdictions covered by Section 5 reported more than twice as high a percentage of polling places and precincts with an inadequate number of poll workers than jurisdictions not covered by Section 5: polling places scored 10.4 versus 4.5 percent, and precincts, 8.3 versus 3.1 percent. The relationship is primarily due to Louisiana's high percentage of inadequate poll workers per polling place or precinct.

### *Type of Voting Equipment*

The reported average number of poll workers per polling place does not vary greatly by type of voting equipment, ranging from an average of 6.3 among optical scan jurisdictions to 9.8 among electronic jurisdictions. The range and order is similar when the unit of analysis is precincts: an average of 4.6 poll workers per precinct is reported for lever jurisdictions and a 7.2 average is reported for electronic jurisdictions.

Among polling places, lever jurisdictions reported the highest percentage of polling places without an adequate number of poll workers, 36.0 percent. We note that the outlier state of Louisiana primarily uses lever machines. Punch card jurisdictions reported 10.6 percent of polling places with an inadequate number of poll workers, followed by 6.8 percent for electronic jurisdictions. Paper jurisdictions reported the lowest percentage, 1.8. The order is generally the same when precincts are the unit of analysis.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment reported a higher average number of poll workers per polling place, 8.1 versus 7.1 percent, and precinct, 6.1 versus 5.1 percent, than jurisdictions that did not change voting systems. Jurisdictions that changed voting equipment reported a slightly lower



percentage of polling places, 4.0 versus 6.5, or precincts, 2.9 versus 4.5, without an adequate number of poll workers.

#### *Statewide Voter Registration Database*

Jurisdictions with a statewide voter registration database reported a lower average number of poll workers per polling place than other jurisdictions, 6.8 versus 7.6, and a slightly higher average number of poll workers per precinct than other jurisdictions, 5.6 and 5.3, respectively. Jurisdictions with a statewide voter registration database reported a much higher percentage of polling places or precincts without an adequate number of poll workers than other jurisdictions, 15.1 and 4.2 percent, respectively. We note that Louisiana has a statewide voter registration database.

#### *Election Day Registration*

Jurisdictions with Election Day registration reported a slightly lower average number of poll workers per polling place than other jurisdictions, 7.9 versus 7.4, and a higher average number of poll workers per precinct than other jurisdictions, 6.0 versus 5.3. Jurisdictions with Election Day registration reported a lower percentage than other jurisdictions of polling places, 2.1 versus 5.9 percent, and precincts, 1.6 versus 4.1 percent, without an adequate number of poll workers. However, caution should be taken in making any inferences because as we note, only 67 jurisdictions with Election Day registration reported the numbers required to calculate adequate number of poll workers and number of polling places or precincts.

#### *Provisional Ballot Acceptance*

Jurisdictions with precinct-only acceptance reported a higher average number of poll workers per polling place than other jurisdictions, 7.8 versus 7.0, and a higher average number of poll workers per precinct to within-jurisdiction acceptance, 5.7 versus 4.9 (those without provisional ballots reported the lowest numbers per polling place, 6.3, and the highest average numbers per precinct, 7.5). Jurisdictions that accept provisional ballots jurisdictionwide reported a higher percentage of polling places and precincts without an adequate number of poll workers, 9.9 and 6.6 percent, respectively, than jurisdictions that accept ballots cast only within polling places and precincts, 2.4 and 1.7 percent, respectively.

#### *No Excuse Absentee Balloting*

Jurisdictions with “no excuse” absentee balloting reported a slightly lower average number of poll workers per polling place and precinct than other jurisdictions, 7.0 versus 7.8 in polling places, and 4.8 versus 5.9 in precincts. Jurisdictions with “no excuse” absentee balloting reported a slightly lower percentage than other jurisdictions of inadequate numbers of staff in polling places, 5.2 versus 6.4 percent, and precincts, 3.5 versus 4.6 percent.

#### *Early Voting*

Jurisdictions with early voting reported a slightly lower average of poll workers per polling place than other jurisdictions, 7.1 versus 7.8, and a slightly higher per precinct, 5.4 versus 5.3. Compared with other jurisdictions, jurisdictions with early voting reported a markedly lower percentage of polling places—2.0 versus 10.4 percent—and precincts—1.5 versus 6.7 percent—without an adequate number of poll workers.

### *Battleground States*

Jurisdictions within battleground states reported a slightly higher average number of poll workers per polling place, 7.6 versus 7.3, than other jurisdictions and a slightly lower average of poll workers per precinct than other jurisdictions, 4.9 versus 5.7. Compared with other jurisdictions, jurisdictions within battleground states reported a lower percentage of polling places, 2.6 versus 7.4 percent, and precincts, 1.6 versus 5.5 percent, without an adequate number of poll workers.

### *Presidential Margin of Victory*

According to presidential margin of victory, those jurisdictions in the second closest margin-of-victory category reported the highest average number of poll workers per polling place and precinct, 13.3 and 8.7, respectively. All other jurisdictions reported averages around 7 percent per polling place and 5 percent per precinct.

Jurisdictions in the second closest margin-of-victory category also reported the highest percentage of polling places without an adequate number of poll workers, 7.4 percent, followed by the jurisdictions with the closest margin of victory, at 7.0 percent. When measured in terms of precinct, the order is reversed, with the closest margin-of-victory jurisdictions reporting 4.9 percent of polling places with inadequate numbers of poll workers, and the second closest margin-of-victory category reporting 4.7 percent per precinct. All other jurisdictions reported a similar per-precinct average, except for jurisdictions in the third closest margin of victory category, which reported the lowest rates of inadequate numbers of poll workers, 1.9 and 1.4 percent for polling places and precincts, respectively.

### *Red versus Blue Jurisdictions*

Jurisdictions won by Kerry by a majority, and those won by Bush by a plurality, reported higher average numbers of poll workers per polling place (10.8 where Kerry won 50 to 55 percent of the vote, and 8.5 where Kerry won 55 percent of the vote and above). For poll workers per precinct, those jurisdictions won by Bush by a plurality reported the highest number of poll workers per precinct: 7.5. Jurisdictions won by Bush by a plurality reported the highest percentage of polling places and precincts without an adequate number of poll workers, at 18.5 and 14.6 percent, respectively. All other jurisdictions reported a similar percentage, slightly below 5.1 percent for polling places and 4.2 for precincts.

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## Poll Workers

EAC Election Day Survey												Cases = Number of Jurisdictions Reporting Subject Matter									
Poll Workers 2004 General Election																					
Updated: 09/19/2005 13:07:50																					
		Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Total Number of Poll Workers	Cases	Average # of Poll Workers Per Precinct	Cases	Average # of Poll Workers Polling Place	Cases	Number of Precincts or Polling Places < Req Poll Workers	Cases	Percent Precincts < Req Poll Workers	Cases	Cases >100%	Percent Polling Places < Req Poll Workers	Cases	Cases >100%	
Code	Name																				
01	Alabama	67	2,210	67	2,177	67	14,917	67	6.7	67	6.9	67									
02	Alaska	1	436	1	439	1	2,244	1	5.1	1	5.1	1	0	1		1				1	
04	Arizona	15	2,110	15	2,002	15	10,908	15	5.2	15	5.4	15	143	15	6.8	15		7.1		15	
05	Arkansas	75	2,693	75	1,923	75	10,544	75	3.9	75	5.5	75	54	50	2.9	50		4.3		50	
06	California	58	21,857	55	14,467	52	99,289	55	4.5	54	6.6	52	107	55	0.5	54		0.7		52	
08	Colorado	64	3,370	64	2,318	63	14,681	62	4.4	62	6.4	62	0	63		63				63	
09	Connecticut	169			769	169	5,383	169			7.0	169									
10	Delaware	3	437	3	276	3	3,442	3	7.9	3	12.5	3	78	3	17.8	3		28.3		3	
11	District of Columbia	1	142	1	142	1	1,867	1	13.1	1	13.1	1									
12	Florida	67	6,892	67	5,433	67	61,657	67	8.9	67	11.3	67	141	67	2.0	67		2.6		67	
13	Georgia	159	3,163	159	2,907	158	29,422	159	9.3	159	10.1	158									
15	Hawaii	5	353	4	336	4	3,237	4	9.2	4	9.6	4	149	4	42.2	4		44.3		4	
16	Idaho	44	949	44	763	44	5,562	44	5.9	44	7.3	44	21	44	2.2	44		2.8		44	
17	Illinois	110	11,738	110	9,200	110	58,879	110	5.0	110	6.4	110	1,693	110	14.4	110		18.4		110	
18	Indiana	92	5,571	92	3,454	84	8,572	39	5.4	39	6.4	38									
19	Iowa	99	1,966	97	1,916	98	9,609	98	4.8	97	5.0	98	3	98	0.2	97		0.2		98	
20	Kansas	105	3,882	105	2,019	103	10,421	103	2.7	103	5.1	102	11	103	0.3	103		0.5		102	
21	Kentucky	120	3,482	120	2,830	120	14,565	120	4.2	120	5.1	120	29	9	4.0	9		6.3		9	
22	Louisiana	64	4,124	64	2,394	64	16,905	64	4.1	64	7.1	64	1,550	64	37.6	64		64.7		22	
23	Maine	517	601	517			7,106	516	11.8	516											
24	Maryland	24	1,779	24	1,551	24	20,773	24	11.7	24	13.4	24	123	24	6.9	24		7.9		24	
25	Massachusetts	351	2,177	351	1,458	351															
26	Michigan	83	5,235	83	3,890	83	31,809	83	6.1	83	8.2	83	0	83		83				83	
27	Minnesota	87	4,108	87																	
28	Mississippi	82	1,707	67	1,670	67															
29	Missouri	116	5,462	116	3,595	116	21,940	116	4.0	116	6.1	116	98	116	1.8	116	1	2.7	116	1	
30	Montana	56	856	56	649	56	5,244	56	6.1	56	8.1	56	2	56	0.2	56		0.3		56	
31	Nebraska	93	1,668	93	1,420	93	8,197	93	4.9	93	5.8	93	0	93		93				93	
32	Nevada	17	1,585	17	526	17	5,537	17	3.5	17	10.5	17	0	17		17				17	
33	New Hampshire	242																			
34	New Jersey	21	6,283	21	3,486	21	57,498	21	9.2	21	16.5	21	188	21	3.0	21		5.4		21	
35	New Mexico	33	684	21	612	21	3,759	21	5.5	21	6.1	21	24	18	4.1	18	1	4.6	18	1	
36	New York	58	15,153	56	6,740	56															
37	North Carolina	100	2,749	100	2,762	100	22,276	100	8.1	100	8.1	100	45	100	1.6	100		1.6		100	
38	North Dakota	53	607	53	542	53	3,227	53	5.3	53	6.0	53	2	53	0.3	53		0.4		53	
39	Ohio	88	11,366	88	6,602	88	49,030	87	4.4	87	7.6	87	192	86	1.7	86		2.9		86	
40	Oklahoma	77	2,152	77	2,130	77	6,346	77	2.9	77	3.0	77	0	77		77				77	
41	Oregon	36	1,448	36	36	36	1,357	36	0.9	36	37.7	36									
42	Pennsylvania	67					24,636	50					145	49							
44	Rhode Island	39	577	39	489	39	3,462	39	6.0	39	7.1	39									
45	South Carolina	46	2,168	46			2,986	5	9.2	5											
46	South Dakota	66	827	66	630	66							0	66		66				66	
47	Tennessee	95	2,287	95	2,211	95	17,907	95	7.8	95	8.1	95	35	94	1.5	94		1.6		94	
48	Texas	254	8,554	254	7,032	250	42,078	253	4.9	253	5.9	250	213	254	2.5	254		3.0		250	
49	Utah	29	1,880	29	1,061	29	6,114	29	3.3	29	5.8	29	6	29	0.3	29		0.6		29	
50	Vermont	246	277	246	277	246							0	15		15				15	
51	Virginia	134	2,294	134	2,367	134	19,180	133	8.6	133	8.3	133	0	134		134				134	
53	Washington	39	6,664	39	1,498	34	9,244	33	1.5	33	6.3	33	109	34	1.7	34		7.3		34	
54	West Virginia	55	1,977	55			10,639	50	5.8	50			19	50	1.0	50					
55	Wisconsin	1,910	3,563	1,253	2,686	1,596	18,669	1,264	5.2	1,252	8.2	1,258									
56	Wyoming	23	483	23	345	23	2,339	23	4.8	23	6.8	23	2	23	0.4	23		0.6		23	
60	American Samoa	1																			
66	Guam	1																			
72	Puerto Rico	110	1,676	110	1,554	110	62,070	110	37.0	110	39.9	110	0	110		110				110	
78	Virgin Islands	1	30	1	170	1	435	1	14.5	1	2.6	1	70	1	233.3	1	1	41.2	1		
	Total	6,568	174,252	5,396	113,754	5,180	845,962	4,641	5.7	4,408	7.9	4,005	5,252	2,289	4.0	2,238	3	5.8	2,182	24	
	Maximum	1,910	21,857	1,253	14,467	1,596	99,289	1,264	37.0	1,252	39.9	1,258	1,693	254	233.3	254	1	64.7	250	22	
	Average	119	3,485	107	2,420	110	18,390	100	6.9	100	9.0	95	138	60	14.5	60	1	10.0	60	8	
	Minimum	1	30	1	36	1	435	1	0.9	1	2.6	1	0	1	0.2	1	1	0.2	1		

## Poll Workers

EAC Election Day Survey		Cases = Number of Jurisdictions Reporting Subject Matter																		
Poll Workers 2004 General Election																				
Updated: 09/19/2005 13:07:50																				
Code	Name	Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Total Number of Poll Workers	Cases	Average # of Poll Workers Per Precinct	Cases	Average # of Poll Workers Polling Place	Cases	Number of Precincts or Polling Places < Req Poll Workers	Cases	Percent Precincts < Req Poll Workers	Cases >100%	Percent Polling Places < Req Poll Workers	Cases >100%		
Election Administration		Poll workers removed from OR and PR because of questionable numbers and from ME, MI, TX, UT, VT, and WA where 0 Poll Workers were reported.																		
Voting Equipment Used in 2004 General Election																				
	None / Unknown	908	13,552	252	9,699	558	54,335	133	4.7	133	7.2	111	258	215	1.9	215	2	2.8	215	1
	Punch card	260	19,745	248	12,985	231	93,220	234	4.7	225	6.9	212	1,313	226	7.0	217		10.6	204	
	Lever	394	20,301	199	10,789	365	38,222	319	4.6	138	7.0	304	1,163	130	22.5	118		36.0	115	19
	Paper	1,734	5,704	1,573	3,416	1,183	26,116	1,308	5.1	1,299	6.7	912	41	251	1.0	250		1.8	240	
	Optical scan	2,541	69,370	2,405	46,265	2,185	284,965	1,855	4.8	1,829	6.3	1,690	1,178	1,120	2.1	1,099	1	2.9	1,071	1
	Electronic	608	35,273	599	24,219	557	231,296	544	7.2	538	9.8	530	1,136	251	4.6	245		6.8	243	3
	Multiple Systems	123	10,307	120	6,381	101	54,381	102	5.8	100	8.5	100	163	96	1.8	94		2.7	94	
Changed Voting Equipment Since 2000 General Election																				
	Yes	1,753	46,241	1,296	31,649	1,269	250,173	1,207	6.1	1,163	8.1	1,046	1,041	334	2.9	333		4.0	330	2
	No	4,815	128,011	4,100	82,105	3,911	532,362	3,288	5.1	3,099	7.1	2,813	4,211	1,955	4.5	1,905	3	6.5	1,852	22
State Wide Voter Registration System in Place																				
	Yes	1,335	33,575	1,153	20,815	1,133	143,512	772	5.6	603	6.9	716	1,992	390	10.6	390	1	15.1	340	23
	No	5,233	140,677	4,243	92,939	4,047	639,023	3,723	5.3	3,659	7.6	3,143	3,260	1,899	2.9	1,848	2	4.2	1,842	1
Election Day Registration																				
	Yes	2,823	9,704	1,924	3,794	1,663	33,676	1,847	6.0	1,835	7.9	1,325	23	67	1.6	67		2.1	67	
	No	3,745	164,548	3,472	109,960	3,517	748,859	2,648	5.4	2,427	7.4	2,534	5,229	2,222	4.0	2,171	3	5.8	2,115	24
Provisional Ballot Acceptance																				
	In Overall Jurisdiction	1,162	65,986	1,080	44,212	1,070	336,578	840	4.9	789	7.0	786	4,077	630	6.6	580	1	9.9	578	23
	In Precinct Only	4,350	100,295	3,504	66,513	3,902	429,627	3,041	5.7	2,859	7.8	2,975	1,082	1,451	1.7	1,450	1	2.4	1,396	1
	None	1,056	7,971	812	3,029	208	16,330	614	7.5	614	6.3	98	93	208	2.9	208	1	3.1	208	
No Excuse Absentee Balloting																				
	Yes	3,781	70,535	3,106	47,225	2,922	332,571	2,795	4.8	2,781	7.0	2,269	2,315	1,095	3.5	1,093	1	5.2	1,091	23
	No	2,787	103,717	2,290	66,529	2,258	449,964	1,700	5.9	1,481	7.8	1,590	2,937	1,194	4.5	1,145	2	6.4	1,091	1
Early Voting Allowed																				
	Yes	1,701	69,882	1,683	51,609	1,618	376,926	1,428	5.4	1,426	7.1	1,370	971	1,257	1.5	1,255	1	2.0	1,199	1
	No	4,867	104,370	3,713	62,145	3,562	405,609	3,067	5.3	2,836	7.8	2,489	4,281	1,032	6.7	983	2	10.3	983	23
Covered By Section 203, Language Minority Requirements																				
	Yes	468	54,051	443	36,098	443	269,780	413	5.4	405	7.9	407	1,920	421	3.8	420	1	5.7	414	2
	No	6,100	120,201	4,953	77,656	4,737	512,755	4,082	5.4	3,857	7.2	3,452	3,332	1,868	4.1	1,818	2	5.8	1,768	22
Covered By Section 5 of Voting Rights Act																				
	Yes	880	32,976	855	25,680	803	180,258	743	6.1	743	7.4	733	1,974	515	8.3	515		10.4	511	22
	No	5,688	141,276	4,441	88,074	4,377	602,277	3,752	5.2	3,519	7.5	3,126	3,278	1,774	3.0	1,723	3	4.5	1,671	2

## Poll Workers

EAC Election Day Survey														Cases = Number of Jurisdictions Reporting Subject Matter									
Poll Workers 2004 General Election																							
Updated: 09/19/2005 13:07:50																							
		Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Total Number of Poll Workers	Cases	Average # of Poll Workers Per Precinct	Cases	Average # of Poll Workers Polling Place	Cases	Number of Precincts or Polling Places < Req Poll Workers	Cases	Percent Precincts < Req Poll Workers	Cases	Cases >100%	Percent Polling Places < Req Poll Workers	Cases	Cases >100%			
Code	Name																						
Demographics																							
Region																							
	Northeast	1,710	25,068	1,230	13,219	882	98,085	795	9.1	576		14.0	229		333	85		3.0	36				
	South	1,423	48,810	1,408	37,805	1,302	295,504	1,293	6.6	1,293		7.8	1,234		2,287	926		6.4	926				
	Midwest	2,902	55,993	2,243	35,954	2,490	220,353	2,046	4.7	2,033		6.7	2,038		1,999	808		4.7	807	1			
	West	420	42,675	404	25,052	395	168,158	360	4.1	359		6.6	357		563	359		1.4	358	1			
	Territories	113	1,706	111	1,724	111	435	1	14.5	1		2.6	1		70	111		4.1	111	1			
Urban to Rural																							
	Urban	567	60,394	445	36,556	523	306,044	368	6.4	321		9.4	358		2,112	107		4.8	105				
	Suburban	871	37,906	639	25,451	715	179,523	557	5.2	472		7.4	501		768	179		2.4	169				
	Small Towns	1,710	41,994	1,421	28,085	1,283	184,288	1,198	5.0	1,123		6.7	977		1,184	617		3.8	590				
	Rural	3,307	32,252	2,780	21,938	2,548	112,245	2,371	4.2	2,345		5.3	2,022		1,118	1,275		4.8	1,263	2			
	Not Available - Territories	113	1,706	111	1,724	111	435	1	14.5	1		2.6	1		70	111		4.1	111	1			
Size of Jurisdiction (VAP)																							
	< 1,000	1,761	2,118	1,229	1,350	1,169	6,579	1,082	3.3	1,068		4.8	812		11	40		8.4	39				
	>=1,000 to <3,500	1,165	2,558	893	1,976	850	12,133	735	5.7	700		6.3	565		34	210		2.1	210				
	>=3,500 to <10,000	1,043	8,343	902	5,891	873	31,797	737	4.7	685		5.6	665		187	466		3.4	463				
	>=10,000 to <50,000	1,704	35,443	1,554	25,830	1,508	140,541	1,323	4.7	1,226		5.7	1,251		1,243	947		5.4	925	2			
	>=50,000 to <250,000	586	41,344	545	28,105	516	196,277	467	5.7	439		7.6	435		1,262	386		4.0	368				
	>=250,000 to <1,000,000	140	44,037	126	27,595	118	246,146	117	6.1	110		9.1	108		1,028	108		2.8	101				
	>=1,000,000	25	38,691	24	21,272	24	148,578	21	4.9	21		7.8	21		1,417	21		4.7	21				
	Not Available	144	1,718	123	1,735	122	484	13	11.5	13		2.6	2		70	111		4.1	111	1			
Race and Ethnicity																							
	Predominantly NH White	6,264	161,698	5,125	104,108	4,925	718,654	4,368	5.3	4,137		7.4	3,749		4,905	2,094		4.1	2,043	2			
	Predominantly NH Black	85	2,820	80	2,103	69	15,915	52	7.6	51		9.6	51		182	26		12.6	26				
	Predominantly NH Native American	24	313	22	302	19	1,392	16	5.5	16		5.7	13		17	14		6.2	14				
	Predominantly Hispanic	50	7,664	45	5,465	44	45,946	45	6.0	44		8.3	43		78	43		1.0	43				
	Not Available	145	1,757	124	1,776	123	628	14	7.8	14		2.8	3		70	112		4.0	112				
Median Income																							
	< \$25,000	298	3,893	279	2,875	215	14,717	241	4.4	240		4.9	178		377	123		16.1	123	1			
	>=\$25,000 to <\$30,000	884	12,731	819	9,302	697	52,958	740	4.7	737		5.6	607		794	459		8.8	458				
	>=\$30,000 to <\$35,000	1,372	23,424	1,197	16,639	1,076	106,519	1,054	5.0	1,022		6.3	895		660	678		3.1	653				
	>=\$35,000 to <\$40,000	1,215	40,250	1,056	24,419	937	148,397	873	5.1	860		6.8	740		1,723	444		6.7	434				
	>=\$40,000 to <\$45,000	881	36,644	675	23,887	680	176,158	553	5.7	531		8.2	481		547	223		1.9	214	1			
	>=\$45,000 to <\$50,000	587	19,189	434	12,206	458	91,423	343	4.9	325		7.6	311		419	111		2.6	109				
	>=\$50,000	1,180	36,399	810	22,689	993	191,863	675	6.1	531		9.2	643		662	140		2.4	136				
	Not Available	151	1,722	126	1,737	124	500	16	10.9	16		2.6	4		70	111		4.1	111	1			
High School Education																							
	< 60%	126	2,148	121	1,577	113	7,649	103	4.1	103		4.8	96		183	60		14.2	60				
	>=60% to <70%	661	18,185	616	13,467	563	90,909	554	5.5	551		7.0	513		711	326		5.1	326				
	>=70% to <80%	1,646	51,393	1,411	32,782	1,319	218,590	1,263	5.2	1,224		7.0	1,091		2,235	746		6.1	726	1			
	>=80% to <90%	3,111	87,644	2,502	56,581	2,410	411,176	2,107	5.6	1,992		7.9	1,781		1,900	951		2.8	920	1			
	>=90%	873	13,121	619	7,569	650	53,567	451	4.7	375		7.6	373		153	94		1.5	94				
	Not Available	151	1,761	127	1,778	125	644	17	7.6	17		2.8	5		70	112		4.0	112	1			

## Poll Workers

EAC Election Day Survey														Cases = Number of Jurisdictions Reporting Subject Matter																											
Poll Workers 2004 General Election																																									
Updated: 09/19/2005 13:07:50																																									
Code		Name		Election Administration Jurisdictions		Total Number of Precincts		Cases		Total Number of Polling Places		Cases		Total Number of Poll Workers		Cases		Average # of Poll Workers Per Precinct		Cases		Average # of Poll Workers Polling Place		Cases		Number of Precincts or Polling Places < Req Poll Workers		Cases		Percent Precincts < Req Poll Workers		Cases		Percent Polling Places < Req Poll Workers		Cases		Cases >100%			
		Political																																							
		Battleground States in 2004 Presidential Election																																							
	Yes		3,093		59,123		2,113		33,037		2,309		282,662		2,038		4.9		1,975		7.6		1,932		928		746		1.6		696		2		2.6		647		2		
	No		3,475		115,129		3,283		80,717		2,871		499,873		2,457		5.7		2,287		7.3		1,927		4,324		1,543		5.5		1,542		1		7.4		1,535		22		
		Margin of Victory in 2004 Presidential Election																																							
	< 2.5%		515		13,708		383		8,230		350		59,491		333		5.8		298		7.7		254		429		97		4.7		92		6.7		90		3				
	>=2.5% to < 5.0%		476		10,126		359		5,981		335		72,536		307		8.6		279		13.1		231		390		99		5.3		93		8.4		89						
	>=5.0% to < 7.5%		510		13,805		416		9,195		388		60,013		354		5.3		332		7.0		287		145		107		1.4		107		1.9		101		1				
	>=7.5% to < 10.0 %		429		9,114		333		5,538		313		40,024		275		4.8		258		7.5		225		202		102		2.6		99		4.4		95		1				
	>=10.0 %		4,492		125,787		3,788		83,067		3,664		550,008		3,219		5.1		3,089		7.1		2,855		4,016		1,773		4.3		1,736		2		6.1		1,696		19		
		Red vs Blue Jurisdictions Won By in 2004 Presidential Election																																							
	Bush > 55%		3,115		68,994		2,690		49,173		2,617		315,045		2,486		5.0		2,424		6.5		2,277		1,880		1,553		3.5		1,519		2		4.8		1,484		15		
	Bush 50% to 55%		982		25,314		760		16,788		700		112,551		669		5.1		630		6.9		546		658		260		3.4		252		4.7		241		4				
	Bush < 50%		136		1,701		106		1,181		79		8,449		92		7.4		81		8.6		54		140		16		14.1		15		17.9		15						
	Kerry < 50%		150		4,276		107		3,030		101		16,330		100		5.5		83		6.4		70		134		20		5.1		19		6.0		20		2				
	Kerry 50% to 55%		872		22,439		683		12,452		656		117,045		539		6.7		491		10.7		426		457		154		2.9		150		4.9		142		1				
	Kerry > 55%		1,161		49,810		927		29,387		897		212,602		596		5.5		541		8.2		479		1,913		175		5.3		172		8.3		169		2				
	Tied		25		12		12		8		8		78		12		6.5		11		4.7		6																		

## Chapter 13 Polling Places

Table 13 presents data from the Election Day Survey on precincts and polling places. The survey asked what constitutes a local election jurisdiction—e.g., county, parish, township, or city—and then asked for the number of local jurisdictions that provided information for the survey. The survey also asked for the number of precincts and polling places in each election jurisdiction.

The term “precincts” in most states refers to the geographic area that covers a territory where voters would cast a unique ballot. Some states call these geographic areas voting districts, or wards, or beats. Precincts are usually built using registered voter records so that the precinct size stays under a limited size generally dictated by state law. The polling place is typically the specific building or location that voters go to each Election Day to cast their ballot. A polling place may serve several area precincts, but a single precinct usually only has a single polling place within it. In most areas of the country, there tends to be a one-to-one relationship between precincts and polling places, but this may not always be true.

### Applicability and Coverage

Oregon conducts elections entirely by mail. However, provisions are made for voters to cast ballots at county election administrative offices, which is the number the state provided as its number of polling places. All other states had Election Day polling places for the 2004 election.

The Election Day Survey unveiled some differences in how states treated precincts versus polling places. While most states reported data for both precincts and polling places, a handful of states reported data for only one item. For example, the state of Connecticut provided information only for polling places, not for precincts. On the other hand, the states of Georgia, Maine, Minnesota, South Carolina, and West Virginia only provided the number of precincts in each jurisdiction, but provided no information on the number of polling places.

### Historical Context

Throughout United States history, voters have gathered at polling places on Election Day to determine the collective future course of the country. The method of voting has changed over time, from voters publicly stating their choice on county courthouse steps, to casting colorful party-printed ballots for all to see in ballot boxes, to the various methods of casting a ballot in secret. More recently, Oregon has done away with the polling place altogether, opting to run its federal elections entirely by mail, though the state still opens county administrative offices for people to vote in-person. Jurisdictions in other states also have begun reviewing the option of conducting their elections entirely by mail, but in most instances this has been for smaller, local elections. Following the 2004 elections, more jurisdictions in Washington State have moved to all mail elections.

An issue regarding election administration of polling places is the efficient distribution of resources to ensure a fair and accurate election that provides satisfactory service to the voters. The issue is not a new one. For example, the expansion of women’s suffrage prompted several states to provide



resources to increase the number of poll workers per polling place in anticipation of a greater volume of voters (West 1921).

In 1968, the Office of the Mayor of New York conducted a pilot study to test the efficacy of drawing voting precincts by computer to reduce lines at the polls, equalize voting delays, and reduce the cost of conducting elections (Savas 1971). The study ultimately recommended that blocks within the city be split in order to equalize registration among voting precincts and thereby more efficiently distribute resources, which netted a savings to the city of \$2 million (Savas, Lipton, and Burkholz 1972). This representative study was publicly published in an academic journal, and we are certain that states and localities have conducted similar internal studies of their election administration.

Over the past two decades, Election Data Services has collected the number of precincts for each election. The nationwide numbers going back to 1980 are in Table 13a. The number of precincts in the United States has gradually grown with the growth in population and registration. There has traditionally been a larger increase in the year immediately after redistricting takes place, as election administrators adjust precinct boundaries that need to be split apart due to new district boundaries. The year 2004 marked a significant drop in the overall number of precincts, possibly due to the higher costs of new voting equipment. The U.S. Election Assistance Commission (EAC) survey total of 174,252 precincts for 2004 is lower than it should be due to lack of data from the states of Connecticut, New Hampshire, and Pennsylvania, but it does include Puerto Rico, which is not in the Election Data Services dataset.

**Table 13a. Number of Precincts Nationwide, 1980–2004**

<b>Election Year</b>	<b>Number of Precincts</b>
<b>2004</b>	185,994
<b>2002</b>	189,900
<b>2000</b>	184,850
<b>1998</b>	185,444
<b>1996</b>	180,834
<b>1994</b>	181,497
<b>1992</b>	177,691
<b>1990</b>	177,101
<b>1988</b>	178,034
<b>1986</b>	176,326
<b>1980</b>	167,037

A secondary source of the number of precincts in selected states is available through the national census of the population. Beginning with the 1980 census, the Bureau of the Census implemented a voluntary program (PL 94-171) whereby states could obtain population counts for geographic areas that roughly approximated precincts. This allows states to align their voting precinct boundaries with census geography to facilitate the merging of census and election data for redistricting purposes. There were rough approximations because the bureau guidelines dictated that the states had to use whole census blocks to build what they called the “voting tabulation districts (or VTDs)”. Some states merged precincts together to form “mega” VTDs as a way of getting around the whole block requirement. These VTDs roughly approximated the precincts used in the general election two years before the census (i.e., the 1978 elections, the 1988 elections, and the 1998 elections). VTDs are not

updated following the election or redistricting, nor are they maintained by the Census Bureau. In advance of the 2000 census, all states except California, Florida, Kentucky, Montana, North Dakota, Ohio, Oregon, and Wisconsin participated in this program, and among the territories, only Puerto Rico participated. Within the United States, a total of 127,605 VTDs were reported to the Bureau of the Census in preparation for the 2000 census. Puerto Rico reported 1,714 VTDs.

The number of voting precincts is not static. Population and registration changes often necessitate the splitting or merging of existing precincts. After a redistricting, precincts that are split by a new district boundary often need to be reconfigured to ensure the uniformity of the ballot throughout the precinct. However, some states do not change their precinct boundaries following redistricting, and instead have what they call “split precincts,” which are divided by some upper level of political or legal geography (i.e., state legislative boundaries, city boundaries, etc.). Poll workers in split precincts must correctly identify which part of the precinct a voter resides within, so that they are provided their correct ballot configuration. Voters receiving incorrect ballots are among the problems reported in the 2004 election.

## **Survey Results**

Table 13 presents data on precincts and polling places from questions 19 and 20 on the Election Day Survey. In the table, the average numbers of precincts per polling place and polling places per precinct are calculated as well as the average total registration and voting age population (VAP) per precinct and polling place. The column headings in Table 13 are as follows:

**Column Headings for Table 13. Polling Places**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Number of Precincts	Number of precincts from survey question 19
5	Cases	Number of jurisdictions that responded to question 19
6	Total Number of Polling Places	Number of polling places from survey question 20
7	Cases	Number of jurisdictions that responded to question 20
8	Average # of Precincts in a Polling Place	Number of precincts (col. 4) divided by the number of polling places (col. 6)
9	Average # of Polling Places in a Precinct	Number of polling places (col. 6) divided by the number of precincts (col. 4)
10	Cases	Number of jurisdictions that responded to questions 19 and 20
11	Total Registration	Number of active and inactive registered voters, number of persons who voted on Election Day in six states, and VAP data for North Dakota and jurisdictions in Wisconsin that do not have voter registration, from col. 4 of table 2
12	Cases	Number of jurisdictions that responded to survey question 1, provided Election Day registration data, or for which VAP data was substituted for voter registration data
13	Average Registration per Precinct	Number of registered voters (col. 11) divided by the number of precincts (col. 4)
14	Cases	Number of jurisdictions that responded to survey questions 1 and 19, provided Election Day registration data, or for which VAP data was substituted for voter registration data

**Column Headings for Table 13 (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
15	Voting Age Population	Estimated November 2004 VAP
16	Cases	Number of jurisdictions for which 2004 VAP was constructed
17	Average Voting Age Population per Precinct	Estimated VAP (col. 15) divided by the number of precincts (col. 4)
18	Cases	Number of jurisdictions for which November 2004 VAP estimates were compiled and that responded to question 19
19	Average Registration per Polling Place	Number of registered voters (col. 11) divided by the number of polling places (col. 6)
20	Cases	Number of jurisdictions that responded to survey questions 1 and 20, provided Election Day registration data, or for which VAP data was substituted for voter registration data
21	Average Voting Age Population per Polling Place	Estimated VAP (col. 15) divided by the number of polling places (col. 6)
22	Cases	Number of jurisdictions for which November 2004 VAP estimates were compiled and that responded to question 6

## Analysis of Survey Results

The following is our analysis of the data in Table 13 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 13 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### *Summary*

The number of voting precincts and the number of polling places are often not the same within a jurisdiction. There are several reasons for this. In a number of jurisdictions, the county courthouse is also designated as a polling place. In addition, some jurisdictions added in their early voting sites as additional polling places in their reported data. Finally, some jurisdictions said they just had polling places and not precincts and some appeared to be confused by the terminology that was foreign to their state. In all, 383 jurisdictions reported a number of polling places larger than their number of precincts. Sometimes, two or more voting precincts will be consolidated, or share the same polling place. Jurisdictions reporting more precincts than polling places totaled 1,576, from which we might infer that at least this many consolidated polling places existed in the 2004 elections.

There are two ways to express the ratio of polling places and precincts, with either number used in the numerator or the denominator. Here, we discuss the ratio of the average number of precincts in a polling place and provide the other ratio for completeness. There is evidence that the ratio of precincts to polling places is related to the urban and rural character of the state, the socioeconomic characteristics of the jurisdiction, and the factors related to the Election Day experience, such as Election Day registration.

In urban areas precinct consolidation is easier, and perhaps necessary, due to limited availability of suitable locations for polling places in dense population areas. We find higher reported ratios of precincts to polling places in urban areas, and by a consequence states and regions with larger urban populations. Other tabulations associated with urban/rural character, such as vote for presidential winner, report similar relationships.

Income and education of a jurisdiction are also related, with higher reported ratios of precincts to polling places at higher levels of education and income. This is not simply a consequence of the urban/rural character of the jurisdiction.

For some states, pressures are relieved in Election Day polling places through other methods of voting. Oregon, which conducts its election entirely by mail, needs one polling place per county. States with Election Day registration also consolidate fewer precincts than those without, perhaps to aid in the processing of voters at the polls on Election Day.

The best determinant of the distribution of polling places among voters is to divide the number of registered voters that are serviced by the number of voting precincts and polling places that service them. The polling places per registration will be the primary measure used in this analysis, although additional measures for precincts and dividing both precincts and polling places by VAP are provided.

Excluding Oregon, the strongest reported relationship between average registration per polling place is found in the population size of the jurisdiction. Jurisdictions of smaller size report a smaller number of registered voters per polling place. This size of the jurisdiction is related to the observed relationships explored in other tabulations, such as the urban/rural character of the jurisdiction, the region the jurisdiction is located in, the type of equipment used, and the presidential winner of the jurisdiction.

There is also a relationship between income and education, with lower reported average registration per jurisdiction for lower levels of income and education. Here, it is useful to compare the jurisdiction's average registration per polling place with the average citizen voting age population (CVAP) per polling place, since persons of lower income and education tend to participate at lower rates. This is partially responsible for the relationship between income and education since, for example, among education categories the reported ratio of the average registration to the average CVAP per polling place is 73 percent for the lowest education category and 90 percent for the highest category. But this is not a complete explanation of income and education disparities since average CVAP per polling place rises with education categories, like registration (but not with the same rate of increase).

Finally, there is a relationship between service demands in polling places and average registration per polling place, as those jurisdictions with Election Day registration have lower registration per polling place than other jurisdictions and those with early voting report higher average registration per polling place.

### *States*

Excluding Oregon, Washington reported the highest ratio of voting precincts to polling places, 4.18:1, but this may correspond to the state having the highest rate of absentee ballots used. [See chapter 5.] Nevada reported a similar high ratio, 3.01:1, but it also reported a large proportion of early voting. In these states, fewer demands are placed on polling places on Election Day. New York also reported a high ratio, 2.25:1, due primarily to consolidation of precincts in and around New York City. Most other states reported an average ratio of between one and two voting precincts per polling place, with nearly all clustered around one.

Excluding Oregon, states generally range from slightly under 1,000 to slightly over 2,000 reported registered voters per polling place. Massachusetts reported the highest average, 2,811, and Wyoming reported the smallest average, 794.

### *Regions*

The ratio of precincts to polling places by region is strongly affected by the states with high ratios mentioned above. The Northeast and West reported the highest ratios, 1.97:1 and 1.65:1, respectively, and the Midwest and South reported the smallest ratios, 1.43:1 and 1.18:1, respectively. The average registration per polling place among regions is highest for the Northeast at 1,747 and lowest for the Midwest at 1,125.

### *Urban to Rural*

The distribution of the ratio of polling places to precincts is related to the size of the jurisdiction. There is a near linear decrease in the reported ratio of precincts to polling places from urban to rural jurisdictions, from 1.62 for urban to 1.30 for rural jurisdictions. The average registration per polling place is also strongly related to the size of the jurisdiction. Rural areas reported almost half of the average registration per polling place than urban and suburban jurisdictions, 809 versus 1,587.

### *Size of Jurisdiction*

Similar to the urban/rural tabulation, there is a near linear decrease in the reported ratio of precincts to polling places from larger to smaller jurisdictions, ranging from 1.82:1 for the largest population

jurisdictions to 1.25:1 for the second smallest. The smallest jurisdictions deviate from the trend, with a reported 1.62 precincts per polling place. The reported average registration per polling place is even more strongly related to the population size of the jurisdiction than to the urban/rural character. Jurisdictions with less than 1,000 VAP reported an average registration per polling place of 461, while those with 50,000 and greater reported an average registration per polling place slightly higher than 1,500.

### *Race and Ethnicity*

Among racial and ethnicity categories, the reported ratio of precincts to polling places is highest for predominantly Non-Hispanic White jurisdictions, 1.47:1. Predominantly Hispanic jurisdictions reported the next highest ratio, 1.35:1, followed by predominantly Non-Hispanic Black, 1.20:1, and predominantly Non-Hispanic Native American, 1.03:1. This relationship remains among racial and ethnicity categories when the states of Nevada, Oregon, and Washington are removed from the tabulation.

Among race and ethnicity categories, all but predominantly Non-Hispanic Native American jurisdictions reported an average registration per polling place slightly above 1,300. Predominantly Non-Hispanic Native American jurisdictions reported an average of 749, which may reflect the rural character of reservations.

### *Median Income*

Among income categories, the reported ratio of precincts to polling places for jurisdictions rises as income increases, from 1.15:1 for the lowest income category of under \$25,000 until reaching \$35,000, where the ratio remains relatively constant around 1.5:1. Among income categories, the reported average registration per polling place increases from 692 for the lowest category to around 1,500 at \$35,000 and above.

### *High School Education*

Among education categories, the reported ratio of precincts to polling places for jurisdictions rises nearly linearly as education rises, from 1.11:1 to 1.66:1. Among education categories, the reported average registration per polling place increases from 915 for the lowest education category to 1,771 for the highest category.

### *Section 203 Language Minority Requirements*

In comparing Section 203 covered jurisdictions with other jurisdictions, the ratio of precincts to polling places is similar, 1.48:1 and 1.43:1, respectively. Registration per polling place is nearly equal, too, at 1,348 and 1,408, respectively.

### *Section 5 Pre-clearance of Voting Procedures*

Among Section 5 covered jurisdictions, the ratio of precincts to polling places is lower than among noncovered jurisdictions, 1.19:1 and 1.52:1, respectively. Among Section 5 covered jurisdictions, the average registration per polling place is higher than other jurisdictions, 1,483 and 1,361, respectively.



### *Type of Voting Equipment*

Among categories of voting equipment, the reported ratio of precincts to polling places is fairly equal at 1.4:1 across jurisdictions, except for those that use lever machines, which reported a ratio of 2.01:1. This relationship is primarily driven by the use of lever machines in New York City, which has a high number of consolidated precincts.

Among categories of voting equipment, the reported average registration per polling place is lowest for jurisdictions that use paper, at 671. This is primarily a consequence of the higher usage of paper ballots in smaller population jurisdictions. The next lowest is punch card jurisdictions at 1,094. The highest average is reported by jurisdictions that use multiple systems, at 1,936, followed by lever, at 1,549, and electronic machine jurisdictions, at 1,470.

### *Changed Voting Equipment since 2000*

Jurisdictions that changed voting equipment reported a slightly lower ratio of precincts to polling places than other jurisdictions, 1.37:1 and 1.48:1, respectively. Among those jurisdictions that changed voting equipment, the reported average registration per polling place is higher than those that did not, 1,475 and 1,355, respectively.

### *Statewide Voter Registration Database*

Among jurisdictions with a statewide voter registration database, the reported ratio of precincts to polling places is lower than those jurisdictions without, 1.26:1 and 1.49:1, respectively. Among those jurisdictions with a statewide voter registration database, the reported average registration per polling place is slightly higher than those without, 1,485 and 1,367, respectively.

### *Election Day Registration*

Among jurisdictions with Election Day registration, the reported ratio of precincts to polling places is very similar to those jurisdictions without, 1.49:1 and 1.45:1, respectively. Among those jurisdictions with Election Day registration, the reported average registration per polling place is also very similar to those that do not register on Election Day, at 1,355 and 1,389, respectively.

### *Provisional Ballot Acceptance*

Among jurisdictions according to the method of accepting provisional ballots, the reported ratio of precincts to polling places is similar across jurisdictions for which provisional ballots are accepted jurisdiction-wide and in-precinct, 1.46:1 and 1.45:1, respectively. Those that do not have provisional ballots, which tend to be those with Election Day registration, reported a lower ratio, 1.08:1.

Among jurisdictions according to the method of accepting provisional ballots, the reported average registration per polling place is notably lower in jurisdictions for which provisional ballots are accepted jurisdiction-wide vs. in-precinct jurisdictions, 1,274 and 1,468, respectively. This would seem to indicate that communities that accept provisional ballots jurisdiction-wide purposely keep their precinct sizes low to accommodate the potential of other voters showing up to vote. Those that do not have provisional ballots, which tend to be those with Election Day registration, reported a lower average registration per polling place: 1,286.



### *No Excuse Absentee Balloting*

Among jurisdictions with no excuse absentee balloting, the reported ratio of precincts to polling places is similar to those jurisdictions without, 1.47:1 and 1.43:1, respectively. Among jurisdictions with no excuse absentee balloting, the reported average registration per polling place is lower than in those jurisdictions without, at 1,318 and 1,438.

### *Early Voting*

Among jurisdictions with early voting, the reported ratio of precincts to polling places is lower than those jurisdictions without, 1.30:1 and 1.57:1, respectively. Among jurisdictions with early voting, the reported average registration per polling place is very similar to other jurisdictions, 1,384 and 1,392, respectively.

### *Battleground States*

Among jurisdictions in battleground states, the reported ratio of precincts to polling places is higher than other nonbattleground jurisdictions, 1.62:1 and 1.38:1, respectively. Among jurisdictions in battleground states, the reported average registration per polling place is higher than those jurisdictions not in battleground states, 1,525 and 1,332, respectively.

### *Presidential Margin of Victory*

Among jurisdictions tabulated by presidential margin of victory, the reported ratio of precincts to polling places follows no clear pattern, varying between 1.43:1 and 1.58:1. Among jurisdictions tabulated by presidential margin of victory, there is a clear linear pattern: the reported average registration per polling place is highest for the closest margin, 1,650, then declines to 1,546 for second closest margin, and is between 1,390 and 1,344 for the remaining jurisdictions.

### *Red versus Blue Jurisdictions*

Among jurisdictions tabulated by presidential winner, the reported ratio of precincts to polling places is lower in jurisdictions won by Bush than by Kerry, ranging between 1.28:1 and 1.40:1 for jurisdictions won by Bush and 1.47:1 and 1.53:1 for Kerry. Part of the reason for this relationship is the concentration of Kerry supporters in urban areas where there is greater precinct consolidation.

Among jurisdictions tabulated by presidential winner, the reported average registration per polling place is lower in jurisdictions won by Bush than by Kerry, ranging between 1,269 and 1,466 for jurisdictions won by Bush and 1,450 and 1,637 for Kerry. This is related to the concentration of Bush supporters in small population jurisdictions that tend to have lower registration per polling place.

## **REFERENCES**

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## Polling Places

EAC Election Day Survey																												Cases = Number of Jurisdictions Reporting Subject Matter													
Polling Places 2004 General Election																																									
Updated: 09/19/2005 13:08:14																																									
Code    Name		Election Administration Jurisdictions	Total			Average # of Precincts			Average # of Polling Places In			Average Registration Per Precinct			Average Voting Age Population per Precinct			Average Registration per Precinct			Average Voting Age Population per Precinct																				
			Total Number of Precincts	Cases	Polling Places	Cases	In A Polling Place	Places In Precinct	Cases	Total Registration	Cases	Precinct	Cases	Voting Age Population	Cases	Precinct	Cases	Polling Place	Cases	Polling Place	Cases																				
01	Alabama	67	2,210	67	2,177	67	1.02	0.99	67	2,597,629	67	1,175.4	67	3,425,821	67	1,550.1	67	1,193.2	67	1,573.6	67																				
02	Alaska	1	436	1	439	1	0.99	1.01	1	472,160	1	1,082.9	1	470,027	1	1,078.0	1	1,075.5	1	1,070.7	1																				
04	Arizona	15	2,110	15	2,002	15	1.05	0.95	15	2,642,120	15	1,252.2	15	4,194,390	15	1,987.9	15	1,319.7	15	2,095.1	15																				
05	Arkansas	75	2,693	75	1,923	75	1.40	0.71	75	1,699,934	75	631.2	75	2,069,560	75	768.5	75	884.0	75	1,076.2	75																				
06	California	58	21,857	55	14,467	52	1.45	0.69	52	16,646,555	58	754.0	55	26,647,955	58	1,204.9	55	1,100.3	52	1,760.2	52																				
08	Colorado	64	3,370	64	2,318	63	1.45	0.69	63	3,101,956	64	920.5	64	3,456,263	64	1,025.6	64	1,336.1	63	1,488.4	63																				
09	Connecticut	169			769	169				1,831,567	169			2,684,372	169			2,381.8	169	3,490.7	169																				
10	Delaware	3	437	3	276	3	1.58	0.63	3	553,917	3	1,267.5	3	629,009	3	1,439.4	3	2,006.9	3	2,279.0	3																				
11	District of Columbia	1	142	1	142	1	1.00	1.00	1	383,919	1	2,703.7	1	451,039	1	3,176.3	1	2,703.7	1	3,176.3	1																				
12	Florida	67	6,892	67	5,433	67	1.27	0.79	67	10,300,942	67	1,494.6	67	13,441,568	67	1,950.3	67	1,896.0	67	2,474.1	67																				
13	Georgia	159	3,163	159	2,907	158	1.08	0.92	158	4,248,802	159	1,343.3	159	6,534,852	159	2,066.0	159	1,457.7	158	2,240.8	158																				
15	Hawaii	5	353	4	336	4	1.05	0.95	4	647,238	4	1,833.5	4	980,154	5	2,776.3	4	1,926.3	4	2,916.8	4																				
16	Idaho	44	949	44	763	44	1.24	0.80	44	915,637	44	964.8	44	1,025,457	44	1,080.6	44	1,200.0	44	1,344.0	44																				
17	Illinois	110	11,738	110	9,200	110	1.28	0.78	110	7,195,882	104	633.6	104	9,518,482	110	813.0	110	813.3	104	1,034.6	104																				
18	Indiana	92	5,571	92	3,454	84	1.28	0.78	84	4,296,602	92	771.2	92	4,635,665	92	832.1	92	1,014.5	84	1,103.0	84																				
19	Iowa	99	1,966	97	1,916	98	1.04	0.96	97	2,226,721	98	1,124.9	97	2,274,174	99	1,143.9	97	1,162.2	98	1,182.4	98																				
20	Kansas	105	3,882	105	2,019	103	1.91	0.52	103	1,695,457	105	436.7	105	2,049,512	105	528.0	105	835.2	103	1,010.0	103																				
21	Kentucky	120	3,482	120	2,830	120	1.23	0.81	120	2,794,286	120	802.5	120	3,157,197	120	906.7	120	987.4	120	1,115.6	120																				
22	Louisiana	64	4,124	64	2,394	64	1.72	0.58	64	2,932,142	64	711.0	64	3,358,452	64	814.4	64	1,224.8	64	1,402.9	64																				
23	Maine	517	601	517						1,026,219	517	1,707.5	517	1,037,050	506	1,757.7	506																								
24	Maryland	24	1,779	24	1,551	24	1.15	0.87	24	3,105,370	24	1,745.6	24	4,200,854	24	2,361.4	24	2,002.2	24	2,708.5	24																				
25	Massachusetts	351	2,177	351	1,458	351	1.49	0.67	351	4,098,634	351	1,882.7	351	4,956,454	351	2,276.7	351	2,811.1	351	3,399.5	351																				
26	Michigan	83	5,235	83	3,950	83	1.35	0.74	83	7,164,047	83	1,368.5	83	7,616,344	83	1,454.9	83	1,841.7	83	1,957.9	83																				
27	Minnesota	87	4,108	87						2,977,496	87	724.8	87	3,872,349	87	942.6	87																								
28	Mississippi	82	1,707	67	1,670	67	1.02	0.98	67	1,469,608	66	877.9	66	2,139,817	82	1,070.7	67	897.7	66	1,094.4	66																				
29	Missouri	116	5,462	116	3,595	116	1.52	0.66	116	4,194,416	116	767.9	116	4,344,660	116	795.4	116	1,166.7	116	1,208.5	116																				
30	Montana	56	856	56	649	56	1.32	0.76	56	638,474	56	745.9	56	715,495	56	835.9	56	983.8	56	1,102.5	56																				
31	Nebraska	93	1,668	93	1,420	93	1.17	0.85	93	1,160,193	93	695.6	93	1,316,475	93	789.3	93	817.0	93	927.1	93																				
32	Nevada	17	1,585	17	526	17	3.01	0.33	17	1,073,869	17	677.5	17	1,737,781	17	1,096.4	17	2,041.6	17	3,303.8	17																				
33	New Hampshire	242								950,292	241			1,000,557	239																										
34	New Jersey	21	6,283	21	3,486	21	1.80	0.55	21	5,011,693	21	797.7	21	6,573,010	21	1,046.2	21	1,437.7	21	1,885.5	21																				
35	New Mexico	33	684	21	612	21	1.12	0.89	21	505,356	20	745.4	20	1,402,999	33	939.6	21	832.5	20	1,050.2	20																				
36	New York	58	15,153	56	6,740	56	2.25	0.44	56	11,837,068	58	725.5	56	14,790,540	58	916.6	56	1,631.2	56	2,060.7	56																				
37	North Carolina	100	2,749	100	2,762	100	1.00	1.00	100	5,526,981	100	2,010.5	100	6,414,796	100	2,333.5	100	2,001.1	100	2,322.5	100																				
38	North Dakota	53	607	53	542	53	1.12	0.89	53	490,179	53	807.5	53	490,179	53	807.5	53	904.4	53	904.4	53																				
39	Ohio	88	11,366	88	6,602	88	1.72	0.58	88	7,965,110	88	700.8	88	8,680,792	88	763.8	88	1,206.5	88	1,314.9	88																				
40	Oklahoma	77	2,152	77	2,130	77	1.01	0.99	77	2,143,978	77	996.3	77	2,664,520	77	1,238.2	77	1,006.6	77	1,250.9	77																				
41	Oregon	36	1,448	36	36	36	40.22	0.02	36	2,141,249	36	1,478.8	36	2,766,936	36	1,910.9	36	59,479.1	36	76,859.3	36																				
42	Pennsylvania	67								8,366,455	67			9,615,172	67																										
43	Rhode Island	39	577	39	489	39	1.18	0.85	39	707,234	39	1,225.7	39	842,911	39	1,460.9	39	1,446.3	39	1,723.7	39																				
44	South Carolina	46	2,168	46						2,318,235	46	1,069.3	46	3,174,262	46	1,464.1	46																								
46	South Dakota	66	827	66	630	66	1.31	0.76	66	502,261	66	607.3	66	576,196	66	696.7	66	797.2	66	914.6	66																				
47	Tennessee	95	2,287	95	2,211	95	1.03	0.97	95	3,748,235	95	1,638.9	95	4,516,679	95	1,974.9	95	1,695.3	95	2,042.8	95																				
48	Texas	254	8,554	254	7,032	250	1.19	0.84	250	13,098,329	254	1,531.3	254	16,263,861	254	1,901.3	254	1,816.2	250	2,243.3	250																				
49	Utah	29	1,880	29	1,061	29	1.77	0.56	29	1,278,912	29	680.3	29	1,645,366	29	875.2	29	1,205.4	29	1,550.8	29																				
50	Vermont	246	277	246	277	246	1.00	1.00	246	444,508	246	1,604.7	246	487,977	246	1,761.6	246	1,604.7	246	1,761.6	246																				
51	Virginia	134	2,294	134	2,367	134	0.97	1.03	134	4,515,675	134	1,968.5	134	5,695,220	134	2,482.7	134	1,907.8	134	2,406.1	134																				
53	Washington	39	6,664	39	1,498	34	4.18	0.24	34	3,508,208	39	526.4	39	4,732,158	39	710.1	39	2,287.5	34	3,086.9	34																				
54	West Virginia	55	1,977	55						1,168,694	55	591.1	55	1,430,254	55	723.4	55																								
55	Wisconsin	1,910	3,563	1,253	2,686	1,596	1.58	0.63	1,247	4,179,774	1,894	929.5	1,252	4,188,206	1,894	928.4	1,252	1,468.7	1,584	1,469.4	1,584																				
56	Wyoming	23	483	23	345	23	1.40	0.71	23	273,950	23	567.2	23	386,170	23	799.5	23	794.1	23	1,119.3	23																				
60	American Samoa	1																																							
66	Guam	1																																							
72	Puerto Rico	110	1,676	110	1,554	110	1.08	0.93	110	2,440,131	110	1,455.9	110					1,570.2	110		110																				
78	Virgin Islands	1	30	1	170	1	0.18	5.67	1	50,731	1	1,691.0	1					298.4	1		1																				
Total		6,568	174,252	5,396	113,754	5,180	1.45	0.69	4,661	177,265,030	6,512	944.7	5,387	221,279,989	6,425	1,186.9	5,273	1,388.7	5,160	1,752.1	5,160																				
Maximum		1,910	21,857	1,253	14,467	1,596	40.22	5.67	1,247	16,646,555	1,894	2,703.7	1,252	26,647,955	1,894	3,176.3	1,252	59,479.1	1,584	76,859.3	1,584																				
Average		119	3,485	107	2,420	110	2.22	0.87	101	3,344,623	122	1,108.9	107	4,338,823	125	1,338.7	109	2,648.3	109	3,455.6	109																				
Minimum		1	30	1	36	1	0.18	0.02	1	50,731	1	436.7	1	386,170	1	528.0	1	298.4	1	904.4	1																				

EAC Election Day Survey																	Cases = Number of Jurisdictions Reporting Subject Matter									
Polling Places 2004 General Election																										
Updated: 09/19/2005 13:08:14		Election Administration Jurisdictions	Total		Average # of Precincts		Average # of Polling Places In A Precinct		Average Registration		Average Voting Age		Average Registration		Average Voting Age											
Code	Name		Number of Precincts	Cases	Number of Polling Places	Cases	In A Polling Place	Places In A Precinct	Cases	Registration	Cases	Per Precinct	Cases	Voting Age Population	Cases	Population per Precinct	Cases	Registration per Precinct	Cases	Voting Age Population per Precinct	Cases					
Election Administration																										
Voting Equipment Used in 2004 General Election																										
None / Unknown		908	13,552	252	9,699	558	1.46	0.69	229	14,484,493	877	1,006.2	251	14,612,312	775	1,096.4	139	1,468.7	546	1,705.2	546					
Punch card		260	19,745	248	12,985	231	1.45	0.69	231	15,767,547	259	749.4	247	19,552,003	260	930.5	248	1,094.6	230	1,354.8	230					
Lever		394	20,301	199	10,789	365	2.01	0.50	196	21,662,619	390	737.2	199	26,918,948	394	919.1	199	1,549.5	365	1,970.3	365					
Paper		1,734	5,704	1,573	3,416	1,183	1.44	0.69	1,169	3,085,167	1,733	481.7	1,572	3,308,339	1,724	517.1	1,563	671.0	1,182	720.6	1,182					
Optical scan		2,541	69,370	2,405	46,265	2,185	1.36	0.74	2,179	69,198,628	2,523	977.3	2,399	88,323,954	2,541	1,237.9	2,405	1,351.3	2,179	1,709.5	2,179					
Electronic		608	35,273	599	24,219	557	1.37	0.73	556	40,068,685	608	1,071.1	599	52,761,316	608	1,425.4	599	1,470.3	557	1,953.6	557					
Multiple Systems		123	10,307	120	6,381	101	1.47	0.68	101	12,997,891	122	1,251.6	120	15,803,117	123	1,521.0	120	1,935.7	101	2,346.1	101					
Changed Voting Equipment Since 2000 General Election																										
Yes		1,753	46,241	1,296	31,649	1,269	1.37	0.73	1,093	51,149,755	1,746	1,060.8	1,293	69,121,688	1,747	1,440.4	1,296	1,474.2	1,265	2,008.6	1,265					
No		4,815	128,011	4,100	82,105	3,911	1.48	0.68	3,568	126,115,275	4,766	902.8	4,094	152,158,301	4,678	1,094.1	3,977	1,355.6	3,895	1,651.1	3,895					
State Wide Voter Registration System in Place																										
Yes		1,335	33,575	1,153	20,815	1,133	1.26	0.79	964	37,384,852	1,321	1,059.1	1,152	48,152,870	1,335	1,331.6	1,153	1,485.3	1,132	1,868.6	1,132					
No		5,233	140,677	4,243	92,939	4,047	1.49	0.67	3,697	139,880,178	5,191	917.3	4,235	173,127,119	5,090	1,152.0	4,120	1,366.9	4,028	1,725.5	4,028					
Election Day Registration																										
Yes		2,823	9,704	1,924	3,794	1,663	1.49	0.67	1,314	10,323,368	2,806	876.4	1,923	11,509,789	2,793	993.4	1,912	1,353.0	1,651	1,412.1	1,651					
No		3,745	164,548	3,472	109,960	3,517	1.45	0.69	3,347	166,941,662	3,706	948.8	3,464	209,770,200	3,632	1,198.5	3,361	1,389.9	3,509	1,764.0	3,509					
Provisional Ballot Acceptance																										
In Overall Jurisdiction		1,162	65,986	1,080	44,212	1,070	1.46	0.68	1,070	65,077,741	1,143	862.0	1,073	88,988,159	1,162	1,186.6	1,080	1,274.3	1,063	1,748.3	1,063					
In Precinct Only		4,350	100,295	3,504	66,513	3,902	1.45	0.69	3,383	103,336,604	4,316	995.2	3,502	124,866,238	4,334	1,197.1	3,503	1,468.8	3,889	1,766.2	3,889					
None		1,056	7,971	812	3,029	208	1.08	0.93	208	8,850,685	1,053	991.1	812	7,425,592	929	1,027.3	690	1,286.5	208	1,161.4	208					
No Excuse Absentee																										

## Polling Places

EAC Election Day Survey																	Cases = Number of Jurisdictions Reporting Subject Matter						
Polling Places 2004 General Election																							
Updated: 09/19/2005 13:08:14																							
Code	Name	Election Administration Jurisdictions	Total	Total		Average # of Precincts		Average # of Polling Places In		Average Registration		Average Voting Age		Average Registration		Average Voting Age							
			Number of Precincts	Cases	Places	Cases	In A Polling Place	A Precinct	Cases	Registration	Cases	Precinct	Cases	Voting Age Population per Precinct	Cases	Registration per Precinct	Cases	Voting Age Population per Precinct					
Demographics																							
Region																							
	Northeast	1,710	25,068	1,230	13,219	882	1.97	0.51	713	34,273,670	1,709	888.9	1,230	41,988,043	1,696	1,108.9	1,219	1,746.6	882	2,226.6	882		
	South	1,423	48,810	1,408	37,805	1,302	1.18	0.85	1,302	62,606,676	1,407	1,283.5	1,407	79,567,761	1,423	1,623.8	1,408	1,556.2	1,301	1,961.2	1,301		
	Midwest	2,902	55,993	2,243	35,954	2,490	1.43	0.70	2,140	44,048,138	2,879	776.2	2,236	49,563,034	2,886	869.0	2,242	1,124.4	2,472	1,240.5	2,472		
	West	420	42,675	404	25,052	395	1.65	0.60	395	33,845,684	406	789.3	403	50,161,151	420	1,150.3	404	1,318.8	394	1,920.1	394		
	Territories	113	1,706	111	1,724	111	0.99	1.01	111	2,490,862	111	1,460.1	111				1,444.8	111		111			
Urban to Rural																							
	Urban	567	60,394	445	36,556	523	1.62	0.62	434	63,441,314	566	975.4	444	82,075,044	567	1,270.1	445	1,587.9	522	2,077.1	522		
	Suburban	871	37,906	639	25,451	715	1.45	0.69	585	47,552,530	868	1,120.7	638	59,268,529	870	1,389.3	639	1,617.2	713	1,994.6	713		
	Small Towns	1,710	41,994	1,421	28,085	1,283	1.37	0.73	1,177	44,193,768	1,690	992.1	1,419	56,213,989	1,700	1,255.1	1,421	1,372.4	1,271	1,733.1	1,271		
	Rural	3,307	32,252	2,780	21,938	2,548	1.30	0.77	2,354	19,586,555	3,277	592.0	2,775	23,722,427	3,288	704.3	2,768	809.0	2,543	953.4	2,543		
	Not Available - Territories	113	1,706	111	1,724	111	0.99	1.01	111	2,490,862	111	1,460.1	111				1,444.8	111		111			
Size of Jurisdiction (VAP)																							
	< 1,000	1,761	2,118	1,229	1,350	1,169	1.62	0.62	959	895,006	1,757	298.2	1,229	899,315	1,759	300.5	1,229	460.6	1,168	465.8	1,168		
	>=1,000 to <3,500	1,165	2,558	893	1,976	850	1.26	0.80	719	2,182,148	1,164	659.9	893	2,267,899	1,165	684.0	893	798.8	850	838.3	850		
	>=3,500 to <10,000	1,043	8,343	902	5,891	873	1.26	0.79	800	5,966,645	1,037	629.9	901	6,692,594	1,043	702.6	902	861.9	872	965.8	872		
	>=10,000 to <50,000	1,704	35,443	1,554	25,830	1,508	1.23	0.81	1,422	31,472,681	1,681	825.6	1,549	38,463,619	1,704	988.5	1,554	1,094.3	1,503	1,310.2	1,503		
	>=50,000 to <250,000	586	41,344	545	28,105	516	1.38	0.73	507	48,992,270	582	1,114.4	543	60,558,039	586	1,361.3	545	1,554.7	514	1,889.8	514		
	>=250,000 to <1,000,000	140	44,037	126	27,595	118	1.50	0.67	118	51,396,493	139	1,054.4	126	63,995,785	140	1,315.1	126	1,573.5	118	1,958.0	118		
	>=1,000,000	25	38,691	24	21,272	24	1.82	0.55	24	33,867,508	25	847.9	24	48,402,590	25	1,222.6	24	1,542.2	24	2,223.8	24		
	Not Available	144	1,718	123	1,735	122	0.99	1.01	112	2,492,279	127	1,451.5	122	148	3		1,444.8	111		111			
Race and Ethnicity																							
	Predominantly NH White	6,264	161,698	5,125	104,108	4,925	1.47	0.68	4,418	163,662,585	6,234	934.3	5,118	204,258,977	6,262	1,162.6	5,125	1,391.6	4,917	1,730.5	4,917		
	Predominantly NH Black	85	2,820	80	2,103	69	1.20	0.83	68	3,098,023	81	1,094.1	80	4,061,044	85	1,413.9	80	1,375.5	69	1,780.4	69		
	Predominantly NH Native America	24	313	22	302	19	1.03	0.97	19	231,022	24	727.6	22	268,560	24	847.5	22	749.4	19	873.6	19		
	Predominantly Hispanic	50	7,664	45	5,465	44	1.35	0.74	43	7,749,995	45	1,006.2	44	12,658,812	50	1,632.1	45	1,360.0	43	2,208.2	43		
	Not Available	145	1,757	124	1,776	123	0.99	1.01	113	2,523,405	128	1,437.0	123	32,236	4	822.8	1	1,428.9	112	782.6	112		
Median Income																							
	< \$25,000	298	3,893	279	2,875	215	1.15	0.87	212	2,504,552	287	632.6	278	3,079,342	298	742.1	279	691.8	214	789.0	214		
	>=\$25,000 to <\$30,000	884	12,731	819	9,302	697	1.22	0.82	671	8,917,739	871	689.3	817	11,220,765	884	842.2	819	856.9	695	1,049.2	695		
	>=\$30,000 to <\$35,000	1,372	23,424	1,197	16,639	1,076	1.28	0.78	1,019	22,970,583	1,366	856.4	1,195	28,691,481	1,372	1,068.5	1,197	1,148.8	1,074	1,433.0	1,074		
	>=\$35,000 to <\$40,000	1,215	40,250	1,056	24,419	937	1.54	0.65	883	40,443,694	1,213	930.6	1,056	50,829,468	1,215	1,168.6	1,056	1,450.6	937	1,815.7	937		
	>=\$40,000 to <\$45,000	881	36,644	675	23,887	680	1.47	0.68	598	37,880,840	877	997.5	672	49,717,211	881	1,303.3	675	1,477.2	677	1,931.2	677		
	>=\$45,000 to <\$50,000	587	19,189	434	12,206	458	1.55	0.65	394	21,218,675	587	1,024.3	434	27,092,115	587	1,307.4	434	1,575.3	458	2,016.1	458		
	>=\$50,000	1,180	36,399	810	22,689	993	1.57	0.64	770	40,936,586	1,178	1,020.8	810	50,649,351	1,179	1,271.0	810	1,606.1	992	1,997.5	992		
	Not Available	151	1,722	126	1,737	124	0.99	1.01	114	2,492,361	133	1,448.1	125	256	9	6.0	3	1,443.2	113	8.5	113		
High School Education																							
	< 60%	126	2,148	121	1,577	113	1.11	0.90	113	1,817,027	124	845.8	121	2,401,104	126	1,114.0	121	914.9	113	1,141.7	113		
	>=60% to <70%	661	18,185	616	13,467	563	1.28	0.78	551	14,944,978	648	805.8	615	22,653,549	661	1,203.6	616	1,052.8	562	1,585.5	562		
	>=70% to <80%	1,646	51,393	1,411	32,782	1,319	1.49	0.67	1,225	49,285,773	1,631	905.2	1,406	64,350,042	1,646	1,178.2	1,411	1,369.7	1,314	1,783.3	1,314		
	>=80% to <90%	3,111	87,644	2,502	56,581	2,410	1.46	0.69	2,124	93,198,279	3,105	967.8	2,500	113,912,781	3,111	1,179.7	2,502	1,440.3	2,408	1,752.3	2,408		
	>=90%	873	13,121	619	7,569	650	1.66	0.60	533	15,495,512	871	1,088.0	619	17,930,226	872	1,259.5	619	1,773.8	649	2,045.0	649		
	Not Available	151	1,761	127	1,778	125	0.99	1.01	115	2,523,461	133	1,433.7	126	32,287	9	746.8	4	1,427.3	114	746.6	114		

Polling Places

EAC Election Day Survey															Cases = Number of Jurisdictions Reporting Subject Matter					
Polling Places 2004 General Election																				
Updated: 09/19/2005 13:08:14		Election Administration Jurisdictions	Total		Average #		Average #		Average		Average		Average		Average		Average			
Code	Name		Number of Precincts	Number of Polling Places	Cases	Cases	Place	A Precinct	Cases	Registration	Cases	Per Precinct	Cases	Voting Age	Cases	Population per Precinct	Cases	Registration per Polling Place	Cases	Voting Age Population per Polling Place
Political																				
Battleground States in 2004 Presidential Election																				
Yes	3,093	59,123	2,113	33,037	2,309	1.62	0.62	1,959	64,166,639	3,062	912.9	2,111	76,824,163	3,074	1,091.7	2,112	1,525.3	2,296	1,809.6	2,296
No	3,475	115,129	3,283	80,717	2,871	1.38	0.73	2,702	113,098,391	3,450	961.1	3,276	144,455,826	3,351	1,236.6	3,161	1,332.5	2,864	1,728.0	2,864
Margin of Victory in 2004 Presidential Election																				
< 2.5%	515	13,708	383	8,230	350	1.45	0.69	289	15,923,548	513	1,067.2	381	19,185,454	515	1,279.7	383	1,654.8	348	1,999.6	348
>=2.5% to < 5.0%	476	10,126	359	5,981	335	1.57	0.64	277	11,133,130	472	940.5	358	14,781,804	471	1,197.6	354	1,533.1	334	1,925.1	334
>=5.0% to < 7.5%	510	13,805	416	9,195	388	1.42	0.70	337	13,830,932	508	958.8	416	17,701,432	508	1,226.2	414	1,388.6	388	1,772.9	388
>=7.5% to < 10.0 %	429	9,114	333	5,538	313	1.60	0.63	276	8,833,490	428	877.9	333	10,292,117	428	1,019.4	332	1,425.3	313	1,655.2	313
>=10.0 %	4,492	125,787	3,788	83,067	3,664	1.44	0.69	3,365	125,044,988	4,463	928.1	3,783	159,310,466	4,486	1,183.8	3,785	1,348.9	3,658	1,719.4	3,658
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																				
Bush > 55%	3,115	68,994	2,690	49,173	2,617	1.32	0.76	2,445	68,178,580	3,094	944.0	2,686	86,412,155	3,112	1,192.2	2,688	1,268.6	2,612	1,595.8	2,612
Bush 50% to 55%	982	25,314	760	16,788	700	1.40	0.71	613	26,682,203	979	982.8	760	32,877,232	977	1,209.2	755	1,401.7	700	1,721.7	700
Bush < 50%	136	1,701	106	1,181	79	1.28	0.78	62	2,041,746	135	1,042.6	105	2,380,942	132	1,183.4	102	1,466.2	78	1,670.6	78
Kerry < 50%	150	4,276	107	3,030	101	1.40	0.71	73	4,850,492	150	1,038.4	107	5,883,881	150	1,259.2	107	1,497.5	101	1,831.8	101
Kerry 50% to 55%	872	22,439	683	12,452	656	1.66	0.60	558	23,160,396	866	941.8	681	29,466,232	872	1,172.0	683	1,624.8	654	2,008.2	654
Kerry > 55%	1,161	49,810	927	29,387	897	1.64	0.61	793	49,846,628	1,154	898.7	926	64,245,074	1,159	1,169.0	927	1,466.4	896	1,917.8	896
Tied	25	12	12	8	8	1.00	1.00	6	14,032	21	716.5	11	14,267	21	695.5	11	404.7	7	465.9	7

## Chapter 14 Disability

The U.S. Election Assistance Commission's (EAC) final area of inquiry on the Election Day Survey was disability issues surrounding precincts and polling places. Besides establishing base numbers of precincts and polling places, the EAC sought information on three different types of disability related to voting systems and polling locations. Question 21 on the survey asked for the number of polling places: (1) that could be accessed by a voter who uses a wheelchair, 2) where a visually impaired voter could cast a private ballot, and 3) where a physically disabled voter could cast a ballot on an accessible voting system.

### Applicability and Coverage

As noted earlier in chapter 13 on polling places, the Election Day Survey unveiled some differences in how states treated precincts versus polling places. While most states reported data for both precincts and polling places, a handful of states reported data for only one item. For example, the state of Connecticut provided information only for polling places, not for precincts. On the other hand, the states of Georgia, Maine, Minnesota, South Carolina, and West Virginia only provided the number of precincts in each jurisdiction, but provided no information on the number of polling places. Because of the different ways in which states responded to question 21, we have calculated all data for our analysis for both precincts and polling places.

The most significant issue in this chapter is the overall lack of data. Only 26 of the 55 states and territories provided information on disability in response to question 21. While a greater number of polling places were reported to be wheelchair-accessible (question 21a), the much smaller numbers of polling places reported to be available to the visually impaired (question 21b) or physically disabled (question 21c) may have resulted from how the survey questions were worded. Some states reported that they interpreted the last two questions as seeking information on the voting equipment in use and its accessibility, rather than the physical configuration of the polling place.

### Historical Context

Federal laws on voting assistance to persons with physical and sensory disabilities extend back at least 40 years to the Voting Rights Act of 1965. Under Section 208 of the Act, voters requiring assistance to vote by reason of blindness, disability, or inability to read or write were entitled to assistance by a person of the voter's choice. The next major piece of legislation focused on the accessibility of polling places and voter registration facilities. The Voting Accessibility for the Elderly and Handicapped Act of 1985 (P.L. 98-435) required election jurisdictions to ensure that all polling places for federal elections were accessible to elderly and handicapped voters, and required jurisdictions to provide a reasonable number of accessible permanent registration facilities, unless alternatives such as registration by mail were available. States also were required to make registration and voting aids such as large-type instructions and information by telecommunications devices for the deaf (TDDs) available to disabled voters and to report the number of accessible and inaccessible polling places to the Federal Election Commission (FEC). Until then, states had

generally relied on procedures such as absentee voting to serve the elderly and persons with disabilities, although by 1984, 22 states had laws on polling place accessibility.

Discrimination against individuals with disabilities in voting, as well as housing, education, employment, transportation, public accommodations, and other areas was mentioned in the preamble to the Americans with Disabilities Act (ADA) (P.L. 101–336), enacted in 1990. Regulations promulgated by the U.S. Department of Justice applied the “ADA Standards for Accessible Design” (28 CFR Part 36) to polling places. The ADA standards addressed issues such as parking, passenger drop-off areas, sidewalks and walkways, and building entrances and corridors for voters using wheelchairs or other mobility devices as well as voters who are blind or have low vision.

One of the basic purposes of the National Voter Registration Act of 1993 (NVRA), also known as “Motor Voter,” was to increase historically low registration rates among minorities and persons with disabilities by requiring government offices providing services to persons with disabilities to provide all program applicants with voter registration forms and assist persons with the completion of the forms and transmittal to voter registration authorities. The Help America Vote Act of 2002 (HAVA), enacted 10 years later, required that voting systems used in federal elections meet requirements on accessibility for individuals with disabilities, including nonvisual accessibility for the blind and visually impaired. HAVA provided funds to states to replace problem-plagued punch card and mechanical lever voting machines, generally not accessible to disabled voters, and required jurisdictions to provide at least one direct recording electronic (DRE) voting system or other voting system equipped for individuals with disabilities at each polling place. HAVA also provided funding for improvements to make polling places accessible to individuals with disabilities and to provide disabled voters with the same opportunities for access and participation, including privacy and independence, as for other voters.

## Survey Results

Table 14 presents data on polling place accessibility from question 21 of the Election Day Survey. In the table, the numbers of accessible polling places are calculated as percentages of the total number of polling places. The column headings in Table 14 are as follows:

**Table 14 Column Headings. Disability**

Col.	Heading	Description
1	Code	State census code
2	Name	Respondent to Election Day Survey
3	Jurisdiction	Number of local election jurisdictions from survey question 22
4	Total Number of Precincts	Number of precincts from survey question 19
5	Cases	Number of jurisdictions that responded to question 19
6	Total Number of Polling Places	Number of polling places from survey question 20
7	Cases	Number of jurisdictions that responded to question 20

**Table 14 Column Headings (cont.)**

<b>Col.</b>	<b>Heading</b>	<b>Description</b>
8	Number of Polling Places Accessible, Wheelchair	Number of polling places accessible by wheelchair from survey question 21a
9	Cases	Number of jurisdictions that responded to question 21a
10	Percent of Precincts Accessible, Wheelchair	Number of polling places accessible by wheelchair (col. 8) divided by number of precincts (col. 4)
11	Cases	Number of jurisdictions that responded to questions 4 and 21a
12	Percent of Polling Places Accessible, Wheelchair	Number of polling places accessible by wheelchair (col. 8) divided by number of polling places (col. 6)
13	Cases	Number of jurisdictions that responded to questions 6 and 21a
14	Number of Polling Places Accessible, Visually Impaired	Number of polling places where the visually impaired can cast a private ballot from survey question 21b
15	Cases	Number of jurisdictions that responded to question 21b
16	Percent of Precincts Accessible, Visually Impaired	Number of polling places where the visually impaired can cast a private ballot (col. 14) divided by number of precincts (col. 4)
17	Cases	Number of jurisdictions that responded to questions 4 and 21b
18	Percent of Polling Places Accessible, Visually Impaired	Number of polling places where the visually impaired can cast a private ballot (col. 14) divided by the number of polling places (col. 6)
19	Cases	Number of jurisdictions that responded to questions 6 and 21b
20	# of Polling Places Accessible, Physically Disabled	Number of polling places with an accessible voting system for physically disabled voters from survey question 21b
21	Cases	Number of jurisdictions that responded to question 21b
22	Percent of Precincts Accessible, Physically Disabled	Number of polling places with an accessible voting system for physically disabled voters (col. 20) divided by the number of precincts (col. 4)
23	Cases	Number of jurisdictions that responded to questions 4 and 21c
24	Percent of Polling Places Accessible, Physically Disabled	Number of polling places with an accessible voting system for physically disabled voters (col. 20) divided by the number of polling places (col. 6)
25	Cases	Number of jurisdictions that responded to questions 6 and 21c



## Analysis of Survey Results

The following is our analysis of the data in Table 14 for each of the 18 cross-tabulation factors described earlier in this report. A description of each factor follows a general summary and a state-level summary of the survey data.

- |  |   |
|--|---|
| 1) Regions                                     | 10) Changed Voting Equipment since 2000   |
| 2) Urban to Rural                              | 11) Statewide Voter Registration Database |
| 3) Size of Jurisdiction                        | 12) Election Day Registration             |
| 4) Race and Ethnicity                          | 13) Provisional Ballot Acceptance         |
| 5) Median Income                               | 14) No Excuse Absentee Balloting          |
| 6) High School Education                       | 15) Early Voting                          |
| 7) Section 203 Language Minority Requirements  | 16) Battleground States                   |
| 8) Section 5 Preclearance of Voting Procedures | 17) Presidential Margin of Victory        |
| 9) Type of Voting Equipment                    | 18) Red versus Blue Jurisdictions         |

This analysis is based only on data that was *reported* to the EAC on the Election Day Survey. Many state responses to a survey question or part of a question did not cover all local election jurisdictions. In Table 14 as well as other tables in this report, a jurisdiction was excluded from a statistical calculation if its response was missing for one or more of the data items (i.e., columns) used in the calculation. A column labeled “Cases” next to each statistical calculation shows the number of jurisdictions covered by that calculation.

### Summary

Overall, 92.4 percent of the polling places and 71.7 percent of the precincts in this nation were reported to be wheelchair-accessible. However, this information reflects data from only half of the nation’s election jurisdictions. Fewer than a quarter of the precincts and polling places were reported by the states as being locations where a visually impaired voter could cast a ballot in private. A physically disabled voter could cast a ballot on an accessible voting system in only about half the precincts and slightly more than 70 percent of the polling places.

### States

Most of the states that reported accessibility information claimed that nearly all polling places were wheelchair-accessible. Twenty-three of the 26 states that responded said that more than 90 percent of their polling places would allow a voter using a wheelchair to cast a ballot. Most of the other states reported that more than 80 percent of their polling locations were accessible. Virginia reported the lowest percentage, but it was most likely because not all the jurisdictions responded to the survey.

### Regions

All four regions of the nation reported that more than 90 percent of polling places were wheelchair-accessible. Of the jurisdictions that reported, those in the West had the highest percentage of accessible polling places, at over 99 percent. The South had the lowest percentage, yet 91.8 percent of polling places were wheelchair-accessible.

### Urban to Rural

Suburban locations reported the highest percentage of accessible polling places, at over 98 percent. Rural jurisdictions reported the lowest accessible rate, but that was only 92.2 percent.

### *Size of Jurisdictions*

The smallest jurisdictions reported the lowest percentage of accessible polling places—about 90 percent of polling locations could accommodate wheelchairs. As jurisdictions got larger in size, their accessibility scores improved.

### *Race and Ethnicity*

Predominantly African American jurisdictions in this nation reported that only 81 percent of their polling locations were accessible, while predominantly Non-Hispanic White jurisdictions reported 94 percent accessible sites. Predominantly Hispanic jurisdictions reported that nearly all polling places were accessible.

### *Median Income*

The poorest jurisdictions reported the lowest accessibility of polling places. While accessibility rates rose as income levels increased, they peaked at the upper middle class jurisdictions and then declined slightly in the highest income jurisdictions.

### *High School Education*

Education levels in jurisdictions did not appear to have an impact on whether polling locations were accessible.

### *Section 203 Language Minority Requirements*

Surprisingly, jurisdictions that are covered by the language minority provisions of the Voting Rights Act had a much higher rate of accessibility than jurisdictions that were not covered.

### *Section 5 Preclearance of Voting Procedures*

Whether or not the jurisdiction was covered by Section 5 of the Voting Rights Act correlated to very small differences in accessibility.

### *Type of Voting Equipment*

The only difference in wheelchair accessibility is in paper ballot jurisdictions, which average only 91 percent accessible, compared to the mid-90s for all other types of voting equipment. For the visually impaired question, only 41 percent of optical scan jurisdictions reported their polling places were accessible. But because this score is so much lower than other types of equipment jurisdictions, it is very possible that the low score reflected the nature of optical scan equipment, which is more difficult to use for visually impaired voters.

### *Changed Voting Equipment since 2000*

Jurisdictions that have changed their voting equipment in the past four years report a slightly higher rate of accessibility in their polling locations than those jurisdictions that have not changed equipment.

### *Statewide Voter Registration Database*

Jurisdictions in states with a statewide voter registration system in place for the 2004 election actually reported a higher rate of accessibility than states that did not have a statewide registration system.

### *Election Day Registration*

Jurisdictions that had Election Day registration had a slightly higher rate of accessible polling places than nonelection day registration jurisdictions.

### *Provisional Ballot Acceptance*

Jurisdictions that accept provisional ballots from anywhere in the jurisdiction had a slightly higher rate of accessibility than jurisdictions that required voters to cast provisional ballots in their home precincts.

### *No Excuse Absentee Balloting*

Jurisdictions that allowed no excuse absentee balloting had a higher rate of accessibility than jurisdictions that did not.

### *Early Voting*

Jurisdictions that allowed early voting had a slightly higher accessibility rating than jurisdictions that did not allow early voting.

### *Battleground States*

There was no real difference in accessibility between jurisdictions in battleground or nonbattleground states.

### *Presidential Margin of Victory*

There was no real difference in accessibility between those jurisdictions that reported different margins of victory than in other jurisdictions. [This statement is vague; what does “different margins of victory” mean?]

### *Red versus Blue Jurisdictions*

Jurisdictions that were carried by Senator Kerry in the 2004 presidential election had slightly higher rates of accessibility than jurisdictions won by President Bush.

## **REFERENCES**

Kimberling, William C. 1988. “Access for All.” *The FEC Journal of Election Administration* 15(Autumn).

U.S. Department of Justice. Civil Rights Division. Disability Rights Section. 2004. *ADA Checklist for Polling Places*. February.

## Disability

EAC Election Day Survey																			Cases = Number of Jurisdictions Reporting Subject Matter					
Disability 2004 General Election																								
Updated: 09/19/2005 13:08:37		Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Wheel Chair Accessibility					Visually Impaired Accessibility					Physically Disabled Accessibility							
Code	Name						Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases
01	Alabama	67	2,210	67	2,177	67																		
02	Alaska	1	436	1	439	1																		
04	Arizona	15	2,110	15	2,002	15	1,994	15	94.5	15	99.6	15	6	3	0.5	3	0.5	3	6	3	0.5	3	0.5	3
05	Arkansas	75	2,693	75	1,923	75	1,652	73	62.5	73	87.9	73												
06	California	58	21,857	55	14,467	52	3,555	1	72.6	1	99.3	1	17	1	0.3	1	0.5	1	3,555	1	72.6	1	99.3	1
08	Colorado	64	3,370	64	2,318	63																		
09	Connecticut	169			769	169	769	169			100.0	169	0						769	169			100.0	169
10	Delaware	3	437	3	276	3	242	3	55.4	3	87.7	3	0						276	3	63.2	3	100.0	3
11	District of Columbia	1	142	1	142	1																		
12	Florida	67	6,892	67	5,433	67	5,399	67	78.3	67	99.4	67	2,938	17	73.6	17	100.0	17	5,360	66	78.5	66	99.7	66
13	Georgia	159	3,163	159	2,907	158																		
15	Hawaii	5	353	4	336	4																		
16	Idaho	44	949	44	763	44	748	44	78.8	44	98.0	44	0						756	44	79.7	44	99.1	44
17	Illinois	110	11,738	110	9,200	110	8,639	109	74.1	109	94.3	109												
18	Indiana	92	5,571	92	3,454	84																		
19	Iowa	99	1,966	97	1,916	98	1,766	96	90.5	95	94.4	96	102	6	98.1	6	101.0	6	1,051	63	95.4	62	99.3	63
20	Kansas	105	3,882	105	2,019	103	1,764	90	51.9	90	103.4	89	274	17	29.7	17	49.3	17	98	6	50.0	6	79.0	6
21	Kentucky	120	3,482	120	2,830	120																		
22	Louisiana	64	4,124	64	2,394	64																		
23	Maine	517	601	517																				
24	Maryland	24	1,779	24	1,551	24	1,437	24	80.8	24	92.6	24	1,325	23	90.6	23	100.0	23	1,551	24	87.2	24	100.0	24
25	Massachusetts	351	2,177	351	1,458	351	1,458	351	67.0	351	100.0	351												
26	Michigan	83	5,235	83	3,890	83	3,799	83	72.6	83	97.7	83	0						3,890	83	74.3	83	100.0	83
27	Minnesota	87	4,108	87																				
28	Mississippi	82	1,707	67	1,670	67	1,310	61	83.8	61	85.5	61	747	26	98.4	26	96.8	26	1,004	35	98.4	35	99.0	35
29	Missouri	116	5,462	116	3,595	116	3,094	110	58.0	110	88.9	110												
30	Montana	56	856	56	649	56	608	54	72.8	54	95.1	54	144	17	71.6	17	99.3	17	277	25	73.3	25	95.8	25
31	Nebraska	93	1,668	93	1,420	93	1,401	93	84.0	93	98.7	93	0											
32	Nevada	17	1,585	17	526	17																		
33	New Hampshire	242																						
34	New Jersey	21	6,283	21	3,486	21	3,235	21	51.5	21	92.8	21	658	5	56.1	5	100.0	5	3,235	21	51.5	21	92.8	21
35	New Mexico	33	684	21	612	21																		
36	New York	58	15,153	56	6,740	56													4,008	53	29.2	53	72.4	53
37	North Carolina	100	2,749	100	2,762	100	2,546	99	93.0	99	92.5	99	2,750	100	100.0	100	99.6	100	2,750	100	100.0	100	99.6	100
38	North Dakota	53	607	53	542	53																		
39	Ohio	88	11,366	88	6,602	88													6,157	64	76.2	64	124.8	64
40	Oklahoma	77	2,152	77	2,130	77	1,947	77	90.5	77	91.4	77	0						0					
41	Oregon	36	1,448	36	36	36	36	36	2.5	36	100.0	36	36	36	2.5	36	100.0	36	36	36	2.5	36	100.0	36
42	Pennsylvania	67																						
44	Rhode Island	39	577	39	489	39	577	39	100.0	39	118.0	39	577	39	100.0	39	118.0	39	577	39	100.0	39	118.0	39
45	South Carolina	46	2,168	46																				
46	South Dakota	66	827	66	630	66	630	66	76.2	66	100.0	66	0						0					
47	Tennessee	95	2,287	95	2,211	95	1,659	91	86.0	91	89.5	91	542	28	97.7	28	96.3	28	1,383	63	91.2	63	95.9	63
48	Texas	254	8,554	254	7,032	250	6,849	246	82.8	246	98.9	246	2,929	59	76.6	59	99.0	59	3,035	50	77.8	50	100.1	50
49	Utah	29	1,880	29	1,061	29	1,052	29	56.0	29	99.2	29	0						0					
50	Vermont	246	277	246	277	246	0						0						0					
51	Virginia	134	2,294	134	2,367	134	493	44	38.9	44	37.8	44	877	46	102.8	46	100.0	46	2,367	134	103.2	134	100.0	134
53	Washington	39	6,664	39	1,498	34																		
54	West Virginia	55	1,977	55																				
55	Wisconsin	1,910	3,563	1,253	2,686	1,596	2,093	1,245	58.8	1,235	93.3	1,240	0											
56	Wyoming	23	483	23	345	23	364	23	75.4	23	105.5	23	24	4	24.0	4	32.0	4	220	14	78.9	14	107.3	14
60	American Samoa	1																						
66	Guam	1																						
72	Puerto Rico	110	1,676	110	1,554	110	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110
78	Virgin Islands	1	30	1	170	1																		
	Total	6,568	174,252	5,396	113,754	5,180	62,670	3,569	70.9	3,389	94.0	3,563	15,500	537	23.9	537	30.4	537	43,915	1,206	50.2	1,036	73.4	1,206
	Maximum	1,910	21,857	1,253	14,467	1,596	8,639	1,245	100.0	1,235	118.0	1,240	2,938	110	102.8	110	118.0	110	6,157	169	103.2	134	124.8	169
	Average	119	3,485	107	2,420	110	2,021	118	71.8	116	94.7	118	574	31	65.6	31	81.9	31	1,626	52	71.6	47	94.9	52
	Minimum	1	30	1	36	1	0	1	2.5	1	37.8	1	0	1	0.3	1	0.5	1	0	1	0.5	1	0.5	

Disability

EAC Election Day Survey		Cases = Number of Jurisdictions Reporting Subject Matter																						
Disability 2004 General Election																								
Updated: 09/19/2005 13:08:37																								
		Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Wheel Chair Accessibility				Visually Impaired Accessibility				Physically Disabled Accessibility									
							Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases						
Code	Name																							
Election Administration																								
Voting Equipment Used in 2004 General Election																								
None / Unknown		908	13,552	252	9,699	558	3,298	129	82.3	129	100.0	124	3,261	116	82.6	116	100.0	116	8,168	176	83.9	176	117.6	176
Punch card		260	19,745	248	12,985	231	9,121	184	69.3	184	92.1	184	458	16	96.6	16	100.2	16	2,950	67	70.9	67	100.1	67
Lever		394	20,301	199	10,789	365	2,275	230	61.5	61	93.9	230	112	10	73.2	10	76.7	10	6,357	279	35.1	110	80.4	279
Paper		1,734	5,704	1,573	3,416	1,183	2,800	969	61.7	961	91.1	969	215	37	83.7	37	102.9	37	294	42	85.7	42	99.7	42
Optical scan		2,541	69,370	2,405	46,265	2,185	31,582	1,814	74.7	1,812	96.4	1,813	3,312	198	30.1	198	41.7	198	12,452	391	71.6	391	91.9	391
Electronic		608	35,273	599	24,219	557	10,016	176	67.3	175	93.4	176	6,821	127	76.2	127	95.7	127	9,702	175	70.9	174	97.1	175
Multiple Systems		123	10,307	120	6,381	101	3,578	67	67.1	67	88.3	67	1,321	33	80.4	33	96.2	33	3,992	76	75.6	76	99.1	76
Changed Voting Equipment Since 2000 General Election																								
Yes		1,753	46,241	1,296	31,649	1,269	17,683	814	71.9	773	96.3	810	7,037	98	47.6	98	65.7	98	13,213	203	72.3	167	99.9	203
No		4,815	128,011	4,100	82,105	3,911	44,987	2,755	71.3	2,616	94.0	2,753	8,463	439	72.7	439	86.3	439	30,702	1,003	62.1	869	94.6	1,003
State Wide Voter Registration System in Place																								
Yes		1,335	33,575	1,153	20,815	1,133	10,839	764	77.8	595	97.2	764	6	3	0.5	3	0.5	3	4,941	258	61.2	89	81.4	258
No		5,233	140,677	4,243	92,939	4,047	51,831	2,805	70.3	2,794	94.1	2,799	15,494	534	61.3	534	79.9	534	38,974	948	65.3	947	98.4	948
Election Day Registration																								
Yes		2,823	9,704	1,924	3,794	1,663	3,205	1,312	64.2	1,302	95.6	1,307	24	4	24.0	4	32.0	4	976	58	79.5	58	100.8	58
No		3,745	164,548	3,472	109,960	3,517	59,465	2,257	71.9	2,087	94.6	2,256	15,476	533	58.8	533	75.7	533	42,939	1,148	64.6	978	96.1	1,148
Provisional Ballot Acceptance																								
In Overall Jurisdiction		1,162	65,986	1,080	44,212	1,070	21,730	428	72.0	428	95.3	428	4,711	202	38.4	202	50.5	202	8,751	206	67.2	206	89.0	206
In Precinct Only		4,350	100,295	3,504	66,513	3,902	38,638	2,987	70.3	2,807	94.0	2,981	9,235	225	74.0	225	95.8	225	32,854	846	63.1	676	98.0	846
None		1,056	7,971	812	3,029	208	2,302	154	87.7	154	99.4	154	1,554	110	92.7	110	100.0	110	2,310	154	88.0	154	99.7	154
No Excuse Absentee Balloting																								
Yes		3,781	70,535	3,106	47,225	2,922	25,867	1,999	75.3	1,988	97.3	1,993	6,255	165	44.3	165	55.4	165	14,073	322	76.0	321	92.0	322
No		2,787	103,717	2,290	66,529	2,258	36,803	1,570	68.9	1,401	92.8	1,570	9,245	372	75.0	372	100.1	372	29,842	884	60.6	715	98.2	884
Early Voting Allowed																								
Yes		1,701	69,882	1,683	51,609	1,618	30,851	976	78.6	975	96.8	975	9,726	252	52.6	252	65.6	252	18,491	435	77.2	434	93.5	435
No		4,867	104,370	3,713	62,145	3,562	31,819	2,593	65.6	2,414	92.7	2,588	5,774	285	72.6	285	101.1	285	25,424	771	57.9	602	98.2	771
Covered By Section 203, Language Minority Requirements																								
Yes		468	54,051	443	36,098	443	20,483	339	72.6	332	97.0	339	5,517	77	41.0	77	54.0	77	11,650	94	61.0	87	89.8	94
No		6,100	120,201	4,953	77,656	4,737	42,187	3,230	70.9	3,057	93.5	3,224	9,983	460	77.0	460	96.9	460	32,265	1,112	66.4	949	98.7	1,112
Covered By Section 5 of Voting Rights Act																								
Yes		880	32,976	855	25,680	803	15,556	412	79.4	412	92.9	412	5,896	175	45.9	175	55.4	175	11,339	265	77.2	265	90.7	265
No		5,688	141,276	4,541	88,074	4,377	47,114	3,157	69.1	2,977	95.2	3,151	9,604	362	70.8	362	97.2	362	32,576	941	61.4	771	98.2	941

## Disability

EAC Election Day Survey																							Cases = Number of Jurisdictions Reporting Subject Matter				
Disability 2004 General Election																											
Updated: 09/19/2005 13:08:37				Wheel Chair Accessibility								Visually Impaired Accessibility								Physically Disabled Accessibility							
Election Administration		Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases				
Code	Name																										
Demographics																											
Region																											
	Northeast	1,710	25,068	1,230	13,219	882	6,039	580	58.3	411	97.4	580	1,235	44	70.6	44	107.7	44	8,589	282	38.0	113	83.6	282			
	South	1,423	48,810	1,408	37,805	1,302	23,534	785	79.3	785	91.8	785	12,108	299	85.3	299	99.3	299	17,726	475	86.4	475	99.5	475			
	Midwest	2,902	55,993	2,243	35,954	2,490	23,186	1,892	68.9	1,881	95.0	1,886	376	23	36.6	23	57.2	23	11,196	216	76.6	215	111.9	216			
	West Territories	420	42,675	404	25,052	395	8,357	202	66.3	202	99.2	202	227	61	2.9	61	4.6	61	4,850	123	53.3	123	80.7	123			
		113	1,706	111	1,724	111	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			
Urban to Rural																											
	Urban	567	60,394	445	36,556	523	21,701	421	63.3	376	94.5	421	5,200	48	43.9	48	59.8	48	17,575	137	53.4	92	94.7	137			
	Suburban	871	37,906	639	25,451	715	13,466	548	79.0	474	98.4	545	4,019	56	63.1	56	75.2	56	9,887	184	67.8	113	91.7	184			
	Small Towns	1,710	41,994	1,421	28,085	1,283	12,410	735	78.0	688	93.0	734	3,155	154	79.5	154	98.1	154	10,421	410	81.0	363	102.6	410			
	Rural	3,307	32,252	2,780	21,938	2,548	13,539	1,755	71.7	1,741	92.2	1,753	1,572	169	61.1	169	91.2	169	4,478	365	77.6	358	96.8	365			
	Not Available - Territories	113	1,706	111	1,724	111	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			
Size of Jurisdiction (VAP)																											
	< 1,000	1,761	2,118	1,229	1,350	1,169	899	829	52.6	818	90.5	827	14	6	82.4	6	93.3	6	20	8	94.7	6	100.0	8			
	>=1,000 to <3,500	1,165	2,558	893	1,976	850	1,319	601	73.5	566	89.7	598	116	28	67.1	28	99.1	28	1,967	65	87.8	31	102.1	65			
	>=3,500 to <10,000	1,043	8,343	902	5,891	873	4,012	651	72.6	602	92.3	650	567	76	75.6	76	98.8	76	1,372	201	90.4	152	99.6	201			
	>=10,000 to <50,000	1,704	35,443	1,554	25,830	1,508	14,222	985	76.1	909	91.4	985	2,894	190	85.3	190	99.6	190	8,046	513	85.8	437	100.9	513			
	>=50,000 to <250,000	586	41,344	545	28,105	516	14,659	310	76.3	301	96.1	310	3,646	95	76.7	95	97.1	95	12,186	239	74.9	230	101.1	239			
	>=250,000 to <1,000,000	140	44,037	126	27,595	118	14,579	71	65.4	71	95.7	71	4,063	25	69.3	25	93.5	25	12,923	59	67.8	59	104.1	59			
	>=1,000,000	25	38,691	24	21,272	24	11,425	11	68.2	11	96.9	11	2,646	7	27.0	7	36.4	7	7,618	11	39.5	11	75.5	11			
	Not Available	144	1,718	123	1,735	122	1,555	111	92.7	111	100.0	111	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			
Race and Ethnicity																											
	Predominantly NH White	6,264	161,698	5,125	104,108	4,925	54,823	3,376	70.8	3,198	94.3	3,370	12,048	395	69.3	395	89.3	395	36,467	1,053	62.7	885	95.5	1,053			
	Predominantly NH Black	85	37,902	80	2,103	69	892	32	71.8	31	81.2	32	587	20	94.7	20	96.2	20	961	28	90.6	27	99.4	28			
	Predominantly NH Native America	24	313	22	302	19	172	14	87.8	14	94.5	14	41	1	100.0	1	97.6	1	41	1	100.0	1	97.6	1			
	Predominantly Hispanic	50	7,664	45	5,465	44	5,228	36	73.1	35	99.3	36	1,270	11	19.0	11	26.3	11	4,892	14	72.0	13	99.5	14			
	Not Available	145	1,757	124	1,776	123	1,555	111	92.7	111	100.0	111	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			
Median Income																											
	< \$25,000	298	3,893	279	2,875	215	1,175	115	82.6	114	89.7	115	195	18	83.7	18	92.0	18	288	23	97.8	22	101.8	23			
	>=\$25,000 to <\$30,000	884	12,731	819	9,302	697	5,169	473	75.9	471	88.3	473	1,239	85	89.1	85	98.1	85	2,239	141	86.7	140	98.0	141			
	>=\$30,000 to <\$35,000	1,372	23,424	1,197	16,639	1,076	9,858	719	75.9	713	94.2	718	2,181	119	76.8	119	97.4	119	5,423	271	82.3	266	97.8	271			
	>=\$35,000 to <\$40,000	1,215	40,250	1,056	24,419	937	13,828	612	76.1	609	94.1	610	2,967	84	71.0	84	97.3	84	8,702	219	50.3	216	90.4	219			
	>=\$40,000 to <\$45,000	881	36,644	675	23,887	680	13,292	427	71.2	414	97.4	425	3,589	46	36.6	46	50.3	46	14,700	140	71.3	131	104.2	140			
	>=\$45,000 to <\$50,000	587	19,189	434	12,206	458	7,367	307	63.6	291	95.3	307	1,056	17	43.9	17	50.5	17	3,516	69	59.1	55	76.6	69			
	>=\$50,000	1,180	36,399	810	22,689	993	10,424	803	63.3	664	95.1	802	2,719	58	69.8	58	91.1	58	7,493	233	58.9	96	97.7	233			
	Not Available	151	1,722	126	1,737	124	1,557	113	92.7	113	100.0	113	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			
High School Education																											
	< 60%	126	2,148	121	1,577	113	693	56	86.2	56	91.8	56	151	15	83.4	15	89.9	15	356	25	97.8	25	101.1	25			
	>=60% to <70%	661	18,185	616	13,467	563	8,411	319	75.1	316	93.5	319	2,202	95	29.9	95	38.2	95	6,837	154	78.9	151	99.0	154			
	>=70% to <80%	1,646	51,393	1,411	32,782	1,319	18,172	860	70.8	842	92.1	859	4,589	147	76.3	147	98.0	147	9,566	305	49.3	289	85.3	305			
	>=80% to <90%	3,111	87,644	2,502	56,581	2,410	29,352	1,715	69.8	1,632	96.3	1,711	6,146	149	63.3	149	85.1	149	23,538	496	67.5	421	99.9	496			
	>=90%	873	13,121	619	7,569	650	4,485	506	71.4	430	95.4	505	858	21	57.7	21	75.9	21	2,064	116	75.9	40	99.0	116			
	Not Available	151	1,761	127	1,778	125	1,557	113	92.7	113	100.0	113	1,554	110	92.7	110	100.0	110	1,554	110	92.7	110	100.0	110			

Disability

EAC Election Day Survey																		Cases = Number of Jurisdictions Reporting Subject Matter							
Disability 2004 General Election																									
Updated: 09/19/2005 13:08:37		Election Administration Jurisdictions	Total Number of Precincts	Cases	Total Number of Polling Places	Cases	Wheel Chair Accessibility					Visually Impaired Accessibility					Physically Disabled Accessibility								
Code	Name						Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	Number of Polling Places Accessible	Cases	Percent of Precincts Accessible	Cases	Percent of Polling Places Accessible	Cases	
Political																									
Battleground States in 2004 Presidential Election																									
Yes		3,093	59,123	2,113	33,037	2,309	19,833	1,725	68.0	1,714	95.2	1,720	3,082	62	46.1	62	73.2	62	16,500	315	69.2	314	100.4	315	
No		3,475	115,129	3,283	80,717	2,871	42,837	1,844	73.2	1,675	94.4	1,843	12,418	475	62.9	475	76.1	475	27,415	891	62.4	722	93.8	891	
Margin of Victory in 2004 Presidential Election																									
< 2.5%		515	13,708	383	8,230	350	4,300	257	72.6	227	95.1	257	1,348	21	70.1	21	99.9	21	4,563	91	67.5	62	101.7	91	
>=2.5% to < 5.0%		476	10,126	359	5,981	335	2,912	228	75.3	206	95.7	228	758	25	88.2	25	100.3	25	2,892	77	71.0	56	103.6	77	
>=5.0% to < 7.5%		510	13,805	416	9,195	388	3,764	279	70.3	257	91.5	279	1,576	26	73.9	26	100.4	26	3,853	82	62.4	61	100.0	82	
>=7.5% to < 10.0 %		429	9,114	333	5,538	313	2,924	225	59.1	211	91.9	225	599	17	77.3	17	100.2	17	2,428	60	85.1	47	112.4	60	
>=10.0 %		4,492	125,787	3,788	83,067	3,664	47,210	2,464	71.6	2,373	94.8	2,458	9,665	338	50.7	338	65.7	338	28,624	785	62.0	700	92.9	785	
Red vs Blue Jurisdictions Won By in 2004 Presidential Election																									
Bush > 55%		3,115	68,994	2,690	49,173	2,617	27,680	1,743	76.9	1,717	94.6	1,740	5,109	261	64.5	261	77.0	261	14,344	575	76.4	554	94.0	575	
Bush 50% to 55%		982	25,314	760	16,788	700	8,391	502	68.7	471	93.6	501	3,030	48	71.3	48	100.2	48	7,162	173	71.4	143	101.6	173	
Bush < 50%		136	1,701	106	1,181	79	756	55	78.7	45	91.7	55	361	2	80.4	2	99.4	2	589	21	57.5	11	80.7	21	
Kerry < 50%		150	4,276	107	3,030	101	1,117	68	81.4	52	97.6	68	31	3	103.3	3	103.3	3	1,398	30	60.8	15	101.7	30	
Kerry 50% to 55%		872	22,439	683	12,452	656	6,221	460	63.6	416	92.9	459	2,059	47	76.6	47	100.4	47	7,273	136	69.8	94	106.7	136	
Kerry > 55%		1,161	49,810	927	29,387	897	16,945	625	65.7	573	95.4	624	3,356	66	35.6	66	48.9	66	11,594	160	49.0	109	90.0	160	
Tied		25	12	12	8	8	6	6	100.0	5	100.0	6	0						1	1			100.0	1	

## PART 3 RECOMMENDATIONS ON FUTURE DATA COLLECTION

As we processed and analyzed the survey results, we developed a number of recommendations on the collection of data on future Election Day Surveys. These consist of general recommendations as well as recommendations pertaining to specific tables and categories of election information.

### General Recommendations

1. **Survey timeline.** The late distribution of the 2004 Election Day Survey resulted from delays in the creation of the U.S. Election Assistance Commission, as well as the time necessary to get the survey instrument accepted through the Paperwork Reduction Act requirements. We recommend that the EAC distribute the final 2006 Election Data Survey no later than eight weeks before the November election to allow enough time for state election directors to make data requests of local election administrators and for local administrations to set up the systems needed to collect the requested data.

Late responses by state election directors were also a problem as some surveys were received more than three months after the deadline. We also recommend that the EAC make sure that deadlines are reasonable and then take steps to encourage state election directors to submit responses by those deadlines.

2. **Survey format.** Although 2004 Election Day Survey was distributed as a Microsoft Excel spreadsheet, states were free to adjust the format of the spreadsheet as well as to submit documents in other formats. The variety of formats that were used resulted in a very costly and time consuming effort to standardize the survey responses for analysis.

We recommend that the EAC incorporate into the design of the 2006 Election Day Survey fill-able cells and other techniques to obtain election data in a more uniform format to reduce the amount of data processing. A more uniform format would also provide greater assurances that the survey responses were tabulated accurately.

A password-protected Internet survey could be designed to reduce the amount of processing required for survey responses. By creating an internet-based survey, we could produce quality assurance reports in real time, which will help state election directors identify data entry errors as the data was submitted.

3. **Statistics in elections.** Back in 1978, the Principal Investigator this project was a subcontractor on a project for the Office of Election Administration of the Federal Election Commission (FEC) devoted to studying the use of statistics in elections.



For some reason the results of that study were never published. We recommend that the EAC revive the intent behind the earlier study and undertake a research effort to document the importance of statistics and audits in the elections process. This study could form the basis of that future work.

4. **Uniform election information.** It is clear that different states and localities keep track of different statistics that use different words to describe them. In other states, the excuse is given that their state law doesn't require the information so they don't collect it. This study has clearly pointed out that there needs to be some uniformity in information on the elections process. We recommend that the EAC use whatever influence it has to ensure that uniformity.

To further the goal of having uniform information on the elections process, we also recommend that the EAC convene a meeting of all state election directors to discuss the results of this report.

5. **Precinct-level data.** Despite the difficulties in gathering the county and jurisdiction level data for this report, the gross level of the data made meaningful analysis of some of the information impossible. Demographic analysis was impaired due to the lack of large enough concentrations of different characteristics. Studying the malfunctions of different voting equipment and their impacts on different groups is impossible when data is at the jurisdiction level. Therefore, we recommend that the EAC undertake the creation of a uniform precinct level database of election information for the country. Collecting basic registration, turnout and election returns will actually cut down in the data being requested via a survey, since much of the basic information is available as the results are being certified.
6. **Database files of election results (vote tallying software).** One of the difficulties in gathering precinct level information involves the wide variety of formats of printed reports produced by vote tallying software. Key punching of this information means that each county's information has to be analyzed and potentially formatted separately before a single number is entered. As part of the NIST development of voting equipment standards, we recommend that the EAC ensure that all vote tallying software be required to produce a database file of the election results and basic information outlined in this report. The EAC and NIST should outline the minimum geographic identifiers that should be in the database files, as well as the basic information. The basic information would include, among other items, both overvote and undervote counts for each office and contest on the ballot.
7. **Election Day Survey Follow-up Review.** Due to the time pressures of getting this initial report produced for the EAC and Congress, data holes and errors still exist in the information that forms the basis of this report. In June 2005 we proposed that the EAC fund a continuation of this project to work with the states to find and correct errors and fill in missing information. The proposal was accepted, and in early July, jurisdiction-level spreadsheets with data from the survey were sent to state election directors for review. Responses were received from 26 states by the July 15, 2005, deadline that was established for the follow-up review. These responses were imported to the survey database to update the final version of the Election Day Survey

Report. To improve survey coverage rates, the EAC could extend the follow-up review period to collect spreadsheets from the 29 state non-respondents and make further updates to the Election Day Survey Report. New census population estimates that will be released later this summer could also be incorporated into an updated version of the Election Day Survey Report.

8. **Election audits.** In the accounting field, audits of data are a regular part of their business. The state of New Mexico has an auditing team that compiles and certifies all of their official election results. We recommend that the EAC produce a document or pamphlet that outlines various steps that state and local governments could undertake to ensure they have the proper data for each election. This auditing process should start at the precinct level on Election Day, and flow all the way to the state.

## Summary of Recommendations in Part 2

The following recommendations were presented in part 2 of the report and are summarized below:

9. **Population data.** Recommendations on population data in Chapter 1 were as follows:
  - 9.1. That the EAC request information on voter eligibility requirements in the states and any changes to state law since the last federal election to better measure the eligible population.
  - 9.2. That the EAC request jurisdictions to provide estimates of eligible and ineligible persons. For example, some states use lists of felons to purge their registration rolls. Some states may have information on the number of overseas eligible citizens from sources such as tax records.
  - 9.3. That the EAC work with U.S. Census Bureau to obtain population and voting age population estimates and projections that will correspond with the general election calendar for counties and townships in Michigan, Wisconsin, and the six New England states. This will provide a uniform base from which an election analysis can be preformed.

In past years, the Census Bureau produced state-level projections of voting age populations prior to the November general elections. This dataset was dropped in 2002. The EAC should encourage Congress and the Census Bureau to re-instate the program so that state and local governments would have benchmark data by which to compare their own information.
  - 9.4. Because the territories of Guam, American Samoa and the Virgin Islands are now covered by the Help America Vote Act (HAVA), the Census Bureau should be encouraged to include those jurisdictions in their population estimates program so that post-decennial census population and voting age population data would be available.

10. **Voter registration.** Recommendations on voter registration data in Chapter 2 were as follows:

- 10.1. That the EAC ask states and local election jurisdictions to keep counts of both “active” and “inactive” registrants and to report both numbers, plus the “total number of registered voters” to the EAC.

The differences in how states and localities report registration counts has a significant impact on any study of voting. Whether a jurisdiction uses only “active” voters or chooses to combine “inactive” and “active” voters has a huge bearing on how the jurisdiction is perceived to carry out its registration responsibilities. When compared to voting age population estimates, registration rates can vary wildly dependent upon how a state reports its registration numbers.

- 10.2. That the EAC also collect the number of persons who registered to vote on Election Day for those jurisdictions in states with Election Day registration.
- 10.3. That the EAC create a table of the eligibility requirements for both voter registration and for voting in each state. These requirements would produce variables for further analysis.
- 10.4. That the EAC investigate the rules and procedures used in each state under which a registered voter is moved from “active” to “inactive” status. Data on the number of voters who are removed from a voter registration file, as well as the number of voters that were transferred to another jurisdiction could also be collected.

11. **Voter turnout.** Recommendations on voter turnout data in Chapters 3 and 4 were as follows:

- 11.1. That the EAC collect information on the different deadlines used by states for close of registration, and use that information to further investigate their impact on turn-out rates.
- 11.2. That the EAC use its influence to get all states and local governments to compile a true voter turnout number for each election.

Despite the EAC's efforts over the past year, the American people still doesn't know the total number of persons who showed up and participated in the 2004 election. A handful of states and local jurisdictions still don't collect an actual turnout number, instead believing the incorrect assumption that one just needs to tally up the number of votes received by all candidates for the highest office. This study, once again, points out the fallacy of such a belief.

- 11.3. That the EAC on future surveys make it clear to states and local jurisdictions when component questions are part of the whole election process and should sum to 100 percent. Clearer instructions and more timely informa-

tion should be conveyed to the states and jurisdictions so that counts on the various methods of voting can be kept separately.

- 11.4. That the EAC consider merging the UOCAVA (Military and Overseas Absentee Ballot) survey into the Election Day survey.
  - 11.5. That the EAC should collect actual election results for all offices at the precinct level to facilitate determining the accuracy of data compiled via survey instruments. This tends to be a standard report released by all jurisdictions in the country, and therefore, is available on a quick turn-around once the returns have been certified.
12. **Absentee ballots.** Recommendations on absentee ballots in Chapter 5 were as follows:
- 12.1. That the EAC combine UOCAVA questionnaire with the Election Day Survey. We believe that most jurisdictions disregarded the Election Day Survey instructions to separate military and overseas absentee statistics from other absentee statistics and provided statistics on all absentee voters. Combining the two surveys would reduce confusion.
  - 12.2. That the EAC collect additional information on how absentee ballots are requested, returned and counted. For example, some states allow permanent absentee balloting, which may be related to increased rates of absentee ballot requests. Some states permit voters with absentees to return absentee ballots to the polling place on Election Day, and in some cases these ballots may not have been counted as a returned absentee ballot.
  - 12.3. That the EAC clarify the absentee ballot definition, particularly for the case of Oregon, which runs its elections by mail.
  - 12.4. That the EAC ask all states keep counts of absentee returns separate from results cast at the polling place. However, absentee results need to be available at the smallest geographic level (preferable by precinct), so that full demographic analysis can take place. Reporting absentee returns at only the county level or at a ballot style level muddles any meaningful analysis possible.
13. **Provisional ballots (Chapter 6).** Recommendations on provisional ballots were as follows:
- 13.1. That the EAC collect separate statistics on challenged and provisional ballots
  - 13.2. That the EAC collect state and jurisdictional rules and statistics regarding how ballots cast by first time voters without identification are processed on Election Day
  - 13.3. That the EAC collect statistics on the number of first time voters who do not provide identification, how many vote a provisional or challenged ballot, and how many of these types of ballots are counted

- 13.4. That the EAC collect information on the procedures used to ascertain the validity of a provisional ballot—for example, what is the timing of the verification process
- 13.5. That the EAC collect information regarding how jurisdictions notify individuals concerning the disposition of their provisional ballot.
14. **Drop-off, overvotes, and undervotes.** Recommendations on drop-off and overvotes and undervotes in Chapters 7 and 8 were as follows:
  - 14.1. That the EAC gather actual election results to better understand how patterns of electoral competition factor into drop-off.

Many who study and opine about civic engagement in the United States focus on participation in elections as the most fundamental act of civic engagement. Yet little data has been collected regarding voters' overall voting experience and the decisions they face as they work their way down the ballot.
  - 14.2. That the EAC establish a clearinghouse for the collection of sample ballots or images of actual ballot images used within jurisdictions. Documenting and observing the appearance of actual ballots, coupled with actual election results and turnout data, will aid understanding of the various factors that ultimately lead to voter choices to participate in elections appearing on a ballot.
  - 14.3. That the EAC encourage all state and local election officials to produce separate counts of overvotes and undervotes, for at least their own internal review of the election.

A number of jurisdictions did not provide overvotes and undervotes, and a full-scale audit of election results should incorporate the study of both all overvotes and all undervotes. Too many times vendors have told election officials that providing such information only confuses the process. But the data help form the heart of determining whether or not problems exist in a given election.
15. **Voting equipment.** Recommendations on voting equipment in Chapters 9, 10 and 11 were as follows:
  - 15.1. That the EAC collect information on who provides on-going support of the voting system to the jurisdictions. In many instances, this will be the same as the manufacturer of who sold them the equipment. This may assist in filling out the blank information received by the EAC for half the nation on who is the manufacturer.
  - 15.2. That the EAC should seek more detailed information on voting equipment devices and manufacturers from all jurisdictions. The use of generic voting equipment type categories by some states prevents a complete picture of the voting equipment market in the United States.

The growing use of multiple voting systems in the same jurisdiction has the potential to prevent a meaningful analysis of future voting, such as has been conducted in this report, unless jurisdictions keep election returns, over and under votes, and turn-out information separate for each of the different types of voting equipment in use. This has the potential of requiring jurisdictions to keep different tallies for each precinct for the machines in use. The EAC should investigate this growing trend and work with state and local election officials to arrive at a satisfactory solution to the problem.

- 15.3. That the EAC collect information on where ballots are tallied, be they at the precinct or at a central county location. This would allow a more complete analysis to be done on whether drop-off or overvotes are less likely to occur when the voters are present and have an opportunity to correct voting mistakes.
  - 15.4. That the EAC collect information on the number of polling booths or actual voting devices that are used at election time. Confusion over question wording in the 2004 survey prevents proper analysis from being conducted on one potential cause of the long lines in various states.
  - 15.5. That the EAC institute a more extensive program designed to investigate reported voting equipment problems. During the late 1970s, the National Institute of Standards and Technology (NIST) sent investigator Roy Saltman to a number of jurisdictions around the country that had problems with punch card voting systems. His very detailed reports provided background information, an unbiased description of the problems encountered, reasons on why the problems occurred, and descriptions of solutions instituted. With the wide ranging rumors and reports of voting equipment problems that came out of the 2004 elections, there is a lack of full information to substantiate or dispel the rumors.
16. **Poll workers.** Recommendations on poll workers in Chapter 12 were as follows:
- 16.1. That the EAC change how the number of poll workers is collected.

States vary with regards to requiring poll workers to work all day or in shifts. This administrative procedure by itself would be valuable information to collect. However, in calculating number of poll workers per polling place or precinct, a comparable metric needs to be formulated across jurisdictions, such as the average number within polling places during the day. Similarly, the number of polling places or precincts with staffing concerns should be considered in terms of inadequate coverage of a shift or for the entire day.
  - 16.2. That the EAC collect information about poll worker training and special skills required of poll workers, such as: (a) How are poll workers trained? Is training mandatory? And how many hours is a typical training class? (b) Is



multilingual training provided for poll workers in Section 203 covered jurisdictions? And (c) are they compensated for their time and at what rate?

**17. Polling places.** Recommendations on polling places in Chapter 13 were as follows:

- 17.1. That the EAC collect the number of early voting and Election Day polling places. With the increasing popularity of early voting, the distinction between early voting and Election Day precincts will need to be carefully defined and the growth or decline of polling places will need to be monitored.
- 17.2. That the EAC begin asking about the existence of vote centers, how many precincts they cover, and determine whether returns and other data are consolidated in how they are reported or are able to be kept separate for the individual precincts. The advent in the past year of the concept of vote centers, or locations where voters can come from multiple precincts, is a new development in election administration and something that merits study.
- 17.3. That the EAC collect information on criteria for establishing precincts. For example, what does each state law require as a maximum or minimum size for a voting precinct? This information would be useful to identify standards and best practices among jurisdictions.
- 17.4. That the EAC collect information on the number of consolidated polling places, i.e., polling places servicing more than one voting precinct, and collect procedures for the establishment of consolidated polling places. Consolidated polling places were identified as one potential cause of voter confusion that might lead to the casting of an invalid provisional ballot.
- 17.5. That the EAC collect information on individual voting precincts and polling places, e.g., the number of registered voters and the number of votes cast in each voting precinct and polling place.

A populous jurisdiction may have several hundred voting precincts within its boundaries, and jurisdiction averages may mask significant variation across voting precincts and polling places. If the unit of analysis was the precinct or polling place, additional characteristic may be collected, such as ease of access of polling places, recent changes to precincts boundaries, and polling place location.

- 17.6. That the EAC collect information on “split precincts” in the states that use them. Split precincts or polling places were identified as one potential cause of voter confusion that might lead to the casting of an invalid provisional ballot.

18. **Disability:** Recommendations on polling place accessibility in Chapter 14 were as follows:
  - 18.1. That the EAC clarify the wording of questions about accessible polling locations so that it is clear the information being sought relates to the physical polling site and not the type of equipment used.





## **Appendix A**

### **Survey Instrument**

# UNITED STATES ELECTION ASSISTANCE COMMISSION



## ELECTION DAY DATA SURVEY

The following form and its attachments should be completed on-line or in electronic format. Completed forms should be returned to the United States Election Assistance Commission via email to [surveyresponse@eac.gov](mailto:surveyresponse@eac.gov) on or before the sixtieth day following the federal election.

Please complete all of the fields below. Specific instructions relative to certain fields are found at the end of this form. If your question or concern is not answered in the instructions section of this form, please contact Brian Hancock at 202-566-3100.

<b>RESPONDANT INFORMATION:</b>		
Name of the responding State:		Date response is submitted:
Name of responding official:		Title of responding official:
Address of responding official:		Email Address:
		Phone Number:
		Fax Number:
<b>VOTER REGISTRATION:</b>		
<b>Please respond to the following questions on the attached spreadsheet or in similar format that can be imported to a spreadsheet or database file such as a comma separated values (.csv) format.</b>		
1a. Total number of registered voters (active) by county/local election jurisdiction		1b. Total number of registered voters (inactive) by county/local election jurisdiction
<b>ELECTION RESULTS:</b>		
<b>Please respond to the following questions on the attached spreadsheet or in similar format that can be imported to a spreadsheet or database file such as a comma separated values (.csv) format.</b>		
2a. Total number of ballots counted state-wide		2b. Total number of ballots counted by county/local election jurisdiction
3a. Total number of ballots cast in polling places (state-wide) on election day (for Oregon – by mail)		3b. Total number of ballots cast on election day by county/local election jurisdiction
4a. Total number of requested absentee ballots		4b. Total number of requested absentee ballots by county/local election jurisdiction
5a. Total number of absentee ballots returned		5b. Total number of absentee ballots returned by county/local election jurisdiction

6a. Total number of absentee ballots counted	6b. Total number of absentee ballots counted by county/local election jurisdiction
6c. Total number of absentee ballots that were not counted	6d. Identify the five most common reasons that absentee ballots were rejected
7a. Does your state conduct early voting?	7b. Total number of early voting ballots counted
7c. Total number of early voting ballots counted by county/local election jurisdiction	
8a. Total number of provisional ballots cast	8b. Total number of provisional ballots cast by county/local election jurisdiction
9a. Total number of provisional ballots counted	9b. Total number of provisional ballots counted by county/local election jurisdiction
9c. Identify the five most common reasons that provisional ballots were rejected	
10. Total number of undervotes reported in each federal contest by county/local election jurisdiction	11. Total number of overvotes reported in each federal contest by county/local election jurisdiction
12. Total number of votes cast for all candidates in each federal contest by county/local election jurisdiction	
<b>VOTING EQUIPMENT:</b> Please respond to the following questions by attaching a file in any of the following formats: .doc, .txt, or .csv.	
13. Provide a listing of the types of voting equipment in use in each county of the State including the type of voting system, manufacturer, number of units used in each county/local election jurisdiction, the software version (if applicable), and an indication as to whether the voting system has or has not previously been used in a Federal election in that jurisdiction.	
14. Identify by county and precinct, if available, where any of the following voting machine malfunctions occurred. Please identify if the voting machine was returned to service in the November 2, 2004 election.	
14a. Power failure	14b. Broken counter
14c. Computer failure	14d. Printer failure
14e. Screen failure	14f. Fatal damage to machine
14g. Modem failure	14h. Scanner failure
14i. Ballot encoder/activator failure	14j. Audio ballot failure
14k. Other (please specify)	
<b>POLL WORKERS:</b> Please respond to the following questions on the attached spreadsheet or in a similar format that can be imported to a spreadsheet or database file such as a comma separated values (.csv) format.	
15a. Total number of poll workers who served in the State on November 2, 2004	15b. Total number of poll workers who served in each county/local election jurisdiction on November 2, 2004
16. What is the required number of poll workers per precinct/polling place as established by law or regulation?	
17a. By county/local election jurisdiction, how many precincts/polling places did not have the required number of poll workers?	17b. In any county/local election jurisdiction where a deficit of poll workers existed, identify the number of additional poll workers needed to meet the requirement.

<b>VOTING JURISDICTIONS:</b> <b>Please respond to the following questions on the attached spreadsheet or in a similar format that can be imported to a spreadsheet or database file such as a comma separated values (.csv) format.</b>	
18. Identify what constitutes a local election jurisdiction in your State (e.g. county, parish, township, city).	
19. Total number of precincts by county/local election jurisdiction	
20. Total number of polling places by county/local election jurisdiction	
21a. Total number of polling places by county/local election jurisdiction that can be accessed by a voter who uses a wheelchair	21b. Total number of polling places by county/local election jurisdiction where a visually impaired voter can cast a private ballot
21c. Total number of polling places where a physically disabled voter can cast a ballot on an accessible voting system.	
<b>SOURCES OF INFORMATION:</b> <b>Please respond to the following questions by attaching a file in any of the following formats: .doc, .txt, or .csv.</b>	
22. Total number of local election jurisdictions that provided information for purposes of responding to this survey	
23. Provide the name and contact information for each local election jurisdiction official that provided information for purposes of responding to this survey.	
24. Identify any other sources of information used to respond to this survey other than those provided in response to questions 22 and 23.	

### Instructions:

Please answer every question. Do not leave any questions blank. The appropriate answer may be “0”, “none”, or “N/A”. This survey seeks information on both a State and local election jurisdiction level.

A spreadsheet has been attached for your convenience in responding to the majority of the questions, above. However, States may provide the same information in a similar format through any .csv formatted file. Please add additional columns where necessary to report additional Congressional or Senatorial district information and to accommodate all counties/local election jurisdictions in the State.

### Definitions:

The following are specific instructions and definitions for your use in completing the numbered questions in the form, above:

1. Provide by county/local jurisdiction, only, the number of registered voters. If your state differentiates between active and inactive voters, place each number in the respective column on the attached spreadsheet. If your state does not differentiate, place results in the “active” column.

2. The number provided in response to this question should include all ballots that were counted during election day, absentee, early voting or late counting for the November 2, 2004 election (e.g., paper, electronic, military, absentee, and provisional ballots)

3. The number provided in response to this question should include all ballots cast and counted during election day voting (at the polls). This number does not include the number of absentee or early voting ballots counted.

4a. – 6d. Absentee voting is defined as voting prior to election day which requires that the voter meet qualifications other than those generally required to register to vote. The numbers provided in response to questions 4a. – 6b. should not include ballots requested by military and overseas voters. The number should reflect only those non-military and overseas absentee ballots that were requested, returned, cast and counted, respectively.

6e. Identify the most common reasons for rejecting an absentee ballot. The response to this question can be provided in any electronic format.

7. “Early voting” is defined as any voting that occurred prior to November 2, 2004 for which there were no eligibility requirements. For example, the voter did not have to attest that he/she would be absent from the voting jurisdiction on the day of the election.

8. The number provided in response to this question should include the total number of ballots cast in the State’s program for contingent or provisional ballots that complies with section 302(a) of the Help America Vote Act.

9a. The number provided in response to this question should include the total number of ballots identified in response to question 8 that were verified as having been cast by eligible voters and were counted in the November 2, 2004 election.

9b. The number provided in response to this question should include the total number of ballots identified in response to question 8 that were not verified as having been cast by eligible voters and which were not counted in the November 2, 2004 election.

9c. Identify the most common reasons for rejecting a provisional ballot. The response to this question can be provided in any electronic format.

10. An “undervote” occurs at any time when a voter makes less than that allowed number of selections in a single race/contest or when a voter votes on less than all of the races/contests for which he/she is eligible to vote.

11. An “overvote” occurs when a voter makes more than the permitted number of selections in a single race/contest or when a voter makes a selection in a race/contest on which he/she was not eligible to vote.

12. Report all votes cast for all candidates in the presidential, senatorial and congressional contests, respectively. If response to this question is made using the sample spreadsheet, columns must be added so that each senatorial and congressional contest is reported separately.

13. Respond to question 13 by identifying in an electronic document (.doc, .txt. or .csv format) the county and/or precinct, the type of voting system (i.e., punch card, lever, optical scan or direct record electronic (DRE)), the manufacturer of the equipment used, and the number of units in use in the county (and/or precinct, if available), the software version (if applicable) and an indication as to whether this technology was used in a Federal election in that jurisdiction prior to November 2, 2004.

14. The answer to this question should identify the location (county or precinct, if available) and number of occurrences of each type of machine malfunction that occurred on November 2, 2004 or during any absentee or early voting period for the November 2, 2004 election.

14a. “Power failure” means any interruption or failure of the power system of the voting system that would render the voting machine incapable of counting votes for more than 5 minutes during election day, absentee or early voting.

14b. “Broken counter” means with reference to a lever voting system the malfunction of the counting mechanism that renders the voting system incapable of counting additional votes on any votable position on the machine.

- 14c. “Computer failure” means any malfunction, disablement or interruption of the software, hardware or firmware that makes up the voting unit such that the unit is incapable of presenting the ballot, recording votes or printing and/or tabulating results.
- 14d. “Printer failure” means any malfunction or interruption of the printer hardware, software or mechanical components that constitute the mechanism for creating a printed result of all races voted on a single or on multiple voting machines. Printer failures shall include printers on both electronic and mechanical or lever voting machines.
- 14e. “Screen failure” means with reference to a DRE a malfunction or interruption of the screen display or indicator lights such that the DRE cannot accurately indicate to the voter which choices have been made or which races on which the voter is eligible to vote.
- 14f. “Fatal damage to a machine” means the damage or destruction of a voting machine that renders it incapable of functioning to record votes or print results of voting.
- 14g. “Modem failure” means the malfunction or interruption of modem or the computer hardware or software using the modem to transmit results to a central counting location such that the modem is rendered incapable of transmitting results.
- 14h. “Scanner failure” is the malfunction or interruption of a paper ballot reading device that renders it incapable of counting votes or renders the result tabulated by the reader inaccurate.
- 14i. “Ballot encoder/activator failure” with reference to a DRE means the malfunction or interruption of that piece of electronic equipment that encodes a smart card or other similar device with the voter’s ballot or critical demographic data that allows the voting system to access the proper ballot for the individual voter.
- 14j. “Audio ballot failure” with reference to a DRE means any malfunction or interruption of the hardware, software or peripherals that renders the voting machine incapable of playing an audio version of the ballot.
- 14k. “Other” refers to any voting machine malfunction that does not fall within the categories established in 14a – 14i.
15. The answer to this question should include the number of persons who served in all polling places in the State as poll workers, election judges, wardens, commissioners or other similar term that 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 the voter with a ballot or setting up the voting machine for the voter; and serving other functions as dictated by state law. The answer to this question shall include the head poll worker for each precinct. The response to this question shall not include observers stationed at the polling place.
16. In responding to this question, please provide any prescribed minimum number of poll workers needed to serve in a precinct/polling place on election day.
17. In response to this question, the State shall identify the county and precinct, if available, where less than a full complement of poll workers was present on election day and the number of poll workers that it was short by county or local election jurisdiction.
18. Identify in any electronic format what constitutes a local election jurisdiction in your State (e.g., county, parish, township, city)
19. “Precinct” is that geographic area to which voters are assigned.
20. “Polling place” is that physical structure where residents of a precinct go to cast their votes on election day. A polling place includes any structure that houses one or more precincts.
- 21a. Identify the total number of polling places that are accessible to persons using wheelchairs.
- 21b. Identify the total number of polling places where voting equipment is used such that a visually disabled voter can cast a private ballot (e.g., a DRE with audio ballot capability or paper ballots printed in Braille).
- 21c. Identify the total number of polling places where voting equipment is used that is accessible to a physically disabled voter (e.g., a touch screen DRE which can be handed to the

voter, a voting machine which can be lowered to allow access to voter using a wheelchair, other paper ballots or voting systems that are accessible to voters with physical disabilities).

23. In response to this question, the State shall identify name, address, phone number and email address (if available) of the local election officials or jurisdictions responsible for conducting elections in a specified geographic area that have provided data to assist the State in responding to this survey.

24. All other sources of data shall include information obtained from a state-wide voter registration database or any other public or non-public source.

## Appendix B Election Glossary

Here are definitions or descriptions of election terms, abbreviations, and acronyms in the 2004 Election Day Survey Report:

<b>Absentee Ballot</b>	Ballot requested by application of a registered voter who expects to be absent from the polls on Election Day
<b>Active Voter</b>	Not inactive (see Inactive Voter)
<b>Ballots Cast</b>	Number of ballots cast and processed at a precinct, including an absentee precinct, and not necessarily equal to the number of ballots counted.
<b>Ballots Counted</b>	Number of ballots counted for a precinct at the close of the polls.
<b>Central Count</b>	Processing or counting of ballots on automatic tabulating equipment at a single location, and usually in reference to punch card and optically scanned (marksense) ballots.
<b>CVAP</b>	Citizen Voting Age Population. Persons in an election jurisdiction who are age 18 or older and who are U.S. citizens.
<b>Datavote</b>	Datavote ballot card. A punch card ballot that is printed with a candidate name or answer to a ballot question at each voting position. A Datavote ballot card is inserted into a frame with a movable device for punching out chads at voting positions. (See Votomatic.)
<b>Deadwood</b>	Duplicate names, erroneous or obsolete address information, and names of deceased and ineligible persons listed as active voters on voter registration rolls.
<b>DRE</b>	Direct Recording Electronic. A voting system that records votes by means of a ballot display provided with mechanical or electro-optical components actuated by the voter and where voting data is stored in a removable memory component. In this report, DRE is referred to as an “electronic” voting system.
<b>Drop-Off</b>	The difference between the number of ballots counted and the total number of votes for all candidates in a specified contest. Drop-off is a combination of undervotes and overvotes, and is also referred to as the “residual vote.”
<b>Early Voting</b>	Ballot cast by a voter at a designated polling site prior to Election Day. Also referred to as “early in-person voting” or “on-site absentee voting.”
<b>EAC</b>	U.S. Election Assistance Commission
<b>EDR</b>	Election Day Registration
<b>FVAP</b>	Federal Voting Assistance Program, Office of the U.S. Secretary of Defense
<b>General Election</b>	An election in which voters, regardless of party affiliation, select candidates for public office or vote on ballot issues.



<b>HAVA</b>	Help America Vote Act of 2002 (Public Law 107-252)
<b>Highest Office Turnout</b>	An alternate measure of voter turnout consisting of the total number of votes cast for all the candidates for the office on the ballot that received the highest number of votes. (See Voter Turnout and Maximum Vote Turnout.)
<b>Inactive Voter</b>	A voter whose name or residence address is no longer current and who has not attempted to reregister, has not voted, or appeared to vote at the address of record.
<b>Lever Machine</b>	Mechanical Lever Voting Machine. A voting system that records votes by mechanical lever-actuated controls into a counting mechanism that tallies the votes without a physical ballot.
<b>Marksense</b>	See Optical Scan
<b>Maximum Vote Turnout</b>	An alternate measure for comparing voter turnout statistics among jurisdictions when not all jurisdictions report actual voter turnout. Maximum vote turnout is the greater of: (a) actual voter turnout or (b) highest office turnout—the total number of votes cast for all the candidates for the office on the ballot that received the highest number of votes. (See Voter Turnout and Highest Office Turnout.)
<b>NVRA</b>	National Voter Registration Act of 1993 (Public Law 103-31)
<b>Optical Scan</b>	A system of recording votes by marks in voting response fields on ballot cards that are read by an optical scanner or similar sensor. Also referred to as “mark-sense” voting systems.
<b>Overvotes</b>	Votes for more choices than are permitted in a contest
<b>Paper Ballot</b>	Paper ballot voting system. A system of recording votes on paper ballot cards that are counted and tabulated manually.
<b>Polling Place</b>	A facility staffed by poll workers and equipped with voting equipment at which persons residing in a precinct cast ballots in person on Election Day.
<b>Precinct</b>	An administrative division of a county or municipality consisting of a contiguous geographic area defined by a map to which voters have been assigned by their residence addresses for voting at an election.
<b>Precinct Count</b>	Processing or counting of ballots on automatic tabulating equipment at the same location at which the ballots were cast (precinct).
<b>Provisional Ballot</b>	A ballot issued when a voter’s eligibility has not yet been determined.
<b>Punch Card</b>	Punch card voting system. A system where votes are recorded by punches in voting response fields on a ballot card.
<b>Residual Vote</b>	See Drop-Off
<b>Undervotes</b>	Votes for fewer choices than are permitted in a contest, including the choice to not vote for any candidate in a contest or any response to a ballot question.
<b>UOCAVA</b>	Uniformed and Overseas Citizens Absentee Voting Act (Public Law ____)
<b>VAP</b>	Voting Age Population. Persons in an election jurisdiction who are age 18 or older.

- Voter Turnout** Number of persons who participated in an election, including persons who appeared to vote as well as persons who actually voted. Voter turnout is not necessarily the same as ballots cast. (See also Maximum Vote Turnout and Highest Office Turnout.)
- Voting Machine** A device that records every vote cast on a candidate or ballot measure and that internally or externally totals all votes cast on that device, including a device into which a ballot may be inserted so that votes may be indicated by punching the ballot.
- Votomatic** Votomatic ballot card. A punch card ballot that is prescored and printed only with numbered voting positions. A Votomatic ballot card is inserted into a frame to which a booklet identifying candidates or answers to ballot questions has been attached. Chads are punched out at voting positions with a stylus.
- VTD** Voting Tabulation District. A term used by the U.S. Census Bureau to refer to a voting precinct. (See Precinct.)