



# ELECTION ADMINISTRATION AND VOTING SURVEY

2018 COMPREHENSIVE REPORT

A Report to the 116<sup>th</sup> Congress



National Voter  
Registration Act  
(NVRA)



Overview of  
Election  
Administration  
and Voting  
in 2018



Election Law  
& Procedure  
in States:  
Policy Survey



Uniformed  
and Overseas  
Citizens Absentee  
Voting Act  
(UOCAVA)

U.S. ELECTION  
ASSISTANCE  
COMMISSION







# Executive Summary

Since 2004, the Election Assistance Commission (EAC) has conducted the Election Administration and Voting Survey (EAVS) following each federal general election. The EAVS asks all 50 U.S. states, the District of Columbia, and U.S. territories to provide data about the ways in which Americans vote and how elections are administered. The EAVS provides the most comprehensive source of state- and local jurisdiction-level data about election administration in the United States. These data play a vital role in helping election officials, policymakers, and other election stakeholders identify trends, anticipate and respond to changing voter needs, and invest resources to improve election administration and the voter experience. EAVS data make it possible to drill down into the details of U.S. elections infrastructure and produce generalizable understanding of core aspects of the elections process and the management challenges faced by election officials. The survey provides policymakers and the public with critical information about how their democracy functions every two years and helps the EAC fulfill its congressionally mandated reporting requirements.

Because of the decentralized nature of U.S. elections, it is important to have comprehensive data to identify trends in how elections are administered and how citizens participate in the electoral process. To this end, the EAC is pleased to present to the 116<sup>th</sup> Congress this report on the 2018 EAVS.

This report describes in detail how the 2018 federal elections were administered and how voters cast their ballots. Data from the EAVS and the EAC's accompanying Election Administration Policy Survey (Policy Survey) are used to provide an overview of each aspect of the elections process. Turnout, voting methods, ballot counting, and post-election auditing are covered in Chapter 1, Overview of Election Administration and Voting in 2018. Voter registration and list maintenance are covered in Chapter 2, Voter Registration: NVRA and Beyond. Voting by individuals covered under the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) is described in Chapter 3, Military and Overseas Voting in 2018: UOCAVA. Key laws, rules, policies, and procedures that govern U.S. elections are covered in Chapter 4, Election Law and Procedure in States: Policy Survey. Finally, the methodology of the survey and the survey instruments are discussed in Chapter 5, Survey Methodology and Process.

## Voting and Election Administration Findings

For many, the biggest story of the 2018 general elections was turnout. EAVS data show that more than 120 million Americans voted in the 2018 general elections, a turnout rate of 52 percent of the Citizen Voting Age Population (CVAP). The EAVS confirms that turnout in the 2018 general elections increased in nearly all states when compared to 2014. Some states saw turnout levels that approached those of a typical presidential election.

More than half of voters cast their ballots in person on Election Day, and one-quarter of participants cast their ballots by mail. Nearly one-fifth voted early at in-person early voting sites, a rate that more than doubled since the 2014 elections. In six states, more than half of ballots



were cast at in-person early voting sites. Although the overall rate of by-mail voting has not changed significantly since 2014, the states of California, Montana, and Utah saw large increases in their statewide by-mail voting rates.

With more than 200,000 polling places in use on Election Day and more than 600,000 poll workers providing assistance to voters, administration of the 2018 general elections was a notable undertaking. However, recruiting poll workers continues to be a challenge for many states and jurisdictions, with nearly 70 percent of responding jurisdictions reporting that it was “very difficult” or “somewhat difficult” to obtain a sufficient number of poll workers.

States report increasing their use of electronic poll books, or e-poll books, since the 2016 elections, with more than one-quarter of jurisdictions using them in 2018. More than 300,000 pieces of voting equipment were deployed in the elections; the most commonly used types of equipment were scanners and ballot marking devices (BMD). Nearly 90 percent of election jurisdictions use voting machines equipped with some form of paper backup, and less than two percent of jurisdictions rely solely on voting machines with no paper backup.

## National Voter Registration Act (NVRA) Findings

More than 211 million persons were registered to vote for the 2018 general elections, an increase of 11 percent over the 2014 elections. Nearly 80 million registration applications were submitted between the 2016 and 2018 general elections. Departments of motor vehicles (DMV) remained the most utilized method for registration and accounted for 45 percent of registrations, an increase of 33 percent over 2014. Usage of online voter registration declined from 2016 but was still the second most common source of registration applications. More than 800,000 same day registrations were received during the 2018 general election period.

Pursuant to NVRA requirements, more than 21 million confirmation notices were sent by states, and 17 million voter registration records were removed from the rolls. The primary reasons for removal were not responding to a confirmation notice and failure to vote in two subsequent federal elections, moving outside of the jurisdiction in which they were registered, and death.

## Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) Findings

More than 350,000 UOCAVA voters—including members of the uniformed services absent from their voting residence, their eligible family members, and U.S. citizens living overseas—participated in the 2018 general elections. Continuing a trend that began with the 2016 elections, the EAVS shows an increase in election participation among overseas civilians relative to uniformed services voters in 2018. Sixty percent of the UOCAVA ballots transmitted were sent to overseas civilians.

The number of ballots transmitted to UOCAVA voters increased by more than 50 percent over the 2014 election. Ballot transmission increasingly occurs electronically rather than through postal mail. Email was the most used method of ballot transmission for the 2018 midterm elections, accounting for more than half of all blank ballot transmissions to UOCAVA voters. UOCAVA voters also took advantage of electronic methods for returning their absentee ballots.



Although postal mail was the most common mode of ballot return, a substantial number of ballots were returned via email, including more than one-quarter of ballots returned by overseas civilians and more than ten percent of ballots returned by uniformed services voters.

The majority of ballots returned by UOCAVA voters were counted. Overall, only five percent of ballots returned by UOCAVA voters were rejected, most commonly because they were received after state deadlines. The number of Federal Write-in Absentee Ballots (FWAB) that states reported receiving quadrupled since the 2014 elections, enabling more than 5,000 UOCAVA eligible citizens to have their votes counted in 2018.

## Election Administration Policy Survey Findings

To provide context to the quantitative data that states report in the EAVS, the EAC also collects information about states' election policies. Nearly 75 percent of states report using top-down voter registration systems that gather and aggregate information from their local jurisdictions' voter registration databases. In order to keep their registration databases accurate and up to date, most states report sharing information with government entities that maintain death records, motor vehicle licensing agencies, and agencies that maintain felony or prison records. Nearly 75 percent of states offer online voter registration, and nearly half of states allow for same day voter registration (SDR).

All states allow for some form of by-mail voting and in-person early voting for at least some segments of their domestic civilian population, although how that happens in practice varies widely. Three states administer their elections entirely by mail and four states have all-by-mail voting in select local jurisdictions. About one-quarter of states require in-person early voters to provide an excuse. Almost one-third of states have vote centers or allow voters to cast ballots at any polling place in their jurisdiction.

Nearly all states limit or remove voting rights for persons convicted of certain crimes. Two-thirds of states restore voting rights to a person with a disqualifying conviction automatically after a period of time, whereas one-third of states require individuals convicted of certain crimes to reapply to have their voting rights reinstated.

In the post-election period, nearly 80 percent of states require audits to ensure that established election procedures were followed in polling places, and all states have a mechanism for conducting recounts to ensure that ballots were counted correctly.



This report by the U.S. Election Assistance Commission is the result of a contract to collect and analyze data for the 2018 Election Administration and Voting Survey. The contract was performed by Fors Marsh Group, an applied research company based in Arlington, VA.

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# Chapter 1. Overview of Election Administration and Voting in 2018

## Key Findings

The 2018 edition of the Election Administration and Voting Survey (EAVS) collected data on election policies and procedures, ballots cast, voter registration, overseas and military voting, Election Day activities, voting technology, and other important issues related to voting and election administration. Notable findings from the EAVS include:

- Turnout in the 2018 general election nationwide was more than 15 percentage points higher than in 2014. Forty-eight states reported turnout increases ranging from two to 28 percentage points.
- More than 211 million persons were reported as registered and eligible to vote in the 2018 general elections, and nearly 80 million registration applications were received between the 2016 and 2018 general elections.
- Although voting in person on Election Day remained the most used mode of voting in the 2018 general elections, the rate of early in-person voting more than doubled since the 2014 election. By-mail voting was used by one-quarter of the electorate in 2018.
- Overseas civilians comprise the majority of Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) voters. Uniformed services voters and their eligible family members rely more heavily on mail to receive their transmitted ballots, whereas the majority of overseas civilians receive their ballots through electronic methods.
- The usage of e-poll books among jurisdictions increased by nearly 50 percent between the 2014 and 2018 general elections.
- More than 90 percent of election jurisdictions use paper ballots or voting machines that produce paper records. Only a few states and jurisdictions use equipment that captures votes electronically and does not produce physical records of ballots cast.

## Election Administration in the United States

Election administration in the United States is largely decentralized. Although the U.S. Constitution and various federal laws govern specific aspects of federal elections and a small number of federal agencies—such as the Election Assistance Commission (EAC) and the Federal Voting Assistance Program (FVAP)—play a limited role in election administration, broad legal and procedural authority rests with the states and local jurisdictions. As a result, wide variation exists among, and within, state election policies and practices, and such policies and practices are constantly evolving. Nevertheless, U.S. elections generally follow a standard process. As shown in Figure 1, the election process can be viewed as a cycle.



Figure 1. The U.S. Election Process



The legal and procedural framework for elections is generally established well in advance of Election Day. This framework includes determining voter eligibility rules; how, when, and where voters may cast their ballots; and what technology will be used to support the elections. Supported by state election offices, most of these policies and procedures are implemented by election officials at the local level (e.g., county, township, municipality). To participate in elections, eligible citizens typically must register to vote, pursuant to the eligibility rules set forth in the legal framework.<sup>1</sup> In many states, voters must register in advance of a set registration deadline; in others, eligible individuals

<sup>1</sup> North Dakota is the only state that does not require citizens to register before casting a ballot in an election.



may register and cast a ballot on the same day. Voting itself begins for many voters in advance of Election Day, including eligible overseas civilians and military voters who are absent from their voting residence, as well as those who vote by mail and at in-person early voting sites. The options available to voters vary by state and local jurisdiction. However, most voters continue to vote at in-person polling sites on Election Day itself. In most states, individuals whose eligibility cannot be verified at the time of voting may cast a provisional ballot. Election officials then investigate the eligibility of those who cast provisional ballots to determine whether or not their ballots are counted. Once the polls close on Election Day, the process of counting ballots to determine election results begins. In the post-election period, many states conduct audits of their election results and voting equipment. The election process can be viewed as a cycle in the sense that the experiences from previous elections are used to inform decision-making around the legal and procedural framework for subsequent elections. Often, the successful approaches and innovations implemented in one state or local jurisdiction during an election are adopted by other states in subsequent elections.

This chapter covers turnout and modes of voting (including Election Day in-person voting, by-mail voting, UOCAVA voting, and provisional balloting) in the 2018 general elections, polling places and poll workers, voter registration, and election technology. This chapter comprises a non-exhaustive overview of the data provided by states and jurisdictions in the EAVS. Voter registration is covered in greater detail in Chapter 2, Voter Registration: NVRA and Beyond; UOCAVA voting is discussed further in Chapter 3, Military and Overseas Voting in 2018: UOCAVA; and state election policies and practices are featured in Chapter 4, Election Law and Procedure in States: Policy Survey.

## The Election Administration and Voting Survey (EAVS)

Since 2004, the EAC has conducted the EAVS, which asks all 50 U.S. states, the District of Columbia, and the U.S. territories—American Samoa, Guam, Puerto Rico, and the U.S. Virgin Islands—to provide data about the ways in which Americans vote in each federal general election. The EAVS includes questions regarding voter registration, by-mail voting, voting by individuals covered by UOCAVA, provisional voting, election technology, poll workers, polling places, and total turnout.<sup>2</sup> The EAVS helps the EAC meet its mandate under the Help America Vote Act (HAVA) to serve as a national clearinghouse and resource for the compilation of information and review of procedures with respect to the administration of federal elections. The EAVS sections related to voter registration and UOCAVA voting allow states to satisfy their data reporting requirements established, respectively, by the National Voter Registration Act (NVRA) and UOCAVA.

Data collected through the EAVS provide a detailed snapshot of how general elections are administered in the United States every two years and how numerous election stakeholders use the data. Members of Congress, legislative staff, and federal officials use EAVS data to assess the impact of federal election laws. Intelligence analysts, members of the U.S. national security community, and other stakeholders use the EAVS to evaluate how to better secure U.S. elections infrastructure. Journalists and academics use EAVS data in media reports and academic research to inform the public about key aspects of elections. Advocates and civic groups also use EAVS data to

<sup>2</sup> The Commonwealth of the Northern Mariana Islands has not yet participated in the EAVS. At the time HAVA was enacted, this territory did not have representation in Congress. Puerto Rico did not participate in the 2018 EAVS because it did not conduct a federal election in 2018. However, Puerto Rico was included in the 2018 Policy Survey.



inform their advocacy and organizing efforts. The EAVS is also invaluable to election officials themselves. These officials use the EAVS to manage election oversight, conduct issue analysis and strategic planning, and create training and promotional materials. The EAC itself also uses EAVS data to create research and clearinghouse resources to advance the agency's mission and to better support election officials and voters as well as to inform lawmakers and national level stakeholders about the impact of federal voting laws and the changing landscape of U.S. elections.

In administering changes to the 2018 EAVS, the EAC had three interrelated goals: 1) to make the EAVS easier for state and local officials to complete, 2) to improve data quality and completeness, and 3) to make EAVS data more accessible and useful to the election community. The Survey Methodology and Process chapter (Chapter 5) of this report details how the survey was administered and the steps taken to advance these goals.

### Overall EAVS Response Rates

In early 2019, all 50 U.S. states, the District of Columbia, and four U.S. territories submitted and certified EAVS data. These states and territories comprised 6,459 jurisdictions, all but one of which (99.9 percent) are included in the 2018 EAVS data.<sup>3,4</sup> During the data collection period, efforts were made to maximize the completeness and accuracy of the data reported here. If a state's data are not included in a calculation because of missingness or data quality issues, then it is described in the notes that accompany the analysis in the report.<sup>5</sup>

Providing EAVS data is frequently a joint task undertaken by both state and jurisdiction election officials. Although some states are able to provide all EAVS data from their centralized election database, most states rely on local jurisdictions to provide responses to some or all EAVS questions.<sup>6</sup>

Complete details about the methodology of the 2018 EAVS, including an outline of the survey questionnaire, the data collection templates, the data validation process, and technical assistance provided to respondents can be found in the Survey Methodology and Process chapter (Chapter 5) of this report.

## Turnout in the 2018 Election

According to EAVS data reported by states, 120,314,461 Americans voted in the 2018 general elections. As a percentage of the Citizen Voting Age Population (CVAP) as estimated by the U.S.

<sup>3</sup> What constitutes a jurisdiction is defined by each state. Most states report data on the level of the county (or county equivalent, such as parishes for Louisiana). Illinois, Missouri, and Virginia report data for independent cities in addition to counties. The territories, the District of Columbia, and Alaska each report as a single jurisdiction. Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont, and Wisconsin report data on the level of individual townships. Maine also reports its UOCAVA data in Section B as a separate jurisdiction because this information is only collected at the state level. See Appendix A in Chapter 5 of this report for a breakdown of the number of jurisdictions reported in each state.

<sup>4</sup> These 6,458 jurisdictions provided at least partial EAVS data in 2018. One county in Texas did not provide any EAVS data. Full response rates for each section of the survey are detailed in Chapter 5 of this report.

<sup>5</sup> In the interest of consistency, the term "states" in this report includes the District of Columbia and the four U.S. territories.

<sup>6</sup> The 2018 Policy Survey asked states to report whether each section of the EAVS is answered entirely by the state election office, entirely by local election offices, or in part by the state and in part by local election offices. For most EAVS sections, approximately half of states answer questions entirely at the state level and the remainder of states answer questions either entirely or partially at the local level. More information about the responses to this question is available in Chapter 4 of this report.



## Calculating Turnout Rates

When assessing election administration, one primary outcome of interest is voter turnout, which is calculated by dividing the number of people who participated in an election by the number of people who could have participated. EAVS provides a measure of the total number of voters participating in an election for the numerator in this equation. However, multiple denominators could be used:

- **Number of registered voters or active voters.** Number of people a state reports as being registered and eligible to vote (A1a in EAVS). Some states separately report the number of active voters who have no additional processing requirements to fulfill before voting (A1b in EAVS). This number is available for states and sub-state EAVS jurisdictions.
- **Citizen Voting Age Population (CVAP).** Estimate of the total number of U.S. citizens 18 years of age or older, based on the U.S. Census Bureau's American Community Survey (ACS). This number is available for states and most sub-state EAVS jurisdictions, but not for U.S. territories.
- **Voting Eligible Population (VEP).** Measure of the CVAP minus those who are ineligible to vote (such as persons with disqualifying felony convictions) and persons who are in the military or civilians living overseas. This number is available for states, but not territories or for sub-state EAVS jurisdictions.

Relying on the number of registered or active voters is sometimes viewed as problematic for calculating turnout because it is often challenging for states to keep voter rolls fully up to date (see Chapter 2 of this report for a discussion of list maintenance practices). Using VEP as the denominator in turnout calculations would somewhat overrepresent voter turnout, as EAVS data explicitly include persons covered by UOCAVA, and would restrict the ability to estimate turnout for sub-state jurisdictions. Although each denominator has its limitations, the EAC uses CVAP to calculate turnout in this report due to its availability for the majority of jurisdictions that report EAVS data and because it provides a more accurate picture of the population covered by the EAVS.

Census Bureau, this represents a national turnout rate of 52.0 percent.<sup>7</sup> On the state level, turnout ranged from 35.8 percent to 64.2 percent.<sup>8</sup> Six states—Colorado, Maine, Minnesota, Montana, Oregon, and Wisconsin—had turnout levels exceeding 60.0 percent.

The 2018 national turnout rate well exceeds the 2014 national turnout rate of 36.5 percent as calculated with EAVS data. Figure 2 shows that most states saw higher levels of turnout in 2018 than in 2014.<sup>9</sup> Only three states saw slight turnout drops from the previous midterm elections.

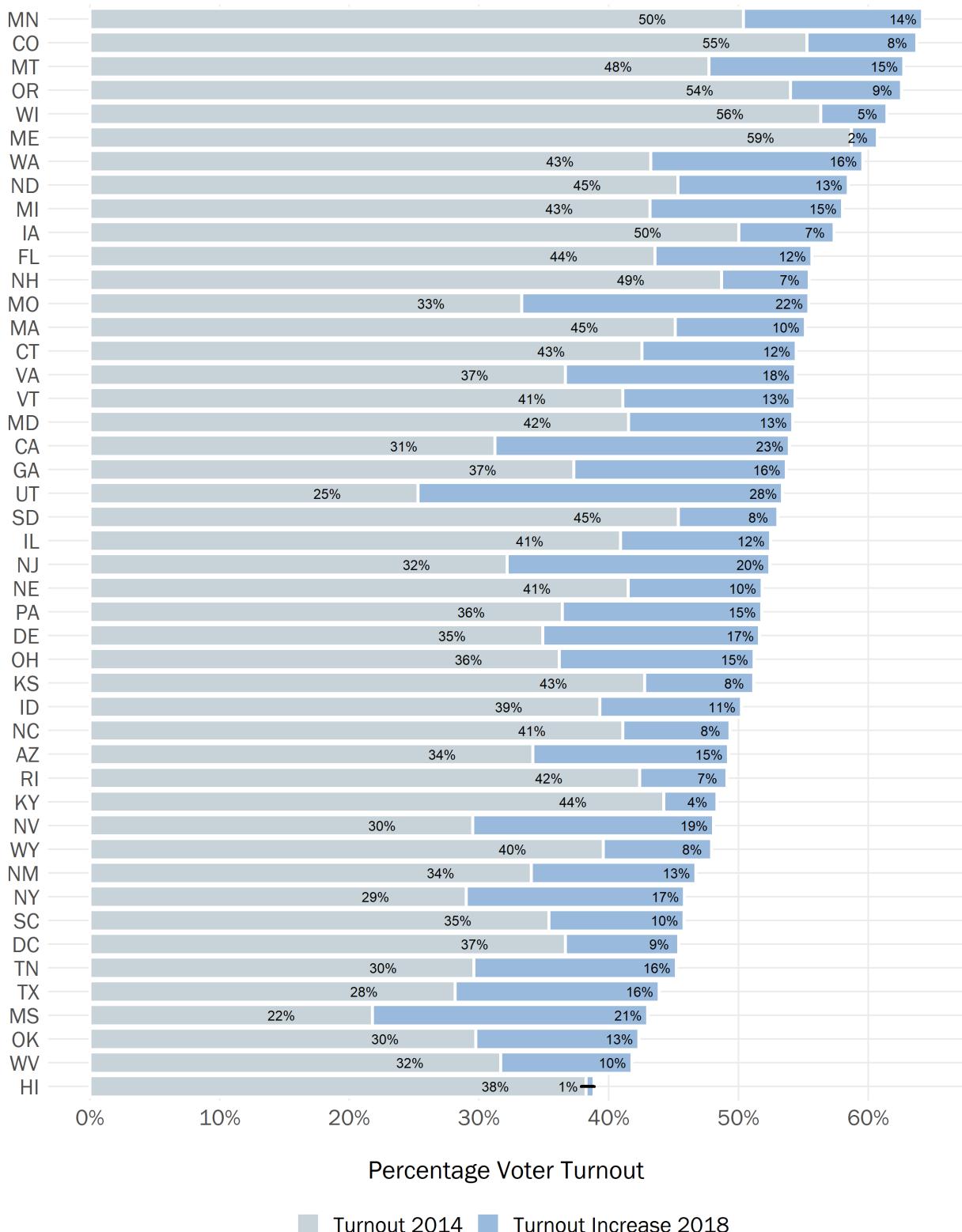
<sup>7</sup> For the purposes of this report, the 1-year American Community Survey (ACS) state estimate for 2017 was used as a point of comparison for the 2018 EAVS data, as the estimate for the year 2018 was not available by the time this report went to press. The 2013 1-year ACS estimate is used as a point of comparison for the 2014 EAVS data in order to be consistent.

<sup>8</sup> A breakdown of turnout levels by state, calculated both as a percentage of CVAP and as a percentage of total registration, can be found in Table 1 of Appendix A in this chapter.

<sup>9</sup> This figure excludes states that did not have a turnout increase from 2014 to 2018 and excludes Alabama and Indiana because of data quality issues. Territories are not shown because turnout as percentage of CVAP cannot be calculated for them.



Figure 2. Most States Experienced Turnout Increases from the 2014 to 2018 Elections





## Election Day In-Person Voting

Conducting an election is a complex undertaking. In the United States, federal general elections must be held on the Tuesday after the first Monday in November every even-numbered year. Election administrators must select polling locations and voting systems for Election Day and recruit and train poll workers to manage the process and assist voters at the polls.

Despite the increasing use of other voting methods, Election Day in-person voting remains the most common way for Americans to cast their ballots. In the 2018 EAVS, states reported that 67,133,886 people voted at a physical polling place on Election Day, which represents 55.8 percent of those who participated in the 2018 elections.<sup>10</sup>

### Election Day Polling Places

For an election, each voter is assigned to a precinct according to his or her residential address as listed in the voter registration record. A precinct is a contiguous, bounded geographic area that is the basis for determining which contests and issues the voters legally residing in that area are eligible to vote on.<sup>11</sup> All voters in a precinct are generally assigned to vote at the same Election Day polling place, which is the physical location where in-person voting takes place. According to the 52 states that provided this data, 230,871 polling places were used in 2018.<sup>12</sup> Less than 1.0 percent of those polling places were located at election offices, with the remaining 99.4 percent at other locations such as schools, community centers, and churches.<sup>13</sup>

Among jurisdictions, the weighted mean of the number of in-person voters casting ballots per Election Day polling places was 280.8.<sup>14</sup> Figure 3 shows the number of in-person Election Day voters per polling place in each state, as compared to the national weighted mean.

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<sup>10</sup> This figure does not include voters who cast provisional ballots or who dropped off by-mail ballots at the polls; these figures are reported separately in other sections of this chapter. Both Oregon and Washington reported zero in-person Election Day voters.

<sup>11</sup> Some states use the terms “ward” or “voting district” to describe voting precincts.

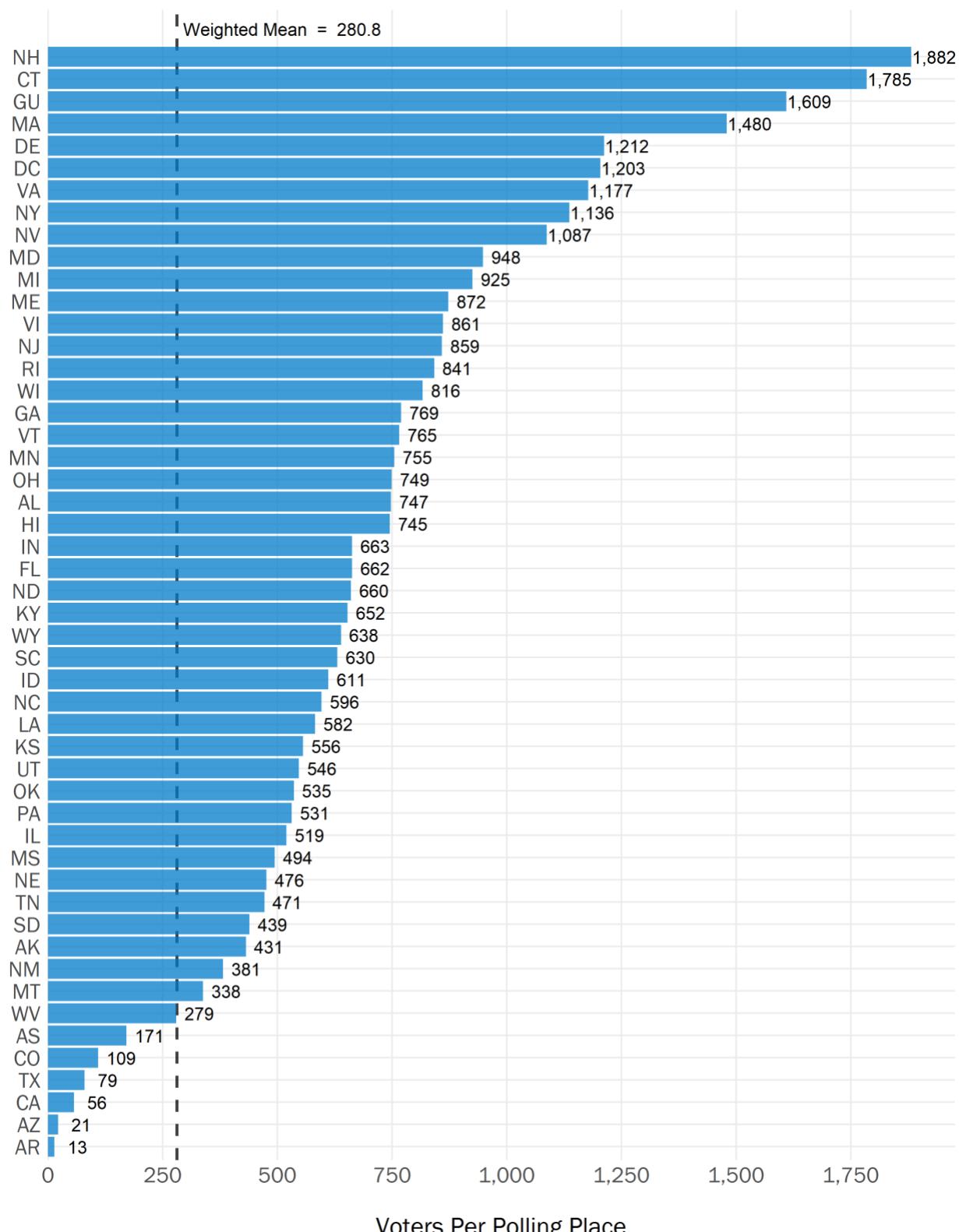
<sup>12</sup> Missouri did not provide a response to this question. Washington reported that this question does not apply because it does not have Election Day polling places. Iowa has been excluded from this analysis because of data quality issues. Year-over-year analysis of polling places as reported in the EAVS is cautioned against, as these items have been underreported in previous years.

<sup>13</sup> These percentages are calculated based on states that reported information on where their Election Day polling places were located. Georgia, Massachusetts, New Jersey, Pennsylvania, and Washington did not respond to these questions.

<sup>14</sup> Calculated as the total number of voters reported as voting at an in-person polling place on Election Day, divided by the number of Election Day polling places reported in use. This calculation has been weighted according to the number of polling places reported in use. Jurisdictions that conduct their elections exclusively by mail, as reported in item F1g, have been excluded from this calculation. Iowa’s data was excluded from this calculation because of data quality issues.



Figure 3. States in the Eastern United States Have Higher Numbers of Voters per Election Day Polling Place





## Election Day Poll Workers

Many of the laws, rules, policies, and procedures governing elections are put into practice by the poll workers who assist with elections.<sup>15</sup> These poll workers are typically not full-time election workers or employees of election offices; rather, they are recruited by local election offices and trained to assist in the voting process during an election. Poll workers assist by verifying the identities of those who come to vote; assisting voters with signing the register, affidavits, or other documents required to cast a ballot; providing ballots and setting up voting equipment; and performing other functions as dictated by the legal framework.<sup>16</sup>

Forty-five states reported a total of 637,713 poll workers assisting at polling places during Election Day for the 2018 general election.<sup>17</sup> These states reported deploying an average of 8.0 poll workers per polling place on Election Day, an average that has been largely the same since the 2012 election.<sup>18</sup> However, staffing polling places continues to be a significant challenge for most local election officials. Of the jurisdictions that provided feedback about efforts to obtain a sufficient number of poll workers for the November 2018 general election, more than two-thirds reported it was “very difficult” or “somewhat difficult.”<sup>19</sup> Only 15.3 percent of jurisdictions reported having a “somewhat easy” or “very easy” experience recruiting poll workers.

Jurisdictions also reported the ages of their poll workers.<sup>20</sup> Figure 4 shows that less than one-fifth of poll workers were younger than 41 years old, whereas more than two-thirds were 61 years or older.

## Early In-Person and By-Mail Voting

All states allow voter participation through the use of by-mail ballots or in-person early voting for at least certain populations. The use of these voting options is growing steadily, and in the 2018

<sup>15</sup> Some states and jurisdictions use other titles for poll workers, such as election judges, booth workers, wardens, or commissioners.

<sup>16</sup> For more information about the legal requirements for serving as a poll worker in each state, see <https://www.eac.gov/assets/1/1/Compendium%20of%20State%20Poll%20Worker%20Requirements.pdf>.

<sup>17</sup> Georgia, Iowa, North Dakota, Pennsylvania, Virginia, Vermont, and Wisconsin did not report the number of poll workers who served in the election. Oregon and Washington reported that this item does not apply to their states because they do not conduct any in-person voting on Election Day.

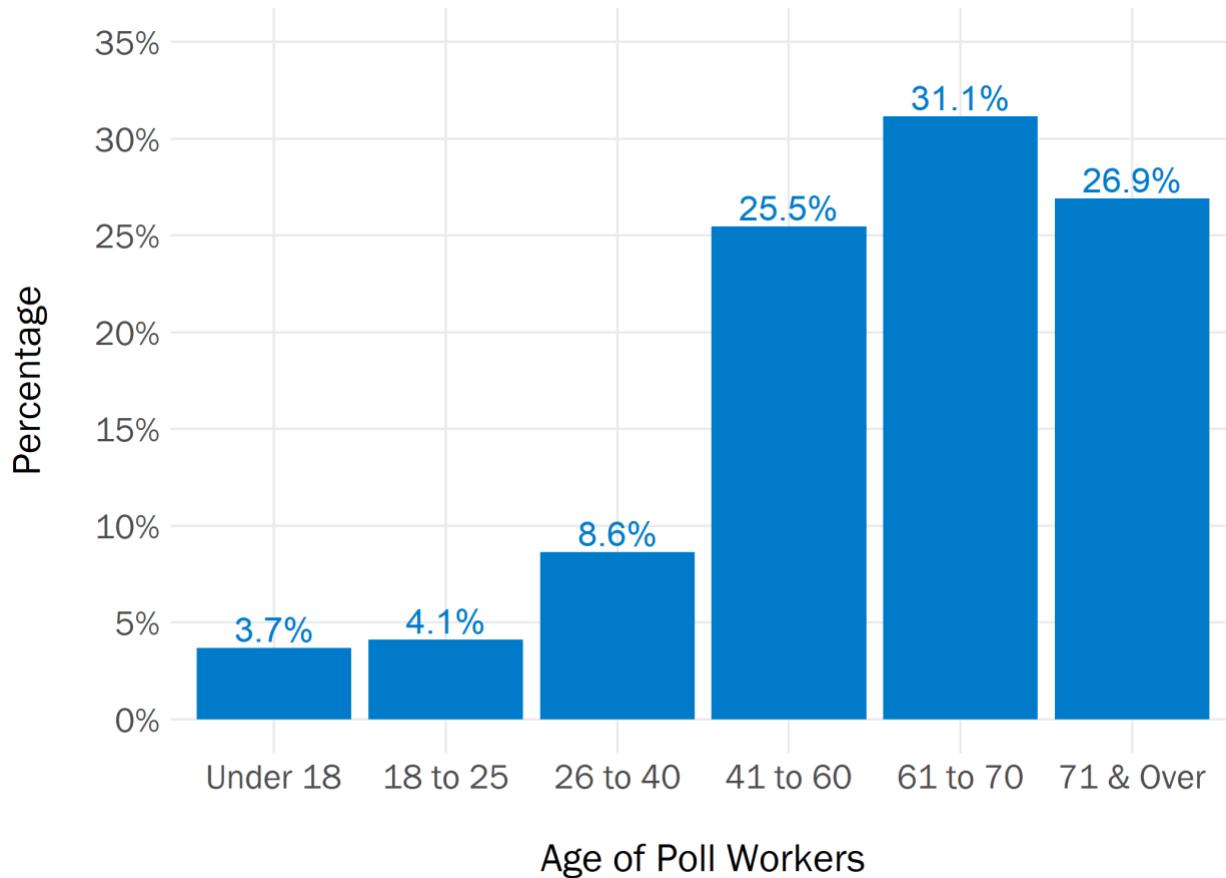
<sup>18</sup> The 2012 EAVS reported 7.4 poll workers per polling place on Election Day 2012. The 2014 EAVS found an average of 6.4 poll workers per polling place. The 2016 EAVS found an average of 7.8 poll workers per polling place.

<sup>19</sup> A total of 2,817 jurisdictions provided a non-missing response to this EAVS question. The remaining jurisdictions responded “data not available,” “does not apply,” “not enough information to answer,” or left the question blank. All or most jurisdictions in the states of Georgia, Iowa, Massachusetts, Minnesota, New Hampshire, New Jersey, Oregon, Pennsylvania, South Carolina, Virginia, Vermont, Washington, and Wisconsin provided missing responses to this question. In addition to jurisdictions that replied it was “very difficult,” “somewhat difficult,” “somewhat easy,” or “very easy,” 16.5 percent reported that recruiting poll workers was “neither difficult nor easy.”

<sup>20</sup> The age distribution of poll workers as reported by states includes both Election Day poll workers and poll workers who assisted during early voting. Common sources of state data on poll worker ages are voter registration records, payroll records, or poll worker applications. However, not all states collect these data; Connecticut, Iowa, Illinois, Kansas, Louisiana, Massachusetts, Minnesota, North Dakota, New Hampshire, New Jersey, Pennsylvania, Rhode Island, Virginia, Vermont, and Wisconsin reported not being able to provide this information. Oregon and Washington did not report these data because they do not conduct any in-person Election Day voting. Because some states were able to provide the total number of poll workers but not the age breakdown, the denominator used in this analysis is the sum of the number of poll workers that jurisdictions reported in each age category, not the total number of poll workers reported.



Figure 4. Majority of Poll Workers are 61 Years of Age or Older

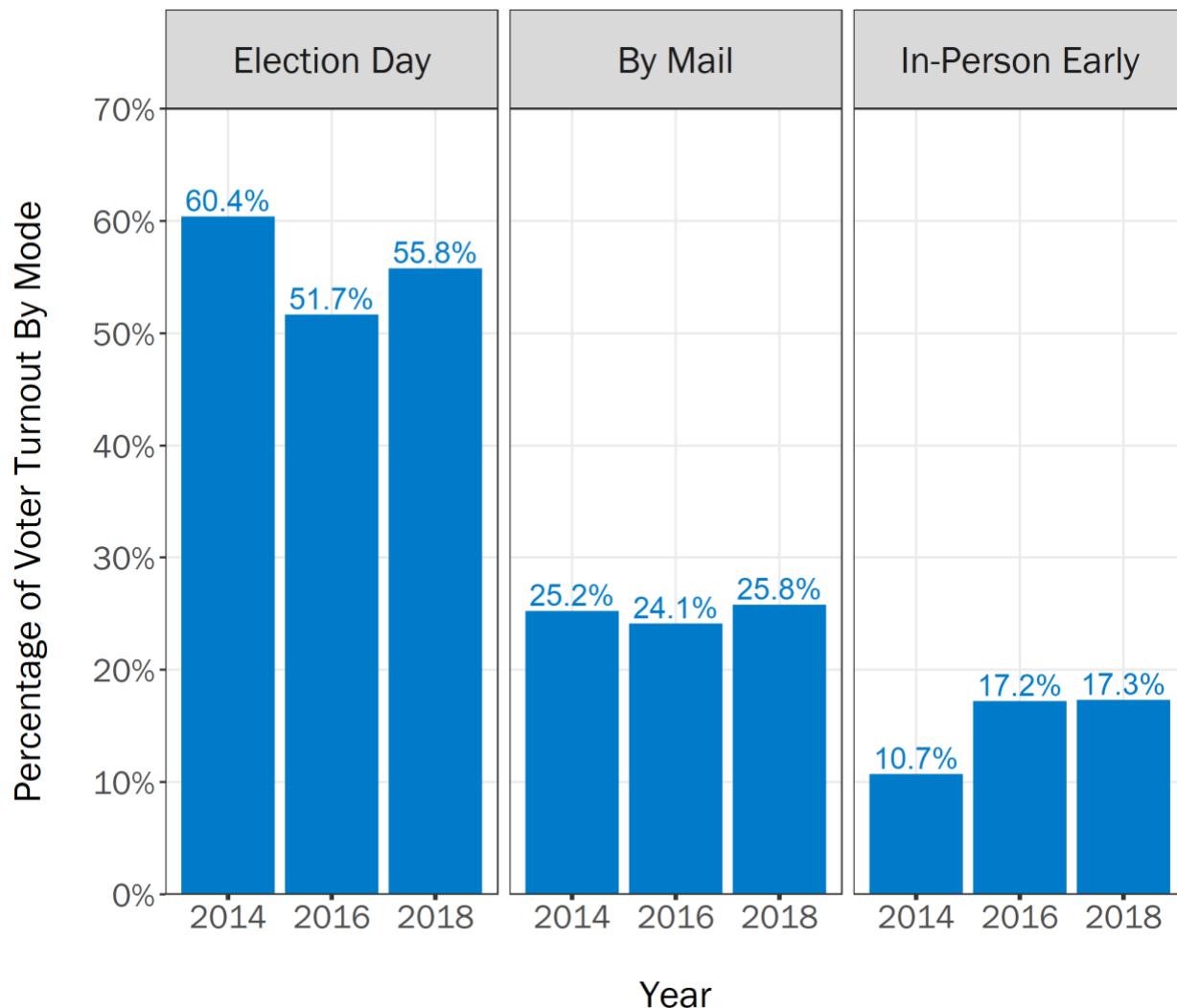


general election, 52,013,328 voters—43.2 percent of total participants—cast their ballots outside of the context of Election Day in-person voting. This includes using a domestic civilian by-mail ballot, voting in person before Election Day, casting a UOCAVA ballot, or using another mode of voting.<sup>21</sup> This represents an increase from the 2014 election, when 39.5 percent of voters used one of these voting methods. Figure 5 shows the most commonly used modes of voting in the 2014, 2016, and 2018 general elections.

<sup>21</sup> These figures are calculated using item F1 of EAVS, in which states and jurisdictions provide the total number of participants in the 2018 election by mode of voting. This includes data reported in the “Other” category of this EAVS question. Usage of this item was rare; only about 25.0 percent of jurisdictions reported any data in this item, and the jurisdictions that did report in this item generally reported fewer than 100 election participants in this category. Other modes of voting reported by states included conditional voter registration, grace period Election Day registration, limited ballots, rejected provisional ballots, and “category unknown.” Altogether, fewer than 100,000 persons were reported as participating using one of these other modes.



Figure 5. Election Day In-Person Voting Used by Majority of Voters, but In-Person Early Voting Rates are Increasing



### In-Person Early Voting

In-person early voting—also referred to as in-person absentee voting in some states—allows voters to cast their ballot at a polling place before Election Day.<sup>22</sup> These individuals typically vote on the same type of voting equipment as they would on Election Day, but do so during the weeks leading up to Election Day.

<sup>22</sup> In-person absentee voting allows voters to receive, fill out, and cast their absentee ballot in person at an election office or at a satellite location rather than returning it through the mail. Because the ballots are cast or returned at a physical polling place, the EAC classifies in-person absentee voting as in-person early voting for purposes of the EAVS. In the 2018 Policy Survey, 30 states reported using in-person absentee voting. However, some states' data management systems do not distinguish in-person absentee voters from by-mail voters, so not all of these states were able to report data on how many of their voters voted this way.



States reported a total of 20,854,871 in-person early voters in 2018, which is 22.0 percent of those who participated in the elections. This percentage is more than double the rate of early voting in the last midterm elections in 2014, when 10.7 percent of participants cast their ballots this way.

Increases in in-person early voting were especially large in Arkansas, Florida, Georgia, Idaho, Kansas, Maryland, New Mexico, North Carolina, Tennessee, Texas, and Vermont, all of which saw increases of at least 10 percentage points since the 2014 elections. Six of those states—Arkansas, North Carolina, New Mexico, Nevada, Tennessee, and Texas—reported that more than half of the ballots cast in their state were cast through in-person early voting.<sup>23</sup> Nationwide, states report 79,417 in-person early voting sites in use.<sup>24</sup>

### By-Mail Voting

By-mail voting (often called absentee voting) allows individuals to receive their ballot in the mail before the election and mark their ballot away from the election office. The marked ballot can be returned by mail to an election office or, in some states, dropped off at physical polling sites or designated drop-off boxes. A growing number of states and jurisdictions conduct their elections either primarily or entirely through by-mail ballots; these are categorized by the EAVS as all-vote-by-mail systems. Three states (Colorado, Oregon, and Washington) fall into this category, and an additional four states (California, Minnesota, Nebraska, and Utah) have all-vote-by-mail elections in select local jurisdictions.<sup>25</sup>

Twenty-two states report that they require an excuse to use by-mail voting, whereas 33 states allow no-excuse by-mail voting. In addition, 24 states allow voters to register as permanent by-mail voters who automatically receive a by-mail ballot in an election without having to request one. Ten of these states allow any registrant to request to be a permanent by-mail voter, whereas 14 states allow only individuals who meet specific criteria, such as individuals over a specified age, persons with disabilities or permanent illnesses, and caregivers.

States reported a total 31,058,968 persons casting ballots by mail in the 2018 general elections, which represents 25.8 percent of election participants.<sup>26</sup> Three states experienced especially large increases in the use of by-mail voting between 2014 and 2018. By-mail balloting in Montana rose from 60.2 percent to 73.4 percent. In California, by-mail balloting increased from 53.3 percent to 69.1 percent, and in Utah it increased from 50.5 percent to 87.6 percent.<sup>27</sup> Some of the increases in California and Utah are due to some local jurisdictions adopting an all-vote-by-mail system.<sup>28</sup> States reported transmitting 21,632,297 by-mail ballots to voters on a permanent by-mail ballot voter registration list in the 2018 elections.

<sup>23</sup> Table 2 in Appendix A of this chapter reports in-person early voting rates by state.

<sup>24</sup> Connecticut, Maine, New Hampshire, New Jersey, Oregon, and Pennsylvania did not report any data on early voting sites. Iowa, Missouri, and Wisconsin did not report data on early voting sites despite reporting data on ballots cast at an early voting polling place.

<sup>25</sup> See Chapter 4 of this report for a full discussion of by-mail voting laws.

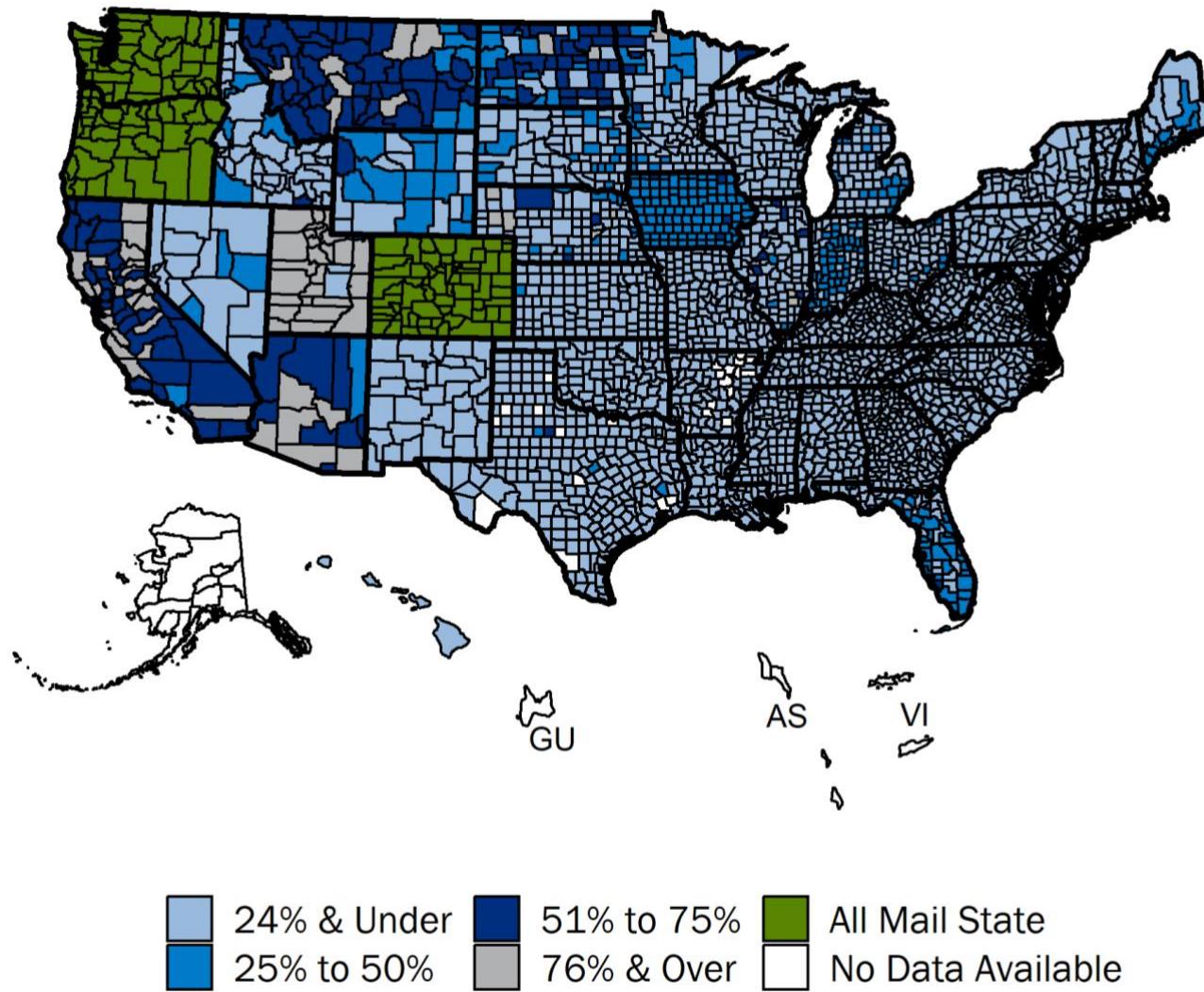
<sup>26</sup> This calculation combines participants who were reported as voting with a domestic civilian by-mail ballot, a UOCAVA ballot or FWAB, or by-mail in an all-vote-by-mail jurisdiction in item F1 of the EAVS.

<sup>27</sup> Utah's reported by-mail voting rate in 2014 does not include UOCAVA voters, as Utah did not report UOCAVA voting in item F1 of EAVS in 2014.

<sup>28</sup> Thirty-eight of California's 58 counties and 28 of Utah's 29 counties reported data on voters who cast ballots in a vote-by-mail precinct.



Figure 6. By-Mail Voting Rates are High in Western States





As shown in Figure 6, by-mail balloting is particularly popular in states in the western part of the country. Although the vast majority of U.S. counties had by-mail voting rates below 25.0 percent, Arizona, California, Montana, North Dakota, and Utah saw by-mail voting rates above 50.0 percent in many counties. In addition, counties in Florida, Indiana, Iowa, Maine, and Wyoming had by-mail voting rates between 25.0 percent and 50.0 percent in the 2018 general elections. The three all-vote-by-mail states of Colorado, Oregon, and Washington had by-mail turnout rates at or near 100 percent; these three states accounted for 24.2 percent of the by-mail ballots cast in the 2018 general elections.<sup>29</sup>

Nationally, 42,444,522 non-UOCAVA by-mail ballots were transmitted for this election and 71.6 percent of these ballots were returned by voters.<sup>30</sup> Of these returned ballots, 91.8 percent were counted in the 2018 general elections and 1.4 percent were rejected.<sup>31</sup> Table 1 shows that the most common reason for states to reject ballots was “other”—this includes reasons such as the voter was not registered or eligible, the ballot was missing an important document (such as an affidavit or certification) or included an incomplete document, or that the voter had already voted with a

Table 1. Most Common Reason for By-Mail Ballot Rejection is “Other”<sup>32</sup>

Top Reasons for Rejecting By-Mail Ballots	
Reason	Percentage of Rejected Ballots
“Other” reason given	34.9%
Ballot not received on time/missed deadline	26.9%
Non-matching signature	15.8%
No voter signature	13.0%
No witness signature	2.5%
All additional reasons	2.2%
Voter already voted in person	1.4%

<sup>29</sup> Colorado reported a by-mail turnout rate of 95.3 percent; this state reported some in-person participation during the early voting period and on Election Day.

<sup>30</sup> States reported that 28.4 percent of transmitted by-mail ballots were returned as undeliverable; were surrendered, spoiled, or replaced by voters; were transmitted to by-mail voters who voted in person with a provisional ballot; or had an unknown or other status.

<sup>31</sup> States reported that 6.8 percent of by-mail ballots returned by voters were not categorized as either counted or rejected.

<sup>32</sup> Because percentages for each rejection reason are calculated independently, and only states that report data for a given reason are included in analysis, percentages do not total to 100 percent.



different by-mail ballot or otherwise surrendered his/her by-mail ballot. Additional common reasons for rejecting by-mail ballots include ballot not received on time, the signature on the ballot did not match the signature on file, the ballot lacked a voter's signature, the ballot lacked a witness's signature, and because the voter had already voted in person.<sup>33</sup>

### **UOCAVA Voting**

Absentee and by-mail voting has long been used to facilitate voting by individuals in the military or living overseas, as these individuals frequently find themselves away from their usual place of residence during elections.<sup>34</sup> The distinct needs of members of the uniformed services and overseas civilians remain an area of critical concern in election administration, and these individuals are given special voting protections under UOCAVA and its amendments.<sup>35</sup> UOCAVA voters are able to participate in federal elections and are given special considerations as to when their ballots are sent to them and how blank ballots can be transmitted to them.

Overall trends of increased turnout in the 2018 elections extended to the UOCAVA voting population. States reported 358,137 UOCAVA voters participating in the elections; as a percentage of the electorate, this represents an increase of nearly 50.0 percent over the 2014 election.<sup>36</sup> Continuing a trend that began in the 2016 elections, overseas civilians continue to comprise a majority of UOCAVA voters. In 2018, overseas civilians represented 56.6 percent of registered UOCAVA voters, whereas 42.1 percent were uniformed services members and their eligible family members.<sup>37</sup>

UOCAVA voters increasingly use electronic means to receive and return their absentee ballots, but rates differ by UOCAVA voter type. More than two-thirds of overseas civilians used electronic methods to receive the ballots transmitted to them from election offices, whereas 60.1 percent of uniformed services voters used postal mail instead. For both uniformed services and overseas civilians, the majority of UOCAVA voters return their completed ballots to election offices by postal mail.

Chapter 3, Military and Overseas Voting in 2018: UOCAVA, contains a complete discussion of the EAC's history of collecting data on voters covered by UOCAVA and a full analysis of the data collected about these voters and their ballots in 2018, including ballots transmitted, returned, counted, and rejected, and the use of the Federal Write-In Absentee Ballot (FWAB).

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<sup>33</sup> Of the total number of rejected by-mail ballots reported by states in item C4 of the EAVS, 7.1 percent were not categorized according to the reason for rejection.

<sup>34</sup> See, for example, R. Michael Alvarez, Thad E. Hall, and Brian F. Roberts. (2007). Military voting and the law: Procedural and technological solutions to the ballot transit problem. *Fordham Urban Law Journal*, 34, 935.

<sup>35</sup> The uniformed services are the armed forces—Army, Navy, Marine Corps, Air Force, and Coast Guard—as well as the Public Health Service Commissioned Corps, the National Oceanic and Atmospheric Administration (NOAA) Commissioned Corps, and the U.S. Merchant Marine. Uniformed services members, their spouses, and their dependents are, together, referred to as uniformed services voters. Overseas civilians are U.S. citizens living outside of the United States who are not uniformed services voters and are also protected by UOCAVA.

<sup>36</sup> This calculation uses data on the number of election participants who voted using either a UOCAVA ballot or FWAB in item F1 of the EAVS.

<sup>37</sup> The remaining 1.3 percent of registered UOCAVA voters reported by states were not classified as either uniformed services or civilian voters. These percentages exclude the five states that did not report the number of registered UOCAVA voters and one state that did not subdivide this number by UOCAVA voter type.



## Provisional Balloting

One key aspect of HAVA is provisional voting. In most states, provisional ballots are offered to individuals whose eligibility to vote is challenged or whose registration status cannot be verified at the time of voting. Provisional ballots are kept separate from other election ballots and are later counted, partially counted, or rejected depending on whether the provisional voter's eligibility can be verified in the days following the election.

Five states—Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming—are exempt from HAVA's provisional ballot requirements because they allowed same day voter registration at the time the law was enacted. In addition, North Dakota is exempt from this provision of HAVA because it does not require citizens to register to vote. Despite being exempt, Wisconsin and Wyoming reported offering provisional ballots to their voters. Vermont reported that it does not allow for provisional ballots, and American Samoa did not report on its use of provisional ballots.

In 2018, states reported that 1,483,708 voters participated using a provisional ballot, representing 1.3 percent of all participants in the election.<sup>38</sup> California continues to lead the nation in provisional ballots with 898,081 cast, more than all other states combined, partially because this state uses provisional ballots for more than the original purposes intended by HAVA.<sup>39</sup> In most states, use of provisional ballots is more limited. In 27 states (49.1 percent), provisional ballots cast outside of a voter's assigned precinct are rejected.<sup>40</sup>

Nationally, 59.4 percent of provisional ballots were counted in full, with another 7.0 percent partially counted.<sup>41</sup> States reported that 26.3 percent of provisional ballots were rejected, with the remaining 7.3 percent reaching some other adjudication.<sup>42</sup> The most common reasons states reported for rejecting provisional ballots included the voter not being registered in the state (accounting for 40.2 percent of rejections), “other” (25.1 percent), the voter was registered in the state but attempted to vote in the wrong jurisdiction (19.4 percent), the voter was registered in the state but attempted to

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<sup>38</sup> States reported data on the number of voters who used provisional ballots in two questions of the EAVS. The figures of 1,483,708 provisional ballot voters are based on states' responses to question F1e, not E1a.

<sup>39</sup> In California, eligible citizens who miss the deadline can go to their county elections office or a designated satellite location to register and vote conditionally via provisional ballot. Their ballots will be processed once the county elections office has completed the voter registration verification process. Voters can complete the conditional voter registration process 14 days before an election all the way through to that Election Day (see <https://www.sos.ca.gov/elections/voter-registration/conditional-voter-reg/>).

<sup>40</sup> Information on state policies on provisional ballots cast in the wrong precincts is reported in item Q18 of the Policy Survey. Seven states (12.7 percent) did not provide a response to this question. Fifteen states (27.3 percent) reported partially counting provisional ballots cast outside of a voter's assigned precinct. Six states (11.0 percent) reported counting out-of-precinct provisional ballots in full. These include Guam and the U.S. Virgin Islands, where federal ballot styles do not vary across precincts; the three all vote-by-mail states (Colorado, Oregon, and Wisconsin); and Montana, which allows transfer registrants to cast provisional ballots that are accepted in full when it is confirmed that they have not voted in another county or precinct (see <https://sosmt.gov/Portals/142/Elections/Documents/MT-Votes-Provisional.pdf>).

<sup>41</sup> The states of Alabama, Florida, and Kentucky indicated in the survey comments that they do not partially count provisional ballots. Illinois reported that jurisdictions do not record partially counted ballots. Kansas, Massachusetts, New Jersey, and Utah do not track partially counted provisional ballots separately from fully counted provisional ballots. Maine noted that all provisional ballots are counted. Montana noted that provisional ballots are not tracked in voter history.

<sup>42</sup> Common descriptions of these provisional ballots provided by states included “Status unknown,” “Forwarded to another state/county,” and “Provisional ballots cast under APRI exception.”



vote in the wrong precinct (4.9 percent), failure to provide sufficient identification (2.3 percent), and the voter had already voted (2.2 percent).<sup>43</sup>

## How Americans Register to Vote

Every state except North Dakota has voter registration.<sup>44</sup> The deadline to register to vote depends on the state and the method used to register. In 2018, nearly half of the states offered same day voter registration to their citizens.<sup>45</sup>

In nearly all states, the processes for maintaining voter registration rolls and the standard ways by which individuals can register to vote are governed by NVRA and HAVA, which together require states to adopt a computerized statewide voter registration list, create uniform requirements for the locations where individuals should be offered the opportunity to register to vote, and establish the process by which states maintain their voter registration rolls.<sup>46</sup> Some states designate their registered voters as “active” or “inactive.” An inactive voter is a person who is on the registration rolls but requires address verification under the provisions of NVRA, whereas active voters do not require any additional action or verification.

With proper notification, a state can remove a person from the voter registration rolls if the registrant dies, requests to be removed, or moves outside of the jurisdiction where he or she was registered. NVRA requires that states send confirmation notices to registrants when there is an indication that the registrant no longer resides in the registrar’s jurisdiction or when the voter has not voted or appeared to vote in recent federal elections.<sup>47</sup> Individuals who do not respond to these confirmation notices and then do not vote in two or more consecutive federal general elections can also be removed from the rolls. If state law allows, individuals can be removed based on a finding of mental incapacity or upon a criminal conviction.

States reported having 211,665,577 voters who were registered to vote and eligible to participate in the 2018 general elections, of which 90.0 percent were categorized as active voters. States reported

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<sup>43</sup> These percentages are calculated by using the sum of all rejection reasons as the denominator. “Other” reasons described by states included missing documentation, ballots received after the deadline, disqualifying felony conviction, unqualified or unverifiable voter registration, and canceled registrations. Additional reasons for rejecting provisional ballots listed within the question categories—no signature, envelope and/or ballot was incomplete and/or illegible, ballot was missing from envelope, and a non-matching signature—accounted for 5.9 percent of rejections of provisional ballots.

<sup>44</sup> Because North Dakota does not have voter registration, this state did not respond to EAVS questions about voter registration or list maintenance. North Dakota’s election website states: “Precincts in North Dakota maintain a list of voters who have voted in previous elections. When a voter approaches a polling place they are asked to provide an acceptable form of identification. Then the election board will attempt to locate the voter’s name on the voting list. If the voter’s name is on the list, the voter’s name and address are verified and the voter is then allowed to vote.” (<https://vip.sos.nd.gov/pdfs/Portals/votereg.pdf>)

<sup>45</sup> State policies on same day voter registration vary. Some states have specific statutes allowing for same day registration or Election Day registration, whereas others have it because of an overlap between the start of early voting and the close of voter registration, and others have same day registration only in specific circumstances. This election policy is discussed in more detail in Chapter 4 of this report.

<sup>46</sup> In addition to North Dakota, the states of Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming, as well as the U.S. territories, are not covered by NVRA. With the exception of North Dakota, these states and territories provided data on voter registration in the EAVS.

<sup>47</sup> Some states refer to confirmation notices using other terms, such as “removal notices.”



Table 2. DMV is Most Common Source of Voter Registration Applications

Sources of Voter Registration Applications		
Source	Registrations Received	
	Total	Percentage
Departments of Motor Vehicles (DMV)	35,330,384	44.9%
Online	11,253,404	16.1%
Other <sup>48</sup>	10,794,103	15.3%
Mail, Email, Fax	9,050,646	11.3%
In Person at Local Election Office	6,996,437	9.0%

receiving 79,854,972 registration forms between the close of registration for the 2016 general elections and the close of registration for the 2018 general elections.

Table 2 shows the sources of the registration forms that were received during this time period. The most common source of registration forms by far was state departments of motor vehicles (DMVs), which accounted for 44.9 percent of registrations received.<sup>49</sup> In addition to DMV registrations, mail/fax/email and online registrations continued to account for sizeable percentages of registration forms received by states and jurisdictions. For the first time, in-person registrations accounted for less than 10.0 percent of total registration applications.

In addition to registration forms received, states also reported on list maintenance activities in accordance with NVRA. States reported sending 21,595,121 confirmation notices between the close of registration for the 2016 general election and the close of registration for the 2018 general election, and 17,300,470 voter registration records were removed during that time period. This includes persons who had moved outside the voting jurisdiction, had died, had received a disqualifying felony conviction, had failed to respond to a confirmation notice and failed to vote in the two most recent federal general elections, were declared mentally incompetent, or who had requested to be removed from the rolls.<sup>50</sup>

Chapter 2 of this report contains a discussion of NVRA's provisions relating to voter registration and list maintenance and a complete analysis of the data collected on voter registration, including trends in sources of voter registration applications, online and same day registrations, voter registration rates, rejected and duplicate registrations, and registration list maintenance. Information on state

<sup>48</sup> Some of the sources included under "Other" are armed forces recruiting offices, agencies designated by the state not included in NVRA, registration drives from advocacy groups or political parties, public assistance offices, and care facilities.

<sup>49</sup> In 2018, EAVS respondents were instructed to report automatic registrations triggered by interactions with the DMV as having originated from the DMV.

<sup>50</sup> The instructions for this question in the EAVS specified that "voters removed from the voter registration rolls in your jurisdiction" for having "[m]oved outside jurisdiction" should be reported. The question as written does not make any distinction between individuals who moved out of state entirely and those who moved to different jurisdictions in-state.



policies and practices on voter registration can be found in Chapter 4, Election Law and Procedure in States: Policy Survey.

## Election Technology

The use of technology in polling places and vote tally locations varies widely among and within the states. An increasing number of jurisdictions check voters in at the polls using electronic poll books (e-poll books), and the voting equipment landscape continues to evolve.

### Electronic Poll Books

When voters go into polling places, their identity is checked against voter registration information contained in poll books to ensure that they are registered to vote and did not already vote during in-person early voting or with a by-mail ballot. These poll books can be paper-based and printed before the election, or they can be electronic.

Thirty-six states used e-poll books in at least one jurisdiction in the 2018 elections, with seven—Colorado, Georgia, Maryland, Michigan, Nevada, South Carolina, and Rhode Island—and the District of Columbia and U.S. Virgin Islands using e-poll books in all jurisdictions statewide.<sup>51</sup> In total, 26.2 percent of jurisdictions nationwide reported using e-poll books. This represents a 48.0 percent increase in e-poll book usage since the 2016 election, when 17.7 percent used this technology.<sup>52</sup>

Of the jurisdictions that reported using e-poll books, nearly all used them to sign in voters (97.6 percent). Other common uses were to look up polling places (87.9 percent) and to update voter history (85.7 percent). Another 14.8 percent of jurisdictions reported using e-poll books for other uses. Most of these other uses were to register voters, especially same day registrants.

### Voting Equipment

The EAVS tracks the use of six types of voting equipment, in addition to the hand-counting of ballots:

- Direct-Recording Electronic (DRE) voting machines not equipped with a voter-verified paper audit trail (VVPAT): Allow voters to vote using a touch screen, monitor, wheel, or other device, and record votes electronically on the device.
- DREs equipped with a VVPAT: Allow voters to vote using a touch screen, monitor, wheel, or other device, and record votes both electronically and on a paper printout.
- Ballot marking devices (BMD): Allow voters to vote using a touch screen, monitor, wheel, or other device, but only mark ballots and do not tabulate votes.
- Scanners: Devices that tabulate paper records that voters mark by hand or via a BMD. These devices may be optical or digital.

<sup>51</sup> Some jurisdictions reported using both paper and electronic poll books; 1.4 percent of jurisdictions did not report using either paper or electronic poll books (these jurisdictions were, for the most part, located in California, Oregon, and Washington, all of which use by-mail ballots heavily). The remaining jurisdictions that did not report using any poll books can be attributed to missing data.

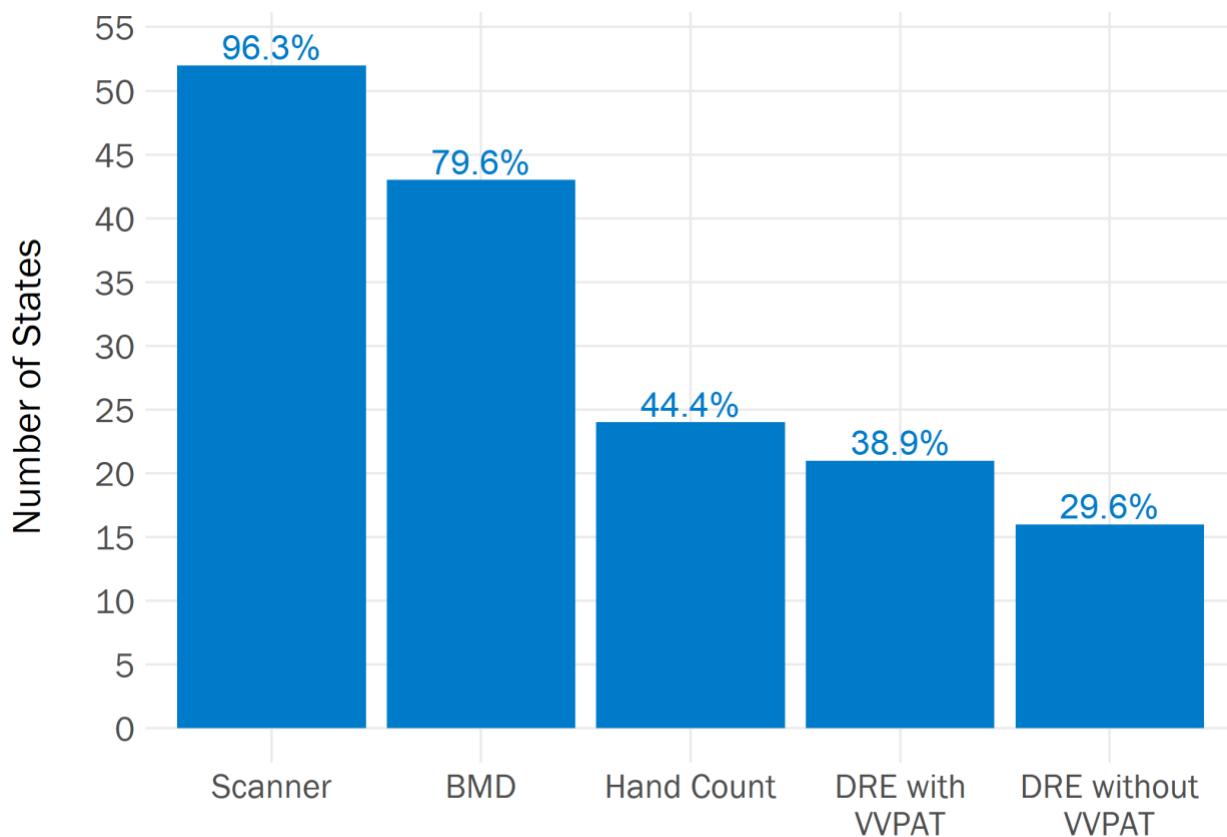
<sup>52</sup> The 2016 EAVS is used as a point of comparison for this item because prior versions of this question collected open-ended responses that make it difficult to provide a direct comparison to the revised version of the question.



- Punch card machines: Record the voter's choices by punching holes in a paper ballot.
- Lever machines: Non-electronic mechanical voting devices.

Nationally, jurisdictions reported deploying 334,422 pieces of equipment to cast and tabulate votes in the 2018 general elections.<sup>53</sup> Figure 7 shows the number of states that reported using voting equipment in at least one jurisdiction; most jurisdictions and states used more than one type of equipment.<sup>54</sup> The most commonly used equipment types were scanners (used in 96.3 percent of states) and BMDs (79.6 percent).<sup>55</sup> Hand counting of ballots was used in 44.4 percent of states.<sup>56</sup>

Figure 7. Scanners and BMDs are Most Commonly Used Types of Voting Equipment



<sup>53</sup> American Samoa, Missouri, Oregon, and Wisconsin did not respond to the EAVS questions asking for the number of voting technology machines deployed.

<sup>54</sup> Twenty-five jurisdictions (0.39 percent) did not respond to the questions reporting the use of voting equipment. These jurisdictions were primarily in Arkansas and Texas.

<sup>55</sup> Missouri left the question on usage of scanner equipment blank for all jurisdictions and is excluded from the percentage reported here.

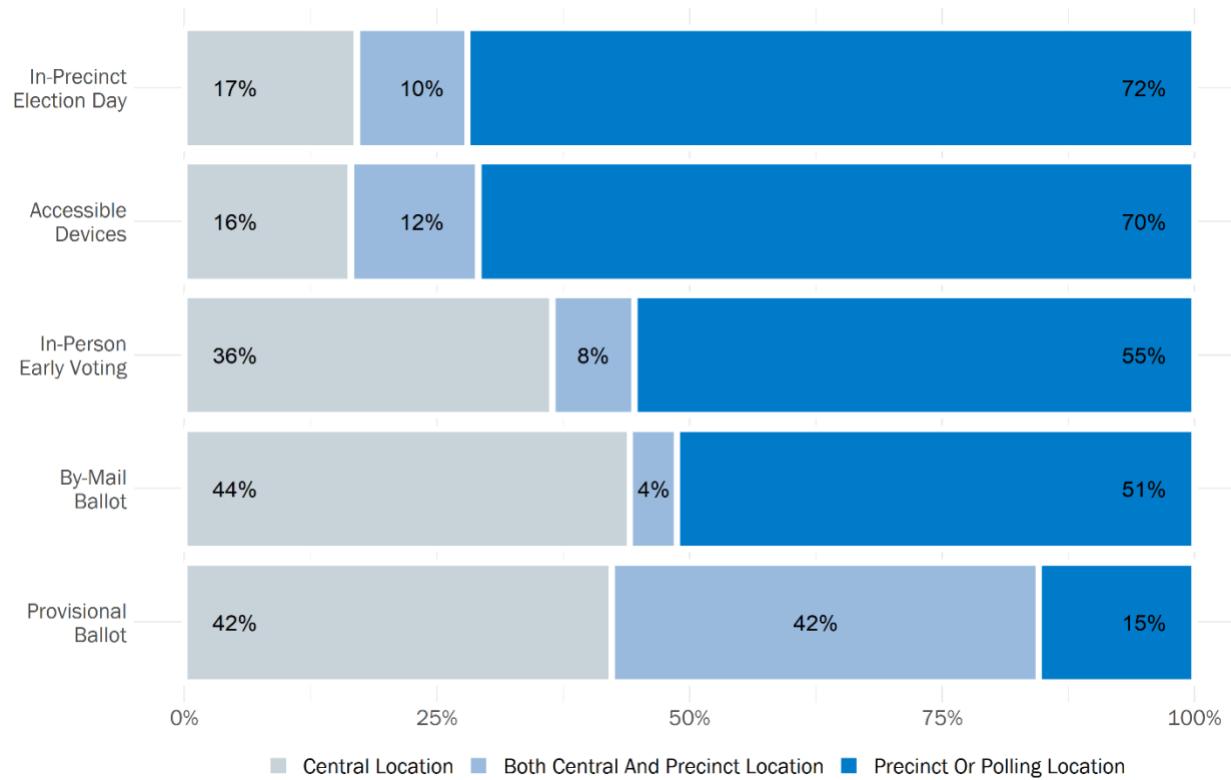
<sup>56</sup> New Jersey responded “Data not available” for all jurisdictions to the question on the usage of hand counting and is excluded from the percentage reported here.



DREs with VVPATs were used in 38.9 percent of states, and DREs without VVPATs were used in 29.6 percent of states. States where more than half of jurisdictions used DREs without VVPATs are Delaware, Georgia, Indiana, Kentucky, Louisiana, Mississippi, New Jersey, Pennsylvania, South Carolina, and Tennessee. Less than two percent of jurisdictions reported using only DREs without VVPATs in the 2018 general elections without any other type of equipment, and no states or local jurisdictions reported using punch card or lever machines.<sup>57</sup>

Jurisdictions also reported where they tallied ballots according to ballot type, as shown in Figure 8. Jurisdictions could report whether ballots were tallied solely at the precinct or polling place, solely in a central location, or in a combination of both locations.<sup>58</sup> Regular ballots cast in a precinct on Election Day and ballots cast on special devices accessible to voters with a disability were most often counted at the precinct or polling location. Less than one-fifth of jurisdictions reported counting these ballots solely in a central location and more than four-fifths of jurisdictions counted these ballots entirely or partially at the precinct or polling location. For by-mail ballots and ballots cast by in-

Figure 8. Election Day Regular Ballots and Ballots from Special Devices Tend to be Counted in Precincts



<sup>57</sup> The jurisdictions that reported using only DREs without VVPATs are primarily located in Indiana, Kentucky, Pennsylvania, and Texas. One county in Florida reported using this equipment, but specified a make and model that is a scanner; this indicates a possible data entry error.

<sup>58</sup> Respondents were also given the option to report “Does not apply” if they did not use a ballot type; jurisdictions that selected this option or left these items blank were excluded from the percentages reported in this section.



person early voters, approximately half of jurisdictions reported tabulating them in precincts or polling locations. Provisional ballots were counted either partially or entirely in a central location by nearly 85.0 percent of jurisdictions. The feasibility of certain types of post-election audits can be affected by the types of voting equipment used and the vote tally location.

### Post-Election Audits

Many states and local election jurisdictions conduct audits to ensure that established election procedures were followed and that voting equipment functioned properly.<sup>59</sup> Only 12 states (21.8 percent) do not require any type of election audit.

Thirty-six states (65.5 percent) report that post-election audits are required by statute, and seven states (12.7 percent) require post-election audits due to formal administrative rule or guidance. The Policy Survey asks about two specific types of audits. Sixteen states (38.1 percent of states that require audits) use audits to determine if every polling place followed the processes and procedures required in the election, 12 states do these audits in every election, and four conduct these audits only if certain conditions are met to trigger an audit.<sup>60</sup> Thirty-one states (72.1 percent of states that require audits) use audits to determine whether the ballot tabulation completed by voting equipment matches the ballot tabulation completed by hand; 29 states conduct these audits in every election and two conduct them only under certain conditions.

## A Closer Look: Election Security and the EAVS

In the post-2016 environment of heightened concerns regarding cybersecurity in elections, new users of EAVS data are looking to see how the data may be used to better understand and secure U.S. election infrastructure. These new consumers of EAVS data include election officials, lawmakers, national security officials, intelligence analysts, and other stakeholders who are using the data to investigate new research questions and bolster their understanding of the cybersecurity risk environment.

The National Institute of Standards and Technology (NIST) provides a useful framework for understanding how election officials and other stakeholders may use EAVS data to bolster their efforts to protect against, detect, and recover from malicious cybersecurity activity. This framework is shown in Figure 9.

### Identify and Protect

EAVS data can help election officials and other stakeholders better understand core elements of the nation's election infrastructure. The EAVS and accompanying Policy Survey collect extensive state-by-state, jurisdiction-by-jurisdiction information on the scope and scale of U.S. elections and on critical issues of election technology. From broad categories like the number of voters served and the number of ballots submitted by method in each jurisdiction, to specific items like the number of and

<sup>59</sup> The phrase "post-election audit" can refer to a variety of election validation efforts. The 2018 EAVS did not strictly define this term in the survey instrument, which could have led to some differences in how states interpreted the term and responded to the question. For the purpose of the Policy Survey, all post-election reconciliations are considered audits.

<sup>60</sup> New Jersey did not provide a response to this question.



type of voting equipment used by jurisdictions and where e-poll books are used, EAVS data can be used to help identify core assets of U.S. elections infrastructure, outline the cybersecurity threat environment, and inform protection efforts.<sup>61</sup>

For example, EAVS data have been used to create models of election jurisdiction types and related scenarios that are used in cybersecurity tabletop training exercises. A jurisdiction that receives all or most of its ballots by mail faces a different cybersecurity threat landscape than one in which voters predominantly vote in person on Election Day. Similarly, threats against voter registration databases look different in top-down, bottom-up, and hybrid jurisdictions, as well as among those with different sets of linkages to other state systems, such as motor vehicle licensing agencies, state courts, and public assistance agencies.<sup>62</sup>

Figure 9. The NIST Cybersecurity Framework<sup>63</sup>



<sup>61</sup> The number of voters participating in an election, both overall and by method, is reported in item F1 in the EAVS. The number and make/model of voting equipment used is reported in items F5–F11. Information on use of e-poll books is reported in item F3.

<sup>62</sup> Information on voter registration databases and linkages to other state systems is reported in items Q2, Q3, and Q4 in the Policy Survey.

<sup>63</sup> Image reproduced from <https://www.nist.gov/news-events/news/2018/04/nist-releases-version-11-its-popular-cybersecurity-framework>. More information about the NIST cybersecurity framework is available at <https://nvlpubs.nist.gov/nistpubs/CSWP/NIST.CSWP.04162018.pdf>.



## Detect

The data collected through the EAVS can serve as baseline information to support the detection of potentially anomalous election activity. For example, knowing baseline levels of voter registration transactions by method may help election officials spot anomalous and potentially malicious registration activity in real time, such as a spike in the number of online voter registration requests.<sup>64</sup> Similarly, knowing the baseline provisional ballot issuance rate for a given jurisdiction could potentially help election officials detect problems with their voter registration data or e-poll books in real time during polling, which could potentially result from a cybersecurity incident affecting voter registration systems and data.<sup>65</sup>

The EAVS and Policy Survey also collect information relevant to post-election audits. Many election officials conduct such audits to verify their election results and the proper functioning of voting equipment, which could potentially detect cybersecurity incidents when they occur. The Policy Survey collects information on state variations in auditing policy and practice.<sup>66</sup> Jurisdiction-level EAVS data on voting equipment and tally location can be used to better understand the types of audits that may be feasible in specific jurisdictions.<sup>67</sup> For instance, jurisdictions where ballots are counted in a central location may be better suited to certain types of audits.

## Respond and Recover

Post-incident analysis is also a core component of cybersecurity response and recovery efforts. The data collected through the EAVS and Policy Survey offer analysts essential baseline information to complement such analyses. For instance, a jurisdiction's analysis into an incident or known vulnerability regarding a specific piece of voting equipment would be bolstered by EAVS data that identify which jurisdictions across the country use this same equipment.<sup>68</sup>

Election officials have a number of failsafe mechanisms and redundancies built into their systems that may help them to respond and recover from cybersecurity incidents. EAVS and Policy Survey data can help election officials and other stakeholders better understand this landscape. For example, the impact of a cybersecurity incident that maliciously altered voter registration records or immobilized e-poll books may be mitigated by the use of provisional ballots or same day voter registration procedures. The EAVS collects data specifically on the scale of provisional ballot usage and same day registration transactions, and the Policy Survey collects information on state-level policies in both areas.<sup>69</sup>

<sup>64</sup> Data on voter registrations by method is reported in items A4–A7 of the EAVS.

<sup>65</sup> The number of provisional ballot voters in a jurisdiction is reported in item E1 of the EAVS.

<sup>66</sup> Information on states' auditing policies and practices is reported in item Q20 of the Policy Survey.

<sup>67</sup> Data on voting equipment used is reported in items F5–F11 of the EAVS. The location for tallying ballots is reported in item F12.

<sup>68</sup> Information on the makes and models of voting equipment used in jurisdictions is reported in items F5–F11 of the EAVS.

<sup>69</sup> Data on the use of provisional ballots in a jurisdiction are reported in item E1 of the EAVS. Information on state-level policies regarding same day voter registration is reported in item Q7 of the Policy Survey, and the number of same day voter registrations for the 2018 general election is reported in item A2 of the EAVS.



## Strengthening the EAVS and Policy Survey

The EAC has taken multiple steps since 2016 to strengthen the EAVS and Policy Survey data collection efforts and their relevance to these new cybersecurity-related research questions and use-cases. Two important examples include (1) reconfiguring the Policy Survey in 2018 and introducing new questions relevant to cybersecurity, including on the functionality of statewide voter registration databases, online voter registration, election failsafe mechanisms, and post-election auditing; and (2) redesigning EAVS Section F questions on voting equipment makes and models, which resulted in substantially improved data quality in this area from previous years' EAVS.<sup>70</sup> These efforts help lay the foundation for additional improvements in the 2020 EAVS and Policy Survey.

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<sup>70</sup> The design of the Policy Survey and the changes to Section F of the 2018 EAVS are described in more detail in Chapter 5 of this report.



## Overview Appendix A: Descriptive Tables

Overview Table 1: Voter Turnout

State	Total Voter Turnout	Total CVAP	Turnout as Pct. of CVAP	Total Registration	Turnout as Pct. of Registration
Alabama	1,723,694	3,688,249	46.73	3,465,352	49.74
Alaska	287,485	531,653	54.07	624,467	46.04
American Samoa	8,462	-	-	15,527	54.50
Arizona	2,409,906	4,895,706	49.22	4,276,891	56.35
Arkansas	790,656	2,207,894	35.81	1,786,840	44.25
California	13,828,680	25,650,456	53.91	25,167,218	54.95
Colorado	2,586,432	4,057,437	63.75	3,953,613	65.42
Connecticut	1,421,650	2,611,667	54.43	2,369,335	60.00
Delaware	366,550	709,999	51.63	695,014	52.74
District of Columbia	231,700	510,514	45.39	617,046	37.55
Florida	8,355,817	15,014,950	55.65	14,126,722	59.15
Georgia	3,951,876	7,362,615	53.67	6,944,851	56.90
Guam	37,386	-	-	55,941	66.83
Hawaii	398,657	1,025,548	38.87	756,751	52.68
Idaho	612,582	1,219,481	50.23	917,609	66.76
Illinois	4,751,180	9,055,927	52.46	8,751,060	54.29
Indiana	2,933,234	4,899,251	59.87	4,500,196	65.18
Iowa	1,334,279	2,325,355	57.38	2,193,813	60.82
Kansas	1,070,221	2,091,261	51.18	1,835,473	58.31
Kentucky	1,619,587	3,350,956	48.33	3,402,905	47.59
Louisiana	1,519,552	3,469,016	43.80	2,992,170	50.78
Maine	646,083	1,064,497	60.69	1,057,967	61.07
Maryland	2,335,128	4,310,864	54.17	3,954,027	59.06
Massachusetts	2,753,623	4,993,001	55.15	4,574,967	60.19
Michigan	4,341,340	7,481,928	58.02	7,471,088	58.11
Minnesota	2,618,245	4,079,652	64.18	3,422,515	76.50
Mississippi	961,025	2,234,722	43.00	2,079,732	46.21
Missouri	2,553,274	4,606,843	55.42	4,127,333	61.86
Montana	508,652	810,760	62.74	706,173	72.03
Nebraska	708,924	1,368,000	51.82	1,219,276	58.14



Overview Table 1: Voter Turnout

State	Total Voter Turnout	Total CVAP	Turnout as Pct. of CVAP	Total Registration	Turnout as Pct. of Registration
Nevada	976,587	2,031,213	48.08	1,773,566	55.06
New Hampshire	581,551	1,048,883	55.44	988,148	58.85
New Jersey	3,248,642	6,199,409	52.40	5,869,078	55.35
New Mexico	697,681	1,493,318	46.72	1,261,639	55.30
New York	6,356,896	13,866,648	45.84	12,695,763	50.07
North Carolina	3,705,224	7,509,879	49.34	7,095,209	52.22
North Dakota [1]	329,950	564,475	58.45	-	-
Ohio	4,520,678	8,830,185	51.20	8,070,917	56.01
Oklahoma	1,200,164	2,835,451	42.33	2,120,843	56.59
Oregon	1,914,923	3,060,328	62.57	2,748,232	69.68
Pennsylvania	5,057,630	9,764,119	51.80	8,607,748	58.76
Rhode Island	389,161	792,337	49.12	781,478	49.80
South Carolina	1,739,705	3,799,298	45.79	3,538,580	49.16
South Dakota	340,324	641,666	53.04	594,453	57.25
Tennessee	2,267,428	5,016,103	45.20	4,163,359	54.46
Texas	7,976,548	18,174,344	43.89	15,615,925	51.08
U.S. Virgin Islands	26,346	-	-	51,095	51.56
Utah	1,082,972	2,028,176	53.40	1,658,457	65.30
Vermont	268,758	494,550	54.34	489,385	54.92
Virginia	3,343,186	6,145,893	54.40	5,666,627	59.00
Washington	3,133,462	5,259,892	59.57	4,841,431	64.72
West Virginia	597,149	1,428,859	41.79	1,245,827	47.93
Wisconsin	2,688,341	4,375,063	61.45	3,442,004	78.10
Wyoming	205,275	428,379	47.92	283,941	72.29
<b>U.S. Total</b>	<b>120,314,461</b>	<b>231,416,670</b>	<b>51.96</b>	<b>211,665,577</b>	<b>56.69</b>



## Overview Table 1 Calculation Notes

- (1) **Total Voter Turnout** uses question F1a.
- (2) **Total CVAP** uses 1-year estimate of Citizen Voting Age Population from the U.S. Census Bureau.
- (3) **Turnout as Pct. of CVAP** uses question F1a divided by the CVAP estimate.
- (4) **Total Registration** uses question A1a.
- (5) **Turnout as Pct. of Registration** uses question F1a divided by question A1a.

## Overview Table 1 Data Notes

### General Notes:

- The Citizen Voting Age Population (CVAP) is an estimate of the number of U.S. citizens 18 years of age or older in the state. This report uses the 1-year ACS state estimate for 2017 instead of the 5-year estimate to ensure that the CVAP was as current as possible. The estimate for the year 2018 was not available by the time this report was finalized.
- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation. For example, since there was no CVAP estimate for the U.S. territories, their turnout data (F1a) were not used for the calculation of “Turnout as Pct. of CVAP” at the national level.

[1] North Dakota does not have voter registration.



Overview Table 2: By-Mail and In-Person Early Voting

State	Total Voter Turnout	Total By-Mail Ballots Transmitted	By-Mail Ballots Returned by Voters								In-Person Early Voters	
			Total	Pct. of Transmitted	Counted		Rejected		Other		Total	Pct. of Total Ballots Cast
					Total	Pct. of Returned	Total	Pct. of Returned	Total	Pct. of Returned		
Alabama [1]	1,723,694	63,379	57,832	91.25	54,833	94.81	1368	2.37	1631	2.82	-	-
Alaska	287,485	29,257	24,425	83.48	23,667	96.90	758	3.10	0	0.00	56,434	19.63
American Samoa	8,462	51	36	70.59	0	0.00	0	0.00	36	100.00	893	10.55
Arizona	2,409,906	2,672,384	1,899,240	71.07	1,874,577	98.70	8,567	0.45	16,096	0.85	44,417	1.84
Arkansas	790,656	17,120	15,208	88.83	11,611	76.35	1,150	7.56	2,447	16.09	413,254	52.27
California	13,828,680	13,687,191	8,286,228	60.54	8,289,322	100.04	161,660	1.95	-164,754	-1.99	61,901	0.45
Colorado	2,586,432	3,467,664	2,449,409	70.64	2,430,239	99.22	19,170	0.78	0	0.00	89,355	3.45
Connecticut [1]	1,421,650	96,559	91,602	94.87	89,877	98.12	1,725	1.88	0	0.00	-	-
Delaware	366,550	17,392	14,142	81.31	13,436	95.01	706	4.99	0	0.00	5,525	1.51
District of Columbia	231,700	12,400	9,351	75.41	9,019	96.45	332	3.55	0	0.00	52,512	22.66
Florida	8,355,817	3,499,591	2,604,544	74.42	2,585,374	99.26	30,540	1.17	-11,370	-0.44	2,681,708	32.09
Georgia	3,951,876	281,490	242,661	86.21	218,858	90.19	7,512	3.10	16,291	6.71	1,893,368	47.91
Guam	37,386	624	367	58.81	298	81.20	69	18.80	0	0.00	1,042	2.79
Hawaii	398,657	286,317	224,492	78.41	12,616	5.62	1,638	0.73	210,238	93.65	28,300	7.10
Idaho	612,582	81,172	76,197	93.87	72,872	95.64	1,188	1.56	2,137	2.80	166,195	27.13
Illinois	4,751,180	496,345	417,092	84.03	429,874	103.06	9,056	2.17	-21,838	-5.24	1,078,372	22.70
Indiana	2,933,234	766,722	762,511	99.45	750,339	98.40	3,413	0.45	8,759	1.15	616,016	21.00
Iowa [2]	1,334,279	358,659	325,098	90.64	310,563	95.53	5,098	1.57	9,437	2.90	-	-
Kansas	1,070,221	191,602	172,743	90.16	170,641	98.78	1,879	1.09	223	0.13	250,114	23.37
Kentucky	1,619,587	29,244	25,837	88.35	23,971	92.78	1,756	6.80	110	0.43	64,407	3.98
Louisiana	1,519,552	65,442	43,959	67.17	41,363	94.09	2,596	5.91	0	0.00	271,191	17.85
Maine [2]	646,083	193,558	185,763	95.97	183,644	98.86	2,119	1.14	0	0.00	-	-
Maryland	2,335,128	146,208	113,702	77.77	111,696	98.24	1,997	1.76	9	0.01	663,188	28.40
Massachusetts	2,753,623	105,454	89,437	84.81	84,280	94.23	5,157	5.77	0	0.00	580,091	21.07
Michigan	4,341,340	1,123,415	1,061,835	94.52	1,055,822	99.43	6,013	0.57	0	0.00	98,136	2.26
Minnesota	2,618,245	722,326	640,707	88.70	632,868	98.78	7,479	1.17	360	0.06	340,004	12.99
Mississippi	961,025	69,904	64,060	91.64	17,979	28.07	482	0.75	45,599	71.18	50,727	5.28



Overview Table 2: By-Mail and In-Person Early Voting

State	Total Voter Turnout	Total By-Mail Ballots Transmitted	By-Mail Ballots Returned by Voters								In-Person Early Voters	
			Total	Pct. of Transmitted	Counted		Rejected		Other		Total	Pct. of Total Ballots Cast
					Total	Pct. of Returned	Total	Pct. of Returned	Total	Pct. of Returned		
Missouri [2]	2,553,274	227,927	215,879	94.71	211,178	97.82	4,700	2.18	1	0.00	-	-
Montana [1]	508,652	442,425	367,561	83.08	366,188	99.63	1,373	0.37	0	0.00	-	-
Nebraska	708,924	186,204	168,844	90.68	167,332	99.10	1,512	0.90	0	0.00	40,786	5.75
Nevada	976,587	103,810	86,633	83.45	84,396	97.42	1,772	2.05	465	0.54	554,591	56.79
New Hampshire [1]	581,551	46,831	44,615	95.27	43,416	97.31	1,199	2.69	0	0.00	-	-
New Jersey [1]	3,248,642	563,106	406,325	72.16	392,931	96.70	11,694	2.88	1,700	0.42	-	-
New Mexico	697,681	448,987	440,138	98.03	448,987	102.01	240	0.05	-9,089	-2.07	375,283	53.79
New York [1]	6,356,896	341,270	249,002	72.96	226,151	90.82	34,095	13.69	-11,244	-4.52	-	-
North Carolina	3,705,224	126,142	95,546	75.74	89,711	93.89	5,835	6.11	0	0.00	1,926,639	52.00
North Dakota [2]	329,950	101,568	96,125	94.64	95,562	99.41	554	0.58	9	0.01	-	-
Ohio	4,520,678	1,030,261	941,447	91.38	929,985	98.78	11,462	1.22	0	0.00	429,916	9.51
Oklahoma	1,200,164	94,598	69,771	73.76	66,160	94.82	3,136	4.49	475	0.68	107,350	8.94
Oregon [2,3]	1,914,923	2,860,072	1,907,342	66.69	7,043	0.37	176	0.01	1,900,123	99.62	-	-
Pennsylvania [1]	5,057,630	216,575	195,953	90.48	186,664	95.26	8,714	4.45	575	0.29	-	-
Rhode Island	389,161	31,677	27,193	85.84	26,418	97.15	775	2.85	0	0.00	10,872	2.79
South Carolina	1,739,705	80,271	72,806	90.70	70,558	96.91	2,248	3.09	0	0.00	217,857	12.52
South Dakota	340,324	89,616	87,311	97.43	32,056	36.71	300	0.34	54,955	62.94	18,273	5.37
Tennessee	2,267,428	43,561	39,712	91.16	38,855	97.84	855	2.15	2	0.01	1,342,970	59.23
Texas	7,976,548	621,386	533,566	85.87	527,787	98.92	9,377	1.76	-3,598	-0.67	5,452,510	68.36
U.S. Virgin Islands	26,346	908	908	100.00	908	100.00	0	0.00	0	0.00	3,952	15.00
Utah	1,082,972	1,469,654	973,915	66.27	965,147	99.10	8,768	0.90	0	0.00	11,042	1.02
Vermont	268,758	28,317	26,623	94.02	25,936	97.42	722	2.71	-35	-0.13	33,190	12.35
Virginia	3,343,186	102,658	97,295	94.78	95,238	97.89	2,057	2.11	0	0.00	193,993	5.80
Washington	3,133,462	4,460,649	3,112,157	69.77	3,064,219	98.46	32,327	1.04	15,611	0.50	20	0.00
West Virginia	597,149	12,063	10,342	85.73	10,238	98.99	104	1.01	0	0.00	175,403	29.37
Wisconsin	2,688,341	168,788	150,114	88.94	147,597	98.32	2,517	1.68	0	0.00	427,415	15.90
Wyoming	205,275	63,728	61,806	96.98	61,546	99.58	250	0.40	10	0.02	25,659	12.50
<b>U.S. Total</b>	<b>120,314,461</b>	<b>42,444,522</b>	<b>30,377,407</b>	<b>71.57</b>	<b>27,881,846</b>	<b>91.78</b>	<b>430,190</b>	<b>1.42</b>	<b>2,065,371</b>	<b>6.80</b>	<b>20,854,871</b>	<b>22.04</b>



## Overview Table 2 Calculation Notes

- (1) **Total Voter Turnout** uses question F1a.
- (2) **Total By-Mail Ballots Transmitted** uses question C1a.
- (3) **By-Mail Ballots Returned, Total** uses question C1b.
- (4) **By-Mail Ballots Returned, Pct. of Transmitted** uses question C1b divided by question C1a.
- (5) **By-Mail Ballots Returned, Counted Total** uses question C3a.
- (6) **By-Mail Ballots Returned, Counted as Pct. of Returned** uses question C3a divided by question C1b.
- (7) **By-Mail Ballots Returned, Rejected Total** uses question C4a.
- (8) **By-Mail Ballots Returned, Rejected as Pct. of Returned** uses question C4a divided by question C1b.
- (9) **By-Mail Ballots Returned, Other Total** uses question C1b minus the sum of questions C3a and C4a.
- (10) **By-Mail Ballots Returned by Voters, Other as Pct. of Returned** uses question C1b minus the sum of questions C3a and C4a, all divided by question C1b.
- (11) **In-person Early Votes, Total** uses question F1f.
- (12) **In-Person Early Votes as Pct. of Total Ballots Cast** uses question F1f divided by question F1a.

## Overview Table 2 Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation
- Negative numbers in the “Other” column indicate that the sum of counted and rejected by-mail ballots account for more than the total number of returned by-mail ballots reported by the state.

[1] Responded “Data not available” for In-person early voting.

- Alabama reported: “Alabama has in person absentee voting that qualifies as ‘early voting’ but we do not have separate in person and mail absentee numbers”
- Montana reported: “F1f: Montana treats early voting as absentee and doesn’t track use of early voting in the voter registration system.”
- New Hampshire reported: “‘-99’ does apply to in-person absentee voting, which NH has at the clerks’ office, and not at the polling place”



- New Jersey reported: “Cannot report on ballots returned ‘in person’”
- New York reported: “Data on voters who cast in-person absentee ballots is reported under F1d and could not be broken out for F1f”
- Pennsylvania reported: “Sometimes counties will accept absentees in their office, which can technically be considered in-person early voting, but there is no mechanism in the database to record it as such. It maintains a mark as a normal absentee. This may lead to a discrepancy in metrics as the practice takes place to some extent, but there is not formal mechanism to capture it yet.”

[2] Responded “Does not apply” for In-person early voting.

- Iowa reported: “In Iowa voting before election day is absentee voting, previous report expressing numbers in early vote centers was at that time construed to include satellite locations of auditors' offices. F1d is all domestic absentee voters by mail and in-person at the county auditor's office or a satellite location of the auditor's office. Early in person absentee voting included and can't separate out.”
- Maine reported: “F1f & F1g: Maine does not have early voting or permanent by mail voting”
- Oregon reported: “Vote by mail state. F1b response applicable to election office only. No early voting.”

[3] Oregon reported “Vote by mail state. Based on instructions reported regular voters as absentee when under Oregon statute they are not.” Oregon reported in total by-mail ballots transmitted and total by-mail ballots returned the total ballots at the state level, as an all-by-mail state. However, for counted and rejected by-mail ballots, they seem to report only those ballots that are considered by-mail ballots under Oregon’s statute, hence the difference and the large number of non-categorized by-mail ballots in the ‘Other’ column.



Overview Table 3: Provisional Voting

State	Total Provisional Ballots Submitted	Counted Full Ballot		Counted Partial Ballot		Rejected		Other	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Alabama	9,032	5,333	59.05	0	0.00	3,687	40.82	12	0.13
Alaska	13,244	4,451	33.61	7,521	56.79	1,272	9.60	0	0.00
American Samoa	0	0	-	0	-	0	-	0	-
Arizona	52,028	37,016	71.15	108	0.21	14,902	28.64	2	0.00
Arkansas	1,899	1,105	58.19	5	0.26	778	40.97	11	0.58
California	1,077,023	458,807	42.60	67,679	6.28	147,130	13.66	403,407	37.46
Colorado	467	121	25.91	0	0.00	346	74.09	0	0.00
Connecticut [1]	14	10	71.43	-	-	4	28.57	0	0.00
Delaware	115	8	6.96	0	0.00	107	93.04	0	0.00
District of Columbia	2,406	975	40.52	0	0.00	1,431	59.48	0	0.00
Florida	13,530	5,179	38.28	6	0.04	8,345	61.68	0	0.00
Georgia [1]	21,604	11,905	55.11	-	-	9,699	44.89	0	0.00
Guam [2]	106	25	23.58	-	-	81	76.42	0	0.00
Hawaii	471	254	53.93	0	0.00	217	46.07	0	0.00
Idaho [3]	-	-	-	-	-	-	-	-	-
Illinois [1]	19,180	12,255	63.89	-	-	6,925	36.11	0	0.00
Indiana [2]	2,590	484	18.69	-	-	2,112	81.54	-6	-0.23
Iowa [2]	10,143	9,332	92.00	-	-	811	8.00	0	0.00
Kansas [1]	29,048	-	-	-	-	7,692	26.48	21,356	73.52
Kentucky [2]	185	16	8.65	-	-	169	91.35	0	0.00
Louisiana	929	232	24.97	0	0.00	697	75.03	0	0.00
Maine [2]	315	315	100.00	-	-	-	-	0	0.00
Maryland	54,510	33,173	60.86	16,053	29.45	5,284	9.69	0	0.00
Massachusetts [1]	4,798	1,440	30.01	-	-	3,348	69.78	10	0.21
Michigan [2]	772	224	29.02	-	-	548	70.98	0	0.00
Minnesota [3]	-	-	-	-	-	-	-	-	-
Mississippi	13,199	9,810	74.32	0	0.00	3,389	25.68	0	0.00
Missouri	4,494	1,529	34.02	0	0.00	2,963	65.93	2	0.04
Montana [1]	10,190	9,812	96.29	-	-	378	3.71	0	0.00
Nebraska [2]	10,775	8,443	78.36	-	-	2,332	21.64	0	0.00
Nevada	2,061	144	6.99	0	0.00	1,917	93.01	0	0.00



**Overview Table 3: Provisional Voting**

State	Total Provisional Ballots Submitted	Counted Full Ballot		Counted Partial Ballot		Rejected		Other	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
New Hampshire [3]	-	-	-	-	-	-	-	-	-
New Jersey [1]	80,988	-	-	-	-	10,123	12.50	70,865	87.50
New Mexico	4,095	2,531	61.81	0	0.00	1,562	38.14	2	0.05
New York [2]	125,920	73,922	58.71	-	-	52,220	41.47	-222	-0.18
North Carolina	35,791	14,460	40.40	3,753	10.49	17,578	49.11	0	0.00
North Dakota [3]	-	-	-	-	-	-	-	-	-
Ohio	100,960	87,506	86.67	602	0.60	12,080	11.97	772	0.76
Oklahoma	3,320	1,199	36.11	1	0.03	2,120	63.86	0	0.00
Oregon [2]	52	49	94.23	-	-	3	5.77	0	0.00
Pennsylvania	16,422	3,996	24.33	5,460	33.25	6,968	42.43	-2	-0.01
Rhode Island	3,905	1,731	44.33	289	7.40	1,885	48.27	0	0.00
South Carolina [2]	5,539	2,830	51.09	-	-	2,243	40.49	466	8.41
South Dakota	273	54	19.78	0	0.00	219	80.22	0	0.00
Tennessee	7,874	2,636	33.48	0	0.00	5,238	66.52	0	0.00
Texas	54,179	13,136	24.25	196	0.36	40,834	75.37	13	0.02
U.S. Virgin Islands	315	240	76.19	0	0.00	75	23.81	0	0.00
Utah [1]	48,879	47,076	96.31	-	-	1,792	3.67	11	0.02
Vermont	-	-	-	-	-	-	-	-	-
Virginia [2]	1,561	1,527	97.82	-	-	34	2.18	0	0.00
Washington [2]	1,816	536	29.52	-	-	844	46.48	436	24.01
West Virginia	4,963	2,823	56.88	23	0.46	2,117	42.66	0	0.00
Wisconsin [2]	466	152	32.62	-	-	314	67.38	0	0.00
Wyoming	30	23	76.67	0	0.00	7	23.33	0	0.00
<b>U.S. Total</b>	<b>1,852,476</b>	<b>868,825</b>	<b>49.86</b>	<b>101,696</b>	<b>6.88</b>	<b>384,820</b>	<b>20.78</b>	<b>497,135</b>	<b>26.84</b>



### Overview Table 3 Calculation Notes

- (1) **Total Provisional Ballots Submitted** uses question E1a.
- (2) **Counted Full Ballot, Total** uses question E1b.
- (3) **Counted Full Ballot, Pct.** uses question E1b divided by question E1a.
- (4) **Counted Partial Ballot, Total** uses question E1c.
- (5) **Counted Partial Ballot, Pct.** uses question E1c divided by question E1a.
- (6) **Rejected Ballot, Total** uses question E1d.
- (7) **Rejected Ballot, Pct.** uses question E1d divided by question E1a.
- (8) **Other, Total** uses question E1a minus the sum of questions E1b, E1c and E1d.
- (9) **Other, Pct.** uses question E1a minus the sum of questions E1b, E1c and E1d, all divided by question E1a.

### Overview Table 3 Data Notes

#### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.
- Negative numbers in the “Other” column indicate that the sum of counted and rejected provisional ballots account for more than the total number of provisional ballots reported by the state.

[1] Responded “Data not available” for counted partial ballot (E1c).

- Kansas reported: “The number of provisional ballots partially versus fully counted were not broken out in the data collected.”
- Massachusetts reported: “There is no breakdown of provisional ballots counted, wholly or in part.”
- New Jersey reported: “Provisionals are not separated by partial or full ballot count.”
- Utah reported: “Although a clerk could count the part of a provisional relevant to that voter, the statewide tracking system only accounts for whether a provisional was counted (including partial counts) or not counted.”

[2] Responded “Does not apply” for counted partial ballot (E1c).

- Kentucky reported: “Ballots are counted in full or not at all”
- Maine reported: “In Maine all provisional ballots are counted”

[3] Responded “Does not apply” to questions involving provisional ballots.

- Idaho reported: “Idaho is not required to use provisional ballots due to election day registration and being NVRA exempt.”
- Minnesota reported: “Minnesota does not have provisional ballots.”
- New Hampshire reported: “New Hampshire has election day registration and provisional ballots are not needed”



**Overview Table 4: Voting Technology**

State	Total Number of Voting Machines Deployed	DRE without VVPAT		DRE with VVPAT		Ballot Marking Devices		Scanner	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Alabama	4,966	0	0.00	0	0.00	2,153	43.35	2,813	56.65
Alaska	774	0	0.00	447	57.75	0	0.00	327	42.25
American Samoa [1]	0	0	-	0	-	0	-	0	-
Arizona	1,966	0	0.00	799	40.64	546	27.77	621	31.59
Arkansas	3,897	124	3.18	633	16.24	2,535	65.05	605	15.52
California	20,793	308	1.48	16,124	77.55	1,490	7.17	2,871	13.81
Colorado	1,555	0	0.00	36	2.32	1,327	85.34	192	12.35
Connecticut	1,488	0	0.00	0	0.00	744	50.00	744	50.00
Delaware	1,382	1,378	99.71	0	0.00	0	0.00	4	0.29
District of Columbia	603	0	0.00	0	0.00	428	70.98	175	29.02
Florida	13,851	1,101	7.95	62	0.45	3,829	27.64	8,859	63.96
Georgia	28,028	27,324	97.49	0	0.00	0	0.00	704	2.51
Guam	4	0	0.00	0	0.00	1	25.00	3	75.00
Hawaii	674	0	0.00	353	52.37	0	0.00	321	47.63
Idaho	1,564	0	0.00	74	4.73	782	50.00	708	45.27
Illinois	21,386	0	0.00	10,843	50.70	2,613	12.22	7,930	37.08
Indiana	8,252	5,864	71.06	0	0.00	1,070	12.97	1,318	15.97
Iowa	3,372	0	0.00	0	0.00	1,680	49.82	1,692	50.18
Kansas	6,365	894	14.05	57	0.90	4,461	70.09	953	14.97
Kentucky	7,314	4,246	58.05	0	0.00	359	4.91	2,709	37.04
Louisiana	9,475	9,396	99.17	0	0.00	0	0.00	79	0.83
Maine	1,038	0	0.00	0	0.00	499	48.07	539	51.93
Maryland	4,698	0	0.00	0	0.00	2,004	42.66	2,694	57.34
Massachusetts	3,496	0	0.00	0	0.00	1,393	39.85	2,103	60.15
Michigan	8,235	0	0.00	0	0.00	3,438	41.75	4,797	58.25
Minnesota	5,930	0	0.00	0	0.00	2,909	49.06	3,021	50.94
Mississippi	7,530	6,533	86.76	35	0.46	388	5.15	574	7.62
Missouri [2]	0	0	-	0	-	0	-	0	-
Montana	549	0	0.00	0	0.00	405	73.77	144	26.23
Nebraska	1,258	0	0.00	0	0.00	1,059	84.18	199	15.82



Overview Table 4: Voting Technology

State	Total Number of Voting Machines Deployed	DRE without VVPAT		DRE with VVPAT		Ballot Marking Devices		Scanner	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Nevada	5,615	0	0.00	5,462	97.28	112	1.99	41	0.73
New Hampshire	568	0	0.00	0	0.00	309	54.40	259	45.60
New Jersey	11,408	11,368	99.65	0	0.00	0	0.00	40	0.35
New Mexico	1,203	0	0.00	0	0.00	0	0.00	1,203	100.00
New York	18,773	0	0.00	0	0.00	7,768	41.38	11,005	58.62
North Carolina	8,891	0	0.00	5,793	65.16	1,434	16.13	1,664	18.72
North Dakota	641	0	0.00	0	0.00	275	42.90	366	57.10
Ohio	27,895	0	0.00	22,038	79.00	1,764	6.32	4,093	14.67
Oklahoma	2,044	0	0.00	0	0.00	0	0.00	2,044	100.00
Oregon [3]	0	0	-	0	-	0	-	0	-
Pennsylvania	21,000	19,503	92.87	0	0.00	467	2.22	1,030	4.90
Rhode Island	548	0	0.00	0	0.00	0	0.00	548	100.00
South Carolina	13,170	13,119	99.61	0	0.00	0	0.00	51	0.39
South Dakota	602	0	0.00	0	0.00	502	83.39	100	16.61
Tennessee	8,899	7,766	87.27	0	0.00	694	7.80	439	4.93
Texas	31,872	26,140	82.02	1,076	3.38	1,972	6.19	2,684	8.42
U.S. Virgin Islands	79	0	0.00	0	0.00	39	49.37	40	50.63
Utah	1,232	0	0.00	1,077	87.42	148	12.01	7	0.57
Vermont	530	0	0.00	0	0.00	312	58.87	218	41.13
Virginia	5,115	0	0.00	0	0.00	2,045	39.98	3,070	60.02
Washington	119	0	0.00	13	10.92	35	29.41	71	59.66
West Virginia	2,824	0	0.00	2,498	88.46	0	0.00	326	11.54
Wisconsin [4]	0	0	-	0	-	0	-	0	-
Wyoming	951	0	0.00	115	12.09	350	36.80	486	51.10
<b>U.S. Total</b>	<b>334,422</b>	<b>135,064</b>	<b>40.39</b>	<b>67,535</b>	<b>20.19</b>	<b>54,339</b>	<b>16.25</b>	<b>77,484</b>	<b>23.17</b>



## Overview Table 4 Calculation Notes

- (1) **Total Number of Voting Machines Deployed** uses the sum of questions F5c\_1, F5c\_2, F5c\_3, F6c\_1, F6c\_2, F6c\_3, F7c\_1, F7c\_2, F7c\_3, F8c\_1, F8c\_2, F8c\_3, F9c\_1, F9c\_2, F9c\_3, F10c\_1, F10c\_2 and F10c\_3.
- (2) **DRE without VVPAT, Total** uses the sum of questions F5c\_1, F5c\_2 and F5c\_3.
- (3) **DRE without VVPAT, Pct.** uses the sum of questions F5c\_1, F5c\_2 and F5c\_3 divided by the total number of voting machines deployed (Column 1).
- (4) **DRE with VVPAT, Total** uses the sum of questions F6c\_1, F6c\_2 and F6c\_3.
- (5) **DRE with VVPAT, Pct.** uses the sum of questions F6c\_1, F6c\_2 and F6c\_3 divided by the total number of voting machines deployed (Column 1).
- (6) **Ballot Marking Devices, Total** uses the sum of questions F7c\_1, F7c\_2 and F7c\_3.
- (7) **Ballot Marking Devices, Pct.** uses the sum of questions F7c\_1, F7c\_2 and F7c\_3 divided by the total number of voting machines deployed (Column 1).
- (8) **Scanner, Total** uses the sum of questions F8c\_1, F8c\_2 and F8c\_3.
- (9) **Scanner, Pct.** uses the sum of questions F8c\_1, F8c\_2 and F8c\_3 divided by the total number of voting machines deployed (Column 1).

## Overview Table 4 Data Notes

### General Note:

- The EAVS asked about the use of lever machines and punch cards, but all states and territories reported not using them, so they were excluded from the table.

[1] American Samoa used hand counting in the 2018 election.

[2] Missouri reported using DREs with VVPAT but did not provide the number of machines used in each jurisdiction.

[3] Oregon reported using scanners but responded “Data not available” to the question asking for the number of machines of this type deployed in each jurisdiction.

[4] Wisconsin reported using DREs with VVPAT, ballot marking devices, and scanners in their state. They also noted: “WI does not allow use of DREs that do not include a VVPAT, punch card machines, or lever machines. We do not track the number of machines deployed.”



## Chapter 2. Voter Registration: NVRA and Beyond

### Key Findings

Section A of the Election Administration and Voting Survey (EAVS) collected data on voter registration between the 2016 and 2018 general elections. Election officials were asked a variety of questions relating to registration and list maintenance, including the number of persons registered and eligible to vote in the 2018 general election, registration forms process, confirmation notices sent pursuant to the National Voter Registration Act (NVRA), and records removed from the voter registration rolls. Among the results of this section, notable findings include:

- Nearly half of the voter registration applications received from 2016 to 2018 were filed in a state department of motor vehicles (DMV). This is an 11-point increase compared with the number of applications received by the DMV between the 2014 and 2016 general elections.
- Online registrations continued to be the second most used method of registration among Americans and accounted for 16.1 percent of the total registrations received from 2016 to 2018 in the 39 states that allowed Americans to register to vote online. This is more than a six-point increase over the same time period for the 2014 elections.
- States reported more than 211 million registrants for the 2018 general elections, an increase of 11.0 percent compared with the 2014 general elections.
- States reported removing more than 17 million voter records from voter registration rolls between the 2016 and 2018 elections. More than half of these removals occurred because a registrant failed to return a confirmation notice or because the registrant moved out of the voting jurisdiction.

### Introduction

Voter registration is required in 49 states, all U.S. territories, and the District of Columbia, making registration the first step toward election participation for most voters.<sup>1</sup> Registration serves multiple purposes: it allows election officials to confirm if a person is eligible to vote; permits officials to efficiently allocate resources such as ballots, poll workers, and voting equipment, depending on the number of registrants per precinct and jurisdiction; and allows the tracking of voter participation on Election Day.

To “establish procedures that will increase the number of eligible citizens who register to vote in elections for federal office”<sup>2</sup> Congress passed the NVRA in 1993. This act, commonly known as the “Motor Voter Law,” requires that states offer the opportunity to register to vote at their motor vehicle licensing offices (known as the DMV in many states). The law also requires states to offer voter registration at offices that provide public assistance or state-funded programs primarily engaged in

<sup>1</sup> North Dakota is the only state that does not require voter registration.

<sup>2</sup> H.R. 2 (1993), <https://www.congress.gov/bill/103rd-congress/house-bill/2/text>



providing services to persons with disabilities and armed services recruitment offices. NVRA also provides guidelines on registration list maintenance and sets limits on how voters can be removed from the rolls.

The Help America Vote Act (HAVA) of 2002 charged the Election Assistance Commission (EAC) with collecting data on voter registration and list maintenance procedures. The EAC meets its statutory requirement to report to Congress on the impact of NVRA via the EAVS.<sup>3</sup> This section of the EAVS not only fulfills this statutory requirement, but also provides insight about the changes in registration behaviors of Americans in federal elections and the state policies affecting the registration process.

## The Registration Process

The typical voter registration process is depicted in Figure 1. Citizens in the United States can register to vote using different methods, some of them mandated by federal law and others offered at the discretion of the state. Once a registration form is complete and submitted, the state or local election office must confirm the eligibility of the applicant. Eligible applicants are added to the registration rolls and notified of their registration status, whereas ineligible or incomplete applicants are contacted for further information to complete their applications.

Voter registration also serves to assign each voter to a precinct—a bounded geographic area to which voters are assigned according to their residential address as listed in their voter registration record—so that voters receive the correct ballot in the election. The voter registration system tracks each voter’s electoral participation so that an individual can be given credit for voting in an election, which helps ensure each person casts only one ballot per election.

Every person with a valid registration is considered an active, registered voter. However, at times, a question arises as to whether a person still resides at his or her registration address. In these situations, the state or local election office may send the registrant a confirmation of address notice. In many states, if the person fails to return the form or the form is returned undeliverable, he or she is placed on a list of inactive voters. Inactive voters are still part of the voter rolls and included in the registration totals in most jurisdictions.<sup>4</sup> However, before they can vote, inactive voters are typically required to show approved documentation of their eligibility (most commonly, proof of living at an address within the voting jurisdiction). In some cases, inactive voters may be required to cast a provisional ballot when their eligibility cannot be established at the polls on Election Day.

NVRA requires maintenance of the registration list. For example, if a registrant fails to return the confirmation notice and does not vote in two subsequent federal general elections, he or she might be removed from the registration rolls of a particular jurisdiction. In addition, registrants can be removed for other reasons like death, request by the registrant to be removed from registration rolls, or due to disqualifying criminal conviction or mental incompetence as provided by a state’s laws.

<sup>3</sup> Before 2016, the EAC administered a separate survey called the NVRA Survey, which collected similar information. This survey was consolidated with the EAVS for the 2016 elections. Before the creation of the EAC, the NVRA Survey was administered by the Federal Election Commission.

<sup>4</sup> Jurisdictions in some states do not include inactive voters in the list of total registered voters. For example, South Carolina reports that “Inactive voters are not included in registered voter totals by state law.”



Figure 1. The Voter Registration Process



Election offices may share data with other state agencies or entities that maintain death records or felony and prison records for the purposes of identifying potentially ineligible voters.<sup>5</sup>

### Federal Laws Regulating Voter Registration

#### The National Voter Registration Act of 1993 (NVRA)

NVRA is the primary federal law governing voter registration in the United States. In this law, Congress provides a clear statement regarding the importance of voter registration:

“(1) the right of citizens of the United States to vote is a fundamental right;

<sup>5</sup> More information about state policies on voter registration database linkages is found in Chapter 4 of this report.



- (2) it is the duty of the Federal, State, and local governments to promote the exercise of that right; and
- (3) discriminatory and unfair registration laws and procedures can have a direct and damaging effect on voter participation in elections for Federal office and disproportionately harm voter participation by various groups, including racial minorities.”<sup>6</sup>

The primary purposes of NVRA are:

- “(1) to establish procedures that will increase the number of eligible citizens who register to vote in elections for Federal office;
- (2) to make it possible for Federal, State, and local governments to implement [NVRA] in a manner that enhances the participation of eligible citizens as voters in elections for Federal office;
- (3) to protect the integrity of the electoral process; and
- (4) to ensure that accurate and current voter registration rolls are maintained.”<sup>7</sup>

NVRA was fully implemented after the 1994 general elections. Several states are not covered by NVRA. North Dakota is exempt because it does not have voter registration. U.S. territories are also not subject to NVRA, and the states of Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming are exempt because they had same day registration (SDR) in 1994 and continue to make this option available.

NVRA’s first purpose is to expand opportunities for voters to register by creating more uniform processes for voter registration and designating more places as voter registration agencies. NVRA requires that states allow people to register to vote through five venues: (1) at DMVs when a person obtains or renews his or her driver’s license, (2) through the mail, using a standard registration form, (3) at all offices for state public assistance agencies, (4) at all offices or agencies that provide services to people with disabilities, and (5) armed forces recruitment offices. In addition, states can, at their discretion, designate other offices—such as libraries, public schools, and universities—as voter registration agencies.

#### **Help America Vote Act of 2002 (HAVA)**

HAVA was enacted with the goal of updating the voting administration system in the United States and creating a commission to assist in the administration of federal elections. In addition to legislating the update of the administration process for federal elections in the United States, HAVA mandates that states create and maintain a “computerized statewide voter registration list” that

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<sup>6</sup> 52 U.S.C. §20501

<sup>7</sup> 52 U.S.C. §20507



serves as “the official voter registration list for the conduct of all elections for Federal office in the State.”<sup>8</sup> The computerized registration list must be centralized and “defined, maintained and administered at the State level.”<sup>9</sup> However, although the registration list is administered at the state level, any local election official must be able to access the registration list and is required to enter any updated voter registration information in the computerized system. HAVA also specifies that the maintenance of the implemented computerized registration list will be carried out according to NVRA’s mandates, and that duplicate names or registrations will be removed from the state’s registration list.<sup>10</sup>

## Getting on the Rolls: Sources of Registration

Between the close of registration for the 2016 general elections and the close of registration for the 2018 general elections, states and territories reported receiving a total of 79,854,972 registration applications. The most used method of registration was the DMV, as it accounted for 44.9 percent of the total registrations received (33,330,384 registration applications). Other NVRA-mandated sources of registration such as by-mail registration accounted for 11.3 percent, whereas in-person registration and online registration accounted for 9.0 and 16.1 percent of the total registration applications, respectively. The rest of the registration applications received during this time period were from sources such as registration drives by political parties or advocacy groups (3.8 percent), public assistance offices (2.1 percent), and armed forces recruiting offices (0.1 percent), among other sources.<sup>11</sup>

### Main Sources of Registration

Since the 2014 general election period, the three most common sources of registration applications have consistently been DMVs, online portals, and mail/fax/email. However, Figure 2 shows that applications received at DMVs and online have been growing as a percentage of registration applications received. In particular, the percentage of citizens that used the DMV to apply for registration increased more than eight percentage points in 2018 compared with the previous two registration periods. One potential explanation for this increase in registrations processed by the DMV may be the implementation of automatic registration policies in multiple states; in these states, registrations are most commonly initiated when a person interacts with the DMV.<sup>12</sup>

The percentages of registration applications submitted by mail and in person have decreased slightly compared with previous registration periods. In-person registration accounted for less than 10

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<sup>8</sup> 52 U.S. C. § 21083

<sup>9</sup> Ibid.

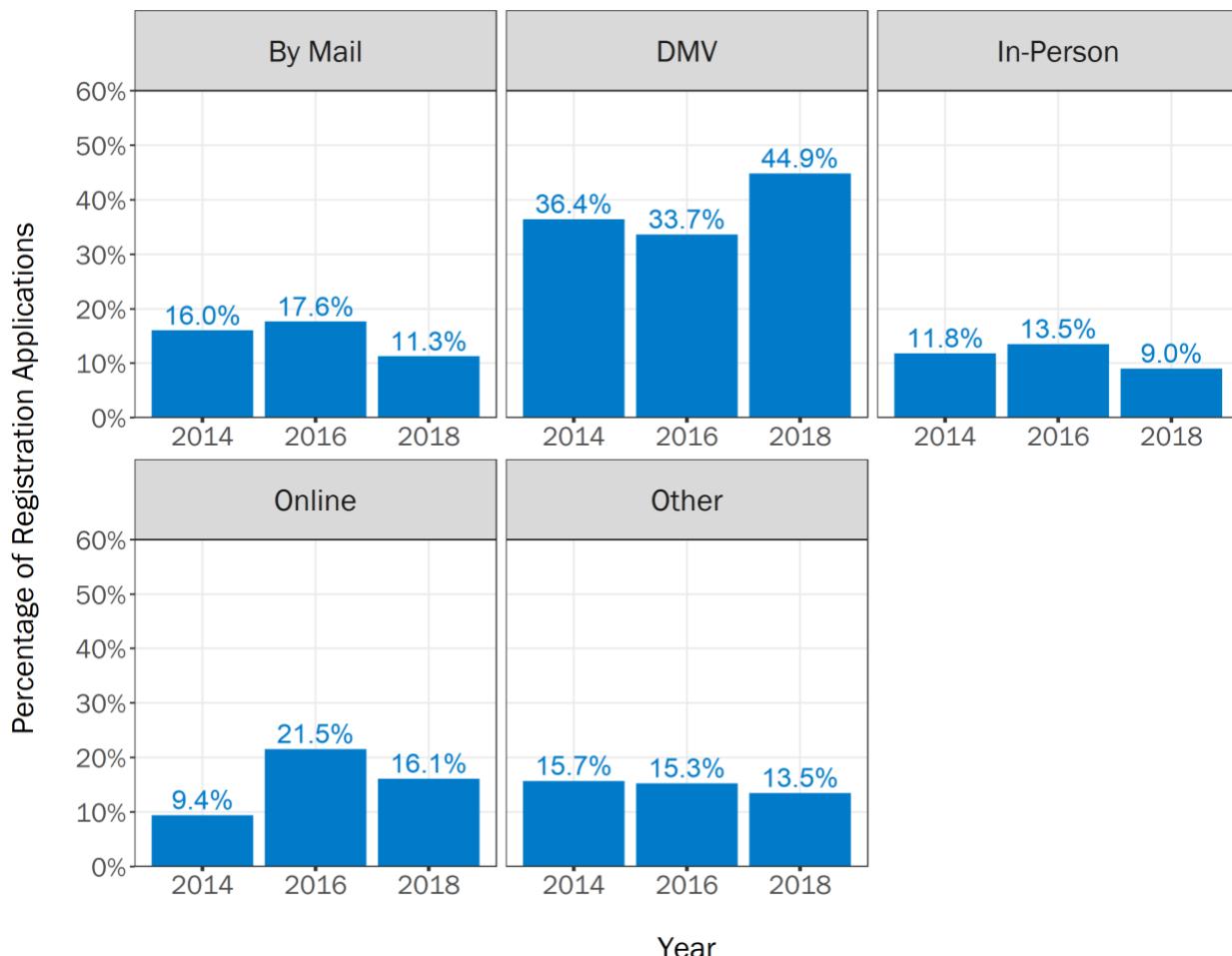
<sup>10</sup> See also Higher Education Act, 20 U.S.C. § 1094(a)(23)(A) (“good faith effort to distribute voter registration forms to each student in attendance”).

<sup>11</sup> The instructions for this question noted that registration applications should be classified according to the mode used to submit it. For example, if the voter submits a registration form online using the state’s online voter registration portal, this is considered an online voter registration. If the voter accessed the online voter registration system at a state public assistance office or at the office of an agency that primarily serves individuals with disabilities, this would also be considered an online registration.

<sup>12</sup> In addition, not all state voter registration databases record whether a registration application was received online, leading to difficulty in reporting data according to the pre-specified options.



Figure 2. DMV is Most Common Source of Registration Applications Since 2014



percent of the total received registrations for the first time in the 2018 registration period. Mail/fax/email registrations declined by 6.3 percent compared to the 2016 registration period and 4.7 percent compared with the 2014 registration period.

The percentage of registrations received by other sources in 2018 remained similar to 2016, and when added together, accounted for 13.5 percent of the total registration applications received.<sup>13</sup>

### Online Registration

For the 2018 general elections, a total of 40 states (including the District of Columbia and Guam) offered citizens the ability to complete the full registration process using an online portal without the need to submit any paper form.<sup>14</sup> These registrations are typically reviewed electronically and data from other state databases are used to verify a person's identity, address, and eligibility. Two-thirds

<sup>13</sup> Examples of other sources of registration are public assistance offices, armed forces recruitment offices, disability services offices, high schools, and libraries.

<sup>14</sup> More information about state policies on online registration is found in Chapter 4 of this report.



of the states using this registration method report that applicants must have a driver's license issued by the state in order to register online.

States reported receiving 11,253,404 online registrations during the 2016–2018 registration period. Online registrations accounted for 16.1 percent of the total reported registrations among the states that allowed for this method, a notable increase compared to the 2014 registration period, when 9.4 percent of the registrations were completed online. The total number of online registrations decreased slightly compared with the 2016 registration cycle, when 13,485,127 online applications were received.<sup>15</sup> Nonetheless, the number of states offering online registration grew, from 32 in 2016 to 40 in 2018, and online portals maintained their status as the second most commonly used mode of registration.<sup>16</sup>

Twelve states reported receiving more than 20.0 percent of their registrations online in 2018. The two states with the highest percentage of registration applications received online were Massachusetts (53.7 percent) and California (41.2 percent). The first state to implement online registration, Arizona, also remains among the states with the highest levels of registrations received online (25.8 percent).

### Same Day Registration

Same day registration (SDR) allows voters to register to vote and cast their ballot on the same day. In most cases, this means that registration is allowed during Election Day, but SDR can also refer to those instances in which there is an overlap between the end of the registration period and the start of early voting. SDR depends on local laws and, thus, is only allowed in some states and territories. Some states have restrictions for its use, such as allowing SDR only for particular elections (e.g., Rhode Island only allows SDR for President and Vice President), or particular subsets of the population (e.g., UOCAVA voters, persons recently discharged from the military).

Sixteen states report allowing for voter registration on Election Day, three report only having SDR for early voting, five states allow SDR during the overlap period between the start of early voting and the close of the registration process, and two states allow for SDR only in specific cases.<sup>17</sup> Twenty states reported receiving 837,463 same day registrations during the 2018 general election period.<sup>18</sup>

At the national level, SDR accounted for 1.0 percent of the total registrations received for the 2018 registration period.<sup>19,20</sup> At the state level, the use of SDR varied considerably. The three states that reported allowing SDR only for early voting were among those with the lowest SDRs as a percentage of total registrations received (less than 2.0 percent), whereas in those states where SDR was

<sup>15</sup> Some of this decrease may be attributable to miscategorization of online registrations in previous EAVS.

<sup>16</sup> See generally EAC Deep Dive: Registering to Vote (<https://www.eac.gov/documents/2017/09/20/eavs-deep-dive-registering-to-vote/>)

<sup>17</sup> More information about state policies on SDR is found in Chapter 4 of this report.

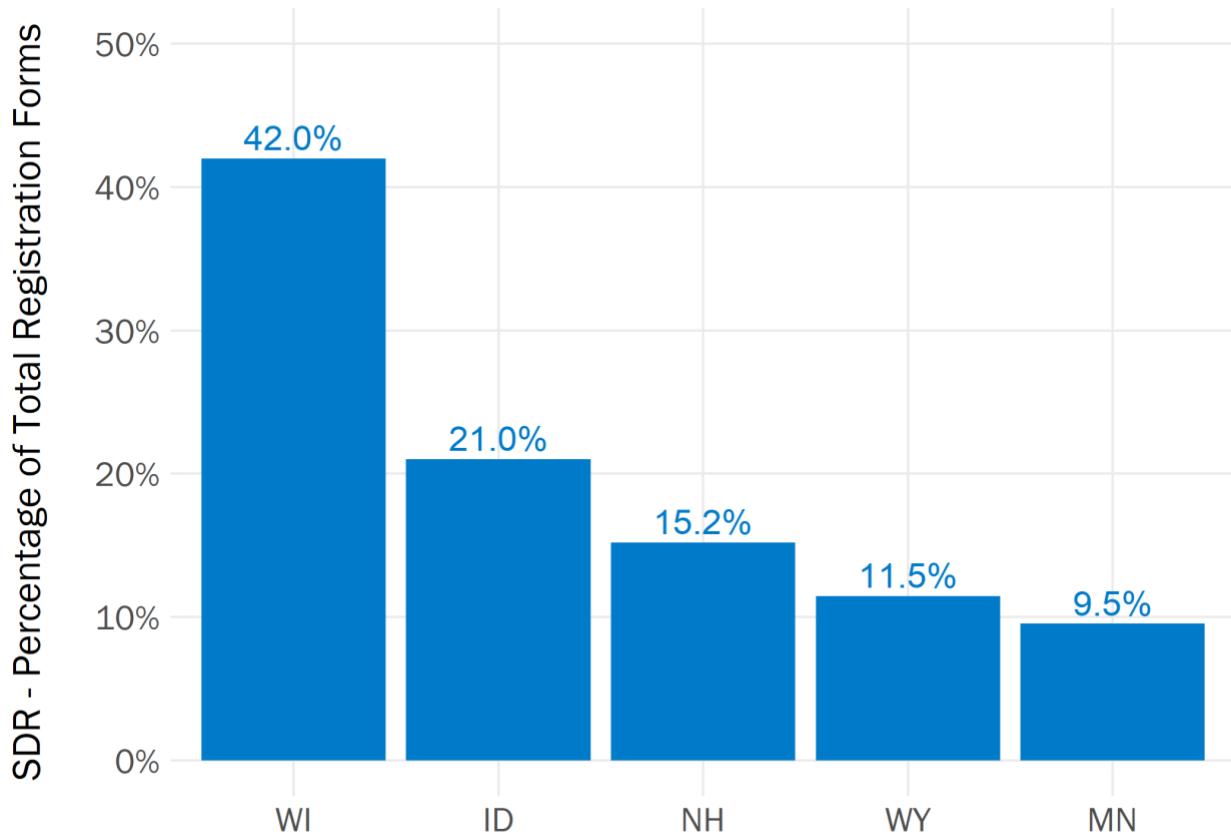
<sup>18</sup> Five states (Guam, Mississippi, New Mexico, South Carolina and Washington) that reported having SDR in the 2018 Policy Survey did not provide data on SDR for the EAVS. Arizona indicated that SDR is not an option but reported three total SDRs at the state level (probably by error).

<sup>19</sup> This calculation used the total registration applications received at the national level, including the data from those states that did not have SDR.

<sup>20</sup> The question in the EAVS survey that asks for SDR asks for "Total new same day registrations," so the total SDRs reported in this section may not include SDRs that were used to update a registrant's information.



Figure 3. NVRA-Exempt States Have High Usage of Same Day Registration



allowed on Election Day, there was more variability (between 0.5 and 42.0 percent of total registrations received were SDR).

As in previous years, the five NVRA-exempt states remained among the states with the highest use of SDR. Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming reported 524,001 SDRs, which accounted for 62.6 percent of the total SDRs received nationwide for the 2018 general elections.

#### Automatic Voter Registration

Some states have passed and implemented laws in the past five years allowing for automatic voter registration (AVR). These laws allow for non-registered persons to be added to the voter registration rolls when they interact with a designated state agency, such as the DMV. AVR can take two forms. “Opt-in” automatic registration functions largely the same as the NVRA-mandated DMV registrations, in which voters are given the opportunity to register during their interaction with the state agency. In “opt-out” AVR, a person is added to the rolls and sent a notice. If the person does not wish to be registered, he or she must respond to that notice and decline to be registered.



In 2016, Oregon was the first state to implement AVR at the state level, using an opt-out approach. Since then, 12 states have also started using AVR (most of them using the “opt-in” method).<sup>21</sup> AVR is also being considered for use in other states, and five states anticipate implementing it before the 2020 election.

The EAVS does not include any questions reporting the number of automatic registrations processed by states. However, EAVS data do show an increase of almost 10 million in the number of registration applications received by states via the DMV for the 2018 general elections compared with 2016, and the percentage of the total registrations received by the DMV (which usually processes automatic registrations) has increased by 11 percentage points compared to 2016. In Oregon, the percentage of registrations processed by the DMV increased from 38.0 percent in the 2016 election cycle to 68.8 percent in the 2018 election cycle. Alaska implemented automatic “opt-out” registration in 2017 and reported in the 2018 EAVS that 59.8 percent of the total registrations processed in this state were automatic registrations coming from the Permanent Fund Dividend.

### Other Modes of Registration

States report receiving registration applications from additional sources. Other NVRA-mandated registration sources (including armed forces recruitment offices and public assistance offices funded by the state) account for less than 3.0 percent of the total registrations received. However, states report a variety of other ways to collect registration applications. For example, Guam and Nevada report receiving 65.4 and 35.9 percent, respectively, of their applications from registration drives carried out by political parties or advocacy groups.<sup>22</sup>

## Voter Registration Rates

NVRA requires each state to report its total number of registered and eligible, active, and inactive registrants for each federal general election.<sup>23</sup> Most states report the total “registered and eligible” voters as the sum of active and inactive registrants.<sup>24,25,26,27</sup> However, data on registered and eligible voters as reported in the EAVS should be used with caution, as these totals can include registrants who are no longer eligible to vote in that state but who have not been removed from the registration rolls because the removal process laid out by NVRA can take up to two election cycles to be completed.

<sup>21</sup> <http://www.ncsl.org/research/elections-and-campaigns/automatic-voter-registration.aspx>.

<sup>22</sup> Twenty-six states did not report receiving registration forms through this channel.

<sup>23</sup> Eleven states (Guam, Idaho, Kentucky, Maryland, Minnesota, New Hampshire, Ohio, Oregon, the U.S. Virgin Islands, Wisconsin, and Wyoming) reported only active registrants.

<sup>24</sup> South Carolina did not include inactive registrants in the total “registered and eligible” voters item. The sum of active and inactive exceeds the total reported “registered and eligible” voters by the number of inactive voters they reported by 396,653 voters.

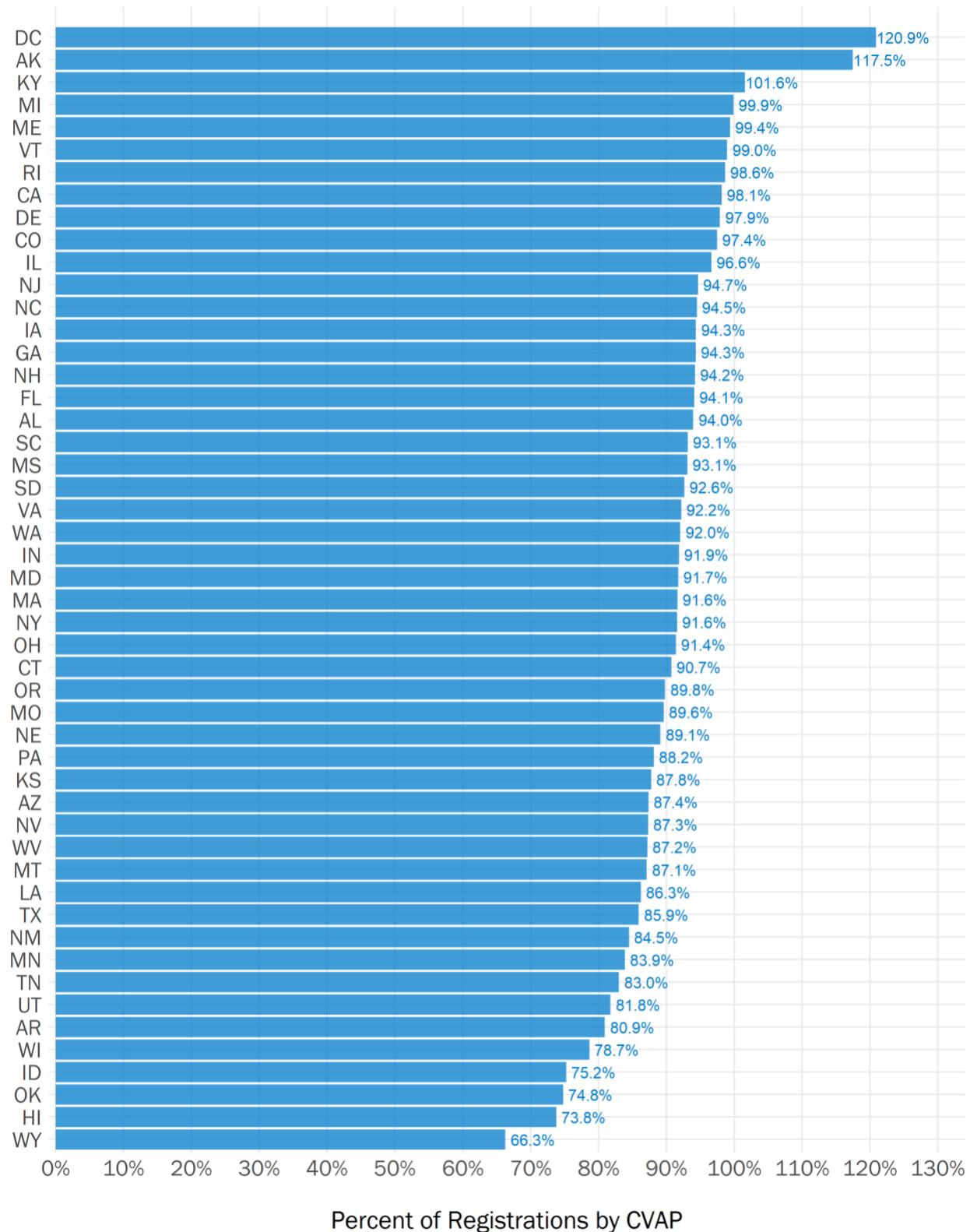
<sup>25</sup> California and Texas reported more “registered and eligible” voters in their state than the sum of active and inactive registrants, resulting in 63,659 and 171,692 not categorized registrants, respectively.

<sup>26</sup> New Hampshire reported zero registrations in 18 of its 320 jurisdictions. Eleven of Texas’s 254 jurisdictions responded “Data not available,” and one of Wisconsin’s 1,850 jurisdictions reported zero total registrations.

<sup>27</sup> North Dakota does not require voters to register. North Dakota’s election website states: “Precincts in North Dakota maintain a list of voters who have voted in previous elections. When a voter approaches a polling place they are asked to provide an acceptable form of identification. Then the election board will attempt to locate the voter’s name on the voting list. If the voter’s name is on the list, the voter’s name and address are verified and the voter is then allowed to vote.” (<https://vip.sos.nd.gov/pdfs/Portals/votereg.pdf>)



Figure 4. In All States, a Majority of Voting-Aged Citizens are Registered to Vote





For the 2018 general elections, states reported that 211,665,577 citizens were registered and eligible to vote. This represents an 11.0 percent increase in comparison to the number of eligible registered voters in the 2014 general elections. Nationally, 90.1 percent of all registrants are designated as active and 11.3 percent of registrants are designated as inactive.<sup>28</sup> The total number of registered and eligible voters accounted for 91.6 percent of the Citizen Voting Age Population (CVAP). The CVAP is provided by the U.S. Census Bureau and reports the estimated number of citizens of voting age by jurisdiction and by state.<sup>29</sup> The percentage of registered voters in each state is shown in Figure 4. Some states appear to have registration rates that exceed 100 percent of the state's CVAP because of the long time period involved in removing ineligible voting records required by NVRA.

Additional government data sources are available that can be consulted to learn more about state registration rates. The U.S. Census Bureau releases an estimate of the registration rate after each federal general election in its biennial Voting and Registration Supplement to the Current Population Survey (CPS).

## Types of Registrations Received

When a person submits a registration form, it is processed by the state and can reach one of several outcomes. Applications from persons who are eligible and not already registered are considered new applications and are added to the registration list. Applications submitted by persons already registered to vote at the same address, under the same name and personal information, are considered duplicates. Applications from already-registered persons wishing to change their name, party affiliation, or address are processed as updates to existing registrations. Applications that do not meet the requirements of eligibility are considered invalid or rejected. Where allowed by state law, applications submitted by persons under the age of 18 years old so that they will be registered when they become of voting age are considered pre-registrations.

All registration forms received are processed and scrutinized by election officials to ensure that the information is correct, that only eligible voters are added to the registration rolls, and that duplicate registration records are not created.

### Valid Registrations

Although new valid registrations make up a large percentage of the applications that states reported receiving during the 2018 registration period, they are not the only type of registration applications processed, nor the most common. Registration applications received from eligible persons in a jurisdiction where they were not previously registered, and which resulted in new registration records being created, comprise 26.9 percent of applications received during this time period. The plurality

<sup>28</sup> The percentages of active and inactive registrants do not add to 100 because of the reporting issues described in footnotes 24 and 25.

<sup>29</sup> The Citizen Voting Age Population is an estimate of the number of U.S. citizens 18 years of age or older in the state. This report uses the 1-year American Community Survey (ACS) state estimate for 2017 instead of the 5-year estimate to ensure that the CVAP is as current as possible. The estimate for the year 2018 was not available by the time this report was finalized.



of registration forms (47.5 percent) instead resulted in updates to existing registration records, such as a within-jurisdiction change of address or a change of name (such as after a marriage or divorce) or party affiliation. Another type of valid registration reported in the EAVS were those changes of address that, while happening within the same state, crossed local jurisdiction borders, which accounted for 10.7 percent of the total registration applications filed.

Finally, states reported additional registration types that were classified as “other,” which are not always valid registrations, and accounted for 7.1 percent of the total registration applications processed.<sup>30</sup> These types of applications include pre-registrations of people under 18 years old that will be added to the rolls when they become of age (less than 1.0 percent of the total), administrative changes, and other registration applications that were processed but not categorized.

### Rejected and Duplicate Registrations

Not all registration forms that states received result in the creation of or an update to a registration record. A state might consider a registration application invalid for many reasons, which can be distinguished in two main groups: rejected applications and duplicate applications. The first group includes applications that contain erroneous information, information that cannot be validated against existing state records, or applications from persons who do not meet eligibility requirements. In the period between the close of registration for the 2016 general elections and the close of registration for the 2018 general elections, states reported rejecting 2,479,439 applications, accounting for 3.4 percent of the total registration applications received.

The second group includes applications that are exact matches to existing registration records; these can include applications submitted by persons who did not realize they are already registered to vote or who submitted multiple applications through different modes (e.g., submitting an application with the exact same information through the mail and online). States reported receiving 7,490,751 duplicate applications during this time period, which accounted for 10.3 percent of the total registrations received.

Of those states that report the source of registration, most duplicate registrations were received at the DMV.<sup>31</sup> Although the DMV is the most common mode of registration, it accounts for a larger percentage of duplicate registrations (63.1 percent) than total received registrations (44.9 percent). For the rest of the registration sources, the percentages of duplicate and invalid registrations were more aligned with the total registrations processed by each source. It is worth noting, however, that while “Other” accounted for 15.8 percent of the total invalid registrations, two of the categories accounted for most of those invalid registrations: registration drives comprised 8.6 percent and registrations in public assistance offices comprised 4.5 percent of the total invalid registrations at the national level.

<sup>30</sup> Some categories used by states were: unknown, reactivations at same name and address, and applications in pending status. Not all the applications accounted for in the “Other” category are valid but were included in this section because they cannot be fully identified as rejected or duplicate either.

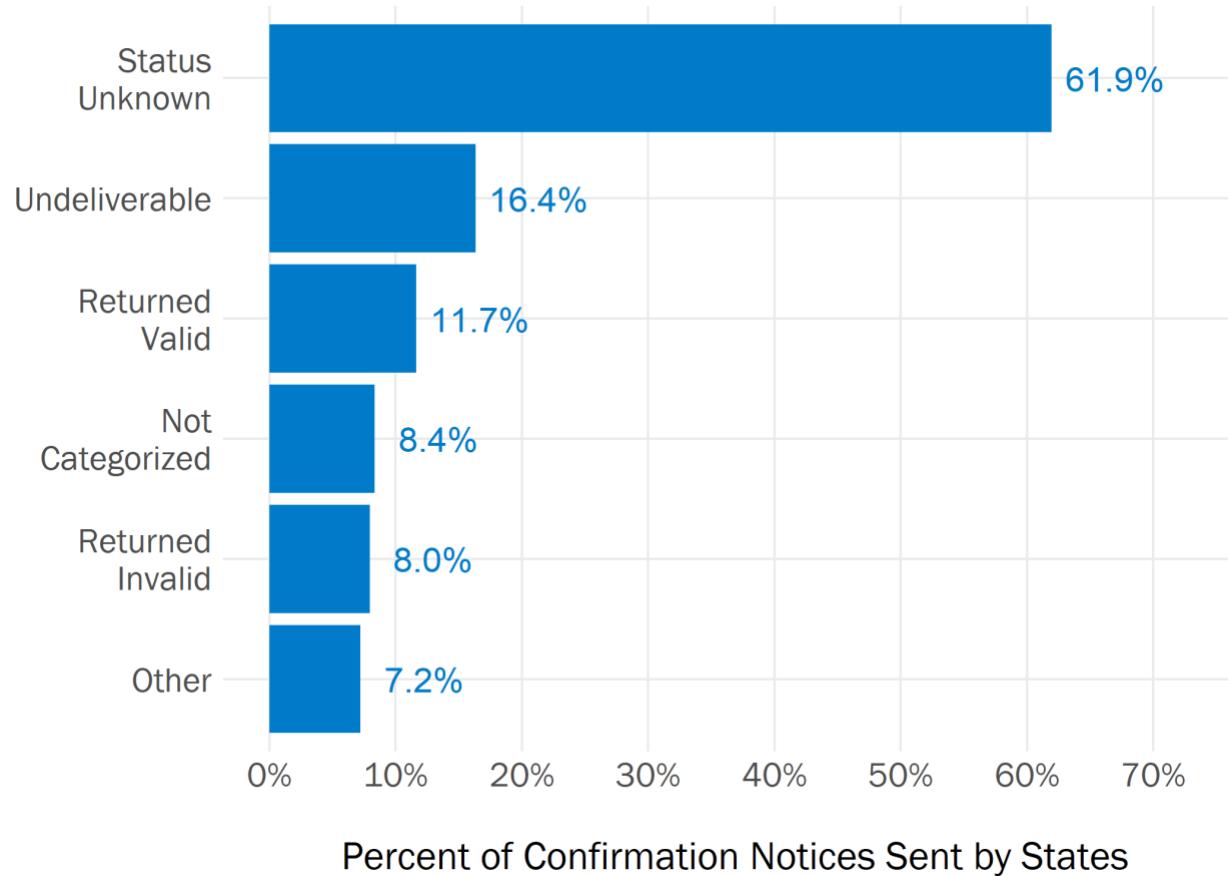
<sup>31</sup> Forty states and territories broke down the number of duplicate registrations by source. Thirteen states (Alabama, Arkansas, Connecticut, Hawaii, Idaho, Kansas, Kentucky, Missouri, New Mexico, Rhode Island, South Carolina, the U.S. Virgin Islands, and Wyoming) did not provide that data. North Dakota did not respond as it does not have voter registration.



## Registration List Maintenance

NVRA requires states to maintain an “accurate and current voter registration roll” to “protect the integrity of the electoral process.”<sup>32</sup> To facilitate this maintenance, NVRA requires that any change of address submitted to a DMV serve as notification of a change of address for voter registration, unless the individual indicates that the change is not for voter registration purposes. The law also requires states and territories to conduct a uniform and nondiscriminatory general program to remove the names of ineligible voters. States and territories have considerable freedom to choose when, where, and how these functions are performed, but must follow the guidelines listed in NVRA, which describe the need to use confirmation notices and contain a detailed list of instances in which it is appropriate to remove a record from the registration rolls.

Figure 5. More than Half of Confirmation Notices Sent Have an Unknown Status



<sup>32</sup> 52 U.S.C. §20501



## Confirmation Notices

A commonly used tool for maintaining registration lists under NVRA is the confirmation notice. These are postage pre-paid and pre-addressed return cards sent to those registrants who a state suspects of having changed their address. If the registrant does not return the confirmation notice, he or she can be added to the inactive registrant list and would be asked to provide proof of residence before voting to affirm his or her continued eligibility within the jurisdiction. If the registrant fails to return the confirmation notice and does not participate in two consecutive federal elections, then NVRA grants the state the ability to remove the registrant from the voter registration rolls.

Nationally, 21,595,121 confirmation notices were sent, which accounted for 11.6 percent of the total number of active voters reported by states for the 2018 elections.<sup>33</sup> This percentage is similar to what was reported by states in 2016 (10.9 percent) and 2014 (11.9 percent). Figure 5 shows that confirmation notices with an unknown status accounted for 61.9 percent of the total; these generally included confirmation notices sent but that were never returned to the jurisdiction. States reported that 19.6 percent of confirmation notices were returned, with 11.7 percent confirming the voter's continued eligibility and 8.0 percent invalidating the voter's registration.

## Removing Voters from Registration Lists

NVRA mandates that registrants may only be removed from the voter rolls in these circumstances:

- upon the death of the registrant;
- upon the registrant's written confirmation that his or her address has changed to a location outside the registrar's jurisdiction;
- on the request of the registrant;
- for mental incapacity of the registrant, as provided for in state law;
- on criminal conviction of the registrant, as provided for in state law; or
- on the registrant's failure to respond to certain confirmation mailings along with failure to appear to vote in two consecutive federal general elections subsequent to the mailing.

Because some of the processes to remove a registrant from the voter rolls can take up to two federal general election cycles, it is inevitable that registration rolls will contain some number of voter records for individuals who are no longer eligible. Additionally, NVRA prohibits the completion of systematic voter removal program activities in the 90 days before the date of a federal primary or general election. This also can result in records that are no longer eligible remaining on the voter rolls at the moment of data collection for the EAVS.

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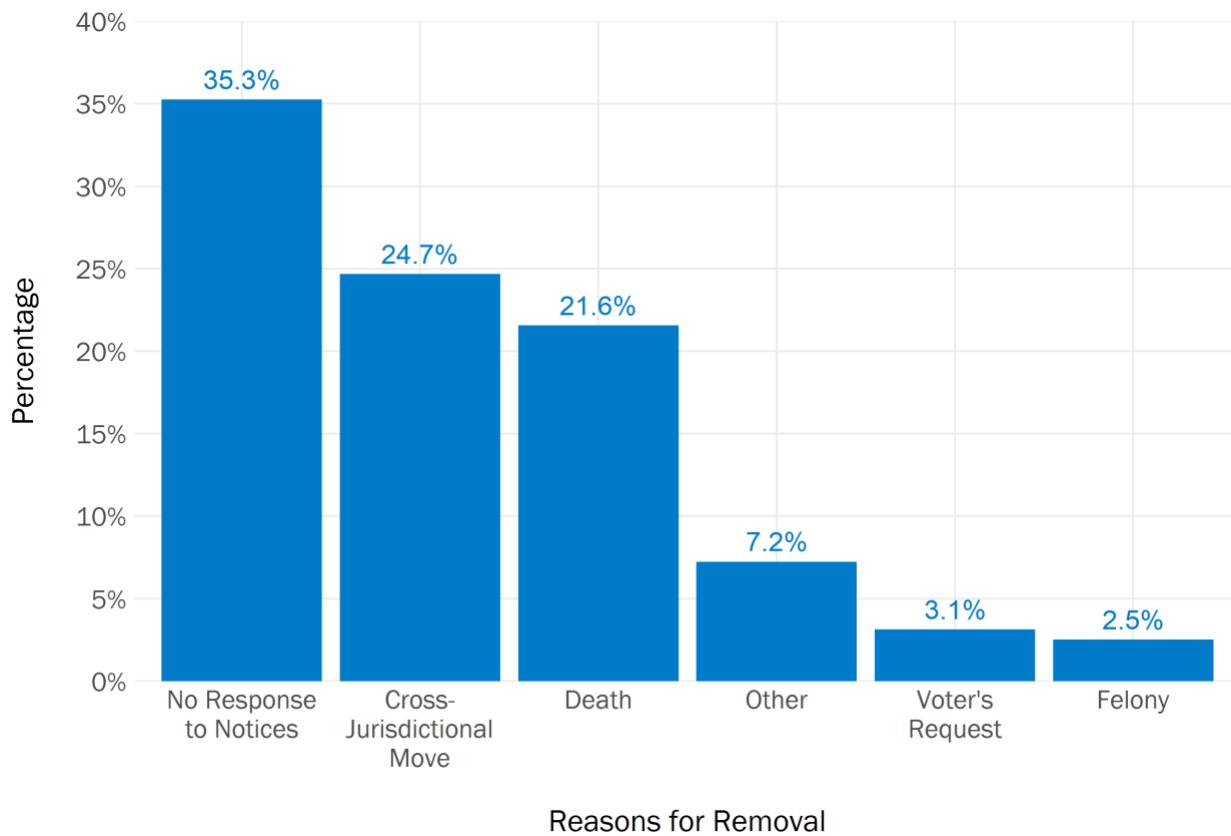
<sup>33</sup> In 2018, 50 states and territories reported the number of confirmation notices they sent during the period of registration for the 2018 general elections. North Dakota does not require citizens to register to vote and thus does not use confirmation notices. American Samoa and the U.S. Virgin Islands are NVRA exempt. Indiana did not provide this information because it "does not send the removal notices referenced by the EAC survey." Forty-seven states reported the status of those confirmation notices. In addition to the states that did not report on confirmation notices, Idaho, Louisiana, and New Jersey did not break down the number of confirmation notices sent by status.



Between the close of registration for the 2016 general elections and the close of registration for the 2018 general elections, states reported removing 17,300,470 records from their registration rolls.<sup>34</sup> The number of removed registrants comprised up to 8.2 percent of the total registered voters in the reported election period. Two-thirds of the states and territories removed a number of registrants that added up to between 5.0 percent to 10.0 percent of their total registered voters. There were some exceptions to this trend, however. As in 2016, New Mexico was the state with the lowest percentage of removals compared to total registrants (1.4 percent) and Indiana was the state with the highest such percentage at 28.7 percent.<sup>35</sup>

States also reported the reasons for removing records from their registration rolls. These reasons for removal are shown in Figure 6. The most common was failure to both respond to a confirmation notice and vote in two consecutive federal general elections, which accounted for 35.3 percent of

Figure 6. More than One-Third of Removed Registration Records were a Result of Failure to Respond to Confirmation Notice



<sup>34</sup> All states and territories reported data for the items related to voter removal, except for North Dakota, which does not require citizens to register to vote.

<sup>35</sup> The territory of the U.S. Virgin Islands had the lowest removal percentage with 0.8 percent registrants removed.



the total removals. Cross-jurisdiction change of address and death of the registrant were the other two major reasons for states to remove registrants from their rolls (24.7 percent and 21.6 percent, respectively).<sup>36</sup>

The majority of states reported that felony and/or incarceration was a reason for voter removal from registration rolls,<sup>37</sup> but only 2.5 percent of removals were the result of a disqualifying felony conviction. Two states, however, exceeded 10.0 percent of removals due to felony or conviction. Kentucky (12.9 percent) and New Mexico (25.1 percent) had the largest percentages of these types of removals.

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<sup>36</sup> The instructions for this question in the EAVS specified that “voters removed from the voter registration rolls in your jurisdiction” for having “[m]oved outside jurisdiction” should be reported. The question as written does not make any distinction between individuals who moved from the state entirely and those who moved to different jurisdictions within the state. Some states reported those who moved outside of the jurisdiction as if they were removed from the local jurisdiction and as new registrants in their new local jurisdiction. Other states did not report them as removed, instead treating them as updates to existing records. These data quality issues affected multi-state comparative analysis of this item in the EAVS.

<sup>37</sup> In the 2018 Policy Survey, only Maine and Vermont reported this was not a reason for voter removal. Ohio and Guam did not respond to this question. Twenty-eight states reported that the loss of the right to vote would last during the period of incarceration and probation/parole, whereas 14 states reported it would only last during the period of incarceration.



## NVRA Appendix A: Descriptive Tables\*

NVRA Table 1: Registration History									
State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Alabama	2018	3,688,249	3,465,352	93.96	3,465,352	3,164,301	91.31	301,051	8.69
	2016	3,620,994	3,333,946	92.07	3,189,293	3,049,655	91.47	139,638	4.19
	2014	3,600,135	2,986,782	82.96	2,986,782	2,873,356	96.2	113,426	3.8
Alaska	2018	531,653	624,467	117.46	624,467	571,851	91.57	52,616	8.43
	2016	523,747	587,303	112.13	587,303	528,671	90.02	58,632	9.98
	2014	519,016	574,441	110.68	574,441	509,011	88.61	65,430	11.39
American Samoa	2018	-	15,527	-	15,527	8,462	54.5	7,065	45.5
	2016	-	-	-	-	-	-	-	-
	2014	-	16,776	-	16,776	16,776	100	0	0
Arizona	2018	4,895,706	4,276,891	87.36	4,276,891	3,715,624	86.88	561,267	13.12
	2016	4,526,594	4,080,680	90.15	4,080,680	3,589,084	87.95	491,596	12.05
	2014	4,444,236	3,802,786	85.57	3,802,786	3,235,901	85.09	566,885	14.91
Arkansas	2018	2,207,894	1,786,840	80.93	1,786,840	1,456,887	81.53	329,953	18.47
	2016	2,164,083	1,765,513	81.58	1,765,513	1,422,393	80.57	343,120	19.43
	2014	2,152,344	1,695,208	78.76	1,695,208	1,453,485	85.74	241,723	14.26
California [1]	2018	25,650,456	25,167,218	98.12	25,103,559	19,724,297	78.37	5,379,262	21.37
	2016	24,280,349	24,486,638	100.85	24,501,602	19,435,856	79.37	5,065,746	20.69
	2014	23,881,288	18,139,232	75.96	23,110,142	17,785,312	98.05	5,324,830	29.36
Colorado	2018	4,057,437	3,953,613	97.44	3,953,613	3,426,499	86.67	527,114	13.33
	2016	3,750,953	3,840,303	102.38	3,840,303	3,336,663	86.89	503,640	13.11
	2014	3,679,122	3,649,105	99.18	3,649,105	2,889,034	79.17	760,071	20.83



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Connecticut	2018	2,611,667	2,369,335	90.72	2,369,335	2,193,586	92.58	175,749	7.42
	2016	2,574,178	2,331,684	90.58	2,331,684	2,162,797	92.76	168,887	7.24
	2014	2,564,233	2,160,979	84.27	2,160,979	1,968,094	91.07	192,885	8.93
Delaware	2018	709,999	695,014	97.89	695,014	672,632	96.78	22,382	3.22
	2016	681,606	675,663	99.13	675,663	642,334	95.07	33,329	4.93
	2014	674,336	642,022	95.21	642,022	596,284	92.88	45,738	7.12
District of Columbia	2018	510,514	617,046	120.87	617,046	511,633	82.92	105,413	17.08
	2016	485,116	493,287	101.68	493,287	493,287	100	0	0
	2014	475,399	456,633	96.05	456,633	456,633	100	0	0
Florida	2018	15,014,950	14,126,722	94.08	14,126,722	13,278,070	93.99	848,652	6.01
	2016	13,933,052	13,505,571	96.93	13,505,571	12,853,866	95.17	651,705	4.83
	2014	13,673,536	12,689,081	92.8	12,689,081	11,869,224	93.54	819,857	6.46
Georgia	2018	7,362,615	6,944,851	94.33	6,944,851	6,437,524	92.69	507,327	7.31
	2016	6,978,660	6,657,621	95.4	6,657,621	5,463,014	82.06	1,194,607	17.94
	2014	6,882,879	6,029,703	87.6	6,029,703	5,158,372	85.55	871,331	14.45
Guam [2]	2018	-	55,941	-	55,941	55,941	100	-	-
	2016	-	51,720	-	51,720	51,720	100	0	0
	2014	-	51,975	-	51,975	51,975	100	0	0
Hawaii	2018	1,025,548	756,751	73.79	756,751	712,765	94.19	43,986	5.81
	2016	1,001,729	751,483	75.02	751,483	666,573	88.7	84,910	11.3
	2014	989,250	708,721	71.64	708,721	630,640	88.98	78,081	11.02
Idaho [2]	2018	1,219,481	917,609	75.25	917,609	917,609	100	-	-
	2016	1,130,550	936,529	82.84	936,529	936,529	100	0	0
	2014	1,116,710	793,709	71.08	793,709	793,709	100	0	0



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Illinois	2018	9,055,927	8,751,060	96.63	8,751,060	8,091,045	92.46	660,015	7.54
	2016	8,979,999	8,843,038	98.47	8,843,038	8,055,096	91.09	787,942	8.91
	2014	8,939,894	8,336,548	93.25	8,253,161	7,333,048	87.96	920,113	11.04
Indiana	2018	4,899,251	4,500,196	91.85	4,500,196	4,168,374	92.63	331,822	7.37
	2016	4,801,113	4,839,038	100.79	4,839,038	4,149,560	85.75	689,478	14.25
	2014	4,773,227	4,587,021	96.1	4,587,021	3,855,819	84.06	731,202	15.94
Iowa	2018	2,325,355	2,193,813	94.34	2,193,813	2,037,516	92.88	156,297	7.12
	2016	2,285,126	2,222,380	97.25	2,222,380	2,047,368	92.13	175,012	7.87
	2014	2,273,765	2,142,572	94.23	2,142,572	1,937,709	90.44	204,863	9.56
Kansas	2018	2,091,261	1,835,473	87.77	1,835,473	1,670,217	91	165,256	9
	2016	2,053,919	1,785,834	86.95	1,785,834	1,601,818	89.7	184,016	10.3
	2014	2,043,785	1,747,792	85.52	1,710,125	1,560,327	89.27	149,798	8.57
Kentucky	2018	3,350,956	3,402,905	101.55	3,402,905	3,402,905	100	0	0
	2016	3,297,108	3,306,120	100.27	3,306,120	3,306,120	100	0	0
	2014	3,281,582	3,147,100	95.9	3,227,461	3,147,100	100	80,361	2.55
Louisiana	2018	3,469,016	2,992,170	86.25	2,992,170	2,856,722	95.47	135,448	4.53
	2016	3,410,634	3,058,741	89.68	3,023,241	2,891,902	94.55	131,339	4.29
	2014	3,385,548	2,935,692	86.71	2,935,692	2,772,069	94.43	163,623	5.57
Maine	2018	1,064,497	1,057,967	99.39	1,057,967	1,054,068	99.63	3,899	0.37
	2016	1,048,274	1,065,100	101.61	1,065,100	1,059,270	99.45	5,830	0.55
	2014	1,044,335	1,014,674	97.16	1,014,674	989,331	97.5	25,343	2.5
Maryland [2]	2018	4,310,864	3,954,027	91.72	3,954,027	3,954,027	100	-	-
	2016	4,182,241	3,900,090	93.25	3,900,090	3,900,090	100	0	0
	2014	4,142,452	3,701,666	89.36	3,701,665	3,701,665	100	0	0



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Massachusetts	2018	4,993,001	4,574,967	91.63	4,574,967	3,947,897	86.29	627,070	13.71
	2016	4,850,598	4,534,974	93.49	4,534,974	3,994,635	88.09	540,339	11.91
	2014	4,799,876	4,301,118	89.61	4,301,118	3,769,892	87.65	531,226	12.35
Michigan	2018	7,481,928	7,471,088	99.86	7,471,088	6,488,823	86.85	982,265	13.15
	2016	7,380,136	7,514,055	101.81	7,514,055	6,748,385	89.81	765,670	10.19
	2014	7,347,661	7,446,280	101.34	7,446,280	6,578,733	88.35	867,547	11.65
Minnesota [3]	2018	4,079,652	3,422,515	83.89	3,422,515	3,422,515	100	-	-
	2016	3,950,807	3,473,972	87.93	3,473,972	3,473,972	100	0	0
	2014	3,920,514	3,197,751	81.56	3,197,751	3,197,751	100	0	0
Mississippi	2018	2,234,722	2,079,732	93.06	2,079,732	1,880,197	90.41	199,535	9.59
	2016	2,210,424	2,072,395	93.76	2,072,395	1,888,433	91.12	183,962	8.88
	2014	2,201,531	1,484,859	67.45	1,528,686	1,423,206	95.85	105,480	7.1
Missouri	2018	4,606,843	4,127,333	89.59	4,127,333	3,803,881	92.16	323,452	7.84
	2016	4,525,035	4,215,860	93.17	4,215,860	3,812,576	90.43	403,284	9.57
	2014	4,502,998	4,090,939	90.85	4,090,939	3,627,153	88.66	463,786	11.34
Montana [3]	2018	810,760	706,173	87.1	706,173	616,642	87.32	89,531	12.68
	2016	781,250	694,370	88.88	694,370	574,334	82.71	120,036	17.29
	2014	774,019	674,264	87.11	674,264	555,005	82.31	119,259	17.69
Nebraska [4]	2018	1,368,000	1,219,276	89.13	1,219,276	1,096,862	89.96	122,414	10.04
	2016	1,333,860	1,211,101	90.8	1,211,101	1,091,951	90.16	119,150	9.84
	2014	1,324,464	1,160,169	87.6	1,160,167	1,017,575	87.71	142,592	12.29
Nevada	2018	2,031,213	1,773,566	87.32	1,773,566	1,563,750	88.17	209,816	11.83
	2016	1,863,799	1,678,883	90.08	1,678,883	1,468,559	87.47	210,324	12.53
	2014	1,830,238	1,476,337	80.66	1,476,337	1,212,051	82.1	264,286	17.9



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
New Hampshire [2,5]	2018	1,048,883	988,148	94.21	988,148	988,148	100	-	-
	2016	1,020,130	988,398	96.89	988,398	988,398	100	0	0
	2014	1,013,648	877,514	86.57	877,514	877,514	100	0	0
New Jersey	2018	6,199,409	5,869,078	94.67	5,869,078	5,456,506	92.97	412,572	7.03
	2016	6,053,893	5,751,090	95	5,751,090	5,321,542	92.53	429,548	7.47
	2014	6,002,841	5,552,481	92.5	5,552,481	4,943,194	89.03	609,287	10.97
New Mexico	2018	1,493,318	1,261,639	84.49	1,261,639	698,172	55.34	563,467	44.66
	2016	1,457,632	1,289,420	88.46	1,288,336	1,136,059	88.11	152,277	11.81
	2014	1,448,022	1,287,325	88.9	1,279,323	1,002,610	77.88	276,713	21.5
New York	2018	13,866,648	12,695,763	91.56	12,695,763	11,676,266	91.97	1,019,497	8.03
	2016	13,531,404	16,200,892	119.73	16,200,892	16,200,892	100	0	0
	2014	13,425,020	11,806,742	87.95	11,805,572	10,827,434	91.71	978,138	8.28
North Carolina	2018	7,509,879	7,095,209	94.48	7,095,209	5,898,244	83.13	1,196,965	16.87
	2016	7,107,998	6,924,469	97.42	6,924,469	5,930,252	85.64	994,217	14.36
	2014	7,015,219	6,628,521	94.49	6,628,521	5,873,618	88.61	754,903	11.39
North Dakota [6]	2018	564,475	-	-	-	-	-	-	-
	2016	546,486	-	-	-	-	-	-	-
	2014	535,556	-	-	-	-	-	-	-
Ohio [2]	2018	8,830,185	8,070,917	91.4	8,070,917	8,070,917	100	-	-
	2016	8,709,050	7,861,025	90.26	7,861,025	7,861,025	100	0	0
	2014	8,678,486	7,748,201	89.28	7,748,201	6,374,206	82.27	1,373,995	17.73
Oklahoma	2018	2,835,451	2,120,843	74.8	2,120,843	1,857,700	87.59	263,143	12.41
	2016	2,768,561	2,157,450	77.93	2,157,450	1,817,461	84.24	339,989	15.76
	2014	2,749,197	2,022,456	73.57	2,022,456	1,632,500	80.72	389,956	19.28



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Oregon [7]	2018	3,060,328	2,748,232	89.8	2,748,232	2,748,232	100	-	-
	2016	2,867,670	2,553,810	89.06	2,553,810	2,553,810	100	0	0
	2014	2,830,526	2,174,763	76.83	2,174,763	2,174,763	100	0	0
Pennsylvania	2018	9,764,119	8,607,748	88.16	8,607,748	7,738,989	89.91	868,759	10.09
	2016	9,710,416	8,722,975	89.83	0	0	0	0	0
	2014	9,676,902	8,072,589	83.42	8,072,589	7,322,470	90.71	750,119	9.29
Rhode Island	2018	792,337	781,478	98.63	781,478	737,419	94.36	44,059	5.64
	2016	776,565	754,065	97.1	753,457	721,211	95.64	32,246	4.28
	2014	773,774	752,051	97.19	752,051	691,804	91.99	60,247	8.01
South Carolina [8]	2018	3,799,298	3,538,580	93.14	3,935,233	3,538,580	100	396,653	11.21
	2016	3,566,508	3,157,027	88.52	3,432,319	3,157,027	100	275,292	8.72
	2014	3,515,423	2,881,293	81.96	3,327,827	2,881,293	100	446,534	15.5
South Dakota	2018	641,666	594,453	92.64	594,453	539,788	90.8	54,665	9.2
	2016	621,461	595,322	95.79	595,322	544,930	91.54	50,392	8.46
	2014	616,015	563,201	91.43	563,141	521,030	92.51	42,111	7.48
Tennessee	2018	5,016,103	4,163,359	83	4,163,359	3,764,513	90.42	398,846	9.58
	2016	4,828,366	4,110,318	85.13	4,110,318	3,534,800	86	575,518	14
	2014	4,785,582	3,975,587	83.07	3,975,587	3,453,397	86.87	522,190	13.13
Texas [1,5]	2018	18,174,344	15,615,925	85.92	15,444,233	13,790,247	88.31	1,653,986	10.59
	2016	16,864,962	14,382,387	85.28	13,230,876	11,942,651	83.04	1,288,225	8.96
	2014	16,529,533	14,020,405	84.82	14,015,973	12,298,251	87.72	1,717,722	12.25
U.S. Virgin Islands [9]	2018	-	51,095	-	51,095	51,095	100	-	-
	2016	-	46,076	-	46,076	46,076	100	0	0
	2014	-	51,326	-	51,326	51,326	100	0	0



NVRA Table 1: Registration History

State	Year	CVAP Total	Reported Registrations	Reported Registration % of CVAP	Total Active + Inactive Registrations	Active Registrations (total)	Active Registrations (% of total)	Inactive Registrations (total)	Inactive Registrations (% of total)
Utah	2018	2,028,176	1,658,457	81.77	1,658,457	1,433,917	86.46	224,540	13.54
	2016	1,868,008	1,577,069	84.43	1,577,069	1,414,758	89.71	162,311	10.29
	2014	1,831,260	1,485,705	81.13	1,485,705	1,246,191	83.88	239,514	16.12
Vermont	2018	494,550	489,385	98.96	489,385	447,709	91.48	41,676	8.52
	2016	493,124	472,289	95.77	472,289	440,347	93.24	31,942	6.76
	2014	491,548	444,199	90.37	444,199	412,872	92.95	31,327	7.05
Virginia	2018	6,145,893	5,666,627	92.2	5,666,627	5,272,602	93.05	394,025	6.95
	2016	5,953,612	5,604,106	94.13	5,604,106	5,066,666	90.41	537,440	9.59
	2014	5,877,485	5,280,744	89.85	5,280,744	4,865,892	92.14	414,852	7.86
Washington	2018	5,259,892	4,841,431	92.04	4,841,431	4,362,480	90.11	478,951	9.89
	2016	4,937,212	4,872,385	98.69	4,872,385	4,277,499	87.79	594,886	12.21
	2014	4,866,911	3,922,378	80.59	4,416,027	3,922,378	100	493,649	12.59
West Virginia	2018	1,428,859	1,245,827	87.19	1,245,827	961,894	77.21	283,933	22.79
	2016	1,455,848	1,254,768	86.19	1,254,768	1,142,180	91.03	112,588	8.97
	2014	1,456,966	1,213,759	83.31	1,213,759	1,113,298	91.72	100,461	8.28
Wisconsin [2,5,10]	2018	4,375,063	3,442,004	78.67	3,442,004	3,442,004	100	-	-
	2016	4,294,321	3,768,373	87.75	3,768,373	3,768,373	100	0	0
	2014	4,269,769	3,801,533	89.03	3,801,533	3,801,533	100	0	0
Wyoming [2]	2018	428,379	283,941	66.28	283,941	283,941	100	-	-
	2016	430,026	284,203	66.09	284,203	284,203	100	0	0
	2014	427,302	264,930	62	264,930	264,930	100	0	0
U.S. Total [11,12]	2018	231,416,670	211,665,577	91.47	211,826,879	190,662,485	90.08	21,164,394	10
	2016	222,469,187	214,109,360	96.24	204,343,292	185,714,229	86.74	18,629,063	8.7
	2014	222,802,566	190,669,639	85.58	196,570,199	173,518,745	91	23,051,454	12.09



## NVRA Table 1 Calculation Notes

- (1) **CVAP Total** uses the 2017 1-year ACS CVAP estimate.
- (2) **Reported Registrations, Total** uses question A1a.
- (3) **Reported Registrations, Pct. of CVAP** uses question A1a divided by CVAP.
- (4) **Active and Inactive Registrations, Total** uses the sum of questions A1b and A1c.
- (5) **Active Registrations, Total** uses question A1b.
- (6) **Active Registrations, Pct.** uses question A1b divided by question A1a.
- (7) **Inactive Registrations, Total** uses question A1c.
- (8) **Inactive Registrations, Pct.** uses question A1c divided by question A1a.

## NVRA Table 1 Data Notes

### General Note:

- The Citizen Voting Age Population (CVAP) is an estimate of the number of U.S. citizens 18 years of age or older in the state. This report uses the 1-year ACS state estimate for 2017 instead of the 5-year estimate to ensure that the CVAP is as current as possible. The estimate for the year 2018 was not available by the time this report was finalized.

[1] California and Texas reported more “registered and eligible” voters in their state (question A1a) than the sum of active and inactive registrants (questions A1b and A1c), resulting in 63,659 and 171,692 not categorized registrants, respectively.

[2] The state responded “Does not apply” to number of inactive voters.

- Idaho reported: “Idaho only maintains active voters.”
- Maryland reported: “Active voters only”
- Minnesota reported: “Minnesota is NVRA exempt. Minnesota does not classify voters as inactive per NVRA.”

[3] Montana reported: “A1a: total registered/ eligible voters consists of active and inactive. Montana reports total registered/ eligible voters of 711,844. The difference is provisional, late registration and pending”. The sum of the registrations reported by each jurisdiction added up to the reported 706,173 total registrations at the state level.



[4] Nebraska reported: “Nebraska does not have ‘inactive’ voters. The numbers in line A1c reflect the number of voters who were sent a section 8(d)(2) notice and have not responded.”

[5] Some jurisdictions did not report a number registered and eligible voters (question A1a):

- New Hampshire: 18 of New Hampshire’s 320 jurisdictions responded zero to the total number of registrants and reported: “Unincorporated place - No voters”
- Texas: 11 of Texas’s 254 jurisdictions responded “Data not available” to the total number of registrants.
- Wisconsin: one of Wisconsin’s 1,850 jurisdictions reported zero total registrations.

[6] North Dakota does not have voter registration.

[7] Oregon responded “Data not available” to number of Inactive voters and reported: “Do not track number of inactive voters.”

[8] South Carolina did not include inactive registrants in the total “registered and eligible” voters item (A1a). The sum of active and inactive registrants (A1b and A1c) exceeds the total reported “registered and eligible” voters by the number of inactive voters they reported (i.e., 396,653). South Carolina reported: “Inactive voters are not included in registered voter totals by state law.”

[9] U.S. Virgin Islands did not respond to number of inactive voters.

[10] Wisconsin reported: “This count includes military voters, even though they are not required to ‘register’ in Wisconsin.”

[11] In contrast with the rest of the tables in the report, the percentage calculations at the national level (U.S. Total) use data from all states and territories, not only for those for which data for the numerator and denominator of the calculation were available. This is to keep the calculations consistent with the previous elections reported in this table. The only two data points that would differ with the change of approach would be:

- Reported registration as percentage of CVAP: which would be 91.64 percent instead of 91.47 percent.
- Inactive registrations as percentage of total: which would be 11.27 percent instead of 10.0 percent.

[12] Because for some states the sum of active and inactive registrants did not add up to the total reported registrants as described in notes 1 and 8 above, the percentage of active and inactive voters in this table does not add up to 100.



NVRA Table 2a: Application Sources – Total Forms Received

State	Total Applications	Application Source																						
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives— Advocacy Groups or Parties		Other Sources				
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.			
Alabama	1,707,185	49,972	2.93	113,789	6.67	240,716	14.10	1,070,491	62.71	52,094	3.05	7,226	0.42	200	0.01	13,347	0.78	30,405	1.78	128,945	7.55	0	0.00	
Alaska	620,224	49,036	7.91	96,934	15.63	33,357	5.38	62,418	10.06	6,019	0.97	105	0.02	1,140	0.18	139	0.02	0	0.00	371,076	59.83	0	0.00	
American Samoa	1,119	2	0.18	1,117	99.82	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	
Arizona	1,860,596	289,533	15.56	16,826	0.90	479,722	25.78	888,201	47.74	8,125	0.44	588	0.03	2,865	0.15	12,422	0.67	122,743	6.60	35,752	1.92	3,819	0.21	
Arkansas	448,787	65,878	14.68	81,086	18.07	-	-	241,913	53.90	21,949	4.89	422	0.09	45	0.01	1,720	0.38	10,362	2.31	25,394	5.66	18	0.00	
California	8,572,410	1,049,437	12.24	513,285	5.99	3,530,619	41.19	1,932,780	22.55	77,183	0.90	2,720	0.03	4,626	0.05	114,452	1.34	183,719	2.14	612,915	7.15	550,674	6.42	
Colorado [1]	1,434,349	101,488	7.08	33,453	2.33	351,629	24.51	782,426	54.55	31,576	2.20	181	0.01	28	0.00	-	-	89,963	6.27	43,605	3.04	0	0.00	
Connecticut	701,958	88,113	12.55	103,483	14.74	187,288	26.68	283,609	40.40	7,256	1.03	1,386	0.20	988	0.14	1,045	0.15	-	-	28,790	4.10	0	0.00	
Delaware	354,500	5,840	1.65	63,172	17.82	22,136	6.24	252,077	71.11	1,832	0.52	0	0.00	0	0.00	520	0.15	1,563	0.44	7,360	2.08	0	0.00	
District of Columbia	120,149	3,021	2.51	17,530	14.59	15,113	12.58	68,157	56.73	250	0.21	339	0.28	102	0.08	231	0.19	2,554	2.13	3,067	2.55	9,785	8.14	
Florida	6,541,838	745,997	11.40	928,182	14.19	488,804	7.47	3,124,822	47.77	40,860	0.62	2,950	0.05	691	0.01	37,056	0.57	519,330	7.94	653,146	9.98	0	0.00	
Georgia	4,498,331	280,957	6.25	102,468	2.28	357,491	7.95	3,596,384	79.95	23,656	0.53	30,914	0.69	97	0.00	-	-	-	-	106,364	2.36	0	0.00	
Guam	11,989	766	6.39	2,133	17.79	-	-	38	0.32	1,217	10.15	-	-	-	-	-	-	-	7,835	65.35	0	0.00	0.00	
Hawaii [2]	185,273	-	-	-	-	45,126	24.36	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	140,147	75.64	
Idaho [3]	372,292	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	372,292	100.00	
Illinois	2,123,058	301,629	14.21	147,894	6.97	744,572	35.07	617,295	29.08	82,400	3.88	5,380	0.25	738	0.03	92,402	4.35	130,748	6.16	0	0.00	0	0.00	
Indiana	1,576,494	92,711	5.88	1,095	0.07	267,271	16.95	726,455	46.08	24,510	1.55	477	0.03	598	0.04	23	0.00	13,578	0.86	393,042	24.93	56,734	3.60	
Iowa	525,908	40,983	7.79	86,971	16.54	30,683	5.83	152,486	28.99	3,502	0.67	51	0.01	54	0.01	157	0.03	-	-	211,021	40.13	0	0.00	
Kansas	655,028	89,941	13.73	66,556	10.16	150,600	22.99	252,684	38.58	2,171	0.33	168	0.03	48	0.01	3,093	0.47	28,185	4.30	62,524	9.55	-942	-0.14	
Kentucky	1,472,290	25,188	1.71	219,857	14.93	93,736	6.37	1,062,441	72.16	58,648	3.98	2,171	0.15	819	0.06	-	-	-	-	9,427	0.64	3	0.00	
Louisiana	713,451	126,163	17.68	129,264	18.12	168,784	23.66	233,935	32.79	39,888	5.59	4,208	0.59	1,694	0.24	-	-	9,515	1.33	0	0.00	0	0.00	
Maine [4]	198,377	12,034	6.07	149,382	75.30	-	-	21,672	10.92	-	-	-	-	-	-	-	-	-	6,122	3.09	9,167	4.62	0	0.00
Maryland	1,675,979	323,312	19.29	42,528	2.54	181,949	10.86	778,704	46.46	29,079	1.74	309	0.02	90	0.01	245,765	14.66	-	-	74,243	4.43	0	0.00	
Massachusetts	1,784,724	111,075	6.22	65,815	3.69	957,662	53.66	609,012	34.12	35,857	2.01	2,634	0.15	-	-	2,669	0.15	-	-	0	0.00	0	0.00	
Michigan [5]	2,262,301	148,876	6.58	222,228	9.82	195,864	8.66	1,676,663	74.11	17,665	0.78	441	0.02	564	0.02	-	-	-	-	0	0.00	0	0.00	
Minnesota [6]	1,073,040	37,900	3.53	339,346	31.62	146,990	13.70	77,482	7.22	-	-	-	-	-	-	-	-	-	13,004	1.21	458,318	42.71	0	0.00
Mississippi	494,644	45,021	9.10	47,545	9.61	-	-	121,275	24.52	14,510	2.93	440	0.09	0	0.00	1,809	0.37	0	0.00	11,115	2.25	252,929	51.13	



NVRA Table 2a: Application Sources – Total Forms Received

State	Total Applications	Application Source																			
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives—Advocacy Groups or Parties		Other Sources	
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Missouri	-	112,642	-	46,197	-	70,556	-	242,475	-	36,909	-	347	-	82	-	39	-	-	-	860	-
Montana	218,683	46,481	21.25	55,303	25.29	-	-	70,739	32.35	1,896	0.87	13	0.01	65	0.03	-	-	22,780	10.42	21,406	9.79
Nebraska	536,709	102,656	19.13	32,614	6.08	92,592	17.25	304,154	56.67	829	0.15	958	0.18	5	0.00	-	-	-	-	2,901	0.54
Nevada	656,208	66,955	10.20	12,890	1.96	158,936	24.22	143,882	21.93	34,823	5.31	1,220	0.19	303	0.05	1,607	0.24	235,592	35.90	0	0.00
New Hampshire [7]	308,432	718	0.23	307,714	99.77	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00
New Jersey	2,241,134	51,908	2.32	-	-	-	-	1,152,284	51.42	34,751	1.55	5,744	0.26	23,299	1.04	836,741	37.34	-	-	136,407	6.09
New Mexico	222,662	41,261	18.53	30,876	13.87	40,208	18.06	93,348	41.92	16,665	7.48	-	-	-	-	-	-	-	-	96	0.04
New York [8]	3,362,843	699,199	20.79	223,100	6.63	-	-	1,232,349	36.65	195,922	5.83	-	-	-	-	37,471	1.11	115,357	3.43	0	0.00
North Carolina	2,672,101	380,392	14.24	573,404	21.46	-	-	1,264,821	47.33	49,613	1.86	1,592	0.06	12	0.00	6,405	0.24	153,142	5.73	242,720	9.08
North Dakota [9]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-
Ohio	2,382,804	433,752	18.20	338,103	14.19	370,037	15.53	757,038	31.77	234,694	9.85	3,742	0.16	175	0.01	56,783	2.38	188,480	7.91	0	0.00
Oklahoma	546,938	107,325	19.62	95,968	17.55	11,284	2.06	249,945	45.70	33,061	6.04	857	0.16	14	0.00	31	0.01	-	-	48,453	8.86
Oregon [10]	1,352,332	86,549	6.40	69,313	5.13	235,766	17.43	929,912	68.76	6,251	0.46	6,260	0.46	-	-	16,556	1.22	-	-	1,725	0.13
Pennsylvania	2,860,609	171,174	5.98	33,404	1.17	356,421	12.46	1,966,892	68.76	74,203	2.59	1,126	0.04	12	0.00	-	-	61,605	2.15	195,772	6.84
Rhode Island	141,890	10,573	7.45	14,139	9.96	22,907	16.14	84,894	59.83	-	-	-	-	-	-	-	-	-	9,377	6.61	
South Carolina	1,435,340	328,431	22.88	244,489	17.03	120,082	8.37	688,261	47.95	44,505	3.10	580	0.04	663	0.05	-	-	-	-	8,329	0.58
South Dakota	135,610	18,628	13.74	34,398	25.37	0	0.00	72,884	53.75	2,921	2.15	22	0.02	5	0.00	1,827	1.35	4,940	3.64	37	0.03
Tennessee	1,070,697	272,668	25.47	170,068	15.88	185,208	17.30	326,827	30.52	47,315	4.42	92	0.01	11,936	1.11	12,159	1.14	8	0.00	44,416	4.15
Texas	6,652,574	1,737,096	26.11	639,775	9.62	160,556	2.41	3,143,865	47.26	196,317	2.95	10,046	0.15	8,973	0.13	128,187	1.93	103,100	1.55	514,949	7.74
U.S. Virgin Islands [11]	4,018	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	
Utah [12]	979,275	37,917	3.87	150,947	15.41	89,388	9.13	131,622	13.44	18	0.00	6	0.00	4	0.00	-	-	-	-	30,447	3.11
Vermont [13]	83,525	1,134	1.36	13,451	16.10	17,251	20.65	41,526	49.72	-	-	-	-	-	-	434	0.52	9,729	11.65	0	0.00
Virginia	4,027,142	112,872	2.80	98,286	2.44	271,961	6.75	3,306,668	82.11	6,031	0.15	265	0.01	27	0.00	18,643	0.46	121,633	3.02	90,756	2.25
Washington [14]	4,928,195	103,953	2.11	42,574	0.86	160,027	3.25	397,783	8.07	29,185	0.59	127	0.00	4,775	0.10	13,860	0.28	26,739	0.54	6,781	0.14
West Virginia	287,111	16,128	5.62	18,960	6.60	43,609	15.19	94,795	33.02	-	-	-	-	-	-	-	-	-	113,619	39.57	
Wisconsin [15]	685,702	24,132	3.52	83,610	12.19	156,503	22.82	-	-	-	-	-	-	-	-	-	-	-	2,303	0.34	
Wyoming [16]	76,144	1,229	1.61	74,915	98.39	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	
U.S. Total	79,854,972	9,050,646	11.27	6,996,437	9.02	11,253,404	16.10	35,330,384	44.86	1,626,156	2.08	96,107	0.13	65,737	0.09	1,657,593	2.77	2,215,034	3.80	5,133,476	6.43



## NVRA Table 2a Calculation Notes

- **Total Applications** uses question A3a.
- **Mail, Email, Fax, Total** uses question A4a.
- **Mail, Email, Fax, Pct.** uses question A4a divided by question A3a.
- **In-person, Total** uses question A4b.
- **In-person, Pct.** uses question A4b divided by question A3a.
- **Online, Total** uses question A4c.
- **Online, Pct.** uses question A4c divided by question A3a.
- **Motor Vehicle Offices, Total** uses question A4d.
- **Motor Vehicle Offices, Pct.** uses question A4d divided by question A3a.
- **Public Assistance Offices, Total** uses question A4e.
- **Public Assistance Offices, Pct.** uses question A4e divided by question A3a.
- **Disability Services Offices, Total** uses question A4f.
- **Disability Services Offices, Pct.** uses question A4f divided by question A3a.
- **Armed Forces Recruitment Offices, Total** uses question A4g.
- **Armed Forces Recruitment Offices, Pct.** uses question A4g divided by question A3a.
- **Other State Agencies, Total** uses question A4h.
- **Other State Agencies, Pct.** uses question A4h divided by question A3a.
- **Registration Drives, Total** uses question A4i.
- **Registration Drives, Pct.** uses question A4i divided by question A3a.
- **Other Sources, Total** uses questions A4j, A4k and A4l.
- **Other Sources, Pct.** uses the sum of questions A4j, A4k and A4l divided by question A3a.
- **Not Categorized, Total** uses question A3a minus the sum of questions A4a to A4l.
- **Not Categorized, Pct.** uses question A3a minus the sum of questions A4a to A4l, all divided by A3a.

## NVRA Table 2a Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation. For example, since several states did not have any data for Online registrations, their total



registrations, their total reported registrations (A3a) were not used for the calculation of “Online registrations as a percentage of the total registrations received” at the national level (i.e., U.S. Total).

- Negative numbers in the “Not Categorized” column indicate that the sum of registrations received by source account for more than the total number of registrations received reported by the state.
- The sum of the registrations received by source at the national level plus the total “not categorized” registrations does not add up to the total registrations received at the national level because Missouri reported data for items A4a – A4I (breakdown of registrations by source) but not for item A3a (total registrations), to which they responded “Data not available.”

[1] Colorado reported regarding A4h: “Other agencies not mandated by NVRA – Colorado does not track this.”

[2] Hawaii reported: “Unable to differentiate registration data”

[3] Idaho reported: “The Idaho statewide voter registration system only tracks how online voter registration applications are received by the county clerks. also, Idaho code did not allow for registration cards to be submitted via email. Idaho is not covered by the NVRA because of election day registration. So there are no forms from any of the agencies that the NVRA requires.” Idaho responded “Does not apply” to questions A4a to A4I.

[4] Maine reported: “Maine doesn't have Online registrations; does not track individual agencies; all grouped under A4-7k”

[5] Michigan reported: “A4c MI does not currently have an Online voter registration mechanism. Totals reflected here are a result existing voters changing address through Michigan’s expresssos.com and registration updates are secondary to address changes on a driver's license or personal ID card. A4c is a subset of A3f.”

[6] Minnesota reported: “Some questions not applicable because Minnesota is NVRA exempt.”

[7] New Hampshire reported: “Election day registration state, not subject to NVRA, no online voter registration”

[8] New York reported: “No way to differentiate between Online and paper registrations from the DMV”

[9] North Dakota does not have voter registration.

[10] Oregon reported: “Do not track registration form related to armed forces recruitment offices, registration drives, or number of invalid/rejected registrations. source of uncategorized registration cards not documented.”

[11] U.S. Virgin Islands responded “Does not apply” to items related to source of registration.



[12] Utah reported: “A4-A7 the statewide voter database does not require counties to select ‘how registered’ before saving a voter record; therefore it has been used inconsistently across counties (regarding the total numbers, the numbers of duplicates, and the numbers of invalid/rejected). The only field that is collected automatically is ‘Internet’ registration (A4c), however, this was not tracked until part way through the data collection, in 2018). Data is only collected in A5e-i, A6d-i when a county makes a selection in ‘how registered.’ Regarding A4h, A54, A6h, and A7h: there are not other agencies (not mandated by NVRA) in Utah. Regarding A4i, A5i, A6i, and A7i: data is not collected on registration drives by advocacy groups or political parties.”

[13] Vermont reported: “A4 e, f, & g, VT has compiled all registrations from agencies under the NVRA into the answer A4h. We do not break them out by these designations.”

[14] Washington reported: “Cross-county registrations are not tracked by method - Same day registrations cannot be accurately separated from in-state address changes that were processed after election day”

[15] Wisconsin reported: “1. Only military voters were able to register by fax or email in Wisconsin during the reporting period. 2. Wisconsin is exempt from NVRA and does not receive registrations from NVRA agencies and does not collect data on rejected registrations. 3. Election day registrations in A4k are under-reported in some jurisdiction because of mis-coded registrations.”

[16] Wyoming reported: “Wyoming is exempt from NVRA.”



NVRA Table 2b: Application Sources – New Registrations

State	Total New Registrations	Application Source																					
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives— Advocacy Groups or Parties		Other Sources			
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.		
Alabama	569,730	16,038	2.82	33,647	5.91	104,620	18.36	357,839	62.81	18,329	3.22	2,457	0.43	92	0.02	4,800	0.84	18,673	3.28	13,235	2.32	0	0.00
Alaska	80,446	2,610	3.24	3,578	4.45	5,842	7.26	20,490	25.47	1,386	1.72	39	0.05	124	0.15	56	0.07	0	0.00	46,321	57.58	0	0.00
American Samoa	782	1	0.13	781	99.87	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Arizona	646,554	59,079	9.14	7,980	1.23	127,189	19.67	380,693	58.88	3,546	0.55	224	0.03	653	0.10	4,383	0.68	52,914	8.18	9,883	1.53	10	0.00
Arkansas	214,677	34,268	15.96	29,927	13.94	-	-	131,967	61.47	11,110	5.18	249	0.12	11	0.01	801	0.37	4,010	1.87	2,409	1.12	-75	-0.03
California	2,481,206	290,000	11.69	173,212	6.98	1,156,687	46.62	472,835	19.06	24,879	1.00	1,077	0.04	2,080	0.08	64,256	2.59	50,662	2.04	78,963	3.18	166,555	6.71
Colorado [1]	378,688	18,023	4.76	7,184	1.90	51,072	13.49	250,475	66.14	9,047	2.39	48	0.01	6	0.00	-	-	27,909	7.37	14,924	3.94	0	0.00
Connecticut	259,386	33,599	12.95	44,385	17.11	79,363	30.60	94,848	36.57	3,316	1.28	32	0.01	434	0.17	427	0.16	-	-	2,982	1.15	0	0.00
Delaware	67,236	1,171	1.74	1,573	2.34	4,120	6.13	57,846	86.03	609	0.91	0	0.00	0	0.00	507	0.75	948	1.41	462	0.69	0	0.00
District of Columbia	58,684	204	0.35	8,761	14.93	8,444	14.39	38,245	65.17	55	0.09	19	0.03	12	0.02	2	0.00	71	0.12	2,871	4.89	0	0.00
Florida	1,148,128	78,964	6.88	114,565	9.98	110,249	9.60	749,738	65.30	6,097	0.53	385	0.03	53	0.00	6,342	0.55	82,597	7.19	0	0.00	-862	-0.08
Georgia	902,006	92,205	10.22	22,938	2.54	67,085	7.44	697,335	77.31	10,004	1.11	8,253	0.91	15	0.00	-	-	-	-	4,171	0.46	0	0.00
Guam	10,433	-	-	-	-	-	-	38	0.36	1,105	10.59	-	-	-	-	-	-	-	-	0	0.00	9,290	89.04
Hawaii [2]	75,706	-	-	-	-	15,016	19.83	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	60,690	80.17
Idaho [3]	156,602	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	156,602	100.00
Illinois [4]	-	291,381	-	142,584	-	723,761	-	584,558	-	69,694	-	4,398	-	736	-	79,412	-	127,221	-	0	-	-	-
Indiana	387,560	67,233	17.35	872	0.22	71,203	18.37	175,366	45.25	6,549	1.69	137	0.04	113	0.03	5	0.00	0	0.00	47,166	12.17	18,916	4.88
Iowa	111,698	7,822	7.00	18,009	16.12	1,178	1.05	73,675	65.96	1,418	1.27	19	0.02	8	0.01	55	0.05	-	-	9,514	8.52	0	0.00
Kansas	236,774	21,057	8.89	19,368	8.18	57,528	24.30	111,248	46.98	485	0.20	58	0.02	5	0.00	1,063	0.45	14,470	6.11	10,768	4.55	724	0.31
Kentucky	193,967	3,799	1.96	25,748	13.27	28,231	14.55	128,841	66.42	2,629	1.36	579	0.30	164	0.08	-	-	-	-	3,966	2.04	10	0.01
Louisiana	213,751	38,581	18.05	15,249	7.13	65,401	30.60	78,916	36.92	12,282	5.75	1,736	0.81	244	0.11	-	-	1,342	0.63	0	0.00	0	0.00
Maine [5]	52,127	3,430	6.58	41,692	79.98	-	-	1,240	2.38	-	-	-	-	-	-	-	-	3,080	5.91	2,685	5.15	0	0.00
Maryland	339,607	22,849	6.73	12,898	3.80	36,035	10.61	305,388	89.92	3,920	1.15	86	0.03	53	0.02	4,748	1.40	-	-	20,630	6.07	-67,000	-19.73
Massachusetts	327,104	50,736	15.51	26,398	8.07	108,119	33.05	126,877	38.79	12,652	3.87	1,321	0.40	-	-	1,001	0.31	-	-	0	0.00	0	0.00
Michigan	1,164,718	32,860	2.82	84,106	7.22	-	-	1,046,191	89.82	1,329	0.11	194	0.02	38	0.00	-	-	-	-	0	0.00	0	0.00
Minnesota [6]	278,842	18,102	6.49	150,221	53.87	78,019	27.98	22,668	8.13	-	-	-	-	-	-	-	-	8,484	3.04	1,348	0.48	0	0.00
Mississippi	187,828	45,021	23.97	47,545	25.31	-	-	69,255	36.87	14,510	7.73	440	0.23	0	0.00	1,809	0.96	0	0.00	9,248	4.92	0	0.00



NVRA Table 2b: Application Sources – New Registrations

State	Total New Registrations	Application Source																					
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives—Advocacy Groups or Parties		Other Sources			
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.		
Missouri [7]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-		
Montana	42,251	6,536	15.47	8,348	19.76	-	-	19,874	47.04	389	0.92	1	0.00	9	0.02	-	-	5,840	13.82	1,254	2.97	0	0.00
Nebraska	132,848	22,864	17.21	1,814	1.37	22,809	17.17	84,906	63.91	195	0.15	10	0.01	2	0.00	-	-	-	-	248	0.19	0	0.00
Nevada	189,615	20,261	10.69	4,128	2.18	37,778	19.92	69,011	36.40	7,545	3.98	227	0.12	289	0.15	156	0.08	50,220	26.49	0	0.00	0	0.00
New Hampshire [8]	51,752	280	0.54	51,472	99.46	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
New Jersey	528,963	1,037	0.20	-	-	-	-	346,879	65.58	15,238	2.88	1,217	0.23	572	0.11	147,206	27.83	-	-	13,383	2.53	3,431	0.65
New Mexico	70,177	8,273	11.79	8,713	12.42	9,684	13.80	35,750	50.94	7,606	10.84	-	-	-	-	-	-	-	40	0.06	111	0.16	
New York [9]	1,046,742	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	1,046,742	100.00	
North Carolina	916,291	100,192	10.93	127,084	13.87	-	-	575,829	62.84	24,249	2.65	867	0.09	3	0.00	40	0.00	74,565	8.14	13,462	1.47	0	0.00
North Dakota [10]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
Ohio	848,402	138,259	16.30	108,191	12.75	175,371	20.67	299,391	35.29	48,411	5.71	1,297	0.15	71	0.01	29,080	3.43	48,331	5.70	0	0.00	0	0.00
Oklahoma	264,757	65,916	24.90	53,351	20.15	-	-	113,915	43.03	22,918	8.66	638	0.24	8	0.00	13	0.00	-	-	7,998	3.02	0	0.00
Oregon [11]	371,614	15,329	4.12	16,592	4.46	38,150	10.27	292,157	78.62	2,145	0.58	1,926	0.52	-	-	5,008	1.35	-	-	307	0.08	0	0.00
Pennsylvania	445,277	58,912	13.23	6,074	1.36	127,001	28.52	182,456	40.98	16,357	3.67	521	0.12	6	0.00	-	-	33,515	7.53	20,435	4.59	0	0.00
Rhode Island	80,687	5,218	6.47	8,527	10.57	12,603	15.62	51,032	63.25	-	-	-	-	-	-	-	-	-	-	3,307	4.10	0	0.00
South Carolina	172,514	11,671	6.77	3,466	2.01	45,625	26.45	110,065	63.80	1,686	0.98	1	0.00	0	0.00	-	-	-	-	0	0.00	0	0.00
South Dakota	47,404	5,920	12.49	8,694	18.34	-	-	28,150	59.38	1,240	2.62	9	0.02	2	0.00	653	1.38	2,813	5.93	36	0.08	-113	-0.24
Tennessee	545,243	108,125	19.83	73,024	13.39	133,603	24.50	199,527	36.59	20,394	3.74	61	0.01	6,715	1.23	2,751	0.50	8	0.00	1,025	0.19	0	0.00
Texas	2,749,990	754,674	27.44	220,553	8.02	15,997	0.58	1,312,533	47.73	70,229	2.55	7,163	0.26	7,170	0.26	33,764	1.23	48,127	1.75	109,961	4.00	169,819	6.18
U.S. Virgin Islands	4,018	-	-	4,018	100.00	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
Utah [12]	151,215	31,521	20.85	5,610	3.71	38,059	25.17	113,968	75.37	17	0.01	5	0.00	3	0.00	-	-	-	-	0	0.00	-37,968	-25.11
Vermont [13]	78,010	1,134	1.45	13,451	17.24	15,437	19.79	37,825	48.49	-	-	-	-	-	-	434	0.56	9,729	12.47	0	0.00	0	0.00
Virginia	499,584	38,140	7.63	46,144	9.24	71,592	14.33	286,133	57.27	2,794	0.56	138	0.03	12	0.00	796	0.16	53,614	10.73	221	0.04	0	0.00
Washington	648,528	69,055	10.65	38,886	6.00	147,347	22.72	335,243	51.69	18,334	2.83	109	0.02	2,071	0.32	13,641	2.10	22,092	3.41	1,750	0.27	0	0.00
West Virginia	76,858	6,890	8.96	10,736	13.97	13,365	17.39	42,904	55.82	-	-	-	-	-	-	-	-	-	2,963	3.86	0	0.00	
Wisconsin [14]	343,667	7,946	2.31	29,935	8.71	156,499	45.54	-	-	-	-	-	-	-	-	-	-	1,170	0.34	148,117	43.10	0	0.00
Wyoming [15]	22,239	692	3.11	21,547	96.89	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
<b>U.S. Total</b>	<b>20,872,886</b>	<b>2,707,878</b>	<b>12.34</b>	<b>1,903,579</b>	<b>9.24</b>	<b>3,960,082</b>	<b>20.02</b>	<b>10,514,120</b>	<b>51.79</b>	<b>474,698</b>	<b>2.18</b>	<b>35,941</b>	<b>0.17</b>	<b>21,774</b>	<b>0.12</b>	<b>403,209</b>	<b>2.19</b>	<b>742,405</b>	<b>4.28</b>	<b>606,063</b>	<b>2.90</b>	<b>1,526,882</b>	<b>7.32</b>



## NVRA Table 2b Calculation Notes

- (1) **Total New Registrations** uses question A3b
- (2) **Mail, Email, Fax, Total** uses question A5a.
- (3) **Mail, Email, Fax, Pct.** uses question A5a divided by question A3b.
- (4) **In-person, Total** uses question A5b.
- (5) **In-person, Pct.** uses question A5b divided by question A3b.
- (6) **Online, Total** uses question A5c.
- (7) **Online, Pct.** uses question A5c divided by question A3b.
- (8) **Motor Vehicle Offices, Total** uses question A5d.
- (9) **Motor Vehicle Offices, Pct.** uses question A5d divided by question A3b.
- (10) **Public Assistance Offices, Total** uses question A5e.
- (11) **Public Assistance Offices, Pct.** uses question A5e divided by question A3b.
- (12) **Disability Services Offices, Total** uses question A5f.
- (13) **Disability Services Offices, Pct.** uses question A5f divided by question A3b.
- (14) **Armed Forces Recruitment Offices, Total** uses question A5g.
- (15) **Armed Forces Recruitment Offices, Pct.** uses question A5g divided by question A3b.
- (16) **Other State Agencies, Total** uses question A5h.
- (17) **Other State Agencies, Pct.** uses question A5h divided by question A3b.
- (18) **Registration Drives, Total** uses question A5i.
- (19) **Registration Drives, Pct.** uses question A5i divided by question A3b.
- (20) **Other Sources, Total** uses questions A5j, A5k and A5l.
- (21) **Other Sources, Pct.** uses the sum of questions A5j, A5k and A5l divided by question A3b.
- (22) **Not Categorized, Total** uses question A3b minus the sum of questions A5a to A5l.
- (23) **Not Categorized, Pct.** uses question A3b minus the sum of questions A5a to A5l, all divided by A3b.

## NVRA Table 2b Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.



- Negative numbers in the “Not Categorized” column indicate that the sum of new registrations received by source account for more than the total number of new registrations received reported by the state.
- The sum of new registrations received by source at the national level plus the total “not categorized” new registrations does not add up to the total new registrations received at the national level because Illinois reported data for items A5a – A5l (breakdown of new registrations by source) but not for item A3b (total new registrations).

[1] Colorado reported regarding A5h: “Other agencies not mandated by NVRA – Colorado does not track this.”

[2] Hawaii reported: “Unable to differentiate registration data”

[3] Idaho reported: “The Idaho statewide voter registration system only tracks how online voter registration applications are received by the county clerks. Also, Idaho code did not allow for registration cards to be submitted via email. Idaho is not covered by the NVRA because of election day registration. So there are no forms from any of the agencies that the NVRA requires.”

[4] Illinois responded “Data not available” to item A3b (Total new registrations). Since item A3b is used to calculate the percentages in this table, all the percentage cells are blank for Illinois and only their totals per registration source are reported.

[5] Maine reported: “Maine doesn't have Online registrations; does not track individual agencies; all grouped under A4-7k”

[6] Minnesota reported: “Some questions not applicable because Minnesota is NVRA exempt.”

[7] Missouri responded “Does not apply” to all the items reported in this table.

[8] New Hampshire reported: “Election day registration state, not subject to NVRA, no online voter registration”

[9] New York responded “Data not available” to items A5a to A5l.

[10] North Dakota does not have voter registration.

[11] Oregon reported: “Do not track registration form related to armed forces recruitment offices, registration drives, or number of invalid/rejected registrations. source of uncategorized registration cards not documented.”

[12] Utah reported: “A4-A7 the statewide voter database does not require counties to select ‘how registered’ before saving a voter record; therefore it has been used inconsistently across counties (regarding the total numbers, the numbers of duplicates, and the numbers of invalid/rejected). The only field that is collected automatically is ‘Internet’ registration (A4c), however, this was not tracked until part way through the data collection, in 2018). Data is only collected in A5e-i, A6d-i when a county makes a selection in ‘how registered.’ regarding A4h, A54, A6h, and A7h: there are not other agencies (not mandated by NVRA) in Utah. regarding A4i, A5i, A6i, and A7i: data is not collected on registration drives by advocacy groups or political parties.”



[13] Vermont reported: "A5 e, f, & g, VT has compiled all registrations from agencies under the NVRA into the answer A5h. We do not break them out by these designations."

[14] Wisconsin reported: "1. Only military voters were able to register by fax or email in Wisconsin during the reporting period. 2. Wisconsin is exempt from NVRA and does not receive registrations from NVRA agencies and does not collect data on rejected registrations. 3. Election day registrations in A4k are under-reported in some jurisdiction because of mis-coded registrations."

[15] Wyoming reported: "Wyoming is exempt from NVRA."



**NVRA Table 2c: Application Sources – Duplicate Registrations**

State	Total Duplicate Applications	Application Source																					
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives— Advocacy Groups or Parties		Other Sources			
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.		
Alabama [1]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-		
Alaska	4,485	580	12.93	2,691	60.00	538	12.00	418	9.32	78	1.74	1	0.02	24	0.54	1	0.02	0	0.00	154	3.43	0	0.00
American Samoa	214	0	0.00	214	100.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Arizona	68,885	16,222	23.55	1,004	1.46	1,567	2.27	38,461	55.83	316	0.46	54	0.08	138	0.20	2,328	3.38	5,342	7.75	3,453	5.01	0	0.00
Arkansas [2]	-	0	-	0	-	-	-	0	-	0	-	0	-	0	-	0	-	0	-	0	-	-	-
California	1,189,252	265,454	22.32	176,757	14.86	979,465	82.36	726,609	61.10	13,072	1.10	182	0.02	867	0.07	3,741	0.31	15,936	1.34	32,588	2.74	1,025,419	86.22
Colorado [3]	4,010	275	6.86	60	1.50	536	13.37	2,568	64.04	411	10.25	1	0.02	0	0.00	-	-	99	2.47	60	1.50	0	0.00
Connecticut [4]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	-
Delaware	59,177	237	0.40	116	0.20	2,233	3.77	56,036	94.69	62	0.10	0	0.00	0	0.00	2	0.00	83	0.14	408	0.69	0	0.00
District of Columbia	13,869	221	1.59	932	6.72	1,037	7.48	3,669	26.45	3	0.02	21	0.15	1	0.01	16	0.12	21	0.15	7,948	57.31	0	0.00
Florida	8,234	1,264	15.35	1,215	14.76	494	6.00	3,438	41.75	94	1.14	2	0.02	0	0.00	52	0.63	1,656	20.11	19	0.23	0	0.00
Georgia	444,326	7,164	1.61	1,803	0.41	11,797	2.66	421,742	94.92	85	0.02	928	0.21	0	0.00	-	-	-	-	807	0.18	0	0.00
Guam	4	-	-	4	100.00	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
Hawaii [4]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	-
Idaho [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	-
Illinois	102,620	10,260	10.00	5,314	5.18	20,815	20.28	35,907	34.99	12,768	12.44	989	0.96	2	0.00	13,017	12.68	3,527	3.44	0	0.00	21	0.02
Indiana	127,901	23,481	18.36	198	0.15	23,428	18.32	55,155	43.12	3,146	2.46	65	0.05	275	0.22	1	0.00	0	0.00	17,989	14.06	4,163	3.25
Iowa	33,227	2,980	8.97	7,730	23.26	371	1.12	12,338	37.13	309	0.93	15	0.05	4	0.01	26	0.08	-	-	9,454	28.45	0	0.00
Kansas [4]	0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	0	-	-
Kentucky [5]	-	-	-	-	-	0	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	-
Louisiana	12,028	3,138	26.09	121	1.01	2,996	24.91	2,131	17.72	3,394	28.22	142	1.18	3	0.02	-	-	103	0.86	0	0.00	0	0.00
Maine [6]	2,948	308	10.45	1,559	52.88	-	-	660	22.39	-	-	-	-	-	-	-	-	76	2.58	345	11.70	0	0.00
Maryland	3,455	386	11.17	493	14.27	357	10.33	1,573	45.53	73	2.11	0	0.00	0	0.00	120	3.47	-	-	453	13.11	0	0.00
Massachusetts	277,689	3,390	1.22	980	0.35	178,721	64.36	91,197	32.84	3,222	1.16	39	0.01	-	-	140	0.05	-	-	0	0.00	0	0.00
Michigan	160,777	8,825	5.49	4,203	2.61	0	0.00	146,705	91.25	950	0.59	87	0.05	7	0.00	-	-	-	-	0	0.00	0	0.00
Minnesota [7]	94,471	6,492	6.87	40,996	43.40	11,328	11.99	28,674	30.35	-	-	-	-	-	-	-	-	1,824	1.93	5,157	5.46	0	0.00
Mississippi	52,020	0	0.00	0	0.00	-	-	52,020	100.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00



NVRA Table 2c: Application Sources – Duplicate Registrations

State	Total Duplicate Applications	Application Source																					
		Mail, email, fax.		In-person		Online		Motor Vehicle Offices		Public Assistance Offices		Disability Services Offices		Armed Forces Recruitment Offices		Other State Agencies		Registration Drives—Advocacy Groups or Parties		Other Sources			
		Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.		
Missouri [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-		
Montana	10,704	2,978	27.82	444	4.15	-	-	5,444	50.86	244	2.28	0	0.00	0	0.00	-	-	1,112	10.39	482	4.50	0	0.00
Nebraska	42,837	7,950	18.56	1,015	2.37	9,080	21.20	23,200	54.16	3	0.01	917	2.14	0	0.00	-	-	-	-	672	1.57	0	0.00
Nevada	9,833	317	3.22	91	0.93	406	4.13	3,396	34.54	363	3.69	18	0.18	0	0.00	24	0.24	5,218	53.07	0	0.00	0	0.00
New Hampshire [8]	1,885	10	0.53	1,875	99.47	-	-	-	-	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
New Jersey	63,002	252	0.40	-	-	-	-	36,970	58.68	1,852	2.94	40	0.06	123	0.20	22,353	35.48	-	-	1,194	1.90	218	0.35
New Mexico [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
New York	411,170	209,385	50.92	7,213	1.75	-	-	171,208	41.64	11,289	2.75	-	-	178	0.04	11,897	2.89	-	-	0	0.00	0	0.00
North Carolina	660,201	164,991	24.99	189,630	28.72	-	-	169,406	25.66	6,376	0.97	224	0.03	5	0.00	6,189	0.94	22,622	3.43	100,758	15.26	0	0.00
North Dakota [9]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
Ohio	450,301	74,343	16.51	55,093	12.23	39,633	8.80	135,892	30.18	75,866	16.85	1,052	0.23	39	0.01	9,121	2.03	59,262	13.16	0	0.00	0	0.00
Oklahoma	913	161	17.63	135	14.79	0	0.00	403	44.14	75	8.21	4	0.44	0	0.00	2	0.22	-	-	133	14.57	0	0.00
Oregon [10]	1,114	292	26.21	208	18.67	209	18.76	328	29.44	22	1.97	33	2.96	-	-	18	1.62	-	-	4	0.36	0	0.00
Pennsylvania	261,710	11,194	4.28	3,221	1.23	23,186	8.86	202,504	77.38	9,971	3.81	75	0.03	-	-	-	-	2,270	0.87	9,289	3.55	0	0.00
Rhode Island [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
South Carolina [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
South Dakota	112	44	39.29	47	41.96	0	0.00	3	2.68	8	7.14	0	0.00	0	0.00	1	0.89	9	8.04	0	0.00	0	0.00
Tennessee	87,253	20,758	23.79	3,247	3.72	21,451	24.58	37,695	43.20	3,079	3.53	2	0.00	517	0.59	463	0.53	0	0.00	41	0.05	0	0.00
Texas	1,020,542	151,605	14.86	46,155	4.52	20,624	2.02	661,939	64.86	36,702	3.60	514	0.05	383	0.04	13,174	1.29	12,152	1.19	29,538	2.89	47,756	4.68
U.S. Virgin Islands [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
Utah [12]	4,299	611	14.21	8	0.19	-	-	10	0.23	-	-	-	-	-	-	-	-	-	0	0.00	3,670	85.37	
Vermont [13]	3,376	-	-	-	-	1,595	47.25	1,781	52.75	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
Virginia	1,654,279	18,218	1.10	6,587	0.40	44,222	2.67	1,562,403	94.45	758	0.05	39	0.00	2	0.00	3,747	0.23	13,360	0.81	4,943	0.30	0	0.00
Washington	134,538	34,557	25.69	3,685	2.74	12,422	9.23	62,119	46.17	10,160	7.55	16	0.01	2,621	1.95	203	0.15	4,082	3.03	4,673	3.47	0	0.00
West Virginia	3,428	-	-	-	-	285	8.31	3,143	91.69	-	-	-	-	-	-	-	-	-	0	0.00	0	0.00	
Wisconsin	9,662	476	4.93	807	8.35	0	0.00	-	-	-	-	-	-	-	-	-	-	18	0.19	8,361	86.53	0	0.00
Wyoming [4]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-	
<b>U.S. Total</b>	<b>7,490,751</b>	<b>1,048,819</b>	<b>14.01</b>	<b>565,851</b>	<b>7.63</b>	<b>1,408,796</b>	<b>22.42</b>	<b>4,757,145</b>	<b>63.60</b>	<b>194,751</b>	<b>2.64</b>	<b>5,460</b>	<b>0.08</b>	<b>5,189</b>	<b>0.08</b>	<b>86,636</b>	<b>1.35</b>	<b>148,772</b>	<b>2.46</b>	<b>238,923</b>	<b>3.19</b>	<b>-969,591</b>	<b>12.94</b>



## NVRA Table 2c Calculation Notes

- (1) **Total Duplicate Registrations** uses question A3d.
- (2) **Mail, Email, Fax, Total** uses question A6a.
- (3) **Mail, Email, Fax, Pct.** uses question A6a divided by question A3d.
- (4) **In-person, Total** uses question A6b.
- (5) **In-person, Pct.** uses question A6b divided by question A3d.
- (6) **Online, Total** uses question A6c.
- (7) **Online, Pct.** uses question A6c divided by question A3d.
- (8) **Motor Vehicle Offices, Total** uses question A6d.
- (9) **Motor Vehicle Offices, Pct.** uses question A6d divided by question A3d.
- (10) **Public Assistance Offices, Total** uses question A6e.
- (11) **Public Assistance Offices, Pct.** uses question A6e divided by question A3d.
- (12) **Disability Services Offices, Total** uses question A6f.
- (13) **Disability Services Offices, Pct.** uses question A6f divided by question A3d.
- (14) **Armed Forces Recruitment Offices, Total** uses question A6g.
- (15) **Armed Forces Recruitment Offices, Pct.** uses question A6g divided by question A3d.
- (16) **Other State Agencies, Total** uses question A6h.
- (17) **Other State Agencies, Pct.** uses question A6h divided by question A3d.
- (18) **Registration Drives, Total** uses question A6i.
- (19) **Registration Drives, Pct.** uses question A6i divided by question A3d.
- (20) **Other Sources, Total** uses questions A6j, A6k and A6l.
- (21) **Other Sources, Pct.** uses the sum of questions A6j, A6k and A6l divided by question A3d.
- (22) **Not Categorized, Total** uses question A3d minus the sum of questions A6a to A6l.
- (23) **Not Categorized, Pct.** uses question A3d minus the sum of questions A6a to A6l, all divided by A3d.

## NVRA Table 2c Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.



- Negative numbers in the “Not Categorized” column indicate that the sum of duplicate registrations received by source account for more than the total number of duplicate registrations received reported by the state.

[1] Alabama responded “Data not available” for items in A6. Alabama reported: “Alabama does not track duplicates through registration form source”

[2] Arkansas responded “Data not available” to question A3d (Total duplicate registrations), “Does not apply” to question A6c (duplicate Online registrations), and zero to the rest of the items involved in this table.

[3] Colorado reported regarding A6h: “Other agencies not mandated by NVRA – Colorado does not track this.”

[4] Responded “Data not available” to all or most of the items involved in the table.

[5] Responded “Does not apply” to all or most of the items involved in the table.

[6] Maine reported: “Maine doesn't have Online registrations; does not track individual agencies; all grouped under A4-7k”

[7] Minnesota reported: “Some questions not applicable because Minnesota is NVRA exempt.”

[8] New Hampshire reported: “Election day registration state, not subject to NVRA, no online voter registration”

[9] North Dakota does not have voter registration.

[10] Oregon reported: “Do not track registration form related to armed forces recruitment offices, registration drives, or number of invalid/rejected registrations. source of uncategorized registration cards not documented.”

[12] Utah reported: “A4-A7 the statewide voter database does not require counties to select ‘how registered’ before saving a voter record; therefore it has been used inconsistently across counties (regarding the total numbers, the numbers of duplicates, and the numbers of invalid/rejected). The only field that is collected automatically is ‘Internet’ registration (A4c), however, this was not tracked until part way through the data collection, in 2018). Data is only collected in A5e-i, A6d-i when a county makes a selection in ‘how registered.’ Regarding A4h, A54, A6h, and A7h: there are not other agencies (not mandated by NVRA) in Utah. Regarding A4i, A5i, A6i, and A7i: data is not collected on registration drives by advocacy groups or political parties.”

[13] Vermont reported: “A6 & 7 e, f & g are not reported because we do not enter these registrations into our system because they are received as a paper registration. Clerks do not track the rejections or duplicates.”

[14] Wisconsin reported: “1. Only military voters were able to register by fax or email in Wisconsin during the reporting period. 2. Wisconsin is exempt from NVRA and does not receive registrations from NVRA agencies and does not collect data on rejected registrations. 3. Election day registrations in A4k are under-reported in some jurisdiction because of mis-coded registrations.”



NVRA Table 3a: Voter List Maintenance – Confirmation Notices

State	Confirmation Notices Sent		Result of Confirmation Notice											
			Received Confirmation From Voter				Confirmation Returned as Undeliverable		Status Unknown		Other		Not Categorized	
	Total	Pct. Active Voters	Valid	Invalid	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Alabama	416,632	13.17	5,984	1.44	42,411	10.18	229,407	55.06	138,830	33.32	0	0.00	0	0.00
Alaska [1]	122,433	21.41	3,120	2.55	-	-	29,858	24.39	80,192	65.50	0	0.00	9,263	7.57
American Samoa [2]	0	0.00	0	-	0	-	0	-	0	-	0	-	0	-
Arizona	2,154,139	57.98	87,220	4.05	49,763	2.31	242,934	11.28	1,776,074	82.45	0	0.00	-1,852	-0.09
Arkansas	239,184	16.42	85,260	35.65	20,386	8.52	33,510	14.01	100,773	42.13	0	0.00	-745	-0.31
California	2,586,236	13.11	430,577	16.65	317,788	12.29	162,129	6.27	987,932	38.20	347,959	13.45	339,851	13.14
Colorado	323,475	9.44	6,595	2.04	4,447	1.37	-	-	312,433	96.59	0	0.00	0	0.00
Connecticut	284,361	12.96	111,798	39.32	-	-	-	-	172,831	60.78	0	0.00	-268	-0.09
Delaware	36,804	5.47	23,205	63.05	653	1.77	10,489	28.50	2,457	6.68	0	0.00	0	0.00
District of Columbia	187,116	36.57	10,259	5.48	10,835	5.79	21,223	11.34	112,621	60.19	32,178	17.20	0	0.00
Florida	1,135,237	8.55	90,332	7.96	131,311	11.57	340,116	29.96	572,291	50.41	714	0.06	473	0.04
Georgia	478,295	7.43	36,452	7.62	3,401	0.71	73,292	15.32	365,150	76.34	0	0.00	0	0.00
Guam	760	1.36	760	100.00	-	-	-	-	-	-	0	0.00	0	0.00
Hawaii	795,026	111.54	0	0.00	0	0.00	340	0.04	794,686	99.96	0	0.00	0	0.00
Idaho [3]	106,420	11.60	-	-	-	-	-	-	-	-	0	0.00	106,420	100.00
Illinois	585,296	7.23	92,643	15.83	205,078	35.04	83,927	14.34	203,648	34.79	0	0.00	0	0.00
Indiana [3]	-	-	-	-	-	-	-	-	-	-	0	-	-	-
Iowa [4]	204,815	10.05	-	-	-	-	-	-	137,011	66.90	0	0.00	67,804	33.10
Kansas [5]	228,732	13.69	14,750	6.45	32,535	14.22	13,888	6.07	169,596	74.15	0	0.00	-2,037	-0.89
Kentucky [6]	614,210	18.05	-	-	-	-	264,472	43.06	350,535	57.07	0	0.00	-797	-0.13
Louisiana [3]	364,221	12.75	-	-	-	-	-	-	-	-	0	0.00	364,221	100.00
Maine	125	0.01	0	0.00	27	21.60	0	0.00	66	52.80	32	25.60	0	0.00
Maryland [7]	872,626	22.07	10,743	1.23	38,160	4.37	-	-	823,723	94.40	0	0.00	0	0.00
Massachusetts [3]	543,177	13.76	-	-	-	-	-	-	-	-	543,177	100.00	0	0.00
Michigan	170,881	2.63	119	0.07	17,050	9.98	27,247	15.95	126,465	74.01	0	0.00	0	0.00
Minnesota [3]	75,474	2.21	-	-	-	-	-	-	-	-	75,474	100.00	0	0.00
Mississippi	103,627	5.51	-	-	0	0.00	-	-	103,627	100.00	0	0.00	0	0.00



NVRA Table 3a: Voter List Maintenance – Confirmation Notices

State	Confirmation Notices Sent		Result of Confirmation Notice											
			Received Confirmation From Voter				Confirmation Returned as Undeliverable		Status Unknown		Other		Not Categorized	
			Valid		Invalid				Total	Pct.	Total	Pct.	Total	Pct.
	Total	Pct. Active Voters	Total	Pct.	Total	Pct.			Total	Pct.	Total	Pct.	Total	Pct.
Missouri	472,431	12.42	8,228	1.74	-	-	96,344	20.39	-	-	124,745	26.40	243,114	51.46
Montana	84,153	13.65	6,543	7.78	1,491	1.77	20,992	24.95	54,914	65.25	213	0.25	0	0.00
Nebraska	168,746	15.38	25,082	14.86	24,737	14.66	17,114	10.14	101,813	60.34	0	0.00	0	0.00
Nevada	259,573	16.60	83,533	32.18	14,823	5.71	115,888	44.65	45,329	17.46	0	0.00	0	0.00
New Hampshire	32,362	3.28	314	0.97	-	-	4,769	14.74	27,281	84.30	0	0.00	-2	-0.01
New Jersey [4]	348,453	6.39	-	-	-	-	-	-	-	-	0	0.00	348,453	100.00
New Mexico	54,022	7.74	1,488	2.75	155	0.29	14,414	26.68	37,965	70.28	0	0.00	0	0.00
New York	405,036	3.47	16,980	4.19	28,922	7.14	44,680	11.03	166,330	41.07	0	0.00	148,124	36.57
North Carolina	1,024,832	17.38	-	-	-	-	333,952	32.59	630,339	61.51	60,541	5.91	0	0.00
North Dakota [8]	-	-	-	-	-	-	-	-	-	-	0	-	-	-
Ohio	860,060	10.66	158,414	18.42	35,483	4.13	66,034	7.68	600,129	69.78	0	0.00	0	0.00
Oklahoma	264,386	14.23	36,692	13.88	6,228	2.36	31,723	12.00	189,743	71.77	0	0.00	0	0.00
Oregon [4]	329,246	11.98	-	-	-	-	-	-	-	-	329,246	100.00	0	0.00
Pennsylvania	373,994	4.83	40,308	10.78	40,041	10.71	17,597	4.71	276,048	73.81	0	0.00	0	0.00
Rhode Island [4]	11,069	1.50	-	-	-	-	-	-	11,069	100.00	0	0.00	0	0.00
South Carolina	275,463	7.78	36,340	13.19	2,156	0.78	47,010	17.07	185,729	67.42	4,228	1.53	0	0.00
South Dakota	31,036	5.75	728	2.35	782	2.52	21,323	68.70	8,203	26.43	0	0.00	0	0.00
Tennessee	186,429	4.95	20,789	11.15	5,337	2.86	27,573	14.79	132,730	71.20	0	0.00	0	0.00
Texas	1,850,540	13.42	345,545	18.67	52,790	2.85	208,780	11.28	970,963	52.47	36,714	1.98	235,748	12.74
U.S. Virgin Islands [3]	-	-	-	-	-	-	-	-	-	-	0	-	-	-
Utah [9]	102,781	7.17	98	0.10	4,137	4.03	17,544	17.07	-	-	0	0.00	81,002	78.81
Vermont [3]	625	0.14	-	-	-	-	-	-	-	-	625	100.00	0	0.00
Virginia	422,514	8.01	61,731	14.61	-	-	7,289	1.73	353,494	83.66	0	0.00	0	0.00
Washington	556,320	12.75	177,904	31.98	173,173	31.13	72,020	12.95	263,791	47.42	0	0.00	-130,568	-23.47
West Virginia	124,880	12.98	18,806	15.06	1,019	0.82	11,850	9.49	86,687	69.42	6,518	5.22	0	0.00
Wisconsin [10]	723,171	21.01	34,481	4.77	-	-	238,308	32.95	450,382	62.28	0	0.00	0	0.00
Wyoming [11]	3,697	1.30	613	16.58	-	-	621	16.80	2,395	64.78	68	1.84	0	0.00
U.S. Total	21,595,121	11.58	2,084,434	11.67	1,265,119	7.95	2,948,657	16.36	11,926,275	61.95	1,562,432	7.24	1,808,204	8.37



## NVRA Table 3a Calculation Notes

- (1) Confirmation Notices Sent, Total uses question A8a.
- (2) Confirmation Notices Sent as Pct. of Active Voters uses question A8a divided by question A1b.
- (3) Confirmation Notices Received - Valid, Total uses question A8b.
- (4) Confirmation Notices Received - Valid, Pct. uses question A8b divided by question A8a.
- (5) Confirmation Notices Received - Invalid, Total uses question A8c.
- (6) Confirmation Notices Received - Invalid, Pct. uses question A8c divided by question A8a.
- (7) Confirmation Notice Returned Undeliverable, Total uses question A8d.
- (8) Confirmation Notice Returned Undeliverable, Pct. uses question A8d divided by question A8a.
- (9) Status Unknown, Total uses question A8e.
- (10) Status Unknown, Pct. uses question A8e divided by question A8a.
- (11) Other Confirmation Notices, Total uses the sum of questions A8f, A8g and A8h.
- (12) Other Confirmation Notices, Pct. uses the sum of questions A8f, A8g and A8h, all divided by question A8a.
- (13) Not Categorized Confirmation Notices, Total uses question A8a minus the sum of questions A8b to A8h.
- (14) Not Categorized Confirmation Notices, Pct. uses question A8a minus the sum of questions A8b to A8h, all divided by question A8a.

## NVRA Table 3a Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.
- Negative numbers in the “Not Categorized” column indicate that the sum of confirmation notice’s categories account for more than the total number of confirmation notices reported by the state.

[1] Alaska reported: “A8c: Alaska does not have a tracking method for cards returned requesting cancellation in Alaska.”

[2] Responded zero to all or most items involved in this table.

[3] Responded “Does not apply” to all or most items in the table:



- Idaho reported: “A8a only includes the number of notices mailed to voters for being purged for not voting in the last two federal primary and general elections. Idaho law does not require cancellation notices to be mailed to voters except for purging.”
- Indiana reported: “Indiana’s understanding is this aligns with voter list maintenance activities. Indiana does not send the removal notices referenced by the EAC survey, Indiana provided the number of voter records cancelled due to being in inactive status for more than 2 federal general elections for question A9e.”
- Louisiana reported: “Confirmation notices are sent pursuant to 52 USC §20507(d)(2). The department of state only collects the data for the total number of sent confirmation notices.”
- Minnesota reported: “Minnesota is NVRA exempt. Minnesota sends a notice if a registration will be inactivated because of an NCOA or ERIC out-of-state move.”

[4] Responded “Data not available” to all or most items in the table:

- Iowa reported: “System does not track follow up status information”

[5] Kansas reported: “The NVRA process is being carried out in all 105 counties. The numbers provided are the best information available to our office.”

[6] Kentucky reported: “First postcard, non-forwardable sent. Second postcard has not been sent. Our system tracks all undeliverable mail to qualify for the 2nd postcard mailing and can’t differentiate on the status unknown. Therefore, some ‘status unknown’ may be higher.”

[7] Maryland reported: “A8d data is included in A8e”

[8] North Dakota does not have voter registration.

[9] Utah reported: “A8a-A8e: these numbers were run through the state’s voter registration database based on statuses entered by counties. It appears some counties did not mark confirmation notices as ‘sent,’ even if they were yet are marking the notice as ‘received’ when they get it back; therefore, some counties have a higher number of confirmations received back, than confirmations sent. A8e is not tracked.”

[10] Wisconsin reported: “Wisconsin is exempt from NVRA, however we sent notices to voters who have not voted in a 4-year period, as well as ERIC mover mailings.”

[11] Only three jurisdictions reported data for this table. The rest of the counties reported: “County does not track information” and responded “Data not available” to the items involved in the table.



NVRA Table 3b: Voter List Maintenance – Removal Actions

State	Voters Removed		Reason for Removal															
	Total	Pct. Registered Voters	Moved Out of Jurisdiction		Death		Failure to Return Confirmation Notice		Voter's Request		Felony or Conviction		Mental Incompetence		Other		Not Categorized	
			Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Alabama	237,627	6.86	59,698	25.12	76,261	32.09	69,545	29.27	246	0.10	9,834	4.14	194	0.08	21,467	9.03	382	0.16
Alaska	51,737	8.28	4,450	8.60	7,997	15.46	30,585	59.12	7,611	14.71	1,094	2.11	0	0.00	0	0.00	0	0.00
American Samoa	2,678	17.25	0	0.00	106	3.96	2,572	96.04	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Arizona	437,701	10.23	109,420	25.00	92,073	21.04	180,355	41.21	26,945	6.16	22,165	5.06	623	0.14	6,120	1.40	0	0.00
Arkansas	136,550	7.64	12,817	9.39	39,111	28.64	69,106	50.61	637	0.47	6,823	5.00	108	0.08	7,948	5.82	0	0.00
California	733,618	2.91	89,426	12.19	404,144	55.09	9,463	1.29	20,521	2.80	23,639	3.22	579	0.08	179,661	24.49	6,185	0.84
Colorado [1]	289,247	7.32	31,257	10.81	55,825	19.30	172,379	59.60	22,745	7.86	6,506	2.25	-	-	535	0.18	0	0.00
Connecticut	100,936	4.26	35,054	34.73	17,107	16.95	10,405	10.31	28,916	28.65	1,706	1.69	-	-	7,748	7.68	0	0.00
Delaware	52,454	7.55	20,204	38.52	13,637	26.00	16,410	31.28	392	0.75	1,804	3.44	0	0.00	7	0.01	0	0.00
District of Columbia	27,683	4.49	4,085	14.76	6,582	23.78	10,823	39.10	-	-	164	0.59	-	-	6,029	21.78	0	0.00
Florida	1,046,514	7.41	68,895	6.58	304,281	29.08	590,780	56.45	31,901	3.05	47,197	4.51	2,033	0.19	1,427	0.14	0	0.00
Georgia [2]	797,124	11.48	11,865	1.49	126,036	15.81	524,654	65.82	3,048	0.38	68,249	8.56	47	0.01	63,225	7.93	0	0.00
Guam	8,305	14.85	391	4.71	553	6.66	7,296	87.85	-	-	-	-	65	0.78	0	0.00	0	0.00
Hawaii	30,976	4.09	3,651	11.79	25,690	82.94	0	0.00	1,523	4.92	72	0.23	0	0.00	40	0.13	0	0.00
Idaho	106,420	11.60	3,955	3.72	13,662	12.84	86,223	81.02	300	0.28	973	0.91	-	-	1,307	1.23	0	0.00
Illinois	866,679	9.90	307,842	35.52	122,941	14.19	352,867	40.71	2,279	0.26	-	-	-	-	80,750	9.32	0	0.00
Indiana [3]	1,292,252	28.72	11,832	0.92	73,814	5.71	452,238	35.00	-	-	5,468	0.42	-	-	5,996	0.46	742,904	57.49
Iowa	87,562	3.99	34,623	39.54	46,327	52.91	929	1.06	743	0.85	4,885	5.58	55	0.06	0	0.00	0	0.00
Kansas	148,064	8.07	29,396	19.85	39,529	26.70	69,200	46.74	518	0.35	3,889	2.63	45	0.03	5,398	3.65	89	0.06
Kentucky	92,710	2.72	6,875	7.42	71,854	77.50	0	0.00	857	0.92	11,955	12.90	1,169	1.26	0	0.00	0	0.00
Louisiana	284,735	9.52	90,809	31.89	71,909	25.25	56,636	19.89	19,229	6.75	13,165	4.62	113	0.04	32,874	11.55	0	0.00
Maine [4]	133,887	12.66	105,601	78.87	20,909	15.62	2,983	2.23	1,040	0.78	-	-	-	-	3,354	2.51	0	0.00
Maryland	275,973	6.98	66,376	24.05	76,826	27.84	126,996	46.02	717	0.26	3,592	1.30	10	0.00	1,984	0.72	-528	-0.19
Massachusetts [5]	629,710	13.76	341,962	54.30	87,199	13.85	130,215	20.68	9,485	1.51	1,008	0.16	-	-	59,841	9.50	0	0.00
Michigan [6]	404,901	5.42	54,051	13.35	175,810	43.42	163,024	40.26	12,016	2.97	-	-	-	-	0	0.00	0	0.00
Minnesota [7]	299,362	8.75	78,685	26.28	59,609	19.91	160,437	53.59	-	-	0	0.00	0	0.00	631	0.21	0	0.00
Mississippi	172,747	8.31	35,979	20.83	53,369	30.89	73,407	42.49	1,652	0.96	5,871	3.40	33	0.02	2,436	1.41	0	0.00
Missouri	431,006	10.44	73,638	17.09	101,423	23.53	150,411	34.90	1,703	0.40	14,210	3.30	1,989	0.46	0	0.00	87,632	20.33



NVRA Table 3b: Voter List Maintenance – Removal Actions

State	Voters Removed		Reason for Removal															
	Total	Pct. Registered Voters	Moved Out of Jurisdiction		Death		Failure to Return Confirmation Notice		Voter's Request		Felony or Conviction		Mental Incompetence		Other		Not Categorized	
			Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.	Total	Pct.
Montana	65,343	9.25	6,350	9.72	14,124	21.62	36,216	55.42	2,571	3.93	286	0.44	3	0.00	5,793	8.87	0	0.00
Nebraska	86,796	7.12	25,745	29.66	25,872	29.81	29,043	33.46	1,179	1.36	3,490	4.02	3	0.00	1,464	1.69	0	0.00
Nevada	196,800	11.10	16,641	8.46	20,330	10.33	112,051	56.94	17,420	8.85	2,260	1.15	37	0.02	28,061	14.26	0	0.00
New Hampshire	108,278	10.96	96,087	88.74	10,533	9.73	-	-	-	-	58	0.05	-	-	1,600	1.48	0	0.00
New Jersey	446,569	7.61	65,624	14.70	103,754	23.23	220,949	49.48	13,714	3.07	10,930	2.45	25	0.01	31,573	7.07	0	0.00
New Mexico	18,011	1.43	2,975	16.52	10,456	58.05	3	0.02	57	0.32	4,519	25.09	-	-	0	0.00	1	0.01
New York	410,301	3.23	153,438	37.40	172,816	42.12	46,511	11.34	1,313	0.32	4,705	1.15	95	0.02	31,423	7.66	0	0.00
North Carolina	744,453	10.49	331,563	44.54	129,794	17.43	220,446	29.61	3,452	0.46	25,598	3.44	-	-	33,600	4.51	0	0.00
North Dakota [8]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-
Ohio	495,207	6.14	209,931	42.39	171,122	34.56	17,738	3.58	81,581	16.47	14,812	2.99	23	0.00	0	0.00	0	0.00
Oklahoma	282,184	13.31	68,487	24.27	35,118	12.45	167,071	59.21	888	0.31	4,591	1.63	275	0.10	5,754	2.04	0	0.00
Oregon	165,744	6.03	34,609	20.88	55,219	33.32	58,100	35.05	17,137	10.34	-	-	-	-	679	0.41	0	0.00
Pennsylvania	286,383	3.33	106,811	37.30	169,886	59.32	297	0.10	1,578	0.55	0	0.00	60	0.02	7,751	2.71	0	0.00
Rhode Island	40,991	5.25	4,291	10.47	9,296	22.68	20,959	51.13	1,090	2.66	1,619	3.95	2	0.00	3,734	9.11	0	0.00
South Carolina	328,273	9.28	84,302	25.68	45,873	13.97	185,729	56.58	2,249	0.69	8,836	2.69	-	-	1,284	0.39	0	0.00
South Dakota	34,380	5.78	5,036	14.65	9,202	26.77	17,558	51.07	681	1.98	1,886	5.49	3	0.01	14	0.04	0	0.00
Tennessee	474,280	11.39	152,906	32.24	92,465	19.50	211,868	44.67	5,687	1.20	11,324	2.39	0	0.00	30	0.01	0	0.00
Texas	1,609,040	10.30	394,294	24.50	197,734	12.29	403,369	25.07	96,910	6.02	19,445	1.21	820	0.05	240,158	14.93	256,310	15.93
U.S. Virgin Islands	396	0.78	0	0.00	387	97.73	0	0.00	0	0.00	0	0.00	0	0.00	9	2.27	0	0.00
Utah	106,731	6.44	19,080	17.88	12,399	11.62	64,108	60.07	945	0.89	26	0.02	0	0.00	0	0.00	10,173	9.53
Vermont [9]	36,179	7.39	656	1.81	8,689	24.02	15,634	43.21	4,555	12.59	-	-	-	-	6,645	18.37	0	0.00
Virginia	926,015	16.34	613,591	66.26	95,179	10.28	182,256	19.68	20,003	2.16	11,082	1.20	995	0.11	2,909	0.31	0	0.00
Washington [2]	560,802	11.58	11,836	2.11	43,835	7.82	148,384	26.46	18,475	3.29	6,222	1.11	4	0.00	332,046	59.21	0	0.00
West Virginia	116,936	9.39	10,417	8.91	37,146	31.77	56,751	48.53	1,911	1.63	2,545	2.18	17	0.01	8,149	6.97	0	0.00
Wisconsin [10]	558,930	16.24	159,893	28.61	71,114	12.72	310,377	55.53	616	0.11	5,195	0.93	144	0.03	11,591	2.07	0	0.00
Wyoming	22,290	7.85	1,063	4.77	3,690	16.55	16,738	75.09	48	0.22	37	0.17	0	0.00	714	3.20	0	0.00
U.S. Total	17,300,470	8.17	4,268,463	24.67	3,730,617	21.56	6,062,095	35.26	489,084	3.14	393,735	2.51	9,569	0.08	1,243,759	7.19	1,103,148	6.38



## NVRA Table 3b Calculation Notes

- (1) **Voters Removed, Total** uses question A9a.
- (2) **Voters Removed as Pct. of Registered Voters** uses question A9a divided by question A1a.
- (3) **Voters Removed – Moved Out of Jurisdiction, Total** uses question A9b.
- (4) **Voters Removed – Moved Out of Jurisdiction, Pct.** uses question A9b divided by question A9a.
- (5) **Voters Removed – Death, Total** uses question A9c.
- (6) **Voters Removed – Death, Pct.** uses question A9c divided by question A9a.
- (7) **Voters Removed – Failure to Return Confirmation Notice, Total** uses question A9e.
- (8) **Voters Removed – Failure to Return Confirmation Notice, Pct.** uses question A9e divided by question A9a.
- (9) **Voters Removed – Voter's Request, Total** uses question A9g.
- (10) **Voters Removed – Voter's Request, Pct.** uses question A9g divided by question A9a.
- (11) **Voters Removed – Felony or Conviction, Total** uses question A9d.
- (12) **Voters Removed – Felony or Conviction, Pct.** uses question A9d divided by question A9a.
- (13) **Voters Removed – Mental Incompetence, Total** uses question A9f.
- (14) **Voters Removed – Mental Incompetence, Pct.** uses question A9f divided by question A9a.
- (15) **Voters Removed – Other, Total** uses the sum of questions A9h, A9i and A9j.
- (16) **Voters Removed – Other, Pct.** uses the sum of questions A9h, A9i and A9j all divided by question A9a.
- (17) **Voters Removed – Not Categorized Total** uses question A9a minus the sum of questions A9b to A9j.
- (18) **Voters Removed – Not Categorized, Pct.** uses question A9a minus the sum of questions A9b to A9j, all divided by A9a.

## NVRA Table 3b Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.
- Negative numbers in the “Not Categorized” column indicate that the sum of the reasons for removal account for more than the total number of removals reported by the state.



[1] Colorado reported: “A9f – voters removed: declared mentally incompetent - Colorado law does not allow cancellation for this reason: C.R.S. 1-2-103 (5) a person confined in a state institution for persons with behavioral or mental health disorders shall not lose the right to vote because of the confinement.”

[2] Item A9b (“moved out of jurisdiction”) lists those voters that moved outside of the state’s borders.

- Georgia reported: “A9b represents voters who moved out of the state”
- Washington reported: “A9b = moved out of state”

[3] Indiana reported: “Although Indiana does not send the removal notices referenced by the EAC survey, Indiana provided the number of voter records cancelled due to being in inactive status for more than 2 federal general elections for question A9e. These statistics represent the majority of cancellations for this reason, based on the county user selecting the option to run this process in batch. However, county users have the option to also cancel voters one-by-one for this reason, but those statistics are not included in the counts for question A9e.”

[4] Maine reported: “A9d & A9f-voters not removed in Maine for these reasons”

[5] Massachusetts reported: “Voters are removed for felony conviction upon notice from appropriate law enforcement officials only”

[6] Michigan reported: “A9d: in MI, registered voters cannot cast a ballot while they are incarcerated serving sentence; however, their registration is never cancelled. Felony convictions alone do not disqualify voters from casting a ballot.”

[7] Minnesota reported: “A9d and A9f: voter is not removed but status changes to ‘challenged.’ A9e: did not vote or update registration in prior four years. A9g: voter request not tracked separately, is included in A9h.”

[8] North Dakota does not have voter registration.

[9] Vermont reported: “VT allows citizens with a felony to vote. A9f does not apply in VT.”

[10] Wisconsin reported: “Voters are only included in these counts if they remain removed as of this data pull. Voters who were removed during the period and subsequently reregistered during the period are not included”



# Chapter 3. Military and Overseas Voting in 2018: UOCAVA

## Key Findings

Section B of the Election Administration and Voting Survey (EAVS) collected data from states and municipalities on individuals covered by the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) during the 2018 federal general elections. Election officials were asked a variety of questions relating to UOCAVA voting practices, including the total number of registered UOCAVA voters, the use of the Federal Post Card Application (FPCA), the quantity and method of ballots transmitted to and returned by UOCAVA voters, and the use of the Federal Write-In Absentee Ballot (FWAB).<sup>1,2</sup> Among the results of this section, notable findings include:

- Two-thirds of all absentee ballots submitted by UOCAVA voters came from overseas civilians.
- Nearly half of registered UOCAVA voters held legal voting residence in Florida, California, and Washington.
- UOCAVA voters increasingly used electronic means to receive and return their absentee ballots, but rates differed by UOCAVA voter type, with more overseas civilians using electronic options than uniformed services members, who continue to rely primarily on postal mail.
- The most common reason for UOCAVA ballot rejection was that the ballot was received after a state's deadline for UOCAVA absentee ballot receipt.
- The volume of FWABs received by election officials in 2018 is more than four times that reported in the 2014 midterm election.

## Introduction

The Election Assistance Commission (EAC) is required by the Help America Vote Act of 2002 (HAVA) to collect data from states and report on absentee voting by uniformed services members and overseas civilians.<sup>3,4</sup> Since 2014, the EAC has fulfilled this reporting mandate in partnership with the Federal Voting Assistance Program (FVAP), the agency designated to administer UOCAVA on behalf of the Department of Defense (DoD). Through a memorandum of understanding between the EAC and FVAP, Section B of the EAVS is administered on behalf of both agencies. This agreement allows both

<sup>1</sup> All but 23 local jurisdictions submitted responses to EAVS Section B (99.5 percent overall response rate); however, the response rate for individual items varies. Results reported in this chapter include only states for which data are available for a given question. State and national totals include all available jurisdiction-level data.

<sup>2</sup> Percentages are calculated using a case-wise deletion method, whereby states with missing data for relevant survey items are excluded.

<sup>3</sup> The Help America Vote Act of 2002 (HAVA), 42 U.S.C. § 15301 et seq.

<sup>4</sup> The EAC shall collect comprehensive data from the states on all of the ballots sent and received by voters covered under UOCAVA, 42 U.S.C. § 1973ff.



the EAC and FVAP to fulfill congressionally mandated requirements to study UOCAVA voting while reducing the data collection and reporting burden on state and local election officials. States are required to report certain election data to the EAC after each federal election.<sup>5</sup>

This chapter looks at UOCAVA data from the 2018 EAVS, including use of the FPCA by UOCAVA voters, ballots transmitted to UOCAVA voters by states, ballots returned by UOCAVA voters, UOCAVA ballots counted by states, UOCAVA ballots rejected by states, and usage of the FWAB by UOCAVA voters. Where appropriate, information about state laws and procedures related to UOCAVA voting, collected as part of the EAC's 2018 Policy Survey, is presented to provide context for EAVS results.

## Federal Laws Regulating Military and Overseas Voting

### The Uniformed and Overseas Citizens Absentee Voting Act of 1986 (UOCAVA)

UOCAVA protects the voting rights of members of the uniformed services who are stationed away from their voting residence, spouses and other eligible family of uniformed services members, as well as civilian U.S. citizens residing outside of the United States. It requires all states, territories, and the District of Columbia to allow these citizens to register to vote and to cast an absentee ballot for all federal elections.<sup>6</sup> For the estimated 1.3 million service members and approximately 700,000 military spouses stationed away from their legal voting residence, as well as the estimated 3 million voting age U.S. citizens living, studying, and working overseas, the absentee voting process is different from and can be more challenging than that for domestic civilian by-mail voters.<sup>7</sup>

Those citizens protected by UOCAVA include:

- Members of the uniformed services (Army, Navy, Marine Corps, Air Force, Coast Guard, United States Public Health Service Commissioned Corps, and National Oceanic and Atmospheric Administration [NOAA] Commissioned Corps) who are stationed away from their legal voting residence;
- Members of the Merchant Marine;
- Eligible family members of the above; and
- U.S. citizens residing outside the United States.

Among the challenges UOCAVA sought to address was the wide variability in rules and procedures governing registration and voting across states, which made it difficult for uniformed services members and overseas civilians to navigate the voting process.<sup>8</sup> UOCAVA established the FPCA,

<sup>5</sup> Section 703(a) HAVA amended section 102 of UOCAVA.

<sup>6</sup> Throughout this report, the term “uniformed services voter” refers to U.S. citizens who are active members of the uniformed services or a spouse or dependent family member thereof. “Overseas civilian” refers to non-military U.S. citizens who reside overseas.

<sup>7</sup> Federal Voting Assistance Program. 2016 Overseas Citizen Population Analysis. <https://www.fvap.gov/info/reports-surveys/overseas-citizen-population-analysis>.

<sup>8</sup> <https://www.justice.gov/crt/uniformed-and-overseas-citizens-absentee-voting-act>



which serves as a registration and ballot request application accepted in all U.S. states and territories. In addition, the FWAB functions as a back-up ballot that can be cast by UOCAVA voters who make a timely request for, but do not receive, a regular absentee ballot.<sup>9</sup> Although states and localities still maintain and administer elections according to their own laws and procedures for registration and absentee voting among uniformed services members and overseas civilians, the provisions of UOCAVA created some uniformity in the absentee voting process for these citizens.

### The Military and Overseas Voter Empowerment Act of 2008 (MOVE)

Historically, UOCAVA ballots were transmitted from election offices to voters primarily through the mail. Given long mailing times and high rates of mobility for this population of voters, this practice meant that many UOCAVA voters were unable to receive and return their absentee ballot before state ballot return deadlines. The MOVE Act amended UOCAVA to establish additional requirements to protect military and overseas civilians' voting rights.<sup>10</sup> These new rules required that all states and territories provide UOCAVA voters with an option to request and receive registration and absentee ballot request materials electronically and directed states to establish an electronic means of transmitting blank ballots to UOCAVA voters. Additionally, absentee ballots must be transmitted no less than 45 days before a federal election to all UOCAVA voters who submit an absentee ballot request before this deadline. These additional provisions aimed to ensure uniformed services members and overseas civilians not only had the right to vote, but that they had sufficient time to receive and return their absentee ballots ahead of state deadlines.

### The UOCAVA Voting Process

Although the specific path may differ depending on the policies and procedures in one's state of voting residence and a voter's particular situation and preferences, in general, the UOCAVA voting process can be summarized in six basic steps, as illustrated in Figure 1.<sup>11,12</sup>

1. Register and request an absentee ballot: UOCAVA-eligible citizens can do this either by completing a state application form or an FPCA, the federal form which functions as both a registration and absentee ballot request and is accepted in all states and U.S. territories.
2. Submit registration and ballot request: Completed applications must be submitted to the appropriate state or local election office by mail or by an electronic means permitted by a state. All states accept FPCAs by mail, whereas email and fax are the next most common submission methods—both email and fax are allowed in 95.0 percent of states. Forty states allow submissions through a state online voter registration portal.
3. Application processing: Once received, registration and absentee ballot request applications are processed by the election office. If an application fails to meet any state requirements (e.g., the form is not completed correctly, is submitted after the registration deadline, or the

<sup>9</sup> Section 103 of UOCAVA provides a mechanism for uniformed services members and overseas civilian voters to cast a FWAB (see 52 U.S.C. § 20303).

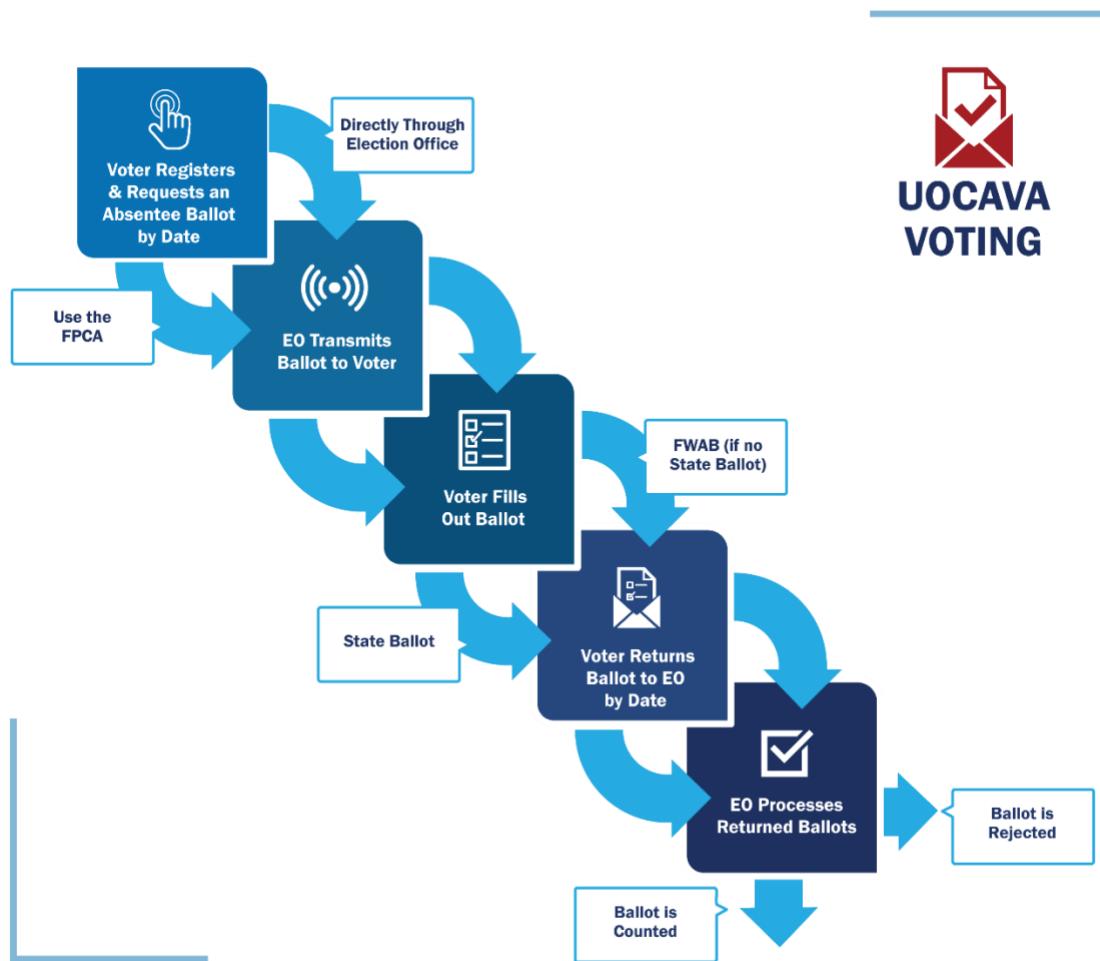
<sup>10</sup> Military and Overseas Voter Empowerment Act of 2008 legislation can be found at <https://www.fvap.gov/uploads/FVAP/Policies/moveact.pdf>.

<sup>11</sup> For more detailed information about state policies related to UOCAVA, see Chapter 4 of this report.

<sup>12</sup> Adapted from an FVAP infographic.



Figure 1. The UOCAVA Voting Process



applicant is deemed ineligible), then it may be rejected. If an application meets all requirements and is accepted, it remains valid as a registration and ballot request for the duration specified by state policy. FPCAs are most often valid for one calendar year, although in some states, they can remain valid for one general election cycle or until the voter moves from his or her residence.

4. **Ballot transmission:** Election officials transmit absentee ballots to registered UOCAVA voters no later than 45 days before a federal election (ballots may be transmitted later if the ballot request is submitted by the state deadline but less than 45 days before an election). Ballots may be transmitted to a voter by mail or through some other state-approved electronic means of transmission, as requested by the voter.
5. **Complete and return absentee ballot:** UOCAVA voters complete and return their absentee ballot to the appropriate election office for processing. Ballots may be returned and submitted for processing either by mail or through some other means allowed by a state. The FWAB may be used as a back-up ballot by UOCAVA voters who do not receive a regular



absentee ballot, or if the ballot does not arrive in time to be completed and returned ahead of state deadlines.

6. **Ballot processing and counting:** Completed absentee ballots that are returned and submitted for counting by an election office must be received by state deadlines and meet other state requirements. State policies regarding UOCAVA ballot deadlines vary widely. According to the 2018 Policy Survey, the most common postmark and receipt deadline for UOCAVA ballots is Election Day. About 44.0 percent of states require ballots to be received by a specified number of days after Election Day, ranging from two to 20.

## Registration and Ballot Request

The 2016 election was the first time that registered overseas civilians outnumbered registered uniformed services members covered by UOCAVA. This trend continued in 2018, with uniformed services members or eligible family members accounting for 42.1 percent of registered UOCAVA voters and overseas civilians for 56.6 percent of this population.<sup>13,14</sup>

Table 1. Eleven Jurisdictions Account for Nearly One-Fifth of All Registered UOCAVA Voters

Jurisdictions with More than 10,000 UOCAVA Voters	
Jurisdiction	Number of Registered UOCAVA Voters
Los Angeles County, CA	26,773
King County, WA	25,288
Pierce County, WA	18,586
New York County, NY	16,520
Miami-Dade County, FL	13,288
San Diego County, CA	13,201
Hillsborough County, FL	12,637
Duval County, FL	11,833
Escambia County, FL	11,680
Broward County, FL	11,547
Kitsap County, WA	10,013

<sup>13</sup> The number of registered and eligible UOCAVA voters is not available for five states and 74 jurisdictions.

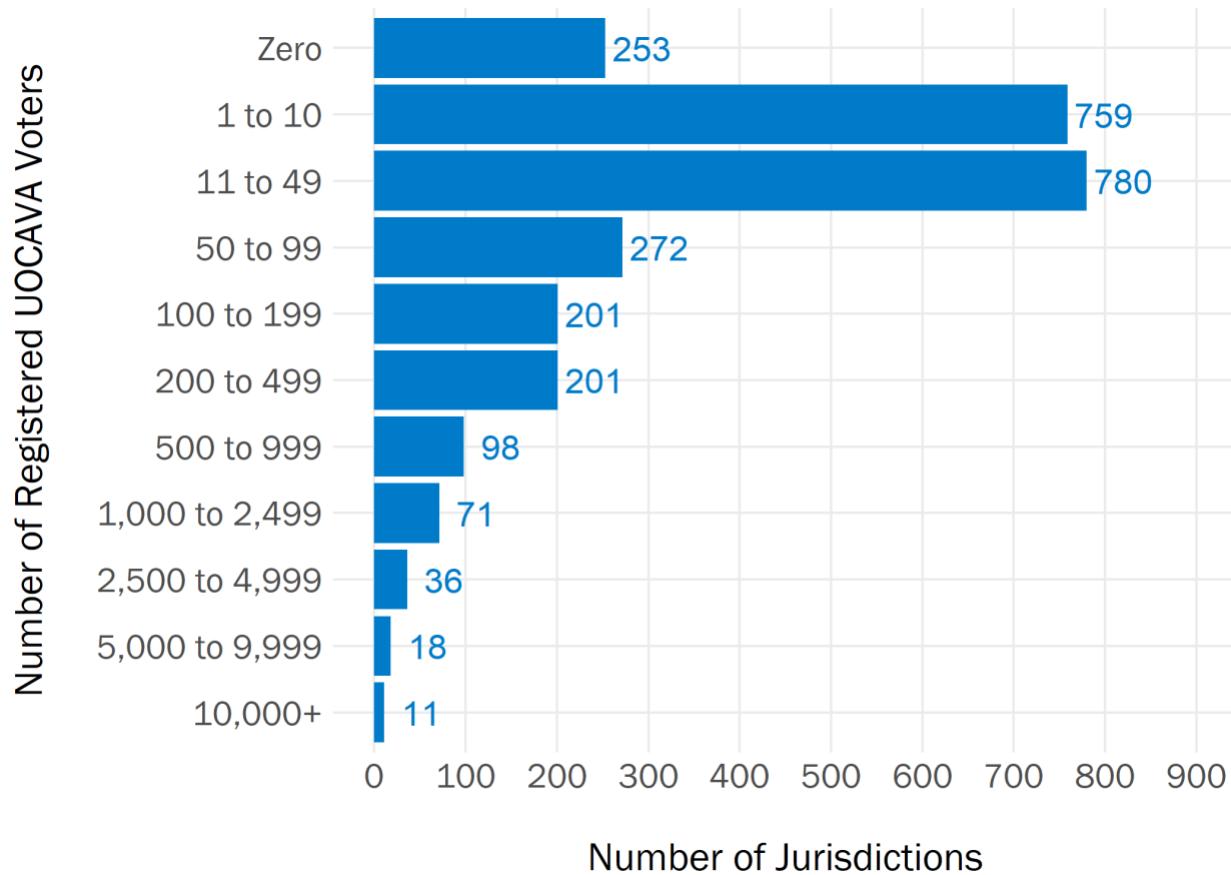
<sup>14</sup> Another 9,952 registered and eligible voters were not classified as either uniformed services or overseas civilians. These percentages exclude the five states that did not report the number of registered UOCAVA voters as well as the one additional state that did not subdivide this number by UOCAVA voter type.



Registered UOCAVA voters disproportionately concentrate in a few geographic areas. States with the largest numbers of registered UOCAVA voters are Florida (146,343), California (121,756), and Washington (92,864). Together, these three states represent nearly half of all registered UOCAVA voters reported in the 2018 EAVS. Only 11 local jurisdictions report having 10,000 or more registered UOCAVA voters. These 11 jurisdictions account for 23.0 percent of all registered UOCAVA voters and are displayed in Table 1.

Conversely, of the 2,700 local jurisdictions for which the number of registered UOCAVA voters is available, more than 75.0 percent report fewer than 100 registered UOCAVA voters, including 253 jurisdictions that reported having zero of these voters in 2018.<sup>15</sup> Figure 2 shows the number of registered UOCAVA voters by jurisdiction.

Figure 2. Most Jurisdictions Have Fewer than 50 Registered UOCAVA Voters



<sup>15</sup> Includes 2,700 jurisdictions at the county FIPS level. For states that report at the sub-county level, jurisdictions were collapsed into county-level units (see Chapter 5 of this report for more information on the sub-county aggregation process). Excludes Maine, which reports UOCAVA data at the state-level (3,069 registered UOCAVA reported in 2018), as well as five states and 64 local jurisdictions for which no data on this question were reported. One Arkansas County reported more than 10,000 registered UOCAVA voters; this was an obvious data error and has not been included in the analysis here.

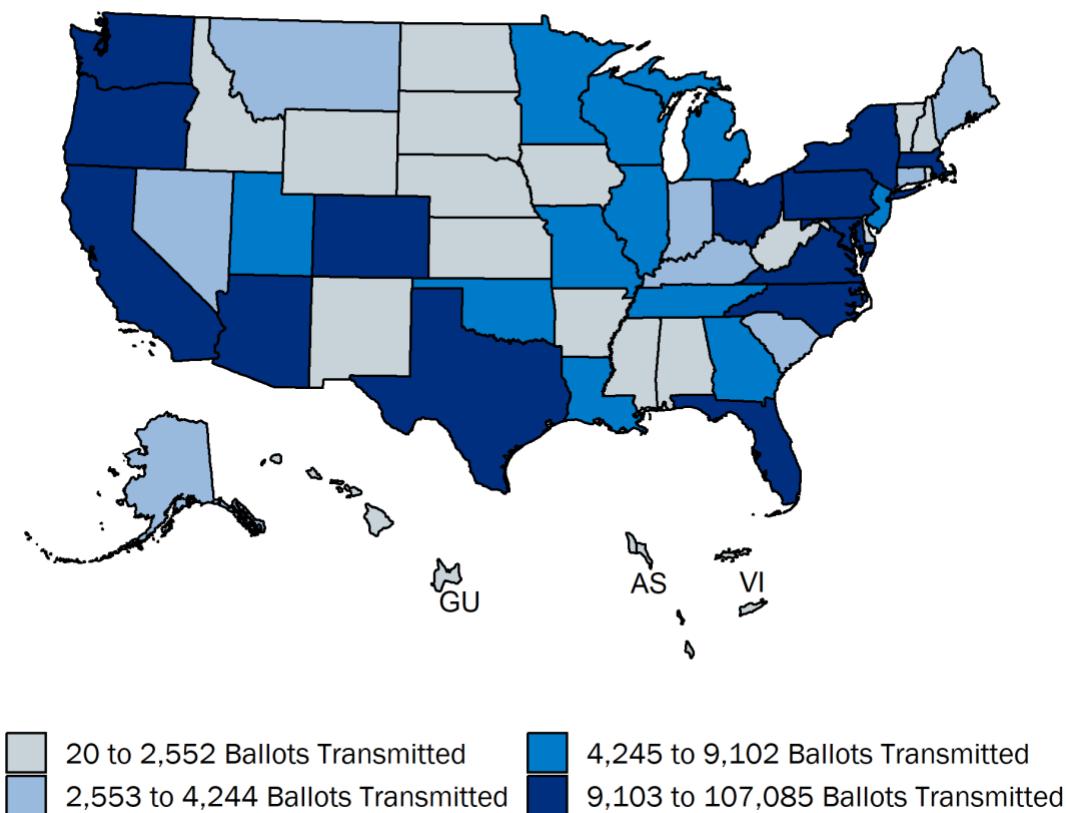


Election offices reported receiving 312,437 FPCAs ahead of the 2018 midterm elections. Overall, 26.3 percent of these registration and absentee ballot requests came from uniformed services members and 72.3 percent were submitted by overseas civilians. States reported rejecting 2.3 percent of FPCAs received, more than one-third of which (35.1 percent) were rejected because the election office received the form after their state's absentee ballot request deadline. The FPCA rejection rate among uniformed services members was slightly higher than among overseas civilians, with 2.8 percent of military FPCAs rejected as compared to 2.0 percent of FPCAs submitted by overseas civilians.

## UOCAVA Ballots Transmitted

In 2018, election offices in the 50 states, three U.S. territories, and the District of Columbia reported transmitting 655,409 ballots to UOCAVA voters.<sup>16</sup> Figure 3 shows the number of ballot transmissions

Figure 3. Ballot Transmissions Highest in States with Large UOCAVA Populations



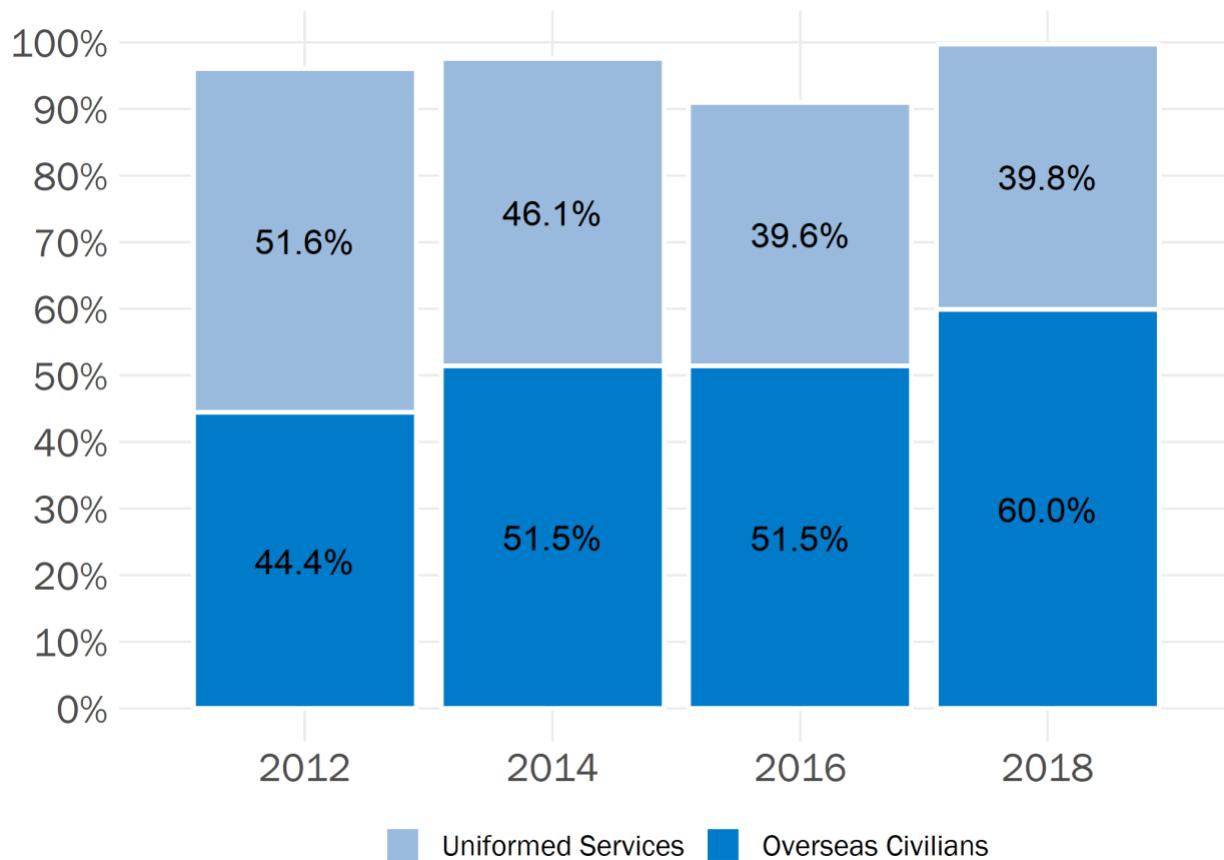
<sup>16</sup> The number of ballots transmitted to UOCAVA voters was reported by all but 36 jurisdictions.



for each state.<sup>17</sup> The states colored in dark blue represent the states that distributed the most ballots to UOCAVA voters. The states colored in grey are the states that distributed the fewest ballots to UOCAVA voters.

Of these UOCAVA ballots transmitted, 39.8 percent were sent to uniformed services members and 60.0 percent were transmitted to overseas civilian voters.<sup>18</sup> As shown in Figure 4, the percentage of ballots being transmitted to overseas civilians continues to rise steadily over the last several election cycles, increasing by 15.5 percentage points since 2012.

Figure 4. Steady Increase in the Percentage of UOCAVA Ballots Transmitted to Overseas Civilians Relative to Uniformed Services Members

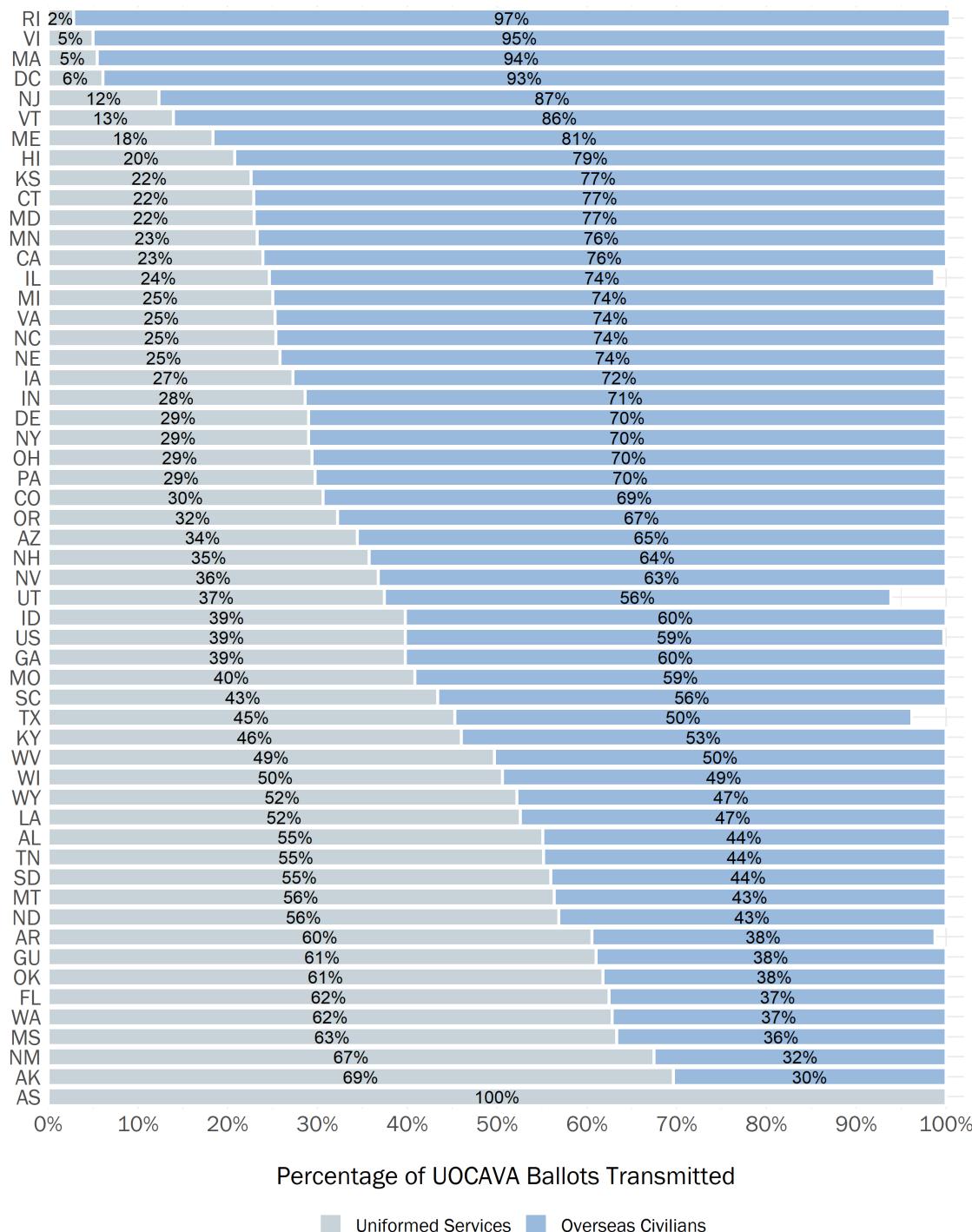


<sup>17</sup> For comparability, the number of ballots transmitted has been normalized by CVAP, an estimate of the number of U.S. citizens 18 years of age or older in the state. This report uses the 1-year ACS state estimate for 2017 instead of the 5-year estimate to ensure that the CVAP was as current as possible. The estimate for 2018 was not available by the time this report was finalized. Colors represent the number of ballots transmitted to UOCAVA voters divided by a state's total CVAP.

<sup>18</sup> An additional 0.2 percent of transmitted ballots could not be classified by voter type.



Figure 5. Seventeen States Transmitted More UOCAVA Ballots to Uniformed Services Members than to Overseas Civilians<sup>19</sup>



<sup>19</sup> Some states do not sum to 100 percent in this figure because they reported ballots transmitted that were not categorized by UOCAVA voter type.

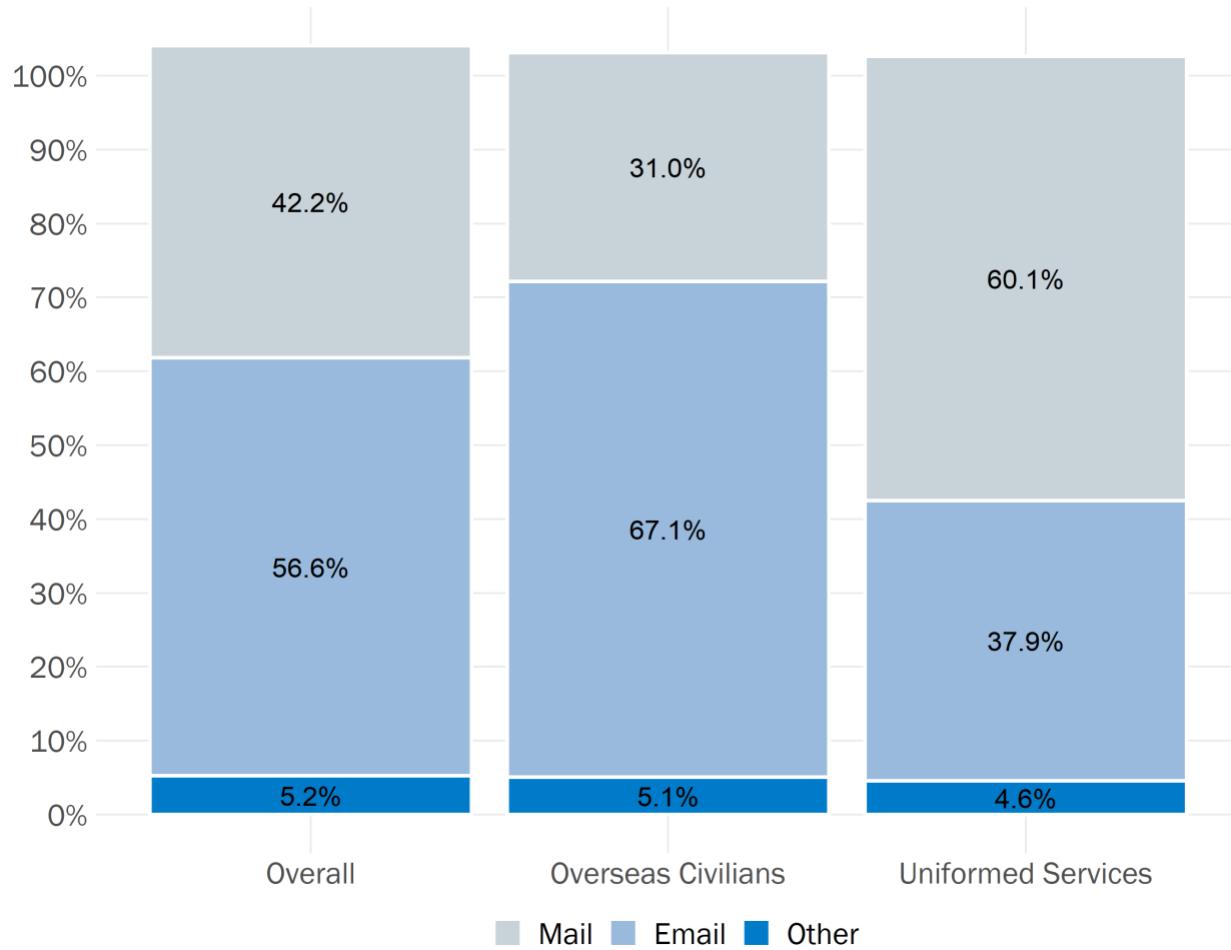


Although nationwide the percentage of ballots sent to overseas civilians was greater than the percentage sent to uniformed services members, the proportion of ballots sent to overseas civilians or uniformed services members varied by state. In Wisconsin, for example, UOCAVA ballots were split about evenly between uniformed services members and overseas civilian voters; in Massachusetts, 94.5 percent of UOCAVA ballots were transmitted to overseas civilians. Figure 5 shows the percentage of ballots transmitted to uniformed services voters versus overseas civilian voters.

### Modes of UOCAVA Ballot Transmission

Over the last several election cycles, the modes by which absentee ballots are transmitted to voters have changed substantially. Since the passage of the MOVE Act, transmission of ballots to UOCAVA voters has increasingly occurred electronically instead of through the mail. Email was the most

Figure 6. Modes of Ballot Transmission Differ for Overseas Civilians and Uniformed Services Members<sup>20</sup>



<sup>20</sup> Because percentages for each mode are calculated independently, and only states that reported data for a given mode are included in analysis, percentages do not total to 100 percent.



popular method of ballot transmission for the 2018 general elections, with 56.6 percent of absentee ballots transmitted to UOCAVA voters via email, 42.2 percent transmitted via postal mail, and 5.2 percent sent to voters through some other mode of transmission (e.g., fax or online systems).<sup>21</sup> By comparison, during the previous midterm election in 2014, only 36.2 percent of UOCAVA ballots were transmitted via email.<sup>22</sup> Figure 6 displays the percentage of ballots transmitted by mail, email, or other modes during the 2018 midterm election.

Modes of ballot transmission differed based on UOCAVA voter type. The majority of ballots transmitted to uniformed services members were sent via mail (60.1 percent) and more than one-third were transmitted via email (37.9 percent). For ballots transmitted to overseas civilians, this pattern reverses, with 67.1 percent of ballots transmitted via email and 31.0 percent sent through postal mail.

Overall, 4.3 percent of all ballots transmitted to UOCAVA voters were returned as undeliverable, including mailed ballots returned to sender, emailed ballots that bounced back, and ballots undeliverable by other modes, such as an incorrect fax number.<sup>23</sup>

## UOCAVA Ballots Returned and Submitted for Counting

States reported 344,392 regular absentee ballots returned and submitted for counting by UOCAVA voters for the 2018 midterm election.<sup>24</sup> The total UOCAVA ballot return rate was 53.2 percent.<sup>25</sup> Figure 7 shows the UOCAVA ballot return totals by state. The states colored in dark blue represent the states that have the highest ballot return totals. The states colored in grey are the states that have the lowest ballot return totals.

Of the ballots returned to by election offices, 34.8 percent were returned by uniformed services members and 64.1 percent were returned by overseas civilians. Overall, 67.5 percent of absentee ballots returned and submitted for counting by UOCAVA voters were returned to the election office via postal mail, 29.6 percent were returned via email, and 11.2 percent were returned through some other mode (e.g., fax or an online system).<sup>26</sup> Although postal mail was the most common mode of

<sup>21</sup> All but three states reported ballots transmitted by mode. Two additional states did not report the number of ballots transmitted by email. These states are excluded from calculations of the percentage of ballots transmitted by a given mode. However, the percentages by mode do not change substantively when transmitted ballots from these states are included in analysis.

<sup>22</sup> In previous years, questions about modes of ballot receipt and return were asked in relation to the 45-day MOVE Act transmission deadline. Specifically, “How many UOCAVA absentee ballots did your jurisdiction transmit to UOCAVA voters using the following modes of transmission, before and after the 45-day deadline?” In 2018, the survey was updated so that mode questions did not include this distinction.

<sup>23</sup> States and jurisdictions vary in the extent to which they are able to capture and report undeliverable ballots, overall and by mode of transmission.

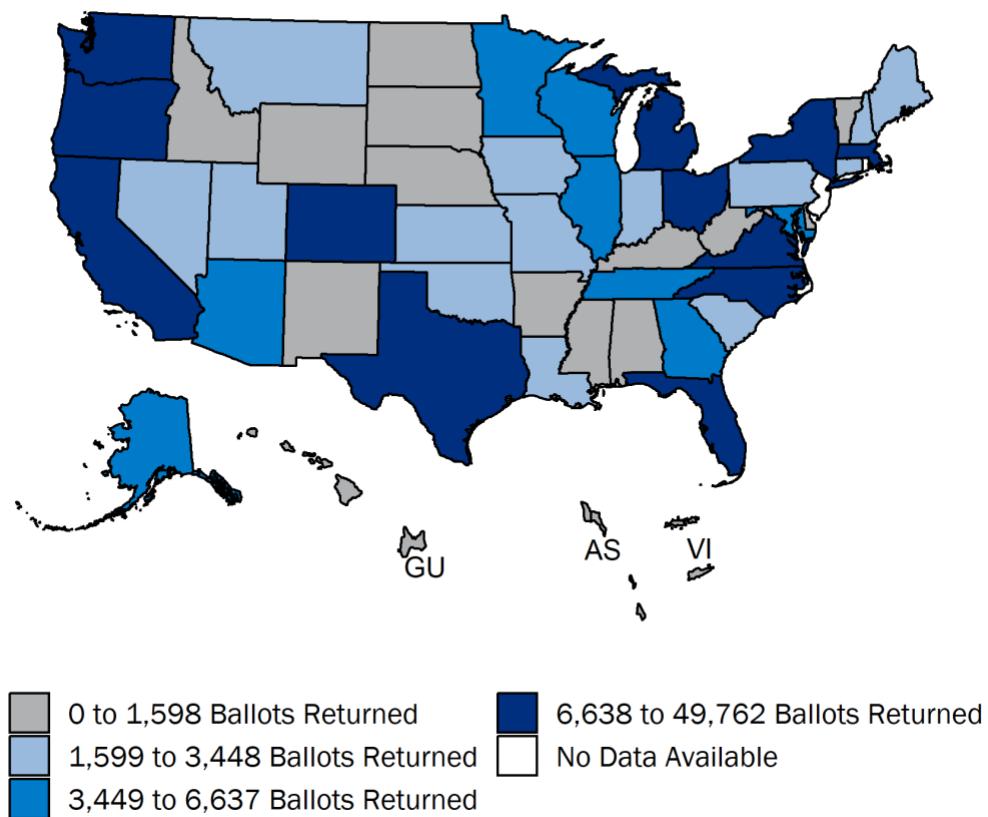
<sup>24</sup> More than 98.0 percent of jurisdictions reported the number of ballots returned and submitted for counting. FWABs were reported separately from regular UOCAVA absentee ballots and are not included in these figures.

<sup>25</sup> This represents the number of ballots returned as a percentage of the number of ballots transmitted. Because more than one ballot may be transmitted to an individual voter (e.g., because the original was returned undeliverable or was spoiled and replaced), this rate likely underestimates the rate of ballot return by UOCAVA voters.

<sup>26</sup> Nine states did not report the number of ballots returned by mode and are excluded from all mode analysis. In addition, 12 states did not report ballots returned via email, and 14 did not report ballots returned by some any other mode. If all states are included in analysis, 64.1 percent of ballots were returned via mail, 22.3 percent via email, and 8.4 percent by some other mode. New Jersey is not able to separate regular UOCAVA ballots from FWABs; information on all of the UOCAVA ballots returned to this state in the 2018 election is available in the survey comments.



Figure 7. Ballot Return Totals Highest in States with Large UOCAVA Populations



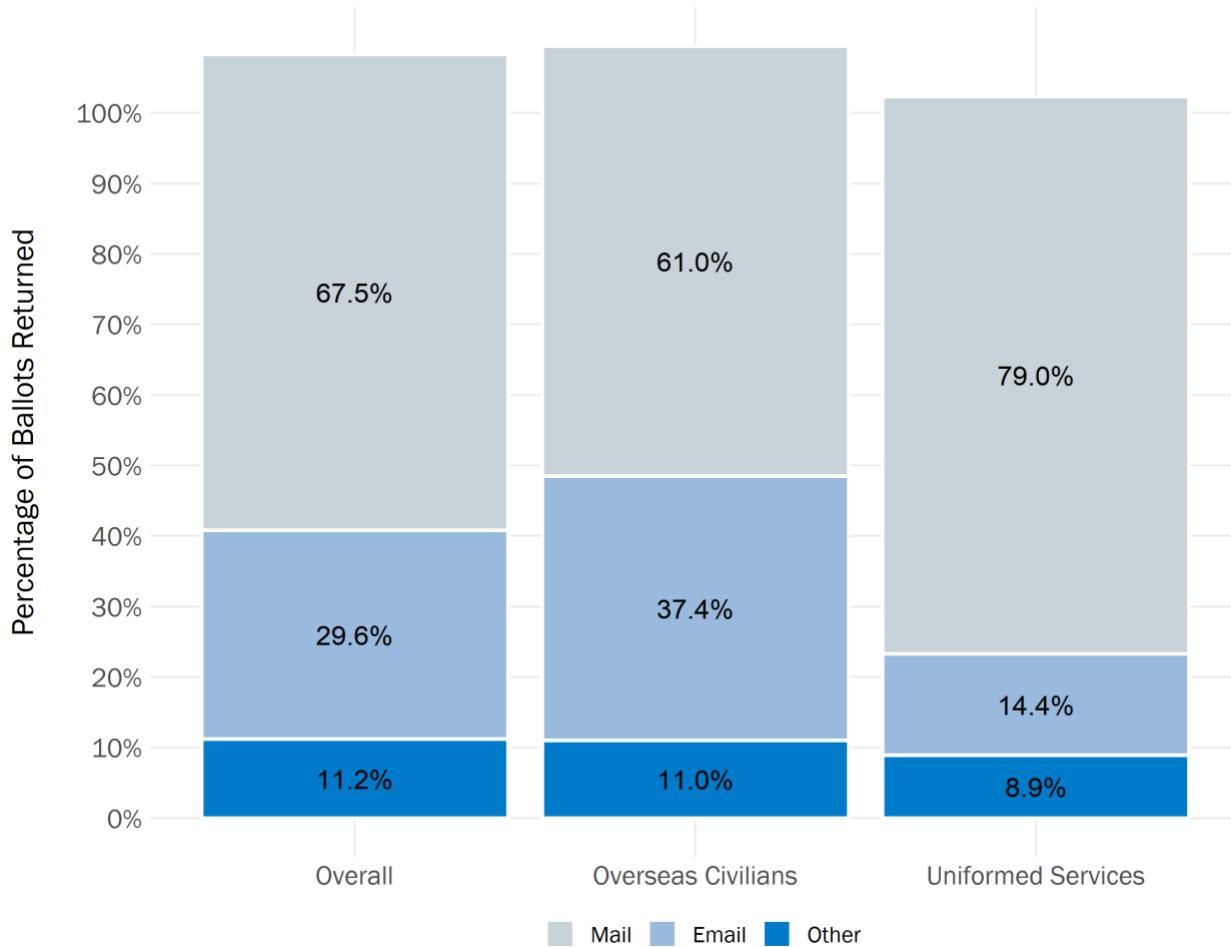
ballot return for both uniformed services and overseas civilian voters, uniformed services members used email return at less than half the rate of overseas civilians, with just 14.4 percent using email to return an absentee ballot versus 37.4 percent of overseas civilians. Figure 8 displays the method of ballot return for UOCAVA voters by type.

Overall, 338,271 regular absentee ballots returned by UOCAVA voters were counted in the 2018 midterm election. Of these votes, 64.9 percent were cast by overseas civilians and 34.1 percent by uniformed services voters. The overall rejection rate for regular absentee ballots returned by UOCAVA voters was 5.7 percent and did not vary significantly across UOCAVA voter types.

Figure 9 shows the number of rejected UOCAVA ballots returned and submitted by voters for counting in each state. The states colored in dark blue represent the states that have the highest number of rejected ballots, and states colored in grey have the lowest number of rejected ballots.



Figure 8. Although Many UOCAVA Voters, Especially Overseas Civilians, Use Email to Return Their Completed Absentee Ballot, Postal Mail is the Primary Mode of Ballot Return<sup>27</sup>



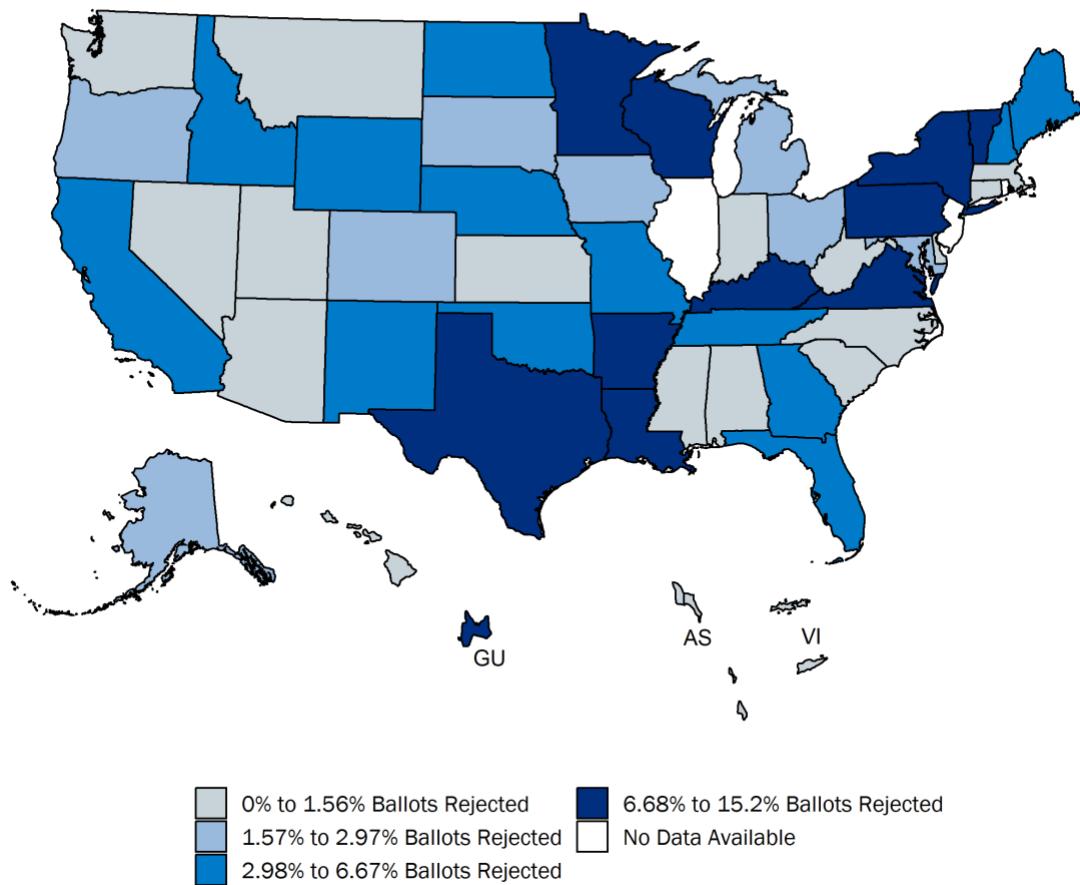
Rejected ballots were divided into three reasons for rejection categories: missed deadline, problem with voter signature, and lacked postmark.<sup>28</sup> By far the most common reason for rejection was that a ballot was received after a state's deadline for UOCAVA absentee ballot receipt. Missed deadlines were the cause of rejection for 8,945 absentee ballots—46.4 percent of all UOCAVA ballot rejections. Voter signature problems were responsible for 12.5 percent of all UOCAVA ballot rejections, 4.2 percent of ballot rejections were the result of postmark issues, and 19.1 percent of rejections were caused by some other issue.

<sup>27</sup> Because percentages for each mode are calculated independently, and only states that reported data for a given mode are included in analysis, percentages do not total to 100 percent.

<sup>28</sup> Three states did not report the number of ballots rejected. The number of ballots rejected was reported for approximately 69.0 percent of jurisdictions nationwide. Most of these jurisdictions also subdivided rejected ballots by reason for rejection. New Jersey is not able to separate regular UOCAVA ballots from FWABs; information on all of the UOCAVA ballots rejected in this state in the 2018 election is available in the survey comments.



Figure 9. UOCAVA Ballot Rejection Rates Vary Significantly Because State Reasons for Rejection Vary



Although the overall rejection rate did not differ substantively, uniformed services members and overseas civilian UOCAVA ballots were rejected for somewhat different reasons. Deadlines were more of an obstacle for overseas civilians, accounting for 47.1 percent of rejections among these voters versus 39.7 percent of military ballot rejections. Signature issues were the cause of 19.0 percent of ballot rejections for ballots returned by uniformed services members, more than the percentage of overseas civilian ballots rejected for this reason (12.7 percent).

## Federal Write-in Absentee Ballots (FWABs)

If a regular absentee ballot does not arrive in time for an individual to vote, the FWAB functions as a back-up ballot that can be used to vote for all federal offices and, in some states, state and local offices as well.



## The Federal Write-In Absentee Ballot (FWAB)

The FWAB is a special type of UOCAVA ballot that may be used as a back-up in the event that a voter's regular absentee ballot does not arrive in time to vote. In most states, a UOCAVA voter must have registered and requested an absentee ballot in order to use the FWAB.

Although the 7,284 FWABs submitted in 2018 make up a relatively small proportion (2.2 percent) of all UOCAVA ballots returned, this volume of FWABs is more than four times that reported in the 2014 midterm election.<sup>29</sup> Despite the increase from previous midterm elections, FWAB usage remains a relatively small proportion of UOCAVA voting among both uniformed services members and overseas civilian voters. However, the FWAB resulted in 5,016 additional UOCAVA voters having their ballots counted in the 2018 midterm election: 31.4 percent of these additional voters were uniformed services members and 62.4 percent were overseas civilians. Twelve states reported that they received no FWABs during the 2018 midterm election.

Of the 7,284 FWABs submitted in the 2018 midterm election, 31.1 percent were rejected. FWABs returned by uniformed services members were rejected at a much higher rate than those returned by overseas civilians—42.4 percent and 27.8 percent, respectively. The EAVS collects data on two reasons that FWABs can be rejected: because they were received after the ballot receipt deadline or because a voter's regular absentee ballot was ultimately received and counted instead of the FWAB. Of all the FWABs that were rejected in the 2018 election, 27.5 percent were reported as rejected because they were received after the ballot receipt deadline and 26.0 percent were replaced by a voter's regular absentee ballot.

<sup>29</sup> The total number of FWABs returned is based on 77.0 percent of jurisdictions for which this information is available.



## UOCAVA Appendix A: Changes to the EAVS Survey Instrument

In 2014, the UOCAVA section of the EAVS was expanded to include questions from FVAP's Post-Election Quantitative Survey of Local Election Officials. The goal of combining the surveys was to reduce the survey burden on election officials by asking them to answer a single set of questions about UOCAVA voting. Although the questions from the two surveys were phrased differently and asked for different levels of specificity, they captured many of the same data points.

After combining the surveys, the new EAVS UOCAVA section contained redundant questions. Based on recommendations from the Section B Working Group, such questions were removed for the 2018 EAVS.<sup>30,31</sup> These included questions on the number of ballots transmitted, returned, and counted before and after the 45-day deadline. Instead, jurisdictions were asked to report items by UOCAVA voter type and by mode, which created some new subitems in questions.

Additionally, the questions were reordered to better follow the process of transmitting and receiving UOCAVA ballots at the jurisdiction level. Further information on the changes made to the 2018 UOCAVA section can found in Chapter 5 of this report.

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<sup>30</sup> The Section B Working Group was supported by FVAP, the Council of State Governments (CSG), and the Overseas Voter Initiative (OVI). The group consisted of 13 state and local election administrators from across the nation who met several times from late 2015 to late 2017 to discuss recommendations to improve Section B of EAVS. The recommendation report that resulted from these discussions is found at [https://www.csg.org/OVI/documents/Improving\\_Military\\_and\\_Overseas\\_Election\\_Data\\_Collection.pdf](https://www.csg.org/OVI/documents/Improving_Military_and_Overseas_Election_Data_Collection.pdf).

<sup>31</sup> No changes were made to the survey instrument in 2016, but additions and edits were made to a supplemental instruction manual to clarify meaning. Additionally, nine questions were identified as being redundant and four contained subitems that most states could not report. Supplemental instructions directed states to skip these questions and they were grayed out in the data entry template in 2016.



## UOCAVA Appendix B: Descriptive Tables\*

UOCAVA Table 1: Registered and Eligible UOCAVA Voters							
State	All UOCAVA Voters	Registered UOCAVA Voters					
		Uniformed Services Members		Overseas Civilians		Not Categorized by Voter Type	
		Total	Pct.	Total	Pct.	Total	Pct.
Alabama [1]	-	-	-	-	-	-	-
Alaska	4,216	2,939	69.71	1,277	30.29	0	0.00
American Samoa	38	37	97.37	1	2.63	0	0.00
Arizona	9,426	3,345	35.49	6,081	64.51	0	0.00
Arkansas	1,373	901	65.62	490	35.69	-18	-1.31
California	121,756	29,397	24.14	91,906	75.48	453	0.37
Colorado	28,929	8,865	30.64	20,064	69.36	0	0.00
Connecticut	2,805	642	22.89	2,163	77.11	0	0.00
Delaware	1,182	344	29.10	838	70.90	0	0.00
District of Columbia	1,624	206	12.68	1,418	87.32	0	0.00
Florida	146,343	96,010	65.61	50,324	34.39	9	0.01
Georgia	18,454	8,307	45.01	10,147	54.99	0	0.00
Guam	190	116	61.05	74	38.95	0	0.00
Hawaii	894	186	20.81	708	79.19	0	0.00
Idaho	3,684	2,123	57.63	1,561	42.37	0	0.00
Illinois	10,031	2,655	26.47	7,376	73.53	0	0.00
Indiana	20,732	10,780	52.00	9,952	48.00	0	0.00
Iowa	2,551	696	27.28	1,855	72.72	0	0.00
Kansas	2,146	485	22.60	1,661	77.40	0	0.00
Kentucky	3,106	1,492	48.04	1,614	51.96	0	0.00
Louisiana [2]	6,971	3,640	52.22	3,331	47.78	0	0.00
Maine [3]	3,069	561	18.28	2,508	81.72	0	0.00
Maryland	9,518	2,194	23.05	7,324	76.95	0	0.00
Massachusetts [4]	10,380	583	5.62	9,797	94.38	0	0.00
Michigan	8,885	2,202	24.78	6,683	75.22	0	0.00
Minnesota	8,365	1,957	23.40	6,408	76.60	0	0.00

\* Selected descriptive tables have been included in the printed version of this report. Additional descriptive tables are available on the EAC website (<https://www.eac.gov/>).



**UOCAVA Table 1: Registered and Eligible UOCAVA Voters**

State	All UOCAVA Voters	Registered UOCAVA Voters					
		Uniformed Services Members		Overseas Civilians		Not Categorized by Voter Type	
		Total	Pct.	Total	Pct.	Total	Pct.
Mississippi [5]	143	-	-	-	-	143	100.00
Missouri [6]	-	-	-	-	-	-	-
Montana [7]	3,398	1,888	55.56	1,510	44.44	0	0.00
Nebraska	970	260	26.80	710	73.20	0	0.00
Nevada	3,534	1,353	38.29	2,181	61.71	0	0.00
New Hampshire	2,552	913	35.78	1,639	64.22	0	0.00
New Jersey	7,226	893	12.36	6,333	87.64	0	0.00
New Mexico	1,874	1,265	67.50	609	32.50	0	0.00
New York	63,555	8,534	13.43	55,021	86.57	0	0.00
North Carolina	9,310	2,362	25.37	6,948	74.63	0	0.00
North Dakota [8]	-	-	-	-	-	-	-
Ohio [9]	-	-	-	-	-	-	-
Oklahoma	5,419	3,338	61.60	2,081	38.40	0	0.00
Oregon	14,091	4,612	32.73	9,479	67.27	0	0.00
Pennsylvania	12,875	3,826	29.72	9,049	70.28	0	0.00
Rhode Island	812	128	15.76	684	84.24	0	0.00
South Carolina	3,311	1,435	43.34	1,876	56.66	0	0.00
South Dakota	539	298	55.29	241	44.71	0	0.00
Tennessee	5,907	3,266	55.29	2,641	44.71	0	0.00
Texas	44,788	20,292	45.31	15,131	33.78	9,365	20.91
U.S. Virgin Islands	20	1	5.00	19	95.00	0	0.00
Utah [10]	5,154	2,478	48.08	2,676	51.92	0	0.00
Vermont [11]	-	-	-	-	-	-	-
Virginia	21,111	7,330	34.72	13,781	65.28	0	0.00
Washington	92,864	56,091	60.40	36,773	39.60	0	0.00
West Virginia	835	414	49.58	421	50.42	0	0.00
Wisconsin [12]	15,830	10,783	68.12	5,047	31.88	0	0.00
Wyoming	556	289	51.98	267	48.02	0	0.00
<b>U.S. Total</b>	<b>743,342</b>	<b>312,712</b>	<b>42.08</b>	<b>420,678</b>	<b>56.60</b>	<b>9,952</b>	<b>1.34</b>



## UOCAVA Table 1 Calculation Notes

- (1) **Registered Voters – All UOCAVA Voters, Total** uses question B1a.
- (2) **Registered Voters – Uniformed Services Members, Total** uses question B1b.
- (3) **Registered Voters – Uniformed Services Members, Pct.** uses question B1b divided by question B1a.
- (4) **Registered Voters – Overseas Civilians, Total** uses question B1c.
- (5) **Registered Voters – Overseas Civilians, Pct.** uses question B1c divided by question B1a.
- (6) **Registered Voters – Not Categorized by Voter Type, Total** uses question B1a minus the sum of questions B1b and B1c.
- (7) **Registered Voters – Not Categorized by Voter Type, Pct.** uses question B1a minus the sum of questions B1b and B1c, all divided by question B1a.

## UOCAVA Table 1 Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation. For example, since Mississippi reported no data for uniformed services members registered to vote in their state, the state's total reported registrations (B1a) was not used for the calculation of "Uniformed Services Members, Pct." at the national level (i.e., U.S. Total).
- Negative numbers in the "Not Categorized" column indicate that the sum of registrations received by population account for more than the total number of registrations received reported by the state.

[1] Alabama reported: "Voters do not register as UOCAVA in Alabama."

[2] Louisiana reported: "The registrar sometimes transmits multiple ballots to voter (i.e. the voter did not receive the original ballot or the original ballot is returned as undeliverable)."

[3] Maine reported: "UOCAVA handled by state; not broken down by jurisdiction"

[4] Massachusetts reported: "Voter registration is waived for UOCAVA voters"

[5] Mississippi responded "Data not available" to the items breaking registrations down by population.

[6] Missouri reported: "MO does not track a separate category of registered voters for UOCAVA voters"

[7] Montana reported: "Ballots issued may exceed voter registration due to replacement ballot issued."

[8] North Dakota does not have voter registration.



[9] Ohio reported: "As Ohio permits UOCAVA voters to register by several means other than a FPCA or FWAB, we cannot accurately provide the actual number of UOCAVA voters in our state."

[10] Utah reported: "The B1 columns were data received through the state's department of technology services using the statewide voter database (subject to what the counties enter); the B5-B23 columns are data reported by each county."

[11] Vermont reported: "VT does not track UOCAVA voters. when a citizen registers we have no way of knowing if they are a UOCAVA voter."

[12] Wisconsin reported: "Temporarily overseas voters are included in these counts due to recent law changes. They were not included in previous years' submissions."



UOCAVA Table 2: Federal Post Card Applications (FPCAs)

State	FPCAs Received								FPCAs Rejected							
	Total FPCAs Received	Uniformed Services Members		Overseas Civilians		Not Categorized		Total FPCAs Rejected	Pct. of FPCAs Received	Uniformed Services Members		Overseas Civilians		Not Categorized		
		Total	Pct.	Total	Pct.	Total	Pct.			Total	Pct. of Received from Uniformed Services	Total	Pct. of Received from Overseas Civilians	Total	Pct. of Total FPCAs Rejected	
Alabama	779	426	54.69	353	45.31	0	0.00	47	6.03	27	6.34	20	5.67	0	0.00	
Alaska	1,140	776	68.07	364	31.93	0	0.00	50	4.39	36	4.64	14	3.85	0	0.00	
American Samoa	2	2	100.00	0	0.00	0	0.00	0	0.00	0	0.00	0	-	0	-	
Arizona	6,381	1,879	29.45	4,446	69.68	56	0.88	36	0.56	9	0.48	22	0.49	5	13.89	
Arkansas	229	110	48.03	120	52.40	-1	-0.44	3	1.31	6	5.45	1	0.83	-4	-133.33	
California	48,145	7,134	14.82	37,716	78.34	3,295	6.84	1,534	3.19	209	2.93	1,325	3.51	0	0.00	
Colorado [1]	6,889	1,064	15.44	5,825	84.56	0	0.00	-	-	-	-	-	-	-	-	
Connecticut [2]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Delaware	1,182	344	29.10	838	70.90	0	0.00	0	0.00	0	0.00	0	0.00	0	-	
District of Columbia	57	33	57.89	24	42.11	0	0.00	3	5.26	1	3.03	2	8.33	0	0.00	
Florida	25,082	13,483	53.76	10,870	43.34	729	2.91	864	3.44	528	3.92	276	2.54	60	6.94	
Georgia	739	400	54.13	339	45.87	0	0.00	44	5.95	18	4.50	26	7.67	0	0.00	
Guam	20	19	95.00	1	5.00	0	0.00	4	20.00	3	15.79	1	100.00	0	0.00	
Hawaii	894	186	20.81	708	79.19	0	0.00	292	32.66	40	21.51	252	35.59	0	0.00	
Idaho	781	361	46.22	420	53.78	0	0.00	28	3.59	9	2.49	19	4.52	0	0.00	
Illinois [3]	8,672	2,263	26.10	6,409	73.90	0	0.00	144	1.66	39	1.72	105	1.64	0	0.00	
Indiana	3,512	817	23.26	2,695	76.74	0	0.00	55	1.57	4	0.49	51	1.89	0	0.00	
Iowa	2,410	555	23.03	1,855	76.97	0	0.00	-	-	-	-	-	-	-	-	
Kansas	2,146	485	22.60	1,661	77.40	0	0.00	-	-	-	-	-	-	-	-	
Kentucky	3,106	1,492	48.04	1,614	51.96	0	0.00	195	6.28	100	6.70	95	5.89	0	0.00	
Louisiana [4]	293	-	-	-	-	293	100.00	7	2.39	-	-	-	-	7	100.00	
Maine [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Maryland	9,441	2,188	23.18	7,253	76.82	0	0.00	18	0.19	4	0.18	14	0.19	0	0.00	
Massachusetts	10,003	544	5.44	9,459	94.56	0	0.00	64	0.64	6	1.10	58	0.61	0	0.00	
Michigan [5]	5,962	1,428	23.95	4,534	76.05	0	0.00	-	-	-	-	-	-	-	-	
Minnesota	8,328	1,952	23.44	6,376	76.56	0	0.00	101	1.21	29	1.49	72	1.13	0	0.00	
Mississippi	1,208	-	-	-	-	1,208	100.00	0	0.00	0	-	0	-	0	-	



UOCAVA Table 2: Federal Post Card Applications (FPCAs)

State	FPCAs Received							FPCAs Rejected							
	Total FPCAs Received	Uniformed Services Members		Overseas Civilians		Not Categorized		Total FPCAs Rejected	Pct. of FPCAs Received	Uniformed Services Members		Overseas Civilians		Not Categorized	
		Total	Pct.	Total	Pct.	Total	Pct.			Total	Pct. of Received from Uniformed Services	Total	Pct. of Received from Overseas Civilians	Total	Pct. of Total FPCAs Rejected
Missouri [2]	937	-	-	-	-	937	100.00	-	-	-	-	-	-	-	-
Montana	2,832	1,371	48.41	1,461	51.59	0	0.00	3	0.11	3	0.22	0	0.00	0	0.00
Nebraska	899	228	25.36	671	74.64	0	0.00	48	5.34	11	4.82	37	5.51	0	0.00
Nevada	2,699	974	36.09	1,725	63.91	0	0.00	79	2.93	35	3.59	44	2.55	0	0.00
New Hampshire	2,552	913	35.78	1,639	64.22	0	0.00	0	0.00	0	0.00	0	0.00	0	-
New Jersey [2]	3,913	371	9.48	3,542	90.52	0	0.00	-	-	-	-	-	-	-	-
New Mexico	775	177	22.84	598	77.16	0	0.00	394	50.84	37	20.90	357	59.70	0	0.00
New York	63,555	8,534	13.43	55,021	86.57	0	0.00	0	0.00	0	0.00	0	0.00	0	-
North Carolina	6,432	1,583	24.61	4,849	75.39	0	0.00	272	4.23	73	4.61	199	4.10	0	0.00
North Dakota	90	43	47.78	48	53.33	-1	-1.11	0	0.00	0	0.00	0	0.00	0	-
Ohio	9,251	2,656	28.71	6,595	71.29	0	0.00	220	2.38	75	2.82	137	2.08	8	3.64
Oklahoma	1,247	734	58.86	513	41.14	0	0.00	0	0.00	0	0.00	0	0.00	0	-
Oregon [2]	8,096	-	-	-	-	8,096	100.00	-	-	-	-	-	-	-	-
Pennsylvania	6,044	1,427	23.61	4,617	76.39	0	0.00	281	4.65	28	1.96	253	5.48	0	0.00
Rhode Island [2]	812	128	15.76	684	84.24	0	0.00	-	-	-	-	-	-	-	-
South Carolina [2]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
South Dakota	291	172	59.11	119	40.89	0	0.00	3	1.03	3	1.74	0	0.00	0	0.00
Tennessee	5,385	2,938	54.56	2,447	45.44	0	0.00	163	3.03	111	3.78	52	2.13	0	0.00
Texas	29,070	13,107	45.09	15,908	54.72	55	0.19	1,191	4.10	647	4.94	494	3.11	50	4.20
U.S. Virgin Islands	0	0	-	0	-	0	-	0	-	0	-	0	-	0	-
Utah [6]	2,092	526	25.14	1,566	74.86	0	0.00	3	0.14	0	0.00	3	0.19	0	0.00
Vermont [5]	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Virginia	14,917	4,486	30.07	10,431	69.93	0	0.00	185	1.24	41	0.91	144	1.38	0	0.00
Washington	2,006	592	29.51	1,414	70.49	0	0.00	0	0.00	0	0.00	0	0.00	0	-
West Virginia	570	276	48.42	294	51.58	0	0.00	3	0.53	2	0.72	1	0.34	0	0.00
Wisconsin [2]	394	92	23.35	302	76.65	0	0.00	-	-	-	-	-	-	-	-
Wyoming	177	97	54.80	80	45.20	0	0.00	8	4.52	4	4.12	4	5.00	0	0.00
<b>U.S. Total</b>	<b>312,437</b>	<b>79,366</b>	<b>26.29</b>	<b>218,404</b>	<b>72.34</b>	<b>14,667</b>	<b>4.69</b>	<b>6,342</b>	<b>2.26</b>	<b>2,138</b>	<b>2.84</b>	<b>4,078</b>	<b>2.04</b>	<b>126</b>	<b>1.99</b>



## UOCAVA Table 2 Calculation Notes

- (1) Total FPCAs received uses question B2a.
- (2) FPCAs received – Uniformed Services Members, Total uses question B2b.
- (3) FPCAs received – Uniformed Services Members, Pct. uses question B2b divided by question B2a.
- (4) FPCAs received – Overseas Civilians, Total uses question B2c.
- (5) FPCAs received – Overseas Civilians, Pct. uses question B2c divided by question B2a.
- (6) FPCAs received – Not Categorized by Voter Type, Total uses question B2a minus the sum of questions B2b and B2c.
- (7) FPCAs received – Not Categorized by Voter Type, Pct. uses question B2a minus the sum of questions B2b and B2c, all divided by question B2a.
- (8) Total FPCAs rejected uses question B3a.
- (9) Percent of FPCAs received that were rejected uses question B3a divided by question B2a.
- (10) FPCAs rejected – Uniformed Services Members, Total uses question B3b.
- (11) FPCAs rejected – Uniformed Services Members, Pct. uses question B3b divided by question B2b.
- (12) FPCAs rejected – Overseas Civilians, Total uses question B3c.
- (13) FPCAs rejected – Overseas Civilians, Pct. uses question B3c divided by question B2c.
- (14) FPCAs rejected – Not Categorized by Voter Type, Total uses question B3a minus the sum of questions B3b and B3c.
- (15) FPCAs rejected – Not Categorized by Voter Type, Pct. uses question B3a minus the sum of questions B3b and B3c, all divided by question B3a.

## UOCAVA Table 2 Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.
- Negative numbers in the “Not Categorized” column indicate that the sum of FPCAs by population accounts for more than the total number of FPCAs reported by the state.



[1] Colorado reported: “B3a-c rejected FPCAs - Colorado does not reject federal post card applications. If the application does not have sufficient or correct information it would be ‘incomplete’ or ‘pending’. Colorado does not have any incomplete or pending FPCAs to report for this reporting period. We are looking into the possibility that this is a training opportunity for our users.”

[2] Responded “Data not available” to all or most items involved in the table.

- Missouri reported: “MO does not track a separate category of registered voters for UOCAVA voters, so we will not have any rejection status”
- New Jersey reported about Rejected FPCAs: “This information is not captured in the current system.”
- Oregon reported about FPCAs received: “Unable to separate uniformed services from non-military overseas.” And about FPCAs rejected: “Do not track.”
- Wisconsin reported: “Rejected FPCAs are not tracked in WI”

[3] Illinois reported: “Most use the move site, not the post cards.”

[4] Louisiana reported: “LA: the department of state only collects the data for the totals.”

[5] Responded “Does not apply” to all or most items involved in the table.

- Maine reported: “FPCAs not tracked in Maine”
- Vermont reported: “Clerks do not track FPCAs”

[6] Most jurisdictions responded “Data not available” to questions related to rejected FPCAs and reported: “County did not track or provide.”



**UOCAVA Table 3: UOCAVA Ballots Transmitted, Returned, Counted, and Rejected**

State	Ballots Transmitted to UOCAVA Voters	Ballots Returned by UOCAVA Voters	Returned UOCAVA Ballots, Counted		Returned UOCAVA Ballots, Rejected	
			Total	Pct. Counted Ballots of those Returned	Total	Pct. Rejected Ballots of those Returned
Alabama	924	628	620	98.73	8	1.27
Alaska	4,173	3,504	3,416	97.49	88	2.51
American Samoa	38	31	31	100.00	0	0.00
Arizona	9,754	6,011	5,995	99.73	42	0.70
Arkansas	1,540	755	899	119.07	91	12.05
California	107,085	41,798	40,351	96.54	2,746	6.57
Colorado	28,929	15,738	15,247	96.88	323	2.05
Connecticut	2,805	2,805	1,797	64.06	32	1.14
Delaware	1,182	731	721	98.63	10	1.37
District of Columbia	1,273	642	642	100.00	18	2.80
Florida	95,002	49,762	48,068	96.60	3,281	6.59
Georgia	9,071	6,037	5,378	89.08	340	5.63
Guam	190	117	102	87.18	10	8.55
Hawaii	894	894	540	60.40	10	1.12
Idaho	1,134	885	853	96.38	59	6.67
Illinois [1]	8,168	5,882	6,645	112.97	-	-
Indiana	4,244	3,390	3,336	98.41	53	1.56
Iowa [2]	2,551	1,937	1,937	100.00	44	2.27
Kansas	2,146	1,924	1,918	99.69	10	0.52
Kentucky	2,561	1,465	1,275	87.03	194	13.24
Louisiana [3]	7,209	1,631	1,475	90.44	156	9.56
Maine	3,034	2,419	2,406	99.46	72	2.98
Maryland	9,760	6,637	6,425	96.81	197	2.97
Massachusetts	9,766	8,019	7,956	99.21	53	0.66
Michigan	9,102	6,859	6,690	97.54	109	1.59
Minnesota	8,482	6,076	5,310	87.39	771	12.69
Mississippi	1,208	847	847	100.00	0	0.00
Missouri	5,278	3,448	3,373	97.82	219	6.35
Montana [4]	3,573	2,914	2,685	92.14	10	0.34
Nebraska	933	773	737	95.34	36	4.66
Nevada	3,365	2,934	2,899	98.81	42	1.43



**UOCAVA Table 3: UOCAVA Ballots Transmitted, Returned, Counted, and Rejected**

State	Ballots Transmitted to UOCAVA Voters	Ballots Returned by UOCAVA Voters	Returned UOCAVA Ballots, Counted		Returned UOCAVA Ballots, Rejected	
			Total	Pct. Counted Ballots of those Returned	Total	Pct. Rejected Ballots of those Returned
New Hampshire	2,552	2,131	1,993	93.52	138	6.48
New Jersey [5]	7,226	-	-	-	-	-
New Mexico	1,874	1,598	1,598	100.00	57	3.57
New York	77,524	32,341	27,614	85.38	4,930	15.24
North Carolina	9,310	7,643	7,609	99.56	34	0.44
North Dakota	812	812	683	84.11	25	3.08
Ohio	9,597	7,531	7,374	97.92	157	2.08
Oklahoma	5,588	1,689	1,630	96.51	58	3.43
Oregon	15,711	7,581	7,415	97.81	166	2.19
Pennsylvania	12,875	3,392	9,316	274.65	383	11.29
Rhode Island [1]	812	-	-	-	-	-
South Carolina [6]	3,333	2,621	2,609	99.54	12	0.46
South Dakota	870	763	625	81.91	14	1.83
Tennessee	5,860	4,516	4,287	94.93	229	5.07
Texas	31,823	21,132	21,376	101.15	1,515	7.17
U.S. Virgin Islands [7]	20	8	0	0.00	0	0.00
Utah	5,668	2,304	2,274	98.70	30	1.30
Vermont	1,476	1,311	946	72.16	121	9.23
Virginia	21,111	15,831	14,344	90.61	1,487	9.39
Washington	89,248	38,952	41,623	106.86	587	1.51
West Virginia	841	720	713	99.03	7	0.97
Wisconsin	5,335	3,609	3,280	90.88	329	9.12
Wyoming	569	414	388	93.72	25	6.04
<b>U.S. Total</b>	<b>655,409</b>	<b>344,392</b>	<b>338,271</b>	<b>98.22</b>	<b>19,328</b>	<b>5.71</b>



## UOCAVA Table 3 Calculation Notes

- (1) **Ballots Transmitted to UOCAVA Voters** uses question B5a.
- (2) **Ballots Returned by UOCAVA Voters** uses question B9a.
- (3) **Returned UOCAVA Ballots Counted -Total** uses question B14a.
- (4) **Returned UOCAVA Ballots Counted -Pct. of Returned** uses question B14a divided by question B9a.
- (5) **Returned UOCAVA Ballots Rejected -Total** uses question B18a.
- (6) **Returned UOCAVA Ballots Rejected -Pct. of Returned** uses question B18a divided by question B9a.

## UOCAVA Table 3 Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.

[1] Responded “Data not available” to items left blank in the table.

[2] Iowa reported: “System doesn't differentiate between FWABs and other UOCAVA votes. FWABS included.”

[3] Louisiana reported: “The registrar sometimes transmits multiple ballots to voter (i.e. the voter did not receive the original ballot or the original ballot is returned as undeliverable).”

[4] Montana reported: “Ballot numbers include reissued and/or voided”

[5] New Jersey was not able to break down regular UOCAVA ballots from FWABs, so they responded “Data not available” to these items, but provided the totals per jurisdiction in the comments, which can be consulted in the public EAVS dataset.

[6] South Carolina reported: “Numbers show all UOCAVA ballots received. No breakdown available of FWAB and non-FWAB ballots.”

[7] U.S. Virgin Islands reported data on UOCAVA ballots transmitted to and returned by voters but reported “0” to items related to whether UOCAVA ballots were counted or rejected.



UOCAVA Table 4: Federal Write-in Absentee Ballots (FWABs)

State	FWABs Returned, Counted and Rejected						
	Total FWABs Returned	Counted		Rejected		Not Categorized	
		Total	Pct. of Total Received	Total	Pct. of Total Received	Total	Pct. of Total Received
Alabama	18	7	38.89	7	38.89	4	22.22
Alaska [1]	65	14	21.54	51	78.46	0	0.00
American Samoa	0	0	-	0	-	0	-
Arizona	95	61	64.21	34	35.79	0	0.00
Arkansas	274	218	79.56	23	8.39	33	12.04
California	1,064	906	85.15	486	45.68	-328	-30.83
Colorado	3	3	100.00	0	0.00	0	0.00
Connecticut [2]	-	-	-	0	-	-	-
Delaware	22	22	100.00	0	0.00	0	0.00
District of Columbia	6	6	100.00	0	0.00	0	0.00
Florida	1,328	279	21.01	59	4.44	990	74.55
Georgia [2]	-	-	-	0	-	-	-
Guam [3]	0	0	-	0	-	0	-
Hawaii [3]	0	0	-	0	-	0	-
Idaho	11	5	45.45	4	36.36	2	18.18
Illinois [4]	774	774	100.00	0	0.00	0	0.00
Indiana	84	62	73.81	3	3.57	19	22.62
Iowa [5]	40	33	82.50	0	0.00	7	17.50
Kansas	33	30	90.91	3	9.09	0	0.00
Kentucky [6]	15	15	100.00	0	0.00	0	0.00
Louisiana	2	2	100.00	0	0.00	0	0.00
Maine [7]	35	35	100.00	0	0.00	0	0.00
Maryland	192	82	42.71	38	19.79	72	37.50
Massachusetts	229	228	99.56	1	0.44	0	0.00
Michigan	179	169	94.41	10	5.59	0	0.00
Minnesota	88	69	78.41	17	19.32	2	2.27
Mississippi [3]	0	0	-	0	-	0	-
Missouri	109	109	100.00	0	0.00	0	0.00
Montana	19	18	94.74	1	5.26	0	0.00



**UOCAVA Table 4: Federal Write-in Absentee Ballots (FWABs)**

State	FWABs Returned, Counted and Rejected						
	Total FWABs Returned	Counted		Rejected		Not Categorized	
		Total	Pct. of Total Received	Total	Pct. of Total Received	Total	Pct. of Total Received
<b>Nebraska</b>	35	34	97.14	1	2.86	0	0.00
<b>Nevada</b>	36	29	80.56	7	19.44	0	0.00
<b>New Hampshire</b>	19	16	84.21	3	15.79	0	0.00
<b>New Jersey [2]</b>	-	-	-	0	-	-	-
<b>New Mexico</b>	26	26	100.00	0	0.00	0	0.00
<b>New York</b>	203	184	90.64	19	9.36	0	0.00
<b>North Carolina</b>	275	270	98.18	5	1.82	0	0.00
<b>North Dakota</b>	20	20	100.00	0	0.00	0	0.00
<b>Ohio</b>	129	92	71.32	24	18.60	13	10.08
<b>Oklahoma [8]</b>	83	67	80.72	8	9.64	8	9.64
<b>Oregon [2]</b>	-	-	-	0	-	-	-
<b>Pennsylvania</b>	442	438	99.10	1	0.23	3	0.68
<b>Rhode Island [9]</b>	-	-	-	0	-	-	-
<b>South Carolina [2]</b>	-	-	-	0	-	-	-
<b>South Dakota</b>	5	4	80.00	0	0.00	1	20.00
<b>Tennessee</b>	180	104	57.78	70	38.89	6	3.33
<b>Texas</b>	819	288	35.16	322	39.32	209	25.52
<b>U.S. Virgin Islands</b>	0	0	-	0	-	0	-
<b>Utah</b>	53	36	67.92	1	1.89	16	30.19
<b>Vermont [2]</b>	-	-	-	0	-	-	-
<b>Virginia</b>	35	35	100.00	0	0.00	0	0.00
<b>Washington</b>	211	205	97.16	6	2.84	0	0.00
<b>West Virginia</b>	9	6	66.67	3	33.33	0	0.00
<b>Wisconsin [10]</b>	9	9	100.00	0	0.00	0	0.00
<b>Wyoming</b>	10	6	60.00	1	10.00	3	30.00
<b>U.S. Total</b>	7,284	5,016	68.86	1,208	16.58	1,060	14.55



## UOCAVA Table 4 Calculation Notes

- (1) **FWABs Returned – All UOCAVA Voters, Total** uses question B23a.
- (2) **FWABs Counted, Total** uses question B24a.
- (3) **FWABs Counted, Pct.** uses question B24a divided by question B23a.
- (4) **FWABs Rejected, Total** uses the sum of questions B25a and B26a.
- (5) **FWABs Rejected, Pct.** uses the sum of questions B25a and B26a, all divided by B23a.
- (6) **Not Categorized FWABs, Total** uses question B23a minus the sum of questions B24a, B25a and B26a.
- (7) **Not Categorized FWABs, Pct.** uses question B23a minus the sum of questions B24a, B25a and B26a, all divided by question B23a.

## UOCAVA Table 4 Data Notes

### General Notes:

- The percentage calculations at the national level (U.S. Total) only use data from those states that provided data for the numerator and denominator of the calculation.
- Negative numbers in the “Not Categorized” column indicate that the sum of counted and rejected FWABs exceeds the total number of FWABs returned reported by the state.
- The EAVS only listed two reasons for FWAB rejection. In some cases, this led to jurisdictions not being able to classify some of the FWABs they rejected, which would in turn be included among the “not categorized” FWABs.

[1] Alaska reported: “B25: Reflects all rejected; including those rejected due to being received after state deadline”.

[2] Responded “Data not available” to all or most items involved in the table.

- New Jersey reported: “UOCAVA ballot totals (UOCAVA+FWABS) were recorded in the comments sections for B9-B22”
- Oregon reported: “Do not track separate from UOCAVA.”
- South Carolina reported: “No data available to separate FWABs from regular UOCAVA ballots. FWABs are included in B9-B22.”
- Vermont reported: “Clerks do not track FWABs”

[3] Responded zero to all or most items involved in this table.

- Guam reported: “Did not receive any FWAB”

[4] Illinois reported: “Some clerks do not record FWABs other than received and counted. Details are not retained.”

[5] Iowa reported: “FWABs included with other UOCAVA numbers. System reports does not differentiate. FWAB numbers reported directly from local offices. Rejection reasons unknown. Can be additional FWABs for each jurisdiction in items b14 to b22 per clarification question sent 3/5/19”



[6] Kentucky responded “Does not apply” to the reasons for rejection (items B25a and B26a) and reported: “Rejected reason not tracked.”

[7] Maine reported: “No FWABs were rejected”

[8] The eight not categorized FWABs for Oklahoma correspond to FWABs rejected for reasons other than those included in the survey. The state reported those FWABs were rejected “because duplicate FWAB was received.”

[9] Rhode Island responded “Does not apply” to all items involved in this table.

[10] Wisconsin reported: “Many jurisdictions track ballots that are received after election day, however they are not required to do so. Counts reported in B25 represent the ballots that have been tracked in this way.”



## Chapter 4. Election Law and Procedure in States: Policy Survey

### Key Findings

The 2018 Election Administration Policy Survey asked states to identify the election laws and procedures that govern voter registration, voter eligibility, modes of voting, and election audits in their states. Notable findings from this survey include:

- Nearly half of states have some kind of policy allowing for same day voter registration (SDR).
- Three states conduct elections entirely by mail statewide whereas and four more states use all-by-mail voting in certain jurisdictions. Sixty percent of states allow no-excuse by-mail voting.
- Almost one-third of states have vote centers or allow voters to cast ballots at any polling place in their jurisdiction.
- When a Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) voter submits a Federal Post Card Application (FPCA), his or her voter registration is permanent in nearly three-quarters of states.
- Nearly all states have some form of felon disenfranchisement. Two-thirds of these states automatically restore the voting rights of a person with a felony conviction once the period of disenfranchisement has passed, while the remaining states require some kind of reapplication process.
- About half of states conduct election audits of voting machines every election.

### Introduction

Although quantitative data from state and local election officials provide an important window into how the 2018 general elections were run, these data must be understood in the context of state laws and policies. In 2008, the Statutory Overview, the precursor to the Policy Survey, was introduced as a component of the Election Administration and Voting Survey (EAVS). The Statutory Overview questionnaire consisted of 37 open-ended questions and focused on statutory requirements for various parts of the election process; states reported information on their election laws using descriptive phrases for each category. The open-ended question format provided a comprehensive overview of state statutory language that limited the usefulness of the data captured.

In 2018, the Policy Survey used closed-ended questions to capture states' broad policies. This allowed for greater ease in interpreting the results and creating comparisons across states. It is important to remember that state election laws are nuanced, and this report simplifies them for the purpose of providing an overview of election policies that offer important context to understanding EAVS data.



In this first iteration of the new survey, states were encouraged to forward caveats about the questions to the research team. This was done to ensure that the most accurate representation of state policies was reported. State comments will inform updates to question formatting and wording to better reflect state policy nuances in the 2020 Policy Survey.

The Policy Survey was also used to validate 2018 EAVS data prior to states certifying their data as final. Further information on this process is available in the Data Validation section of Chapter 5 of this report.

This report provides an overview and summary of the Policy Survey's findings. State responses are available in Appendix A of this chapter.

## Methodology

Data were collected from all 50 U.S. states, the District of Columbia, Puerto Rico, American Samoa, the U.S. Virgin Islands, and Guam.<sup>1</sup> Fifty states completed the survey online and five states completed the survey using a paper instrument. Data were collected between July 2018 and March 2019.

For a detailed overview of 2018 Policy Survey instrument design and data collection process, see Chapter 5, Survey Methodology and Process.

## Voter Registration

The primary federal law governing voter registration in the United States is the National Voter Registration Act (NVRA), which became effective in 1995.<sup>2</sup> NVRA expands voter registration opportunities for voters by creating more standardized registration processes and by designating more places as voter registration agencies, and it requires that states conduct a uniform and nondiscriminatory general program to remove the records of individuals who are no longer eligible to vote from their lists.

Congress also passed the Help America Vote Act (HAVA) in 2002, requiring states to adopt a computerized statewide voter registration list.<sup>3</sup> States use these registration lists to determine who is eligible to participate in elections. States also face the challenge of keeping these lists up to date, as voters commonly move to different jurisdictions or states, pass away, or become otherwise ineligible to vote. North Dakota is the only state that does not require voter registration.<sup>4</sup>

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<sup>1</sup> For ease of reading, this report uses the term "states" to refer to U.S. states and territories.

<sup>2</sup> Six states—Idaho, Minnesota, New Hampshire, North Dakota, Wisconsin, and Wyoming—are exempt from NVRA due to their lack of voter registration or for having Election Day registration for federal elections on and after August 1, 1994. NVRA does not cover the territories of American Samoa, Guam, Puerto Rico, or the U.S. Virgin Islands.

<sup>3</sup> 52 U.S.C. §21083.

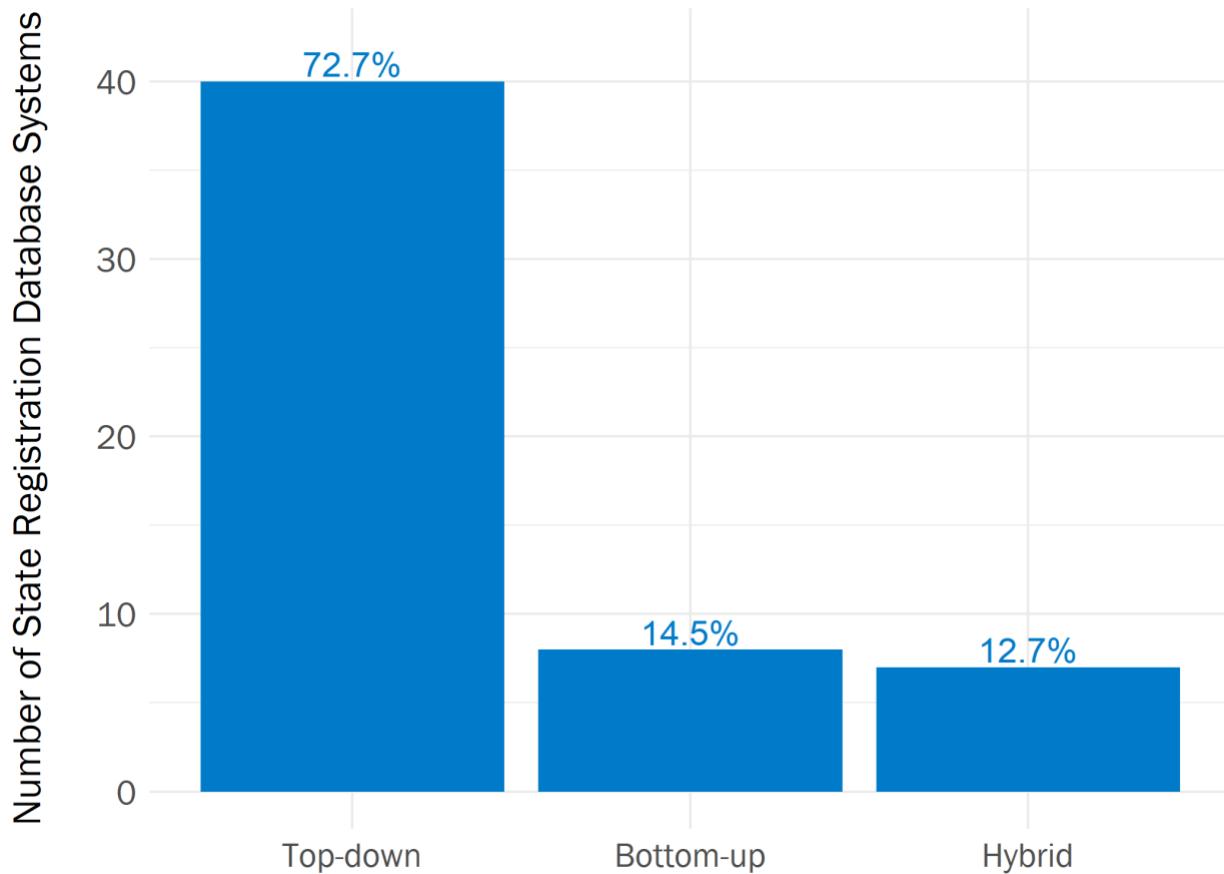
<sup>4</sup> As a result, North Dakota did not respond to Policy Survey questions related to voter registration and registration databases. North Dakota's election website states: "Precincts in North Dakota maintain a list of voters who have voted in previous elections. When a voter approaches a polling place they are asked to provide an acceptable form of identification. Then the election board will attempt to locate the voter's name on the voting list. If the voter's name is on the list, the voter's name and address are verified and the voter is then allowed to vote." (<https://vip.sos.nd.gov/pdfs/Portals/votereg.pdf>)



## Database Systems

States responded to HAVA voter registration requirements in different ways. Some states adopted a single, central platform at the state level that connected to terminals in local jurisdictions. This type of system is typically referred to as a “top-down” voter registration system. Other states implemented a state voter registration database that gathers and aggregates information from their local jurisdictions’ voter registration databases. This type of system is typically referred to as a “bottom-up” system.<sup>5</sup> If a system has a mix of top-down and bottom-up characteristics, then it is referred to as a “hybrid” system. The specific characteristics of hybrid systems vary state by state.<sup>6</sup>

Figure 1. Nearly Three-Fourths of States have Top-Down Voter Registration Databases



<sup>5</sup> For a bottom-up voter registration system to be considered a statewide system, the state database, the data, and the data flow must be defined, maintained, and administered by the state. See EAC’s “Voluntary Guidance on Implementation of Statewide Voter Registration Lists” (available at <https://www.eac.gov/assets/1/1/Implementing%20Statewide%20Voter%20Registration%20Lists.pdf>) for a more thorough explanation of the ideas of top-down and bottom-up voter registration systems.

<sup>6</sup> The 2016 Statutory Overview found that several Texas jurisdictions use the Texas statewide voter registration database to directly manage registration data, while other Texas jurisdictions manage their own voter registration data using a third-party vendor. The data from those “offline” jurisdictions are batch-processed with the state database every night so that all database changes between the state system and each jurisdiction can be reconciled.



The Policy Survey asks states whether they have a top-down, bottom-up, or hybrid voter registration database and how frequently information is shared between states and local jurisdictions. Figure 1 shows that a majority of states, 72.7 percent, have voter registration databases that function in a top-down manner, meaning that the state has a single platform that collects and stores all voter registration information from local jurisdictions.

Only 14.5 percent of states have bottom-up registration systems that upload jurisdiction-level information at regular intervals to form the statewide voter registration list, and only 12.7 percent of states have a hybrid system that combines elements of both.

In practice, these state registration system categories may be fluid. Some top-down states may implement processes of bottom-up states and vice versa. For example, although West Virginia is categorized as a top-down state, the state election office requests additional data from jurisdictions that did not enter the data into the state voter registration database. Oklahoma is categorized as a hybrid state due to similar follow-up processes with jurisdiction offices, but nevertheless accesses all information through the statewide system.<sup>7</sup>

### Reporting Data to the State Database

States that report having either a bottom-up or hybrid system were asked to report how often their jurisdictions transmit voter registration information to the statewide database. For both systems, real-time data transmissions were most common. Of the eight states with bottom-up systems, jurisdictions in Nevada and Tennessee transmit data daily while those in California, Mississippi, New York, Ohio, and Washington transmit data in real time. Illinois notes that its bottom-up voter registration system transmits information both in real time and daily.

Of the seven states that use a hybrid system, Oklahoma and Texas report that their jurisdictions transmit data to the state daily and Arizona, Maine, North Carolina, Utah, and Vermont report that their jurisdictions transmit data in real time.

### Data Linkages

The National Academy of Sciences (NAS) notes that election officials must accomplish two primary activities related to voter registration: adding individuals to the database who are eligible to vote and maintaining the accuracy of the database.<sup>8</sup> A state accomplishes these goals by accessing or “linking” to other databases to verify the voter registration information in its database. NVRA also outlines steps that states are required to take to keep voter registration information current and to remove ineligible voters and duplicate registrations from the voter lists. This task requires comparing voter lists to records in other databases to prevent duplicate registration records and to avoid adding those who are ineligible to register.<sup>9</sup>

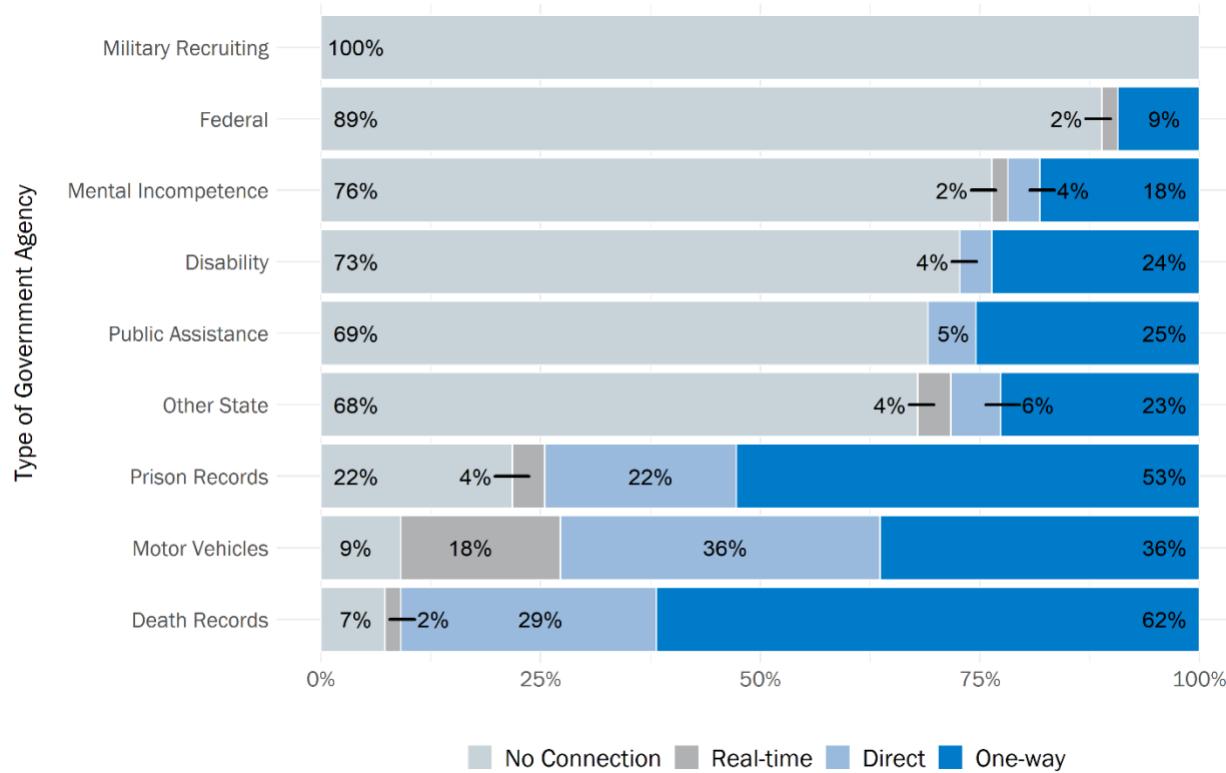
<sup>7</sup> This information was gathered during EAVS Needs Assessment interviews. For more information, see the Needs Assessment section of the Survey Methodology and Process chapter.

<sup>8</sup> National Research Council. 2010. *Improving State Voter Registration Databases: Final Report*. Washington, DC: The National Academies Press. <https://doi.org/10.17226/12788>.

<sup>9</sup> Ibid.



Figure 2. Most States Link Voter Registration Databases with Government Entities that Maintain Death Records and Driver's Licenses



As NAS notes, HAVA requires the chief election official in each state to attempt to verify the information on first-time voter registration applications against driver's license numbers in that state's motor vehicle licensing agency's database or against the Social Security Administration's database of Social Security numbers. If no match is found, election officials in most states attempt to contact the applicant for additional information, but they manage this process in various ways. HAVA requires that applicants who cannot be matched against one of these databases be allowed to vote on Election Day provided they present appropriate identification at the polling place.<sup>10</sup>

The Policy Survey asks states how they share information electronically with other state and federal government entities. These linkages are illustrated in Figure 2.

Most states link their voter registration data with government entities that maintain death records (92.7 percent) and with the agency that handles their state's driver's licenses (90.9 percent). The other most common linkages are with entities that maintain felony or prison records, such as state courts and parole agencies (78.2 percent).<sup>11</sup> Agencies that are less commonly linked to include public assistance agencies, disability agencies, entities that maintain records of individuals declared

<sup>10</sup> 42 U.S.C. §15483.

<sup>11</sup> Though North Dakota does not have voter registration, the state does share information electronically with other government entities and is included in these analyses.



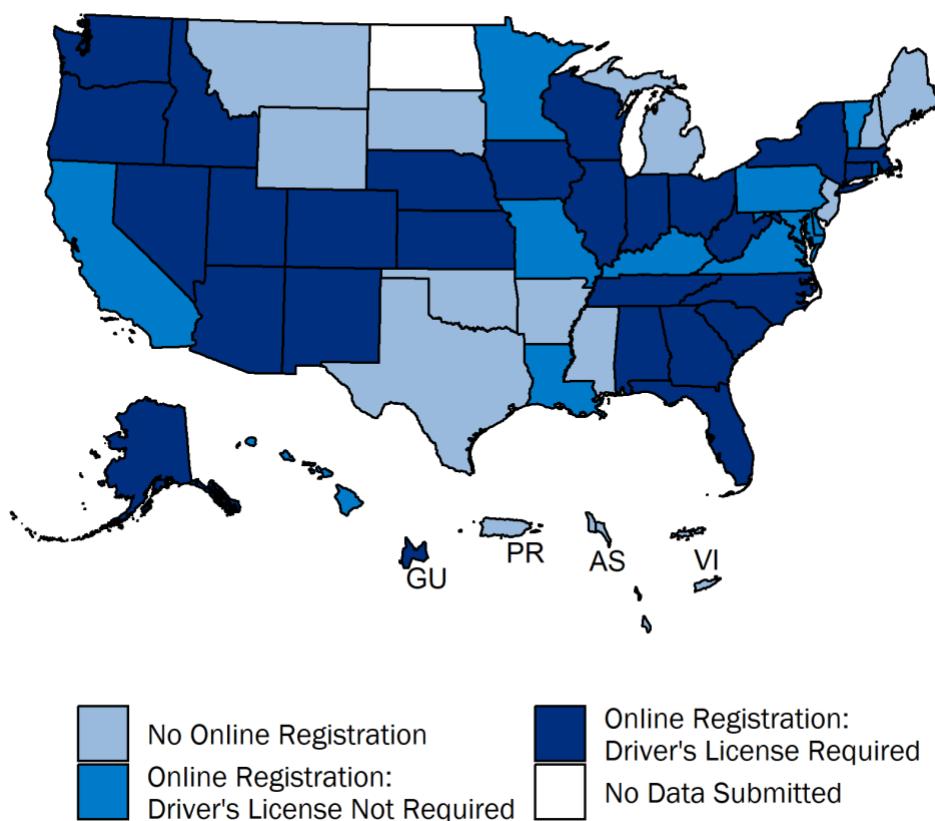
mentally incompetent, federal agencies, and other state agencies that are not required by NVRA. No states reported linking their voter registration databases with military recruiting offices. This question only allowed for one response, but states may share information electronically in more than one way with a particular entity.

### Online Voter Registration

In 2002, Arizona became the first state to adopt online voter registration.<sup>12</sup> Online voter registration generally mirrors the process of registering to vote using a paper form, but the form is completed and submitted electronically.

Forty states (72.7 percent) reported having an online voter registration portal in which individuals can register on their own, fully online, without having to submit a paper form. In 67.5 percent of these states, only individuals with a valid driver's license or state-issued ID card can use the online voter registration system. Figure 3 shows the prevalence of online voter registration across states.

Figure 3. Most States Offer Online Registration



<sup>12</sup> <https://www.eac.gov/documents/2017/09/20/eavs-deep-dive-registering-to-vote/>

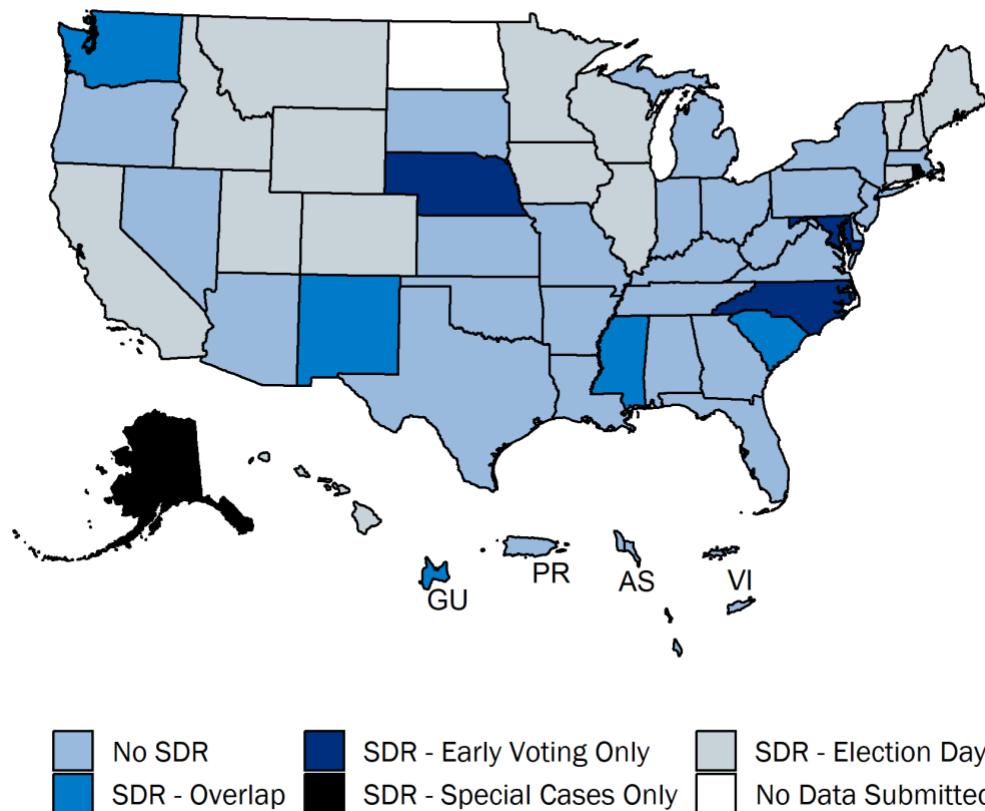


The Policy Survey asked states to report whether they had an automated voter registration process allowing electronic record transfer between the state's motor vehicles agency, the state's tax office, or other agencies.<sup>13</sup> More than two-thirds of states (70.9 percent) reported having automated voter registration as defined in the Policy Survey; all of those states reported having electronic transfer between the state and the motor vehicles agency. Although none of these states reported electronic transfer with the state tax office, six did report transfer with some other agency.

### Same Day Registration (SDR)

Instead of requiring voters to register in advance of an election, some states allow individuals to register to vote and cast a ballot on the same day. Twenty-six states reported having SDR or a period

Figure 4. Nearly Half of States Offer Same Day Voter Registration



<sup>13</sup> The intent of Q5 in the Policy Survey was to capture a broad range of state policies that meet the criteria for automated voter registration. For example, Nebraska has opt-in voter registration through the state motor vehicles agency website. However, due to ambiguous phrasing, states may have interpreted the item in different ways. Future versions of the Policy Survey will address this issue.



of overlap between early voting and the close of voter registration in which individuals can register and vote on the same day. Among states with SDR, it was most common to have SDR on Election Day (61.5 percent).

Guam, Mississippi, New Mexico, South Carolina, and Washington have SDR because of an overlap between the close of voter registration and the start of early voting; New Mexico explained that because voter registration closes and in-person absentee voting starts on the same day, New Mexico voters have the one day of overlap to both register and vote.<sup>14</sup>

## Voter Eligibility

NVRA establishes a process for states to keep their voter registration lists accurate. Under this law, a voter can be removed from the lists for the following reasons:

- The registrant requests to be removed;
- The registrant dies;
- The registrant is declared mentally incapacitated, if a state law requires it;
- The registrant is convicted of a specified crime, if state law requires it; or
- The registrant changes residences outside of the jurisdiction, in which case the removal process must be conducted in accordance with procedures set forth in NVRA.

Under the process established by NVRA, when a registrant appears to have moved outside of his or her jurisdiction due to returned or undeliverable mail, the state must follow a specific process of verifying that the individual is no longer eligible to vote. An address confirmation procedure must be followed before removing the voter from the registration list. Further information about how states implemented these NVRA requirements for the 2018 elections can be found in Chapter 2, Voter Registration: NVRA and Beyond.

## Criminal Convictions and Voting

The Policy Survey asks three questions about removing voters from registration lists due to disqualifying felony convictions and the restoration of voting rights, summarized below:

- What is your state's policy for removing individuals from voter rolls?
- For how long does a person with a felony lose his or her right to vote?
- How can a person with a felony conviction become an eligible voter again?

Although most states have similar standards for the nature of a crime that results in disqualification, there is variation in disqualification time periods and in processes to restore voting rights. Fifty-one states (92.7 percent) have some form of felon disenfranchisement, and 28 (54.9 percent) of those states disenfranchise individuals who have been convicted of any felony.<sup>15</sup> Sixteen states (31.4

<sup>14</sup> Not all states that have an SDR policy were able to report the number of same day registrants in their EAVS data.

<sup>15</sup> Maine, Puerto Rico, and Vermont do not disenfranchise individuals on the basis of criminal convictions. Ohio did not provide a response to this item.



percent) that have felon disenfranchisement revoke the right to vote during the period of incarceration only. Roughly half of states extend the period to cover probation and parole, while seven states (13.7 percent) have some time requirement beyond probation and parole.<sup>16</sup>

The Policy Survey also asks those states to indicate how disenfranchised individuals go about restoring their eligibility to vote. Thirty-four states automatically restore the voting rights of persons with felony convictions once the period of disenfranchisement has passed, either by becoming eligible to register anew (60.8 percent) or by having their previous registration restored (5.8 percent).

One-third of states do not automatically restore voting rights to individuals disenfranchised because of a disqualifying felony conviction, instead requiring some kind of reapplication process. In nine states (17.6 percent), that process entails presenting documentation showing that an individual has completed voter registration requirements. In eight states (15.7 percent), voting rights must be restored by the state via gubernatorial restoration or some other formal administrative process.<sup>17</sup>

## Voter Identification

Under HAVA, Congress establishes minimum identification standards that an individual must meet in order to register to vote:

- Individuals who register to vote at their state's motor vehicle agency, another government agency, or using an online registration portal are typically authenticated by presenting appropriate documentation to the government agency and by the state matching the person's driver's license number or last four digits of his or her Social Security number to an existing state record.
- Individuals who register by mail and who have not voted before for federal office in their state or residence are required to present, at some point before voting, either a current and valid photo identification or a copy of a utility bill, bank statement, government check, paycheck, or other government document that shows the person's name and address.
- Individuals who are entitled to vote by absentee ballot under UOCAVA or entitled to vote other than in person under the Voting Accessibility for the Elderly and Handicapped Act or other federal law are exempt from HAVA's identification requirements.

The definition of voter identification varies by state. In some states it can mean a government-issued document with a photograph, whereas in another it can mean an affidavit affirming identity. For in-person, non-first-time voting (whether before or on Election Day), 26 states (47.3 percent) require voters to present government-issued photo identification as proof of identification during registration.<sup>18</sup> Slightly fewer states, 43.6 percent, report that non-photo government-issued identification can be used, whereas 32.7 percent report that a non-government form of identification

<sup>16</sup> Mississippi did not provide a response to this item.

<sup>17</sup> This question may be revised in future versions of the survey, as no response options apply to states that are currently considering felon re-enfranchisement legislation.

<sup>18</sup> In New Hampshire, a clerk, moderator, or supervisor of the checklist who is registered to vote in the same precinct or jurisdiction may vouch for a voter's identity. Also, a voter may sign an affidavit and attach his or her photo.



such as a lease or a power bill can be used. Seven states, 12.7 percent, did not respond to this item.<sup>19,20</sup>

## Modes of Voting

The traditional image of voting in America involves voters physically traveling to a polling location and casting their ballots in person. However, other modes of voting that allow voters to cast their ballots without showing up to a physical polling place on Election Day are now widely available. These modes include by-mail and early in-person voting. The process differs by state and by whether a voter is participating domestically or from overseas.

### UOCAVA Voters

UOCAVA requires that all states offer uniformed services members, their eligible family members, and overseas civilians the ability to vote absentee in all federal elections. In addition, UOCAVA-protected citizens have the option of using the FPCA, which serves as both a registration and ballot request application and is accepted in all U.S. states and territories. All states accept FPCAs submitted by postal mail. In addition, the Military and Overseas Voter Empowerment (MOVE) Act amended UOCAVA, requiring that all states offer at least one electronic means for FPCA submission. UOCAVA voters may submit their FPCA by fax, online (either by email or through the state's online voter registration portal), or by other modes, as allowed by state law.

Email and fax are the most common methods that states report for accepting FPCAs; both modes are allowed in 52 states (94.5 percent). Twenty states (36.4 percent) accept FPCAs transmitted through the state's online voter registration portal.<sup>21</sup> Figure 5 illustrates these transmission methods. A voter registration submitted via FPCA is considered permanent in 72.7 percent of states and temporary in 25.5 percent of states.<sup>22</sup>

States differ in the length of time that an FPCA absentee ballot request remains valid; that is, the period of time or number of elections for which a voter will retain UOCAVA status and have an absentee ballot transmitted to them. One calendar year is the most common response (45.5 percent), followed by one general election cycle (20.0 percent) and until the voter moves from his or her residence (18.2 percent).<sup>23</sup>

<sup>19</sup> Maryland does not have identification requirements for non-first-time voters.

<sup>20</sup> In Maine, registered voters who provided proof of identification at the time of registration do not need identification at the time of voting. However, voters who need to provide identification in order to complete the registration process are directed to the Registrar of Voters to complete that process; if no proof of identification is provided, then the voter must cast a challenged ballot.

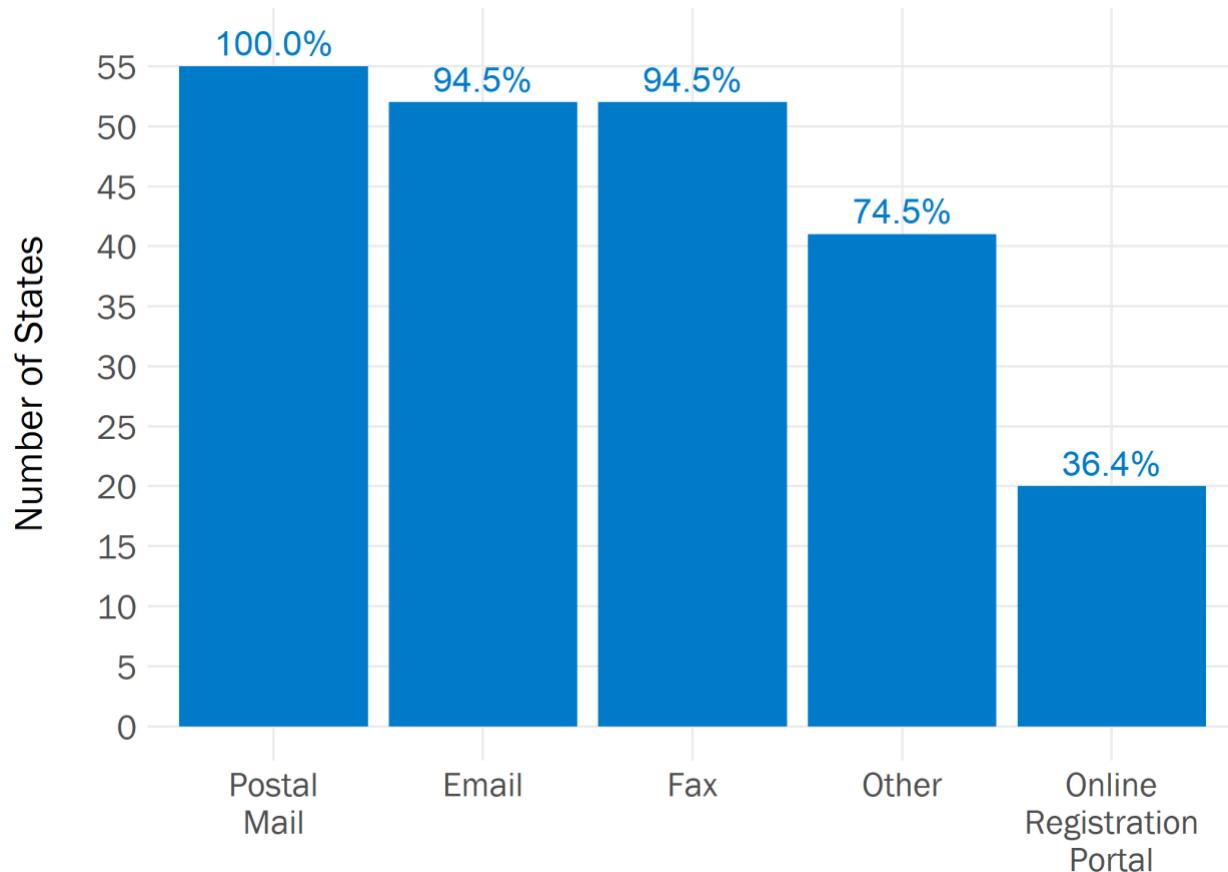
<sup>21</sup> Forty-one states (74.6 percent) reported allowing another method of UOCAVA submission; most states reported postal mail as this other source and four states reported allowing FPCAs to be submitted in person. Maryland commented that “[Email, fax, and online] are available if the voter is already registered and is using the FPCA to request an absentee ballot. If the individual is using the FPCA to register to vote, the FPCA must be submitted by mail or the user may use [sic] Maryland’s Online Voter Registration Portal. If the voter uses the portal, the person will be designated as a UOCAVA voter but will not submit an FPCA.”

<sup>22</sup> Oregon did not provide a response to this item.

<sup>23</sup> Twelve states (21.8 percent) did not provide a response to this item, possibly due to the restrictive nature of its format; five states commented that their policies were not reflected in the wording. Additionally, Vermont was the only state to provide answers for more than one of the response options. In the future, this item will require revision.



Figure 5: Postal Mail, Email, and Fax are Most Commonly Offered FPCA Transmission Methods



States also reported their postmark and receipt deadlines for UOCAVA by-mail ballots. In 41.8 percent of states, the postmark deadline is Election Day, and in 50.9 percent of states, ballots must be received by Election Day. Additionally, 43.6 percent of states indicated that ballots must be received by a specified number of days after Election Day, with responses ranging from two to 20 days after Election Day.

Chapter 3, Military and Overseas Voting in 2018: UOCAVA, contains further information on UOCAVA voting in the 2018 general elections.

### By-Mail Voting

All states allow some form of by-mail voting for domestic civilians, although states administer this process in different ways. For example, 40.0 percent of states require voters to provide a reason for why they are casting a by-mail absentee ballot and cannot vote in person on Election Day. In 43.6 percent of states, voters can request to be on the permanent absentee list, from which they will automatically receive absentee ballots for all future elections. Fourteen states require special criteria for individuals to make this request, such as persons with disabilities or individuals over a specified age. For a full list of state requirements for permanent absentee status, see Appendix A.



In addition to reporting deadlines for UOCAVA ballots, the Policy Survey asked states to report deadlines for domestic civilian by-mail ballots. In 38.2 percent of states, the postmark deadline is Election Day, and in 63.6 percent of states, ballots must be received by Election Day.

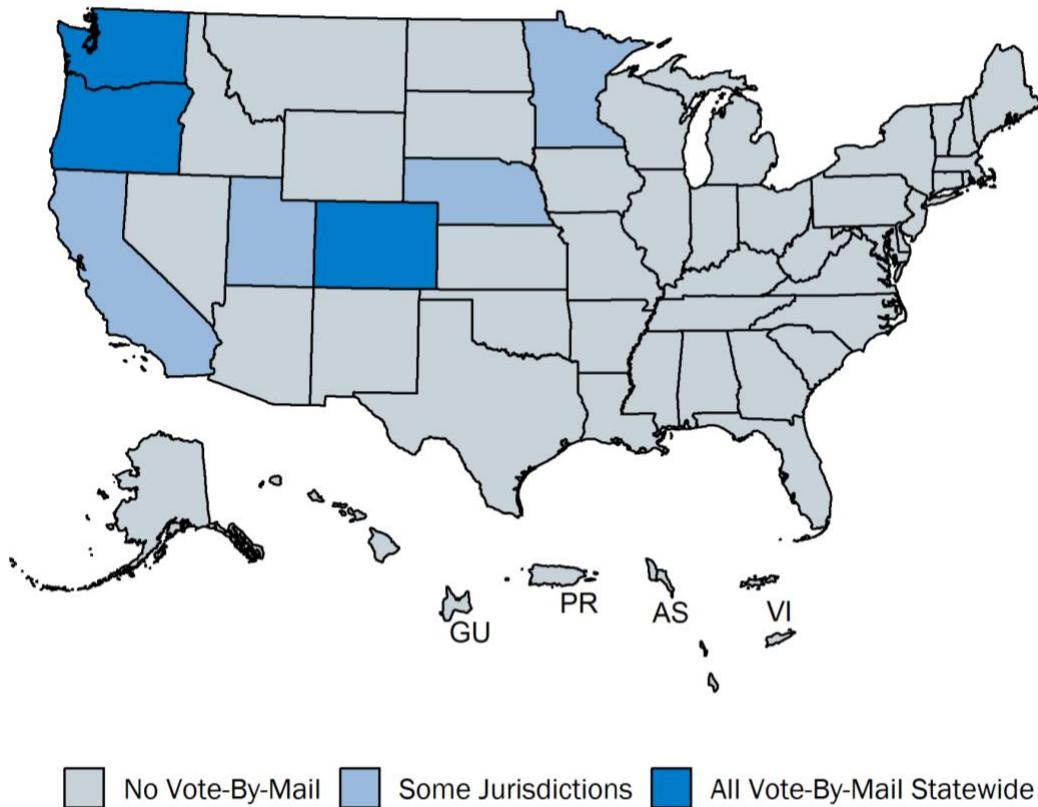
Figure 6 shows the seven states that have some system in which all registered voters are automatically sent a mail ballot. California, Minnesota, Nebraska, and Utah have some vote-by-mail jurisdictions. Colorado, Oregon, and Washington have statewide all-vote-by-mail systems.

### In-Person Early Voting

All states allow some kind of in-person voting before Election Day. This can take two forms:

- In-person early voting, in which a voter signs in at an early voting location, is given a ballot, and casts the ballot directly into the ballot box; or
- In-person absentee voting, in which a voter receives, fills out, and casts an absentee ballot in one trip to an election office or satellite location.

Figure 6. Three States have All-Vote-By-Mail Elections and Four States Allow Certain Jurisdiction to Conduct All-Vote-By-Mail Elections





All states reported having one or both of these voting modes, with 47.3 percent of states having in-person early voting and 52.7 percent having in-person absentee voting. However, there are some caveats to note.<sup>24</sup> Puerto Rico, Alaska, and American Samoa commented that their states have both policies. Additionally, “early voting” specifically refers to in-person absentee voting in North Carolina. Fifteen states (27.3 percent) require an excuse to vote early in person.<sup>25</sup>

## Vote Centers

The EAC describes vote centers as centralized, consolidated polling sites that serve as alternatives to traditional polling places.<sup>26</sup> Jurisdictions that use vote centers allow voters to cast their Election Day ballots at any vote center in their jurisdiction. The Policy Survey asks whether any states’ jurisdictions allow voters to cast ballots at any polling place or vote center in their jurisdiction, and to describe how vote centers operate.

Almost one-third of states (30.9 percent) have vote centers or allow voters to cast ballots at any polling place in their jurisdiction. Colorado and Washington require this policy statewide, comprising 3.6 percent of states; another 9.1 percent of states have vote centers only in certain qualifying jurisdictions and 18.2 percent of states have vote centers but allow jurisdictions the option to not implement them.

## Provisional Voting

As the EAC states in its Best Practices on Provisional Voting report,

“Section 302 of the Help America Vote Act (HAVA) creates the right for potential voters to cast provisional ballots in the event their names do not appear on the registration list or the voters’ eligibility is challenged by an election official. The issuance of a provisional ballot is best described as a safety net or fail safe for the voter, in that:

- It maintains the person’s intent to vote and selections until election officials determine that the person does or does not have the right to cast a ballot in the election.
- It allows the determination of the voter’s eligibility to be made at a time when more perfect or complete information is available either from the voter or from the election jurisdiction.”<sup>27</sup>

State and local election officials ultimately apply their policies, procedures, and state legal requirements when making a determination as to whether to count a provisional ballot. For example, a state that has a stricter standard for the identification of voters than is contained in HAVA would apply its standard to determine if a given provisional ballot meets the ID standard. The EAC

<sup>24</sup> During EAVS data collection, some states explained that in-person absentee voting could not be reported separately from regular absentee voting in their data submissions.

<sup>25</sup> Maine did not report requiring an excuse but notes that if an individual wishes to cast an absentee ballot within three business days of an election, then special circumstances are required.

<sup>26</sup> <https://www.eac.gov/documents/2017/11/15/eavs-deep-dive-poll-workers-and-polling-places/>.

<sup>27</sup> <https://www.eac.gov/documents/2017/02/27/eac-best-practices-on-provisional-voting/>.



encourages states to develop provisional voting procedures that are fair, transparent, effective, and consistently applied to all voters in the state.<sup>28</sup>

Eleven percent of states reported that provisional ballots cast in the wrong precinct would be fully counted, and 27.3 percent reported that they would be partially counted.<sup>29</sup> Nearly half of states (49.1 percent) reported that these provisional ballots would be rejected.<sup>30,31</sup> Seven states did not provide a response to this question. Among them, Minnesota, New Hampshire, and North Dakota explained that provisional ballots are not issued in their states.<sup>32</sup> Ohio, another non-responding state, explained that policies related to provisional ballots are nuanced and require elaboration beyond the available response options.

## Post-Election Recounts and Audits

Before local election officials certify the results of an election, they may take steps to verify that all established election procedures were followed and that all voting equipment functioned properly. Many states require additional post-election verification that the counting process is accurate. These additional verifications may take the form of a partial recount (in which ballots in randomly selected precincts are counted a second time to ensure that the initial tabulation of votes was accurate) or a more detailed audit (in which the entire voting process is reviewed and key steps are verified). In practice, both terms are referred to as audits.<sup>33</sup>

Post-election recounts of ballots are most often conducted at the request of a losing candidate or party (70.9 percent of states) or as the result of a court order (63.6 percent of states). Less common reasons are if the result of a race is within a specified margin (49.1 percent of states) or at the request of an interested person (34.6 percent). Oregon automatically conducts recounts in all elections for all races.<sup>34</sup>

### Audit Requirements

Most states (78.2 percent) require some kind of post-election audit.<sup>35</sup> For example, 65.5 percent of states statutorily require post-election audits, whereas 12.7 percent require post-election audits by formal administrative rules or guidelines. An additional 21.8 percent of states do not require any post-election audits. Figure 7 illustrates these differences.

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<sup>28</sup> Ibid.

<sup>29</sup> Alaska partially counts ballots cast by voters who are out of precinct and in a different district. However, if a voter casts a ballot out of precinct but in the same house district, that ballot is counted in full.

<sup>30</sup> Although Indiana does not count or reject provisional ballots, county election boards may interpret state law differently. Indiana was advised to select the option that best fit state law.

<sup>31</sup> New York specifies that if a voter is in the correct polling place but is directed to the wrong precinct table to cast a ballot, the affidavit ballot would be counted. However, if a voter is in the wrong polling place entirely, the affidavit ballot would not be counted.

<sup>32</sup> These states are among those excluded from HAVA's provisional ballot requirement because they are NVRA exempt due to not having Election Day registration as of August 1, 1994.

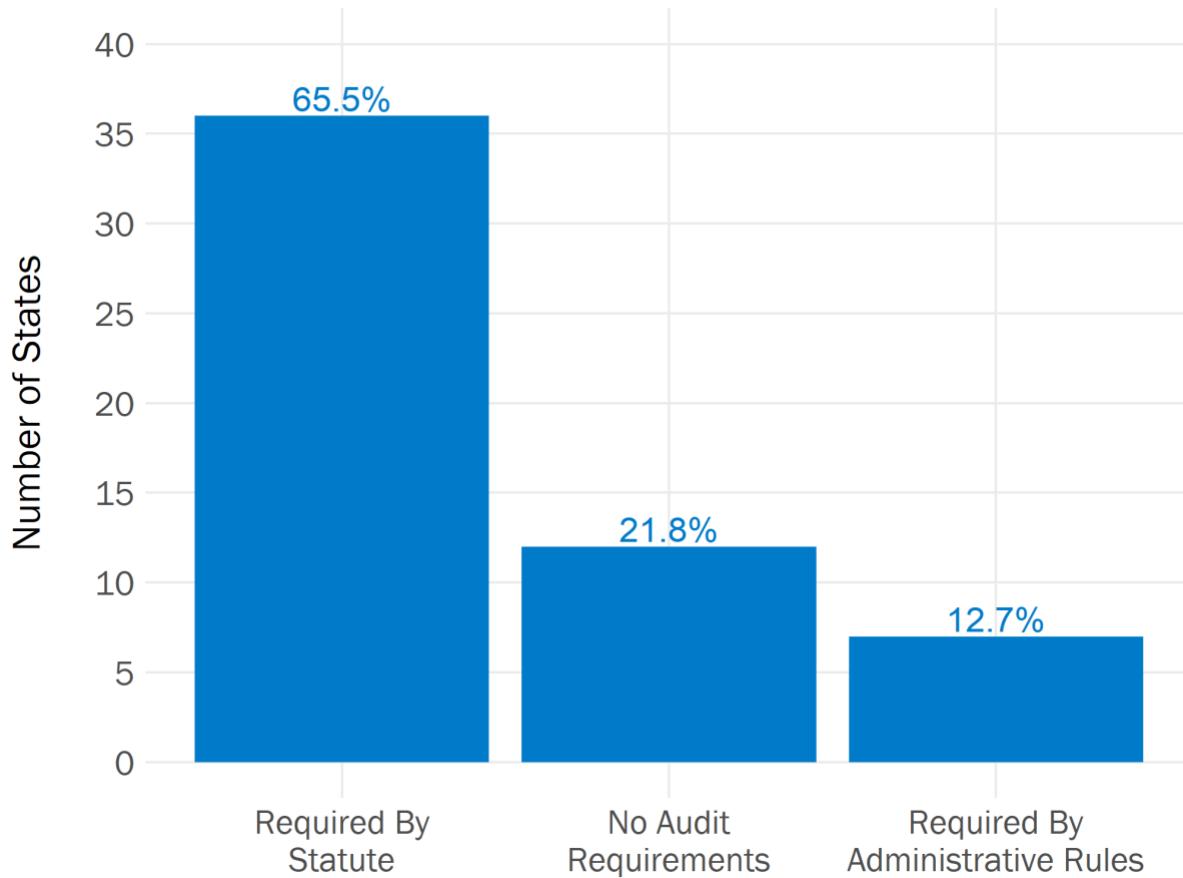
<sup>33</sup> For the purpose of the Policy Survey, all post-election reconciliations are considered audits.

<sup>34</sup> Mississippi did not respond to this item.

<sup>35</sup> Policies related to post-election audits vary widely by state. For example, Massachusetts only conducts post-election audits for presidential elections.



Figure 7. More than 85.0 Percent of States Require Post-Election Audits



The Policy Survey asked states to report how they conduct two types of post-election audits:

- Audits conducted to determine if polling places followed the procedures required in the election. This includes the processes of ensuring that all forms are signed, all vote tabulation equipment is tested, all ballot materials are securely sealed, and the custody of key election materials is documented; and
- Audits conducted to verify the accuracy of election results. This includes comparing hand-counts of votes on paper records to corresponding vote counts originally reported by voting machines.

Of states requiring audits of polling place procedures, 28.6 percent conduct the audit in every election, whereas 9.5 percent conduct the audit if certain conditions are met. Of states requiring voting machine audits, 67.4 percent conduct the audit in every election, whereas 4.7 percent conduct the audit if certain conditions are met.



Figure 8. Electronically Counted Paper Ballots are Most Common Type of Ballots Audited

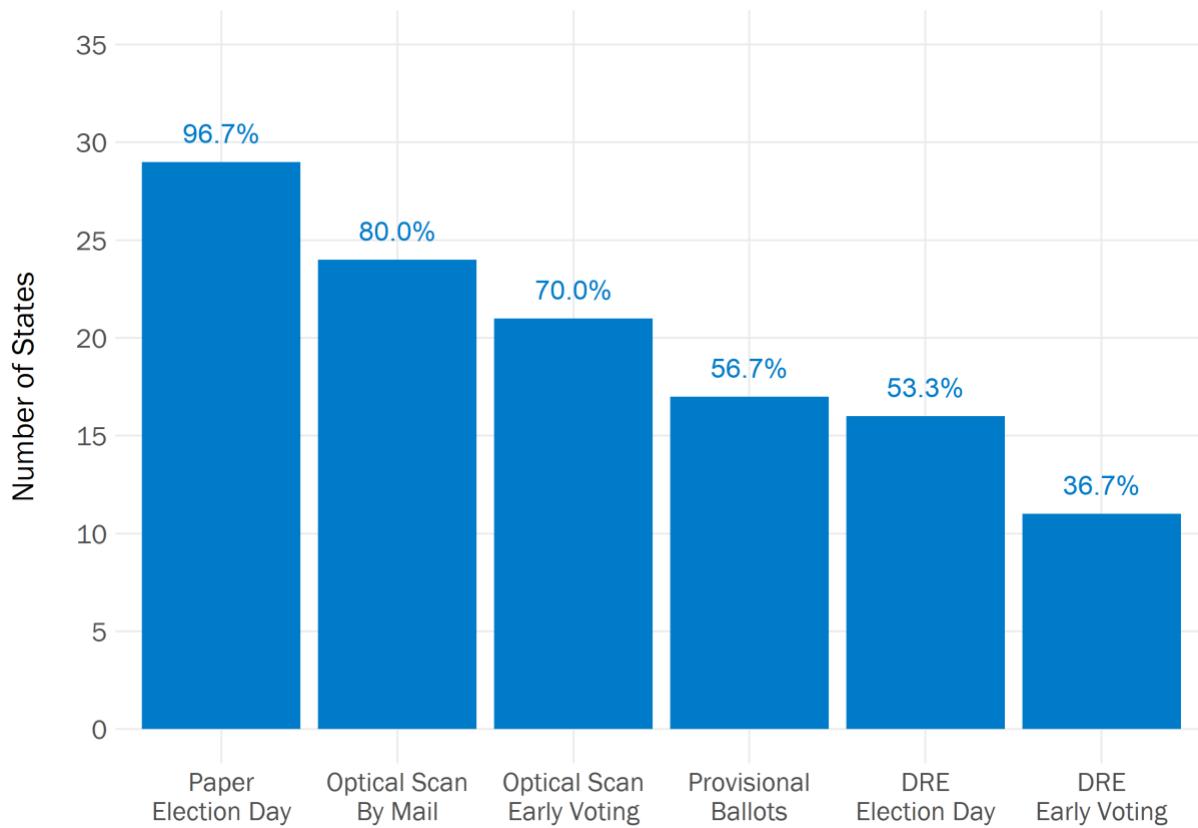


Figure 8 shows the type of ballots included in post-election audits. Thirty states that conduct audits to verify election results reported this information. Paper ballots cast in person on Election Day but counted electronically are the most common type (96.7 percent), followed by paper ballots cast by mail that were electronically counted (80.0 percent) and paper ballots cast during in-person early voting but electronically counted (70.0 percent).

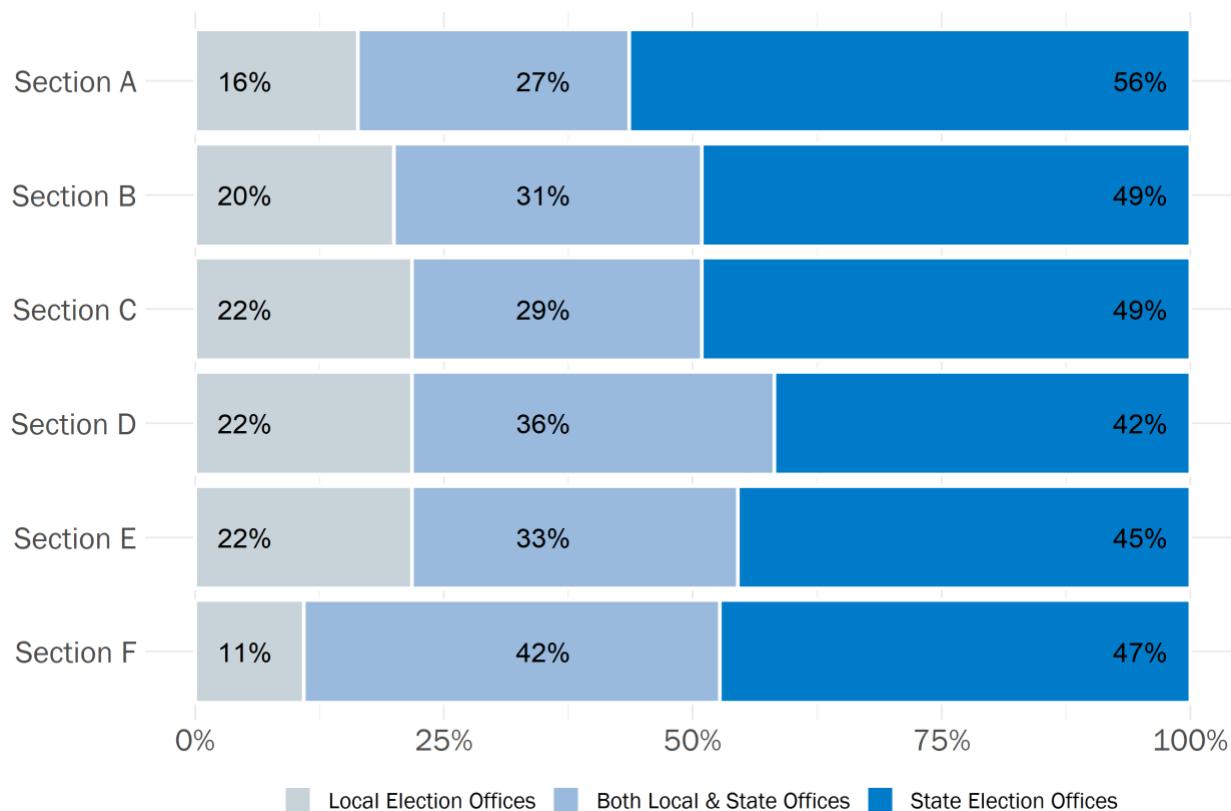
## Responding to the 2018 EAVS

States were asked to describe how they answered the questions in the 2018 EAVS. Some states answered all sections centrally at the state election office, and some gathered all EAVS data from their jurisdictions. Many states answered certain sections at the state level and others at the jurisdiction level. On average, slightly less than half of states provided responses at the state level, whereas one-fifth were provided at the local level and one-third of responses were provided by both state and local officials. Figure 9 summarizes how states reported responding to each section of the 2018 EAVS.

The findings from this question illustrate the complexities that state and local election officials experience in answering the EAVS. Many states with a large number of jurisdictions (particularly



Figure 9. Both State and Jurisdiction Election Offices Contribute EAVS Data



Florida and Texas) provide EAVS data entirely at the local level. Furthermore, some states are able to provide EAVS data for some sections at the state level while needing to rely on local officials for other sections of the survey.

For Section A, which covers voter registration, 31 states (56.4 percent) provided responses entirely at the state level, nine states (16.4 percent) provided responses entirely at the local level, and 15 states (27.3 percent) provided responses in part at the state level and in part at the local level.

For Section B, which covers UOCAVA voting, 27 states (49.1 percent) provided responses entirely at the state level, 11 states (20.0 percent) provided responses entirely at the local level, and 17 states (30.9 percent) provided responses in part at the state level and in part at the local level.

For Section C, which covers domestic civilian by-mail voting, 27 states (49.1 percent) provided responses entirely at the state level, 12 states (21.8 percent) provided responses entirely at the local level, and 16 states (29.1 percent) provided responses in part at the state level and in part at the local level.



For Section D, which covers in-person voting, 23 states (41.8 percent) provided responses entirely at the state level, 12 states (21.8 percent) provided responses entirely at the local level, and 20 states (36.4 percent) provided responses in part at the state level and in part at the local level.

For Section E, which covers provisional voting, 25 states (45.5 percent) provided responses entirely at the state level, 12 states (21.8 percent) provided responses entirely at the local level, and 18 states (32.7 percent) provided responses in part at the state level and in part at the local level.

For Section F, which covers voter participation and election technologies, 26 states (47.3 percent) provided responses entirely at the state level, six states (10.9 percent) provided responses entirely at the local level, and 23 states (41.8 percent) provided responses in part at the state level and in part at the local level.

Chapter 5, Survey Methodology and Process, details the data collected in different sections of the EAVS. Responses to the items above helped frame EAVS responses and provided context for helpdesk requests throughout EAVS data collection.



## Policy Survey Appendix A: Descriptive Tables\*

Policy Survey Table 1: Voter Registration Database Type				
State	Top-down	Bottom-up	Hybrid	If bottom up or hybrid: how often do jurisdictions transmit registration information?
Alabama	✓	-	-	-
Alaska	✓	-	-	-
American Samoa	✓	-	-	-
Arizona	-	-	✓	Real-time
Arkansas	✓	-	-	-
California	-	✓	-	Real-time
Colorado	✓	-	-	-
Connecticut	✓	-	-	-
Delaware	✓	-	-	-
District of Columbia	✓	-	-	-
Florida	✓	-	-	-
Georgia	✓	-	-	-
Guam	✓	-	-	-
Hawaii	✓	-	-	-
Idaho	✓	-	-	-
Illinois	-	✓	-	Daily and real-time
Indiana	✓	-	-	-
Iowa	✓	-	-	-
Kansas	✓	-	-	-
Kentucky	✓	-	-	-
Louisiana	✓	-	-	-
Maine	-	-	✓	Real-time
Maryland	✓	-	-	-
Massachusetts	✓	-	-	-
Michigan	✓	-	-	-
Minnesota	✓	-	-	-
Mississippi	-	✓	-	Real-time
Missouri	✓	-	-	-
Montana	✓	-	-	-
Nebraska	✓	-	-	-
Nevada	-	✓	-	Daily

\* Selected descriptive tables have been included in the printed version of this report. Additional descriptive tables are available on the EAC website (<https://www.eac.gov/>).



Policy Survey Table 1: Voter Registration Database Type

State	Top-down	Bottom-up	Hybrid	If bottom up or hybrid: how often do jurisdictions transmit registration information?
New Hampshire	✓	-	-	-
New Jersey	✓	-	-	-
New Mexico	✓	-	-	-
New York	-	✓	-	Real-time
North Carolina	-	-	✓	Real-time
North Dakota	✓	-	-	-
Ohio	-	✓	-	Real-time
Oklahoma	-	-	✓	Daily
Oregon	✓	-	-	-
Pennsylvania	✓	-	-	-
Puerto Rico	✓	-	-	-
Rhode Island	✓	-	-	-
South Carolina	✓	-	-	-
South Dakota	✓	-	-	-
Tennessee	-	✓	-	Daily
Texas	-	-	✓	Daily
U.S. Virgin Islands	✓	-	-	-
Utah	-	-	✓	Real-time
Vermont	-	-	✓	Real-time
Virginia	✓	-	-	-
Washington	-	✓	-	Real-time
West Virginia	✓	-	-	-
Wisconsin	✓	-	-	-
Wyoming	✓	-	-	-

#### Policy Survey Table 1 Calculation Notes

- (1) **Top-down, bottom-up, and hybrid** use question Q2.
- (2) **Frequency of registration information transmission** uses question Q2a.



Policy Survey Table 2: Electronic Information Sharing with Government Entities

State	Motor vehicles agency	Agencies for people with disabilities	State public assistance agencies	Other state agencies	Federal agencies	Military recruiting offices	Entities that maintain death records	Entities that maintain felony records	Entities that maintain records of individuals declared mentally incompetent
Alabama	One-way	-	-	-	-	-	One-way	One-way	-
Alaska	One-way	-	-	One-way	-	-	-	-	-
American Samoa	-	One-way	One-way	One-way	One-way	One-way	One-way	One-way	One-way
Arizona	Direct linkages	-	-	-	-	-	One-way	One-way	One-way
Arkansas	Direct linkages	One-way	One-way	-	-	-	One-way	One-way	-
California	Real-time	-	-	-	-	-	One-way	One-way	One-way
Colorado	One-way	-	-	-	-	-	One-way	One-way	-
Connecticut	One-way	-	-	-	Direct linkages	Direct linkages	One-way	One-way	-
Delaware	Real-time	One-way	One-way	Real-time	-	-	One-way	Real-time	-
District of Columbia	One-way	-	-	-	-	-	One-way	-	-
Florida	One-way	-	-	-	-	-	One-way	Direct linkages	-
Georgia	Direct linkages	-	-	One-way	Direct linkages	Direct linkages	One-way	One-way	-
Guam	-	-	-	-	-	-	-	-	-
Hawaii	One-way	-	-	One-way	-	-	One-way	One-way	One-way
Idaho	Real-time	-	-	-	-	-	One-way	One-way	-
Illinois	Direct linkages	One-way	One-way	-	Real-time	Real-time	Direct linkages	Direct linkages	-
Indiana	Direct linkages	-	-	-	-	-	One-way	One-way	-
Iowa	One-way	-	-	One-way	-	-	One-way	One-way	-
Kansas	One-way	-	-	One-way	-	-	One-way	One-way	-
Kentucky	Real-time	Direct linkages	Direct linkages	-	-	-	One-way	One-way	One-way
Louisiana	Direct linkages	-	-	-	-	-	Direct linkages	Direct linkages	-
Maine	One-way	-	-	-	-	-	One-way	-	-
Maryland	Real-time	One-way	One-way	One-way	-	-	One-way	One-way	-
Massachusetts	Direct linkages	-	-	-	-	-	Real-time	-	-
Michigan	Direct linkages	-	-	-	-	-	Direct linkages	-	-
Minnesota	Direct linkages	-	-	-	-	-	Direct linkages	Real-time	Real-time
Mississippi	Direct linkages	-	-	-	-	-	Direct linkages	Direct linkages	-
Missouri	-	-	-	-	-	-	Direct linkages	Direct linkages	-



Policy Survey Table 2: Electronic Information Sharing with Government Entities

State	Motor vehicles agency	Agencies for people with disabilities	State public assistance agencies	Other state agencies	Federal agencies	Military recruiting offices	Entities that maintain death records	Entities that maintain felony records	Entities that maintain records of individuals declared mentally incompetent
Montana	One-way	One-way	One-way	One-way	Direct linkages	Direct linkages	Direct linkages	One-way	One-way
Nebraska	One-way	-	Direct linkages	Direct linkages	-	-	Direct linkages	Direct linkages	-
Nevada	Direct linkages	-	-	Real-time	-	-	Direct linkages	-	-
New Hampshire	One-way	-	-	-	-	Direct linkages	One-way	-	-
New Jersey	Direct linkages	One-way	One-way	One-way	Direct linkages	Direct linkages	One-way	One-way	-
New Mexico	Real-time	-	-	-	-	-	One-way	One-way	-
New York	One-way	-	-	-	-	-	One-way	One-way	One-way
North Carolina	Direct linkages	-	-	One-way	-	-	One-way	One-way	-
North Dakota	Direct linkages	-	-	-	-	-	One-way	One-way	One-way
Ohio	Direct linkages	-	-	-	-	-	One-way	-	-
Oklahoma	One-way	-	One-way	-	-	-	One-way	-	-
Oregon	Real-time	-	-	-	-	-	Direct linkages	One-way	One-way
Pennsylvania [1]	Direct linkages	One-way	One-way	N/A	-	-	Direct linkages	-	-
Puerto Rico	-	-	-	-	-	-	-	One-way	-
Rhode Island	One-way	One-way	One-way	One-way	Direct linkages	Direct linkages	One-way	One-way	One-way
South Carolina	One-way	One-way	One-way	-	-	-	One-way	One-way	-
South Dakota	Real-time	-	-	Direct linkages	-	-	Direct linkages	Direct linkages	Direct linkages
Tennessee	One-way	One-way	One-way	N/A	-	-	One-way	One-way	-
Texas	Direct linkages	-	-	-	-	-	Direct linkages	Direct linkages	-
U.S. Virgin Islands	-	-	-	-	-	-	One-way	One-way	-
Utah	Real-time	One-way	One-way	-	-	-	One-way	One-way	-
Vermont	One-way	-	-	-	-	-	-	-	-
Virginia	Direct linkages	One-way	One-way	One-way	-	-	Direct linkages	Direct linkages	Direct linkages
Washington	Real-time	Direct linkages	Direct linkages	-	-	-	Direct linkages	Direct linkages	-
West Virginia	One-way	-	-	-	-	-	One-way	One-way	-
Wisconsin [2]	Direct linkages	-	-	-	-	-	One-way	Direct linkages	-
Wyoming	Direct linkages	-	-	Direct linkages	-	-	Direct linkages	Direct linkages	-



### Policy Survey Table 2 Calculation Notes

- (1) **Motor vehicles agency, agencies for people with disabilities, state public assistance agencies, other state agencies, federal agencies, military recruiting offices** use question Q3.
- (2) **Entities that maintain death records, entities that maintain felony records, entities that maintain records of individuals declared mentally incompetent** use question Q4.

### Policy Survey Table 2 Data Notes

[1] The Pennsylvania Department of State maintains both one-way data sharing from agencies to the Election Office and paper/manual data exchange with government entities. Since December 2017, the Department has connected the online voter registration API with three state agencies covered under NVRA. With the API, these agencies can build voter registration into their online services in an almost real-time fashion. The agencies submit data directly to the Department, where it is distributed to county election offices for processing. The API is also available to private organizations wishing to conduct voter registration drives.

[2] Wisconsin comments that motor vehicles agencies can fit into multiple categories of how state databases share information electronically with government entities.



**Policy Survey Table 3: State Vote-By-Mail Policies**

State	State requires an excuse for by-mail (absentee) voting	State or jurisdiction uses an all-vote-by-mail-system	Does the state allow some or all voters to request to be a permanent absentee voter?	Who can be a permanent absentee voter?
Alabama	✓	-	-	-
Alaska	-	-	-	-
American Samoa	-	-	Any registrant	-
Arizona	-	-	Any registrant	-
Arkansas	✓	-	-	-
California	-	✓	Any registrant	-
Colorado [1]	-	✓ - used statewide	-	-
Connecticut	✓	-	Certain individuals	Persons with disabilities
Delaware	✓	-	Certain individuals	Persons with disabilities, persons providing care for a disabled spouse or child, overseas citizen, or military voters
District of Columbia	-	-	Any registrant	-
Florida	-	-	-	-
Georgia	-	-	-	-
Guam	✓	-	-	-
Hawaii	-	-	Any registrant	-
Idaho	-	-	-	-
Illinois	-	-	-	-
Indiana	✓	-	-	-
Iowa	-	-	-	-
Kansas	-	-	Certain individuals	Persons with disabilities
Kentucky	✓	-	-	-
Louisiana	✓	-	Certain individuals	Individuals over a specified age, persons with disabilities
Maine	-	-	-	-
Maryland	-	-	-	-
Massachusetts [2]	✓	-	Certain individuals	Doctor's note required
Michigan	✓	-	Any registrant	-
Minnesota	-	✓	-	-
Mississippi	✓	-	Certain individuals	Persons with a permanent physical disability and a doctor's note
Missouri	✓	-	Certain individuals	Persons providing care or assistance to persons with disabilities



Policy Survey Table 3: State Vote-By-Mail Policies

State	State requires an excuse for by-mail (absentee) voting	State or jurisdiction uses an all-vote-by-mail-system	Does the state allow some or all voters to request to be a permanent absentee voter?	Who can be a permanent absentee voter?
Montana	-	-	Any registrant	-
Nebraska	-	✓	-	-
Nevada	-	-	Certain individuals	Individuals over a specified age, persons with disabilities
New Hampshire	✓	-	-	-
New Jersey	-	-	Any registrant	-
New Mexico	-	-	-	-
New York	✓	-	Certain individuals	Persons with disabilities or a permanent illness
North Carolina	-	-	-	-
North Dakota	-	-	-	-
Ohio	-	-	-	-
Oklahoma	-	-	-	-
Oregon	-	✓ - used statewide	-	-
Pennsylvania	✓	-	Certain individuals	Persons with disabilities or a permanent illness
Puerto Rico	✓	-	-	-
Rhode Island	-	-	Any registrant	-
South Carolina	✓	-	-	-
South Dakota	-	-	-	-
Tennessee	✓	-	Certain individuals	Persons with disabilities, persons with a doctor's note
Texas	✓	-	-	-
U.S. Virgin Islands	✓	-	Certain individuals	Individuals over a specified age, persons with disabilities
Utah	-	✓	Any registrant	-
Vermont	-	-	-	-
Virginia	✓	-	-	-
Washington	-	✓ - used statewide	-	-
West Virginia	✓	-	Certain individuals	Persons with disabilities, Address Confidentiality Program participants
Wisconsin	-	-	Certain individuals	Persons with disabilities, reasons related to age, illness, or infirmity
Wyoming	-	-	-	-



### Policy Survey Table 3 Calculation Notes

- (1) **By-mail excuse** uses question Q8.
- (2) **All-vote-by-mail** uses questions Q9 and Q9a.
- (3) **Permanent absentee voter** uses questions Q10 and Q10a.

### Policy Survey Table 3 Data Notes

[1] Colorado state law requires jurisdictions to mail ballots to all active voters; permanent absentee does not apply.

[2] Massachusetts allows for no-excuse, early by-mail voting.



Policy Survey Table 4: In-Person Voting Prior to Election Day

State	In-Person Early Voting	In-Person Absentee Voting	Excuse is Required
Alabama	-	✓	✓
Alaska	✓	-	-
American Samoa [1]	✓	-	✓
Arizona	✓	-	-
Arkansas [1]	✓	-	-
California	✓	-	-
Colorado	✓	-	-
Connecticut	-	✓	✓
Delaware	-	✓	✓
District of Columbia	✓	-	-
Florida	-	✓	-
Georgia	✓	-	-
Guam	-	✓	✓
Hawaii	✓	-	-
Idaho	✓	-	-
Illinois	✓	-	-
Indiana	-	✓	-
Iowa	-	✓	-
Kansas	✓	-	-
Kentucky	-	✓	✓
Louisiana	✓	-	-
Maine [2]	-	✓	-
Maryland	✓	-	-
Massachusetts	✓	-	-
Michigan	-	✓	✓
Minnesota	-	✓	-
Mississippi	-	✓	✓
Missouri	-	✓	✓
Montana	-	✓	-
Nebraska	✓	-	-
Nevada	✓	-	-
New Hampshire	-	✓	✓
New Jersey	-	✓	-



Policy Survey Table 4: In-Person Voting Prior to Election Day

State	In-Person Early Voting	In-Person Absentee Voting	Excuse is Required
New Mexico	-	✓	-
New York	-	✓	✓
North Carolina [3]	-	✓	-
North Dakota	✓	-	-
Ohio	-	✓	-
Oklahoma	-	✓	-
Oregon	✓	-	-
Pennsylvania	-	✓	✓
Puerto Rico [1]	✓	-	✓
Rhode Island	-	✓	-
South Carolina	-	✓	✓
South Dakota	-	✓	-
Tennessee	✓	-	-
Texas	✓	-	-
U.S. Virgin Islands	✓	-	-
Utah	✓	-	-
Vermont	-	✓	-
Virginia	-	✓	✓
Washington	✓	-	-
West Virginia	✓	-	-
Wisconsin	-	✓	-
Wyoming	-	✓	-



#### Policy Survey Table 4 Calculation Notes

- (1) **In-Person Early Voting** and **In-Person Absentee Voting** use question Q12.
- (2) **Excuse Required** uses question Q12a.

#### Policy Survey Table 4 Data Notes

- [1] State allows both in-person early voting and in-person absentee voting.
- [2] Maine has no-excuse-required absentee voting up to three business days before an election, but within three business days of an election special, circumstances are required.
- [3] North Carolina does not distinguish between in-person early voting and in-person absentee voting.



Policy Survey Table 5: Adjudication of Provisional Ballots Cast in the Wrong Precinct

State	Fully Count	Partially Count	Reject
Alabama	-	-	✓
Alaska [1]	-	✓	-
American Samoa [2]	-	-	✓
Arizona	-	-	✓
Arkansas	-	-	✓
California	-	✓	-
Colorado	✓	-	-
Connecticut	-	-	✓
Delaware	-	-	✓
District of Columbia	-	-	✓
Florida	-	-	✓
Georgia	-	✓	-
Guam	✓	-	-
Hawaii	-	-	✓
Idaho	-	-	-
Illinois	-	✓	-
Indiana [3]	-	-	✓
Iowa	-	-	✓
Kansas	-	✓	-
Kentucky	-	-	✓
Louisiana	-	✓	-
Maine	-	✓	-
Maryland	-	✓	-
Massachusetts	-	✓	-
Michigan	-	-	✓
Minnesota [4]	-	-	-
Mississippi	-	-	✓
Missouri	-	-	✓
Montana	✓	-	-
Nebraska	-	-	✓
Nevada	-	✓	-
New Hampshire [4]	-	-	-
New Jersey	-	✓	-



Policy Survey Table 5: Adjudication of Provisional Ballots Cast in the Wrong Precinct

State	Fully Count	Partially Count	Reject
New Mexico	-	✓	-
New York [5]	-	-	✓
North Carolina	-	✓	-
North Dakota [4]	-	-	-
Ohio [6]	-	-	-
Oklahoma	-	-	✓
Oregon	✓	-	-
Pennsylvania	-	✓	-
Puerto Rico	-	-	-
Rhode Island	-	-	✓
South Carolina	-	-	✓
South Dakota	-	-	✓
Tennessee	-	-	✓
Texas	-	-	✓
U.S. Virgin Islands	✓	-	-
Utah	-	✓	-
Vermont	-	-	✓
Virginia	-	-	✓
Washington	✓	-	-
West Virginia	-	-	✓
Wisconsin	-	-	✓
Wyoming	-	-	-



## Policy Survey Table 5 Calculation Notes

(1) **Fully Count, Partially Count, and Reject** use question Q18.

## Policy Survey Table 5 Data Notes

[1] Alaska jurisdictions fully count provisional ballots if an individual votes out of precinct but in the same house district. If an individual votes out of precinct and in a different district, then the ballot is partially counted.

[2] American Samoa has systems in place that make it impossible to cast a ballot in the wrong precinct.

[3] Indiana does not count or reject provisional ballots, but the question might be interpreted differently by some jurisdictions.

[4] Minnesota, New Hampshire, and North Dakota do not issue provisional ballots.

[5] In New York, an affidavit ballot would be counted if an individual was in the right poll location but went to the wrong table. It would not be counted if an individual went to a different poll location entirely.

[6] If an individual appears in the wrong precinct but casts a ballot in the correct polling location, Ohio will count the ballot unless the following conditions apply: 1) an election official advised the voter that casting the ballot in the wrong precinct would result in partial or full ballot rejection; 2) an election official directed the voter to the correct precinct; 3) an election official completed a form attesting to the fact that he or she advised and directed the voter; and 4) an election official attached the form to the voter's provisional ballot envelope.



Policy Survey Table 6: Criminal Convictions and Voting

State	For how long does a person with a felony conviction lose his or her right to vote?			Requirements to become eligible again
	During the period of incarceration	During the period of incarceration/any period of probation and parole	During the period of incarceration, probation/parole, plus additional time	
Alabama	-	✓	-	A person must have his/her voting rights restored by the state through a formal administrative process
Alaska	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
American Samoa [1]	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
Arizona	-	✓	-	A person must have his/her voting rights restored by the state through a formal administrative process
Arkansas	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
California	-	✓	-	Nothing, a person is automatically eligible again
Colorado [2]	-	✓	-	Nothing, a person is automatically eligible again
Connecticut	-	✓	-	Nothing, a person is automatically eligible again
Delaware	-	✓	-	Nothing, a person is automatically eligible again
District of Columbia	✓	-	-	Nothing, a person is automatically eligible again
Florida	-	-	✓	A person must have his/her voting rights restored by the state through a formal administrative process
Georgia	-	✓	-	Nothing, a person is automatically eligible again
Guam	✓	-	-	Nothing, a person is automatically eligible again
Hawaii	✓	-	-	Nothing, a person is automatically eligible again
Idaho	-	✓	-	Nothing, a person is automatically eligible again
Illinois	✓	-	-	Nothing, a person is automatically eligible again



**Policy Survey Table 6: Criminal Convictions and Voting**

State	For how long does a person with a felony conviction lose his or her right to vote?			Requirements to become eligible again
	During the period of incarceration	During the period of incarceration/any period of probation and parole	During the period of incarceration, probation/parole, plus additional time	
Indiana	✓	-	-	Nothing, a person is automatically eligible again
Iowa	-	-	✓	A person must have his/her voting rights restored by the state through a formal administrative process
Kansas	-	✓	-	Nothing, a person is automatically eligible again
Kentucky	-	-	✓	A person must have his/her voting rights restored by the state through a formal administrative process
Louisiana	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
Maine	-	-	-	-
Maryland	✓	-	-	Nothing, a person is automatically eligible again
Massachusetts	✓	-	-	Nothing, a person is automatically eligible again
Michigan	✓	-	-	Nothing, a person's previous registration is automatically restored
Minnesota	-	✓	-	Nothing, a person is automatically eligible again
Mississippi	-	-	-	A person must have his/her voting rights restored by the state through a formal administrative process
Missouri	-	✓	-	Nothing, a person is automatically eligible again
Montana	✓	-	-	Nothing, a person is automatically eligible again
Nebraska	-	-	✓	Nothing, a person is automatically eligible again
Nevada	✓	-	-	A person must present documentation showing that he/she has completed requirements for registering
New Hampshire	-	✓	-	Nothing, a person is automatically eligible again
New Jersey	-	✓	-	Nothing, a person is automatically eligible again



Policy Survey Table 6: Criminal Convictions and Voting

State	For how long does a person with a felony conviction lose his or her right to vote?			Requirements to become eligible again
	During the period of incarceration	During the period of incarceration/any period of probation and parole	During the period of incarceration, probation/parole, plus additional time	
New Mexico	-	-	✓	A person must present documentation showing that he/she has completed requirements for registering
New York	-	✓	-	Nothing, a person is automatically eligible again
North Carolina	-	✓	-	Nothing, a person is automatically eligible again
North Dakota	✓	-	-	Nothing, a person's previous registration is automatically restored
Ohio	-	-	-	-
Oklahoma	-	✓	-	Nothing, a person is automatically eligible again
Oregon	✓	-	-	Nothing, a person is automatically eligible again
Pennsylvania	✓	-	-	A person must present documentation showing that he/she has completed requirements for registering
Puerto Rico	-	-	-	-
Rhode Island	✓	-	-	Nothing, a person's previous registration is automatically restored
South Carolina	-	✓	-	Nothing, a person is automatically eligible again
South Dakota	-	✓	-	Nothing, a person is automatically eligible again
Tennessee	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
Texas	-	✓	-	Nothing, a person is automatically eligible again
U.S. Virgin Islands	-	✓	-	A person must present documentation showing that he/she has completed requirements for registering
Utah	✓	-	-	Nothing, a person is automatically eligible again
Vermont	-	-	-	-



**Policy Survey Table 6: Criminal Convictions and Voting**

State	For how long does a person with a felony conviction lose his or her right to vote?			Requirements to become eligible again
	During the period of incarceration	During the period of incarceration/any period of probation and parole	During the period of incarceration, probation/parole, plus additional time	
Virginia	-	-	✓	A person must have his/her voting rights restored by the state through a formal administrative process
Washington	✓	-	-	Nothing, a person is automatically eligible again
West Virginia	-	✓	-	Nothing, a person is automatically eligible again
Wisconsin	-	✓	-	Nothing, a person is automatically eligible again
Wyoming	-	-	✓	A person must have his/her voting rights restored by the state through a formal administrative process

#### Policy Survey Table 6 Calculation Notes

- (1) **Period during which voting rights are lost** uses question Q23.
- (2) **Requirements to become eligible again** uses question Q24.

#### Policy Survey Table 6 Data Notes

[1] In American Samoa, a person with a felony conviction must both present documentation showing proof of completion of registration requirements and have his or her voting rights restored by the state through a formal administrative process.

[2] In Colorado, the period of disqualification is the period of incarceration and parole. Individuals on probation are eligible to register and vote.



## Chapter 5. Survey Methodology and Process

Since 2004, the Election Assistance Commission (EAC) has conducted the Election Administration and Voting Survey (EAVS). The EAVS asks all U.S. states, the District of Columbia, and U.S. territories questions about voter registration, voting by individuals covered by the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA), by-mail voting, in-person voting, poll workers and polling places, provisional voting, election technology, and turnout. The EAVS helps the EAC meet its mandate under the Help America Vote Act (HAVA) to serve as a national clearinghouse and resource for the compilation of information and review of procedures with respect to the administration of federal elections. The sections of EAVS related to voter registration and UOCAVA voting allow states to satisfy their data reporting requirements established, respectively, by the National Voter Registration Act (NVRA) and UOCAVA.

The EAVS collectively consists of two surveys administered separately. The Policy Survey, which collects data on state election policies and procedures, was administered from July to December 2018. The longer EAVS survey, which collects data about registrations, voters, and ballots in the 2018 general election, was administered from December 2018 to March 2019.

This report relies on EAVS data submitted and certified by 50 states, the District of Columbia, and three U.S. territories (American Samoa, Guam, and the U.S. Virgin Islands).<sup>1</sup> Puerto Rico provided data for the Policy Survey, but not for the EAVS because it did not conduct a federal election in 2018. Data for each state were collected at the jurisdiction level, with 6,458 of the 6,459 jurisdictions nationwide (99.9 percent) submitting at least partial data in 2018.<sup>2</sup> Appendix A of this chapter shows the number of jurisdictions and the response rate by state (overall and for each section of the EAVS).

In administering the 2018 EAVS, the EAC had three interrelated goals: 1) to make the EAVS easier for state and local officials to complete, 2) to improve data quality and completeness, and 3) to make EAVS data more accessible and useful to the election community. These goals shaped all aspects of the data collection procedures.

### Survey Questionnaire Outline

The 2018 EAVS consisted of 331 questions (262 required and 69 optional “other” categories or optional comments boxes). Of these questions, 249 were fill-in-the-blank with a numerical response,

<sup>1</sup> The Commonwealth of the Northern Mariana Islands has not yet participated in the EAVS. At the time HAVA was enacted, this territory did not have representation in Congress.

<sup>2</sup> What constitutes a jurisdiction is defined by each state. Most states reported data on the level of the county (or county equivalent, such as parishes for Louisiana). Illinois, Missouri, and Virginia reported data for independent cities in addition to counties. The territories, District of Columbia, and Alaska each reported as one jurisdiction. Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont, and Wisconsin reported data on the level of individual townships. Maine also reported its UOCAVA data in Section B as a separate jurisdiction because this information is only collected at the state level. See Appendix A in this chapter for a breakdown of the number of jurisdictions reported in each state. In 2018, one Texas county did not provide any EAVS data. Kalawao County in Hawaii is not included as a separate jurisdiction because its elections are administered by Maui County; all data from Kalawao County are included with Maui’s data.



35 were fill-in-the-blank with a text response, 35 were multiple choice questions asking for one option to be selected, and 12 were multiple choice questions that allowed multiple options to be selected. The content of the questions in the EAVS has largely been unchanged since the 2008 survey, although questions are periodically removed, modified, or reordered. In 2018, the Supplemental Instruction Manual that had been used in previous years was eliminated and all instructions were incorporated directly into the questionnaire. The full set of EAVS questions can be found in Appendix D of this chapter.<sup>3</sup>

The EAVS is divided into six sections, each of which collects data on a different aspect of voting and election administration. The following sections detail data collected and changes made from previous iterations of the survey. The primary changes in the 2018 EAVS involve:

- Reordering survey questions and clarifying instructions to make completion easier for election officials and improve data quality.
- Clarifying for election officials when zeroes, “Data not available,” and “Does not apply” should be reported. This was done to strengthen data quality and improve data interpretation.
- Reducing the number of questions that allowed “other” as a response, as in previous years these categories created data comparison challenges.

## Section A: Voter Registration

Section A of the EAVS collects data on voter registration. This includes the number of persons registered and eligible to vote in the November 2018 general election, active and inactive voters, voters who used same day registration, registration forms processed for the November 2018 general election, confirmation notices sent pursuant to NVRA, and voters removed from the registration rolls.

Changes to this section in 2018 included the removal of policy-based questions on active voters, inactive voters, and same day registration. These questions were moved to the Policy Survey; as a result, the remaining questions in Section A of the EAVS were renumbered. In addition, the definitions of active and inactive voters were clarified, and instructions of where to report same day registrations and preregistrations were explained. The number of questions that allowed “other” as a response was reduced.

## Section B: UOCAVA

Section B of the EAVS collects data on voters covered by UOCAVA. This includes the number of registered UOCAVA voters; Federal Post Card Applications (FPCA) received, accepted, and rejected; UOCAVA ballots transmitted, returned, counted, and rejected; and Federal Write-in Absentee Ballots (FWAB) received, counted, and rejected. Most questions in Section B were divided by type of voter

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<sup>3</sup> In compliance with the Paperwork Reduction Act of 1995, EAC submitted the questions for the 2018 EAVS for review by the Office of Management and Budget (OMB) and public comment. Public comments were collected between September 6, 2017, and November 6, 2017. The questions were approved under OMB Control No. 3265-0006, expiration date March 31, 2021.



(uniformed services members and overseas civilians) and by method of sending the ballot (postal mail, email, and other).

In 2014, the UOCAVA section of the EAVS was expanded to include questions from the Federal Voting Assistance Program's (FVAP) Post-Election Quantitative Survey of Local Election Officials. The goal of combining surveys was to reduce the burden on election officials by asking them to answer a single set of questions about UOCAVA voting rather than answering two surveys that captured many of the same data points. The current format of Section B is the result of a memorandum of understanding between EAC and FVAP that allows both agencies to collect, share, and evaluate data on the voting experiences of citizens covered under UOCAVA and to fulfill their congressionally mandated requirements to study UOCAVA voters.

For 2018, the recommendations from the Section B Working Group supported by FVAP, the Council of State Governments (CSG), and the Overseas Voter Initiative (OVI) were fully implemented.<sup>4</sup> Several questions were fully removed from the survey in 2018, including questions on the number of ballots transmitted, returned, and counted before and after the 45-day deadline. Instead, jurisdictions were asked to report items by UOCAVA voter type and by mode, which created some new subitems within questions.

The questions were also reordered to better follow the process of transmitting and receiving UOCAVA ballots at the jurisdictional level. All FWAB questions were moved to the end of Section B, and the instructions were clarified that FWABs should not be reported with other UOCAVA ballots. The instructions on what should be considered a “returned ballot” were clarified. The number of questions that allowed “other” as a response was reduced, resulting in renumbering for many Section B questions in the 2018 survey.

### Section C: Domestic Civilian By-Mail Voting

Section C of the EAVS collects data on domestic civilian by-mail voting. This includes the number of by-mail ballots transmitted, returned, counted, and rejected, as well as the number of ballots sent to permanent by-mail voters.

In previous years, this section of the EAVS had been called “Domestic Civilian Absentee Voting.” In 2018, this section was updated to use the term “by-mail” voting to reflect that many states no longer require a voter to be absent from his or her voting location to cast a by-mail ballot. In particular, using the language of “absentee” ballots in all-vote-by-mail states or jurisdictions does not accurately capture the circumstances under which these voters cast their ballots; it also created challenges for respondents in these states and jurisdictions on how to properly report their data.

In the 2018 EAVS, a policy-related question on permanent absentee voting was moved to the Policy Survey. The instructions were clarified to specify that “returned ballots” refers to any mail ballots received by a jurisdiction, whether or not they were ultimately counted or rejected (and subsequently, language about “returned and submitted for counting” was removed from this section). In order to

<sup>4</sup> The Section B Working Group consisted of 13 state and local election administrators from across the nation who met several times from late 2015 to late 2017 to discuss recommendations to improve Section B of EAVS. The recommendation report that resulted from these discussions is found at [https://www.csg.org/OVI/documents/Improving\\_Military\\_and\\_Overseas\\_Election\\_Data\\_Collection.pdf](https://www.csg.org/OVI/documents/Improving_Military_and_Overseas_Election_Data_Collection.pdf).



better capture by-mail activity, a response category for by-mail voters who voted in person with a provisional ballot was added, and the number of potential “other” responses available across various questions was reduced. This resulted in renumbering for some Section C questions and subitems in the 2018 survey.

## Section D: Total Votes Cast and In-Person Voting

Section D of the EAVS collects data on total votes cast and in-person voting. This includes votes cast, in-person voting before and on Election Day, precincts and polling places, and poll workers. This section was previously called “Election Administration” and was renamed in 2018 to better align with the section’s focus on in-person voting, not election administration more broadly.

The questions in this section were renumbered, and new questions on total votes cast and total number of poll workers were added. In addition, an option to report in-person voting at an election office was removed and the number of “other” response categories across questions was reduced.

## Section E: Provisional Ballots

Section E of the EAVS collects data on provisional voting, including provisional ballots submitted, provisional ballot adjudication, and reasons for rejection.

The number of “other” response categories across questions was reduced in this section. The questions were not renumbered in this section.

## Section F: Voter Participation and Election Technologies

Section F of the EAVS collects data on voter participation and election technologies. This includes total participation in the 2018 election, the source of participation data, use of electronic and paper poll books, voting equipment used, and location where votes are tallied. Respondents were also provided the opportunity to share general comments regarding their state’s or jurisdiction’s Election Day experiences, noteworthy successes, and challenges overcome in administering the November 2018 general election.

In 2018, a question on how many first-time voters were required to show identification was removed, as historically, jurisdictions had a difficult time interpreting and responding to the question. The poll book questions were simplified to focus on how jurisdictions used paper and electronic poll books. The voting technology section was revised to improve data quality on voting equipment usage. A close-ended list of voting equipment makes and models for each equipment type (Direct-Recording Electronic [DRE] with voter-verified paper audit trail (VVPAT), DRE without VVPAT, ballot marking device [BMD], scanner) replaced the open-ended self-reporting option used in previous years. Jurisdictions also had the option to report multiple make and models for each equipment type. The vote tally question was revised to focus on where the votes were tallied according to equipment usage, not according to equipment type, and was placed into a separate question rather than incorporated into the questions on equipment type and usage. This caused the items to be renumbered from previous years.



## How States Completed the EAVS

As part of the 2018 Policy Survey, states described who in their election infrastructure is responsible for providing EAVS data for each section—the state election office, local election offices, or both. On average, slightly less than half of states provided responses at the state level, whereas one-fifth provided answers at the local level and one-third at the state and local levels.

The findings from this question illustrate the complexities that state and local election officials experienced in answering the EAVS. Many states with a large number of jurisdictions (particularly Florida and Texas) provided EAVS data entirely at the local level. Furthermore, some states were able to provide EAVS data for some sections (particularly Section A) at the state level while needing to rely on local officials for other sections (especially Sections D and F). Figure 9 in Chapter 4 of this report displays the source of states' answers for each section of the EAVS.

## Data Collection Procedures

The 2018 EAVS survey questions were made available on the EAC website on June 25, 2018. Targeted communications with state points of contact (POC) responsible for completing the EAVS began on July 24, 2018, and continued regularly throughout the data collection period. These targeted communications aimed to keep states aware of data collection deadlines and resources available to assist them with completing the survey.

For the 2018 EAVS, states provided data via the Excel Data Aggregation Template that was introduced for the 2016 survey. In addition, an Online Template was introduced to facilitate the collection of data from local jurisdictions. The EAC provided these templates to the states on December 10, 2018.

The deadline for initial, complete submissions was February 1, 2019. After submission, each state's data was examined for completeness and checked to ensure internal and external validation. Potential errors, questions about missing data, or other data quality concerns were outlined in a memo sent to states for review and correction as appropriate. The final data certification deadline was March 1, 2019. All chief state election officials certified that their 2018 EAVS submission for their state was true and accurate to the best of their knowledge.

The following sections describe each aspect of the EAVS data collection process in more detail.

### Policy Survey

Since 2008, the EAVS has been accompanied by the Statutory Overview, a state-level survey used to provide greater context for the jurisdiction-level data collected through the EAVS. The Statutory Overview consists of 37 open-ended questions and focuses on statutory requirements for various parts of the election process, asking states to report information on their election laws and policies. However, this open-ended format makes it difficult to interpret states' statutory language, identify patterns in election practices, and draw meaningful comparisons between states.

For the 2018 EAVS, the Statutory Overview was significantly redesigned and renamed the Policy Survey. The new survey uses closed-ended questions and is intended to capture states' broad policies rather than to represent a comprehensive overview of state statutory language. This allows



for greater ease in interpreting the results, creating comparisons across states, and providing context in understanding EAVS data.

The Policy Survey questions were designed to map onto the EAVS data questions so that the two surveys could be used in concert. Response options were devised based on coding of statutory language from previous Statutory Overview surveys. The redesigned instrument was presented to the CSG OVI Section B Working Group and the Standards Board EAVS Committee in April 2017 for feedback on question structure, instructional language, and survey flow, and the instrument was finalized in July 2018. During the data collection period, states were encouraged to provide comments on policy nuances not captured by the survey to provide context to their responses and offer notes for potential future improvements. These comments were systematically logged and are included as footnotes throughout this report.

States were asked to complete the Policy Survey via an online survey or a paper instrument.<sup>5</sup> Both were made available to state POCs on July 25, 2018. States were asked to submit their data by September 30, 2018, and the data collection period closed on December 31, 2018. Guam was invited to participate in February 2019 and submitted its response in March 2019. All 50 U.S. states, the District of Columbia, American Samoa, Guam, Puerto Rico, and the U.S. Virgin Islands submitted responses.<sup>6</sup> The Policy Survey data are collected in advance of EAVS data to reduce respondent burden and to allow the EAC to create data validation rules for EAVS data.

The 2018 Policy Survey consisted of 29 single-response and six multiple-response questions about state election policy and administrative practices. The first section of the survey asked states about the way they answer sections of the EAVS. The next section asked about the structure and linkages of state voter registration database systems. Next, the survey asked a series of questions about policies concerning modes of voting, including by-mail voting, in-person voting before Election Day, vote centers, UOCAVA voters, and provisional voting. The next section asked states how they conduct election audits and recounts. Finally, the survey closed with questions about voter identification and state policies on voting rights for those with disqualifying felony convictions. A copy of the Policy Survey questions is available in Appendix E of this chapter.

## Needs Assessment

To better understand how state-level officials responded to the EAVS and where they needed support, and to reinforce EAC's three goals for the EAVS (as mentioned earlier in this chapter), the

<sup>5</sup> Fifty states completed the Policy Survey via the online instrument. Five states completed the survey via the paper instrument. One state requested a new password and restarted the survey after its submission was complete; the original record for that state was removed from final results.

In February 2019, New Hampshire sent a second data submission with updated responses for items related to electronic information sharing with other government agencies to maintain the accuracy of the voting rolls, deadline for domestic civilians to return by-mail ballots, period of validity for FPCAs submitted by UOCAVA voters, the adjudication of provisional ballots cast in the wrong precinct, audits and recounts, and policies on registration removal and re-enfranchisement for persons with disqualifying felony convictions. In response, EAC corresponded with the state office to determine which responses best reflected state policy. In March 2019, several of New Hampshire's responses were updated and comments were added to provide additional context to the responses.

In March 2019, New Mexico asked to append a comment to its response about same day voter registration to provide context on the circumstances under which same day registration could occur.

<sup>6</sup> Five states uploaded survey responses as PDF documents to their state EAVS portals. In those cases, the PDF versions were used for analysis and reporting.



EAC called election officials in August and September 2018 to assess their EAVS-related needs. All states and territories were invited to join and 38 states and territories participated. Topics of discussion included the state's EAVS reporting process, data collection templates, the state's use of technical assistance resources in previous surveys, ways that the state uses EAVS data in its own work, past challenges and concerns, and anticipated issues the state could encounter during the data collection period.

The information collected helped the EAC's outreach plan design, shaped the training opportunities provided to each state, and identified states that needed specialized support to complete the EAVS.

## Data Collection Templates

Given the diversity in how states respond to the EAVS, creating data templates that accommodate the needs of all states and local jurisdictions is especially challenging. For the 2018 EAVS, data were collected using two data collection templates.<sup>7</sup> The first was the Excel Data Aggregation Template. This template was introduced for the first time in the 2016 EAVS and designed as a mechanism for both data collection and data submission. States that provided all EAVS data through the state election office (generally those with centralized, top-down voter registration database systems) could query their databases and copy and paste the data for each of their jurisdictions into the Excel Data Aggregation Template. The template was designed to allow a variety of copy/paste functions—states could paste in data for a single jurisdiction, a single variable, or in larger quantities as they desired. The Excel Data Aggregation Template used macros programmed through Visual Basic for Applications to perform validation checks on data submissions (these validation checks are described further in the Data Validation section of this chapter). Once data entry was complete, state officials used the Excel Data Aggregation Template to submit their data for review by the EAC.

In addition, a new template, the Online Template, was developed for use in the 2018 EAVS. The Online Template allowed respondents to enter in their data item by item, to easily navigate between sections of the survey, and to save their progress between sessions. The template also included all the data validation functionality of the Excel Data Aggregation Template. All jurisdictions used unique login credentials that provided access to the Online Template and once completed, data automatically ported into a version of the Excel Data Aggregation Template available to state officials. State officials were able to review and check for errors in jurisdictional data submissions before submitting their statewide data to the EAC.

Both data collection templates were made available to states on December 10, 2018. A variety of instructional materials and training videos were made available to state and local officials to assist them in using the data collection templates.

## Resources for EAVS Respondents

In 2018, the EAC continued its efforts to assist survey respondents in providing complete and correct data by making a variety of written and video training resources available for state and local EAVS

<sup>7</sup> Two counties (one from Arkansas and one from Texas) printed the version of the EAVS survey questions available on the EAC website, hand-wrote their responses, and mailed it to the EAC. However, these counties' data were also provided via the Excel Template submitted by the state election offices. The data provided by the state office was the version used in the final, certified data set.



respondents. A website was established to house training resources and to provide a secure place for state EAVS POCs to upload data submissions for the EAC to review.

Between October 2018 and January 2019, six EAVS newsletters were posted to the EAVS website. These newsletters covered aspects of the EAVS process, such as changes to the survey questions, data validation, how state POCs could use the EAVS website to manage data submissions from local jurisdictions, the data collection templates, and the resources available to assist with data collection. An extensive user guide for the templates was also made available on this site when the data collection templates were released, and in January 2019 a list of frequently asked questions was made available.

Eleven videos were also posted to this website. Two webinars, one filmed in late November 2018 and another filmed in early January 2019, featured panel discussions of the EAVS process and common questions. Three videos demonstrated the use of the Excel Data Aggregation Template, the Online Template, and the data upload features on the EAVS website. Six videos walked through each section of the EAVS question by question, explaining the meaning of the question and the type of data that should and should not be included in the reported numbers.

## Technical Assistance for EAVS Respondents

Technical assistance was provided throughout the entire EAVS process to assist state and local respondents with the survey instructions, using the data collection templates, and preparing their data for submission. During the busiest data collection period—from January through March 2019—an additional team of trained technical assistants was available to answer inquiries via email and phone. In total, the team provided support to more than 600 assistance requests over the data collection period from all 54 states and territories that submitted EAVS data. The most common inquiries related to website and survey credentials, assistance in using the data collection templates, reporting registration applications in Section A, interpreting error check messages in the templates, and questions about items listed in states' data validation memos.

## Data Validation

One of the key issues associated with any data collection project is ensuring that the data collected are as accurate as possible. Given the number, complexity, and granularity of the EAVS survey questions and variety in how state and local jurisdictions provide responses, it can be easy to make data entry mistakes or report data in an incorrect survey item. Both the Excel Data Aggregation Template and the Online Template included built-in internal validation checks that flagged specific types of potential errors within a state's data set. In addition, once a state submitted data for review by the EAC, additional external data validations were conducted to check that the data were within the range of expected values based on the jurisdiction's previous EAVS submissions, jurisdictions with similar characteristics, and other governmental sources of data.

The validation checks were designed to flag common data issues so that before submission, respondents were aware of when their data did not fit expected patterns and could provide context to the EAC. A number of false positive items were flagged by the validation checks, and not all validation messages indicated an error or inaccuracy in a state's data submission. In response to the internal and external validations, states and jurisdictions were encouraged to review their data,



correct data if needed, and use the comments fields to explain any peculiarities and give context to the data they reported.

### Internal Validations

Internal validations were built into the EAVS data collection templates to flag potentially erroneous data based on other data points entered within the templates. In the Excel Data Aggregation Template, users selected an “Error Check” button that color coded data cells based on the type of error found and generated a tab that listed potential internal validation errors, organized by jurisdiction. In the Online Template, internal validations were triggered when a respondent selected the “Continue” button on each page to proceed to another part of the survey. Flagged data points generated an alert asking the respondent to review and address the item before proceeding.

All internal validation checks in both templates were “soft prompts.” If a data point did not fit validation patterns, then respondents could proceed with their data entry and still be able to certify their data submission as complete and accurate to the best of their knowledge. This is because, in many circumstances, state or jurisdiction election practices may not lead to alignment with internal data validations.<sup>8</sup>

The internal validations checked for four types of issues. The complete list of all internal validations is included in Appendix B of this chapter.

### Confirmation Validations

To ensure data quality, responses of zero, “Does not apply,” and “Data not available” were automatically flagged. Respondents were asked to review the response to ensure it was reported correctly. The error flag text noted that zeroes should be reported when the jurisdiction collects data for the item (but no such occurrence happened for the 2018 general election), “Does not apply” should be reported when the election policy or practice in question did not exist in the jurisdiction, and “Data not available” should be reported when the item is applicable but the jurisdiction did not have the data necessary to provide an answer. The instructions within the survey questions noted that zeroes should not be reported when “Does not apply” or “Data not available” represented a more accurate response.

This type of validation represented a change from how validations had worked in previous EAVS iterations and it was done with the intent of making the data easier to interpret. In past surveys, it has been difficult to interpret the meaning of items left blank or marked as zero because standard rules on what respondents should have done when they did not have data to report for an item did not exist. By clarifying these rules and providing the option to report as “Does not apply” or “Data not available,” the EAC anticipates that users of EAVS data will be able to better interpret the data.

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<sup>8</sup> For instance, the state of Washington, which is an all-vote-by-mail state, automatically transmits by-mail ballots to all registered voters and also transmits additional by-mail ballots upon request, such as when voters spoil their by-mail ballot and request a replacement; thus, the number of by-mail ballots transmitted on a statewide level in Washington often exceeds the number of registered voters.



## Missing Items

When required items were left blank, the validation process automatically flagged it. Respondents were encouraged to use “Does not apply” or “Data not available” instead of leaving items blank.

## Math Validations

Many items in the EAVS asked respondents to report a total and then divide that total into subcategories. Math validations within the templates checked that the sum of the subcategories equaled the reported total of the overall category. For example, if the total number of voters participating in the 2018 election did not match the sum of the number of voters who used different modes of voting, then the respondent was asked to review the numbers reported for total participation in the 2018 election.<sup>9</sup>

## Logic Validations

Logic validations identified when a value in the survey was incompatible with a response provided in another related question in the survey. For example, if the number of domestic civilian by-mail ballots counted by a jurisdiction exceeded the number of domestic civilian by-mail ballots returned by voters, then the respondent was asked to review the number of by-mail ballots returned and counted.<sup>10</sup>

## External Validations

After each state submitted its data, external validation checks were performed to highlight discrepancies between expected values for certain items and the data reported by the state. These checks served as an additional way to flag potential errors in either data entry or data collection procedures. External validations flagged jurisdictions if the value reported in the 2018 EAVS was significantly higher or lower than what might be expected based on the responses from all other reporting jurisdictions as well as those with similar characteristics (such as population size, urbanization, and demographic characteristics). The sources for these external validations included EAVS data from previous surveys and data from other federal agencies, including the U.S. Census Bureau, the Department of Agriculture, the Federal Election Commission, the Bureau of Economic Analysis, and FVAP. A complete list of external validations and their sources is included in Appendix C, Table 4, of this chapter.

Although the external validations sometimes incorrectly captured outliers—for example, jurisdictions with large military populations were sometimes flagged by external validations in relation to UOCAVA voting—they were particularly effective in identifying cases in which data had been entered into the wrong column and other data layout issues affecting accuracy. Based on the initial use of these validations, the EAC learned how these checks can be improved to better detect true data errors.

<sup>9</sup> The total number of voters participating in the 2018 general election is reported in item F1a in the EAVS. The number of voters who participated using different modes of voting are items F1b through F1h.

<sup>10</sup> The number of domestic civilian by-mail ballots counted by a jurisdiction is reported in item C3a in EAVS. The number of domestic civilian by-mail ballots returned by voters is reported in item C1b.



An additional source of external validation was the Policy Survey. State data were checked for consistency against responses submitted through the Policy Survey. If an EAVS response was inconsistent with a Policy Survey response—for instance, if a state reported not having an online registration portal in the Policy Survey but reported data on registration forms received via a web-based online registration system—then the inconsistency was flagged for the state to review.<sup>11</sup> A complete list of these Policy Survey validations can be found in Appendix C, Table 5, of this chapter.

## Data Reporting and Calculations

Most EAVS data are reported at the local jurisdiction level. For purposes of this report, state totals have been calculated by summing the data from all jurisdictions within a state, and national totals were calculated by summing the state-level totals.

Whenever possible, this report uses percentages and rates, rather than raw numbers, for comparative purposes. For these calculations, items are combined as necessary to create the numerator and denominator and produce a percentage or rate. For example, the following formula was used to calculate the turnout as a percentage of registered voters for the 2018 general election:

$$[\text{Total Voters (item F1a)} / \text{Registered Voters (item A1a)}] \times 100$$

Percentages at the national level were calculated using case-wise missing data deletion at the state level; only states that had data for both the numerator and denominator for a calculation were included when reporting percentages at the national level. Responses of “Does not apply” and “Data not available” were considered as missing for calculation purposes. This decision rule means that there are instances in which the percentage reported at the national level for a given calculation does not use data from every state. Those cases in which data are not available for every state to calculate the percentage at the national level are noted in the footnotes of the report.<sup>12</sup>

<sup>11</sup> Information on states’ same day voter registration policies is collected in Q7 and Q7a of the Policy Survey. The total number of all registration forms received from individuals submitting forms via a web-based online registration system is reported in item A4c. The number of new, duplicate, and invalid registration forms submitted via an online registration form is reported in items A5c, A6c, and A7c, respectively.

<sup>12</sup> A very limited number of items were changed from the original responses provided by states. Yell County in Arkansas provided a very high response for the number of registered UOCAVA voters in B1; based on the comments the jurisdiction provided for that item, the response was changed to “Data not available.” A total of three invalid negative values were found in the survey. As negative responses were not allowed in the EAVS, these responses were turned to missing. These values were changed for St. Landry and Cameron Parishes in Louisiana in items A7a and A7f respectively, and Colebrook 00 in New Hampshire for item A8e.



## Methodology Appendix A: Survey Response Rates

Survey Response Rate Overall and by Section, A-B								
State	Total Jurisdictions	EA VS			Section A		Section B	
		Jurisdictions Reporting	Response Rate	% CVAP	Response Rate	% CVAP	Response Rate	% CVAP
Alabama	67	67	1.00	1.00	1.00	1.00	1.00	1.00
Alaska	1	1	1.00	1.00	1.00	1.00	1.00	1.00
American Samoa	1	1	1.00	-	1.00	-	1.00	-
Arizona	15	15	1.00	1.00	1.00	1.00	1.00	1.00
Arkansas	75	75	1.00	1.00	1.00	1.00	0.85	0.91
California	58	58	1.00	1.00	1.00	1.00	1.00	1.00
Colorado	64	64	1.00	1.00	1.00	1.00	1.00	1.00
Connecticut	169	169	1.00	1.00	1.00	1.00	1.00	1.00
Delaware	3	3	1.00	1.00	1.00	1.00	1.00	1.00
District of Columbia	1	1	1.00	1.00	1.00	1.00	1.00	1.00
Florida	67	67	1.00	1.00	1.00	1.00	1.00	1.00
Georgia	159	159	1.00	1.00	1.00	1.00	1.00	1.00
Guam	1	1	1.00	-	1.00	-	1.00	-
Hawaii [1]	4	4	1.00	1.00	1.00	1.00	1.00	1.00
Idaho	44	44	1.00	1.00	1.00	1.00	1.00	1.00
Illinois	108	108	1.00	1.00	1.00	1.00	1.00	1.00
Indiana	92	92	1.00	1.00	1.00	1.00	1.00	1.00
Iowa	99	99	1.00	1.00	1.00	1.00	1.00	1.00
Kansas	105	105	1.00	1.00	1.00	1.00	1.00	1.00
Kentucky	120	120	1.00	1.00	1.00	1.00	1.00	1.00
Louisiana	64	64	1.00	1.00	1.00	1.00	1.00	1.00
Maine	499	499	1.00	1.00	1.00	1.00	1.00	1.00
Maryland	24	24	1.00	1.00	1.00	1.00	1.00	1.00
Massachusetts	351	351	1.00	1.00	1.00	1.00	1.00	1.00
Michigan	83	83	1.00	1.00	1.00	1.00	1.00	1.00
Minnesota	87	87	1.00	1.00	1.00	1.00	1.00	1.00
Mississippi	82	82	1.00	1.00	1.00	1.00	1.00	1.00
Missouri	116	116	1.00	1.00	1.00	1.00	1.00	1.00
Montana	56	56	1.00	1.00	1.00	1.00	1.00	1.00
Nebraska	93	93	1.00	1.00	1.00	1.00	1.00	1.00

**Survey Response Rate Overall and by Section, A-B**

State	Total Jurisdictions	EAVS			Section A		Section B	
		Jurisdictions Reporting	Response Rate	% CVAP	Response Rate	% CVAP	Response Rate	% CVAP
Nevada	17	17	1.00	1.00	1.00	1.00	1.00	1.00
New Hampshire	320	320	1.00	1.00	1.00	1.00	1.00	1.00
New Jersey	21	21	1.00	1.00	1.00	1.00	1.00	1.00
New Mexico	33	33	1.00	1.00	1.00	1.00	1.00	1.00
New York	62	62	1.00	1.00	1.00	1.00	1.00	1.00
North Carolina	100	100	1.00	1.00	1.00	1.00	1.00	1.00
North Dakota	53	53	1.00	1.00	-	-	1.00	1.00
Ohio	88	88	1.00	1.00	1.00	1.00	1.00	1.00
Oklahoma	77	77	1.00	1.00	1.00	1.00	1.00	1.00
Oregon	36	36	1.00	1.00	1.00	1.00	1.00	1.00
Pennsylvania	67	67	1.00	1.00	1.00	1.00	1.00	1.00
Rhode Island	39	39	1.00	1.00	1.00	1.00	1.00	1.00
South Carolina	46	46	1.00	1.00	1.00	1.00	1.00	1.00
South Dakota	66	66	1.00	1.00	1.00	1.00	1.00	1.00
Tennessee	95	95	1.00	1.00	1.00	1.00	1.00	1.00
Texas	254	253	0.99	0.99	0.96	0.99	0.93	0.98
U.S. Virgin Islands	1	1	1.00	-	1.00	-	1.00	-
Utah	29	29	1.00	1.00	1.00	1.00	1.00	1.00
Vermont	246	246	1.00	1.00	1.00	1.00	1.00	1.00
Virginia	133	133	1.00	1.00	1.00	1.00	1.00	1.00
Washington	39	39	1.00	1.00	1.00	1.00	1.00	1.00
West Virginia	55	55	1.00	1.00	1.00	1.00	1.00	1.00
Wisconsin	1850	1850	1.00	1.00	1.00	1.00	1.00	1.00
Wyoming	23	23	1.00	1.00	1.00	1.00	1.00	1.00
<b>U.S. Total</b>	<b>6458</b>	<b>6457</b>	<b>0.99</b>	<b>0.99</b>	<b>0.99</b>	<b>0.99</b>	<b>0.99</b>	<b>0.99</b>



### Survey Response Rate by Section, C-F

State	Section C		Section D		Section E		Section F	
	Response Rate	% CVAP						
Alabama	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Alaska	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
American Samoa	1.00	-	1.00	-	1.00	-	1.00	-
Arizona	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Arkansas	0.83	0.90	0.84	0.90	0.81	0.76	0.81	0.88
California	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Colorado	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Connecticut	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Delaware	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
District of Columbia								
	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Florida	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Georgia	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Guam	1.00	-	1.00	-	1.00	-	1.00	-
Hawaii [1]	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Idaho	1.00	1.00	1.00	1.00	-	-	1.00	1.00
Illinois	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Indiana	1.00	1.00	1.00	1.00	0.90	0.91	1.00	1.00
Iowa	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Kansas	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Kentucky	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Louisiana	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Maine	1.00	1.00	1.00	1.00	1.00	0.97	1.00	1.00
Maryland	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Massachusetts	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Michigan	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Minnesota	1.00	1.00	1.00	1.00	-	-	1.00	1.00
Mississippi	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Missouri	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Montana	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Nebraska	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Nevada	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
New Hampshire	1.00	1.00	1.00	1.00	-	-	1.00	1.00



#### Survey Response Rate by Section, C-F

State	Section C		Section D		Section E		Section F	
	Response Rate	% CVAP						
New Jersey	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
New Mexico	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
New York	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
North Carolina	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
North Dakota	1.00	1.00	1.00	1.00	-	-	1.00	1.00
Ohio	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Oklahoma	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Oregon	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Pennsylvania	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Rhode Island	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
South Carolina	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
South Dakota	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Tennessee	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Texas	0.95	0.99	0.95	0.98	0.94	0.98	0.95	0.98
U.S. Virgin Islands	1.00	-	1.00	-	1.00	-	1.00	-
Utah	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Vermont	1.00	1.00	1.00	1.00	-	-	1.00	1.00
Virginia	1.00	1.00	1.00	1.00	0.50	0.73	1.00	1.00
Washington	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
West Virginia	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Wisconsin	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Wyoming	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
U.S. Total	0.99	0.99	0.99	0.99	0.98	0.91	0.99	0.99



## Response Rate Calculation Notes

- (1) **Response Rate** is calculated as the percentage of jurisdictional responses within a state that were either non-zero (a number greater than or equal to 1) or a valid zero (data were reported as zero because no instance of the variable occurred within the jurisdiction). Undefined subitems ("other" categories) and non-numeric questions (categorical, text, comment boxes, etc.) were excluded from calculations. Jurisdictions for which a question or series of questions were not applicable were excluded from calculations and appear as missing in the table when a survey section does not apply to any jurisdiction within a state.
- (2) **CVAP Response Rate** is calculated as the percentage of the state's Citizen Voting Age Population (CVAP) represented by reporting jurisdictions. CVAP information was not available for American Samoa, Guam, or the U.S. Virgin Islands, therefore, registration rates as a percentage of CVAP could not be calculated for these U.S. territories.

## Table Data Notes

### **General Note:**

- The Citizen Voting Age Population (CVAP) is an estimate of the number of U.S. citizens 18 years of age or older in the state. This report uses the 1-year ACS state estimate for 2017 instead of the 5-year estimate to ensure that the CVAP was as current as possible. The estimate for the year 2018 was not available by the time this report was finalized.

**[1] Hawaii:** Information for one county, Kalawao, was reported with Maui County. In keeping with previous years, the total jurisdiction count for this state was adjusted down by one (to four jurisdictions) to account for this.



## Methodology Appendix B: Validation Rules

Table 1: Math Validation Rules

Math Validation Rule	Error Text
The sum of A1b + A1c should equal A1a.	The sum of active (A1b) and inactive (A1c) registered persons should be equal to the total number of persons who are registered to vote (A1a). Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A3b-j should equal A3a	The amounts you report in A3b-j should equal the total number of registration forms you report in A3a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A4a-l should equal A3a	The amounts you report in A4a-l should equal the total number of registration forms you reported in A3a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5a-l should equal A3b	The amounts you report in A5a-l should equal the total number of new valid registration forms you reported in A3b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A6a-l should equal A3d	The amounts you report in A6a-l should equal the total number of duplicates of existing registration forms you reported in A3d. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A7a-l should equal A3e	The amounts you report in A7a-l should equal the total number of invalid or rejected registration forms you reported in A3e. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5a + A6a + A7a should not exceed A4a.	The amounts you report in A5a, A6a and A7a should not exceed the total number of registration forms received by mail, fax, or email you reported in A4a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5b + A6b + A7b should not exceed A4b.	The amounts you report in A5b, A6b and A7b should not exceed the total number of registrations in person at the election/registrar's office you reported in A4b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5c + A6c + A7c should not exceed A4c.	The amounts you report in A5c, A6c and A7c should not exceed the total number of registration forms submitted online you reported in A4c. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of A5d + A6d + A7d should not exceed A4d.	The amounts you report in A5d, A6d and A7d should not exceed the total number of registration forms received from motor vehicle offices you reported in A4d. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5e + A6e + A7e should not exceed A4e.	The amounts you report in A5e, A6e and A7e should not exceed the total number of registration forms received from public assistance offices you reported in A4e. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5f + A6f + A7f should not exceed A4f.	The amounts you report in A5f, A6f and A7f should not exceed the total number of registration forms received from state-funded agencies you reported in A4f. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5g + A6g + A7g should not exceed A4g.	The amounts you report in A5g, A6g and A7g should not exceed the total number of registration forms received from armed forces recruitment offices you reported in A4g. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5h + A6h + A7h should not exceed A4h.	The amounts you report in A5h, A6h and A7h should not exceed the total number of registration forms received from other agencies designated by the state but not mandated by NVRA you reported in A4h. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5i + A6i + A7i should not exceed A4i.	The amounts you report in A5i, A6i and A7i should not exceed the total number of forms received from registration drives from advocacy groups or political parties you reported in A4i. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5j + A6j + A7j should not exceed A4j.	The amounts you report in A5j, A6j and A7j should not exceed the total number of forms received from "Other" sources you reported in A4j. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of A5k + A6k + A7k should not exceed A4k.	The amounts you report in A5k, A6k and A7k should not exceed the total number of forms received from "Other" sources you reported in A4k. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of A5I + A6I + A7I should not exceed A4I.	The amounts you report in A5I, A6I and A7I should not exceed the total number of forms received from “Other” sources you reported in A4I. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of A8b-h should equal A8a	The amounts you report in A8b-h should equal the total number of confirmation notices sent to registered voters you report in A8a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of A9b-j should equal A9a	The amounts you report in A9b-j should equal the total number of voters removed you report in A9a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B1b-c should equal B1a	The amounts you report in B1b-c should equal the total number of registered and eligible UOCAVA voters you report in B1a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B2b-c should equal B2a	The amounts you report in B2b-c should equal the total number of FCPAs received from UOCAVA voters you report in B2a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B3b-c should equal B3a	The amounts you report in B3b-c should equal the total number of rejected FPCAs from UOCAVA voters you report in B3a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B5b-c should equal B5a	The amounts you report in B5b-c should equal the total number of absentee ballots transmitted to UOCAVA voters you report in B5a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B6b-c should equal B6a	The amounts you report in B6b-c should equal the total number of absentee ballots transmitted to UOCAVA voters by postal mail you report in B6a. Please correct your responses or use the comments section to explain why these subitems don’t add up.
The sum of B7b-c should equal B7a	The amounts you report in B7b-c should equal the total number of absentee ballots transmitted to UOCAVA voters by email you report in B7a. Please correct your responses or use the comments section to explain why these subitems don’t add up.



Math Validation Rule	Error Text
The sum of B8b-c should equal B8a	The amounts you report in B8b-c should equal the total number of absentee ballots transmitted to UOCAVA voters by other methods you report in B8a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B6a, B7a and B8a should equal B5a	The amounts you report in B6a, B7a and B8a should equal the total number of ballots transmitted to all UOCAVA voters you report in B5a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B6b, B7b and B8b should equal B5b	The amounts you report in B6b, B7b and B8b should equal the total number of ballots transmitted to all uniformed services voters you report in B5b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B6c, B7c and B8c should equal B5c	The amounts you report in B6c, B7c and B8c should equal the total number of ballots transmitted to all civilian overseas voters you report in B5c. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B9b-c should equal B9a	The amounts you report in B9b-c should equal the total number of UOCAVA ballots returned to your office you report in B9a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B10b-c should equal B10a	The amounts you report in B10b-c should equal the total number of UOCAVA ballots returned to your office by postal mail you report in B10a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B11b-c should equal B11a	The amounts you report in B11b-c should equal the total number of UOCAVA ballots returned to your office by email you report in B11a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B12b-c should equal B12a	The amounts you report in B12b-c should equal the total number of UOCAVA ballots returned to your office by other methods you report in B12a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B10a, B11a, and B12a should equal B9a	The amounts you report in B10a, B11a, and B12a should equal the total number of UOCAVA ballots returned to your office you report in B9a. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of B10b, B11b and B12b should equal B9b	The amounts you report in B10b, B11b and B12b should equal the total number of transmitted ballots returned by all uniformed services voters you report in B9b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B10, B11c and B12c should equal B9c	The amounts you report in B10, B11c and B12c should equal the total number of transmitted ballots returned by all civilian overseas voters you report in B9c. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B13b-d should equal B13a	The amounts you report in B13b-d should equal the total number of ballots returned undeliverable you report in B13a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B14b-c should equal B14a	The amounts you report in B14b-c should equal the total number of UOCAVA ballots counted by your office you report in B14a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B15b-c should equal B15a	The amounts you report in B15b-c should equal the total number of counted UOCAVA ballots returned by postal mail you report in B15a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B16b-c should equal B16a	The amounts you report in B16b-c should equal the total number of counted UOCAVA ballots returned by email you report in B16a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B17b-c should equal B17a	The amounts you report in B17b-c should equal the total number of counted UOCAVA ballots returned by other methods you report in B17a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B15a, B16a, and B17a should equal B14a	The amounts you report in B15a, B16a, and B17a should equal the total number of UOCAVA ballots counted by your office you report in B14a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B15b, B16b and B17b should equal B14b	The amounts you report in B15b, B16b and B17b should equal the total number of uniformed services voters' ballots counted by your office you report in B14b. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of B15c, B16c and B17c should equal B14c	The amounts you report in B15c, B16c and B17c should equal the total number of civilian overseas voters' ballots counted by your office you report in B14c. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B18b-c should equal B18a	The amounts you report in B18b-c should equal the total number of rejected UOCAVA ballots you report in B18a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B19b-c should equal B19a	The amounts you report in B19b-c should equal the total number of UOCAVA ballots rejected because they were received after the deadline you report in B19a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B20b-c should equal B20a	The amounts you report in B20b-c should equal the total number of UOCAVA ballots rejected because of a problem with the voter signature you report in B20a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B21b-c should equal B21a	The amounts you report in B21b-c should equal the total number of UOCAVA ballots rejected for lack of a postmark you report in B21a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B22b-c should equal B22a	The amounts you report in B22b-c should equal the total number of UOCAVA ballots rejected for other reasons you report in B22a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B19a, B20a, B21a, and B22a should equal B18a	The amounts you report in B19a, B20a, B21a, and B22a should equal the total number of rejected UOCAVA ballots you report in B18a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B19b, B20b, B21b and B22b should equal B18b	The amounts you report in B19b, B20b, B21b and B22b should equal the total number of rejected ballots from uniformed services voters you report in B18b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B19c, B20c, B21c and B22c should equal B18c	The sum of the amounts you report in B19c, B20c, B21c and B22c should equal the total number of rejected ballots from civilian overseas voters you report in B18c. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of B23b-c should equal B23a	The amounts you report in B23b-c should equal the total number of FWABs returned by UOCAVA voters you report in B23a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B24b-c should equal B24a	The amounts you report in B24b-c should equal the total number of FWABs counted you report in B24a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B25b-c should equal B25a	The amounts you report in B25b-c should equal the total number of FWABs rejected because they were received after the deadline you report in B25a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B26b-c should equal B26a	The amounts you report in B26b-c should equal the total number of FWABs rejected because the voter's regular absentee ballot was received and counted you report in B26a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B24a, B25a, and B26a should not exceed B23a	The amounts you report in B24a, B25a, and B26a should not exceed the total number of FWABs returned by UOCAVA voters you report in B23a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B24b, B25b and B26b should not exceed B23b	The sum of the amounts you report in B24b, B25b and B26b should not exceed the total number of FWABs returned by uniformed services voters you report in B23b. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of B24c, B25c and B26c should not exceed B23c	The sum of the amounts you report in B24c, B25c and B26c should not exceed the total number of FWABs returned by civilian overseas voters you report in B23c. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of C1b-i should equal C1a	The amounts you report in C1b-i should equal the number of total domestic by-mail ballots transmitted you report in C1a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of C4b-r should equal C4a	The amounts you report in C4b-r should equal the total number of domestic civilian by-mail ballots rejected you report in C4a. Please correct your responses or use the comments section to explain why these subitems don't add up.



Math Validation Rule	Error Text
The sum of D4b-c cannot exceed D4a.	The sum the amounts you report in D4b-c cannot exceed the total number of physical polling places for Election Day in your jurisdiction you report in D4a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of D5b-c cannot exceed D5a.	The sum of the amounts you report in D5b-c cannot exceed the total number of physical polling places for Early Voting in your jurisdiction you report in D5a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of D8b-g should equal D8a	The numbers you report in D8b-g should equal the total number of poll workers in your jurisdiction you report in D8a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of E1b-e should equal E1a	The amounts you report in E1b-e should equal the total number of voters who submitted provisional ballots you report in E1a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of E2b-m should equal E2a	The amounts you report in E2b-m should equal the total number of rejected domestic civilian by-mail ballots you report in E2a. Please correct your responses or use the comments section to explain why these subitems don't add up.
E1d should be equal to E2a	The amount you report in E1d should equal the total number of rejected domestic civilian by-mail ballots you report in E2a. Please correct your responses or use the comments section to explain why these subitems don't add up.
The sum of F1b-h should equal F1a	The amounts you report in F1b-h should equal the total number of voters participating in the election you report in F1a. Please correct your responses or use the comments section to explain why these subitems don't add up.



Table 2: Logic Validation Rules

Logic Validation Rule	Error Text
A2a cannot exceed A1a	The amount you report in A2a cannot exceed the total number of registered voters you report in A1a. Please review your responses or use the comments section to explain why the value in A2a exceeds the value in A1a.
B3a should not exceed B2a	The number of rejected FPCAs you report in B3a should not exceed the total number of FPCAs received you reported in B2a. Please review your responses or use the comments section to explain why the value in B3a exceeds the value in B2a.
B4a should not exceed B3a	The amount you report in B4a should not exceed the number of rejected FPCAs you report in B3a. Please review your responses or use the comments section to explain why the value in B4a exceeds the value in B3a.
B9a should not exceed B5a	The amount you report in B9a should not exceed the number of ballots transmitted to UOCAVA voters you report in B5a. Please review your responses or use the comments section to explain why the value in B9a exceeds the value in B5a.
B13a cannot exceed B5a	The total number of undeliverable ballots you report in B13a should not exceed the number of ballots transmitted that you report in B5a. Please review your responses or use the comments section to explain why the value in B13a exceeds the value in B5a.
B14a cannot exceed B5a	The total number of UOCAVA ballots counted you report in B14a should not exceed the number of ballots transmitted that you report in B5a. Please review your responses or use the comments section to explain why the value in B14a exceeds the value in B5a.
B18a cannot exceed B5a	The total number of UOCAVA ballots rejected you report in B18a should not exceed the number of ballots transmitted that you report in B5a. Please review your responses or use the comments section to explain why the value in B18a exceeds the value in B5a.
C2a cannot exceed C1a	The amount you report in C2a cannot exceed the total number of domestic civilian by-mail ballots transmitted you report in C1a. Please review your responses or use the comments section to explain why the value in C2a exceeds the value in C1a.
The sum of C3a and C4a cannot exceed C1b.	The sum of the amounts you report in C3a and C4a cannot exceed the number of by-mail ballots returned by voters and submitted for counting you report in C1b. Please review your responses or use the comments section to explain why the sum of C3a and C4a exceed the value in C1b.



Logic Validation Rule	Error Text
The sum of D2a-b should not exceed D1a.	The sum of the number of people who voted in-person in your jurisdiction, as reported in D2a and D2b, should not exceed the total votes cast in your jurisdiction as reported in D1a. Please review your responses or use the comments section to explain why the sum of D2a and D2b exceed the value in D1a.
If D2b>0, D5a>0	If you reported in D2b that your jurisdiction had voters who voted in-person at an early voting location, then you should record the number of early voting locations in your jurisdiction in D5a, D5b, and D5c. Please correct your responses or use the comments section to explain your answers.
F1a cannot exceed A1a	The amount you report in F1a cannot exceed the total number of registered voters you report in A1a. Please review your responses or use the comments section to explain why the value in F1a exceeds the value in A1a.
F1d cannot exceed C1a	The amount you report in F1d cannot exceed the total number of by-mail ballots transmitted you report in C1a. Please review your responses or use the comments section to explain why the value in F1d exceeds the value in C1a.
F1e cannot exceed E1a	The amount you report in F1e cannot exceed the total number of provisional ballots received you report in E1a. Please review your responses or use the comments section to explain why the value in F1e exceeds the value in E1a.
F1f cannot exceed D2b	The amount you report in F1f cannot exceed the total number of votes cast in an early vote location you report in D2b. Please review your responses or use the comments section to explain why the value in F1f exceeds the value in D2b.



Table 3: Confirmation Validations

Response	Confirmation Text
Does Not Apply	Please review your response for item [insert item number here]. Please make sure this item does not apply to you and explain in the comments section. If you do not have information to respond this item, please change your response to "Data not available"
Data Not Available	Please review your response and make sure that you do not have data for this item. If you collect the information but no response fits in this category, please enter "0". If this question does not apply to you, please select "Does not apply" and explain in the comments section.
0 (Zero)	Please make sure that your response is a "true zero" (the calculated amount is 0). If you do not have information to respond to the item, please change your response to "Data not available." If this item does not apply to your jurisdiction, please change your response to "Does not apply".
Blank/Missing	Please respond to item [insert item number here]. If you do not have the information to respond, please enter "Data not available". If you collect the information but no response fits in this category, please enter "0". If this question does not apply to you, please enter "Does not apply" and explain in comments section.



## Methodology Appendix C: External Data Validations

### Introduction

The major limitation of using only other items within a complete survey to identify data errors is that response items may be perfectly consistent with each other, but still subject to substantial measurement error. For example, the number of by-mail ballots may be lower than the total number of registrants, and thus not be flagged in an internal validation check, but the number of registrants may be multiple times the size of the eligible population of the jurisdiction.

To account for this, the EAC used external data to form an expectation for what jurisdictions should have reported based on the jurisdiction's geography and demographics. Responses with the highest probability of having errors are those with substantially higher- or lower-than-expected values for that item in 2018 based on the average (logged) count for the jurisdictions with similar characteristics (e.g., similar population, urbanization, median household income). Each jurisdiction is unique, so differences between what the jurisdiction reports and what value is expected does not always represent inaccuracies in the data that is reported by the jurisdiction, but rather limitations in external data sources or in the jurisdiction's ability to report data in the categories listed in the EAVS. Consequently, the EAC only identified items as potentially mistaken if the discrepancy between what the jurisdiction reported and the value that was expected based on similar jurisdictions was large relative to discrepancies for other jurisdictions in 2018.

### Technical Approach

If it is assumed that the probability of an item in the EAVS being subject to measurement error increases with the difference between what one would expect from a jurisdiction and what EAVS data indicate the count is, a simple decision rule for identifying suspect entries can take the following form:

$$\text{Error} = \text{Yes if } |\hat{y}_i - y_i| > 7M_i \text{ and No Otherwise}$$

In which  $y_i$  is (the logit of) the relevant metric:<sup>13</sup>

$$y_i = \ln\left(\frac{c^s}{(c^T - c^s)}\right)$$

In which  $c^s$  is the count for the relevant subpopulation (e.g., participants, by-mail ballot returners) and  $c^T$  is the count of the larger population (e.g., registrants, by-mail ballot requesters). For instance, the number of ballots cast is to a large degree a function of the number of registrants. In this case, the outcome of interest may be a (the logit of the) rate (e.g., registration rate, participation rate, ballot return rate), and the outcome of interest can be expressed as  $M_i$  for jurisdiction  $i$ :

$$1) M_1 = \text{med}(|(\hat{y}_i - y_i) - \text{med}(\hat{y}_i - y_i)|)$$

<sup>13</sup> The logit is used rather than the rate because the rate is bound between 0 and 1, and is thus unlikely to follow a normal distribution. One limitation of the logit is that it is undefined for rates that are 0 or 1. For jurisdictions that report such values, they were automatically flagged as potentially being errors.



In other words, an entry for a jurisdiction would be identified as being subject to measurement error due to mis-entry if the absolute difference between the (logit of the) ratio and the expected (logit of the) ratio for that jurisdiction, from now on referred to as the residual, exceeded 7 times the median absolute deviation from the median residual. This standard thus flags jurisdictions by the relative size of their residual, accounting for misspecification of the model. The choice of 7 is largely arbitrary and can be smaller or larger based on whether one wants to be more conservative or lenient with respect to identifying entries as being subject to measurement error.

The expected outcome  $\hat{y}_i$  is either the mean of  $y_i$  across all jurisdictions or varies based on the characteristics of the jurisdiction. For example, one may expect jurisdictions with high rates of college-educated residents to have higher rates of voter registration and participation. The expected (logit of the) rate can be modeled as follows:

$$2) \hat{y}_i = \beta X_i$$

In which  $X_i$  is a vector of determinants of the “true” number of ballots being counted, but which is assumed to not be systematically related to measurement error. Table 4 describes all variables used in these external validations and their source.

Table 4: Variable Descriptions and Sources

Variable	Source
Examples of the Outcomes	
Registration Rate (A1b/Citizen Voting Age Population)	2016 EAVS/2017 5-year American Community Survey (ACS)
Voting Rate (D1a/ Citizen Voting Age Population)	2016 EAVS/2017 5-year ACS
Participation Rate (F1a/ Citizen Voting Age Population)	2016 EAVS/2017 5-year ACS
Inactive Registrant Rate (A1c/A1a)	2016 EAVS
Registration Rejection Rate ((A3e+A3d)/(A3a))	2016 EAVS
Registration Removal Rate (A9a/ (A1a + A9a))	2016 EAVS
UOCAVA Ballot Request Rate (B1a/A1b)	2016 EAVS
Domestic Ballot Request Rate (C1a/A1b)	2016 EAVS
UOCAVA Ballot Return Rate (B9/B1a)	2016 EAVS
UOCAVA Returned Ballot Count Rate (B14/B19)	2016 EAVS
UOCAVA Ballot Reject Rate (B18/B19)	2016 EAVS
FPCA Applications as % of UOCAVA (B2a/B1a)	2016 EAVS
Domestic Ballot Transmission Rate (C1a/A1a)	2016 EAVS
In-person Absentee Ballot Vote Rate (C1e/C1a)	2016 EAVS
Voting Rate of Active Registrants (D1a/A1b)	2016 EAVS
In-Person Voting Rate of Active Registrants (D2a/A1b)	2016 EAVS



Variable	Source
Polling Places per Precinct (D4a/D3)	2016 EAVS
Inverse Polling Place Density (County Land Area /D4a)	Census Tigerline Shapefiles, 2016 EAVS
Population per Polling Place (CVAP/D4a)	2017 5-year ACS, 2016 EAVS
In-Person Voters per Polling Place (D2a/D4a)	2016 EAVS
In-Person Voters per Poll Worker (D6/D4a)	2016 EAVS
Provisional Ballot Rate (E1a/A1b)	2016 EAVS
Participation Rate of Active Registrants (F1a/A1b)	2016 EAVS
In-Person Participation Rate of Active Registrants (F1b/A1b)	2016 EAVS
Predictors	
Ln (Voting-Age Population)	2017 5-year ACS
% of Population which is Foreign Born	2017 5-year ACS
Rural-Urban Continuum Codes (Metro >1 million; 250K-1 million; <250K; non-Metro)	U.S. Department of Agriculture: <a href="https://www.ers.usda.gov/data-products/rural-urban-continuum-codes/">https://www.ers.usda.gov/data-products/rural-urban-continuum-codes/</a>
Census Division	Census
Ln (Median Household Income)	2017 5-year ACS
Two-party Vote Difference in 2012 Presidential Election	Federal Election Commission
Mean of Highest Vote Share for Congressional Districts which intersect with EAVS jurisdiction	Federal Election Commission, Census Crosswalk, imputed using other predictors for missing
Electronic Ballot Policies (Accepts By-Mail Ballots by Email/Web)	FVAP
Automatic Registration Policies	FVAP
Ln (Total Population) - Ln (Land Area)	2017 5-year ACS, Census Tigerline Shapefiles
Military Employment as % of Total Employment, 2017	Bureau of Economic Analysis Local Income and Employment Tables
Age (% 25-34; 35-44; 45-64; 65+)	2017 5-year ACS
% Female	2017 5-year ACS
Race/Ethnicity (% Black; Native American; Asian; Hawaiian; Other; Two or More Races; Hispanic)	2017 5-year ACS
Education (% Some College; College Graduate; Graduate)	2017 5-year ACS

The challenge in estimating  $\beta$  to generate the expected outcomes is that we do not observe the expected or true outcomes, but rather only what is reported in the EAVS. To the degree that there is



substantial measurement error in the data reported in the EAVS,  $\hat{\beta}$  estimated via Ordinary Least Squares (OLS) will reflect the relationship between  $X_i$  and the measurement error and not just the average marginal effect of  $X_i$  on  $y_i - \hat{y}_i$ , resulting in a biased estimate for  $\hat{y}_i$ . To mitigate this issue, Equation 2 can be estimated using robust regression (rreg in Stata), which iteratively re-estimates Equation 2, down-weighting observations based on residuals in the previous iteration.<sup>14</sup> This procedure mitigates the influence of measurement error on the final model.

The deviation from the expected (logit of the) rate ( $\hat{y}_i - y_i$ ) is calculated, and jurisdictions that are in error for a given response item are flagged using the decision rule above. Because some of the predictors ( $X_i$ ) will be measured with error, a relatively conservative decision rule should be applied.

## The Auditing Process

The following steps were taken for each response in each completed survey:

1. Calculated two absolute difference between the actual 2018 (logit transformation of the) metric and the expected (transformed) item, in which the expected is both based on the mean across all jurisdictions and similar jurisdictions.
2. Divided the absolute differences by  $M$ .
3. If the response for the specific jurisdiction exceeded either the mean for all jurisdictions or the mean for similar jurisdictions, then the item was flagged as having a potential error and the state was asked to review the item.

Table 5: Policy Survey Validation Rules (Post Submission)

Policy Survey Question	Validation Rule	
	Policy Survey Response	Expected EAVS Response
	q6 = No	A4c, A5c, A6c and A7c = Does not apply
		*Items A4c, A5c, A6c and A7c report data on online registration
q6: Does your state have online registration?	q6 = Yes	A4c, A5c, A6c and A7c > 0
	q7 = No	A2a = Does not apply
		*Item A2a reports data on same day registrations
q7: Does your state have same day registration (SDR)?	q7 = Yes	A2a > 0

<sup>14</sup> Technical documentation about the rreg command can be found at <http://www.stata.com/manuals13/rrreg.pdf>.



Policy Survey Question	Validation Rule	
	Policy Survey Response	Expected EAVS Response
q9: Do you use an all-vote-by-mail system?  If q9 = Yes, q9a: Is that at the jurisdiction or the state level?	q9 = No  q9 = Yes	F1g = Does not apply  *Item F1g reports data on ballots cast in all-vote-by-mail jurisdictions  F1g > 0 (at least in some jurisdictions if vote-by-mail is not at the state level – see response to q9a)
q10: Does your state allow people to be in a permanent absentee voter list?	q10 = No  q10 = Yes	C2a = Does not apply  *Item C2a reports data on ballots sent to permanent absentee voters  C2a > 0
q12: Does your state allow for in-person early voting or in-person absentee voting before Election Day?	q12 = No  q12 = Yes	D2b, D5 & F1f = Does not apply  *Items D2b, D5 and F1f report data on in-person early/absentee voting before Election Day.  D2b, D5, & F1f > 0
q18: Does your state count provisional ballots cast in wrong precincts?	q18 = Fully Count	E2d = Does not apply  *Item E2d reports data on provisional ballots rejected because they were cast in the wrong precinct
q22: Are convicted or incarcerated individuals removed from voter rolls?	q22 = No one	A9d = Does not apply  *Item A9d reports data on voters removed from voter rolls because of a disqualifying felony conviction



## Methodology Appendix D: EAVS Survey Questions



### U.S. ELECTION ASSISTANCE COMMISSION (EAC)

#### 2018 Election Administration and Voting Survey (EAVS)

The ongoing process of improving America's election systems relies in part on having accurate data about the way Americans cast their ballots. In 2002, Congress chartered the U.S. Election Assistance Commission (EAC) to collect information on the state of American elections and make it widely available to policymakers, advocates, scholars, journalists and the general public. Since 2004, the Commission has sponsored a biennial survey as its primary tool for fulfilling that mission. We are pleased to present the 2018 Election Administration and Voting Survey (EAVS), and we ask for your help in making it the most complete and accurate survey in its history.

The questions below ask for information about ballots cast, voter registration, overseas and military voting, Election Day activities, voting technology, and other important issues.

The section concerning the Uniformed and Overseas Citizens Voting Act (UOCAVA) serves as the EAC's standardized format for state reporting of UOCAVA voting information as required by 42 U.S.C. §1973ff-1. States that complete and timely submit this section to the EAC will fulfill their UOCAVA reporting requirement under 42 U.S.C. §1973ff-1(c).

Additionally, EAC is mandated by the National Voter Registration Act (NVRA) to collect information from states concerning the impact of that statute on the administration of federal elections. With this information, EAC is required to make a report to Congress and provide recommendations for the improvement of federal and state procedures, forms, and other NVRA matters. States that respond in a timely manner to all questions in this survey concerning voter registration-related matters will meet their NVRA reporting requirements under 42 U.S.C. § 1973gg-7 and EAC regulations.

The EAC recognizes the burden that asking for these data places on state and local election officials, and we have worked to minimize that burden as much as possible. In advance, we thank you for your cooperation and look forward to answering any questions you might have.

Information supplied by:

Name	Title	
Office/Agency Name		
Address 1		
Address 2		
City	State	Zip Code
Email Address		
Telephone		Fax Number

OMB Control No. 3265-0006

Expiration Date 3/31/2021

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## Instructions for Completing the 2018 Election Administration and Voting Survey

1. This survey collects information on election administration issues in local election offices that are responsible for the administration of the November 2018 general election. All data should be reported at the level of the local jurisdiction. However, the state- or territorial-level election office may fill out any or all of the information on behalf of the local election offices under its jurisdiction.
2. You will find it helpful to read an entire section before answering any of the questions in that section.
3. Do not leave items blank—always provide an answer to the question asked. If needed, use the “Data not available” or “Other” categories discussed below. Please use the comment boxes as needed to provide us with additional information regarding how you answered the questions, including any explanations about the quality of the data you are providing. This will help us analyze and present the data more accurately. Your explanations do not need to be detailed or lengthy; we can contact you for further information if needed.
4. Please attempt to record data according to the categories as they are defined in the question. If your jurisdiction uses a different data classification scheme (for instance, your jurisdiction collects data in such a way that combines two or more categories listed in a question), then you can use the space provided for “Other” to provide numbers and details on these categories. If you report information in the “Other” field, please use the comment boxes to provide an explanation for the answer.



## Section A: Voter Registration

The goal of Section A is to understand the ways in which individuals registered to vote in each jurisdiction between 2016 and 2018, and the efforts made to remove individuals who should no longer be registered.

This section of the EAVS asks for four types of data:

1. How many individuals were registered to vote for the 2018 general election?
2. How many voter registration forms were processed from the close of registration for the 2016 general election through the close of registration for the 2018 general election?
3. How many confirmations of registration notifications did your jurisdiction send to registered voters from the close of registration for the 2016 general election through the close of registration for the 2018 general election?
4. How many registered voters were removed from the voter registration rolls from the close of registration for the 2016 general election through the close of registration for the 2018 general election?

EAC is mandated by the National Voter Registration Act (NVRA) to collect information from states concerning the impact of that statute on the administration of federal elections. With this information EAC is required to make a report to Congress and provide recommendations for the improvement of federal and state procedures, forms, and other NVRA matters. States that respond in a timely manner to all questions in this survey concerning voter registration-related matters will meet their NVRA reporting requirements under 42 U.S.C. § 1973gg-7 and EAC regulations.

### Total Registrations: Questions A1 and A2

Questions A1 and A2 ask about individuals who were registered and eligible to vote in the 2018 general election. This includes all individuals who were registered to vote and included on the final voter registration rolls for the election. For states with Election Day voter registration, include all individuals who registered to vote through the close of the polls on Election Day.

Please DO NOT include:

- Individuals who registered to vote after the close of registration for the 2018 general election and were not eligible to vote in the election, or
- Persons under the age of 18 registered under a “pre-registration” program.

If your jurisdiction's number includes any special groups or situations that we should be aware of, please use the A1 Comments box to explain.



#### Answering All Questions

**Please provide an answer to all of the items in Section A.**

- If the question is not applicable to your state/jurisdiction—for example, if your state does not have inactive voters—please enter -88 (negative 88) as the response to question A1c.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example, if your state does have inactive voters but your jurisdiction does not track those data—please enter -99 (negative 99) as the response to the question.

#### A1. Total Number Registered and Eligible Persons, Active and Inactive

For question A1, report the total number of people (not votes or ballots) who were registered and eligible to vote in the November 2018 general election. If your jurisdiction differentiates between active and inactive voters, report the number of active voters in A1b and inactive voters in A1c. If your state does not make this differentiation, report your total number of registered voters again in A1b and enter -88 (negative 88) as the response to A1c.

Type of Registered Voter	Total
A1a. <u>TOTAL number of registered and eligible voters:</u>  Do not include any persons under the age of 18 who may be registered under a “pre-registration” program or registered after the 2018 deadline for registration.	
A1b. <u>TOTAL number of active voters:</u>  Fully eligible voters who have no additional processing requirements to fulfill before voting.	
A1c. <u>TOTAL number of inactive voters:</u>  Voters who remain eligible to vote but require address verification under the provisions of the National Voter Registration Act.	
A1 Comments	



#### A2. Same Day Voter Registration

For question A2, report the number of individuals who utilized same day voter registration for the 2018 general election. This question includes jurisdictions in states that have formal Election Day registration or same day registration and those states that have other situations that provide Election Day registration or same day registration. This question includes jurisdictions in states that permit Election Day registration for voting for office of President, such as Alaska and Rhode Island. Note that this question is about *registration forms*, and not ballots cast or votes.

If your state's laws allowed any voters to register and then vote on the same day—including same day registration occurring because of an overlap between early voting and the close of voter registration—report the total number of registration forms received on those days in which it was possible to both register for and vote in the November 2018 general election on the same day.

	Total
A2a. TOTAL new same day registrations	
A2 Comments	

#### Registration Forms Processed: Questions A3–A7

These questions ask about the number of registration forms processed in your jurisdiction from the close of registration for the November 2016 general election through the close of registration for the November 2018 general election. For example, a state with a voter registration deadline of 15 days before Election Day should include all forms received 14 days before the 2016 Election Day through 15 days before the 2018 Election Day. In states with same day voter registration or Election Day registration, all registrations received after the close of the polls on Election Day in 2016 until the close of the polls on Election Day 2018 should be included in your answers.

#### A3. Total Registration Forms Processed: 2016 to 2018

For question A3a, report the total number of forms your jurisdiction received from all sources during the period from the close of registration for the November 2016 general election until the close of registration for the November 2018 general election. Include any forms that were processed, such as changes to name, party or address, duplicates, or pre-registrations. If applicable, also include here any Election Day or same day registrations and any registrations from special categories of voters who may have extended voter registration deadlines, such as returning military personnel. Then, divide the total number of forms received (A3a) into the categories listed in A3b through A3g. Use item A3h for any registration forms that cannot be placed into any of the categories specified in A3b through A3g.

Registrations from Election Day and special category voters should be included in the appropriate category (e.g., new valid registration or change of name).

[See next page]



Type of Registration Form Received	Total
A3a. <u>TOTAL</u> registration forms received:  All registration forms received between the close of registration for the November 2016 general election and the close of registration for the November 2018 general election.	
A3b. <u>New valid registrations</u> (excluding pre-registrations of persons under 18):  All successful registrations that were not invalidated or rejected and did not duplicate or modify a previously existing registration in the jurisdiction.	
A3c. <u>New "pre" registrations of persons under age 18</u> :  All registrations submitted by persons under the age of 18 years so that they will be registered when they become of voting age.	
A3d. <u>Duplicates of existing valid registrations</u> :  Applications to register to vote submitted by persons already registered to vote at the same address, under the same name and personal information (e.g., date of birth, social security number, driver's license), and the same political party (where applicable).	
A3e. <u>Invalid or rejected (other than duplicates)</u> :  Registrations that did not meet the requirements of eligibility because they were not completed properly or the individual was excluded from being able to register in a jurisdiction.	
A3f. <u>Changes to name, party, or within-jurisdiction address change</u> :  Registrations that modified or edited voter information for individuals with current valid registrations.	
A3g. <u>Address changes that cross jurisdiction borders</u> :  Registrations that modified or edited the address of persons with current valid registrations, where the address change places them in a different jurisdiction (such as a different county) from their current registration.	
A3h. <u>Other</u> :	
A3i. <u>Other</u> :	
A3j. <u>Other</u> :	
A3 Comments:	



#### A4–A7. Total Registration Forms Processed, by Source

For question A4, divide the total number of voter registration forms reported in question A3a according to source of the form. Then, for each source, divide the forms into the categories of new registrations (A5), duplicates of an existing registration (A6), and invalid or rejected registrations (A7).

Questions A6 and A7 are mutually exclusive—duplicate registrations included in A6 should not be included as invalid or rejected registrations in A7, and vice versa.

For items a–i, it is important to focus on the mode used to submit the registration application. For example, if the voter submits a registration form online using the state's online voter registration portal, this is an online voter registration and the total number received would be put in A4c. This would be considered an online voter registration even if the voter accessed the online voter registration system at a state public assistance office or at the office of an agency that primarily serves individuals with disabilities. In addition, it does not matter which agency hosts the voter registration system. For example, if your state motor vehicle office hosts the online voter registration system, then applications using the system are still online voter registration applications, not an application from the DMV.

For A4c–A7c (registrations submitted via the internet), only include registration forms that were completed and submitted through a web-based online voter registration system. A form that was filled out online but submitted via email or printed and submitted via mail should be included under A4a, A5a, A6a or A7a in row a—"Individual voters submitting applications by mail, fax, or email."

[See next page]



A4a through A4j: Divide the total number of all registration forms received (as reported in A3a) into the following sources.  
A5a through A5j: Divide the total number of new registration forms received (as reported in A3b) into the following sources.  
A6a through A6j: Divide the total number of duplicate registration forms received (as reported in A3d) into the following sources.  
A7a through A7j: Divide the total number of invalid or rejected registration forms (as reported in A3e) received into the following sources.

	A4. Total forms received	A5. New registrations	A6. Duplicate of existing registrations	A7. Invalid or rejected
<b>TOTAL</b>	A3a	A3b	A3d	A3e
a. Individual voters submitting applications by mail, fax, or email				
b. Individual voters registering in person at the election/registrar's office				
c. Individual voters submitting forms via web-based online registration system				
d. Motor vehicle offices or other offices that issue driver's licenses (this would include automatic registration)				
e. Public assistance offices mandated as registration sites under NVRA				
f. State-funded agencies primarily serving persons with disabilities				
g. Armed forces recruitment offices				
h. Other agencies designated by the state not mandated by NVRA				
i. Registration drives from advocacy groups or political parties				
j. Other				
k. Other				
l. Other				
<b>A4–A7 Comments:</b>				



### Confirmation of Registration Notices and Removals: Questions A8 and A9

These questions ask about the total number of confirmation notices as defined under National Voter Registration Act (NVRA) Section 8 (d) (1) (B) and Section 8 (d) (2). Although NVRA distinguishes between “confirmation notices” and “removal notices,” some jurisdictions refer to “confirmation notices” as “removal notices” or something else. If your state is exempt from NVRA, please provide the information on confirmation notices as requested, but explain in the A8 comments box why voters received a confirmation notice and include any differences from the NVRA’s definition of “confirmation notices.”

#### A8. Total Confirmation of Registration Notices Sent to Voters

For question A8a, report the total number of confirmation notices sent to voters in the period between the close of registration for the November 2016 general election and the close of registration for the November 2018 general election. These are notices that are sent out to registrants because either 1) there is an indication that the registrant no longer resides in the registrar’s jurisdiction, or 2) the voter has not voted or appeared to vote in a federal election during the period.

Next, for questions A8b–A8e, divide the total number of confirmation notices mailed (as reported in A8a) into the listed categories. Use item A8f for notices that cannot be placed into any of the categories specified in A8b–A8e. The amounts should sum to the total provided in A8a.

[See next page]



Type of Confirmation Notice	Total
A8a. <u>TOTAL number of confirmation notices sent to registered voters:</u> The total number of confirmation of registration notices sent to voters during the same two-year registration period used in question A3. Include both the notices sent because there was an indication that the registrant no longer resides in the jurisdiction and the notices sent because the voter has not voted or attempted to vote during the two-year period.	
A8b. <u>Received back from voters confirming registration:</u> The total number of notices returned that confirmed an individual was still eligible to vote in the jurisdiction.	
A8c. <u>Received back confirming registration should be invalidated:</u> The total number of notices returned that confirmed an individual was no longer eligible to vote in the jurisdiction or no longer wanted to be registered to vote.	
A8d. <u>Returned back as undeliverable:</u> The total number of notices returned by the post office because the U.S. Postal Service could not deliver the notice.	
A8e. <u>Status unknown (neither received confirmation nor returned undeliverable):</u> Any notice that was sent to a voter but was not received back confirming registration (A8b), confirming invalidation (A8c), or returned as undeliverable (A8d).	
A8f. <u>Other</u>	
A8g. <u>Other</u>	
A8h. <u>Other</u>	
<b>A8 Comments:</b>	



#### A9. Total Voters Removed from Registration Rolls: 2016 to 2018

For question A9a, report the total number of voters removed from the voter registration rolls in your jurisdiction in the period between the close of registration for the November 2016 general election and the close of registration for the November 2018 general election. Note that this question asks for those ineligible to vote, not those moved into an "inactive" status.

Next, for questions A9b–A9g, divide the total number of voters removed (as reported in A9a) into the categories listed below. The amounts should sum to the total provided in A9a.

Reason for Removal	Total
A9a. <u>TOTAL</u> number of voters removed: Include only those completely removed from the list of registered voters, not records moved to an inactive list.	
A9b. <u>Moved outside jurisdiction</u>	
A9c. <u>Death</u>	
A9d. <u>Disqualifying felony conviction</u>	
A9e. <u>Failure to respond to notice sent and failure to vote in two most recent federal elections</u>	
A9f. <u>Declared mentally incompetent</u>	
A9g. <u>Voter request to be removed for reasons other than those listed above</u>	
A9h. <u>Other:</u>	
A9i. <u>Other:</u>	
A9j. <u>Other:</u>	
<b>A9 Comments:</b>	



## Section B: Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA)

The goal of Section B is to understand the voters covered under the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) in your jurisdiction. The questions in this section of the survey reflect the need to fully understand the UOCAVA voting process, which serves an important population segment of the American electorate. This section of the EAVS asks for five types of data:

1. How many individuals were registered and eligible to vote in 2018 as a UOCAVA voter?
2. How many Federal Post Card Applications (FPCA) were received by the election office, how many were accepted, and how many were rejected?
3. How many ballots were transmitted to and returned by UOCAVA voters?
4. How many ballots returned by UOCAVA voters were counted and how many were rejected?
5. How many Federal Write-in Absentee Ballots (FWAB) were received and how many were rejected or accepted?

### Types of UOCAVA Voters

UOCAVA serves several populations of U.S. citizens. Below are the UOCAVA voter categories that are listed on the FPCA and how they correspond to the voter-type categories that are in this section of the survey:

<u>Uniformed Services voters—domestic or foreign</u>	<p>I am a member of the Uniformed Services or Merchant Marine on active duty</p> <p><b>OR</b></p> <p>I am an eligible spouse or dependent</p>
<u>Non-military/civilian overseas voter</u>	<p>I am a U.S. citizen residing outside of the United States, and I intend to return</p> <p>I am a U.S. citizen residing outside of the United States, and my return is not certain</p> <p>I am a U.S. citizen and have never resided in the United States</p>

It is very important to remember that the spouse or dependent of a Uniformed Services member or member of the Merchant Marine is also considered a Uniformed Services voter under UOCAVA. Military spouses and dependents should be categorized as Uniformed Services voters, *not* as civilian overseas voters or "Other."

There is a federal definition of UOCAVA and an individual who registers and requests an absentee ballot using a Federal Post Card Application (FPCA) is covered by UOCAVA. However, your state may cover additional individuals under UOCAVA; for example, a National Guard member activated on state orders is often considered a UOCAVA voter under state law. Your state may also allow people to request UOCAVA status using a state form or another mechanism. For most of Section B, use your state's definition of UOCAVA to answer the question. For the questions that specifically ask about FPCAs, only report data on those voters covered by UOCAVA who submitted an FPCA.



For 2018, Section B includes the Federal Voting Assistance Program (FVAP) Post-Election Voting Survey of Local Election Officials. In 2014, the EAC incorporated these questions for those states reporting UOCAVA voting information as required by 42 U.S.C. §1973ff-1. States that complete and submit this section on time to the EAC will fulfill their UOCAVA reporting requirement under 42 U.S.C §1973ff-1(c).

Pursuant to UOCAVA, this section collects various data elements needed to determine: (1) the combined number of absentee ballots transmitted to UOCAVA voters; (2) the combined number of ballots returned by UOCAVA voters; and (3) the combined number of returned ballots cast by UOCAVA voters (the number of cast ballots is practically determined by collecting data concerning the total votes counted and rejected).

#### Types of UOCAVA Absentee Ballots

Section B asks about two types of absentee ballots:

Transmitted ballots: These are ballots your office sent to voters, including ballots sent via postal mail, email, fax, or other modes.

Federal Write-in Absentee Ballots (FWAB): These are ballots that originated from UOCAVA voters who did not receive their requested absentee ballots in time. On the FWAB, the voter lists each office and either the candidate's name or party for whom the voter is casting a vote.

#### Answering All Questions

**Please provide an answer to all of the items in Section B.**

- If the question is not applicable to your state/jurisdiction—for example, if your state does not reject a UOCAVA ballot solely because it does not have a postmark—please enter -88 (negative 88) as the response to question B21.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example if your state rejects UOCAVA ballots without a postmark but your jurisdiction does not track those data—please enter -99 (negative 99) as the response to the question.

#### UOCAVA Voters Registered and Eligible: Question B1

This question asks about the number of registered voters covered under UOCAVA for the 2018 general election.

States may differ in how they grant UOCAVA status to voters, so please apply the guidelines your state follows.

- For some states, this may be the total number of voters that registered and requested a ballot using an FPCA for the November 2018 general election.
- For other states, this number might also include voters that did not register using an FPCA but identified themselves as a UOCAVA voter at some point during the voting process, such as on a state voter registration form.



In states where a person's FPCA remains valid across elections without requiring a new FPCA or other notification to be provided, include all UOCAVA voters who returned an FPCA this year or who continued to have UOCAVA status from a previous request.

**B1. Total Registered and Eligible UOCAVA Voters**

For question B1a, report the total number of registered and eligible voters in your jurisdiction who were covered by UOCAVA in the November 2018 general election.

For questions B1b and B1c, separate the number of registered and eligible voters that were reported in B1a into the categories Uniformed Services voters or non-military/civilian overseas voters. The amounts should sum to the total provided in B1a. If you are unable to distinguish between different UOCAVA voter types, complete B1a and enter -99 (negative 99) for B1b–B1c.

Provide any comments about the nuances of how your jurisdiction categorizes registered UOCAVA voters in the B1 Comments box.

Category of UOCAVA Voters	Total
<b>B1a. <u>TOTAL registered and eligible:</u></b>  Report the total number of registered voters covered under UOCAVA for the November 2018 general election. Include active and inactive voters and any persons who might have registered as UOCAVA prior to or on Election Day.  If the total number of registered and eligible voters who were covered by UOCAVA in the November 2018 general election in your jurisdiction is zero, report "0" for B1a.	
<b>B1b. <u>Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign</u></b>	
<b>B1c. <u>Non-military/civilian overseas voters</u></b>	
<b>B1 Comments:</b>	



### FPCAs Received, Accepted, and Rejected: Questions B2–B4

These questions ask about Federal Post Card Applications (FPCA), which are federal forms that states are required to process from voters covered by UOCAVA. For this question, focus on the total number of UOCAVA-registered voters provided in B1a and identify how many used an FPCA to register and request an absentee ballot.

#### B2. Federal Post Card Applications Received

For B2a, report the total number of FPCAs received from UOCAVA voters for the November 2018 general election.

Next, for questions B2a–B2c, separate the total number of FPCAs received from UOCAVA voters into the categories Uniformed Services voters or non-military/civilian voters. The amounts should sum to the total provided in B2a.

Category of UOCAVA Voters	Total
B2a. <u>TOTAL Federal Post Card Applications (FPCA) from UOCAVA voters:</u> Include any ballot request for the November 2018 general election that originated from an FPCA, regardless of the year of submission. Only include FPCA requests; do not include absentee ballot requests that originated from a state absentee voter registration form or other source.	
B2b. <u>Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign</u>	
B2c. <u>Non-military/civilian overseas voters</u>	
B2 Comments:	



### B3. Federal Post Card Applications Rejected

For question B3a, report the total number of FPCAs rejected from UOCAVA voters. Rejected FPCAs should include any forms that did not meet full eligibility requirements for triggering the transmission of a blank ballot. Reasons might include missing information, lack of a signature, a missed deadline, or overall ineligibility.

For questions B3b–B3d, divide the total number of FPCAs rejected into the categories Uniformed Services voters or non-military/civilian voters. The amounts should sum to the total provided in B3a.

Category of UOCAVA Voters	Total
B3a. <u>TOTAL REJECTED</u> Federal Post Card Applications (FPCA) from all UOCAVA voters:  Include any ballot request for the November 2018 general election that originated from an FPCA that was rejected, regardless of the year of submission.	
B3b. <u>REJECTED</u> FPCAs received from Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	
B3c. <u>REJECTED</u> FPCAs received from non-military/civilian overseas voters	
B3 Comments:	

### B4. Federal Post Card Applications Rejected Because Late

For question B4, report how many of the FPCAs rejected for the 2018 general election (as reported in B3a) were rejected because they were late. FPCAs might be considered late if they were received after the deadline, and the voter is only eligible for a “federal-only” ballot, or failed to meet the deadline for receiving any ballot for the 2018 general election. Here, “deadline” refers to the last day a UOCAVA voter could request to receive an absentee ballot using an FPCA.

Type of Registration	Total
B4a. <u>TOTAL</u> FCPAs rejected because late:  Of the total number of Federal Post Card Applications (FPCA) that were rejected (as reported in B3a), how many were rejected because they were received after the absentee ballot request deadline?	
B4 Comments:	



## UOCAVA Ballots Transmitted: Questions B5–B8

Transmitted ballots are any ballots that your office sent to UOCAVA voters, including ballots sent to voters via postal mail, email, fax, or other modes. *Do not include FWABs or other ballots not transmitted from the election office to the voter.*

### B5–B8. UOCAVA Ballots Transmitted to Voters

For B5a, report the total number of absentee ballots transmitted (sent by your office) to UOCAVA voters for the November 2018 general election, and then divide the total number of transmitted UOCAVA ballots that were reported in B5a into Uniformed Services (B5b) and non-military/civilian overseas voters (B5c). If the total number of UOCAVA ballots transmitted is zero, report “0” for B5a and skip to B23.

For questions B6, B7, and B8, report how many UOCAVA absentee ballots your jurisdiction transmitted to UOCAVA voters via postal mail (B6), email (B7), and other (B8). These questions refer to the way ballots were sent to voters, not the way ballots were requested or returned.

	Type of UOCAVA Voter		
	a. Total	b. Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	c. Non-military/civilian overseas voters
B5. <u>TOTAL</u> absentee ballots transmitted to UOCAVA voters			
B6. <u>Postal mail:</u> Report the total number transmitted by postal mail, using USPS or any private courier shipping services (e.g., FedEx, UPS, DHL).			
B7. <u>Email:</u> Report the total number transmitted via email attachment from your office to voters.			
B8. <u>Other mode:</u> Report the total number transmitted by other methods such as fax, online ballot delivery portals, etc.			
<b>B5–B8 Comments:</b>			



## UOCAVA Ballots Returned: Questions B9–B12

### B9–B12. Transmitted Ballots Returned by Voters: Postal Mail, Email, Other

For these questions, we are interested in how many UOCAVA absentee ballots were returned for the November 2018 general election. For question B9, please report the total number of ballots that were returned by voters for the 2018 general election out of all UOCAVA ballots transmitted to voters (as reported in B5a).

Returned ballots include all ballots returned by the voter to the election office, regardless of whether or not those ballots are ultimately counted.

*Please EXCLUDE Federal Write-In Absentee Ballots (FWAB) from your totals. You will report data on FWABs starting with question B23.*

We are interested in knowing how many of the absentee ballots were returned via postal mail (B10), email (B11), or another mode (B12). For questions B10–B12, divide the total number of UOCAVA absentee ballots received (as reported in B9) into the following categories of types of voters and modes of transmission. The amounts should sum to the total provided in B9.

	Type of UOCAVA Voter		
	a. Total	b. Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	c. Non-military/civilian overseas voters
B9. <u>TOTAL:</u>  Of all UOCAVA ballots transmitted to voters as reported in B5a, report the total number of ballots that were returned by voters to your office for the 2018 general election. Do not include FWABs in this number.			
B10. <u>Postal mail:</u>  Of all UOCAVA ballots received (B9a), report the total number that were returned by postal mail. This includes all ballots that your office received via the USPS or private courier shipping services (e.g., FedEx, UPS, DHL).			
B11. <u>Email:</u>  Of all UOCAVA ballots received (B9a), report the total number that were returned by email. This includes all ballots that you received via email attachment from a voter.			

**B12. Other:**

Of all UOCAVA ballots received (B9a), report the total number that were returned through other methods. This includes ballots received through all other modes, such as, fax, online systems, etc.

**B9-B12 Comments:****B13: Ballots Returned Undeliverable**

For question B13, please report the total number of ballots that were returned as undeliverable by mode of transmission. This would include ballots returned by mail as undeliverable (B13b), ballots where the email to the voter bounced back and could not be used (B13c), and ballots undeliverable by other mode, such as a bad fax number (B13d).

	Mode			
	a. Total	b. Postal mail undeliverable	c. Email undeliverable	d. Other mode undeliverable
B13. <u>TOTAL</u> ballots returned undeliverable: Ballots that were returned, regardless of the mode by which they were transmitted, and could not be delivered to the voter.				
<b>B13 Comments:</b>				



## UOCAVA Ballots Counted: Questions B14–B17

### B14–B17. Transmitted Ballots Counted: Postal Mail, Email, Other

For these questions, we are interested in how many UOCAVA absentee ballots were counted for the November 2018 general election. For question B14, please report, out of all UOCAVA ballots returned by voters (as reported in B9a), the total number of ballots that were counted by your office for the 2018 general election. Please EXCLUDE Federal Write-In Absentee Ballots (FWAB) from your totals. You will report data on FWABs starting with question B23.

We are interested in knowing how many of the absentee ballots were returned and counted by postal mail (B15), email (B16), or other (B17). For questions B15–B17, divide the total number of UOCAVA absentee ballots counted (as reported in B14a) into the following categories of types of voters and modes of transmission.

	Type of UOCAVA Voter		
	a. Total	b. Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	c. Non-military/civilian overseas voters
B14. <u>TOTAL:</u> Of all UOCAVA ballots returned by voters as reported in B9a, report the total number of ballots that were counted by your office for the 2018 general election. Do not include FWABs in this number.			
B15. <u>Postal mail:</u> Report the total number of UOCAVA ballots returned by postal mail that were counted by your office for the 2018 general election. This includes all ballots that your office received via the USPS or private courier shipping services (e.g., FedEx, UPS, BHL).			
B16. <u>Email:</u> Report the total number of UOCAVA ballots returned by email that were counted by your office for the 2018 general election. This includes all ballots that you received via email attachment from a voter.			
B17. <u>Other:</u> Report the total number of UOCAVA ballots returned through other methods that were counted by your office for the 2018 general election. This includes ballots received through all other modes, such as, fax, online systems, etc.			
<b>B14–B17 Comments:</b>			



## UOCAVA Ballots Rejected: Questions B18–B22

### B18–22. Total Number of UOCAVA Ballots Rejected and Reasons for Rejection

For questions B18a–B18c, report the total number of transmitted UOCAVA ballots that were returned by voters and were rejected. Please EXCLUDE Federal Write-In Absentee Ballots (FWAB) from your totals. You will report data on FWABs starting with question B23.

For questions B19–B22, divide the total number of rejections by type of voter. For example, for question B20, report the total number of ballots that were rejected because of a signature problem (B20a) and then divide this total by ballots returned by uniformed services and by overseas citizens.

	Type of UOCAVA Voter		
	a. Total	b. Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	c. Non-military/civilian overseas voters
B18. <u>TOTAL</u> ballots rejected:			
Rejected ballots include any ballots that were not counted. This might include ballots rejected because they were not completed properly, ballots received after the deadline for counting, ballots that lacked a postmark, or ballots submitted by individuals who were not eligible to vote in your jurisdiction.			
B19. <u>Ballot not received on time/missed deadline:</u> Ballots that were not counted because they were received after the deadline for a ballot to be received for counting.			
B20. <u>Problem with voter signature:</u> Ballots that were not counted because of an issue relating to the voter signature, including but not limited to a missing signature or a returned ballot signature not matching the signature on file.			
B21. <u>Ballot lacked a postmark:</u> Ballots that were not counted because the ballot lacked the postmark required by your state or jurisdiction, despite being received before the deadline for being included for counting.			
B22. <u>Other</u>			
<b>B18–B22 Comments:</b>			



### Federal Write-in Absentee Ballots: Questions B23–B26

#### B23–B26. Federal Write-in Absentee Ballots Received, Counted, and Rejected

For questions B23–B26, report the total number of Federal Write-In Absentee Ballots (FWAB) received, counted, and rejected from UOCAVA voters for the following groups.

	Type of UOCAVA Voter		
	a. TOTAL number of FWABs	b. Uniformed Services voters (members of the Uniformed Services and their eligible dependents)—domestic or foreign	c. Non-military/civilian overseas voters
B23. <u>TOTAL number of FWABs returned by UOCAVA voters</u>			
B24. <u>TOTAL number of FWABs counted</u>			
B25. Total number of FWABs rejected because it was received after the ballot receipt deadline: Of the total number of FWABs received and rejected, report the number of FWABs that were rejected or not counted because they were received after the state's deadline for receiving and accepting FWABs.			
B26. Total number of FWABs rejected because the voter's regular absentee ballot was received and counted: Of the total number of FWABs received and rejected, report the number of FWABs that were rejected or not counted because the voter also returned an absentee ballot that you had transmitted to the voter.			
<b>B23–B26 Comments:</b>			



## Section C: Domestic Civilian By-Mail Voting

Section C asks about by-mail voting, which includes all individuals who received a ballot from your office prior to Election Day by mail (or via download from a web portal or by fax). It does not matter how the by-mail ballot was returned (via mail, dropped off at a polling place, or other designated method).

This section of the EAVS used to be called “Domestic Civilian Absentee Ballots.” The EAVS now uses the term “by mail” to reflect that a majority of states no longer require a voter to be absent from his or her voting location in order to cast a ballot by mail.

The goal of Section C is to understand by-mail voting, which some jurisdictions may refer to as absentee voting. Remember that Section C is about domestic by-mail voting, not UOCAVA voting.

This section of the EAVS asks for four types of data:

1. How many by-mail ballots were transmitted to voters in the 2018 general election?
2. How many by-mail ballots were transmitted to permanent by-mail voters in the 2018 general election?
3. How many by-mail ballots were accepted and how many by-mail ballots were rejected in the 2018 general election?
4. For what reasons were by-mail ballots rejected in the 2018 general election?

When responding to questions in Section C, do not include any individuals who voted using any form of in-person voting, including in-person absentee voting. For the purpose of the EAVS, in-person absentee voters are considered early voters and are reported in Section D.

### Transmitted Civilian By-Mail Ballots: Questions C1-C2

Transmitted civilian by-mail ballots are by-mail ballots that your office sent to voters, including ballots sent to voters via postal mail, email, fax, or other modes. Do not include ballots mailed to UOCAVA voters.

#### Answering All Questions

**Please provide an answer to all of the items in Section C.**

- If the question is not applicable to your state/jurisdiction—for example, if your state does not have permanent by-mail voters—please enter -88 (negative 88) as the response to question C2a.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example, if your state does have permanent by-mail voting but your jurisdiction does not track those data—please enter -99 (negative 99) as the response to the question.



### C1. Total By-Mail Ballots Transmitted

For question C1, report the total number of domestic civilian by-mail ballots transmitted to voters for the November 2018 general election. Next, divide the total number of by-mail ballots transmitted to voters (as reported in C1a) into the categories listed in C1b through C1f. Use C1g for any by-mail ballots that do not fit into the categories listed. The numbers entered in C1b through C1f should sum to the total provided in C1a.

Category of By-Mail Ballots	Total
C1a. <u>TOTAL</u> domestic by-mail ballots transmitted:  This number should include all by-mail ballots transmitted to non-UOCAVA voters before Election Day, including spoiled or replaced ballots.	
C1b. <u>Returned by voters</u> (include both those that were counted and those that were rejected):	
C1c. <u>Returned as undeliverable</u> :  Report the total number of transmitted ballots returned to your office as undeliverable. Here, undeliverable ballots would be ballots returned by the U.S. Postal Service.	
C1d. <u>Surrendered, spoiled or replaced ballots</u> (also referred to as "voided" ballots):  This category includes a by-mail voter who surrenders his or her by-mail ballot at a polling place in order to vote in person. It also includes ballots that were incorrectly marked or impaired in some way; a replacement ballot may be issued so that the voter can correctly mark the ballot.	
C1e. <u>By-mail voters who voted in person with a provisional ballot</u> :  In states with by-mail voting, some by-mail voters decide to vote in person on Election Day. If the by-mail voter surrenders his or her by-mail ballot at the polls to vote in person using the regular voting process, the by-mail ballot is considered spoiled and should be included in C1d. However, some by-mail voters do not bring their ballot to the polls on Election Day and must vote with a provisional ballot. Please record these voters in C1e. If your state categorizes these voters as having spoiled their by-mail ballots, please note this in the C1 Comments box.	
C1f. <u>Status unknown</u> (neither returned undeliverable nor returned from voter):  This category would include all transmitted by-mail ballots that were not returned by voter, spoiled, returned as undeliverable, or otherwise unable to be tracked by your office.	
C1g. <u>Other</u>	
C1h. <u>Other</u>	
C1i. <u>Other</u>	
<b>C1 Comments:</b>	



#### C2. Ballots Sent to Permanent By-Mail Voters

For question C2, report the total number of ballots that were transmitted to permanent by-mail voters in your jurisdiction. This includes all ballots that were sent to voters in your jurisdiction who appear on a permanent by-mail ballot list.

This question applies if ANY voters in your state can request to be a permanent or by-mail voter. For example, in some states, if a voter is permanently ill or disabled, he or she can file an application indicating permanent illness or physical disability and receive by-mail (absentee) ballots for all subsequent elections without filing any additional by-mail (absentee) ballot applications. In other states, any voter can apply for permanent by-mail voter status.

If your state does not allow any voters to have permanent by-mail voting status, answer -88 to question C2 and move to question C3.

	Total
C2a. <u>TOTAL number of domestic civilian by-mail ballots transmitted to voters on a permanent by-mail ballot voter registration list</u>	
C2 Comments:	

#### Returned and Rejected Ballots: Questions C3-C4

##### C3. Total Number of By-Mail Ballots Returned and Counted

For question C3, report the total number of by-mail ballots returned and counted.

	Total
C3a. TOTAL returned and <u>counted</u> : Ballots that were processed, counted, and included in the canvas of election results.	
C3 Comments:	



**C4. Number of By-Mail Ballots Rejected, by Reason Rejected**

For question C4, provide the total number of domestic civilian by-mail ballots rejected, and then divide these into the following categories indicating the reason why the by-mail ballots were rejected. Use option C4p for any ballots that cannot be placed in the categories given in C4b through C4o. The numbers reported in C4b through C4p should sum to the total number of ballots rejected reported in C4a.

Category of By-Mail Ballots	Total
C4a. TOTAL number of domestic civilian by-mail ballots rejected	
C4b. Ballot not received on time/missed deadline	
C4c. No voter signature	
C4d. No witness signature	
C4e. Non-matching signature	
C4f. No election official's signature on ballot	
C4g. Ballot returned in an unofficial envelope	
C4h. Ballot missing from envelope	
C4i. Envelope not sealed	
C4j. No resident address on envelope	
C4k. Multiple ballots returned in one envelope	
C4l. Voter deceased	
C4m. Voter already voted in person	
C4n. First-time voter without proper identification	
C4o. No ballot application on record	
C4p. Other	
C4q. Other	
C4r. Other	
<b>C4 Comments:</b>	



## Section D: Total Votes Cast and In-Person Voting

The goal of Section D is to understand in-person voting and election administration in your jurisdiction.

This section of the EAVS asks for four types of data:

1. How many people voted in person—either on Election Day or during in-person early voting (including in-person absentee voting)—in 2018?
2. How many precincts did you have in your jurisdiction for the 2018 general election?
3. How many polling places—for Election Day voting and in-person early voting—did your jurisdiction have for the 2018 general election?
4. How many poll workers—for Election Day voting and in-person early voting—did your jurisdiction have for the 2018 general election, and other data related to poll workers.

### Total Votes Cast: Question D1

This question is asking for the total number of votes cast in the 2018 election. This includes all votes cast in your jurisdiction in person, by mail, and using provisional voting.

#### Answering All Questions

**Please provide an answer to all of the items in Section D.**

- If the question is not applicable to your state/jurisdiction—for example, if your state does not have any form of in-person early voting—please enter -88 (negative 88) as the response to question D2b.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example, if your state does have in-person early voting but your jurisdiction does not track those data—please enter -99 (negative 99) as the response to the question.

#### D1. Total Votes Cast

For question D1, report the total number of people in your jurisdiction who voted in the November 2018 general election, using any form of voting—by mail, UOCAVA, in-person early, in-person Election Day, or provisional.

	Total
D1a. Voted in the 2018 election:  This category includes all votes cast in the election, regardless of the mode of voting used.	
D1 Comments:	



## Total In-Person Voting: Question D2

### D2. Total In-Person Voting

For question D2, report the total number of people in your jurisdiction who voted either at a physical polling location on Election Day or voted at a physical polling location prior to the November 2018 general election.

Category of Ballots	Total
D2a. Voted at a physical polling place on Election Day:  This category includes all individuals who cast a ballot at a physical location on Election Day, regardless of whether their ballots were ultimately counted or rejected (not including provisional ballots or absentee ballots dropped off at the polls).	
D2b. Voted at an early vote location:  This category includes all individuals who cast a ballot at a physical location before Election Day, regardless of whether their ballots were ultimately counted or rejected.	
D2 Comments:	

## Precincts and Polling Places: Questions D3–D5

This section asks about polling places and precincts. First, you will report the number of precincts and second, the number of physical polling places.

### D3. Total Number of Precincts

For question D3, report the total number of precincts in your jurisdiction for the November 2018 general election. For this question, a precinct is defined as the geographic area to which voters are assigned. It is an administrative division of a county or municipality to which voters have been assigned according to their residence address for voting in an election. Your jurisdiction may use the terms "ward" or "voting district" to describe voting precincts.

Type of Registration	Total
D3. TOTAL number of precincts in your jurisdiction for the November 2018 general election	
D3 Comments:	



#### D4–D5. Total Number of Physical Polling Places (Election Day and Early Voting)

For questions D4a and D5a, report the total number of physical polling places in your jurisdiction for Election Day voting (D4) and for early voting (D5) for the November 2018 general election. If a single location was used for both early voting and Election Day voting, please include it in both counts.

Remember that in-person absentee voting is considered early voting for the purposes of the EAVS.

For questions D4b and D4c and D5b through D5c, separate Election Day polling locations into two categories:

- Physical polling places that are not a part of the election office (D4b and D5b), and
- Polling places that are a part of the election office (D4c and D5c).

If your jurisdiction has two precincts in one location, such as a school gym, this is only one polling place (even if they are far apart in the gym). However, if your jurisdiction has a polling place at a school in the library and then has another polling place at the same school but it is in the gym, that would constitute two polling places. If your jurisdiction allows any individuals to cast a ballot in person at the local election office, please note these jurisdictions in D4c and D5c.

Category of Polling Place	D4. Election Day voting	D5. Early voting
a. <u>TOTAL</u>		
b. <u>Physical polling places other than election offices</u> (e.g., libraries, schools, mobile voting location)		
c. <u>Election offices:</u>		
<b>D4–D5 Comments:</b>		

#### Poll Workers: Questions D6–D8

The EAVS asks about the number of poll workers who served in the 2018 general election. Your jurisdiction may use a different term for poll workers, including election judges, booth workers, wardens, commissioners, or other similar terms.

Here, “poll worker” refers to a person who verifies the identity of a voter; assists the voter with signing the register, affidavits, or other documents required to cast a ballot; assists the voter by providing the voter with a ballot or setting up the voting machine for the voter; and serves other functions as dictated by state law.



Your count of poll workers should not include observers stationed at the polling places, regular office staff, or temporary election staff not hired specifically to serve voters in either early or Election Day voting.

#### D6–D7. Total Number of Poll Workers

For questions D6 and D7, report the total number of poll workers used in your jurisdiction for the November 2018 general election. For question D6, report the total number of poll workers who worked Election Day voting. For question D7, report the total number of poll workers who worked in-person early voting. If a poll worker worked as a poll worker for Election Day voting and as a poll worker during early voting, the poll worker would be counted both under the category of Election Day poll worker and the category of early voting poll worker.

	D6. Election Day voting	D7. Early voting
<u>TOTAL</u> number of poll workers		
<b>D6–D7 Comments:</b>		

#### D8. Age of Poll Workers

If your jurisdiction has data on the ages of its poll workers (for example, from voter registration records, payroll records, or poll worker applications), report the total number of poll workers in each age category.

Age of Poll Workers	Total
D8a. <u>TOTAL</u> number of poll workers	
D8b. Under 18 years old	
D8c. 18 to 24	
D8d. 26 to 40	
D8e. 41 to 60	
D8f. 61 to 70	
D8g. 71 years old and over	
<b>D8 Comments:</b>	



#### D9. Ease of Recruiting Poll Workers

How difficult or easy was it for your jurisdiction to obtain a sufficient number of poll workers for the November 2018 general election? Please check one option.

Very difficult	<input type="checkbox"/>
Somewhat difficult	<input type="checkbox"/>
Neither difficult nor easy	<input type="checkbox"/>
Somewhat easy	<input type="checkbox"/>
Very easy	<input type="checkbox"/>
Not enough information to answer	<input type="checkbox"/>
<b>D9 Comments:</b>	



## Section E: Provisional Ballots

The goal of Section E is to understand provisional voting in your jurisdiction. This section of the EAVS asks for three types of data:

1. How many individuals cast a provisional ballot in the 2018 general election?
2. Of the provisional ballots cast, how many were counted and how many were rejected?
3. What were the reasons provisional ballots were rejected?

Two definitions will be helpful as you answer the questions in Section E:

Provisional voter: An individual who declares that he or she is a registered voter in the jurisdiction where he or she desires to vote and is eligible to vote in an election for federal office, but (1) his or her name does not appear on the official list of eligible voters for the polling place, or (2) an election official asserts that the individual is not eligible to vote.

Provisional ballot: A ballot used to record a vote when there is some question regarding the eligibility of the voter. Once voted, provisional ballots are kept separate from other ballots and are not tabulated until the eligibility of the voter is confirmed.

### Answering All Questions

**Please provide an answer to all of the items in Section E.**

- If the question is not applicable to your state/jurisdiction—for example, if your state does not have provisional ballots—please enter -88 (negative 88) as the response to question E1a.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example, your state does have provisional ballots but your jurisdiction does not track those data—please enter -99 (negative 99) as the response to the question.



## Questions E1 and E2

### E1. Total Provisional Ballots Submitted and Adjudication

For question E1a, report the total number of voters who submitted provisional ballots in the November 2018 general election. Next, for questions E1b-E1e, divide the total number of voters who submitted provisional ballots (as reported in E1a) into the categories listed below.

Provisional Ballot Outcomes	Total
E1a. <u>TOTAL</u> number of voters who submitted provisional ballots: The number of voters who submitted provisional ballots, regardless of whether or not the provisional ballot was ultimately counted in part or full. States that are exempt from the provisional ballot requirements of HAVA and do not offer provisional ballots should report -88.	
E1b. <u>Counted the full ballot</u>	
E1c. <u>Counted part of the ballot</u>	
E1d. <u>Rejected ballot</u>	
E1e. <u>Other</u>	
<b>E1 Comments:</b>	



## E2. Reasons Provisional Ballots Rejected

For question E2a, please report the total number of provisional ballots rejected (as reported in E1d).

For questions E2b–E2m, please divide the total number of provisional ballots rejected into the following categories according to the reason the provisional ballots were rejected. The amounts should sum to the total provided in E2a.

If a provisional ballot was rejected for multiple reasons, please use the primary reason why the provisional ballot was rejected, if possible, so that reasons for rejection (E2b through E2j) equal E2a. If provisional ballots were classified into more than one reason for rejection, please indicate the number of ballots that were classified into multiple categories in E2 Comments. Use items E2k through E2m for rejected provisional ballots that cannot be placed in any of the categories given in E2b through E2j.

Reason for Provisional Ballot Rejection	Total
E2a. TOTAL number of provisional ballots rejected	
E2b. Voter not registered in the state	
E2c. Voter registered in state but attempted to vote in the wrong jurisdiction	
E2d. Voter registered in state but attempted to vote in the wrong precinct	
E2e. Failure to provide sufficient identification	
E2f. Envelope and/or ballot was incomplete and/or illegible	
E2g. Ballot missing from envelope	
E2h. No signature	
E2i. Non-matching signature	
E2j. Voter already voted	
E2k. Other	
E2l. Other	
E2m. Other	
<b>E2 Comments:</b>	



## Section F: Voter Participation and Election Technologies

The goal of Section F is to calculate the number of individuals who participated in the 2018 general election and identify the type of voting technologies that were used in your jurisdiction.

### Questions F1 and F2

The purposes of the following two questions are (1) to determine the total number of individuals who participated in the 2018 general election, and (2) to determine the source of the data reported. This includes all individuals who participated, regardless of vote mode, in the election. Include all voters (e.g., both civilian and military by-mail voters) and all types of ballots (in person, by mail, provisional). Include rejected provisional ballots only if your jurisdiction credits the person's vote history with participation, even though the provisional ballot was rejected.

#### F1. Total Participation in the 2018 Election

For question F1, please provide the total number of participants in the 2018 election, by mode of voting.

Type of Participants	Total
F1a. <u>TOTAL number of voters participating:</u> All voters who participated in the election, including all categories of voters	
F1b. <u>Voted at a physical polling place on Election Day:</u> All voters who cast ballots in person on Election Day, not including provisional ballots or absentee ballots dropped off at the polls.	
F1c. <u>UOCAVA voters who voted via absentee or FWAB:</u> All voters who are covered by the Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA) and participated using either a transmitted absentee ballot or a Federal Write-in Absentee Ballot (FWAB).	
F1d. <u>Voted using a domestic civilian by-mail ballot:</u> All voters who cast ballots using a by-mail absentee ballot.	
F1e. <u>Voted using a provisional ballot:</u> All voters who participated using a provisional ballot and were given credit for voting in the vote history file.	
F1f. <u>Voted at an in-person early voting location:</u> All voters who participated in the election in person prior to Election Day. This includes in-person early voting or in-person absentee voting.	
F1g. <u>Voted by mail in a vote by mail jurisdiction:</u> All voters who cast ballots in a vote-by-mail precinct.	
F1h. <u>Other:</u>	
F1 Comments:	



#### F2. Source of Data on Total Participation in the 2018 Election

For question F2, indicate the source that was used for the total number participants entered in question F1. (Select only one source.)

Source of Participation Data	
F2a. <u>Poll books and number of by-mail/provisional participants:</u> Number of voters checked off by poll workers or who signed poll books at physical polling places plus the number of UOCAVA and other by-mail or early voters.	
F2b. <u>Number of ballots counted:</u> Participation is based on the number of ballots counted at precincts and/or at a central location (including UOCAVA and other by-mail or early vote ballots).	
F2c. <u>Vote history:</u> Participation is based on the number of voters generated after "vote history" has been added.	
F2d. <u>Votes cast:</u> Participation is based on the number of votes cast for the highest office on the ballot.	
F2e. <u>Other:</u>	
F2 Comments:	



### Poll Books: Questions F3–F4

There are two key election technologies that are asked about in the EAVS: the type of poll books used in your jurisdiction's polling places and the type of voting technology used to tabulate votes.

#### Answering All Questions

**Please provide an answer to all of the items in Section F.**

- If the question is not applicable to your state/jurisdiction—for example, if your jurisdiction uses only one model of DRE w/o VVPAT voting equipment—please enter -88 (negative 88) as the response to the second and third lines of question F5b.
- If the question is applicable to your state but your jurisdiction does not have the data necessary to answer the question—for example, if your jurisdiction uses DREs w/o VVPATs but does not track the number of machines deployed—enter -99 (negative 99) as the response to question F5c.

#### F3–F4. Use of Electronic and Paper Poll Books

For questions F3 and F4, indicate whether your jurisdiction used electronic poll books or printed, paper poll books in polling places in the November 2018 general election for the listed activities. Completely vote-by-mail jurisdictions should answer “No” to all items.

Electronic poll book (e-poll book): A type of hardware, software, or a combination of both, that is used in the place of a traditional paper poll book that lists all registered voters. These are not voting machines and are not used in the process of voting.

For each item below (a, b, and c), did your jurisdiction use electronic poll books/electronic lists of voters or traditional paper poll books at polling places for the following functions in the November 2018 general election?

Use of Electronic Poll Books	F3. Electronic Poll Book	F4. Paper Poll Book
a. Sign voters in		
b. Update voter history		
c. Look up polling places		
d. Other		
<b>F3–F4 Comments:</b>		



## Voting Technologies: Questions F5–F11

This question has been simplified over how it was asked in past years. Providing the best data will give the EAC the most complete picture possible of the voting technology your voters used to cast their ballots.

### F5–F11. Voting Equipment Used

For questions F5–F11, report the number and type of voting equipment used for each aspect of the election process in the November 2018 general election. Report the following information:

- Equipment type—please note whether your jurisdiction uses:
  - Direct-Recording Electronic (DRE), not equipped with a voter-verified paper audit trail (VVPAT)
  - Direct-Recording Electronic (DRE), equipped with a voter-verified paper audit trail (VVPAT)
  - Electronic system that produces a paper record but does not tabulate votes (often referred to as a “ballot marking device”)
  - Scanner (optical/digital)
  - Punch card
  - Lever
  - Hand-counted paper ballots (not optical/digital scan system)
- Make and model of the voting equipment used (e.g., the ES&S ExpressVote® or the Dominion ImageCast®Evolution/ICE). There is space provided to list up to three makes and models for each equipment type.
- The number of machines deployed
- Equipment uses—indicate whether each type of equipment was used for:
  - In-precinct Election Day regular balloting
  - Special device accessible to voters with a disability
  - Provisional ballot voting
  - In-person early voting
  - By-mail ballot counting

Provide any comments about the nuances of your jurisdiction’s use of voting equipment, or record information about additional voting equipment in use, in the F5-F11 Comments box.

[See next page]



	a. In Use in Your Jurisdiction	b. Make/Model	c. Number Deployed	d. Equipment Use (Select All that Apply)
F5. DRE machines w/o VVPAT	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting
F6. DRE machines w/ VVPAT	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting
F7. Ballot marking device	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting <input type="checkbox"/> By-mail ballot counting
F8. Scanner	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting <input type="checkbox"/> By-mail ballot counting

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	a. In Use in Your Jurisdiction	b. Make/Model	c. Number Deployed	d. Equipment Use (Select All that Apply)
F9. Punch card	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting <input type="checkbox"/> By-mail ballot counting
F10. Lever	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> In-person early voting
F11. No equipment (hand count)	<input type="checkbox"/> Yes <input type="checkbox"/> No			<input type="checkbox"/> In-precinct Election Day regular balloting <input type="checkbox"/> Special device accessible to voters with a disability <input type="checkbox"/> Provisional ballot voting <input type="checkbox"/> In-person early voting <input type="checkbox"/> By-mail ballot counting

F5-F11 Comments:



### Location of Vote Tally: Question F12

#### F12. Location for Where Votes are Tallied

For each of the following uses of your jurisdiction's voting equipment, report where the votes are tallied.

Location of Vote Tally for:	Please Select One
F12a. <u>In-precinct Election Day regular ballot voting:</u>	<input type="checkbox"/> Central location <input type="checkbox"/> Precinct or polling location <input type="checkbox"/> Both central and precinct location <input type="checkbox"/> Not applicable
F12b. <u>Special devices accessible to voters with a disability:</u>	<input type="checkbox"/> Central location <input type="checkbox"/> Precinct or polling location <input type="checkbox"/> Both central and precinct location <input type="checkbox"/> Not applicable
F12c. <u>Provisional ballot voting:</u>	<input type="checkbox"/> Central location <input type="checkbox"/> Precinct or polling location <input type="checkbox"/> Both central and precinct location <input type="checkbox"/> Not applicable
F12d. <u>In-person early voting:</u>	<input type="checkbox"/> Central location <input type="checkbox"/> Precinct or polling location <input type="checkbox"/> Both central and precinct location <input type="checkbox"/> Not applicable
F12e. <u>By-mail balloting:</u>	<input type="checkbox"/> Central location <input type="checkbox"/> Precinct or polling location <input type="checkbox"/> Both central and precinct location <input type="checkbox"/> Not applicable
F12 Comments:	



#### F13. General Comments

The U.S. Election Assistance Commission (EAC) welcomes any general comments the jurisdiction may wish to share regarding its Election Day experiences (e.g., problems with voting system anomalies\*, recounts, staffing, challenges to eligibility, long lines), or noteworthy successes or challenges overcome in administering the November 2018 general election. Use as much space as you need. Please feel free to attach additional pages as necessary.

\*An anomaly is defined as an irregular or inconsistent action or response from the voting system or system component resulting in some disruption to the election process. Incidents resulting from administrator error or procedural deficiencies are not considered anomalies for purposes of this survey question (EAC Voting Systems Testing and Certification Program Manual).

END OF SURVEY

THANK YOU FOR RESPONDING TO THIS SURVEY

This information collection is required for the U.S. Election Assistance Commission (EAC) to meet its statutory requirements under the Help America Vote Act (HAVA) of 2002 (42 U.S.C. 15301), the National Voter Registration Act (NVRA) (42 U.S.C. 1973gg-1 et seq.), and the Uniformed and Overseas Citizens Absentee Voters Act (UOCAVA) (42 U.S.C. 1973ff-1). Respondent's obligation to reply to this information collection is mandatory as required under NVRA (42 U.S.C. 1973gg-1 et seq.) and UOCAVA (42 U.S.C. 1973ff-1); respondents include the 50 states, the District of Columbia, and the U.S. Territories. This information will be made publicly available on the EAC website (<http://www.eac.gov>). According to the Paperwork Reduction Act of 1994, an agency may not conduct or sponsor, and a person is not required to respond to, a collection of information unless it displays a valid Office of Management and Budget (OMB) control number. The valid OMB control number for this information collection is OMB Control No. 3265-0006 (expires 3/31/2021). The annualized time required to complete this information collection is estimated to average 88 hours per state response. This estimate includes the time for reviewing the instructions, gathering information, and completing the form. Comments regarding this burden estimate should be sent to the U.S. Election Assistance Commission: 2018 Election Administration and Voting Survey, 1334 East West Highway, Suite 4300, Silver Spring, MD 20910.



## Methodology Appendix E: Policy Survey Instrument



### U.S. ELECTION ASSISTANCE COMMISSION (EAC) 2018 Election Administration Policy Survey (Previously known as the Statutory Overview Survey)

In order to better understand state laws governing federal elections, the U.S. Election Assistance Commission (EAC), as part of its biennial Election Administration and Voting Survey (EAVS), is collecting information related to your state's election policies and procedures. These answers will help EAC to better understand the quantitative data relating to the 2018 general election that we are collecting from all U.S. states and territories.

In the past, the EAC asked states to answer open-ended questions related to specific election laws and administrative procedures that governed certain election activities. In order to minimize the staff time required to answer the survey and to provide information that can be used more readily to understand the EAVS findings, we have restructured this survey. All of the questions are now closed-end items, and you should select the option that most closely describes your state's activities. The EAC appreciates that there are often subtle differences in how states administer a specific aspect of their elections; however, these subtle differences should not affect your ability to answer the questions in this survey. We appreciate your cooperation in this very important project.

Information supplied by:

Name	Title	
Office/Agency Name		
Address 1		
Address 2		
City	State	Zip Code
Email Address		
Telephone	Fax Number	



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### Answering the Election Administration and Voting Survey

Q1. States are able to answer the questions in the post-election Election Administration and Voting Survey (EAVS) in different ways. For each section of the survey, please select the option that best describes how your state answers the questions in the EAVS.

	Were the questions in the section answered:		
	Entirely by the state election office?	Entirely by local election offices?	In part by the state and in part by local election offices?
Section A: Voter Registration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Section B: UOCAVA	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Section C: Domestic By-Mail Voting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Section D: In-Person Voting	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Section E: Provisional Voting	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Section F: Voting Technology	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

As a reminder:

- **Section A** covers voter registration, including total registrants, total registration forms processed during the election cycle, the source of those forms, and the final disposition of each form. It also covers notices sent to voters who are thought to have moved and voters removed from the voter registration list.
- **Section B** covers UOCAVA voting, including ballots transmitted to Uniformed Services voters and overseas citizens, the manner in which ballots were transmitted (e.g., by mail, by email, etc.) the number of ballots returned, the manner in which ballots were returned, and the final disposition of each ballot (accepted, rejected). It also covers Federal Write-In Absentee Ballots (FWAB), Federal Post Card Applications (FPCA), and the total number of requests for UOCAVA status received.
- **Section C** covers domestic by-mail voting, including the number of ballots transmitted, the number of ballots returned, and the final disposition of every ballot. It also covers whether any registrants received ballots because they are permanent absentee voters.
- **Section D** covers in-person voting, including the total number of ballots cast in the election, the total number of precincts, the total number of Election Day and early voting precincts, and the total number of poll workers who worked during early voting or on Election Day.
- **Section E** covers provisional voting, including the total number of provisional ballots cast and the disposition of each ballot.
- **Section F** covers election technologies, including voter registration technology, and the type of voting equipment used in early voting, Election Day voting, by-mail voting, and voting by individuals with disabilities.



### Voter Registration

Q2. In the November 2018 election, was your state's voter registration database system best described as a bottom-up system, a top-down system, or a hybrid of both?

(Note: A bottom-up system generally uploads information retained at the local level and compiled at regular intervals to form the statewide voter registration list. A top-down system is hosted on a single, central platform/mainframe and is generally maintained by the state with information supplied by local jurisdictions. A hybrid is some combination of both systems described above.)

- Top-down
- Bottom-up
- Hybrid

If response = Top-down, skip to Q3

If response = Bottom-up or Hybrid, skip to Q2a

Q2a. How often do local jurisdictions transmit registration information to the state voter registration database?

- In real-time
- Daily
- Other (please specify):

Q3. For each of the following items, select the option that best describes how your state's voter registration database (or equivalent) shares information electronically with other government entities to maintain the accuracy of the voter rolls.

Governmental Entity	No Connection	Primarily Real-Time Data Linkages	Primarily Direct Data Linkages, Daily/Weekly/Monthly Sharing	Primarily One-Way Data Sharing from Agencies to Election Office
Motor vehicles agency (e.g., DMV)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Any state agencies for people with disabilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Any state public assistance agencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other state agencies (not NVRA-required)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Federal agencies (not NVRA-required)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



Military recruiting offices	<input type="checkbox"/>				
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Q4. For each of the following items, select the option that best describes how your state's voter registration database (or equivalent) shares information electronically with other government entities to maintain the accuracy of the voter rolls.

Governmental Entity	No Connection	Primarily Real-Time Data Linkages	Primarily Direct Data Linkages, Daily/Weekly/Monthly Sharing	Primarily One-Way Data Sharing from Agencies to Election Office
Entities that maintain death records (e.g., SSA, state vital statistics)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Entities that maintain felony/prison records (e.g., state courts, state police, federal courts, pardons/paroles agency)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Entities that maintain records of individuals declared mentally incompetent	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q5. Does your state have an automated voter registration process that allows the electronic record transfer between a state agency (state motor vehicle office, state tax office, etc.) and the elections division?

If response = No, skip to Q6

If response = Yes, skip to Q5a

- Yes
- No

Q5a. Which state agency or agencies do you conduct the electronic record transfer with?

- State motor vehicle agency
- State tax office
- Other state agency

Q6. Does your state have an online portal in which individuals can register to vote on their own, fully online, without requiring any paper form to be submitted?

- Yes
- No



If response = No, skip to Q7  
If response = Yes, skip to Q6a

Q6a. Does a person need to have a driver's license from your state in order to use the online voter registration system?

- Yes
- No

Q7. Does your state either have same day voter registration (SDR) or a period of overlap between the start of early voting and the close of voter registration when people can register to vote and vote on the same day?

- Yes
- No

If response = No, skip to Q8  
If response = Yes, skip to Q7a

Q7a. Which of the following best describes same day voter registration (SDR) in your state?

- Our state has SDR on Election Day.
- Our state has SDR but only for early voting.
- Our state has SDR because of an overlap between the start of early voting and the close of voter registration.
- Our state has SDR in very specific cases (e.g., for federal offices only, at the central election office/board of canvassers office).

#### By-Mail Voting

Q8. In the November 2018 election, did your state require an excuse for by-mail (absentee) voting?

- Yes, an excuse is required
- No excuse required

Q9. In the November 2018 election, did your state—or did any jurisdiction in your state—use an all-vote-by-mail system (i.e., send a mail ballot to every registered voter)?

- Yes
- No

If response = No, skip to Q10  
If response = Yes, skip to Q9a



Q9a. Was the all-vote-by-mail system used statewide or only in certain jurisdictions?

- Statewide
- Only in certain jurisdictions

Q10. In the November 2018 election, did your state allow some or all registered voters to request to be a permanent absentee voter?

- No
- Yes, any registrant can request to be a permanent absentee voter.
- Yes, individuals who meet specific criteria can request to be permanent absentee voters.

If response = No, skip to Q11

If response = Yes, any registrant, skip to Q11

If response = If Yes, individuals who meet specific criteria, skip to Q10a

Q10a. Who can be a permanent absentee voter in your state? (Select all that apply)

- Individuals over a specified age
- Persons with disabilities
- Other (please specify):

Q11. What is the deadline for a domestic civilian (non-UOCAVA voter) to return a by-mail ballot? (Select all that apply)

		Election Day
Postmarked by	days before Election Day On Election Day days after Election Day	Options are Number of Days or "Election Day"
Received by	days before Election Day On Election Day days after Election Day	Options are Number of Days or "Election Day"

#### In-Person Voting Prior to Election Day

Q12. In the November 2018 election, did your state allow for either in-person early voting or in-person absentee voting prior to Election Day?

- Yes, in-person early voting
- Yes, in-person absentee voting



- No (Note: If you allow persons with disabilities or any other specific population of voters to come to a local election office and vote in person prior to Election Day, do not select this option and make the appropriate selection among the other choices).

If response = No, skip to Q13

If response = Yes, skip to Q12a

Q12a. Is an excuse required for [in-person early voting] [in-person absentee voting]

- Yes  
 No

#### Vote Centers

Q13. For the November 2018 election, on Election Day (not including early voting), did any jurisdictions in the state have the option to allow voters to cast their ballots at any polling place or vote center in their local jurisdiction?

- Yes  
 No

If response = No, skip to Q14

If response = Yes, skip to Q13a

Q13a. Which of the following best describes the way vote centers operate in your state?

- Our state requires the use of vote centers statewide.  
 Our state has vote centers, but only in jurisdictions that meet specific requirements.  
 Our state has vote centers, but jurisdictions have the option not to implement vote centers.

#### UOCAVA Voters

Q14. Which of the following methods can a UOCAVA voter use to submit a Voter Registration and Absentee Ballot Request Federal Post Card Application (FPCA)? (Select all that apply)

- Email  
 Fax  
 Online via your state's Online Voter Registration Portal  
 Other (specify):

Q15. When a UOCAVA voter submits an FPCA, is his or her voter registration permanent or temporary?



- Permanent
- Temporary

Q16. When a UOCAVA voter submits an FPCA, for how long does the FPCA remain valid?

	Months (enter number between 1 and 24)
	Calendar Years (enter number greater than 1)
	General Elections (enter number greater than 1)
	Until the voter moves (notified via postal service or voter)

Q17. What is the deadline for a UOCAVA voter to return a by-mail ballot? (Select all that apply)

		Election Day
Postmarked by	days before Election Day On Election Day days after Election Day	Options are Number of Days or “Election Day”
Received by	days before Election Day On Election Day days after Election Day	Options are Number of Days or “Election Day”

#### Provisional Voting

Q18. In the November 2018 election, would your state count or reject a provisional ballot if the ballot were cast in the wrong precinct by a voter?

- Fully count
- Partially count
- Reject

#### Election Recounts and Audits

There are several ways of conducting election audits and recounts, and several reasons why they would be conducted. The following questions ask about various types of election audits and whether your state requires such audits through statute, administrative requirements, or standard state practice.



#### Recounts

Q19. For the November 2018 election, which of the following reasons describes a reason why a jurisdiction in your state would conduct a post-election recount of ballots? (Check all that apply)

- Recounts are conducted automatically in all elections for all races.
- Recounts are conducted if the result in any race is within a specified margin (e.g., the top two candidates are within one percentage point).
- Recounts are conducted if the losing candidate or party requests a recount.
- Recounts are conducted if an interested person—such as a voter or group of voters—requests a recount.
- Recounts are conducted if a court orders a recount to be conducted.

#### Audits

Q20. Which of the following reasons describes a reason why a jurisdiction in your state would conduct a post-election audit?

- Post-election audits are required by statute.
- Post-election audits are required by formal administrative rule or guidance.
- Our state does not require any type of election audit.

If 20 = the state has any type of election audit, skip to Q20a

If 20 = the state does not require an election audit, skip to Q21

Q20a. In the 2018 election, will your state require any local jurisdictions to conduct an audit to determine if every polling place followed the processes and procedures required in the election, such as signing all forms, testing and securing all vote tabulation equipment, sealing and securing ballot materials correctly, and documenting the chain of custody of all key election materials?

- Yes, this type of audit is conducted in every election.
- Yes, but only if certain conditions are met to trigger an audit.
- No, this type of audit is not conducted.

Q20b. In the November 2018 election, will your state require any jurisdictions to conduct a post-election audit of voting machines that consists of comparing a hand-count of votes on paper records to the corresponding vote counts originally reported, as a check on the accuracy of election results?

- Yes, this type of audit is conducted in every election
- Yes, but only if certain conditions are met to trigger an audit
- No, this type of audit is not conducted

If 20b = No, skip to Q21



Q20c. For the audit conducted in your jurisdiction, which of the following types of ballots are included in the post-election audit?

- Ballots cast on a DRE voting machine on Election Day
- Ballots cast in-person on paper on Election Day but electronically counted (e.g., optical scan voting)
- Ballots cast on a DRE voting machine during in-person early voting
- Ballots cast in person and on paper during in-person early voting but electronically counted (e.g., optical scan voting)
- Ballots cast by mail on paper but electronically counted (e.g., optical scan voting)
- Provisional ballots

#### Voter Identification

Q21. For in-person voting (not including first-time voters), please select all of the options that are appropriate for your state:

In order to establish their identity, a voter:

- Is required to show a government-issued form of photo identification
- Can show a non-photo government-issued form of identification
- Can show a non-government form of identification, such as a lease or a power bill
- Can have a person registered to vote in the precinct/jurisdiction formally vouch for his or her identity (including but not limited to signing an affidavit)
- Can sign an affidavit affirming his or her identity (with no other action required for the voter to vote)
- Can sign an affidavit affirming his or her identity, but the voter must later present appropriate identification to the election officials before his or her provisional ballot is counted

#### Criminal Convictions and Voting

Q22. Some states require that individuals who are convicted of certain crimes be removed from the voter registration rolls. Which of the following best describes your state's policy for removing individuals from the voter rolls?

- Individuals who are convicted of any felony
- Individuals who are convicted of certain felonies
- Individuals who are convicted of certain felonies and other crimes, such as election-related crimes
- Individuals who are convicted and incarcerated
- No one; criminal convictions do not limit a person's right to vote

If Q22 = No one, skip to End



Q23. For how long does a person with a felony conviction lose his or her right to vote?

- During the period of incarceration
- During the period of incarceration and during any period of probation and parole
- During the period of incarceration, probation/parole, plus additional time

Q24. What is required for a person with a felony conviction to become an eligible voter again after losing the right to vote due to criminal activity?

- Nothing, a person is automatically eligible to register to vote again.
- Nothing, a person's previous registration is automatically restored.
- A person must present documentation showing that he or she has completed the requirements for registering to vote.
- A person must have his or her voting rights restored by the state through a formal administrative process (e.g., gubernatorial restoration or action by the state pardons and paroles board).



