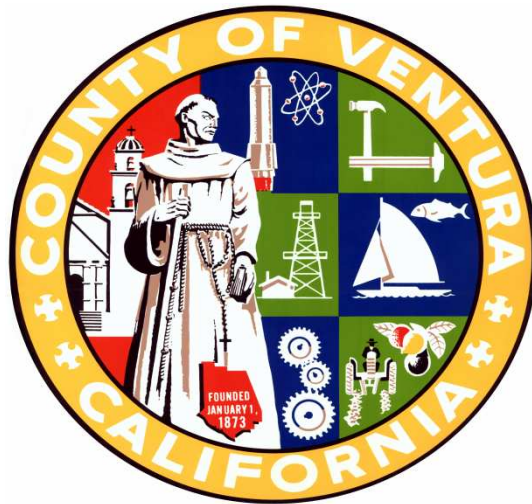


Ventura County Grand Jury 2010 - 2011



Final Report

Election Process

June 10, 2011

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Election Process

Summary

The 2010-2011 Ventura County Grand Jury (Grand Jury) conducted an investigation into the election process with a special emphasis on Absentee or Vote By Mail (VBM) voting. The investigation was initiated as part of a statewide request from a Northern California county grand jury to review the VBM process.

The Grand Jury found the electoral process to be complex and lacking in safeguards which would ensure only citizens are allowed to vote. The Grand Jury found minor problems in the setup of the precincts and in the delivery of ballots to the receiving stations during the November 2010 election.

VBM ballots received too late to be processed and verified on or before Election Day are counted post election day. The Grand Jury recommends a campaign to encourage VBM voters to mail their votes in time to be verified and counted on or before Election Day. This will result in a quicker and more accurate tally.

A training class for all precinct workers should be mandatory. The Grand Jury found attendees to be inattentive to instruction and, therefore, recommends a more interactive presentation. Training should include the California Elections Code as it applies to precinct workers.

Errors in vote counting in the November 2010 election caused many to lose confidence in the Registrar of Voters (ROV). These errors would not have occurred with only one type of ballot to count. This loss of confidence was unfortunate because the Grand Jury watched much of the ROV staff as they worked to verify the outcome with complete transparency. Each staff member seemed committed to excellence in assuring that every qualified vote was counted. The fact that they discovered and disclosed the errors and were able to correct them should give voters confidence in the process.

The Grand Jury recommends that the ROV and the BOS investigate the feasibility and economics of countywide VBM as the only voting system.

The VBM process includes verification of signatures between the ballots and the registration roles. Voting at precincts does not include this signature verification nor is any identification required at the precincts. Countywide VBM will also result in considerable financial savings.

In response to the complications in the November 2010 election, the Ventura County Board of Supervisors (BOS) suggested a complete audit of results before certifying future elections. The Grand Jury agrees with this suggestion.

Background

The Grand Jury received a request from a Northern California county grand jury to look into the “absentee” voting process as part of a state-wide effort to ensure the integrity of the “absentee ballots” or, as it is currently known, “Vote By Mail.” The concern for the security of the VBM process has escalated because many voters have switched to VBM. It is expected the number of VBM voters may exceed the number of voters going to the precincts in the near future.

In the 1966 California General Election, only 3.35 percent of the ballots cast were mailed Absentee Ballots. In the 2010 General Election, 49.1 percent of the ballots were VBM. Each of the VBM ballots must be verified to be sure that the person voting is the same person who signed the voter registration. Ventura County purchased a \$550,000 signature verification machine (Apex Signature Reader) which scans the outside signatures on the VBM ballots and sorts them into precincts. The ballots rejected by the machine are then verified by hand, matching signatures to the Voter Registration database. Letters are sent to the voters if neither the signature reader nor the clerk can match a signature to the registration file. If fraud is suspected in the VBM process, it is reported to the District Attorney for investigation.

Although efforts are made to ensure the VBM voter is the same person who has registered, voters who cast ballots at the precincts are not required to show identification and their signatures are not verified.

On Election Day, a large number of the VBM ballots were turned in at the precincts, instead of being mailed, and had to be counted after Election Day.

A Provisional Ballot (PB) is given to a voter who goes into a precinct, but is not on the Master Voter Roster. They are also given to people who requested a VBM ballot, but opted to come to the precinct to vote. There are several reasons why PBs might be given and they are all reviewed by hand. Nearly 11,000 PBs were cast in the November 2010 election and each ballot was reviewed to confirm that the voter was a registered voter and that he or she only voted once.

Some PBs were only partially valid because people voted outside their assigned precinct and voted on issues that did not pertain to them. Each ballot needed to be re-marked by election headquarters officials. These new ballots were then scanned so that only the issues that the voter was eligible to vote on were counted.

After all the precinct votes were counted, a state-mandated One Percent Manual Vote Tally of the ballots was conducted. These ballots were counted by hand by teams of three people to ensure the accuracy of the electronic voting machines.

In November 2010, after the final results were certified, the ROV staff noted an anomaly in a few very close elections. Even though the final results had been certified, the entire ROV staff was called in on a Saturday to identify

and correct the errors. The staff discovered two clerical errors made by a part-time clerk.

These errors made the results of some races even closer. The errors did not affect the outcome of any race, however, according to letters to the editor in various local newspapers, many people lost confidence in the results.

The Grand Jury recognizes the complexity of the voting process.

Methodology

The Grand Jury observed the November 2010 election process with an emphasis on the VBM ballots. The Grand Jury began with research of other California grand jury online reports and a review of the California Election Code.

The Grand Jury also contacted the Oregon Secretary of State's Office for information about the statewide VBM process.

Grand Jurors attended the Election Officer Training Classes for precinct workers which included the precinct setup and the assembly and operation of the various voting machines.

This year, Ventura County purchased an Apex Signature Reader for verification of signatures on the VBM ballots and the Grand Jury witnessed the testing of that machine. The Grand Jury observed another new piece of equipment which opens the ballot envelopes on three sides to prepare them for electronic scanning.

On Election Day, Grand Jury members went to 42 of the 357 precincts witnessing the setting up of the polling places, voting throughout the day, closing of the polling places, and the return of ballots to receiving stations or Election Headquarters. As the ballots were coming in throughout the evening, the Grand Jury observed the scanning of ballots and the first postings of election results.

After the election, Grand Jury members observed the tallying of the VBM ballots, the One Percent Manual Vote Tally, and the verifying and tallying of the PB.

Facts

FA-01. Thirty-eight Election Officer Training Classes were offered to train nearly 1,400 Election Officers. The classes were mandatory for Inspectors and optional for other precinct workers. (Att-02)

FA-02. Only 3.35 percent of voters voted by mail in the California General Election of 1966. Prior to January 1, 2003, voters had to provide a valid reason to vote by mail, such as being out of the area on Election Day. After January 1, 2003, voters were allowed to vote by mail with no stated reason.

- FA-03.** VBM is increasing. VBM increased from 45.43 percent of the vote in the 2006 Gubernatorial Election to 49.1 percent in the 2010 Gubernatorial Election. (Att-03)
- FA-04.** VBM ballots received by mail may be tallied starting ten days prior to the election. In the 2010 November Election, 86,112 ballots were processed prior to 8 p.m. on Election Day. There were 17,118 VBM ballots received too late to be counted prior to Election Day. They were counted as part of the post-election tally. (Att-03)
- FA-05.** VBM ballots turned in at the polls are counted post-Election Day after all signature verification is completed. In the 2010 November Election, 26,561 VBM ballots were turned in on Election Day at the polling places. (Att-03)
- FA-06.** Precinct voters sign a Master Roster. Their signatures are not verified against the registration roll. VBM voters' signatures are confirmed against the registration roll.
- FA-07.** The State Election Code requires that a random sample of one percent of all precincts must be counted by hand to verify the accuracy of the electronic vote tally. [Ref-05]
- FA-08.** The ROV conducts a vote/no vote process to record the voting participation of each registered voter. This process also allows election officials to determine if a voter has attempted to vote more than once per election.
- FA-09.** PBs are given to voters who want to vote at a precinct, but are not on that precinct's Master Roster. PBs are also given to voters who receive a VBM ballot, but decide to vote in the precinct.
- FA-10.** PBs increased almost two-fold since the 2006 November Gubernatorial Election. There were 5,888 PBs in the 2006 November Election and 10,912 in the 2010 November Election. (Att-01)
- FA-11.** PBs are counted last. Only 7,343 PBs of 10,912 were counted as valid. A significant number of voters who used a PB (1,506) were disqualified because they were not registered voters. (Att-01)
- FA-12.** The County has 549 precincts; 357 are regular precincts and 192 are VBM only precincts.
- FA-13.** There were 155 different ballot types in the County and 332 candidates in the 2010 November Election. Candidates must be registered voters and have other qualifications as required by the offices they seek. The ROV must verify that candidates have those qualifications.
- FA-14.** There is no identification required at the polls to assure that the voter is the person who registered.
- FA-15.** California law states that after the polls are closed, "...sealed packages containing lists, papers and ballots shall be delivered by

two precinct officers without delay, unopened, to the Election Official or to a receiving station designated.” (Italics added) [Ref-01]

- FA-16.** According to the Election Officer Handbook, “Voting booths should be set up with the opening facing a wall, so that voters have privacy while voting.” [Ref-02]
- FA-17.** The Election Officers Handbook gives written guidelines to “Post the Polling Place Signs in visible areas to guide voters to your polling location.” [Ref-02]
- FA-18.** On Election Day, at one receiving station, the Grand Jury observed eight instances of a single precinct officer dropping off ballots and equipment, *unaccompanied* by the required second precinct officer. [Ref-01]
- FA-19.** On Election Day, the Grand Jury observed a number of polling place configurations not following the election handbook guidelines. Specific examples are:
- some polling places failed to post the Voters Bill of Rights both inside and outside the polls
 - some polling places failed to post the Voter Register Log outside the polling places
 - some polling places failed to situate voting booths in positions that would provide privacy
 - some polling places had few directional signs and, in one case, no signage pointing to the poll location
 - some polling places had poor or nonexistent lighting to indicate their location after dark
- FA-20.** During training classes, the Grand Jury observed some election trainees texting on cell phones or sleeping during the audio-visual portion of the training.
- FA-21.** In the November 2010 election, clerical errors were made which confused the types of ballots, resulting in a duplication of count. If there were only one type of ballot these errors would be avoided.
- FA-22.** Oregon implemented statewide VBM as the only electoral process in 1998. In a survey conducted five years later, the voting participation of one-third of the electorate had increased. Other voting patterns remained unchanged. The state of Oregon reports one-third to one-half savings to the election budget were realized by switching to statewide VBM. [Ref-03 and Ref-04] (Att-04)

Findings

- FI-01.** Although the election officer training materials provide clear and in-depth documentation of the requirements for establishing polling places and conducting the election processes, violations of procedure and noncompliance to guidelines occurred. (FA-15 through FA-19)
- FI-02.** The training materials provided to election workers are detailed and accurate, but the classes need improvement to emphasize the importance of laws pertaining to elections. (FA-15 through FA-18 and FA-20)
- FI-03.** If VBM voters ensured that their ballots arrived at the ROV prior to Election Day, it would facilitate their ballots being processed earlier and ease the post-election workload. (FA-04 and FA-05)
- FI-04.** The majority of voter signatures are not verified against voter registration rolls. (FA-06 and FA-14)
- FI-05.** A violation of election code occurred at one receiving station when election workers were unaccompanied when dropping off ballots. (FA-15 and FA-18)
- FI-06.** In violation of the Election Code Handbook, some polling places had few directional signs and in one case no signage. Other polling places did not place the voting booths so that voters had privacy. (FA-16, FA-17, and FA-19)
- FI-07.** The benefits of countywide VBM as the sole electoral process are the following:
- eliminates the need for precinct polling places
 - eliminates the need for precinct workers
 - eliminates the need for trainers and training classes
 - eliminates the need for Provisional Ballots
 - allows each signature to be verified
 - establishes an accurate Master Voters Roster by having VBM ballots returned when the name or address of a voter is wrong
 - increases the number of voters for all elections
 - reduces errors by having a single voting method
 - saves money
- (FA-01 through FA-04, FA-06, FA-09 through FA-11, FA-14, FA-21, and FA-22)

Recommendations

- R-01.** The ROV and the BOS investigate the feasibility and economics of countywide VBM as the only voting system. (FI-04 through FI-07)
- R-02.** The ROV should send notices in the VBM ballot package encouraging VBM voters to mail their ballots early so they are received prior to Election Day. (FI-03)
- R-03.** The ROV should provide optional drop-off sites for VBM ballots at police and fire stations. (FI-03)

Note: If Countywide VBM were to be implemented, the following recommendations would not apply.

- R-04.** The ROV should require that *all* precinct officers attend training classes. The handbook should be reviewed thoroughly with interactive discussion of major points and election codes, especially during the long audio-visual presentation. (FI-01 and FI-02)
- R-05.** The ROV should require that roving inspectors carry extra directional signage and instruct precinct officers on the proper placement of voting booths. (FI-06)
- R-06.** The ROV should enforce the legal requirement that precinct inspectors always assign an election officer to accompany them when delivering voted ballots. (FI-05)

Responses

Responses Required From:

Ventura County Registrar of Voters (R-01 through R-06)

Ventura County Board of Supervisors (R-01)

References

- Ref-01.** *California Election Code, chapter 4: Closing of the Polls, section 14434.*
- Ref-02.** County of Ventura, *Election Officer Handbook November 2, 2010 Gubernatorial Election*, pp. 04, 54.
- Ref-03.** State of Oregon, *Five Years Later: A Re-Assessment of Oregon's Vote By Mail Electoral Process*.
www.sos.or.us/electionsvbm/pdf_files/southwell.pdf, (accessed March 24, 2011).
- Ref-04.** State of Oregon, *Ballot Integrity and Voting By Mail: The Oregon Experience*, www.sos.state.or.us/elections/vbm/carterbaker (accessed March 24, 2011).
- Ref-05.** California Election Code section 15360

Attachments

Att-01. Provisional Statistics

Att-02. Election Officers Class Schedule

Att-03. Turnout Statistics

Att-04. Five Years Later: A Re-Assessment of Oregon's Vote By Mail Electoral Process pp. 1, 2

Bibliography

Absentee Ballot and Mail In Voting Processes/ Santa Clara County Grand Jury 2005-2006 www.sccourt.org/court_divisions/civil/cgj/grand_jury.shtml

Does Your Vote Count? 2006-2007 Orange County Grand Jury www.ocgrandjury.org

Glossary

TERM**DEFINITION**

APEX Signature Reader

A machine used to scan signatures from Vote by Mail ballots

BOS

Ventura County Board of Supervisors

Grand Jury

2010-2011 Ventura County Grand Jury

PB

Provisional Ballot

ROV

Ventura County Registrar of Voters

VBM

Vote By Mail

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Attachment 01

Provisional Statistics

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PROVISIONAL STATISTICS

ELECTION	VOTING METHOD					PROVISIONAL STATUS			PROVISIONAL REASON										TOTAL	
	Absentee Issued but not Returned	Absentee Issued after Issue	Voted by Mail Ballot	Voted at Polling Place	Inactive Voter At Polling Place	Mail Ballot Issued but not Returned	Provisional	Counted Total	Not Counted	Partially Counted	None Voted @ Pct	Eligibility (Partial)	Good	No Sig	Not Registered	Out of County	Prov. Not Complete	Ret. Vote By Mail		Signature Match
MARCH 2004 - PRES. PRIMARY																				
NOV 2004-PRES. GENERAL								5470	3291	1428										10,189
NOV 2005 - SPEC. STATEWIDE			11			4	3	4958	4218	650	108	2	121	4201		610	25	15	2	4,976
JUNE, 2006 DIRECT PRIMARY	3		2	24		3	3	2443	1770	220	485	1	2	483	1766	174		33	14	2
NOVEMBER 2006 - GUB. GEN	1			2	200	10	10	5675	4224	976	688	5	4	659	4218	817	28	148	8	5,888
NOV. 2007 - UDEL			1		10		10	256	231	34	2		2	231		21	9	3	1	267
FEB.5, 2008-PRES PRIMARY	2				113	7	7	10,621	6,148	1,716	2,879	10	11	2,876	6,148	1514	41	86	57	0
JUNE 3, 2008, DIRECT PRIMA	0				0	0	0	1,250	959	112	179	0	1	179	959	68	7	9	26	1
NOV. 4, 2008, PRES. GEN.					603			14,634	10,096	2,823	2,318	8	20	2,318	10,097	131	2229	259		27
MAY 19, 2009 - STATEWIDE SPECIAL								1,519	1,380	111	28			28	1,380	18	64	10		19
NOV. 3, 2009 - UDEL					2			442	397	43	4			4	397	4	12	21	0	5
JUNE 8, 2010 - GUB. PRIMARY	27							3,365	2,252	271	869			869	2,252	33	202	18		17
NOV 2, 2010 - GUB. GENERAL		17						10,895	7,343	1,782	1,787		9	1,787	7,343	77	1506	154	21	15
																				10,912

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Attachment 02

Election Officer Class Schedule

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**Election Officer Class Schedule
Gubernatorial General Election
November 2, 2010**

The classes listed below are for the Election Officer Training Courses. A portion of the training is also available online and is highly recommended for ALL Election Officers.

Inspectors are required by the California Elections Code to be instructed before EVERY election.

It is required for all Inspectors to attend training. Clerks, although not required, are still highly encouraged to utilize the training classes that are available to them. In order to receive the \$20 stipend, an E.O. must fulfill the training requirements dependant on your level of experience. Requirements are as follows:

- * **New EO's** - an EO who has never worked has the following options: choose one of the following:
 - o Attend one (1) Full-Length Course (approx. 3 hrs); **OR**,
 - o Attend one (1) Hands-On Course (approx. 1.5 hrs) **AND** complete the seven (7) chapters of the Online Training (time may vary)
- * **Experienced EO's** - an EO who has worked at least **TWO** or more elections since February 2008 has the following options: choose one of the following:
 - o Attend the Full-Length Course (approx. 3 hrs); **OR**,
 - o Attend the Hands-On Course (approx. 1.5 hrs.); **AND/OR**,
 - o Complete all seven (7) chapters of Online Training (time may vary).

* Please contact your recruiter to sign up for a class, or if you have any questions or are unsure of which class(es) to take:

Camarillo/Thousand Oaks – 654-2768 Oak View/Ojai/Santa Paula/Fillmore/Piru – 654-2762
Oxnard/Port Hueneme – 654-3512 Moorpark/Simi Valley – 658-4388 Ventura – 654-2784

Please NO walk-ins.

Ventura County Govt. Center, Hall of Administration,
Multipurpose Room, 3rd Floor, 800 S. Victoria Ave.

Weds. Sept. 29 9:00 a.m. (Full Length Course)
1:00 p.m. (Hands-On Course)

Newbury Park Library, 2331 Borchard Rd., Newbury Park..

Sat. Oct. 2 11:00 a.m. (Full Length Course)
3:00 p.m. (Hands-On Course)

Oxnard Public Library, 251 South "A" Street, Oxnard

Mon. Oct. 4 10:00 a.m. (Full Length Course)
1:30 p.m. (Hands-On Course)

Public Works Conference Room (**NEW LOCATION**) Phone number: 672-2131
11251-A Riverbank Drive, Ventura

Tues. Oct. 5 9:00 a.m. (Full Length Course)
1:00 p.m. (Hands-On Course)

Ventura County Govt. Center, Hall of Administration,
Multipurpose Room, 3rd Floor, 800 S. Victoria Ave..

Weds. Oct. 6 11:00 a.m. (Full Length Course)
3:00 p.m. (Hands-On Course)

Sycamore Community Center, 1692 Sycamore Dr., Simi Valley

Thurs. Oct. 7 9:00 a.m. (Full Length Course)
1:00 p.m. (Hands-On Course)

Oxnard Performing Arts Center, Ventura Room, 800 Hobson Way, Oxnard

Mon. Oct. 11 10:00 p.m. (Full Length Course)
2:00 p.m. (Hands-On Course)

Ventura County Govt. Center, Hall of Justice,
Pacific Conference Room, 800 S. Victoria Ave

**Tues. Oct. 12 10:00 a.m. (Full Length Course)
3:00 p.m. (Hands-On Course)**

Thousand Oaks Library, 1401 E. Janss Road, Thousand Oaks

**Weds. Oct. 13 2:00 p.m. (Hands-On Course)
5:00 p.m. (Full Length Course)**

Camarillo Public Library, 4101 Las Posas Road, Camarillo.

**Thurs. Oct. 14 9:00 a.m. (Hands-On Course)
12:00 p.m. (Full Length Course)**

Ventura County Govt. Center, Hall of Administration,
Lower Plaza Assembly Room 121, 800 S. Victoria Ave.

**Fri. Oct. 15 10:00 a.m. (Hands-On Course)
1:00 p.m. (Full Length Course)**

Fillmore City Council Chambers (NEW LOCATION)

250 Central Ave, Fillmore

**Mon. Oct. 18 10:30 a.m. (Hands-On Course)
1:00 p.m. (Full Length Course)**

Oxnard Performing Arts Center, 800 Hobson Way, Oxnard, Ventura Room

**Tues. Oct. 19 2:00 p.m. (Full Length Course)
6:30 p.m. (Hands-On Course)**

Ventura County Govt. Center, Hall of Administration,
Lower Plaza Assembly Room 121, 800 S. Victoria Ave.

**Thurs. Oct. 21 1:30 p.m. (Hands-On Course)
4:00 p.m. (Hands-On Course)**

Ventura County Office of Education & Education Services

Salon C, 5100 Adolfo Road, Camarillo

**Sat. Oct. 23 10:00 a.m. (Full Length Course)
2:00 p.m. (Hands-On Course)**

North Ranch Community Center, 1400 N. Westlake Blvd., Thousand Oaks

**Mon. Oct. 25 3:00 p.m. (Full Length Course)
6:30 p.m. (Hands-On Course)**

Ventura County Office of Education & Education Services

Salon C, 5100 Adolfo Road, Camarillo

**Tues. Oct. 26 2:00 p.m. (Full Length Course)
6:00 p.m. (Hands-On Course)**

Sycamore Community Center, 1692 Sycamore Dr., Simi Valley

**Weds. Oct. 27 11:00 a.m. (Hands-On Course)
2:00 p.m. (Full Length Course)**

Public Works Conference Room (NEW LOCATION) Phone number: 672-2131
11251-A Riverbank Drive, Ventura

**Thurs. Oct. 28 9:00 a.m. (Full Length Course)
1:00 p.m. (Hands-On Course)**

Ventura County Govt. Center, Hall of Justice,
Pacific Conference Room, 800 S. Victoria Ave
Tues. Oct. 12 10:00 a.m. (Full Length Course)
3:00 p.m. (Hands-On Course)

Thousand Oaks Library, 1401 E. Janss Road, Thousand Oaks
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Ventura County Govt. Center, Hall of Administration,
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Fillmore City Council Chambers (NEW LOCATION)
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2:00 p.m. (Full Length Course)

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11251-A Riverbank Drive, Ventura
Thurs. Oct. 28 9:00 a.m. (Full Length Course)
1:00 p.m. (Hands-On Course)

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Attachment 03

Turnout Statistics

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TURNOUT STATISTICS

ELECTION	Registration	Poll Turnout	Vote By Mail Turnout	Total Turnout	Turnout Percentage - Polls	Turnout Percentage - VBM	Turnout Percentage - Total	Total Turnout of Voters Voting by Polls	Total Turnout of Voters Voting by VBM
Pres. Primary - 3/26/96	358,936	105,160	51,527	156,687	29.30%	14.36%	43.65%	67.11%	32.89%
Pres. General - 11/5/96	382,417	189,042	64,824	253,866	49.43%	16.95%	66.38%	74.47%	25.53%
Spec. Elec - 3-4-97	69,864	6,384	4,914	11,298	9.14%	7.03%	16.17%	56.51%	43.49%
Gub. Primary - 6-2-98	391,973	103,919	45,313	149,232	26.51%	11.56%	38.07%	69.64%	30.36%
Gub. General - 11-3-98	394,821	150,236	60,877	211,113	38.05%	15.42%	53.47%	71.16%	28.84%
Pres. Primary - 3-2-00	367,096	147,147	52,397	199,544	40.08%	14.27%	54.36%	73.74%	26.26%
Pres. General - 11-7-00	387,075	200,303	84,735	285,038	51.75%	21.89%	73.64%	70.27%	29.73%
Gub. Primary - 3-5-02	385,140	90,755	37,856	128,611	23.56%	9.83%	33.39%	70.57%	29.43%
Gub. General - 11-5-02	391,160	141,956	57,752	199,708	36.29%	14.76%	51.06%	71.08%	28.92%
Spec. Statewide Recall - 10-7-03	363,881	162,424	77,664	240,088	44.64%	21.34%	65.98%	67.65%	32.35%
Pres. Primary - 3-2-04	366,486	105,105	66,770	171,875	28.68%	18.22%	46.90%	61.15%	38.85%
Pres. General - 11-2-04	398,652	203,735	112,397	316,132	51.11%	28.19%	79.30%	64.45%	35.55%
Special Statewide - 11-5-05	378,671	113,894	91,285	205,179	30.08%	24.11%	54.18%	55.51%	44.49%
Gub. Primary - 6-6-06	382,911	61,516	65,979	127,495	16.07%	17.23%	33.30%	48.25%	51.75%
Gub. General - 11-7-06	391,077	123,133	102,527	225,660	31.49%	26.22%	57.70%	54.57%	45.43%
Pres. Primary - 2-5-08	384,273	141,130	97,402	238,532	36.73%	25.35%	62.07%	59.17%	40.83%
Direct Primary - 6-3-08	392,088	48,110	67,388	115,498	12.27%	17.19%	29.46%	41.65%	58.35%
Pres. General - 11-4-08	425,968	194,104	149,586	343,690	45.57%	35.12%	80.68%	56.48%	43.52%
Statewide Spec. - 5-19-09	422,342	49,968	82,888	132,856	11.83%	19.63%	31.46%	37.61%	62.39%
UDEL 11-3-09	123,944	12,441	22,216	34,657	10.04%	17.92%	27.96%	35.90%	64.10%
Gub. Primary - 6-8-10	422,143	64,383	85,189	149,572	15.25%	20.18%	35.43%	43.04%	56.96%
Gub. General - 11-2-10	423,994	135,030	129,801	264,831	31.85%	30.61%	62.46%	50.99%	49.01%

*Note: In 2001, a new law was implemented which allows anyone to be a permanent VBM voter.

Report used: Official Summary or Statement of Votes

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Attachment 04

**Five Years Later: A Re-Assessment of Oregon's Vote By Mail
Electoral Process pp. 1, 2**

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**FIVE YEARS LATER: A RE-ASSESSMENT OF
OREGON'S VOTE BY MAIL ELECTORAL PROCESS**

Abstract

Five years ago the state of Oregon adopted vote by mail as the method for conducting all of its elections. This survey was conducted in 2003 to determine if public opinion on vote by mail has remained the same, and also to assess the effect of vote by mail on levels of participation among Oregon voters. The results suggest that Oregonians, across all demographic and partisan categories, continue to favor this type of election. A majority of respondents indicated that their turnout has not changed since the adoption of vote by mail. However, almost one-third of the respondents reported that they voted more often with vote by mail -- particularly women, the disabled, homemakers, and those aged 26-38 years. These results also suggest that no partisan advantage is likely to result as a consequence of elevated turnout under vote by mail.

**FIVE YEARS LATER: A RE-ASSESSMENT OF
OREGON'S VOTE BY MAIL ELECTORAL PROCESS**

In 1981, the Oregon State Legislature approved a test of all-mail elections in certain local contests, and, by 1987, a majority of counties began conducting all-mail elections for local races or ballot measures, primarily because of reduced costs.¹

The circumstances of Senator Bob Packwood's resignation, effective October 1, 1995, led to a primary and general election for his replacement. The "special" nature of both this primary in December 1995 and the general election in January 1996 allowed the Secretary of State to adopt an all-mail format for these two elections. These were the first federal elections in the nation to be conducted entirely by mail. The League of Women voters led a successful petition drive to put vote by mail on the 1998 general election ballot, and this ballot measure passed with a 67% margin. Since that time, all elections in Oregon have been conducted by mail.²

¹ In general, the cost of conducting all-mail elections is 1/3 to 1/2 of the amount required for polling place elections. For example, the May 1994 polling place election in Oregon cost \$4.33 per ballot while the May 1995 vote by mail election cost \$1.24 per ballot. See State of Oregon (1995), p. 4.

² A vote by mail election officially begins when ballots were mailed to all registered voters approximately three weeks prior to Election Day. Ballots cannot be sent to a forwarding address. The voter marks his ballot, puts it in a "secrecy" envelope, inserts this envelope inside a mailing envelope, which must be signed on the outside. He then has three weeks to mail in (or drop off at a designated site) this signed envelope.