



## 2016 BERNALILLO COUNTY ELECTION ADMINISTRATION REPORT

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# 2016 Bernalillo County Election Administration Study

## Executive Summary

The 2016 New Mexico Election Administration Report represents a systematic examination of Bernalillo County (BC), New Mexico's November 2016 General Election. It also represents the sixth time point in a series of BC election reports that we began in 2006 when the state moved to a paper ballot voting system. To our knowledge no other election jurisdiction has had the kind of sustained and independent scrutiny over multiple elections. But New Mexico is a unique environment culturally, politically, and electorally, and many county clerks here, as well as the Secretary of State Maggie Toulouse Oliver, and the broader electoral community, made up of a variety of activist organizations (e.g. Verified Voting New Mexico and) United Voters of New Mexico), have supported and encouraged our efforts. Moreover, feedback on our work from regular voters and poll workers, as well as responsiveness by local election administrators, has made our efforts productive and useful as New Mexico continues to reform and improve its electoral processes.

In this report, we combine qualitative and quantitative methods to systematically analyze the New Mexico election ecosystem.<sup>1</sup> The key to improving elections is to use a data driven approach that systematically examines a variety of measures to determine election performance deficiencies and strengths.<sup>2</sup> This is the central principle of the Center for the Study of Voting, Elections and Democracy (C-SVED). For the 2016 study we collected and analyzed data on the experiences of BC voters and poll workers and independently observed Election Day voting at Voting Convenience Centers (VCCs) countywide.<sup>3</sup> Together these data, along with comparative data from previous elections, provide a portrait of the election experience from which problems and successes can be identified and confirmed from multiple players. Our research design is a multi-pronged evaluation strategy. Combining data from different electoral actors provides multiple perspectives from key stakeholders to assess how well the election was run and how the management of the election can be improved for future elections.

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<sup>1</sup> See R. Michael Alvarez, Lonna Rae Atkeson, and Thad Hall, 2013, *Evaluating Elections: A Handbook of Methods and Standards*, Cambridge University Press. For another example of an ecosystem approach see: Steven F. Huefner, Daniel P. Tokaji, & Edward B. Foley with Nathan A. Cemenska, 2007, *From Registration to Recounts: The Election Ecosystem of Five Midwestern States*, (The Ohio State University Michael E. Moritz College of Law), available at: <http://moritzlaw.osu.edu/electionlaw/joyce/index.php>.

<sup>2</sup> See R. Michael Alvarez, Lonna Rae Atkeson and Thad E. Hall 2013, *Evaluating Elections: A Handbook of Methods and Standards*, Cambridge University Press.

<sup>3</sup> Evaluating the fairness and accuracy of democracies is an important international and national question, see, for example, Heather K. Gerken (2009), *The Democracy Index*. Princeton: Princeton University Press and Jorgen Elkitt and Andrew Reynolds, 2005, "A Framework for the Systematic Study of Election Quality," *Democratization* 12 (2):147-62.

In 2007, we released our first research report on New Mexico entitled the *New Mexico Election Administration Report*.<sup>4</sup> At the beginning of 2010, we released our 2008 Ecosystem report.<sup>5</sup> In early 2011, we released our 2010 New Mexico Election Administration Report; in May of 2013 our 2012 New Mexico Election Administration Report; and in June our 2014 New Mexico Election Administration Report.<sup>6</sup> These reports provide points of comparison for how the system has evolved since the implementation of a statewide optical scan paper ballot system in 2006 and VCCs in 2012. We use the historical data wherever possible to assist us in determining where improvements or deteriorations have occurred.

Chapter 1 of this report uses election monitoring techniques on Election Day and during early voting in VCCs to evaluate the quality and integrity of the election. It includes poll monitoring and a review of poll worker training. We found that poll workers were well trained and equipped to handle routine and irregular voting issues. We found that the specialized training by poll worker position made for a generally more professional and competent poll working staff, which increased the consistency in the implementation of election law and policy across VCCs.

Nevertheless, our observations produced a number of recommendations at both the local and state level. These include: further improvements in poll worker training, areas where we still see inconsistencies within or across VCCs and how to address them, suggestions for improving the training videos, possible changes to state law or administrative rules, changes to hand counting methods, problems in provisional voting, problems in equipment capabilities and ballot design, etc.

Chapter 2 of this report examines the attitudes and experiences of a census of poll workers in BC, NM in both the pre and post-election period. The goal of the surveys was to determine how poll workers generally view the election environment in New Mexico, where they see successes and failures, and where they would like to see continued improvement. Because we wanted to analyze their reactions to training before and after their election experience we interviewed them overtime. We collected data to analyze the characteristics of poll workers, their recruitment and training experience, their assessment of the polling locations they work in, their use of voter identification, problems that occurred at the polls, their training experience, their suggestions for improvement, their evaluation of election procedures, their use of provisional balloting, how they handle voter privacy, contact with the county

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<sup>4</sup> R. Michael Alvarez, Lonna Rae Atkeson and Thad E. Hall, 2007, *The New Mexico Election Administration Report: The 2006 November General Election*, (University of New Mexico), available at: <http://www.unm.edu/~atkeson/newmexico.html>.

<sup>5</sup> Lonna Rae Atkeson, R. Michael Alvarez and Thad E. Hall, 2010, *Assessing Electoral Performance in New Mexico Using an Ecosystem Approach*, (University of New Mexico), available at: <http://www.unm.edu/~atkeson/newmexico.html>.

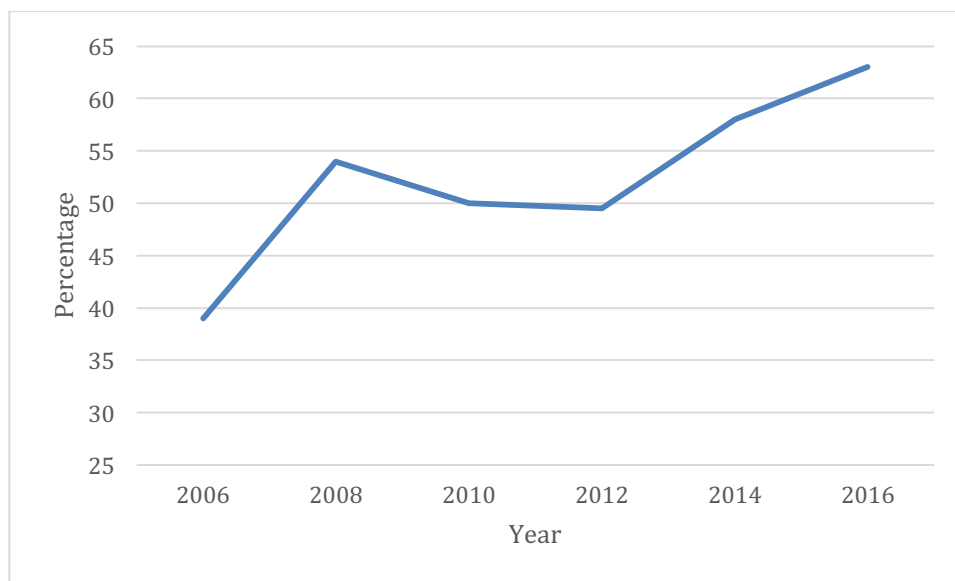
<sup>6</sup> Lonna Rae Atkeson, R. Michael Alvarez, Alex Adams and Lisa Bryant, *The 2010 New Mexico Election Administration Report* (University of New Mexico), available at: <http://www.unm.edu/~atkeson/newmexico.html>

clerk, their job confidence and satisfaction as well as attitudes toward the vote center model.

Chapter 3 of this report turns to the attitudes and experiences of a random sample of BC voters. The report examines factors associated with the voting experience, experience with the ballot, the polling locations, voter interaction with poll workers, voter confidence, voter identification, voter identification attitudes, how long they waited in line, how voter confidence, attitudes toward the new vote center model, attitudes toward alternative voting methods and requirements, attitudes toward election administration, and voter satisfaction. The post-election voter survey gives corroborating evidence supporting the findings from our Election Day observations and poll worker reports as well as providing additional information about how the public reacts to and feels toward the election process. In particular, it provides information on the pulse of the electorate attitudes toward new election reform measures.

The combined report provides a multifaceted profile of the election landscape in BC. Most importantly, our analysis shows an election system that is fundamentally working, where voter problems are infrequent, and where voter and poll worker confidence is generally high. This was especially true in the 2016 election where problems that had plagued the County with their initial move to VCCs no longer existed. Indeed, having observed elections in BC since 2006, the 2016 election was the best administered election we have reviewed. There were no major problems, just small bumps. One indicator to support this is the increasing number of voters who indicate they are very confident their ballot was counted. Figure S1 shows the trend over time and show how it has had a steady increase since BC has focused on improvement.

**Figure S1. % Very Confident Over Time in BC**



Voters rated the overall performance of their poll workers very high with almost all voters (98%) indicating their poll workers were very helpful (76%) or somewhat helpful (22%). Using a 10-point scale, we also had poll workers evaluate the overall performance of their presiding judge, who is in charge of each VCC. The average rating for the presiding judge was 8.6. Fully four in five (82%% of poll workers rated the overall performance of their presiding judge 8 or higher.

Equally important, the early and Election Day observations revealed a variety of strengths and weaknesses in the election system leading to a series of policy recommendations. For example, we saw very few instances of poll workers identifying voters incorrectly, though it does appear that poll workers are slightly more likely to incorrectly ask for ID than they did when the new training method began. The general finding reflects the quality of poll worker training and the vast improvements made in this area. In general, however, the training overtime has clearly improved. The new process emphasized uniformity by having the poll worker ask identical questions of each voter. Continued emphasis during training on the uniformity and consistency of this method to comply with the law will help to maintain compliance with New Mexico's voter identification law.

Based on our findings, we also highlight several areas where improvements could be made in voter education as well as poll worker training and vote center preparations. Each part of our report identifies key areas where voters could be better served including issues related to voter privacy, and whether voters should be encouraged to have their ballot hand counted if they over voted. We also often provide specific recommendations to enhance the efficiency and general quality of the voting experience.

Although we identify some issues in the implementation of the 2016 election, relative to previous elections, this election was generally problem-free and a very well run election. However, as critical problems in the election are addressed, it is important that election officials remain aware of other issues that arise and could become larger problems if left unattended. This report should, therefore, be read as one in a series of observations and recommendations on how to improve an already improving process.

The recommendations contained in the report are primarily administrative in nature and in many cases the Secretary of State may want to issue administrative rules to obtain uniformity across counties, precincts, or vote centers, rather than deal with these issues at the local level. Alternatively, the County Clerk may want to use the information to create new vote center procedures and training locally. However, there are two recommendations that could require legislative action to be effectively addressed. These same two issues have been discussed in several of the last reports. We will continue to do because these are critical issues to uniformity and voter access and election integrity.

First, the multi-layered voter identification law in New Mexico helps to create an uneven implementation environment. Though we have seen huge administrative improvement to address this problem and the county is making great strides in poll worker training that is significantly improving the historically uneven implementation of this law, the problem, in part, may lie with the statute itself. Although the lawmakers were attempting to promote easy access to the polls, the flexibility in the identification process creates a chaotic environment where poll workers can easily go outside of the law because the law offers so many alternatives. This, in turn, creates uneven implementation across and within voting locations. Although poll worker training and voter education is solving the problem in BC, more serious measures may be necessary to remedy the problem statewide.

Second, the legislature passed legislation allowing for a vote center or precinct based election model. Vote centers allow voters to vote anywhere in their county. Since 2012, many voters were confused and did not realize they needed to be in their county to vote and thought that they could use any vote center statewide. Given the frequent travel along the I25 corridor between Bernalillo, Sandoval, Los Alamos, Santa Fe, San Miguel, Rio Arriba, Taos, Torrance, and Valencia counties it would benefit voters to be able to use any vote center in the state to cast their ballot. Therefore, the legislature may want to consider providing voters opportunities to vote across county lines. In 2014, for example, 24% of provisional voters were registered in the state, but voted in the wrong jurisdiction.<sup>7</sup> Making this change would include otherwise eligible voters whose ballots are not currently being counted, but easily could be.

Finally, we wish to make clear that our work would not have been possible without the assistance of many individuals throughout New Mexico who we thank throughout this report. We also relied upon the direct research support of many students and colleagues, and in each part of the report below we indicate those individuals who assisted with the research and analysis. This is especially true for the Election Day observations where graduate and undergraduate students along with faculty observed voting. Funding for these projects came from a contract with the Bernalillo County Clerk, the Department of Political Science at the University of New Mexico, and the Center for Voting, Elections and Democracy at the University of New Mexico, and the Democracy Fund who assisted us with paying election observers. Of course, all of the conclusions and recommendations made within this report are ours and do not reflect the views of any of these individuals or entities.

## **Summary of Key Election Observation Recommendations:**

### **Recommendations Regarding Poll Worker Training**

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<sup>7</sup> This data point comes from the 2014 Election Assistance Commission's Voting Survey. Data for 2016 are not yet available for comparison.

- The new hands on training allows poll workers to work with the equipment at least once, usually several more times before Election Day. However, the point of the exercise is to go through a situation problem free. It may be useful to embed common problems, such as paper jams, into the exercise. If poll workers have a better idea how equipment fails as well as how it works they may be better able to handle equipment breakdowns in the VCC. Similarly, common problems in the AskEd system could be reviewed as part of training.
- Because some poll workers are new and some are experienced it might be valuable to have more extended classes for new poll workers and go over training materials and equipment more slowly.
- We recommend revising the training manual to focus on fewer items per page to make it more readable.
- We also thought that the section on provisional balloting was a bit confusing. On page 59, the section on provisional ballots, it is highlighting that poll workers should not allow provisional ballots to go through the tabulator, but the example pictures show photos of the regular voter's application card and permit that say "precinct" on them. Similarly, in the box that discusses the code channel, it notes but does not show a ballot with a red dot on the code channels.
- We thought it was an excellent idea to include a section on election law in the training manual. Poll workers have consistently reported that they feel under trained when it comes to election law. However, in our training class we did not review any of the material. It may be worthwhile to consider which statutes are the most important and review those in training.

## **Recommendations Regarding Online Training**

- Because we believe that the videos should simulate the election experience as much as possible we found the presence of the police officer carrying a weapon a little off-putting in the video, "Preventing Illegal Electioneering and Campaigning." The video begins by discussing the laws associated with electioneering outside of the polling place and conveys to the poll worker that they must be responsible for enforcing this law. The voice over says, "If you're not sure about the particular location of the sign please measure the distance." Then it shows a police officer in full uniform including his weapon measuring the distance to a sign. This conveyed to us the impression that a poll worker might want to obtain the assistance of a police officer in handling these issues, which should not be the case. In addition, we felt it suggested that police officers in full uniform might be acting as poll workers, which also should not be the case. We recommend reworking this video accordingly.

- In the videos entitled, “Routine Transactions with Voters,” the voter was not provided a privacy sleeve. In the “Issuing In-Lieu of Absentee Ballots,” and “Issuing Provisional Ballots,” video the voter was provided a privacy sleeve. We suggest being consistent and showing both regular and irregular voters with privacy sleeves.
- In the video entitled “Closing the Polls on Election Day” we were confused whether the person at the end of the line was a poll worker or voter. We suggest making this clear.
- The Dominion ICE tabulator video, which was not produced by BC, but made by Dominion is a bit annoying. The European accent of the voice over made him sometimes difficult to understand. In addition, the very loud techno-pop music that is in the background is very annoying. The Dominion videos are two of the longest videos (about 7.5 and 11 minutes) and these aspects make them more difficult to watch.

## **Recommendations Regarding Staffing and Polling Place Set Up**

- Continue the use of designing polling places for poll workers to accommodate a circular flow. Try to replace VCCs that cannot accommodate a circular flow.

Continue the use of large banners to help identify polling locations. Keep the signage for polling place locations as far away from candidate signage as possible. These definitely help voters find the VCC. Pay particular attention to large areas such as high schools that may have multiple entry points and ensure signage is visible from all of the adjacent streets.

- Polling places that are located in difficult-to-find locations inside a large complex, such as a high school, should have additional signage to help identify them. Poll workers should have clear and possibly site specific instructions about where to put signage outside of the polling place. Poll workers should be instructed to periodically check the signs to make sure that they are still present throughout Election Day, and that they are accurately placed in a visible location. This might be a good job duty for a greeter.
- Work closely with Albuquerque Public Schools to ensure school closures for Election Day. Use the *American Voting Experience: Report and Recommendations of the Presidential Commission on Election Administration* as a resource to assist in school closures on Election Day.
- Polling places that are located in difficult-to-find locations inside a large complex, such as a high school, should have additional signage to help identify them. Poll workers should be encouraged to follow the site specific instructions about where to put signage outside of the polling place. Perhaps explaining to them the

problem for voters in these larger locations would encourage more compliance. Poll workers should be instructed to periodically check the signs to make sure that they are still present throughout Election Day, and that they are accurately placed in a visible location. This might be a good job duty for a greeter.

- We recommend the continued use of the combined sign placed near the front of the check-in line at the polling location. This was a fantastic change and provided the necessary information to voters in a location where they would likely read it.
- The voter ballot marking poster should be placed near the voting booths where people vote. One of these should be placed in the provisional voting area as well since that is separated from the regular voting area.
- More chairs should be available for voters, watchers, challengers, and poll workers.
- Replace ballot booths with ones that are better for either standing or sitting.
- More chairs should be available for voters in line as well as in the voting booth area.
- Allow nice jeans to be worn as professional dress for the poll workers, continue to discourage t-shirts and sweatshirts.
- Do not allow family members to work in the same VCC.
- In midterm elections, APS should close the schools to facilitate Election Day voting.

### **Recommendations Regarding Opening Procedures**

- A second poll worker, perhaps the exceptions judge, needs to be designated as the poll worker in charge when the presiding judge does not show up on time. The designated second-in-command poll worker needs to be provided with instructions on what to do if the presiding judge does not show up on time. They need to be provided with the central location phone number to report the problem so that the presiding judge can be contacted to determine the nature of the problem and whether the county needs to find a replacement.
- Consider whether all of the poll workers need to arrive at 6:00 AM to fulfill their duties. Some stations, like EJ, systems clerk and greeter have little or nothing to do and may not need to come in until 6:30.
- A checklist should be created for the presiding judge so that he or she can check off that each VCC has all necessary supplies before they open polls. This should be the first step when opening the polls. Any supplies not delivered should be

called in to county officials immediately, so that they can arrive as soon as possible. This should include a set amount of permit and ballot paper as well.

- The County should provide a larger number of privacy sleeves for voter ballots. If privacy sleeves are not available to voters, voting should continue anyway. Poll workers should be trained to allow voters to vote without a privacy sleeve in these circumstances.
- Be sure to cover why it is important to check the vote tabulators for ballots before opening on Election Day. Machines that were used for early voting or previous elections could have accidental ballots in these locations.
- Discover why the vote tabulators are having problems with power surges during opening and rectify the problem with new instructions.

### **Recommendations Regarding Long Lines, Voter Check-in, the Ballot on Demand System, and Computer System**

- Continue to encourage voters to vote early. Consider increasing the number of early vote centers to accommodate more early voting.
- In locations that serve high volumes of voters continuing having increased numbers of election clerks to process voters and keep lines moving quickly.
- Training should encourage greeters especially to dress well and be polite and friendly because they are the first poll worker to encounter the voter. Greeters should use words and gestures to assist voters in finding the station they need at the voting location.
- Ballots should be printed in one language only. The systems clerk can ask the voter which language is preferred and select the appropriate option to print.

### **Recommendations Regarding Voter Privacy, Photos and Movie Cameras**

- The use of privacy sleeves has been a policy implementation that voters have liked. Be sure to include a larger number of privacy sleeves in the supplies box to ensure that every voter who wants to use one can.
- In busy and large VCCs set up a method for returning privacy sleeves to the check-in station. The greeter/floor judge might be a good choice for this job.
- Administrative rules or policies should be developed to provide best practices on the type of filming and photography that is and is not allowed.
- Incidences of filming and photography should be logged.

- State law makers should consider taking up the issue of voter privacy in an electronic age where nearly every voter carries a camera and delineating what is and what is not acceptable in this area. In general, we support policies that protect voter privacy and therefore limit the taking of photographs in the VCC and especially individual voter's ballots that identifies their vote choices. This is disruptive and may make some voter's feel their voter privacy is at risk. If photographs in the VCC are allowed for some legal or other reason, clear policies need to be formulated that defines where, how, and by whom photographs can be taken. One solution might be to provide for a selfie station that provides a specific location for voter photographs, but at the same time does not interfere with other voters or the voting process more generally.
- Voters should be encouraged to turn off their cell phone once they begin the check-in process. Greeters who provided this information to voters as they walked in had much greater compliance than those who relied simply on posted signs. Encourage greeters to tell voters as they come in that they should turn off their cell phones when they get to the check-in station. System clerks may also want to suggest to voters to turn off their cell while voting.
- Remind MJs that they should not be handling or observing voter ballots in anyway while they are inserting their ballots into the tabulator.

### **Recommendations Regarding Over Voted, Spoiled Ballots and Hand Tally Counting**

- The County should come up with a consistent policy on how to handle "spoiled" ballots that voters do not want to "spoil." We believe that it is best to allow these voters to submit their ballot to the hand counting bin so long as the machine judge explains the process to them. Furthermore, we encourage the addition of roleplaying this scenario into the machine judges' training to ensure the that they explain this properly to the voters.
- The County's online tool for hand entering votes should allow the poll worker to enter the entire ballot on one page.
- All computer stations at the VCC should allow for hand tallying to increase the speed and efficiency at which these ballots are processed.
- The machine judge should inform voters who spoil their ballots and want them hand counted that they need to be sure that the over voted choice is clearly marked so that hand counting can determine a preference.
- The systems clerks should not be responsible for issuing a new ballot to voters whose ballot was spoiled due to problems with ballot printing. This slowed down the processing of voters substantially. Perhaps a computer and printing station

should be set aside for all spoiled ballots at each location that would be available to the presiding and exceptions judges or another party who is familiar with the system (including the ballot clerk or greeter –the poll worker who printed out sample ballots and was the least busy poll worker).

- Having a specialized position for spoiled and other non-regular ballots is a great innovation to keep the polling place running smoothly. The exception's judge needs to be certain that the privacy of any voter they work with is maintained and not compromised at all times.

### **Recommendations Regarding Distributing Voters to Dominion Ice Machines**

- MJs must observe that the counter on each machine is turning appropriately as each ballot is inserted. If there is so much voter activity that the machine's judge cannot perform this duty, he or she should engage the assistance of another poll worker until such time that the machine judge can handle this part of the job themselves.
- State lawmakers should consider eliminating the permit system assuming that other methods are available to audit the election process. They make an already complex process more complex.
- Consider making policy for what happens to a ballot if a voter goes missing. Should it be inserted into the vote tabulator, hand counted or spoiled?

### **Recommendations Regarding Watchers and Challengers**

- Training should emphasize that watchers and challengers cannot be integrated into the poll worker team.
- Watchers or challengers who engage in electioneering should be asked to leave the VCC by the PJ.

### **Recommendations Regarding Identification Badges**

- We recommend that poll workers continue to wear badges identifying them as official poll workers, which includes their name, title and party identification as currently required by law.
- Because the existing law requires that their party identification be included, we recommend that legislators reconsider this statute and consider whether or not such presentation is a form of electioneering in the polling place that should not be allowed. Information on party diversity in the polling location could be better achieved through other reporting means.

- County workers should wear name badges, not just partisan badges, so presiding judges, other poll workers and voters know that they are official election administrators.
- Continue with the new policy that uses lanyards to identify bilingual poll workers and encourage poll workers in training to adopt this additional identification. This identification could be helpful to voters and other poll workers when they need assistance.

### **Recommendations Regarding Voter Identification**

- Maintain a strict training system for voter check-in that encourages poll workers to obey the voter identification law. This has been very successful, but the poll worker data does suggest some slippage so it is important not to become complacent.
- Encourage poll worker to decline harder forms of ID in favor of the minimal identification because once one voter pulls out her driver's license it has a domino effect on all voters.
- Discourage the EJs from asking for identification for voter's who are having to vote provisionally. This is not necessary and is not required.
- Have clear guidelines in training on how voters who bring their scan able bard code are to be treated in terms of authentication. Currently, some systems clerk is waving the authentication process for these voters.

### **Recommendations Security Procedures, Security Procedures Related to Assisted Voting**

- Training needs to continue to include an emphasis on logging instances of assisted voting including the name of the person giving assistance and the name of the voter, especially if the assistant is a poll worker.
- Training needs to emphasize that although poll workers can assist voters in the voting process, including the reading of the ballot, they should refrain from a discussion about the merits or deficiencies of individual candidates or issues, even if asked.
- The poll worker in charge of observing voting in the voting booths should be responsible for observing and recording instances of voter assistance.
- Using the voter permit to record this activity is not centralized or as easily transparent for post-election review. Alternative methods of recording this information should be considered. This may require changes in state law. We encourage state legislators to consider changes in how this information is recorded.

## **Recommendations Regarding Provisional Voting**

- Monitor the incidence of provisional voting at each polling place. Relatively large differences between polling locations in the proportion of voters who voted provisionally may suggest training problems with particular presiding or exception judges.
- Training should continue to emphasize that voters have the right to vote a provisional ballot and it is the obligation of the presiding judge to provide a provisional ballot if requested. This does not mean that the presiding judge should not try and assist a voter who, for example, lives in a different county and therefore her vote will not be counted if she votes provisionally. But, ultimately, it is the voter's decision to vote provisionally and the presiding judge should in the end respond to the request of the voter in this regard.
- The local election official should make a policy decision on when to encourage provisional voting and should train presiding judges to follow those policies to create uniformity in administering of provisional ballots in VCCs.
- State legislators should consider changing the law to allow provisional votes to be accepted across county lines.

## **Recommendations Regarding Disabled Voters and the Dominion ICE machines**

- Consider other options for an assisted vote system for disabled voters that provide for more efficiency and are easier for the user to operate.
- Set up one Dominion ICE machine with a voting booth for assisted voting.

## **Recommendations Regarding Post –Election Procedures and Treatment of Election Observers**

- One possibility for handling closing would be to allow poll workers to return to the voting location in the morning when they are fresh to close the polls. One of the major problems with closing is the fatigue of the poll workers at this point and their inability to comprehend and follow complex instructions. Waiting until the next day might make closing processes smoother.
- Another possibility is to have an alternative staff come in and do closing the next day. Perhaps this could be done in conjunction with the presiding judge and County staff.
- Increase the hands on training for closing instructions and include specific problem sets that PJs will likely see on Election Day.

- Ensure consistency in the use of chain of custody forms. Some VCCs are not including these as part of their process.
- Have a checklist that describes what goes in the ballot boxes.

## **Summary of Key Findings from Voter and Poll Worker Surveys**

### **Poll Worker Survey Findings**

- Poll workers trained for one of five positions: presiding judge, exceptions judge, floater, systems clerk and floor judge. The average age of all workers is 60 years old. About three out of five (62%) poll workers are female, but this varies widely by position, from a low of 49% for female presiding judges to a high of 70% for systems clerks.
- 53% of poll workers identified as white and one-third (31%) of the sample identified as Hispanic. This slightly underrepresents white voters, but represent Hispanic registrants fairly well. Three quarters of poll workers report that at least one person in their VCC was fluent in Spanish and over one in five poll workers report personal fluency in Spanish.
- Three in five (58%) of poll workers self-identify as Democrats, a little over one-quarter (27%) self-identify as Republicans, and roughly one in six (16%) self-identify as decline-to-state (DTS) or some other party. These numbers are within reasonable proximity to BC party registration data though Democrats are a bit over represented, and DTS are a bit under represented.
- When we asked poll workers why they were poll workers, the three statements most poll workers strongly agreed with were (1) “it is my duty as a citizen,” (2) “I am the kind of person who does my share,” and (3) “I wanted to learn about the election process.” These 3 reasons have consistently over time been the major reasons poll workers indicate why they decided to be a poll worker.
- In 2016, we find that the number of poll workers who are working their first election is a little more than one-third (35%), so a large majority (65%) of poll workers have at least one previous election under their belt.
- Almost 87% of poll workers indicate they are either very likely (62%) or somewhat likely (25%) to be a poll worker again.

- Almost all poll workers report that they received training materials at their training session (97%) from the County Clerk. Furthermore, eight in ten poll workers (80%) say they read all or most of the materials before Election Day.
- We find that 65% of poll workers report watching at least one online training video, with presiding and exceptions judges the most likely to report watching one. Almost all poll workers (95%) report learning “A lot” or “Some” from the videos. These data suggest that the videos are valuable learning tools and should be continued or even expanded.
- In 2016, we see that about half (55%) of poll workers strongly agreed that they were confident in their ability to do their job on Election Day. But presiding judges, who are the head of the VCC, report a confidence level significantly lower than other poll workers. Indeed 16% of presiding judges disagreed with this statement either strongly or somewhat. The lower evaluations by presiding judges is a little disturbing and suggests training for these individuals needs to be more carefully examined.
- Training appears to be generally successful. About two-thirds (65%) of poll workers report that they strongly agree that the training was easy to understand and seven out of ten indicate that the training was hands on, not just a lecture (73%). Moreover, very few poll workers indicate they would have liked more training (15%). However, the data also show that poll workers were much less likely to agree that the trainings spent enough time covering election law and procedures (38%) especially among presiding judges (26%) and exceptions judges (27%) where such training is vastly needed. In addition, the training did not appear to prepare poll workers well for handling disabled voters.
- We asked, “Thinking back on your training and your experience on Election Day, how accurate was your training? Three in five (63%) of poll workers indicated it was very accurate. Interestingly presiding judges and exception’s judges, who were trained across all stations had the lowest evaluation, less than half of presiding judges and two in five exception judges indicated that it was very accurate. 10% of presiding judges and 20% of exception judges indicates it was not too or not at all accurate. Of course, presiding judges and exception judges are trained across all positions, which may help to explain the differences. Nevertheless, the data suggest that more work needs to be done to ensure presiding and exception judges have the tools they need for success.
- On a 1 to 10 scale, where 1 is very poor and 10 is excellent, the rating of presiding judges is 8.6. This high number speaks to the positive environment in most vote centers during the 2016 general election. We also see that almost all poll workers were very satisfied (87%) or somewhat satisfied (12%) with their performance as a poll worker.

- 78% of presiding and exception judges reported that all of the poll workers arrived on time.
- Just over one in ten (11%) noted that there was a problem setting up one or more of the ICE voting tabulators.
- At least 95% of poll workers rated the number of voting machines, voting booths, computers and printers as excellent or good. Furthermore, over nine out of ten poll workers rated space to operate the polls, general conditions of the facility and the lighting as excellent or good. We find that 10-20% poll workers rated the polling locations as fair or poor for some of the physical attributes of the vote centers, such as its accessibility for people with disabilities, the temperature, the noise level, the availability of parking at the facility and the layout of the vote center providing good traffic flow for voters. Ranking the lowest in the evaluations was the temperature (81%).
- We find that poll workers report that there were more Democrat (40%) and Republican (29%) watchers than party poll workers' challengers (Democrats 20% and Republicans 20%) at the polling locations. Importantly, poll workers rarely felt intimidated by the watchers or challengers.
- We find that over seven in ten poll workers report that the AskED system worked all day without problems (82%) and that the Internet connection worked all day without problems (89%). More than one fifth of the poll workers (22%) state that there were problems with the ballot printers.
- Poll workers report using the minimum requirement for voter identification 91% of the time, which is a significant increase from 69% in 2014 and 62% in 2012. This is evidence that the County's current training methods on this issue are generally effective.
- The practice of voters simply offering identification has been decreasing since implementation of new training that focuses on training for poll worker position. In 2016, system clerks indicate that two in five (41%) voters offered identification very often down from 56% in 2014.
- There appears to be some misunderstandings on when to ask for photo ID for first time voters. Most new voters do not register at the clerk's office and therefore are required to show an ID at the polls and the polling record should indicate that they are required to look at the voter's ID. System Clerks, however, appear to only ask first time voters for an ID a little more than one-third (37%) of the time. This suggests that this is a potential area of improvement in training –differentiating between when a voter ID is required and when it is not.

- The trend of asking for photo identification has changed over time. When we first asked this question in 2008, about one in seven (17%) of poll workers asked for photo ID very often and another one in seven (17%) asked for photo ID somewhat often. This declined slightly in 2010, but made a steep decline in 2012 when the County changed their training methods. This holds fairly constant with a slight tick up in 2014, but in 2016, we see that the very often category has more than doubled since its low in 2012. The evidence suggests that poll workers are increasingly administering photo ID laws incorrectly.
- For voters who indicate they are BC registrants, about four in five poll workers call the county clerk or issue them a provisional ballot, while about one in five refer them to the PJ/EJ who is in charge of determining their status and providing them with a provisional ballot. One in three voters registered outside of Bernalillo County were either referred back to their own county or asked to leave. One in six were given a provisional ballot, one in seven calls were made to the County Clerk's office and over one in three were referred to the EJ/PJ who decided whether to give them a provisional ballot or send them to their own County. The county should try and create a uniform policy on how to especially handle voters outside the county, given the various ways they are handled
- Over 7 in 10 poll workers report that the ICE tabulators worked all day without problems. Over one out of ten poll workers reported encouraging over voted ballots to be placed in the hand counting bin.
- In general, only about one in ten poll workers indicated there were problems with unreadable ballots, suggesting that for the most part the ballot on demand system was functioning well and printing ballots that were dark enough for the tabulators to read. However, given that this equipment is necessary for a successful election, the fact that it failed 12% of the time is worrisome.
- Nearly one in six poll workers noted that voters used the ICE ATI very or somewhat often. Poll workers report that there were relatively few problems with the ICE ATI machine, but not quite half (43%) of poll workers thought that the voters used the ATI thought it worked well. In addition, very few poll workers encouraged voters who spoiled ballots to use the ICE ATI.
- Nine in ten presiding judges contacted the County Clerk's office. The vast majority of those who contacted the county felt that it was very easy (55%) or somewhat easy (42%) to get ahold of the office. We also found that nearly all presiding judges thought the county was very (76%) or somewhat (22%) responsive.

- We find that less than ten percent (7%) of poll workers had an argument or disagreement with another poll worker (see Table 2.24). Only eight percent of poll workers had an argument or disagreement with a voter. Fortunately, these incidents were fairly uncommon and according to poll workers did not disrupt the normal routine of the VCC (11%).
- We find that over nine out of ten poll workers found the instructions for closing the polls at the end of the day to be very (65%) or somewhat (26%) clear. Similarly, we find that poll workers found the instructions for reconciling the number of voters and ballots to be very (65%) or somewhat (28%) clear.
- We find that 8% of poll workers report that there was a problem shutting the vote tabulator down. This is a huge decrease compared to 2014, when almost three in ten poll workers (29%) had problems closing down the voting machines.

### **Voter Survey Findings**

- In 2016 10% of voters voted by mail, 51% in-person early and 39% voted on Election Day.
- About three in five absentee voters chose this method because of the convenience of voting in their home. Another one-third wanted to avoid lines or vote centers on Election Day. Importantly, virtually no absentee voter chose this method because they did not know where to vote in-person.
- Over 3 in 5 early voters indicated they voted early to avoid lines on Election Day and another two in five indicated they voted early to avoid Election Day political activity or mobilization efforts. About 50% of early voters chose to vote early due to convenience and another 13% voted early because they had to work on Election Day. Nearly 3 in ten voters (29%) of early voters wanted to be done with voting, while 3% had planned to be out of town on election day and therefore could not make it to the polls.
- Almost 8 in 10 in-person voters primarily choose a VCC that is close to their home and over one-third indicate that it is because it is where they voted in the past. About 1 in 10 voters use a voting location near their work or because they drive by the location every day.
- We find that the County Clerk's website is an important resource for voters with almost half of voters (48%) indicating they visited the clerk's website at some point during the election. A huge majority of these voters went to the website to find the location of VCCs, to see a sample ballot, to check voter registration, and to look up hours of operation.

- A little more than one fourth of early voters and about one-fourth of Election Day voters indicated they had no wait when they went to vote.
- Early and Election Day voters indicated a broad range of wait times from no wait time up to 60 minutes. On average, early voters indicated wait time of about 6 minutes, while Election Day voters reported wait time of about 5 minutes.
- About 70% of early voters indicated that the lines at polling locations were not long at all and about 4 in 10 of these voters considered there to be no wait time in line, while more than half of these voters reported a wait time of about 0-5 minutes. Table 3.2 shows the overall distribution of length of line as perceived by voters during early voting.
- About 75% of Election Day voters indicated that the lines at polling locations were not long at all and about 1 in 5 of these voters considered the lines to be not very long. Similar numbers are seen for early voters. Table 3.2 shows the overall distribution of length of line as perceived by voters during Election Day voting.
- 77% of absentee voters indicated it was “very easy,” consistent with what we saw in 2014, and an additional 22% indicated that it was “somewhat easy” to follow the instructions.
- 1% of the voters found the instruction to be somewhat hard, while no voters indicated the instructions were very hard.
- Although they had an easy time with the instructions, more than one-quarter of absentee voters were either somewhat (17.3%) or very (9.1%) concerned that their ballot would not arrive on time to the County Clerk’s office to be counted.
- In 2016, only 11% of absentee voters contacted the county to determine whether their ballot had been received. Voters who were more concerned about their ballot arriving on time were more likely to use this system. However, surprisingly, only about 5% of voters who were very concerned called in to check on their ballot, while 22% of those who were not concerned at all did so.
- About 97% of the voters either strongly agree (75%) or somewhat agree (22.5%) that their privacy was protected.
- Although about 30% of voters did not believe that the privacy sleeve enhanced their overall privacy during the voting process, a large majority (70%) of voters felt that it enhanced their privacy a lot (20%), somewhat (35%), or a little (15%).

- Helpful poll workers were associated with a positive feeling that voter's ballot privacy was protected and that the information on their ballot was secure after voting. Demographics proved to be unrelated to ballot privacy along with voting mode.
- 97.7% percent of voters agreed with the statement that their poll workers were helpful. Only 2.3% of voters disagree with the statement that their poll workers were helpful.
- Almost all (97%) early and Election Day voters indicated that they either "strongly agreed" or "agreed" with the statement that their voting location was "easy to find." This is more than what we saw in 2014 elections when 90% of the people either strongly agreed or somewhat agreed to the statement. There were no differences between men and women, across different education groups, between Hispanics and non-Hispanics, or younger and older voters.
- We asked voters to agree or disagree with the statement, "I had to go far out of my way to vote." We found that 97% of voters disagreed with this statement and 3% agreed with it.
- We asked early and Election Day voter to agree or disagree with the statement, "It was hard to find a place to park" on a four-point scale with "strongly disagree" as the first category and "strongly agree" as the last. We found that 88% of the voters disagreed with the statement while only 12% of the voters agreed.
- Only about 4% of voters used it during early and Election Day voting, while 36% never heard of the app. The usage figures slightly declined since 2014 elections when more voters used the app on Election Day.
- Over 3 in 5 (63%) of voters were very confident and almost 3 in 10 (29%) were somewhat confident that their vote was counted correctly. Thus, over 9 in 10 voters (91%) were very or somewhat confident that their ballot was counted correctly. About 6 in 100 voters (6%) were not too confident and only about 3 in 100 voters were not at all confident (3%).
- As people get further away from the voting process, they become more concerned about its accuracy. For example, 63% of voters are very confident that their vote was counted as intended. Only 54% of voters are very confident in the process at the county level. Only 48% of voters are very confident in the process at the state level. Only 27% of voters are very confident in the process nationwide.

- Our results show that over time voters are becoming more confident in their personal vote and in the county vote, but are becoming less confident in the recording of the votes for the entire state and nation.
- In 2016, we see no significant or substantive differences between different voting modes in terms of voter confidence which is similar to what we saw in 2014 elections. All voters, relatively speaking, had the same average confidence evaluations.
- Over 9 in 10 voters rated their overall voting experience as “excellent (72%) or “good” (25%). About 3 in 100 voters rated their overall voting experience as only “fair” (3%) or “poor” (1%).
- About 1 in 5 voters indicated they were asked for photo identification at the polls. This is consistent with what we saw in 2014. There was no difference between whites and Hispanics in terms of whether or not they were asked for photo-ID.
- Almost three in five voters (59%) thought that protecting voter access was most important and nearly 2 in 5 voters (37%) thought that preventing voter fraud was more important. Over time more voters believe that it is more important to ensure that everyone who is eligible has the right to vote.
- Over 7 in 10 Democrats (77%), compared to over 3 in 10 (32%) Republicans believe that it is more important to ensure that everyone who is eligible has the right to vote. Democrats, over time, have increased their support for access over integrity. Nearly 2 in 3 Republicans (63%), compared to over 2 in 10 (20%) Democrats believe that it is more important to protect the system against fraud. Demographic characteristics such as gender, education, or race/ethnicity did not influence responses to this question.
- When voters were asked to agree or disagree with the following statement, “Photo identification should be required of each voter,” just less than one-half (49%) of voters “strongly agreed,” while 17% “somewhat agreed” with the statement. Thus, slightly less than two-thirds of voters support photo identification.
- We asked, “How often do you carry some kind of government issued identification (for example a driver’s license, passport, or state-issued ID card) with you when you leave home every day?” nearly all voters, 99.1%, indicated that they carried a government ID “all” (94.0%) or “most of the time” (5.1%). Hardly any voters indicated that they carry a government issued ID only “some of the time” (.9%).
- We find that about half of voters think the voter identification law is just right (50%) and about half think it is not strict enough (48%). This is fairly

similar to what we saw in 2014 and 2012, but shows a large change compared to 2010. In 2010, three in five voters (61%) indicated that the New Mexico law was not strict enough and about two in five (38%) indicated it was just right. Republicans (86%) and Independents (55%) are more likely than Democrats (25%) to state that the law is not strict enough.

- Voters support opening the primaries to unaffiliated voters. Over 7 in 10 voters either “strongly agree” (59%) or “agree” (20%) that primary elections should be open to all voters, not just those registered as Democrat or Republican. Eleven percent of voters “somewhat disagree” and 14% of voters “strongly disagree.”
- We asked voters to agree or disagree with the following statement, “Voters should be able to register on Election Day to vote.” The survey results found that less than five in ten (48%) support moving to an EDR system, while a little over half of the voters (52%) do not currently support moving to an EDR system. The results showed an upward trend since 2014 when 55% of the voters disagreed with the statement. Older voters are more likely to support EDR. Partisanship is related to support for EDR. 65% of Democrats support EDR, while 18% of Republicans and 44% of independents do. Demographic characteristics do not seem to influence attitudes toward EDR.
- We asked voters, “Eligible voters should be automatically registered to vote through their state DMV or other state agencies.” The responders provided answers on 4-point Likert scale ranging from “strongly agree” to “strongly disagree.” Over 6 in 10 voters either “strongly agreed” (38.0%) or “somewhat agreed” (27.0%) to the statement, while over 3 in 10 voters either “somewhat disagreed” (17.0%) or “strongly disagreed” (16.0%) to the statement. Demographic characteristics, such as gender, education, and race/ethnicity are not related to support for automatic voter registration, however, age does seem to have a relationship. Older voters are more likely to support automatic voter registration as compared to younger voters. Partisanship is related to support for automatic registration. 79% of Democrats support automatic registration, while 48% of Republicans and 55% of independents do.
- We asked whether voters “strongly agree,” “somewhat agree,” “somewhat disagree,” or “strongly disagree” to, “New Mexico should move to all mail elections.” We found that nearly 2 in 10 voters either “strongly agreed” (5%) or “somewhat agreed” (10%) to the statement, while 8 in 10 either “strongly disagreed” (54%) or “somewhat disagreed” (30%) to the statement. Demographic characteristics do not seem to influence the behavior towards mail elections. Partisanship seems to have a relationship with support for mail elections; 21% of the Democrats support moving towards mail elections, while 8% of the Republicans, and 14% of the Independents do so.

- We asked, “How do you think we should elect the President: should it be the candidate who gets the most votes in all 50 states, or the current electoral college system?” Over 6 in 10 voters (63%) preferred the candidate who gets the most votes in all 50 states, while less than 4 in 10 voters (37%) preferred the current Electoral College system. Interestingly this nearly mirrors the vote for President Trump in New Mexico who received 40% of the vote and it quite a bit lower than in 2014. Partisanship mattered tremendously. Republicans (19%) supported the change less than Democrats (90%) and independents (53%). This is a drastic change, and shows strong party polarization on this issue that we did not see in 2012 or 2014. In 2014, for example, three in five Republicans (63%) supported the change, but a strong majority, and four in five Democrats (80%) supported it, but in 2016 in support increased by 10%. Independents, were apparently unaffected by the election outcome as their support remained constant.
- We asked voters their opinion whether they “strongly agree,” “somewhat agree,” “somewhat disagree,” or “strongly disagree” that, “New Mexico should pass legislation to support the national popular vote initiative, which would give New Mexico’s Presidential electors to the candidate who won the most voters in the nation.” We found that 55% of the voters either strongly agreed or somewhat agreed to the statement, while 45% of the voter either somewhat disagreed or strongly disagreed. Demographic factors, such as age, gender, education, and race/ethnicity did not influence the behavior towards national popular vote initiative. Partisanship matters a lot in determining the behavior towards national popular vote. We found that 85% of the Democrats, 16% of the Republicans, and 40% of the Independents agree with the statement.
- We asked voters to agree or disagree with the following statement, “Eligible voters get mistakenly removed from the voter lists during purges/cleanup.” We found that just over half of the voters (51%) agreed that purges might result in eligible voters getting mistakenly removed from the polls. Nearly half of the voters (49%) disagreed that purges may result in eligible voters getting mistakenly removed from the polls. 59% of Democrats and 43% of independents were more likely to agree that purges may result in qualified voters being removed from the polls, but only 39% of Republicans agree.
- We also inquired about requiring proof of citizenship either at the polls or when registering. This is a very popular measure among the public, with 7 out of 10 voters (72%) agreeing with the statement that, “Proof of citizenship should be required of each voter at the polls,” and the remaining 3 out of 10 (28%) disagreeing. 57% of the Democrats, 83% of the Independents, and 95% of the Republicans support that citizenship proof should be required at the polls.

## **Part 1. Election Observations**

### **1.1. Introduction and Study Background**

We have conducted election monitoring activities in Bernalillo County, New Mexico over the last 6 federal election contests from 2006 to 2016. Election monitoring has a long tradition and, when done systematically, can provide important insights into election implementation. In addition, there are many benefits of an uninterrupted, repeated experience with observing a series of election contests over time in the same county. First, it has provided us with a long term perspective on election administration and its changing nature as new laws or programs are implemented. For example, in 2006, the state moved to a statewide paper ballot system, in 2008 New Mexico passed and implemented a post-election audit law, in 2010 Bernalillo County starting using the AskEd system and transitioned to E-poll books and ballot on demand systems, in 2012 state law provided for the use of Voting Convenience Centers, and in 2014 new paper ballot scanners were purchased by the Secretary of State's office that combined both auto voting and ballot tallying. These changes to our voting system are non-trivial from a management perspective and lead to the need for new training and new administrative policies. Our teams have observed these changes and have the experience, training and knowledge to identify both areas of success and areas in need of improvement. Second, our time in the field has provided us with a unique context for understanding the complexities of implementing changes in election administration, where the values of integrity, security, and access are paramount and sometimes in tension. Third, it has also helped us to understand the changing face of election administration, and the nature of change, progress, and the unintended consequences and benefits of innovation. Fourth, it has created a dynamic and productive relationship with the County and their staff. We learn from their experience and knowledge, then observe election procedures and processes and make recommendations. They respond and make changes, using our insights, systematic examination of voters, poll workers, and on the ground observations as opportunities to improve and/or critique their procedures and methods and the process starts again. Fifth, over time we have developed better methods and measures to understand and communicate our Election Day experience. Sixth, it has provided us with systematic data over time to make comparisons and to provide strong social science evidence for our conclusions. Seventh, each team does multiple voting locations and has the flexibility to return and stay at a location as long as necessary. This provides us with the cross-sectional knowledge to observe differences across the same space in time and across locations, as well as provide a longitudinal perspective to consider how factors differ over time.

Since 2006, Bernalillo County has made tremendous progress in the administering of elections. In particular, there is better and more effective training of poll workers and County staff, and greater consistency across vote centers in terms of treatment of voters, the following of election administration law, voter identification, higher quality of poll worker and voter interactions, and the better use of technology. There has also been innovation to address and solve problems and work to provide for a better and more uniform experience for each voter. The 2016 election was the best administratively run election that we have seen since our observations began in 2006. Indeed, Bernalillo County has become a model county for the nation investing the necessary resources and planning to provide a high quality, efficient and positive experience for the voter and poll worker. Because research shows that the voter poll worker interaction is critical to voter confidence, Bernalillo County has invested its time and management into building an election system that is voter focused, and provides the necessary tools to poll workers so they can effectively do their job.

Therefore, we note that BC is at the forefront of election administration nationally. When we consider not only the progress that has been made in modernizing and professionalizing election administration practices, but also that BC is an innovator, creating efficient, cost-effective, and high integrity elections we recognize the leadership role that BC is playing nationally. As we discussed in our 2014 report, when we compare the best practices for localities from the American Voting Experience: Report and Recommendations of the Presidential Commission on Election Administration, we find that BC has already accomplished many of the goals:

- The report recommends that polling places should be located close to voters with sufficient parking. BC uses a VCC model of election service that requires larger areas to accommodate voters, including larger parking areas.
- The report recommends that polling places should be accessible to voters with disabilities. All VCCs in BC are selected for their accessibility by these types of voters.
- The report recommends that local election officials have a diagram of every polling place and where equipment should be located and what the flow of voters should look like. BC with the move to VCCs has created maps or diagrams to maximize the voter flow in each VCC.
- The report recommends that polling locations employ line walkers to assist voters in line. BC employs greeters who help direct voters to the correct line, provide them with sample materials, and check their registration status.
- The report recommends that voters should have information on line length before they go to the polling place. BC has attempted to employ an APP that provides voters with estimated wait times at VCCs across the County.

- The report recommends that election officials should estimate the time it takes to service voters to provide adequate equipment to meet voter demands. BC models service times for voters to adequately estimate the required amount of equipment.
- The report recommends that jurisdictions use electronic poll books; BC uses electronic poll models as part of the VCC election model.
- The report recommends that election jurisdictions use schools as polling places and that schools should be closed on Election Day. BC has most of its polling locations in schools or suites in large strip malls. BC continues to attempt to negotiate with Albuquerque Public Schools to close schools during off year federal elections.
- The report recommends that states should survey and audit polling places to determine their accessibility. BC has worked closely with the Center for the Study of Voting, Elections and Democracy to have an independent audit or evaluation of the BC election eco-system since 2006.
- The report recommends that jurisdictions provide bilingual poll workers in areas where there are significant number of non-English speaking voters. BC has at least one bilingual poll worker in almost every VCC.
- The report recommends that jurisdictions expand opportunities to vote before Election Day and notes that the best way to resolve line issues is to increase early voting access. BC has expanded voting hours during the early voting period and voters in 2016 voted early at a higher rate than ever before with nearly two-thirds of voters voting early.

In general, this was a well-run election and BC did an excellent job at processing early voting, training poll workers, processing absentee voting, and achieving consistency in the application of administrative law, including voter ID, the design of polling places to allow for a circular flow, professionalization of poll workers, and resolving issues relating to line length through strategic placement of equipment and a new understanding of how long it takes to process voters. BC also increased the number of early voting locations and was able to divert many voters away from Election Day polling stations to early ones, which also helped reduce Election Day lines. While in the past two federal election cycles we saw rather long lines that led to late closings in some VCCs on Election Day, this year we saw virtually no long and uncontrolled line problems at closing. Where there were lines, the lines kept moving and voters moved through them at an amazing speed. Presidential Commission recommendations suggest that no voter should wait in line more than 30 minutes. Based upon our data collection efforts this recommendation was met on Election Day in BC. To continue to meet the high demands of voters in the next election, we encourage BC to continue to exceed the number of early voting

locations required by law, maintain the longer hours for early voting access, and prepare diligently for Election Day rushes.

In this report, we focus on four distinct areas of administration. 1) state election laws that we believe need to be changed for a better election flow and for greater electoral integrity; 2) Poll worker training (2a) In-person poll worker training; 2b) Web based training videos); 3) Operation Challenges during Election Day voting and 4) technology issues that influence local election officials, poll workers and voters. Many of these issues overlap and will be discussed in combination.

As in 2012 and 2014, we observed overall good training and largely high quality and service oriented poll workers in 2016. Broadly speaking, poll workers were professional even under stressful and difficult conditions. We saw largely consistent procedures across VCCs, which is important to bureaucratic fairness and the integrity of the process and is a place where Bernalillo County continues to excel. Nevertheless, a few vote centers had poor quality staff that were not following rules and procedures adequately and we observed a few policies that were administered inconsistently across polling locations. Although this was not the norm, and there was greater overall consistency than we have ever seen before, where appropriate we will note the inconsistencies, how they compare to previous years, and how improvements can be made. We will also discuss any unintended consequences that require adjustments in election administration, vote center layout, and/or training.

In 2016, we observed voting in Voting Convenience Centers (VCC) in 68 of 69 VCCs on Election Day (see Appendix 1.4 for a list of locations we visited on Election Day and see Appendix 1.5 for a list of team members). Two person teams consisted of some combination of faculty, graduate, undergraduate, and high school students that were assigned to observe specific VCCs, and fill out an observation sheet/questionnaire on vote center procedures and activities (see Appendix 1.2 for questionnaire and Appendix 1.1 for tabulation of questionnaire results). In addition, also similar to 2014, team members participated in a joint project with the Massachusetts Institute of Technology (MIT), funded by the Democracy Fund, which examined polling place congestion and voter flow. The purpose of the Polling Process of the Future (PPOTF) research project was:

1. To develop techniques that could be used to gather the relevant data necessary to apply queuing theory tools to polling places.
2. To assess and calibrate the existing polling place tools on the VTP web site (<http://web.mit.edu/vtp/>) against data drawn from actual polling places in actual elections.
3. To provide feedback to the five selected jurisdictions about the implications of the gathered data for the management of polling places in their localities.

Election Day observers were trained in-house and about ½ of the election observation team attended at least 1 poll worker training course and some attended multiple training sessions. There were two training sessions. One focused on the job duties related to the system clerk who authenticates voters and gives them their ballot. The other focused on the job duties of the presiding judge, exceptions judge and floor judge. The presiding judge is the head of the VCC and is responsible for everything that happens in the VCC. The exceptions judge especially, but the presiding judge as well, is responsible for processing irregular voters including provisional voters and in-lieu of voters. Floor judges ensure the integrity of ballot processing and help to keep voters moving through the VCC.

Election observers also watched training videos available on YouTube or on the County's web site (<http://www.berncounty.gov/Poll-Worker-Training-Videos/>) to familiarize themselves with the equipment, and procedures. Training provided team members with firsthand knowledge of the laws, rules, and administrative processes related to this year's election process and provided insight into the instruction provided to poll workers, which allows for a better overall understanding of what should be occurring during the election. It also provided an introduction to the new voting equipment; though first employed in 2014, many voters and new poll workers were still unfamiliar with it. Bernalillo County uses the Robis AskED ballot on demand system to print ballots and the Dominion Imagecast Evolution (ICE) tabulator to both count paper votes and serve as an automatic vote system for handicapped or language impaired voters.

This part of our report should be read as one component of this systematic analysis of the election process. The Election Observation Report has 5 sections:

- Part 1 describes the background to the study.
- Part 2 discusses the methodology behind the election observation and monitoring process in general.
- Part 3 is an examination of pre-election preparations (e.g., training) and polling place setup.
- Part 4 discusses the observations and systematic data related to Election Day Voting Convenience Centers.
- Finally, in part 5, there is a set of appendices detailing the voting locations the observation teams visited, the names of observation team members, copies of the forms we filled out in each vote center, and the frequency report from those forms based upon our Election Day observations.

## **1.2. Election Observation Methodology**

This is the sixth consecutive federal general election that we have monitored in Bernalillo County, New Mexico.<sup>8</sup> Each time, we have refined and improved our methods so that we can provide better and more complete observation reports to local election administrators. In each election, the former Bernalillo County Clerk and current Secretary of State, Maggie Toulouse Oliver, provided our research teams with independent and unfettered access to polling locations. The research teams were allowed to monitor and observe polling place operations for as long as team members deemed necessary and to return to polling places multiple times over the course of the day. Thus, the research teams had freedom of mobility and no restrictions on their activities, other than following good rules of behavior and not interfering with the election process in any way. Such behavior is consistent with US and NM government standards of performance auditing and we are extremely grateful to the Bernalillo County Clerk and her staff, especially Roman Montoya and Rebecca Martinez, for their complete support and cooperation.<sup>9</sup> Our on-going work with a team of dedicated professionals has created a healthy and productive working relationship over time that has enhanced the quality of election administration and improved voter confidence in the election processes.

Our methodology is similar over time, although we have refined our approach and the observation questionnaire has evolved to be responsive to new election administration policies, innovations and challenges. Because of similarities across years in observation techniques, we have the comparability that lets the researchers assess both the current election administration performance, and how procedural, administrative, and legal changes have affected the performance of the electoral ecosystem in 2016. In addition, it allows us to examine how increased familiarity with the paper ballot system, implemented statewide in 2006, and innovations such as voting convenience centers, implemented first in 2012, have changed the quality of the election experience for the voter.

Policy changes just prior to the 2006 election included the adoption of optical scan voting for all counties, statewide. This provides for a paper ballot trail that can be audited and creates specific administrative demands on the election process. This voting technology requires a voter to fill in a circle or “bubble” next to the name of a candidate on a paper ballot as a means of marking their vote choice and then inserting the ballot in an on-site tabulator. Absentee mail-in ballots are identical to the ballots used for in-person voting, except that absentee ballots are tabulated at a central location. In 2016 the Bernalillo County ballot was somewhat long, a sample ballot can be found in Appendix 1.6.

Bernalillo County tabulates absentee ballots using the Dominion Imagecast Central (ICC) system that can process up to 130 votes per minute. For voters casting ballots

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<sup>8</sup> This includes 2006, 2008, 2010, 2012, and 2014. We also monitored two City of Albuquerque Elections in 2009 and 2011. These reports can be found at: <http://polisci.unm.edu/c-sved/papers-and-projects.html>.

<sup>9</sup> See Alvarez, Atkeson and Hall, 2013, *Evaluating Elections: A Handbook of Methods and Standards*, Cambridge University Press.

in a VCC either during Early Voting or on Election Day, ballots are tabulated on location using the Dominion ImageCast Evolution (ICE) machine. The ICE machine offers both a vote tabulator and assisted ballot marking in one device. Thus, voters with special needs can use the controller or headphones and puffer device to cast a ballot independently. These ballots are marked by the ICE machine and then can be first examined by the voter or immediately scanned upon completion.

In 2012 the County first implemented a vote center model and continued with this model in the 2014 and 2016 general elections. Vote centers are an alternative to precinct based voting that provide the opportunity for voters to vote at any location; thus providing more choices with fewer locations. Prior to 2012 Bernalillo County used a traditional precinct model that resulted in 423 precincts in 161 unique locations. The vote center based election model created greater efficiency with a mere 69 unique vote centers that can serve every eligible elector. Centralizing the process into a smaller number of voting locations presents certain challenges. Primarily it necessitates securing larger buildings to accommodate increased voter activity and a larger number of poll workers at each site to facilitate the processing of more voters. However, there are also a number of benefits. In particular, VCCs reduce the overall costs of the election. In addition, in the aggregate the process decreases the overall number of poll workers needed to run the election because of fewer locations. Fewer poll workers potentially result in better-trained and higher quality poll workers. Finally, decreasing the number of voting locations provides the opportunity for more administrative oversight by county employees, local election officials, and AskEd representatives who assist with opening and closing issues and issues related to the e-poll book.

In 2016, we had 16 2-person teams or 32 observers in the field on Election Day (See Appendix 1.4 for a list of election observers). Observers consisted mostly of graduate students, undergraduate students, high school students, and one middle school student, and two faculty members from the University of New Mexico.

Election Day monitoring teams arrived at their first VCC at 6:00 AM (when the poll workers are required to arrive) to prepare for opening of the polls at 7:00 AM and watched closing procedures or voting activities until closing operations were completed or until 10:00 PM, whichever was shorter. Teams visited between 4 and 5 VCCs over the course of Election Day. Election Day monitoring teams visited 68 out of 69 VCCs.<sup>10</sup> (See Appendix 1.3 for a list of VCCs and the teams that observed them).

All election observers were trained. Training took place in two ways. First, observers were required to attend an election monitoring training session offered by the Principal Investigator that covered the rules on observing elections as well as the data collection requirements. Most observers also attended a minimum of one

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<sup>10</sup> We did not observe the Desiderio VCC on Election Day because of time resources, the location is easily over an hour away from any other location.

poll worker training class either for system clerks or for presiding, exception and floor judges.

Observers collected a variety of data. Data were collected via structured forms. Observation forms used for the 2016 study were updated based upon our previous experiences and on changes in election law, procedures, management, and technology. Observation forms allow us a more systematic and standardized look at VCC activity across all the locations we visited. These forms, along with a frequency of answers to each question, are located in Appendix 1.1 and 1.2 and we refer to them throughout this section of the report. There are four operational components of our research design that allow us to create more comparability across our observation teams and systematically study Election Day operations:

- (1) First, most observation team members attended poll worker training classes so that they would be knowledgeable about the rules and procedures for precinct opening, closing, and general operations. This proved to be very helpful in recognizing common procedural problems and areas where improvement could be made.
- (2) Second, a subset of the election monitors reviewed all of the videos that were made available to poll workers to assist them with their training. These monitors also reviewed information about the new Dominion ICE machines to familiarize themselves with the nuts and bolts and overall ability of the tabulators.
- (3) Third, each team completed an observation form for each VCC visited and special observation forms were developed specifically for observing polling place opening and closing operations (the forms are reproduced in Appendix 1.2). This allowed for systematic comparability of specific Election Day VCC across teams. For example, every observation team had to report for each polling place whether certain procedures were being followed, such as the correct application of voter identification laws, and report on several aspects of the polling place's physical quality (e.g. ADA compliance, adequate parking, lighting, space for voting booths, etc.) The frequency reports produced from these forms are in Appendix 1.1.
- (4a) Fourth, to examine voter processing and line length monitoring, team were assigned multiple data-gathering tasks. First, the team recorded the polling place's physical layout with a sketch.
- (4b) One team member kept track of the number of people arriving at the precinct to vote, recording their observations in 10-minute intervals. They also recorded the number of people waiting in the check-in line at the end of each 10-minute interval, and the number of people who left the check-in line without checking-in (i.e., they got tired of waiting and left without voting), which we call balking.

- (4c) The remaining team member observed voters as they went about the act of voting, making recordings that allow us to calculate the following task (or service) times:
  - *Check-in:* the amount of time spent at the check-in counter, from the moment the voter arrived at the table to the moment the voter left with a ballot to vote.
  - *Marking the ballot:* the amount of time spent marking the ballot, from the moment the voter occupied a voting booth to the moment the voter left the booth to scan the ballot.
  - *Scanning:* the amount of time necessary to scan the ballot, from the moment the voter initiated contact with the machine presiding or floor judge to hand in the voter permit, to the moment the voter finished placing their ballot in the Dominion ICE Scanner and it made a sound (ding) indicating the ballot had been scanned and counted.
- Fifth, most team members wrote a 1-3-page Election Day report describing his or her experiences. These reports provided us with a detailed account and record of each observer's experience and helped us determine consistent problems or particular successes. We draw from these anecdotes to highlight key problems or experiences of importance.
- Sixth, most of the observation teams attended a post-election debriefing so that the researchers could compare experiences across the observation teams on areas of strengths and weaknesses while everyone had these thoughts fresh in their minds.

Because of changes in New Mexico law, [NM Stat § 1-1-3.2, which states](#), “a person registered with the United States Department of State as an international election observer or a person registered with the New Mexico Secretary of State who is an academic engaged in research on elections and the election process...” we were required to register as academic election observers with the New Mexico Secretary of State. The Secretary of State provided us with a form and we wrote a letter identifying all of the students and faculty involved in the project. A copy of the form is located in Appendix 1.5 –need to include still.

Many of those involved in the election observation study had considerable previous experience studying and observing elections in several states, including New Mexico. All of the observers were academics or students making them independent of the political parties and candidates. Team members were mostly recruited from the Political Science Department at the University of New Mexico. Teams consisted of 2 members. Several observers study elections and campaigns and many of them were very knowledgeable about New Mexico elections and politics. A number of graduate students had worked with us previously and thus had intimate knowledge

of New Mexico's election administration from previous elections and other projects.<sup>11</sup>

Prior to the election, observers were given briefing materials on the purpose of the study, some details on New Mexico election law, including voter identification rules, and state rules on election observation and monitoring. Teams also had Election Day forms, maps of the area, Voting Convenience Center lists, and contact phone lists for the team leader (Professor Lonna Atkeson), her graduate assistant (Jacob Altik), and the Deputy County Clerk (Roman Montoya).

Working in close consultation with the team leader and her assistant, each team of observers was assigned a specific set of VCCs to observe on Election Day with the goal of monitoring all but one Election Day VCC. Each team was given 5 VCCs to monitor. VCCs were located all around the county and in a variety of locations including community centers, public schools, strip malls, government buildings, and office parks. Teams were situated to make distance travel time between VCCs as short as possible.

On Election Day, the observation process consisted of the following three stages, followed by the data entry and debriefing stages:

- First, observers arrived at one of their assigned polling places at 6:00 AM, the same time as the poll workers and well before the opening of polls, to study the VCC setup process and complete a special opening form that asked questions specific to the opening process.
- Second, observers engaged in observing line activity for 1 full hour after which election monitors could fill out the observation forms about poll workers and polling place attributes.
- Third, observation teams went to other VCCs throughout the data collecting and recording the required data and generally observing the election process. Observation teams went to their last location at least an hour before closing (6:00 PM) and stayed until closing was complete or until 10:00 PM, whichever was shorter, to observe closing.
- Fourth, observers entered their observational form data into an Internet survey and then turned over any remaining materials to team leaders.
- Fifth, observers attended a debriefing.

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<sup>11</sup> See, for example, Atkeson, Lonna Rae, Charles Stewart, Alex Adams and Julia Hellwege. "The 2014 Bernalillo County Election Administration Report," available at: <http://www.unm.edu/~atkeson/newmexico.html>.

## **1.3 Pre-Election Preparation: Poll Worker Training and Polling Place Setup**

Pre-election training of election workers and the initial set up of polling places are important to setting the stage for an effective Election Day experience for voters. Academic research has shown that the quality of the voter-poll worker experience plays an important role in shaping voter confidence.<sup>12</sup> This confidence comes from the interaction between voters and poll workers. When voters have a good experience, they are more confident, when their experiences are poor they are less confident. Therefore, election training is critical because it leads to a better functioning polling location, which results in a better election experience for voters, and boosts their confidence that their vote was counted correctly.

### **1.3.1 In-Person Poll Worker Training**

In 2012, Bernalillo County completely revamped their training process to better accommodate the needs of voters in high throughput VCCs. The training has been modified in both 2014 and 2016 to accommodate new machines, new laws, and lessons learned from previous cycles. When the County changed to VCCs they also designed specific poll worker positions, this means that each poll worker is hired for a particular position, increasing expertise and efficiency within the polling place. With fewer poll workers, and specified poll worker positions, better training could be developed and employed. In addition, Bernalillo County adopted training methods that groups training based upon job title. System clerks and student system clerks were in one training and presiding judge, exceptions judge and floor judge were in the other training. Within the judge training, there were breakout sessions for the different groups with floor judges being given extended time on how to operate and observe the vote tabulators. Training times were about ½ a day. This was a change from 2012 where there was less overlap between position which led to poll workers being aware of only one part of the process, but not how the processes fit together. The new combined training and revised positions allowed

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<sup>12</sup> See Lonna Rae Atkeson and Kyle L. Saunders. 2007, "Voter Confidence: A Local Matter?" *PS: Political Science & Politics* 40(October):655-660. Also see Thad E. Hall, J. Quin Monson, and Kelly D. Patterson. 2007. "Poll Workers and the Vitality of Democracy: An Early Assessment." *PS: Political Science and Society*, 647-654; Atkeson, Lonna Rae. 2014. "Voter Confidence Ten Years after Bush V. Gore," in *Ten Years after Bush V. Gore*, edited by R. Michael Alvarez and Bernard Grofman, Cambridge University Press.

for more shared knowledge between the PJ, the EJ and the FJ and more opportunity for assistance across these positions. We thought this worked very well and suggest continuing this training strategy.

The Clerk's staff devised a screening test that prospective appointees were required to take. It was a simple timed and observed exercise using the vendor's software to search for voters. The test was used to measure computer proficiency (e.g., locating the power button, use of mouse, etc.) and the ability to follow a simple set of instructions, such as conducting a basic voter search and selecting the correct voter. Observers completed a scoring sheet and then the hiring team assigned the individual accordingly. The presiding judge (PJ) is head of the VCC and responsible for the smooth running of the polling place. The PJ is also, along with the exceptions judge, in charge of processing provisional voters, keeping track of in-lieu of ballots, and spoiling ballots. Presiding and exceptions judges were trained in all critical areas to run the VCC. The systems clerks were responsible for checking in voters using the AskED system and printing ballots. The floor judge was responsible for greeting the voters and directing them toward the appropriate station. We also saw floor judges working the tabulator station and assisting voters in completing their voting transactions. Floor judges had no training on using the computers, printing ballots or processing provisional voters, as their primary job was managing the flow of traffic and assisting voters. The floor judge was responsible for the operations of the Dominion ICE tabulators and was responsible for removing the chip that summarized the vote totals and taking it to a central location on Election Day. In many locations, high school student workers were used as student system clerks. High school students were not given positions as floor judge, exception judge or presiding judge.

In general, training poll workers for their specific jobs and duties was much more effective and efficient than previous training methods that focused on the overall process. The breakout sessions were helpful and gave small groups the opportunity to work with the instructor on specific tasks such as: how to close, how to hand count ballots, how to open/close the tabulators, how to process a spoiled ballot. We heard numerous comments from experienced poll workers about improvement in training when we attended training sessions. The trainers were excellent. They were clear, knew the material well, and kept the audience on-task and kept the tone up beat to maintain energy and focus. By focusing on individual duties and expectations, poll workers learned the specific tasks for which they would be responsible.

The training facility was located in the Bernalillo County Voting Warehouse and was set up so that poll workers could get hands on, experiential training on the equipment and software they would be using along with the forms, bags, and other materials necessary for having an election. This allowed for more scenario-based training, where election workers are presented with various problems that may occur on Election Day and then discuss how to address them. It also allowed workers the opportunity to work with the computers, the printer, the voting

machines, or forms they would encounter throughout the voting process, providing for more hands on or situational education and more opportunity for the poll workers to feel comfortable with their specific tasks and responsibilities. Placing training in a simulated VCC environment was smart and was a key factor to the consistency in procedures across VCCs and to the generally high quality of the poll workers in the 2016 election. Overall, the process was functional, efficient, and effective. Poll workers were better equipped to handle their specific job duties and focused on performing that job well.

That being said, the training was very quick. Having been through many elections we felt comfortable with the speed, but we were more concerned for poll workers with little or no experience. We went to training for early voting and so we were paired with many poll workers who had been through the training before and were experienced poll workers, which may have been one factor in why ours moved so quickly. It may be important, however, to create classes that are divided based upon experience. New or fairly new poll workers could be trained together allowing more time for hands on experience and questions.

The training also used a very nicely put together training booklet (the *Bernalillo County 2016 General Election Poll Official Training Manual*), which poll workers could keep and review. The booklet was well organized, but very busy and dense. For example, page 19 covers five topics 1) Banker's Box, 2) Lanyards, 3) Recipe Cards 4) Language Assistance Lanyards and 5) the Blue Supply Bin, which seems a bit overwhelming to the reader. It might be helpful to have a slightly longer booklet with fewer topics per page for readability.

### **In-person Training Recommendations**

Recommendation 1: The new hands on training allows poll workers to work with the equipment at least once, usually several more times before Election Day. However, the point of the exercise is to go through a situation problem free. It may be useful to embed common problems, such as paper jams, into the exercise. If poll workers have a better idea how equipment fails as well as how it works they may be better able to handle equipment breakdowns in the VCC. Similarly, common problems in the AskEd system could be reviewed as part of training.

Recommendation 2: Because some poll workers are new and some are experienced it might be valuable to have more extended classes for new poll workers and go over training materials and equipment more slowly.

Recommendation 3: We recommend revising the training manual to focus on fewer items per page to make it more readable.

Recommendation 4: We also thought that the section on provisional balloting was a bit confusing. On page 59, the section on provisional ballots, it is highlighting that poll workers should not allow provisional ballots to go through the tabulator, but the example pictures show photos of the regular voters application card and permit that say "precinct"

on them. Similarly, in the box that discusses the code channel, it notes but does not show a ballot with a red dot on the code channels.

Recommendation 5: We thought it was an excellent idea to include a section on election law in the training manual. Poll workers have consistently reported that they feel under trained when it comes to election law. However, in our training class we did not review any of the material. It may be worthwhile to consider which statutes are the most important and review those in training.

### **1.3.2 Poll Worker Training Videos**

This year and in 2014, in addition to in-person training, Bernalillo County provided poll workers the opportunity to extend or reinforce their training with short online videos. These videos are a great supplement to the in-person training described above. However, the training videos were not really discussed in training and were not emphasized or integrated into the training. The videos, however, do provide more information in a scenario-based environment that poll workers can observe in the comfort of their home on an ad hoc basis, and therefore it may be useful to give them greater emphasis in training.

We watched all of the online poll worker training videos. These included:

- Dominion ICE Tabulator –Basic Information
- Dominion Ice Tabulators – Longer Version
- Opening Polls for Early Voting and Election Day
- Closing the Polls for Early Voting
- Closing the Polls on Election Day
- Preventing Illegal Electioneering and Campaigning
- Issuing Provisional Ballots
- Issuing in Lieu of Absentee Ballots
- Assisting Voters with Disabilities
- Routine Voter Transactions

We did not see any substantive changes to the videos and so are recommendations are similar to those we made in 2014.

## **Online Training Recommendations**

Recommendation 1: Because we believe that the videos should simulate the election experience as much as possible we found the presence of the police officer carrying a weapon a little off-putting in the video, “Preventing Illegal Electioneering and Campaigning.” The video begins by discussing the laws associated with electioneering outside of the polling place and conveys to the poll worker that they must be responsible for enforcing this law. The voice over says, “If you’re not sure about the particular location of the sign please measure the distance.” Then it shows a police officer in full uniform including his weapon measuring the distance to a sign. This conveyed to us the impression that a poll worker might want to obtain the assistance of a police officer in handling these issues, which should not be the case. In addition, we felt it suggested that police officers in full uniform might be acting as poll workers, which also should not be the case. We recommend reworking this video accordingly.

Recommendation 2: In the videos entitled, “Routine Transactions with Voters,” the voter was not provided a privacy sleeve. In the “Issuing In-Lieu of Absentee Ballots,” and “Issuing Provisional Ballots,” video the voter was provided a privacy sleeve. We suggest being consistent and showing both regular and irregular voters with privacy sleeves.

Recommendation 3: In the video entitled “Closing the Polls on Election Day” we were confused whether the person at the end of the line was a poll worker or voter. We suggest making this clear.

Recommendation 4: The Dominion ICE tabulator video, which I believe was not created by the county but made by Dominion, is a bit annoying. The European accent of the voice over made him sometimes difficult to understand. In addition, the very loud techno-pop music that is in the background is very annoying. The Dominion videos are two of the longest videos (about 7.5 and 11 minutes) and these aspects make them more difficult to watch.

### **1.3.3 General Polling Place Issues and Staffing**

VCCs were located primarily in public schools, but also in strip malls, shopping plazas, community centers, pavilions, senior centers, etc. VCCs vary in size and shape by location, which can make it difficult to design an adequate polling place that moves voters through the process smoothly and efficiently. In presidential election years, public schools close, In the former precinct-based voting system, poll workers were largely left to their own devices in terms of setting up a polling place. This led to an inefficient system that often reduced the privacy of the voter, especially for those voters who voted on the automated system. With the change to

VCCs, and the resulting much lower number of voting locations, the County was able to use staff time to design each VCC to create a circular flow to the voting process. This continues to be a huge improvement. The County's decision to locate VCCs in large buildings and provide plans for equipment placement has made for a much better, logical, and more private voting experience for voters.

We observed 68 out of 69 VCC and 93% of them had a circular flow. Those areas that did not were largely prohibited from such a design because of a long and narrow building. These included Tijeras City Hall, Daskalo, McKinley Middle School, Taylor Middle School and Chapparel Elementary. Nevertheless, even in these areas that did not have a circular feel to it, the voter flow was good given the conditions.

We noticed a problem of both voter and poll worker fatigue over the course of the day. Moreover, some voters have disabilities or are senior citizens who cannot stand without discomfort for a long time. In nearly all of the places we visited there was very limited seating for voters. Increasing the number of chairs that can be used at the voting booth or in line would be very helpful. Also, providing seating opportunities for watchers and challengers would also help to maintain order at each VCC.

In addition, in many locations the machine presiding judge did not have any chair to sit in. A chair should be designated for the machine judge. It is a very long day to stay standing for all of it.

Since 2012 the County has used banners to help identify polling locations as well as the more traditional "vote here" signs. The banners, in particular, were a good innovation and we recommend their continued use. Banners help to separate a voting location from an abundance of candidate signage making it easier for a voter to identify the site. County employees should consider carefully where to put a banner so that is easily recognizable and does not just become one of many campaign signs that reduce its efficacy. Over 9 in 10 (95%) of VCC had visible signs from the street, but only 78% of VCCs had signs large enough to identify them. Places that had signage, but it was difficult to see included Bellehaven Elementary, Chaparral Elementary, Duranes Elementary, Eisenhower Middle School, Four Hills, Humphrey Elementary School, Los Altos Plaza, Los Ranchos Villa, Manzano Mesa Elementary, Raymond G. Sanchez Community Center, Taylor Middle School, Raymond G. Sanchez Community Center, Taylor Middle School, Tijeras City Hall, Van Buren Middle School and West Bluff Center.

However, even when we were able to find a voting location from good signage, sometimes there were problems locating the physical space within the building or property of the VCC. This was true in large high schools where sometimes the parking lot was quite a long distance from the voting location. We found about 90% of VCCs were either very or somewhat easy to locate. The places that were more difficult to find the voting location inside the building were A. Montoya Elementary School, Albuquerque High School, Chaparral Elementary School, Cibola High School,

Eldorado High School, Hayes Middle School, the University of New Mexico and West Mesa High School.

Nine in 10 of VCCs are easy to locate. However, a few are more difficult and might need additional signage. These include: Duranes Elementary School, Hubert Humphrey Elementary School, La Cueva High School, Los Altos Plaza, Maddison Middle School, McKinley Middle School, Rio Grande High School, Taylor Middle School. In general, the larger schools, especially high schools and middle schools, have many buildings associated with them and sometimes multiple parking lots. This makes locating the correct building on campus sometimes very difficult, especially when it is dark –in the early morning hours and then again in the evening. Multiple signs from the parking lots can help to remedy this problem. 5 locations were somewhat hard to find once election observers parked their car. These include: Madison Middle School, Sandia High School, The University of New Mexico, and Washington Middle School. We suggest increasing the amount of signage in these locations.

One of the more difficult issues potentially is parking. While some voting locations have a lot of parking available others do not. We found that just over 8 in 10 (83%) voting locations had adequate parking, and that locations that were in strip malls or were in community centers had more difficult parking lots. These include: 98<sup>th</sup> and Central, A Montoya Elementary, Adobe Acres Elementary, Bernalillo Visitors and Cultural Center, Daskalo, Del Norte High School, Mountain View Community Center, Petroglyph Plaza, Raymond G. Sanchez Community Center, Sun Country Plaza, the University of New Mexico, and Truman Middle School.

There is also important signage located inside the voting location. These include signs such as the “Voter Bill of Rights,” the “Voter Ballot Marking Sign” and the “Voter Identification Poster.” Over several reports we have recommended combining much of the signage into one poster and placing it in a place where they would be clearly visible to voters. This election the county took our advice, combined multiple signs and placed them in the voter line so that voters could easily read and consider them before they reached they check-in station. This was an excellent change and one we recommend the County continues.

One on-going problem for voters, especially when there is a long ballot, is the ballot booths. Ballot booths are too high for sitting down at and too low for many people to stand at. We saw many voters’ backs start to hurt and fatigue setting in because of the height of the voting booths.

We visited a couple of early locations and general election locations where multiple family members worked at the same location. While we realize this has some added benefit for families because they come to and leave work together, we do not think it is a good idea to have multiple family members work in the same location. We note that we were contacted in several instances about problems in polling places independently and a couple of these involved husband-wife teams. Family teams create unnecessary in-groups and out-groups within a VCC and when problems

occur can create more problems because family members have social pressure to support and protect their family members. To resolve any of these potential problems, we recommend having family members work in different locations.

Finally, poll workers are supposed to dress professionally and this is covered in training. In general, our staff found that nearly all of the poll workers (95%) were well dressed.

## **Polling Place set up and Staffing Recommendations**

Recommendation 1: Continue the use of designing polling places for poll workers.

Recommendation 2: Try to replace VCCs that cannot accommodate a circular flow with alternatives that can.

Recommendation 3: Continue the use of large banners to help identify polling locations. Keep the signage for polling place locations as far away from candidate signage as possible. These definitely help voters find the VCC. Pay particular attention to large areas such as high schools that may have multiple entry points and ensure signage is visible from all of the adjacent streets.

Recommendation 4: Polling places that are located in difficult-to-find locations inside a large complex, such as a high school, should have additional signage to help identify them. Poll workers should have clear and possibly site specific instructions about where to put signage outside of the polling place. Poll workers should be instructed to periodically check the signs to make sure that they are still present throughout Election Day, and that they are accurately placed in a visible location. This might be a good job duty for a greeter.

Recommendation 5: We recommend the continued use of the combined sign placed near the front of the check-in line at the polling location. This was a fantastic change and provided the necessary information to voters in a location where they would likely read it.

Recommendation 6: The voter ballot marking poster should be placed near the voting booths where people vote. One of these should be placed in the provisional voting area as well since that is separated from the regular voting area.

Recommendation 7: More chairs should be available for voters, watchers, challengers, and poll workers.

Recommendation 8: Replace ballot booths with ones that are better for either standing or sitting.

Recommendation 9: Allow nice jeans to be worn as professional dress for the poll workers, continue to discourage t-shirts and sweatshirts.

Recommendation 10: Do not allow family members to work in the same VCC.

Recommendation 11: In midterm elections, APS should close the schools to facilitate Election Day voting.

### **1.3.4 Election Day Voting**

We visited 68 out of 69 VCCs on Election Day and a few early voting locations to test our methodology. Overall, we were very impressed with the changes that we saw. In particular, the early voting sites seemed very well run. The fact that the poll workers are present for a longer period of time allows kinks to be worked out and allows County staff to interact with poll workers more frequently to solve problems and to continue to teach them about the election process.

In 2014, there was a low supply of poll workers, but in 2016 this was not the case and every VCC we visited had ample numbers of poll workers.

One benefit from the VCC model is that we continue to generally see greater consistency in the administrative process than in the precinct model. This speaks to the higher quality training being done and better oversight and management. Nevertheless, we still observed a few locations with problems we have seen before, as well as some new problems due to changes and unintended consequences. We highlight these below.

### **1.3.5 Opening Procedures**

In general, opening procedures went fairly well in the 15 locations we examined. There were two places, Valley High School and Bellhaven Elementary, where the presiding judge was a few minutes late, but this did not lead to any problems in opening, and nearly half of polling locations had at least some of their poll workers arriving late, which also did not affect opening. However, half of the poll workers arriving late to opening seems quite high. Given that the county now pre-sets up the polling place, there is actually very little for many of the poll workers to do. The PJ and the MJ have the most to do, especially the MJ, who runs the zero tape on all of the vote tabulators. Given that many of the poll workers have very little to do, it may be reasonable to suggest that only certain staff arrive at 6, like the MJ and PJ, but that others, like the greeter and check-in clerks not arrive until 6:30 AM.

We also note that at Albuquerque High the poll workers were on time, but the janitor did not have the right key to open the door and that took some time to rectify. This seems to happen almost every election in at least a few locations. Perhaps checking with the school in advance to ensure that the janitor on duty in

the early AM has a key to access the appropriate room would resolve this problem. Importantly, in the case we observed, it did not affect their start time. They were able to accomplish everything before 7:00 AM. Of course, when a presiding judge does not arrive, it is always hard on the other poll workers who usually do not know what to do in this situation, which was the case at Valley High School. Given that polling places have both an exception judge and a presiding judge, and more of an established hierarchy than before it might be worthwhile to designate the exceptions judge as the presiding judge when the presiding judge is not available. Thus, establishing a hierarchy of authority and everyone knows who is in charge to get things moving and contact the County regarding problems.

There are always supply problems on Election Day, but we found that this time there were several items that over the course of the day led to administration problems. First, we visited quite a number of locations that did not have enough privacy sleeves. This was a consistent problem. In one VCC, that was in a large gym they set up a system for the greeter to run between the vote tabulators and the check-in area to get as many privacy sleeves back to the station as possible. In one location, we saw poll workers waiting to finish check-in because of a lack of privacy sleeves. If there are not enough privacy sleeves, it is probably better for voters to keep moving through the line than to stop the line because there are not enough of privacy sleeves. We suggest adding this to the training.

In general, opening procedures went smoothly. The zero tapes, for example, were printed and signed in all of the openings we observed. There were also no problems setting up the printers and connecting to the Internet. However, we did observe a couple of problems. First, we found that about 86% of vote tabulators were checked to determine if the ballot bins were empty, but that in 7% of them none of them were checked and in another 7% only some of them were examined.

We also observed a couple of VCCs where the systems clerks had trouble locating their passwords. In one case, they resolved this by calling the County Clerk hotline, which was a quick fix in this case. In the other case, the poll worker recalled their location and once they retrieved the passwords they were able to login quickly.

Finally, and we think this is significant because it happened at more than one location, an apparent power surge caused the vote tabulators to go down and they had to be rebooted. In one case, this happened after the zero tape process had been started and it had to be redone. We are not sure what the cause of this problem was, but it created serious concerns to some of the poll workers and to the challenger present. Given this occurred in multiple locations, some discussion of training of this would be helpful and perhaps a better understanding of why this is happening could be identified so that measures could be taken to reduce its incidence in the future.

## **Opening Procedures Recommendations**

Recommendation 1: A second poll worker, perhaps the exceptions judge, needs to be designated as the poll worker in charge when the presiding judge does not show up on time. The designated second-in-command poll worker needs to be provided with instructions on what to do if the presiding judge does not show up on time. They need to be provided with the central location phone number to report the problem so that the presiding judge can be contacted to determine the nature of the problem and whether the county needs to find a replacement.

Recommendation 2: Consider whether all of the poll workers need to arrive at 6:00 AM to fulfill their duties. Some stations, like EJ, systems clerk and greeter have little or nothing to do and may not need to come in until 6:30.

Recommendation 3: A checklist should be created for the presiding judge so that he or she can check off that each VCC has all necessary supplies before they open polls. This should be the first step when opening the polls. Any supplies not delivered should be called in to county officials immediately, so that they can arrive as soon as possible. This should include a set amount of permit and ballot paper as well.

Recommendation 4: The County should provide a larger number of privacy sleeves for voter ballots. If privacy sleeves are not available to voters, voting should continue anyway. Poll workers should be trained to allow voters to vote without a privacy sleeve in these circumstances.

Recommendation 5: Be sure to cover why it is important to check the vote tabulators for ballots before opening on Election Day. Machines that were used for early voting or previous elections could have accidental ballots in these locations.

Recommendation 6: Discover why the vote tabulators are having problems with power surges during opening and rectify the problem with new instructions.

### **1.3.6 Line Length and Times**

Compared to the precinct-based model of election administration used in previous elections, the VCC model means that most locations were continuously busy to one degree or another. Some VCCs were very busy with long lines, and some were not so busy with relatively short lines. In previous elections, we found that wait times in some locations were longer than half an hour. However, in this election, even where there were lines, such as at the University of New Mexico, they moved quickly and voters voted in less than 30 minutes.

One factor that helped in this election to keep lines short was the fact that many voters chose to vote early, reducing pressure on Election Day facilities. In 2016, we saw a huge increase in early voting. Fully 66% of voters voted early, only 23.7% voted on Election Day, and 10.3% voted by mail. This strategy of moving voters to early voting was outlined in the Presidential Commission's Report.

**Table 1.1 Percentage of Voters Choosing Different Voting Modes in Bernalillo County Over Time**

Year	Absentee Voters	Early Voters	Election Day Voters
2004	23.1	31.0	45.9
2006	25.1	21.0	53.9
2008	26.7	44.2	29.0
2010	18.5	39.6	41.8
2012	14.2	54.7	31.1
2014	14.7	48.8	36.5
2016	10.3	66.0	23.7

In addition, the County Clerk increased the number of check-in stations in many high volume locations like the University of New Mexico. We noted that in our previous cycle report that this was the primary point at which voters backed up and lines slowed. Increasing the number of system clerks, therefore, was an important policy change to help keep lines moving and under the 30-minute presidential recommendation window.

### **Long Lines Recommendations:**

Recommendation 1: Continue to encourage voters to vote early. Consider increasing the number of early vote centers to accommodate more early voting.

Recommendation 2. In locations that serve high volumes of voters continuing having increased numbers of election clerks to process voters and keep lines moving quickly.

### **1.3.7 Voter Check-in - Ballot on Demand – Computer System**

Since 2012, each early and Election Day VCC used the ballot on demand system for ballot delivery and the Robis AskED System's E-Poll book for electronic signatures and access to the voter registration system. Moving to VCCs and ballot on demand systems, county wide, throughout the election offered many advantages. Primarily, this creates a more secure environment as ballots are not lying around and do not need to be destroyed at the end of Election Day. In addition, this reduces the likelihood that a voter will get the wrong ballot style. In general, the ballot on demand system is more secure, less complex, easier procedurally, more environmentally friendly, more cost-effective, and can be helpful when last minute changes to the ballot are necessary.

The process for early VCCs and Election Day VCCs was the same. A voter entered the election location and was greeted by a greeter who directed them to the first

voting station or to the individual providing sample ballots in a friendly way. Having a person greet voters and direct them to the first location was very helpful and helped to create good flow in the voting process. In the few locations where a greeter was absent, voters were more confused about where to begin the process. We note that in general greeters did a good job and provided needed help to voters, however, in a few cases we noticed that some greeters relied on gestures as opposed to words or gestures and words to help a voter get to the correct station. We encourage future training to encourage greeters to rely on their voice and gestures to assist voters. This is both politer and more effective. We also noticed that there were some poorly dressed greeters and one observer team identified a couple of greeters as prickly and not very nice. Greeters are the first contact with the voter and therefore represents an early experience with the voting process, a less than friendly greeter could make for a poor voting experience. Poll workers assigned as greeters should be polite and friendly. We encourage training sessions to remind greeters of their position and that they are the first poll worker to greet the voter and therefore create the first impression of the VCC. A friendly and polite poll worker will have the most positive influence on the overall voter experience.

Once voters went to the authentication station, they were asked first for their name and then when the record was located in the system were asked additional authentication questions including their address and birth year. This is consistent with voter identification laws in New Mexico. Having the poll worker at the computer and controlling the process helped to limit the number of unnecessary examinations of other forms of identification, though we discuss voter identification in more detail below. After the ballot was printed, in most locations, the voter was given the ballot along with a voter permit and moved to the voting booths, after which voters moved to the tabulators to insert their ballot into the Dominion ICE machines.

We saw very few instances in 2016 where printers had problems printing ballots that the tabulator can read. In this regard the new Dominion ICE machines worked well. We also saw absolutely no problems with the e-pollbook system.

In 2014, we recommended using single language ballots to help ensure a rapid processing of voters at the check-in station. These ballots could be in the system in both English and Spanish, but only one language version of the ballot would be printed at the request of the voter. This was not operationalized in this election, but we encourage the County to consider this option. Although ballot size did not have a negative impact in 2016 on the processing time of the voter it did in 2014 and likely will again. With the AskED on demand ballot printing it should be possible to choose the ballot language in advance before printing reducing the amount of information on any single ballot. This should result in shorter ballots, saving both time and supplies.

## **Ballot on Demand Recommendations**

Recommendation 1: Training should encourage greeters especially to dress well and be polite and friendly because they are the first poll worker to encounter the voter. Greeters should use words and gestures to assist voters in finding the station they need at the voting location.

Recommendation 2: Ballots should be printed in one language only. The systems clerk can ask the voter which language is preferred and select the appropriate option to print.

### **1.3.8 Privacy, Photos, Movie Cameras**

The institutional act of voting is fundamentally a private activity. Voters are entitled to a private ballot and poll workers are responsible for ensuring the privacy of voters in the polling locations. Voter privacy at the voting booth has long been a staple of American politics to ensure that voters are not coerced into voting for specific candidates because of their relationship with employers or parties.<sup>13</sup> Moreover, a private ballot is seen as a hallmark of a legitimate and fair voting process.<sup>14</sup> Finally, recent research in American politics suggests that as many as 25% of citizens often do not feel that their ballot privacy is maintained by public officials.<sup>15</sup>

This year there were not enough voting privacy sleeves in Election Day VCCs. Many of the VCCs did not have a method, and had to develop one, to return privacy sleeves to the check-in station as soon as possible. These procedures helped several VCCs provide nearly all voters with a privacy sleeve. In some locations, we watched poll workers prevent people from moving to the voting station because they lacked a privacy sleeve, a procedure we do not recommend. Despite these problems, we observed that nearly all voters (95%) were offered a privacy sleeve and almost all of them used it to hide their ballot as they moved from station to station.

There is no law in New Mexico that specifically prohibits the use of cameras in the polling place and we saw cameras or other video-taping in a variety of VCCs on Election Day. While it is true that there is no legal prohibition, it is important to recognize that voters have a right to privacy and to not have their ballot recorded. We see a tension between individual privacy and the Australian ballot and the lack of laws or rules regulating their usage. Moreover, the presence of cameras and

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<sup>13</sup> For a discussion regarding the use of the Australian ballot in American politics see: Eldon Cobb Evans, *A History of the Australian Ballot System in the United States* (Chicago: University of Chicago Press, 1917).

<sup>14</sup> For example, see Article 25 of the United Nations Civil and Political Covenant discussed in Thomas M. Franck, 'The Emerging Right to Democratic Governance', *American Journal of International Law*, 86 (1992), 46-91, p. 64.

<sup>15</sup> Gerber, Alan S., Gregory A. Huber, David Doherty, Conor M. Dowling, and Seth J. Hill. 2013. "Do Perceptions of Ballot Secrecy Influence Turnout? Results from a Field Experiment." *American Journal of Political Science* (forthcoming; formerly NBER Working Paper w17673).

related equipment can have the effect of disrupting voters and the voting process and given that practically every voter carries a smart phone that can also be used as a camera the opportunity for mischief is real. We observed voters taking photos with their cell phone in about 25% of the VCCs we visited. Therefore, we suggest that either local or state policies, or administrative rules, or laws be developed to prevent privacy issues from arising. We note that in fully one-quarter of VCCs we visited, we observed voters using their phones to take a picture of themselves voting, including photos of their ballots –the voter selfie. Instead of leaving this to voter whims, it might be worthwhile to have a voter selfie station in each VCC that encourages selfies at particular spots within the VCC to ensure that other voters privacy is unaffected, but allows enthusiastic and first time voters to snap the desired shot.

The presence of cell phones means that voters get calls and make calls while they are voting. Phone calls can be very disruptive to the voting process. Signs in the voting location suggest that voters should not use their phones in the voting location, but they often do. We found that about 36% of voting locations we visited had voters on their phones while voting, down from 44% in 2014. Poll workers should be encouraged to ask voters if they can return calls later to respect other voters' privacy.

We know it is difficult, but we observed in 25% of the VCCs we visited the machine judge looking over the ballots either before or while they were being inserted into the vote tabulators. This is a violation of privacy and something the machine judge should be vigilant in trying not to do.

### **Privacy, Photos and Movie Camera Recommendations**

Recommendation 1: The use of privacy sleeves has been a policy implementation that voters have liked. Be sure to include a larger number of privacy sleeves in the supplies box to ensure that every voter who wants to use one can.

Recommendation 2: In busy and large VCCs set up a method for returning privacy sleeves to the check-in station. The greeter/floor judge might be a good choice for this job.

Recommendation 3: Administrative rules or policies should be developed to provide best practices on the type of filming and photography that is and is not allowed.

Recommendation 4: Incidences of filming and photography should be logged.

Recommendation 5: State law makers should consider taking up the issue of voter privacy in an electronic age where nearly every voter carries a camera and delineating what is and what is not acceptable in this area. In general, we support policies that protect voter privacy and therefore limit the taking of photographs in the VCC and especially individual voter's ballots that identifies their vote choices.

This is disruptive and may make some voter's feel their voter privacy is at risk. If photographs in the VCC are allowed for some legal or other reason, clear policies need to be formulated that defines where, how, and by whom photographs can be taken. One solution might be to provide for a selfie station that provides a specific location for voter photographs, but at the same time does not interfere with other voters or the voting process more generally.

Recommendation 6: Voters should be encouraged to turn off their cell phone once they begin the check-in process. Greeters who provided this information to voters as they walked in had much greater compliance than those who relied simply on posted signs. Encourage greeters to tell voters as they come in that they should turn off their cell phones when they get to the check-in station. System clerks may also want to suggest to voters to turn off their cell while voting.

Recommendation 7: Remind MJs that they should not be handling or observing voter ballots in anyway while they are inserting their ballots into the tabulator.

### **1.3.9 Over Voted and Spoiled Ballots**

In previous elections, we largely saw voters, who spoiled a ballot because of over voting, being encouraged or often required to fill out a new ballot and turn in it. In this election, we saw some voters being discouraged from filling out new ballots and instead simply told to place their ballot into the Dominion ICE machines hand tabulating bin. But in other locations, we saw voters being told they **MUST** fill out a new ballot. This was one area where we saw larger inconsistency across voting location behavior and is supported by the large range in the number of hand tallies reported ranging from 0 to 106.

We understand why some presiding judges may not want to allow for an extraordinary number of hand tally ballots. The process at the end of the night for counting them is labor intensive and can take quite a long time per ballot to complete. In 2014 we saw that in some locations, the number of hand tallies was overwhelming; perhaps this is why in 2016 we saw fewer presiding judges encouraging voters to slip their ballot into the hand counting slot. Nevertheless, there should be a standard policy for how to handle ballots that will not be read by the machine. Allowing voters to place their ballots in the hand counting bin is the most liberal policy because it allows voters who cannot take the stress of trying to vote an additional ballot the option of still voting. Spoiling ballots that are in every other way valid except due to a single over vote seems draconian. On the other hand, poll workers should not be expected to process large numbers of these types of ballots.

If poll workers are to allow voters the option of putting their "spoiled" ballot in the hand counting bin we think that the voter needs to understand that a) they need to

make their over vote preference clear by marking it in ways consistent with administrative practices for determining a vote choice, b) that voters understand the implications of not doing so may lead to their vote on those ballot items not being counted, and c) voters should be notified that their ballots will be hand counted instead of counted by machine. Given that hand counting has a greater error rate than machine counting,<sup>16</sup> it is important to notify the voter of the procedures that will be used to count their ballot at the end of the day.

Moving spoiled ballots to a special poll worker, the exceptions judge, was a good innovation and one that helped to keep the presiding judge focused mostly on the smooth running of the polling place. Mostly we saw instances where the voter's privacy was maintained and the exceptions judge did not touch the spoiled ballot in any way. However, we did observe one instance where the exceptions judge took the spoiled ballot from the voter and processed it him/herself. Importantly, we did not observe any exceptions judge allowing a spoiled ballot to be used by the voter to copy over to their new ballot, which would be a ballot security problem.

## **Over Voted and Spoiled Ballots Recommendations**

Recommendation 1: The County should come up with a consistent policy on how to handle "spoiled" ballots that voters do not want to "spoil." We believe that it is best to allow these voters to submit their ballot to the hand counting bin so long as the machine judge explains the process to them. Furthermore, we encourage the addition of roleplaying this scenario into the machine judges' training to ensure that they explain this properly to the voters.

Recommendation 2: The County's online tool for hand entering votes should allow the poll worker to enter the entire ballot on one page.

Recommendation 3: All computer stations at the VCC should allow for hand tallying to increase the speed and efficiency at which these ballots are processed.

Recommendation 4: The machine judge should inform voters who spoil their ballots and want them hand counted that they need to be sure that the over voted choice is clearly marked so that hand counting can determine a preference.

Recommendation 5: The systems clerks should not be responsible for issuing a new ballot to voters whose ballot was spoiled due to problems with ballot printing. This slowed down the processing of voters substantially. Perhaps a computer and

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<sup>16</sup> See: Atkeson, Lonna Rae, R. Michael Alvarez, Thad E. Hall, Lisa A. Bryant, Yann Kerevel, Morgan Llewellyn, David Odegaard. 2008. "The 2008 New Mexico Post Election Audit Report," typescript, University of New Mexico."

printing station should be set aside for all spoiled ballots at each location that would be available to the presiding and exceptions judges or another party who is familiar with the system (including the ballot clerk or greeter –the poll worker who printed out sample ballots and was the least busy poll worker).

Recommendation 6: Having a specialized position for spoiled and other non-regular ballots is a great innovation to keep the polling place running smoothly. The exception's judge needs to be certain that the privacy of any voter they work with is maintained and not compromised at all times.

### **1.3.10 Distributing Voters to Dominion ICE Machines**

VCCs require a larger number of vote tabulators than precinct systems because of the larger number of voters being processed in these locations.

In general, the machine judge and other poll workers assisting with the vote tabulators did a good job of processing voters. But given the sheer number of voters submitting ballots in multiple machines at the same time, it is likely that some sort of mistake will be made. In particular, we observed that it was harder for poll workers to consistently observe that the ICE machine was counting each ballot, though the fact that Dominion ICE machines ring every time a ballot is counted is helpful. Second, we observed that it was much more complicated for poll workers to assist voters by taking their ballot permits and then helping them insert their ballot into one of the tabulators. In 2016, there were more poll workers on the floor in each VCC we visited and this reduced the number of problems with voters leaving the VCC with their permit, but this could change depending on how busy the VCC got over the course of the day. Therefore, we want to encourage the county to continue considering their auditing processes and whether the permit process is absolutely needed or whether other methods can be used to fulfill this function. Voter permits are largely used in states that appear to have been concerned with one person somehow voting many ballots. Permits were a way to identify a single ballot with a single person. However, these problems are no longer likely given current election administration procedures and few states employ these procedures anymore. Although permits may have some auditing value, we think they add more complexity to an already complex process and in a busy VCC lead to balancing and closing problems at the end of the day. Therefore, we recommend they be terminated.

We did, however, observe a couple of unusual events. We observed one case where a voter literally ran out of the VCC with their ballot. We also watched another voter tear up their ballot into small pieces drop it on the floor and walk out of the building. In the first, we observed a poll worker run after the voter and successfully retrieve the ballot and insert it into the voting tabulator in the second case the poll worker deemed the ballot spoiled and put it in a spoiled envelope. We also saw a voter

leave the voting station with his ballot there and then return in about 10 minutes. We are not sure what policies exist to deal with these irregularities, but it might be worthwhile to consider some. If a voter leaves without inserting their ballot into the vote tabulator, should the poll worker who finds it insert it into the tabulator, put it aside in case the voter returns, or spoil it? Also, if a voter leaves with their ballot and the poll worker observes it, this should somehow be logged.

## **Distributing Voters to Dominion ICE Machines Recommendations**

Recommendation 1: MJs must observe that the counter on each machine is turning appropriately as each ballot is inserted. If there is so much voter activity that the machine's judge cannot perform this duty, he or she should engage the assistance of another poll worker until such time that the machine judge can handle this part of the job themselves.

Recommendation 2: State lawmakers should consider eliminating the permit system assuming that other methods are available to audit the election process. They make an already complex process more complex.

Recommendation 3: Consider making policy for what happens to a ballot if a voter goes missing. Should it be inserted into the vote tabulator, hand counted or spoiled?

### **1.3.11 Identification Badges**

The last two times we noted an increase in the use of identification badges for poll workers that included only their party identification. We recommended that the badges include the poll worker's name. The county adopted our recommendation and included a name and title on poll worker badges. We commend the County for this administrative procedure, which helps to identify polling officials in a crowded polling place and can help voters identify those individuals who can assist them. However, we saw this was inconsistently applied. In some VCCs, poll workers included their name and in other places they included only their party identification. In one opening we saw 3 poll workers decline to include their party identification on their identification badges, and one of these was a Republican poll worker and two were Democratic poll workers.

We understand why this is the case because we, like some voters, and apparently some poll workers in New Mexico, find the party identification part of the badge somewhat problematic. We realize that the purpose of the party identification of the poll worker is to demonstrate to voters that both parties are represented in the

administrative process (NM Statute §1-2-18) However, voters do not come in contact with all poll workers and so may instead determine that the VCC was run by Republicans or Democrats. Far more problematic is that some voters may find the party identification more offensive than informative and may see it as a form of electioneering.<sup>17</sup> Given that voters are not allowed to wear campaign buttons or other apparel or accessories that might support specific candidates or parties into the polling place, we are perplexed that badges that indicate partisanship are allowed. We understand that there is a requirement of party diversity, but wonder if party badges in the polling place are functioning in a manner meant by the law.

In addition, this year the county added on lanyards to the badges identifying poll workers who were bilingual and their language. This is a nice policy that could be very helpful. However, we did not find that it was applied consistently across VCCs.

Finally, we noted that county employees, runners and other county administrators, in many cases do not appear to wear any form of identification. These individuals pick up in-lieu of ballots and interact with poll workers to help solve other problems. These actors should also wear some kind of official identification that identifies them as county employees and part of the local election official's election workers.

## **Identification Badges Recommendations**

Recommendation 1: We recommend that poll workers continue to wear badges identifying them as official poll workers, which includes their name, title and party identification as currently required by law.

Recommendation 2: Because the existing law requires that their party identification be included, we recommend that legislators reconsider this statute and consider whether or not such presentation is a form of electioneering in the polling place that should not be allowed. Information on party diversity in the polling location could be better achieved through other reporting means.

Recommendation 3: County workers should wear name badges, not just partisan badges, so presiding judges, other poll workers and voters know that they are official election administrators.

Recommendation 4: Continue with the new policy that uses lanyards to identify bilingual poll workers and encourage poll workers in training to adopt this additional identification. This identification could be helpful to voters and other poll workers when they need assistance.

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<sup>17</sup> See for example the story on KOB-TV, <http://www.kob.com/article/stories/S2820688.shtml>

### **1.3.12 Watchers and Challengers**

Watchers and challengers is another area where we see inconsistency across VCCs. Some watcher or challengers are integrated in to the election process and seem to develop a camaraderie with poll workers, while in other places it seems to be more confrontational and conflictual. We also observed one case where an election observer was electioneering.

### **Watchers and Challengers Recommendations**

Recommendation 1: Training should emphasize that watchers and challengers cannot be integrated into the poll worker team.

Recommendation 2: Watchers or challengers who engage in electioneering should be asked to leave the VCC by the PJ.

### **1.3.13 Voter Identification**

Getting poll workers to accurately reflect voter identification laws has been a struggle in in-person election administration since we began observing operations in Bernalillo and other counties in 2006. This problem is not unique to Bernalillo County. Research shows that problems getting poll workers to correctly authenticate voters is especially difficult in places that have very minimal voter identification requirements.<sup>18</sup> Each year, we report repeated problems and each year the County makes efforts to improve the process. With the changes in procedures for the VCCs the county election administrator has made an even stronger effort to force poll workers to obey the law when asking for voter identification. The overall training for voter identification was excellent and the procedures put in place for how voters ask for the information required to determine voter eligibility encourages poll workers to do it correctly. In a number of incidences, we observed poll workers declining harder forms of voter identification, including driver's license, in favor of following the least intrusive form of voter identification, which requires voters to report only their name,

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<sup>18</sup> See: Atkeson, Lonna Rae & Kyle L. Saunders. 2007. "Voter Confidence: A Local Matter?" *PS: Political Science & Politics* 40(October):655-660 and Atkeson, Lonna Rae, Yann Kerevel, R. Michael Alvarez, Thad E. Hall. 2014. "Who Asks for Voter Identification?" *Journal of Politics* 76(4): 944-57.

address and birth year. These changes substantially improved the voter identification problems we have seen in the past. While in 2010, we observed about one-third of precincts incorrectly administering the voter identification law, this was down significantly to only 3% in the 2012 election, and we saw a similar 3% in 2014 in both early and Election Day voting, which amounted to 3 incidences.

Importantly, many cases of voter authentication with photo identification are the result of voters giving their identification to poll workers voluntarily, which then encourages voters behind them in line to pull out their ID too. We found that in about 3 in 10 locations we visited voters were prepared to provide their ID to the poll worker. And, although for the most part we saw ID being asked for appropriately, there were a few cases where it was not. In particular, we found that exception judges were requesting IDs as part of the provisional voting process. This is not correct and should be discouraged.

A new innovation in this election was the use of scan able bar codes that the voter could bring with them to the polling place or have one printed out there by the greeter. This worked really well and helped to process voters more quickly. However, the process of identification of the voter was often not necessarily followed in these cases. In some cases, the voter was not authenticated and his or her barcode authenticated his name and address without verbal confirmation. We observed this in about 30% of VCCs we visited. Importantly barcodes are not a replacement for authentication. Verbal identification of each voter's name, address and birth year is still required.

## **Voter Identification Recommendations**

Recommendation 1: Maintain a strict training system for voter check-in that encourages poll workers to obey the voter identification law. This has been very successful, but the poll worker data does suggest some slippage so it is important not to become complacent.

Recommendation 2: Encourage poll worker to decline harder forms of ID in favor of the minimal identification because once one voter pulls out her driver's license it has a domino effect on all voters.

Recommendation 3: Discourage the EJs from asking for identification for voter's who are having to vote provisionally. This is not necessary and is not required.

Recommendation 4: Have clear guidelines in training on how voters who bring their scan able bar code are to be treated in terms of authentication. Currently, some systems clerks are waving the authentication process for these voters.

### **1.3.14 Security Procedures, Security Procedures Related to Assisted Voting**

The centralization of the process that happened under the move to VCCs substantially reduced many of the problems related to the physical security of election materials, such as ballots, voting machines, and ballot boxes that we had seen in the past. Designing each polling location at the county level, instead of leaving it to individual poll workers, created more uniformity, consistency, and overall better security and voter privacy than we had seen in 2006, 2008, and 2010. These improvements speak well of the dedication of the County staff as well as their understanding of the issues they faced in centralizing many aspects of the Election Day experience faced by voters.

One problem that we noted this year and in the past involved “assisted voting,” which is both a security and privacy issue. New Mexico election law (NM Statute §1-12-15) allows voters to request assistance at the polls from poll workers or family members. In all cases, the intention of the poll worker or other voter assistant was to be helpful and responsive to the needs to the voter. However, when poll workers assist voters they should refrain from commenting on the candidates, ballot initiatives or amendments. This could be interpreted as a form of electioneering, which is not allowed in the polling place. In addition, the law (§ 1-12-15) also requires that “The name of the person providing assistance to a voter pursuant to this section shall be recorded on the signature roster.” In past years, we have rarely seen assistance voting logged, but in this election we consistently saw voter assistance being logged correctly. This compliance was great to observe and we recommend continued training on this issue to ensure future compliance.

Although we understand that this method complies with the law, it is not clear how it offers a transparent representation of what happened at the polling location as voter permits are not as easily accessible post-election as the signature file is. Therefore, alternative methods should be developed to log these activities in a transparent manner.

### **Recommendations Regarding Security Procedures and Procedures Related to Assisted Voting**

Recommendation 1: Training needs to continue to include an emphasis on logging instances of assisted voting including the name of the person giving assistance and the name of the voter, especially if the assistant is a poll worker.

Recommendation 2: Training needs to emphasize that although poll workers can assist voters in the voting process, including the reading of the ballot, they should refrain from a discussion about the merits or deficiencies of individual candidates or issues, even if asked.

Recommendation 3: The poll worker in charge of observing voting in the voting booths should be responsible for observing and recording instances of voter assistance.

Recommendation 4: Using the voter permit to record this activity is not centralized or as easily transparent for post-election review. Alternative methods of recording this information should be considered. This may require changes in state law. We encourage state legislators to consider changes in how this information is recorded.

### **1.3.15 Provisional Voting**

Provisional voting is an important component of the voting process meant to ensure that administrative issues do not prevent a qualified elector from voting in the election. Provisional voters are largely those who are not found on the voter list or those voters who do not have the proper identification. Although we saw several instances of provisional voting, we also saw presiding judges who simply would not allow voters who were not found on the voter list to vote provisionally. They were simply told to leave. This happened in about 10% of the VCCs we visited. In particular, EJs who note that a voter is registered in another county are especially likely to not allow a voter to vote provisionally. Supporting evidence from VCCs suggest that there is a lot of variance in poll worker behavior in offering provisional ballots.

Because the legislature has already provided for convenience voting, they should expand convenience voting to at least allow provisional voters who are registered in the state, but in another county to have their ballot transferred to the correct county and counted accordingly. At the very least provisional voters should have the same rights as UOCAVA voters and at least be able to have their ballots counted on federal and statewide races in these emergency cases.

### **Provisional Voting Recommendations**

Recommendation 1: Monitor the incidence of provisional voting at each polling place. Relatively large differences between polling locations in the proportion of voters who voted provisionally may suggest training problems with particular exception judges.

Recommendation 2: Training should emphasize that voters have the right to vote a provisional ballot and it is the obligation of the exceptions judge to provide a provisional ballot if requested. Exceptions judges should not determine whether or not a voter is eligible to vote provisionally.

Recommendation 3: The local election official should make a policy decision on when to encourage provisional voting and should train presiding judges to follow those policies to create uniformity in administering of provisional ballots in VCCs.

Recommendation 4: State legislators should consider changing the law to allow eligible provisional votes to be accepted across county lines.

### **1.3.16 Disabled voters and the Dominion ICE machines**

The Dominion ICE voter tabulator also doubles as an assisted voting system. The problem is that it does not do it very well or easily. In addition, it is somewhat awkward because the voter is using the system differently than all the other voters around them, creating some traffic issues. Therefore, even though Dominion ICE tabulator meets the letter of the law for assisting these types of voters, it does not meet the spirit of the law and other types of assisted vote systems should be considered to help disabled and handicapped voters independently in an easy and comfortable format.

We also noticed a problem with set-up for assisted voting. The newly acquired Dominion ICE machines serve the dual purposes of both tabulator and assisted marking machines. This means that one of the Dominion ICE machines is reserved for assisted voting. In some, but not all VCCs we saw an ICE machine set up for private assisted voting, in the places where an ICE machine was set up for this purpose it was simply turned in a different direction. According to the Dominion website the assisted voting equipment can be set up in a voting booth up to 10-15 feet away from the machine allowing for more privacy<sup>19</sup>, but we did not see any ICE machines set up in this way. The County should attempt to implement disabled voting using this method.

### **Disabled voters and the Dominion ICE machines Observers Recommendations**

Recommendation 1: Consider other options for an assisted vote system for disabled voters that provide for more efficiency and are easier for the user to operate.

Recommendation 2: Set up one Dominion ICE machine with a voting booth for assisted voting.

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<sup>19</sup> See: <http://www.dominionvoting.com/products>.

## **1.4. Post-Election Procedures**

The closing of a polling location is a complex final step in the election process. Poll workers are exhausted from a long day of work and some polling locations do not finish processing voters until hours after the official 7:00 PM poll close time to accommodate the last voter in line. In addition, election observers, including challengers and watchers, are often present to observe closing, which can create more stress. Despite this stress, the presence of challengers, watchers, and election observers is so critical to the legitimacy of the process that their presence should be welcomed.

In general, we noticed that closing the VCCs was a bit more overwhelming than closing precincts but that procedures put in place in 2016 made this process go more smoothly than in 2014.

Talking to poll workers who worked in early voting and those who had former election experiences, including the primary, indicated that it was best to close down one machine and then move on to the next one. Trying to close down multiple machines simultaneously led to problems and ultimately took longer.

The problems in balancing are large and serious. We observed closing at 14 VCCs and approximately 20% of them had problems with balancing. Balancing is important because it is one of many audits that take place post-election to ensure the integrity of the process. We think procedures for closing need to be modified because this represents the weakest administrative function at this point in Bernalillo County. We are not sure of the best approach, so we suggest multiple options.

We also found that poll workers were unsure as to what to do with different items. Some poll workers placed spoiled ballots into the ballot boxes, others did not; some poll workers placed voted ballots into the ballot box while others did not. We also found inconsistency in the use of chain of custody forms with some poll workers filling them out and other VCC forgetting this step. We did observe that 100% of ballot boxes were padlocked.

### **Post-Election Procedures Recommendations**

Recommendation 1: One possibility for handling closing would be to allow poll workers to return to the voting location in the morning when they are fresh to close the polls. One of the major problems with closing is the fatigue of the poll workers at this point and their inability to comprehend and follow complex instructions. Waiting until the next day might make closing processes smoother.

Recommendation 2: Another possibility is to have an alternative staff come in and do closing the next day. Perhaps this could be done in conjunction with the presiding judge and County staff.

Recommendation 3: Increase the hands on training for closing instructions and include specific problem sets that PJs will likely see on Election Day.

Recommendation 5: Ensure consistency in the use of chain of custody forms. Some VCCs are not including these as part of their process.

Recommendation 6: Have a checklist that describes what goes in the ballot boxes.

## **1.5. Conclusions**

Overall, Bernalillo County continues to improve their election processes and has made huge gains, especially in terms of poll worker training and the quality of the poll workers. We applaud the County for these improvement and for making for an overall better voting experience for the voter.

## Appendix 1.1. Election Day Frequency Report

### Frequency Report for General Procedures

1. Was the voting location easy to find and clearly marked? (n = 73)

Yes	89.0%
No	11.0%

2. Was the polling place readily visible from the street? (n = 73)

Yes	67.1%
No	32.9%

3. Was the polling place adjacent to a major street? (n = 73)

Yes	53.4%
No	46.6%

4. Were any signs, flags, or banners visible from outside, such as “vote here”?  
(n = 72)

Yes	94.4%
No	5.6%

5. Was the signage large enough to draw attention to them? (n=67)

Yes	77.6%
No	22.4%

6. Were all campaign materials located at least 100 feet from the polling location? (n = 72)

Yes	95.8%
No	4.2%

7. Were the activists from political campaigns outside the polling location? (n = 70)

Yes	48.6%
No	51.4%

8. How difficult was it to find parking? (n = 73)

Not at All Difficult	76.7%
Somewhat Difficult	19.2%
Very Difficult	4.1%

9. How close were you able to park? (n=72)

Not at all Close	4.3%
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Somewhat Close	43.1%
Very Close	52.8%

10. Was there adequate parking at the polling location (e.g., could you find a parking space)? (n = 71)

Yes	83.1%
No	16.9%

11. Was the accessibility to the voting location easy for voters (esp. handicapped)? (n = 72)

Yes	94.4%
No	5.6%

12. Was there only one entrance into the voting location? (n = 73)

Yes	82.2%
No	17.8%

a. If more than one, how many entrances?

2	80.0%
3	10.0%
4	10.0%
Mean	1.3
Range	1-3

13. How many exit polling operations were in place at this location? (n = 67)

0	64.2%
1	26.8%
2	7.5%
3	1.5%
Mean	1.46
Range	1-4

14. Once inside the building, how easy was it to find the polling place? (n=71)

Very Easy	69.0%
Somewhat Easy	25.4%
Somewhat Hard	5.6%
Very Hard	0.0%

15. Were you greeted immediately after entering the voting center? (n = 67)

Yes	89.6%
No	10.5%

16. How were you received after entering the VCC? (n=71)

Negatively	1.4%
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Neutral	32.4%
Positively	66.2%

17. What was the gender of the poll worker that greeted you? (n = 73)

Female	58.9%
Male	41.1%

18. What was the ethnicity of the poll worker that greeted you? (n = 72)

Asian	4.2%
Black	12.5%
Latino	26.4%
White	54.2%
Other	2.8%

19. What was the age of the poll worker that greeted you? (n = 72)

Under 40	11.1%
40-65	56.9%
Over 65	31.9%

20. Number of poll workers working at the time you were present: (n = 70)

Mean	6.9
Range	1-15

21. Was there an IT AskED worker on site? (n = 72)

Yes	29.2%
No	70.8%

22. Was there a Bernalillo county worker on site? (n = 72)

Yes	31.9%
No	68.1%

23. Were the poll workers dressed appropriately? (n = 72)

Yes	95.8%
No	4.2%

24. Were poll workers on a phone, or running apps (email, Facebook, etc.) inappropriately: (n = 71)

Yes	5.6%
No	94.4%

25. Was the vote center set-up so as to enable a circular flow of voters? (n = 70)

Yes	92.9%
No	7.1%

26. Was there a line of voters waiting to check in? (n = 72)

Yes	30.6%
No	69.4%

a. If so was the line visible from outside the location? (n=22)

Yes	18.2%
No	81.8%

27. What type of waiting area was present? (n=72)

Large	18.1%
Medium	29.2%
Small	40.3%
None	12.5%

28. Was there a clearly marked restroom inside the voting center? (n=72)

Yes	45.8%
No	54.2%

29. Was there a drinking fountain visible? (n=71)

Yes	47.9%
No	52.1%

30. Was it noisy inside the polling location? (n=71)

Yes	15.5%
No	84.5%

31. How crowded was it inside the polling location? (n=72)

Very Crowded	4.2%
Somewhat Crowded	25.0%
Not Crowded	70.8%

32. Was the temperature in the voting center comfortable? (n=73)

Yes	87.7%
No	12.3%

33. Generally speaking, describe the size of the polling area? (n=73)

Very Large	13.7%
Somewhat Large	26.0%
Medium	26.0%
Somewhat Small	27.4%

Very Small 6.9%

34. Was the ballot marking example sign posted at the voting location? (n=73)

Yes 98.6%  
No 1.4%

a. If so, was it easily visible to voters? (n=71)

Yes 95.8%  
No 4.2%

35. Was the voter ID poster posted at the voting location? (n=71)

Yes 93.0%  
No 7.0%

a. If so, was it easily visible to voters? (n=66)

Yes 95.5%  
No 4.5%

36. Was the voter bill of rights posted at the voting location? (n=71)

Yes 94.4%  
No 5.6%

a. If so, was it easily visible to voters? (n=67)

Yes 95.5%  
No 4.5%

37. Generally speaking, was the interior of the polling place well-lit for completion of a ballot? (n=73)

Yes 100.0%  
No 0.0%

38. Were there any other watchers or challengers present in the polling location? (n=71)

Yes 57.7%  
No 42.3%

39. Were voters being directed on where to go? (n=72)

Yes 95.8%  
No 4.2%

40. Were poll workers asking voters for a photo ID? (n=71)

Yes	18.3%
No	81.7%

41. Were voters offering identification without being asked? (n=72)

Yes	70.8%
No	29.2%

42. Were voters being asked to authenticate themselves with their name, address, and birth year after they used their scan able barcode? (n=70)

Yes	71.4%
No	28.6%

43. Based on your own observations, were poll workers asking for ID appropriately? (n=70)

Yes	88.6%
No	11.4%

44. Did you see anyone who tried to vote, but who didn't appear in the voter registration file? (n=72)

Yes	72.2%
No	27.8%

a. If so, were they provided a provisional ballot? (n=52)

Yes	90.4%
No	9.6%

45. Did you see a voter talking on a cell phone in the voting booth or at the voting location, while you were there? (n=72)

Yes	36.1%
No	63.9%

46. Did you see a voter taking a photo while in the voting booth or at the voting location, while you were there? (n=72)

Yes	26.4%
No	73.6%

47. Did voters have adequate privacy while filling out their ballots? (n=72)

Yes	88.9%
No	11.1%

48. Were voters being offered a privacy sleeve for their ballot? (n=72)

Yes	94.4%
No	5.6%

49. Did the floor judge examine the ballots as they were fed through the machine in such a way that there could have been privacy issues for the voter? (n=72)

Yes	25.0%
No	75.0%

50. Were the floor judges rotating voters between the voting machines? (n=71)

Yes	91.6%
No	8.4%

51. Did the floor judge watch to ensure that the ballot counter was counting accepted ballots accurately? (n=72)

Yes	94.4%
No	5.6%

52. Were the poll workers generally sticking to their assigned positions? (n=71)

Yes	97.2%
No	2.8%

53. Did the poll workers appear to be well trained? (n=72)

Yes	93.1%
No	6.9%

54. Did there appear to be any conflicts between the poll workers? (n=72)

Yes	11.1%
No	88.9%

55. Were poll workers friendly/helpful to voters? (n=72)

Yes	98.6%
No	1.4%

56. Was at least one of the poll worker's bilingual? (n=72)

Yes	80.6%
No	19.4%

57. Did you see the poll workers help someone in a language other than English? (n=57)

Yes	40.4%
No	59.6%

58. How would you rate the overall quality of the voting center? (n=72)

Excellent	27.8%
Good	58.3%

Fair	12.5%
Poor	1.4%

59. Did you see anyone use the ATI? (n=71)

Yes	5.6%
No	94.4%

a. How long did it take them to vote in minutes? (n=3)

15	33.3%
20	33.3%
21	33.3%
Mean	2
Range	1-3

60. How many on-demand ballot printers were operable? (n=72)

Mean	6.3
Range	1-10

61. How many polling booths were available to voters? (n=72)

Mean	17.9
Range	1-36

62. How many voting machines (ICE)/tabulators were operable? (n=72)

Mean	2.0
Range	1-4

63. Was an ICE machine set aside so that a voter who needed assistance would have privacy? (n=72)

Yes	47.2%
No	52.8%

64. Were there any reported problems with the ICE voting tabulators? (n=71)

Yes	9.9%
No	90.1%

65. Were there any reported problems with the AskED system? (n=70)

Yes	4.3%
No	95.7%

66. Were there any reported problems with the printer used to print ballots? (n=71)

Yes	15.5%
No	84.5%

67. Were there any reported problems with the signature pad? (n=71)

Yes	4.2%
No	95.8%

68. Were there any reported problems connecting to the internet? (n=68)

Yes	0.0%
No	100.0%

## Opening VCC Frequency Report

Total number of observations = n = 15

1. Did the presiding judge show up at the precinct on time?

Yes	86.7%
No	13.3%
2. Did all the poll workers show up on time?

Yes	53.3%
No	46.7%
3. Did the presiding judge call roll to make sure that everyone was present?

Yes	93.3%
No	6.7%
4. Did they verify the ballot bins in the ICE machines were empty?

All of them	86.7%
Some of them	6.7%
None of them	6.7%
5. Was the zero-tape generated for each ICE machines?

All of them	100.0%
Some of them	0.0%
None of them	0.0%
6. Was the zero-tape signed by all the poll workers for each of the ICE machines?

All of them	100.0%
Some of them	0.0%
None of them	0.0%
7. Was the zero-tape left on the machines or was it detached?

All of them	100.0%
Some of them	0.0%
None of them	0.0%
8. Were there any problems connecting to the internet?

Yes	0.0%
No	100.0%

9. Were there any problems setting up printers?

Yes 0.0%

No 100.0%

10. Did the poll workers have any problems with the passwords they were provided?

Yes 13.3%

No 86.7%

11. Was there an IT AskEd worker on site?

Yes 40.0%

No 60.0%

12. Was there a Bernalillo county worker on site?

Yes 46.7%

No 53.3%

## Closing VCC Frequency Report

Total number of observations = n = 14

1. Were there any voters still in line waiting to vote when the polls closed?

Yes	14.3%
No	85.7%

2. If so, did the presiding judge properly mark the last voter?

Yes	85.7%
No	14.3%

3. Did the presiding judge assign floor judges to clean/straighten up the voting area?

Yes	92.9%
No	7.1%

4. Was the Presiding Judge the only person to work with closing the ICE machine?

Yes	50.0%
No	50.0%

5. Did the poll workers have to hand tally any ballots?

Yes	50.0%
No	50.0%

5.1 If so, were there any problems using the computer to enter in the number of hand tallied ballots? (n=6)

Yes	16.7%
No	83.3%

6. How many workers were involved in this process? (n=6)

2	33.3%
3	50.0%
5	16.7%

7. How long did it take, on average, to process 1 hand tally ballot (Minutes)? (n=6)

0.5	16.67%
2	33.33%
2.5	16.67%
6	16.67%
17	16.67%
Mean	3
Range	1-5

8. Were there any write-in candidates?

Yes	0.0%
No	100.0%

9. Did the poll workers sign a certificate of election completion stating the total number of voters? (n=13)

Yes	92.3%
No	7.7%

10. Was there an IT AskEd worker on site?

Yes	42.9%
No	57.1%

11. Was there a Bernalillo county worker on site?

Yes	35.7%
No	64.3%

12. Did the poll workers balance the number of voters from the AutoVote report with the ICE tapes?

Yes	85.7%
No	14.3%

13. Was there a problem balancing the number of voters with the number of ballots cast at closing for each ICE machine?

Yes	21.4%
No	78.6%

14. Did poll workers place the ballots in each of the ballot boxes?

All	78.6%
Some	21.4%
None	0.0%

15. Were spoiled ballots also included in each of the ballot boxes?

All	28.6%
Some	14.3%
None	57.1%

16. Were each of the ballot boxes padlocked?

All	100.0%
Some	0.0%

None	0.0%
------	------

17. Was there anything other than ballots placed in each of the ballot boxes?

All	0.0%
Some	21.4%
None	78.6%

18. Were the two sets of keys for each of the ballot box locks placed in different envelopes?

All	100.0%
Some	0.0%
None	0.0%

19. Did you see poll workers attempt to feed any uncounted ballots (placed in the emergency slot in the ICE machines) into any of the ICE machines after the polls closed?

All	0.0%
Some	0.0%
None	100.0%

20. Were provisional votes placed in the appropriate bag?

Yes	100.0%
No	0.0%

21. Did the poll workers use any chain of custody forms?

Yes	69.2%
No	30.8%

22. Were the data cards removed from each of the ICE machines?

All	100.0%
Some	0.0%
None	0.0%

23. Did the required members of the Precinct Board (poll workers) sign all copies of the tabulator reports and the AskED reports?

Yes	100.0%
No	0.0%

## Appendix 1.2. Observation Forms

### General Observation Worksheet

#### New Mexico Midterm Election, 10/18/2014 - 11/4/2014

Please fill out a form for each individual vote center. When appropriate, ask poll workers, poll judges or observers for their observations for answers to questions that took place during periods when you were not present or events that are taking place currently. When a situation is different than it should be, please elaborate as much as possible. Always feel free to add notes and other observations. Please write as much as you like about each precinct.

#### Polling Location Information:

Vote Center Name:

---

Type of Polling Location (church, school, strip mall, office park, etc.)

---

Name of Observer:

---

Time of Arrival: \_\_\_\_\_ Time of Departure \_\_\_\_\_ Put in Military Time; e.g.  
7:30AM = 0730

Are you observing in Early Voting or on Election Day? (Circle one) Early Voting  
Election Day

-----

#### **OUTSIDE THE POLLING LOCATION: ANSWER THESE QUESTION MOSTLY BEFORE YOU ENTER THE POLLING PLACE**

- |   |     |    |
|---|-----|----|
| 1. Was the voting location relatively easy to find?                                 | Yes | No |
| 2. Was the polling place readily visible from the street?                           | Yes | No |
| 3. Was the polling place adjacent to a major street (4 lanes/divided traffic)?      | Yes | No |
| 4. Were any signs, flags, or banners visible from the street, such as "vote here"?  | Yes | No |
| 4a. If so was the signage large enough to draw attention to them?                   | Yes | No |
| 5. Were all campaign materials located at least 100 feet from the polling location? | Yes | No |
| 6. Were there activists from political campaigns outside the polling location?      | Yes | No |

7. What was the estimated wait time in the Bernalillo My Vote Center App? \_\_\_\_\_ Minutes

8. How difficult was it to find parking?                      Not at all              Somewhat              Very

8a. How close were you able to park?              Not at all              Somewhat              Very

8b. Was there ample parking for *incoming* voters?              Yes              No

9. How long did it take to get from your vehicle to back of line? \_\_\_\_\_ Seconds

10. Was the accessibility to the voting location easy for handicapped voters?              Yes  
No

11. Was there only one entrance into the voting location?              Yes

No

11a. If more than one, how many entrances? \_\_\_\_\_

12. How many exit-polling operations were in place at this location? \_\_\_\_\_

### **INSIDE THE POLLING LOCATION**

13. Once inside the building, how easy is it to find the polling place?

Very Easy      Somewhat Easy      Somewhat Hard      Very hard.

14. Were you greeted immediately after entering the voting center?              Yes

No

14a. How were you received after announcing you were there to observe?

Negatively              Neutral              Positively

15. What were the gender, ethnicity, and age of the poll worker that greeted you?

☐ Male              ☐ Female

☐ White              ☐ Black              ☐ Latino              ☐ Asian

☐ Under 40              ☐ 40-65              ☐ Over 65

16. How many poll workers were working at the time you were present? \_\_\_\_\_

17. Was there an IT AskEd worker on site?              Yes

No

17a. If so were they:

☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

18. Was there a Bernalillo county worker on site? Yes  
No

18a. If so were they:

☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

19. Were the poll workers dressed appropriately? Yes  
No

20. Were poll workers on a phone, or running apps (email, Facebook, etc.)? Yes  
No

21. Was the vote center set-up so as to enable a circular flow of voters? Yes  
No

22. Was there a line of voters waiting to check in? Yes  
No

22a. If so was the line visible from outside the location? Yes  
No

23. What type of waiting area was present? None Small  
Medium Large

24. Was there a clearly marked restroom inside the voting center? Yes  
No

25. Was there a drinking fountain visible? Yes  
No

26. Was it noisy inside the polling location? Yes  
No

27. How crowded was it inside the polling location? Not Crowded  
Somewhat Very

28. Was the temperature in the voting center comfortable? Yes  
No

29. Generally speaking, describe the size of the polling area:

Very Small Somewhat Small Medium Somewhat Large Very Large

30. Was the ballot marking example sign posted at the voting location? Yes

No

30a. If so was it easily visible to voters? Yes

No

31. Was the voter ID poster posted at the voting location? Yes

No

31a. If so was it easily visible to voters? Yes

No

32. Was the voter bill of rights posted at the voting location? Yes

No

32a. If so was it easily visible to voters? Yes

No

33. Generally speaking, was the interior of the polling place well-lit for completion of ballot? Yes

No

34. Were there any other watchers or challengers present in the polling location? Yes

No 34a. If yes, please indicate role (ex. challenger, etc.)\_\_\_\_\_

### **PROCEDURES AND VOTER EXPERIENCE**

35. Were voters being directed on where to go? Yes

No

36. Were poll workers asking voters for photo ID? Yes

No

37. Were voters offering identification without being asked? Yes

No

38. Based on your observations, were they asking for ID appropriately? Yes

No

38a. If no, please explain:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

39. Did you see anyone who tried to vote, but who didn't appear in the voter registration file? Yes

No

39a. If so, were they provided a provisional ballot? Yes

No

40. Did you see anyone using a cell phone in the voting booth or at the voting location? Yes

No

41. Did anyone take a picture or videotape in the VCC? Yes

No

42. Did voters have adequate privacy while filling out their ballots? Yes

No

43. Were voters being offered a privacy sleeve for their ballot? Yes

No

44. Were any voters using a privacy sleeve for their ballot? Yes

No

45. Did the poll worker examine the ballots as they were fed through the machine in such a way that there could have been privacy issues for the voter?

Yes No

46. Were the poll workers rotating voters between the voting machines? Yes

No

47. Did the floor judge watch to ensure that the ballot counter was counting accepted ballots accurately?

Yes

No

48. Were the poll workers generally sticking to their assigned positions? Yes

No

49. Did poll workers appear to be well trained? Yes

No

50. Did there appear to be any conflict between the poll workers? Yes

No

51. Were poll workers friendly/helpful to voters? Yes

No

52. Was at least one of the poll worker's bilingual? Yes No

52a. Did you see the poll workers help someone in a language other than English?      Yes      No

53. How would you rate the overall quality of this voting center?

Poor      Fair      Good      Excellent

## **EQUIPMENT**

54. How many on-demand ballot printers were operable? \_\_\_\_\_

55. How many polling booths were available to voters? \_\_\_\_\_

56. How many voting machines (ICE) were operable? \_\_\_\_\_

57. Was an ICE machine set aside so that a voter who needed assistance would have privacy? Yes No

58. Did you see any voter's ballot get rejected from the ICE machine?      Yes      No

58a. If so, did they spoil their ballot and get another one or were they encouraged to place their ballot into the hand counting slot?

Spoiled ballot ☐      Hand counted ☐

59. Were there any reported problems with the ICE voting tabulators?      Yes      No

59a. If yes, please explain: \_\_\_\_\_

60. Were there any reported problems with the Asked system?      Yes      No

60a. If yes, please explain: \_\_\_\_\_

61. Were there any reported problems with the printer used to print ballots? Yes No

61a. If yes, please explain: \_\_\_\_\_

62. Were there any reported problems with the signature pad?      Yes      No

62a. If yes, please explain: \_\_\_\_\_

63. Were there any reported problems connecting to the Internet?      Yes      No

63a. If yes, please explain:

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64. **Additional Comments:**

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## **Open Polls Worksheet**

**New Mexico Midterm Election, 10/18/2014 - 11/4/2014**

**(THIS FORM IS FOR OPENING POLLS ONLY)**

Please fill out a form for each individual vote center. When appropriate, ask poll workers, poll judges or observers for their observations for answers to questions that took place during periods when you were not present or events that are taking place currently. When a situation is different than it should be, please elaborate as much as possible. Always feel free to add notes and other observations. Please write as much as you like about each precinct.

### **Polling Location Information:**

Vote Center Name:

---

Type of Polling Location (church, school, strip mall, office park, etc.)

---

Name of Observer:

---

Are you observing in Early Voting or on Election Day? (Circle one)    Early Voting  
Election Day

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## **OPENING INFORMATION**

1. Did the presiding judge show up to the vote center on time?      Yes      No

1a. Did all of the other poll workers show up on time?      Yes      No

(Please explain any tardiness issues in the opening comments section of this form)

2. Did the presiding judge call roll or in some other way make sure everyone was present?

Yes      No

3. Did they verify the ballot bins in the ICE machines were empty?      All      Some      None

4. Was the zero-tape generated for each ICE machine?      All      Some      None

5. Was the zero-tape signed by all the poll workers for each of the ICE machines?      All      Some  
None

6. Was the zero-tape left on the machines or was it detached?      All      Some      None

7. Were there any problems connecting to the Internet?      Yes      No

8. Were there any problems setting up the printers?      Yes      No

9. Did the poll workers have any problems with the passwords they were provided?      Yes      No

9a. If so, how did they resolve the problem? (ex. They called City Clerk; they had another poll worker get them logged in, etc.).

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10. Was there an IT AskEd worker on site?      Yes      No

10a. If so were they:

☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

11. Was there a Bernalillo county worker on site?      Yes      No

11a. If so were they:

☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

12. Additional Comments About the Opening Process:

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## Closing Polls Worksheet

**New Mexico Midterm Election, 10/18/2014 - 11/4/2014**

**(THIS FORM FOR CLOSING POLLS ONLY)**

Please fill out a form for each individual vote center. When appropriate, ask poll workers, poll judges or observers for their observations for answers to questions that took place during periods when you were not present or events that are taking place currently. When a situation is different than it should be, please elaborate as much as possible. Always feel free to add notes and other observations. Please write as much as you like about each precinct.

### Polling Location Information:

Vote Center Name:

\_\_\_\_\_

Type of Polling Location (church, school, strip mall, office park, etc.)

\_\_\_\_\_

Name of Observer:

\_\_\_\_\_

Are you observing in Early Voting or on Election Day? (Circle one)    Early Voting  
Election Day

-----

### CLOSING INFORMATION

1. At what time did the poll workers call the VCC closed? \_\_\_\_\_ (Military Time)

2. Were there any voters still in line waiting to vote when the polls closed?    Yes                      No

2a. If so, how many? \_\_\_\_\_

3. Did the Presiding Judge or other poll worker properly mark the last voter?    Yes                      No

4. Did the Presiding Judge assign Floor Judges to clean/straighten up the Voting Area?

Yes                      No

5. Was the Presiding Judge the only person to work with closing the ICE machines? Yes                      No

6. Did they have to hand tally any ballots? Yes No

6a. If so, were there any problems using the "Sample Ballot" computer to enter in the number of hand-tallied ballots? Yes No

6b. If so, please explain the problem and whether or not it was resolved: \_\_\_\_\_

6c. How many workers were involved in this process? \_\_\_\_\_

6d. How long did it take, on average, to process 1 hand tally ballot? \_\_\_\_\_Minutes

6e. How long did the whole process take to enter hand counted ballots? \_\_\_\_\_Minutes

6f. How many ballots did they have to count by hand? \_\_\_\_\_

7. Were there any write-in candidates? Yes No

7a. Were there any problems counting the write-in votes? Yes No

7b. If so, please explain the problem and whether or not it was resolved: \_\_\_\_\_

7c. How many workers were involved in this process? \_\_\_\_\_

7d. How long did the whole process take? \_\_\_\_\_

7e. Did they actually hand count the ballots or did they just use the machine count for 3<sup>rd</sup> party?

Hand Count ☐ Machine Count ☐

8. Did the poll workers sign a certificate of election completion stating the total number of voters?

Yes No

9. Was there an IT AskEd worker on site? Yes No

9a. If so were they: ☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

10. Was there a Bernalillo county worker on site? Yes No

10a. If so were they: ☐ Observing (poll workers knew what to do)

☐ Helping poll workers resolve problems

☐ Resolving problems for poll workers

11. Did the poll workers balance the number of voters from the AutoVote report with the ICE tapes?

Yes No

11a. If not, please explain the problem and whether or not it was resolved: \_\_\_\_\_

12. Was there a problem balancing the # of voters with the # of ballots cast at closing for each ICE machine? Yes No

12a. If so, please explain the problem and whether or not it was resolved: \_\_\_\_\_

13. Did poll workers place the ballots in each of the ballot boxes? All Some None

14. Were spoiled ballots also included in each of the ballot boxes? All Some None

15. Were each of the ballot boxes padlocked? All Some None

16. Was there anything other than ballots placed in each of the ballot boxes?

All Some None

16a. If yes, please describe what those items were: \_\_\_\_\_

17. Were the 2 sets of keys for each of the ballot box locks placed in different envelopes?

All Some None

18. Did you see poll workers attempt to feed any uncounted ballots (placed in the emergency slot) into one of the machines after the polls closed? All Some None

19. Were provisional votes placed in the appropriate bag? Yes No

20. Did the poll workers use any chain of custody forms? Yes No

21. Were the data cards removed from each ICE machine? All Some None

22. What time did the machine judge leave to get the data cards to 1 Civic Plaza? \_\_\_\_\_  
(Military Time)

23. Did all members of the Precinct Board (all poll workers) sign all copies of the tabulator reports and the AskED reports? Yes No

24. Additional Comments About Closing (please make sure to describe the drop off process):

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## Appendix 1.3. Polling Locations and Team Assignment Form

Instructions:

End on yellow highlight = highest frequency locations

blue highlight = busy overlap center

purple highlight = overlapping center

### Team 1:

*Ventana Ranch Elementary* - 6801 Ventana Village Rd NW

*Volcano Vista High School* - 8100 Rainbow Blvd NW

*Lyndon B Johnson Middle School* - 6811 Taylor Ranch Rd NW

*Petroglyph Plaza* - 8201 Golf Course Rd NW Alb., NM 87120

*Sun Country Plaza* - 9421 Coors Blvd NW Alb., NM 87114

### Team 2:

*Cibola High School* - 1510 Ellison Dr NW

*Raymond G. Sanchez Community Center* - 9800 4th St NW

*Taylor Middle School* - 8200 Guadalupe Tr NW

*Sun Country Plaza* - 9421 Coors Blvd NW Alb., NM 87114

*Los Ranchos Villa* - 6601 4th St NW Alb., NM 87107

### Team 3:

*Valley High School* - 1505 Candelaria Rd NW

*Garfield Middle School* - 3501 6th St NW

*Duranes Elementary* - 2436 Zickert Rd NW

*Los Ranchos Villa* - 6601 4th St NW Alb., NM 87107

*West Bluff Center* - 5201 Ouray Rd NW Alb., NM 87120

**Team 4:**

*Chaparral Elementary School* - 6325 Milne Rd NW

*West Mesa High School* - 6701 Fortuna Rd NW

*Valle Vista Elementary* - 1700 Mae Ave SW

*South Valley Multipurpose Senior Center* - 2008 Larrazolo Rd SW Alb., NM 87105

*West Bluff Center* - 5201 Ouray Rd NW Alb., NM 87120

**Team 5:**

*Truman Middle School* - 9400 Benavides Rd SW

*Rudolfo Anaya Elementary* - 2800 Vermejo Park Dr SW

*Rio Grande High School* - 2300 Arenal Rd SW

*Adobe Acres Elementary* - 1724 Camino del Valle SW

*98th & Central* - 120 98th St NW Alb., NM 87121

**Team 6:**

*Isleta Elderly Center* - Building 79 Tribal Rd 40, Isleta Pueblo, NM 87022

*Polk Middle School* - 2220 Raymac Rd SW

*Pajarito Elementary* - 2701 Don Felipe Rd SW

*Mountain View Community Center* - 201 Prosperity Ave SE

*Bernalillo County Visitor and Cultural Center* - 680 Isleta Blvd SW, ABQ 87105

**Team 7:**

*Washington Middle School* - 1101 Park Ave SW

*Herman Sanchez Community Center* - 1830 William St SE

*Albuquerque High School* - 800 Odelia Rd NE

*University of New Mexico* - Student Union Building Alb., NM 87131

*Jefferson Middle School* - 712 Girard Blvd NE

**Team 8:**

*Montezuma Elementary* - 3100 Indian School Rd NE

*Jefferson Middle School* - 712 Girard Blvd NE

*Bandelier Elementary* - 3309 Pershing Ave SE

*Highland High School* - 4700 Coal Ave SE

*Daskalos Center* - 5339 Menaul Blvd NE Alb., NM 87110

**Team 9:**

*Central Mercado* - 301 San Pedro Dr SE Alb., NM 87108

*Van Buren Middle School* - 700 Louisiana Blvd SE

*Hayes Middle School* - 1100 Texas St NE

*La Mesa Elementary* - 7500 Copper Ave NE

*Highland High School* - 4700 Coal Ave SE

**Team 10:**

*Manzano Mesa Elementary* - 801 Elizabeth St SE

*Kennedy Middle School* - 721 Tomasita St NE

*Manzano High School* - 12200 Lomas Blvd NE

*Bellehaven Elementary* - 8701 Princess Jeanne Ave NE

*Four Hills Suite Front* - 3140 Central Ave SE Alb., NM 87123

**Team 11:**

*Vista Grande Community Center* - 15 La Madera Rd, Sandia Park, NM

*A Montoya Elementary* - 24 Public School Rd, Tijeras, NM 87059

*Forest Meadow Baptist Church* - 54 Hwy 217, Tijeras 87059

*Tijeras City Hall* - 12 Camino Municipal, Tijeras, NM 87059

*Four Hills Suite Front* - 3140 Central Ave SE Alb., NM 87123

**Team 12:**

*Jackson Middle School* - 10600 Indian School Rd NE

*Onate Elementary* - 12415 Brentwood Hills Blvd NE

*Holiday Park Community Center* - 11710 Comanche Rd NE

*Eldorado High School* - 11300 Montgomery Blvd NE

*Caracol Plaza* - 12500 Montgomery Blvd NE Alb., NM 87111

**Team 13:**

*Madison Middle School* - 3501 Moon St NE

*Sandia High School* - 7801 Candelaria Rd NE

*Zuni Elementary* - 6300 Claremont Ave NE

*Los Altos Plaza* - 4200 Wyoming Blvd NE Alb., NM 87111

*Daskalos Center* - 5339 Menaul Blvd NE Alb., NM 87110

**Team 14:**

*Eisenhower Middle School* - 11001 Camero Rd NE

*Hubert Humphrey Elementary* - 9801 Academy Hills Dr NE

*Double Eagle Elementary* - 8901 Lowell Dr NE

*La Cueva High School* - 7801 Wilshire Ave NE

*Holly Plaza* - 6500 Holly Ave NE Alb., NM 87113

**Team 15:**

*Arroyo Del Oso Elementary* - 6504 Harper Dr NE

*Del Norte High School* - 5323 Montgomery Blvd NE

*McKinley Middle School* - 4500 Comanche Rd NE

*Fiesta Del Norte Shopping Center* - 6001 San Mateo Blvd NE Alb., NM 87109

*Holly Plaza* - 6500 Holly Ave NE Alb., NM 87113

## **Appendix 1.4. Election Monitoring Team Members**

Brooke Abrams  
Jacob Altik  
Mara Elizabeth Anderson  
Lonna Atkeson  
Rizwan Asghar  
Keith Blumenfield  
Mexica Calderon  
William Cary  
Jackson Cary  
Jackson Cary  
Michael Desmond  
Izaiah Dominguez  
Ellis Plotkin  
Eddie Gonzalez  
Tim Green  
Colin Hannigan  
Wendy Hansen  
Blythe Hunt  
Jessica Jones  
Luciano Margaret  
Gabe Mendez  
Thomas Miller  
Amanda Montoya  
David Nunally  
Morgan Occhino  
Jena Ritchey  
Bill Royal  
William Sanchez  
Mahtab Shafiei  
Adnan Shahid  
Billie Tohee  
Stephanie Tucero  
Alfred Wang

# Appendix 1.5. Sample Ballot

**GENERAL ELECTION BALLOT / BOLETA DE ELECCION GENERAL**  
November 4, 2014 / 4 de noviembre, 2014      **BERNALILLO COUNTY / CONDADO DE BERNALILLO**

**INSTRUCTIONS TO VOTERS:** To vote, completely fill in the oval to the left of your choice. Use only the marking pen provided to mark your ballot. To vote for a qualified write-in candidate, write the person's name in the write-in space and fill in the oval.  
**INSTRUCCIONES PARA LOS VOTANTES:** Para votar, rellene completamente el óvalo a la izquierda de su selección. Use sólo el marcador que le entregaron para marcar la boleta. Para votar por escrito por un candidato calificado, escriba el nombre de la persona en el espacio de votación por escrito y llene el óvalo.  
Ballot 4 - Type 4 - Bernalillo Precinct 108.1

<b>UNITED STATES SENATOR</b> <b>SENADOR DE LOS ESTADOS UNIDOS</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>ALLEN E. WEH</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>TOM UDALL</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>DISTRICT JUDGE</b> <b>2ND JUDICIAL DISTRICT</b> <b>JUEZ DEL DISTRITO</b> <b>2º DISTRITO JUDICIAL</b> DIVISION 14 / DIVISION 14 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>SAMUEL L. WINDER</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>MARIE WARD</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDICIAL RETENTION</b> <b>RETENCION JUDICIAL</b> Shall CYNTHIA A FRY be retained as Judge of the Court of Appeals? ¿Retendremos a CYNTHIA A FRY como Juez de la Corte de Apelaciones? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>UNITED STATES REPRESENTATIVE</b> <b>REPRESENTANTE DE LOS ESTADOS UNIDOS</b> DISTRICT 1 / DISTRITO 1 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>MICHAEL H. FRESE</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>MICHELLE LUAN ORISHAM</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>DISTRICT JUDGE</b> <b>2ND JUDICIAL DISTRICT</b> <b>JUEZ DEL DISTRITO</b> <b>2º DISTRITO JUDICIAL</b> DIVISION 27 / DIVISION 27 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>NED S. FULLER</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>VICTOR S. LOPEZ</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	Shall WILLIAM E. PARNALL be retained as Judge of the 2nd Judicial District, Division 17? ¿Retendremos a WILLIAM E. PARNALL como Juez del 2º Distrito Judicial, División Número 17? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall STAN WHITAKER be retained as Judge of the 2nd Judicial District, Division 27? ¿Retendremos a STAN WHITAKER como Juez del 2º Distrito Judicial, División Número 27? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>GOVERNOR &amp; LIEUTENANT GOVERNOR</b> <b>GOBERNADOR Y TENIENTE GOBERNADOR</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>SUSANA MARTINEZ</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>JOHN A. SANCHEZ</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>PUBLIC EDUCATION COMMISSIONER</b> <b>COMISIONADO DE EDUCACION PUBLICA</b> DIVISION 3 / DIVISION 3 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>CARMEL LYNN TOULOUSE</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>CHRIS J. SCHULTZ</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall BEATRICE J. BRICKHOUSE be retained as Judge of the 2nd Judicial District, Division 47? ¿Retendremos a BEATRICE J. BRICKHOUSE como Juez del 2º Distrito Judicial, División Número 47? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall BRIANA H. ZAMORA be retained as Judge of the 2nd Judicial District, Division 67? ¿Retendremos a BRIANA H. ZAMORA como Juez del 2º Distrito Judicial, División Número 67? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>SECRETARY OF STATE</b> <b>SECRETARIO DE ESTADO</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>DIANNA J. DURAN</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>MAGGIE TOULOUSE OLIVER</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDGE OF THE METROPOLITAN COURT</b> <b>JUEZ DE LA CORTE METROPOLITANA</b> DIVISION 4 / DIVISION 4 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>COURTNEY BRYN WEAKS</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>JOHN J. DURAN</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall JOHN J. REKERO, JR. be retained as Judge of the 2nd Judicial District, Division 117? ¿Retendremos a JOHN J. REKERO, JR. como Juez del 2º Distrito Judicial, División Número 117? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall CHRISTOPHER ARGYRES be retained as Judge of the 2nd Judicial District, Division 167? ¿Retendremos a CHRISTOPHER ARGYRES como Juez del 2º Distrito Judicial, División Número 167? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>STATE AUDITOR</b> <b>AUDITOR DE ESTADO</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>ROBERT J. ARAGON</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>TIMOTHY M. KELLER</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDGE OF THE METROPOLITAN COURT</b> <b>JUEZ DE LA CORTE METROPOLITANA</b> DIVISION 5 / DIVISION 5 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>JOHN DURAN</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>JILL M. MARTINEZ</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	Shall GERARD J. LAVELLE be retained as Judge of the 2nd Judicial District, Division 117? ¿Retendremos a GERARD J. LAVELLE como Juez del 2º Distrito Judicial, División Número 117? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall CLAY PACE CAMPBELL be retained as Judge of the 2nd Judicial District, Division 127? ¿Retendremos a CLAY PACE CAMPBELL como Juez del 2º Distrito Judicial, División Número 127? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>ATTORNEY GENERAL</b> <b>PROCURADOR GENERAL</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>ROCK J. LOPEZ</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>TIM EICHENBERG</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDGE OF THE METROPOLITAN COURT</b> <b>JUEZ DE LA CORTE METROPOLITANA</b> DIVISION 14 / DIVISION 14 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>MICHELLE CASTELLO DOWLER</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>CARLOS SCARBOROUGH</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	Shall VALERIE A. HULING be retained as Judge of the 2nd Judicial District, Division 137? ¿Retendremos a VALERIE A. HULING como Juez del 2º Distrito Judicial, División Número 137? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall ALAN M. MALOTT be retained as Judge of the 2nd Judicial District, Division 157? ¿Retendremos a ALAN M. MALOTT como Juez del 2º Distrito Judicial, División Número 157? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>COMMISSIONER OF PUBLIC LANDS</b> <b>COMISIONADO DE TIERRAS PUBLICAS</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>AUBREY DUINN</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>RAY BENNETT POWELL</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDGE OF THE METROPOLITAN COURT</b> <b>JUEZ DE LA CORTE METROPOLITANA</b> DIVISION 15 / DIVISION 15 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>KENNY CALADILLA</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>SIMON A. KUBIAK</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall CARL J. BUTKUS be retained as Judge of the 2nd Judicial District, Division 167? ¿Retendremos a CARL J. BUTKUS como Juez del 2º Distrito Judicial, División Número 167? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall NAN G. NASH be retained as Judge of the 2nd Judicial District, Division 177? ¿Retendremos a NAN G. NASH como Juez del 2º Distrito Judicial, División Número 177? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>JUDGE OF THE COURT OF APPEALS</b> <b>JUEZ DE LA CORTE DE APELACIONES</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>A. MILES HANDEE</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>KERRY C. NIERNAN</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>COUNTY COMMISSIONER</b> <b>COMISIONADO DEL CONDADO</b> DISTRICT 1 / DISTRITO 1 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>M. DEBBIE O'ALLEY</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>GEORGE E. TORRES</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall DENISE BARELA-SHEPHERD be retained as Judge of the 2nd Judicial District, Division 187? ¿Retendremos a DENISE BARELA-SHEPHERD como Juez del 2º Distrito Judicial, División Número 187? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall BENJAMIN CHAVEZ be retained as Judge of the 2nd Judicial District, Division 197? ¿Retendremos a BENJAMIN CHAVEZ como Juez del 2º Distrito Judicial, División Número 197? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>STATE REPRESENTATIVE</b> <b>REPRESENTANTE ESTATAL</b> DISTRICT 15 / DISTRITO 15 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>SARAH MAESTAS BARNES</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>EMILY A. KANE</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>COUNTY ASSESSOR</b> <b>ASESOR DEL CONDADO</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>TANYA R. GIDDINGS</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>JAMES SCOTT BAIRD</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall JACQUELINE DOLORES FLORES be retained as Judge of the 2nd Judicial District, Division 207? ¿Retendremos a JACQUELINE DOLORES FLORES como Juez del 2º Distrito Judicial, División Número 207? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall ALISA ANN HADFIELD be retained as Judge of the 2nd Judicial District, Division 217? ¿Retendremos a ALISA ANN HADFIELD como Juez del 2º Distrito Judicial, División Número 217? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>DISTRICT JUDGE</b> <b>2ND JUDICIAL DISTRICT</b> <b>JUEZ DEL DISTRITO</b> <b>2º DISTRITO JUDICIAL</b> DIVISION 8 / DIVISION 8 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>BRETT R. LOVELESS</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>MANUEL GONZALES III</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>PROBATE JUDGE</b> <b>JUEZ DE SUCCESIONES</b> VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>WILLOW MISTY PARKS</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA <input type="radio"/> <b>JAMES BAUMONT</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO	Shall DEBORAH DAVIS WALKER be retained as Judge of the 2nd Judicial District, Division 227? ¿Retendremos a DEBORAH DAVIS WALKER como Juez del 2º Distrito Judicial, División Número 227? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall SHANNON BACON be retained as Judge of the 2nd Judicial District, Division 237? ¿Retendremos a SHANNON BACON como Juez del 2º Distrito Judicial, División Número 237? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>DISTRICT JUDGE</b> <b>2ND JUDICIAL DISTRICT</b> <b>JUEZ DEL DISTRITO</b> <b>2º DISTRITO JUDICIAL</b> DIVISION 9 / DIVISION 9 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>CRISTINA T. JARAMILLO</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>JORJIA DAVID ROONE</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA	<b>JUDICIAL RETENTION</b> <b>RETENCION JUDICIAL</b> Shall EDWARD L. CHAVEZ be retained as Justice of the Supreme Court? ¿Retendremos a EDWARD L. CHAVEZ como Juez de la Corte Suprema? <input type="radio"/> YES / SI <input type="radio"/> NO / NO Shall LINDA M. VANZI be retained as Judge of the Court of Appeals? ¿Retendremos a LINDA M. VANZI como Juez de la Corte de Apelaciones? <input type="radio"/> YES / SI <input type="radio"/> NO / NO	Shall ELIZABETH WHITEFIELD be retained as Judge of the 2nd Judicial District, Division 257? ¿Retendremos a ELIZABETH WHITEFIELD como Juez del 2º Distrito Judicial, División Número 257? <input type="radio"/> YES / SI <input type="radio"/> NO / NO
<b>DISTRICT JUDGE</b> <b>2ND JUDICIAL DISTRICT</b> <b>JUEZ DEL DISTRITO</b> <b>2º DISTRITO JUDICIAL</b> DIVISION 9 / DIVISION 9 VOTE FOR ONE / VOTE POR UNO <input type="radio"/> <b>JUDITH K. NAKAMURA</b> REPUBLICAN PARTY / PARTIDO REPUBLICANO <input type="radio"/> <b>JOHN T. L. GRUBESIC</b> DEMOCRATIC PARTY / PARTIDO DEMOCRATA		



## Appendix 1.6. Registration Form for Academic Observers



### Office of the New Mexico Secretary of State Dianna J. Duran

#### Registration of Election-Related Organizations and Election Observers

*I would like to register with the New Mexico Secretary of State as an:*

- ☐ Election Related Organization  
☐ Election Observer

*If registering as an Election-Related Organization, I intend to: (please check all applicable boxes)*

- |   |  |
|---|--|
| <input type="checkbox"/> Conduct Election Monitoring      | <input type="checkbox"/> Appoint Watchers                    |
| <input type="checkbox"/> Monitor Voter Turnout Activities | <input type="checkbox"/> I do not intend to appoint Watchers |

Name of Organization or Institution: \_\_\_\_\_

Address: \_\_\_\_\_ Phone Number: \_\_\_\_\_

Contact Person (in New Mexico, if possible):

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ Email: \_\_\_\_\_

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

*For official use only: Processed by: \_\_\_\_\_ Date: \_\_\_\_\_*

## **Part 2. Poll Worker Experiences**

After the 2016 general election, we conducted a survey of poll workers in Bernalillo County. The survey had a number of goals: (1) to describe the characteristics and motivations of poll workers; (2) to examine the effectiveness of poll worker training; (3) to study how poll workers evaluate the election and election process, (4) to examine specific electoral administration issues such as opening and closing procedures, (5) to evaluate the conditions and quality of the VCCs; (6) to see if poll worker attitudes have changed over time.<sup>20</sup>

This report has 11 parts:

Part 2.1 provides background on the study.

Part 2.2 describes the demographic characteristics of poll workers who responded.

Part 2.3 provides information on how poll workers reported being recruited.

Part 2.4 provides information on their training.

Part 2.5 discusses their evaluations of their experience with voting on Election Day.

Part 2.6 reviews the process of opening the VCC

Part 2.7 examines the condition of polling place facilities.

Part 2.8 describes the process of identifying voters.

Part 2.9 assesses the voting process.

Part 2.10 examines the process of closing the Voting Convenience Center (VCC).

Part 2.11 provide our conclusion.

### **2.1. Background to Study**

Every federal election since 2006, we have surveyed Bernalillo County poll workers as part of our election ecosystem evaluation. Over this period, we have altered our survey in response to changes in election administration and based upon previous observations. In 2016, we are especially interested in continuing to examine the

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<sup>20</sup> We did similar reports in all federal elections between 2006 and 2014 that we mention frequently for purposes of comparison. The reports can be downloaded at: <https://polisci.unm.edu/c-sved/research.html>.

experiences of poll workers and voters under the VCC model. Therefore, we repeated many questions from the 2014 study.

Similar to our 2014 study, we did a two wave panel of a census of poll workers. The first panel survey was after their training and the next was after their Election Day experience. Poll worker training began Monday, October 3, 2016 and ran through Saturday, November 5. On each Monday before the election starting on Monday, October 10<sup>th</sup>, the County provided us a list of poll worker names and address who had completed training in the last week; we then sent out survey invitations to each poll worker within 1 to 2 days after we received the contact information from the County. The second survey, also via email with an embedded link, was sent out after the election, and began on November 17. For each poll worker who did not respond, we sent out several reminder emails, each time with a link to the Internet survey embedded within it. A full statement of our methodology can be found in Appendix 2.1 and a selected frequency report of our survey instrument can be found in Appendix 2.2.

## **2.2. Poll Worker Demographics**

Poll workers trained for one of five positions: presiding judge, exceptions judge, floater, systems clerk and floor judge. Table 2.1 presents the demographics of the poll workers by position. We see that the average age of all workers is 57 years old. About three out of five (62%) poll workers are female, but this varies widely by position, from a low of 43% for female presiding judges to a high of 71% for systems clerks.

53% of poll workers identified as white and nearly one-third (31%) of the sample identified as Hispanic. This slightly underrepresents white voters, but represent Hispanic registrants fairly well. Three-quarters of poll workers report that at least one person in their VCC was fluent in Spanish and over one in five poll workers report personal fluency in Spanish. It appears the County continues to ensure that there are bilingual poll workers in each VCC.

On average, 85% of poll workers had at least some college education. As in previous years, most of the poll workers were retired (49%), with just over a tenth employed full time (14%). Election Day was a normal day off for almost three-fourths of the poll workers (73%). Floor judges display the highest average number of poll workers who are retired (68%) and for those whom Election Day was a normal day off (86%).

Over three quarters (77%) of poll workers stated that they were very comfortable with computers. Additionally, over 9 in 10 (91%) of poll workers use the Internet

once or more times per day and an additional 7% use it a few times a week. These percentages varied quite a bit by position, with presiding and exception judges reporting the highest rates of daily Internet usage, while floor judges reported the lowest. In 2014, these rates were 90% for presiding judges and 89% for exceptions judges. Given that most poll workers have to interact with technology, the increasing number of poll workers with these types of skills suggests a better selection criteria is in use for identifying and hiring poll workers. Tests used to identify poll workers with the skills necessary to do their job are in place and are helping to improve voter – poll worker interactions. We commend the county for increasingly ensuring that poll workers involved in the high stress job of keeping voters moving through the process are technologically oriented and hence have the necessary background to be successful.

**Table 2.1: Demographics of Poll Workers by County (in %)**

		PJ	EJ	FL	SC	FJ	Total
Age and Gender	Average Age	62.1	56.9	56.4	52.2	64.0	57.2
	Percentage Female	42.5	57.6	62.5	71.4	56.0	62.2
Ethnicity	White	64.3	53.1	50.0	59.8	53.1	53.4
	African American	4.8	3.1	12.5	1.8	7.1	5.1
	Native American	4.8	0.0	0.0	2.4	2.0	2.1
	Hispanic	19.1	34.4	25.0	28.1	28.6	30.7
	Asian	0.0	0.0	0.0	1.8	4.1	1.9
	Refused	7.1	9.3	12.5	6.0	5.1	6.8
Speak Spanish	Yes	21.4	6.3	37.5	19.5	27.0	22.5
Education	High school or less	0.0	6.1	0.0	18.5	13.9	14.5
	Some college	28.6	24.2	37.5	30.3	34.6	34.2
	College degree or more	71.4	69.7	62.5	51.2	51.5	51.3
Employment Status	Full time	19.0	9.7	12.5	11.8	9.1	13.6
	Part time	14.3	12.9	12.5	12.4	11.1	14.0
	Unemployed	9.5	0.0	25.0	10.7	11.1	10.3
	Student	0.0	12.9	0.0	13.6	0.0	10.7
	Retired	54.8	58.1	50.0	50.3	67.7	48.7
	Homemaker	2.4	6.4	0.0	1.2	1.0	2.7
Time Off	Took day off	29.0	26.9	33.33	25.8	13.9	27.0
Comfort With Computers	Very comfortable	90.5	90.6	75.0	77.5	59.2	77.1
	Somewhat comfortable	9.5	9.4	25.0	22.5	35.7	21.6
	Not very comfortable	0.0	0.0	0.0	0.0	4.1	1.1
	Not at all comfortable	0.0	0.0	0.0	0.0	1.0	0.2
Frequency of Internet Use	Once or more a day	97.6	93.7	87.5	95.3	82.7	90.6
	A few times a week	2.4	6.3	12.5	4.1	11.2	7.1
	A few times a month	0.0	0.0	0.0	0.6	4.1	1.5
	Hardly ever	0.0	0.0	0.0	0.0	1.0	0.6
	Never	0.0	0.0	0.0	0.0	1.0	0.2

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge.

Table 2.2 shows the party registration statistics in Bernalillo County (column entitled “Voter Registration”) and the percentage of poll workers by party identification and by poll worker position. The data show there are only small differences across positions in the party identification of poll workers: over half (55%) of poll workers self-identify as Democrats, a little over one-quarter (28%) self-identify as Republicans, and roughly one in six (17%) self-identify as decline-to-state (DTS) or some other party. These numbers are somewhat close to partisan representations in Bernalillo County although Democrats are a bit over represented, and DTS are a bit under represented. Registered Democrats make up 46% of voters in Bernalillo County, registered Republicans make up 30%, DTS make up 24%.<sup>21</sup> Given that the laws have been replaced that require equity between partisans for poll workers, the county clerk may want to try to use the overall breakdown in party registration as a rough guide to what each voting location should look like. In 2016, the numbers show good diversity in party strength. Independent or DTS voter are almost always under represented as poll workers, but they actually make up a much smaller proportion of voters than they do registrants, which helps to explain their lower rate of participation as poll workers.

**Table 2.2. Partisanship of Poll Workers by County (in %)**

		Voter Registration	PJ	EJ	FL	SC	FJ	Total
Party Identification	Democrat	46	48	60	64	58	50	55
	DTS/Other	24	16	14	27	14	17	17
	Party							
	Republican	30	35	26	9	28	33	28

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge.

## 2.3. Poll Worker Recruitment

How do people become poll workers in New Mexico? Table 2.3 shows that, similar to years past, most people seek out the job on their own (40%) or are recruited by another poll worker (12%). In the 2016 election, about 1 in 12 poll workers were recruited by an advertisement in the local media (8%). Therefore, poll worker recruitment should rely on job advertising and other typical temporary worker advertising to recruit poll workers.

<sup>21</sup> These data come from the NM Secretary of State voter registration report dated November, 2016 available at: <http://www.sos.state.nm.us/uploads/FileLinks/558ca6801ade495195d87cc7f0af418e/STATEWIDE12314.PDF>, accessed April 26, 2017.

When we asked respondents why they were poll workers, over half of them indicated that the following reasons are very important (1) “It is my duty as a citizen,” (2) “I am the kind of person who does my share,” and (3) “I wanted to learn about the election process.” These 3 statements consistently rank as the primary reasons people chose to become poll workers over time. However, it is important to note that the monetary incentives were also a very important factor for one-third (33%) of poll workers. Since this is a fairly important reason for being a poll worker, and something that the county can control, we recommend that the county look into raising the compensation for being a poll worker. A raise in compensation might make it easier to attract more and higher quality poll workers.

**Table 2.3. Poll Worker Recruitment and Reasons for being a Poll Worker**

How were you first recruited as a poll worker?	
I wasn't recruited by anyone, I sought the job on my own	40.3
Another poll worker	11.7
An official job posting by the county	8.8
An advertisement in the local media	7.8
Some other way	24.2
A teacher or professor	5.6
A political party official	1.6
Why did you decide to be a poll worker? (Percent responding 'Very Important')	
I think it is my duty as a citizen	60.5
I am the kind of person who does my share	57.9
I wanted to learn about the election process	56.2
I wanted to make some extra money	33.3
I was asked by someone in my political party	5.6

Table 2.4 provides the frequencies, by job assignment, for questions about the likelihood of being a poll worker again and previous election experience of the poll workers. In 2016, we find that the number of poll workers who are working their first election is a little more than one-third (35%), so a large majority (65%) of poll workers have at least one previous election under their belt. In addition, the first two rows of Table 2.4 show that almost 87% of poll workers indicate they are either very likely (62%) or somewhat likely (25%) to be a poll worker again. Regardless of position, on average about three in five poll workers indicate they are very likely to participate again. The fact that so many poll workers want to work again suggests that the County is recruiting committed poll workers and providing a positive experience for them in training and in early and Election Day voting. Given strong desires on the part of many poll workers to work again, past poll workers are also an excellent source of recruitment in addition to the methods we discussed above.

**Table 2.4. Future and Past Elections**

		PJ	EJ	FL	SC	FJ	Total
Likelihood of Being a Poll Worker Again	Very likely	65.1	57.5	62.5	60.7	57.8	61.5
	Somewhat likely	23.3	30.3	25.0	29.5	21.6	24.3
	Not very likely	4.6	6.1	0.0	6.9	5.9	6.4
	Not at all likely	7.0	0.0	0.0	0.0	5.9	2.4
	Don't Know	0.0	6.1	12.5	2.9	8.8	5.4
Number of Previous Elections Worked (Including 2016)	1	22.2	35.5	25.0	36.5	21.4	35.2
	2-5	18.5	41.9	37.5	37.2	50.0	37.2
	6-10	40.8	19.4	25.0	20.9	17.2	18.6
	11+	18.5	3.2	12.5	5.4	11.4	9.0

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge.

## 2.4. Training

In Table 2.5, we see that almost all poll workers report that they received training materials at their training session (97%) from the County Clerk. Furthermore, eight in ten poll workers (80%) say they read all or most of the materials before Election Day.

This year, as in 2014, in addition to in-person training, Bernalillo County provided poll workers the opportunity to extend or reinforce their training with short online videos. These videos are a great supplement to the in-person training described above. We commend the County for making and including these videos as part of their training. They provide more information in a scenario-based environment that poll workers can observe in the comfort of their homes on an ad hoc basis. The poll worker data suggests that many poll workers took advantage of this opportunity, confirming its value. We find that 65% of poll workers report watching at least one online training video, with presiding and exceptions judges the most likely to report watching one. Almost all poll workers (95%) report learning “A lot” or “Some” from the videos. These data suggest that the videos are valuable learning tools and should be continued or even expanded with the caveats that we noted in Chapter 1.

Almost all of the poll workers who worked as a system clerk (99%) on Election Day practiced with the AskED system during training. A large majority of presiding judges and exceptions judges (85%) practiced with the AskED system during training. Those poll workers who are not supposed to use the AskED system and consequently least likely to use the AskED system on Election Day, floor judges, received minimal training on the system during training as is expected based upon their poll worker position. Hands on training is important because it provides experience and confidence which can directly translate into on the job performance.

Having nearly all of those who must interact with the AskEd system were able to do so before Election Day is critical to a successful election.

**Table 2.5. Information on Poll Worker Training in Percentages by County**

		PJ	EJ	FL	SC	FJ	Total
Did you receive any training materials from County Clerk	Yes	98.2	100.0	100.0	97.5	95.5	97.1
	No	1.8	0.0	0.0	2.5	4.5	2.9
How much of the materials did you read before to Election Day?	All	61.8	50.0	41.7	36.3	46.8	43.5
	Most	32.7	30.9	58.3	37.7	37.3	36.9
	Some	5.5	14.3	0.0	24.2	15.9	18.3
	None	0.0	20.9	41.3	1.8	0.0	1.3
Did you watch any of the online training videos	Yes	67.9	79.1	58.3	64.4	61.6	64.7
	No	32.1	30.6	40.0	35.6	38.4	35.3
Which videos have you watched?	Opening	58.7	56.8	40.0	48.3	43.5	49.3
	Routine Voter Interactions	19.6	21.6	60.0	25.0	26.1	23.4
	Issuing Provisional Ballots	37.0	37.8	40.0	34.1	19.1	29.9
	Issuing In-Lieu of Ballots	36.2	15.4	33.3	25.4	13.5	22.8
	Spoiling Ballots	34.7	37.8	40.0	34.7	20.9	32.3
	Preventing Electioneering	45.7	43.2	40.0	27.8	28.7	23.0
	Assisting Voters with disabilities	19.6	27.0	40.0	24.4	31.3	26.3
	Closing Polls	45.7	43.2	40.0	27.8	28.7	31.9
How much did you learn from the online videos?	A lot	39.5	30.3	40.0	48.3	46.8	44.1
	Some	55.3	63.6	60.0	46.9	46.8	50.6
	Not very much/nothing	5.2	6.1	0.0	4.8	6.4	5.3
How much time practiced with AskED during training?	No practice	14.3	14.6	0.0	.4	44.7	16.0
	1-5 Minutes	16.1	24.4	8.3	4.8	17.4	11.3
	6-10 Minutes	14.3	19.5	8.3	12.7	12.9	13.6
	11-15 Minutes	21.4	29.3	8.3	12.2	10.6	14.1
	16-20 Minutes	12.5	7.3	25.0	15.7	6.1	12.0
	More than 20 Minutes	21.4	4.9	50.0	54.1	8.3	33.0

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge.

One important question related to training is whether or not poll workers felt that their training left them feeling confident in their ability to do their work on Election Day. In Table 2.6 we show the results of a number of training questions. It is important to note that the specialized training for each position in the 2016 election means that training for positions may not have covered some of the items we asked

about because they were not necessary for the job. Therefore, the results in Table 2.6 should be read with an eye toward the duties of each assigned poll worker.

In 2016, we see that about half (55%) of poll workers strongly agreed that they were confident in their ability to do their job on Election Day. This is roughly what we saw in 2014. But presiding judges, who are the head of the VCC, report a confidence level significantly lower than other poll workers. Indeed 16% of presiding judges disagreed with this statement either strongly or somewhat. The lower evaluations by presiding judges is a little disturbing and problems in PJ training can be further seen in the difference in the evaluation of various aspects (see Table 2.6 bottom half), which shows that exceptions judges nearly always feel more strongly in the quality of their training than presiding judges.

About two-thirds (65%) of poll workers report that they strongly agree that the training was easy to understand and seven out of ten indicate that the training was hands on, not just a lecture (73%). All of this suggests that training was generally successful. However, the data also show that poll workers were much less likely to agree that the trainings spent enough time covering election law and procedures (38%), down from 43% in 2014, especially among presiding judges (26%) and exceptions judges (27%) where such training is vastly needed. In addition, the training did not appear to prepare poll workers well for handling disabled voters. However, very few poll workers overall strongly agreed that they would have liked more training (15%). Therefore, we recommend that election law and procedures as well as helping disabled voters use the voting machines training be better integrated into the current training rather than adding additional modules to the training to cover these topics. Overall, the current trainings are very well received by poll workers with a very small minority strongly agreeing that the training is boring (2%) or that the training is too long (4%).

Additionally, we find that the training prepared the poll workers for the jobs that they were expected to perform. We find that floor judges felt most prepared to greet people and keep them moving in line to vote and to use the voting machines. Systems clerks were best prepared to use the AskED system, to look up voters, and print ballots. Finally, floor judges report feeling prepared to greet people and keep them moving in line to vote and to use the voting machines. We compliment the county for preparing the poll workers for the specific job that they were expected to fulfill on Election Day.

**Table 2.6. Poll Worker Evaluation of Training**

	Percent Answering Strongly Agree					
	PJ	EJ	FL	SC	FJ	Total
<b>General Training Measures</b>						
After the training, I was confident in my ability to do my job on Election Day.	49.1	48.8	90.9	55.8	58.2	55.4
The training was easy to understand.	52.7	68.3	90.9	66.7	63.3	64.6
The training was hands on, not just a lecture.	60.0	65.9	100.0	77.3	72.4	72.9
The training sessions prepared me well for helping voters with disabilities.	43.6	27.5	36.4	27.0	50.8	35.6
The training sessions spent enough time covering election law and procedures.	29.1	31.7	54.6	38.2	41.7	37.7
The training sessions were boring.	0.0	2.5	0.0	5.3	0.8	3.0
The training sessions were too long.	3.6	4.9	0.0	4.9	4.7	4.5
I would have liked more training.	32.7	20.0	16.7	10.8	14.2	15.3
<b>Training on Specific Tasks</b>						
I know the procedures for handling provisional ballots	68.7	74.2	NA	66.1	NA	67.9
I know the procedures for handling a spoiled ballot.	67.4	71.4	77.8	77.4	73.2	74.5
The training prepared me well for handling in lieu of ballots	58.8	72.5	NA	66.7	NA	64.2
The training was clear for how to use the AskED system	55.9	73.5	60.0	74.2	NA	71.5
The training prepared me well for helping voters with disabilities.	43.6	27.5	36.4	26.7	50.8	35.6
The training prepared me well for printing ballots	67.7	82.4	80.0	90.8	NA	87.2
The training taught me how to greet people and keep people moving in line to vote	51.0	67.7	NA	92.9	75.4	70.6
I know the difference between regular voters and provisional voters	NA	NA	NA	NA	85.4	85.4
The training prepared me well for processing a voter's ballot and permit slip.	NA	NA	NA	NA	86.1	86.1
The training prepared me to use the voting machines	68.6	70.6	NA	78.6	78.6	74.5
The training prepared me to perform the hand tally of write-in ballots	58.2	62.8	30.0	47.7	NA	51.1

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge; NA= not applicable

Table 2.7 displays the frequencies for two questions, rating the training and excitement to work the upcoming election, across the positions that the poll workers worked on Election Day. Overall, we confirm the above results that the training was well received by the poll workers with over nine in ten stating that the training was excellent or good. Furthermore, over two-thirds (67%) of poll workers stated that they were very excited to work the upcoming election.

However, how did the training perform? To assess this, we asked, “Thinking back on your training and your experience on Election Day, how accurate was your training? Three in five (63%) of poll workers indicated it was very accurate. Interestingly presiding judges and exception’s judges had the lowest evaluation – less than half of presiding judges and less than two in five exception judges indicated that it was very accurate. 10% of presiding judges and nearly 20% of exception judges indicates it was not too or not at all accurate. Of course, presiding judges and exception judges are trained across all positions, which may help to explain the differences. Nevertheless, the data suggest that more work needs to be done to ensure presiding and exception judges have the tools they need for success.

**Table 2.7. Poll Worker Rating of Training & Excitement to Work**

		PJ	EJ	FL	SC	FJ	Total
Rating of the Training	Excellent	44.4	47.3	66.7	52.3	62.4	53.7
	Good	38.9	42.1	22.2	40.9	29.6	37.5
	Fair	13.0	5.3	11.1	5.9	8.0	7.5
	Poor	3.7	5.3	0.0	0.9	0.0	1.3
Excitement to work the Election	Very excited	66.0	61.5	66.7	65.1	73.8	67.0
	Somewhat excited	30.2	35.9	33.3	30.7	23.0	29.2
	Not very excited	0.0	0.0	0.0	4.1	1.6	2.7
	Not at all excited	3.8	2.6	0.0	0.0	1.6	1.1
Accurate Training	Very accurate	44.3	38.2	87.5	71.1	65.0	62.8
	Somewhat accurate	46.5	41.2	12.5	26.6	35.0	31.8
	No too accurate	4.6	11.8	0.0	1.7	0.0	3.4
	Not at all accurate	4.6	8.8	0.0	0.6	0.0	1.4

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floaters; SC =Systems Clerk, FJ=Floor Judge.

## 2.5. Election Day Voting Evaluations

Table 2.8 shows the poll workers' ratings of the presiding judges on Election Day. We find that these ratings are very high. On a 1 to 10 scale, where 1 is very poor and 10 is excellent, the rating of presiding judges is 8.6. This high number speaks to the positive environment in most vote centers during the 2016 general election.

**Table 2.8. Evaluation of Presiding Judge**

		Total
Average rating by fellow poll workers: (1= Very Poor; 10=Excellent)	Presiding Judge	8.6

In Table 2.9 we consider poll workers' assessment of their satisfaction with their own performance as a poll worker and their overall rating of the voting center. We see that in 2016 almost all poll workers were very satisfied (87%) or somewhat satisfied (12%) with their performance as a poll worker. These performance ratings are similar to poll worker evaluations from 2014 and 2012.

**Table 2.9. Poll Worker Satisfaction in Percentages**

		PJ	EJ	FL	SC	FJ	Total
Satisfaction with Performance as Poll Worker	Very Satisfied	75.5	68.8	100.0	92.2	85.4	86.5
	Somewhat Satisfied	18.9	27.0	5.0	7.8	13.2	12.1
	Somewhat Dissatisfied	3.8	34.2	0.0	0.0	0.7	1.0
	Very Dissatisfied	1.9	0.0	0.0	0.0	0.7	0.4
Rating of the Overall Quality of the Voting Center	Excellent	52.8	57.4	44.4	55.0	54.3	54.9
	Good	34.0	38.3	55.6	35.3	40.6	37.1
	Fair	11.3	4.3	0.0	8.4	4.3	7.0
	Poor	1.9	0.0	0.0	1.2	0.7	1.0

Note: PJ = Presiding judge, EJ=Elections Judge, FL=Floater; SC =Systems Clerk, FJ=Floor Judge.

Additionally, we see that a large majority of poll workers thought that the quality of the location was excellent (55%) and additional almost three in five (37%) rated it as good. Seven percent rated the location as fair, and only one percent of workers rated it as poor.

## 2.6. Opening the Polls

Election Day is a long day that starts early in the morning. Poll workers are required to start setting up the VCC at 6:00AM. Table 2.10 shows that 78% of presiding and exception judges reported that all of the poll workers arrived on time. This is slightly higher than in 2014 when it was 73%. Nevertheless, we think this suggests too many late arrivals. Late arrivals might have to do with the fact that most of the

work is already done because of changes made by the County in election administration and much of the pre-opening time for most poll workers is sitting around waiting for the opening. The County may want to consider either staggered arrivals for some positions, or in training emphasize the importance of getting there on-time.

In regards to setting up equipment, just over one in ten (11%) noted that there was a problem setting up one or more of the ICE voting tabulators. This is roughly similar to what we saw in 2014. The best solution for technical problems like these, especially early in the morning, is to have clear instructions. Almost all of poll workers felt that the instructions for opening the polls were very clear (76%) or somewhat clear (22%).

**Table 2.10. Information about the Opening of the VCC**

	Percent Agreeing or saying Yes	
All poll workers arrived on time		77.9
There were problems setting up one or more of the ICE machines		11.0
How clear were the instructions for opening the polls on Election Day?	Very clear	76.0
	Somewhat clear	22.0
	Not very/not at all clear	2.0

## 2.7. The VCC

Table 2.11 shows the poll worker evaluations of the quality of the polling places. Here, we see that over eight out of ten poll workers rate their polling place as “excellent” or “good” across all of the categories. This suggests the County has selected mostly high quality polling facilities. This is also evidence that the greater control over polling locations including plans for equipment set-up as part of the vote center model resulted in better voting environments for voters. Specifically, at least 95% of poll workers rated the number of voting machines, voting booths, computers and printers as excellent or good. Furthermore, over nine out of ten poll workers rated space to operate the polls, general conditions of the facility and the lighting as excellent or good. We find that 10-20% poll workers rated the polling locations as fair or poor for some of the physical attributes of the vote centers, such as its accessibility for people with disabilities, the temperature, the noise level, the availability of parking at the facility and the layout of the vote center providing good traffic flow for voters. Ranking the lowest in the evaluations was the temperature (81%).

Overall, the data indicate that the county did a good job choosing convenient locations with a generally good atmosphere. The county should continue to invest time seeking out good locations and replacing lower quality locations with those that allow for a good flow of voter traffic and good atmosphere and where the condition of the facility is very good.

**Table 2.11. Evaluation of Polling Place Facilities**

	Excellent/Good	Poor/Fair
Adequate space to operate the polls	94.4	5.6
Its accessibility for people with disabilities	84.9	15.1
The general condition of the facility	92.0	8.0
The noise level of the facility	87.2	12.8
The availability of parking at the facility	83.2	16.8
Adequate number of voting machines	96.0	4.0
Adequate number of voting booths	96.8	3.2
Adequate number of computers to check in voters	96.8	3.2
Adequate number of printers to print ballots	97.6	2.4
The temperature	81.4	18.6
The lighting	91.8	8.2
The layout of the vote center provided a good traffic flow for voters	85.5	14.5

Table 2.12 displays general information about the polling places. We find that poll workers report that there were more Democrat (40%) and Republican (29%) watchers than party poll worker's challengers (Democrats 20% and Republicans 20%) at the polling locations. Importantly, poll workers rarely felt intimidated by the watchers or challengers. Similar to our observations, almost nine in ten poll workers report that voters were offered privacy sleeves very often. Two in ten poll workers noted that there were missing supplies at the polling location.

**Table 2.12. General Information About Polling Place**

Democrat watcher at VCC	39.5
Democrat challenger at VCC	20.1
Republican watcher at VCC	28.9
Republican challenger at VCC	19.9
Poll worker felt intimidated by watchers or challengers	6.7
Voters offered privacy sleeves	96.8
Missing supplies at VCC	22.6

In our survey, we asked the poll workers a series of questions about their opinions of voting. Table 2.13 shows that about 98% of poll workers agreed that they had the tools and resources to do their job well on Elections Day, and agreed that their job requirements for Election Day were clear. Almost 88% of poll workers strongly agreed that they are proud to tell others that they worked the polls. All poll workers strongly agreed or agreed that they really care about making sure that every eligible voter that wants to vote can vote and 99% strongly agreed or agreed that they really care about ensuring that all votes are counted correctly.

**Table 2.13. Poll Worker Opinions of Voting Process**

	Strongly Agree	Agree	Disagree	Strongly Disagree
I had the tools and resources to do my job well on Election Day	80.7	17.5	1.4	0.4
My job requirements for Election Day were clear	83.2	15.0	1.1	0.7
I am proud to tell others that I work the polls	87.7	10.8	1.3	0.2
I really care about making sure that every eligible voter that wants to vote can vote	97.1	2.9	0.0	0.0
I really care about ensuring that all votes are counted correctly	97.5	1.4	0.4	0.7

## 2.8. Processing Voters & Voter ID

With the introduction of on-demand ballots, the process of looking up a voter has become slightly more complex than looking through the precinct's voter roster. There are now many different types of events that can impact the voter lookup process. Table 2.14 displays frequencies of some of these events. We find that over eight in ten poll workers report that the AskED system worked all day without problems (82%) and that the Internet connection worked all day without problems (89%). We also find that there were few paper problems this year. One in five poll workers (22%) state that there were problems with the ballot printers, nevertheless that seems like a high number and the County may want to determine what problems there were with the printers, and to explore the ramifications for poll worker training and implementation of voting processes. We also find that one out of five poll workers processed an individual who showed up, but was not in the AskEd system. Similarly, nearly three in four poll workers encountered a voter from another county trying to vote at the VCC. Finally, most poll workers (87%) report following the procedures and offering voter registration forms to inactive voters and voters who indicated that they had moved.

**Table 2.14. Frequency of Voter Lookup Events**

	% Answering "Yes" or % agreeing
Did the AskEd system work all day without problems?	81.8
Did the Internet connection work all day without problems?	88.9
Did you run out of paper to print ballots?	4.1
There problems with the ballot printers.	22.0
Many voters who showed up were not in the AskEd system.	21.5
Did any voters from another county try to vote at your VCC?	68.7
Did any voters who were tagged as inactive voters fill out a voter registration form?	87.0

Table 2.15 presents the poll workers' evaluations of the clarity of the instructions for dealing with voter problems. In general, more than half of poll workers found these instructions to be very clear. Specifically, over half (54%) of poll workers found the instructions for when to refer a voter to the County Clerk to be clear. Over four in five (81%) of poll workers found the instructions for when to ask a voter for his or her identification before voting to be very clear. Finally, nearly three quarters (73%) of poll workers found the instructions for when to issue a provisional ballot to be very clear.

**Table 2.15. Evaluation of Instructions for Looking Up Voters**

The instructions for when to refer a voter to the County Clerk	Very clear	57.1
The instructions for when to ask a voter for his or her identification before voting	Very clear	81.2
The instructions for when to issue a provisional ballot	Very clear	72.5

New Mexico requires that all voters be identified at the polls (§ 1-12-7.1 (D)). However, there is a range of acceptable forms of identification allowed under New Mexico law (§ 1-1-24).

First, a voter can show a physical form of identification, including a current, valid photo identification, such as a driver's license, with or without an address (if there is an address, it does not have to match the voter rolls and the identification can be either an original or a copy). Identification can also include any of the following physical forms that include both a name and address (again, the address is not required to match the address that appears on the voter rolls): (1) utility bill, (2) bank statement, (3) government check, (4) paycheck, (5) student identification card, or (6) other government documents (e.g. ID issued by an Indian nation, tribe, or Pueblo). Second, a voter can merely provide a verbal or written statement of his or her name, address, and year of birth.

In Table 2.16, we see the ways in which poll workers asked voters to provide identification, assuming that the voter did not approach the poll worker and present identification.<sup>22</sup> According to the statute, poll workers can use many methods for identifying voters. However, it is the voter, not the poll worker, who has the choice of determining the way to authenticate herself to the poll worker. The minimal requirement under law is for the voter to state his/her name, address, and birth year. Asking for the voter's name, address, and birth year is also how the county trains the system clerk to approach voters when they check in.

Table 2.16 shows the frequency and the average score of requests for different forms of identification. As Table 2.16 makes clear, poll workers report using the minimum requirement 91% of the time, which is a significant increase from 69% in 2014 and 62% in 2012. This is evidence that the County's current training methods on this issue are generally effective. Most encouragingly, we continued to see that the use of the AskED system has significantly reduced the use of inappropriate first-level means of identification, including asking for photo identification (26% for very and 11% for somewhat often in 2016) and registration cards (3% for very often and 11% for somewhat often). Virtually everyone is identified with some form of identification and voters who happen to know the poll worker appear to be still asked for an ID as 92% of poll workers indicated they never let a friend pass through without being authenticated.

The practice of voters simply offering identification has been decreasing since implementation of new training that focuses on training for poll worker position. In 2016, system clerks indicate that two in five (41%) voters offered identification very often down from 56% in 2014.

However, there does appear to be some misunderstandings on when to ask for photo ID. First time voters who did not show their ID to the County Clerk when they registered have to show a physical form of identification the first time they vote. Most new voters do not register at the clerk's office and therefore are required to show an ID at the polls and the polling record should indicate that they are required to look at the voter's ID. System Clerks, however, appear to only ask first time voters for an ID a little more than one-third (37%) of the time. This suggests that this is a potential area of improvement in training –differentiating between when a voter ID is required and when it is not.

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<sup>22</sup> The numbers presented only reflect the responses from presiding judges, exceptions judges, and system clerks since floaters and floor judges were not supposed to be looking up voters.

**Table 2.16. Poll Workers Reported Use of Voter Identification Methods**

	Very Often	Somewhat Often	Hardly At All	Never
State Name	22.2	7.9	8.4	61.5
State Name, Address & Birth Year	91.1	6.6	0.8	1.5
Photo ID	6.9	8.9	30.8	53.4
Asked voter for barcode	15.5	29.0	23.8	31.7
Registration Card	2.8	10.8	27.3	59.1
Asked first time voter for photo ID	25.6	11.0	18.7	44.7
None, knew the voter personally	0.0	1.2	6.4	92.4
Voter Offered Identification	41.0	52.5	6.5	0.0

Although consistency in voter identification rules over time have improved immensely, there is still evidence of mis-implementation and some evidence that it is increasing. The lack of consistency in the voter identification process is confirmed by a follow-up question we asked, “Did you ask a voter for any identification for any of the following reasons?” Table 2.17 shows, the fact that 50% of poll workers verified the identity of first time voters in 2016, which is lower than either 2014, when it was just over ½ of voters (56%), once again suggesting that there may be need for improvement here.

One particularly troubling finding is that there is still a substantial number of poll workers who indicated that they did not check the identification of first-time voters. All of the other reasons to ask for physical identification are incorrect. If the voter cannot be found in the voter rolls, the voter should move to provisional balloting status but this does not mandate further identification. Lack of recognition of the voter should not influence whether or not a poll worker asks for ID. Likewise, poll workers should be following the law and thus, authenticating voters to “prevent fraud” is inappropriate, but almost one-fourth (24%) of poll workers report doing so. Nevertheless, this percentage is similar to 2012 (23%) and is down from 31% in 2010, suggesting that poll workers are being taught the photo identification laws better than in the past.

Finally, only 14% of poll workers stated that they asked for photo identification to process voters more quickly because of long voter lines. This again confirms what we saw on Election Day: the voter identification law was not always administered consistently or correctly, but there was a huge improvement from before the implementation of the on demand ballot system.

**Table 2.17. Reasons for Requesting Voter Identification**

	Percentage Yes
Verify identity of first time voters	49.8
Verify identity of provisional voter	44.2
Information didn't match the voter rolls	57.9
It's required by law to verify the identity of voters	28.5
To prevent fraud	23.9
Trouble hearing/Easier to read name from ID	47.0
I did not recognize the voter	8.7
To process voters more quickly because of long voter lines	13.5

Table 2.18 shows how often poll workers were asked for photo ID across the federal election years of our studies. This shows how the trend of asking for photo identification has changed over time. When we first asked this question in 2008, about one in seven (17%) of poll workers asked for photo ID very often and another one in seven (17%) asked for photo ID somewhat often. This declined slightly in 2010, but made a steep decline in 2012 when the County changed their training methods. This holds fairly constant with a slight tick up in 2014, but in 2016, we see that the very often category has more than doubled since its low in 2012. The evidence suggests that poll workers are increasingly administering photo ID laws incorrectly. The County should be vigilant in training and emphasizing repeatedly the importance of consistency within and across VCCs in voter ID implementation.

**Table 2.18. How Often Did Poll Workers Ask for Identification?**

	Bernalillo 2008	Bernalillo 2010	Bernalillo 2012	Bernalillo 2014	Bernalillo 2016
Very often	16.6	11.4	3.1	4.3	6.9
Somewhat often	17.4	14.4	8.1	9.4	8.9
Not very often	36.7	33.9	31.3	43.4	30.8
Not at all often	29.3	40.3	57.6	42.9	53.4

Finally, we were curious about what the poll workers did when they could not find a voter in the AskED system. We asked this in two different ways. We asked this question for voters who indicated they were registered in Bernalillo County and for voters who indicated they were not registered in Bernalillo County. We have observed at various time presiding judges refusing to give voters who were outside the county a provisional ballot and so we wanted to test the possible difference in poll worker behavior. Table 2.19 shows the results. Poll workers definitely handle the two types of voters differently. For voters who indicate they are Bernalillo

County registrants, over one third of poll workers call the county clerk and almost one in two issue a provisional ballot. One in five refer them to the PJ/EJ who is in charge of determining their status and providing them with a provisional ballot. One in three voters registered outside of Bernalillo County were either referred back to their own county or asked to leave. One in six were given a provisional ballot, one in seven calls were made to the County Clerk's office and over one in three were referred to the EJ/PJ who decided whether to give them a provisional ballot or send them to their own County. The county should try and create a uniform policy on how to especially handle voters outside the county, given the various ways they are handled.

**Table 2.19. Actions When Could Not Find a Voter in AskED**

Voters Registered in BC	
Issue a provisional ballot voter	42.6
Call County Clerk	36.8
Refer to PJ/EJ	20.3
Refer them to another location	0.3
Voters Registered outside of BC	
Issue a provisional ballot voter	16.8
Call County Clerk	14.7
Refer to PJ/EJ	35.8
Refer them to another location	29.2
Asked them to leave	3.5

## 2.9. The Voting Process

Election day is very long with hundreds to thousands of voters processed over a twelve-hour period in a single polling location. Everything goes smoothly and as planned for the overwhelming majority of interactions and transactions. However, there are hiccups and this section documents some of the atypical events that can occur during the voting process.

Table 2.20 displays the percent of poll workers who observed or participated in certain events at the VCC. In regards to the voter's ballots, we find that 13% of poll workers report looking at a voter's ballot at least once, 47% showed a voter where a mistake was on their ballot, and 46% helped a voter complete their ballot. This suggests that poll workers are looking at voters' ballots frequently. Further training needs to be done to help poll workers know when they can and when they cannot look at a voter's ballot.

Over eight in ten poll workers report that the AskED system worked all day without problems and nearly three in four state that the ICE tabulators worked all day without problems. Over one out of ten poll workers reported encouraging over

voted ballots to be placed in the hand counting bin. This is consistent with our observations that different poll workers were encouraging different actions for over voted ballots. We recommend that a policy be created for poll workers to follow in regards to over voted ballots and that it be emphasized in training.

**Table 2.20. Frequency of Events During the Voting Process**

	% Yes
Did you ever look at a voter's ballot	13.4
Did you show a voter where a mistake was on their ballot	46.8
Did you help a voter complete a ballot	45.9
Did the AskED system work all day without problems	81.8
Did the ICE tabulators work all day without problems	72.9
Did you encourage over voted ballots to be placed in the hand counting bin	11.9

Table 2.21 provides the information on assuring voter privacy. According to poll workers, voter privacy was rarely compromised.

Table 2.21 also provides information on how well ballot tabulators did at reading the computer printed ballots. In general, only about one in ten poll workers indicated there were problems with unreadable ballots, suggesting that for the most part the ballot on demand system was functioning well and printing ballots that were dark enough for the tabulators to read. However, given that this equipment is necessary for a successful election, the fact that it failed 12% of the time is worrisome. The County should keep track of printer problems to identify where and why they are happening. If printers stop functioning during balloting, a crisis could ensue.

**Table 2.21. Frequency of Specific Voter Privacy Issues**

	Strongly Agree	Agree	Disagree	Strongly Disagree
Voter ballot privacy was not compromised	6.8	6.2	22.6	64.4
Ballots were unreadable by the vote tabulator	5.0	7.1	31.9	56.0

In 2014, the county retired the AutoMark assisted voting machines in favor of the Dominion ICE voter tabulator, which also doubles as an assisted voting system (ICE ATI). Table 2.22 shows poll worker responses to questions about assisted voting. First, poll workers note that it is relatively uncommon for voters to need assistance with only one in five responding that this happens very often (4%) or somewhat often (18%). Importantly when voters need assistance, 96% of floor judges appear mostly to know what do.

Nearly one in six poll workers noted that voters used the ICE ATI very or somewhat often. Poll workers report that there were relatively few problems with the ICE ATI machine, but not quite half (43%) of poll workers thought that the voters used the ATI thought it worked well. In addition, very few poll workers encouraged voters who spoiled ballots to use the ICE ATI. We are not sure what to recommend here given that nearly one-fifth of voters indicated it was unfavorable. In our experience the machines process disabled voters inefficiently. The County should continue to try and improve capacity for disabled voters.

**Table 2.22. Frequency of Assisted Voting**

	Very Often	Somewhat Often	Not very often	Not at all	Don't know
A voter needed assistance from a poll worker to complete ballot	4.1	18.0	62.0	10.6	5.3
Voters used the ICE ATI	5.8	8.3	33.5	32.2	20.2
Problems with ICE ATI	0.8	5.3	16.7	66.2	11.0
Voters who used the ICE ATI thought it worked well	27.6	14.8	7.8	12.4	37.4
We encouraged voters who spoiled ballots to use the ICE ATI	9.0	5.4	20.2	44.0	21.4

Table 2.23 provides information about presiding judges' experiences trying to contact the County Clerk's office on Election Day. Over nine in ten presiding judges report contacting the county on Election Day. The vast majority of those who contacted the county felt that it was very easy (55%) or somewhat easy (42%) to get ahold of the office. We also found that nearly all presiding judges thought the county was very (76%) or somewhat (22%) responsive.

**Table 2.23. Contacting the County Clerk**

Percentage contacted the county on Election Day		94.1
How easy was it to get a hold of them?	Very	54.7
	Somewhat	42.1
	Not very	2.1
	Not at all	1.1
How responsive was the County hotline	Very	75.8
	Somewhat	22.1
	Not too	2.1

As stated above, Election Day is very long, with many interactions between poll workers and voters. This year we included several questions to examine the extent to which these interactions led to arguments and disagreements. We find that less than ten percent (7%) of poll workers had an argument or disagreement with another poll worker (see Table 2.24). Only eight percent of poll workers had an argument or disagreement with a voter. Fortunately, these incidents were fairly uncommon and according to poll workers did not disrupt the normal routine of the VCC (11%).

**Table 2.24. Arguments and Disagreements in the VCC**

	% Yes
Did you have any arguments or disagreements with any of the poll workers?	6.9
Did the event disrupt the normal routine of the VCC?	2.9
Did you have any arguments or disagreements with any of the voters?	7.7
Did the event disrupt the normal routine of the voting center?	7.9

## 2.10. Closing the Polls

Election Day is a really long and stressful day. Poll workers are exhausted by the time that the polls close at 7:00PM. This is especially true for those older retired workers who are not used to being busy all day long. This exhaustion does not really affect the processing of voters, which becomes routine after the first couple of hours in the VCC. However, poll workers are asked to complete fairly complex procedures that they have only done once or twice, if at all, after the last voter puts his or her ballot into the vote tabulator. It is unrealistic to expect this process to go smoothly even if the last voter was processed at 7:00. It is very unlikely that there will be no voters in line at the end of the day in the VCC voting model. Indeed, according to poll workers the lines ranged from 0 to 140 people in line at closing, and the median was 0.

One way to mitigate problems caused by exhaustion is clear and helpful instructions. We find that over nine out of ten poll workers found the instructions for closing the polls at the end of the day to be very (65%) or somewhat (26%) clear. Similarly, we find that poll workers found the instructions for reconciling the number of voters and ballots to be very (65%) or somewhat (28%) clear. These are both slightly higher than in 2014 where 90% of poll workers were very (60%) or somewhat (30%) clear on the instructions and very (57%) or somewhat clear (33%) on vote reconciliation procedures. These numbers are moving in the right direction, but these numbers are still comparatively low. We encourage the county to continue to find ways to improve poll worker training for closing operations.

Importantly, with multiple voting tabulators to shut down, and many ballots in the hand tally bin, problems can occur outside of anyone's control that can slows down the closing process. We find that 8% of poll workers report that there was a problem shutting the vote tabulator down. This is a huge decrease compared to 2014, when almost three in ten poll workers (29%) had problems closing down the voting machines. This is a huge improvement and shows that training and poll worker knowledge improved in this area between 2014 and 2016.

**Table 2.24. Information about Closing the Polls**

How clear were the instructions for closing the polls at the end of the day?	Very	65.1
	Somewhat	25.6
	Not very	7.4
	Not at all	1.9
How clear were the instructions for reconciling the number of voters and ballots?	Very	65.2
	Somewhat	27.6
	Not very	4.7
	Not at all	2.5
Whether had any problems shutting vote tabulators down		7.7

## 2.11. Conclusions

Overall the poll worker data support the conclusion that the election was largely a success. Generally speaking, poll workers did a good and efficient job at processing and guiding voters through the vote process.

## **Appendix 2.1. Poll Worker Methodology**

Similar to our 2014 study, we did a two wave panel of a census of poll workers. The first panel survey was after their training and the next was after their Election Day experience. Poll worker training began Monday, October 3, 2016 and ran through Saturday, November 5. The County provided us a list of poll worker names and address who had completed training in the last week on each Monday before the election, starting on Monday, October 10, and we sent out invitations to each poll worker within 1 to 2 days after we received contact information from the County. The second survey, also via email with an embedded link, was sent out after the election, and began on November 17. For each poll worker who did not respond, we sent out several reminder emails each time with a link to the Internet survey embedded within it.

The Bernalillo County Clerk Maggie Toulouse Oliver provided a list of 832 individuals who attended a poll worker training. We received responses from 505 poll workers for a response rate of 60.7%. For the Election Day Experience Survey, we received a list of 823 poll workers. We received responses from 522 poll workers for a response rate of 63.4%.

Survey questions asked about their election experience, their demographic characteristics, how they were recruited, why they wanted to be a poll worker, attitudes toward training, understanding and implementation of election procedures, supplies, condition of polling place, election problems, evaluation of poll workers, voter privacy, and confidence in ballot counting.

## Appendix 2.2. Poll Worker Frequency Report

### Poll Worker Pre-Election Training Survey

1. Your local election official sponsored many training sessions for poll workers prior to the election to teach workers about election procedure, how to lookup a voter, print a ballot and use the voting machines. Which of the following training sessions did you attend? (Please select all that apply)

Presiding Judge	11.3%
Exceptions Judge	11.9%
Floater	3.0%
Systems Clerk	52.3%
Floor Judge	30.7%
None of the above	0.2%

2. Have you watched any of the online poll worker training videos?

Yes	64.7%
No	35.3%

3. Before, during, or after your training session, did you receive any manuals, booklets, or a link to access training videos to help you learn more about the election procedures?

Yes	97.1%
No	2.9%

4. Which videos have you watched? (Please select all that apply)

Opening Polls for Early Voting and Election Day	49.3%
Issuing Provisional Ballots	29.9%
Spoiling a Ballot	32.3%
Preventing Illegal Electioneering and Campaigning	23.0%
Closing the Polls on Election Day	31.9%
Routine Voter Transactions	23.4%
Issuing In Lieu Of Absentee Ballots	22.8%
Assisting Voters with Disabilities	26.3%
Closing the Polls for Early Voting	24.0%

5. How much did you learn from the online training videos?

A lot	44.1%
Some	50.7%
Not very much	4.9%
Nothing at all	0.3%

6. How much of the materials have you read?

All of them	43.5%
Most of them	36.9%
Some of them	18.3%
None of them	1.3%

7. How much did you learn from reading the materials?

A lot	63.7%
Some	34.6%
Not very much	1.5%
Nothing at all	0.2%

8. During your training, how much time did you spend practicing on the computer with AskED (the voter lookup/ballot printing system)?

1-5 minutes	11.3%
6-10 minutes	13.6%
11-15 minutes	14.1%
16-20 minutes	12.0%
more than 20 minutes	33.0%
I didn't do any hands on practice in my training session	5.5%
My training session did not teach us how to use AskED	10.5%

9. About how long did your training session take, in minutes?

Mean	238
Range	75-390

10. Thinking back on your poll worker and poll judge training, please tell us whether you agree or disagree with each of the following statements:

a. After the training, I was confident in my ability to do my job on election day.

Strongly agree	55.4%
Somewhat agree	37.7%
Somewhat disagree	5.0%
Strongly disagree	1.9%

b. I would have liked more training.

Strongly agree	15.3%
Somewhat agree	35.4%
Somewhat disagree	35.9%
Strongly disagree	13.4%

c. The training was easy to understand.

Strongly agree	64.6%
Somewhat agree	29.6%
Somewhat disagree	4.7%
Strongly disagree	1.1%

d. The training was hands on, not just a lecture.

Strongly agree	72.9%
Somewhat agree	23.0%
Somewhat disagree	3.0%
Strongly disagree	1.1%

e. The training sessions spent enough time covering election law and procedures.

Strongly agree	37.8%
Somewhat agree	43.8%
Somewhat disagree	15.0%
Strongly disagree	3.4%

f. The training sessions were boring.

Strongly agree	3.0%
Somewhat agree	11.9%
Somewhat disagree	30.6%
Strongly disagree	54.5%

g. The training sessions prepared me well for helping voters with disabilities.

Strongly agree	35.6%
Somewhat agree	41.9%
Somewhat disagree	16.1%
Strongly disagree	6.4%

h. The training session was too long.

Strongly agree	4.5%
Somewhat agree	15.9%
Somewhat disagree	42.3%
Strongly disagree	37.3%

11. Thinking back on your presiding judge, exceptions judge, and floor judge training specifically, please tell us whether you agree or disagree with each of the following statements:

a. I know the procedures for handling a spoiled ballot.

Strongly agree	74.6%
Somewhat agree	22.3%
Somewhat disagree	2.5%
Strongly disagree	.7%

b. I know the procedures for handling provisional ballots.

Strongly agree	67.9%
Somewhat agree	28.4%
Somewhat disagree	3.1%
Strongly disagree	.6%

c. I know the procedures for handling In Lieu Of Absentee Ballots.

Strongly agree	64.2%
Somewhat agree	23.2%
Somewhat disagree	9.4%
Strongly disagree	3.2%

d. The training taught me how to greet people and keep people moving in line to vote.

Strongly agree	70.6%
Somewhat agree	19.9%
Somewhat disagree	7.4%
Strongly disagree	2.1%

e. The training prepared me well to use the voting machines.

Strongly agree	74.5%
Somewhat agree	22.5%
Somewhat disagree	2.1%
Strongly disagree	.9%

f. The training prepared me well to perform the hand tally of write-in ballots.

Strongly agree	51.1%
Somewhat agree	35.6%
Somewhat disagree	10.3%
Strongly disagree	3.0%

g. I am ready to open the polls.

Strongly agree	69.5%
Somewhat agree	24.2%
Somewhat disagree	2.1%
Strongly disagree	4.2%

h. I know the procedures to help a disabled voter so they can use the ATI (Assisted Tactile Interface)

Strongly agree	43.6%
Somewhat agree	38.3%
Somewhat disagree	13.8%
Strongly disagree	4.3%

i. I am ready to close the polls at the end of Election Day.

Strongly agree	56.4%
Somewhat agree	31.9%
Somewhat disagree	6.4%
Strongly disagree	5.3%

12. Thinking back on your Systems Clerk/ Floater/ Presiding Judge/ Exceptions Judge training specifically, please tell us whether you agree or disagree with each of the following statements:

a. The training was clear for how to use the Asked system.

Strongly agree	71.5%
Somewhat agree	24.5%
Somewhat disagree	3.0%
Strongly disagree	1.0%

b. The training prepared me well for printing a ballot.

Strongly agree	87.1%
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Somewhat agree	9.5%
Somewhat disagree	2.7%
Strongly disagree	0.7%

c. I know the procedures for processing a spoiled ballot.

Strongly agree	74.8%
Somewhat agree	21.5%
Somewhat disagree	2.7%
Strongly disagree	1.0%

d. The training prepared me well to perform the hand tally of write-in ballots.

Strongly agree	49.2%
Somewhat agree	37.5%
Somewhat disagree	10.0%
Strongly disagree	3.3%

e. I know the procedures for processing a provisional voter.

Strongly agree	67.9%
Somewhat agree	27.8%
Somewhat disagree	3.3%
Strongly disagree	1.0%

f. I am well prepared to reconcile and balance the number of voters with the number of ballots.

Strongly agree	49.0%
Somewhat agree	39.6%
Somewhat disagree	7.4%
Strongly disagree	4.0%

g. I know the procedures for hand tallying votes.

Strongly agree	52.4%
Somewhat agree	35.8%
Somewhat disagree	8.4%
Strongly disagree	3.4%

13. Thinking back on your Floor Judge or Floater training specifically, please tell us whether you agree or disagree with each of the following statements:

a. The training taught me how to greet people and keep people moving in line to vote.

Strongly agree	78.6%
Somewhat agree	14.5%
Somewhat disagree	4.8%
Strongly disagree	2.1%

b. The training prepared me well to use the voting machines.

Strongly agree	77.9%
Somewhat agree	19.3%
Somewhat disagree	2.1%
Strongly disagree	0.7%

- c. The training prepared me well to assist voters with disabilities in the use of special voting devices.

Strongly agree	63.4%
Somewhat agree	29.7%
Somewhat disagree	4.1%
Strongly disagree	2.8%

- d. The training prepared me well to prevent illegal campaigning at a polling station.

Strongly agree	79.3%
Somewhat agree	17.9%
Somewhat disagree	2.1%
Strongly disagree	0.7%

- e. I know how to print a sample ballot.

Strongly agree	74.3%
Somewhat agree	13.9%
Somewhat disagree	6.2%
Strongly disagree	5.6%

- f. I know the difference between regular voters and provisional voters.

Strongly agree	85.4%
Somewhat agree	12.5%
Somewhat disagree	1.4%
Strongly disagree	0.7%

- g. The training prepared me well for processing a voter's ballot and permit slip.

Strongly agree	86.1%
Somewhat agree	11.8%
Somewhat disagree	0.7%
Strongly disagree	1.4%

- h. I know what to do if a voter is receiving assistance from another voter.

Strongly agree	73.3%
Somewhat agree	20.6%
Somewhat disagree	3.4%
Strongly disagree	2.7%

- i. I know the proper way to help voters when their ballot is not accepted by the voting machine.

Strongly agree	75.3%
Somewhat agree	23.3%
Somewhat disagree	0.7%
Strongly disagree	0.7%

- j. I have the knowledge to advise voters what they need to do if they spoil their ballots.

Strongly agree	75.2%
Somewhat agree	21.4%

Somewhat disagree	2.7%
Strongly disagree	0.7%

k. I know the procedures I should take if I assist a voter with filling out their ballot.

Strongly agree	75.7%
Somewhat agree	19.4%
Somewhat disagree	2.8%
Strongly disagree	2.1%

l. I know how to process and handle the memory card in the voting machines after the polls close.

Strongly agree	56.3%
Somewhat agree	31.3%
Somewhat disagree	6.9%
Strongly disagree	5.5%

14. How did the quality of this election training compare to training that you have received in the past?

This election's training was much better than in the past	32.1%
This election's training was about the same as in the past	27.4%
This election's training was much worse than in the past	2.0%
I have not had previous training	38.5%

15. Was the training for the following jobs very clear, somewhat clear, not very clear, or not at all clear?

a. The instructions for opening the polls at the end of the day?

Very clear	76.0%
Somewhat clear	22.0%
Not very clear	1.6%
Not at all clear	0.4%

b. The instructions on when to refer a voter to the County Clerk?

Very clear	49.6%
Somewhat clear	36.0%
Not very clear	11.7%
Not at all clear	2.7%

c. The printed instruction materials you used when we had a procedural question?

Very clear	64.9%
Somewhat clear	32.2%
Not very clear	2.2%
Not at all clear	0.7%

d. The instructions for closing the polls at the end of the day?

Very clear	64.7%
Somewhat clear	28.8%

Not very clear	5.6%
Not at all clear	0.9%

16. Was the presiding judge, exceptions training for the following jobs very clear, somewhat clear, not very clear, or not at all clear?

a. When to ask a voter for his or her identification before voting?

Very clear	69.6%
Somewhat clear	19.6%
Not very clear	5.4%
Not at all clear	5.4%

b. The instructions for reconciling the number of voters voting and the number of ballots cast?

Very clear	63.7%
Somewhat clear	28.6%
Not very clear	5.5%
Not at all clear	2.2%

c. Securing the ballots during and after the election?

Very clear	75.6%
Somewhat clear	20.0%
Not very clear	3.3%
Not at all clear	1.1%

d. The instructions for when to issue a provisional ballot?

Very clear	70.5%
Somewhat clear	21.6%
Not very clear	7.9%
Not at all clear	0.0%

17. How clear was the systems clerk or floater training for when to ask a voter for his or her identification before voting?

Very clear	85.3%
Somewhat clear	13.9%
Not very clear	0.4%
Not at all clear	0.4%

18. How clear were the instructions for when to issue a provisional ballot?

Very clear	72.5%
Somewhat clear	24.0%
Not very clear	3.5%
Not at all clear	0.0%

19. How would you rate your training?

Excellent	53.7%
Good	37.5%
Fair	7.5%

Poor	1.3%
------	------

20. How excited are you to work the 2016 General Election?

Very excited	67.0%
Somewhat excited	29.2%
Not too excited	2.7%
Not excited at all	1.1%

21. Thinking back on your poll worker and judge training, please tell us whether you agree or disagree with each of the following statements:

a. I have the tools and resources to do my job well when working the polls.

Strongly agree	80.7%
Somewhat agree	17.5%
Somewhat disagree	1.4%
Strongly disagree	0.4%

b. My job requirements for working the polls are clear.

Strongly agree	83.2%
Somewhat agree	15.0%
Somewhat disagree	1.1%
Strongly disagree	0.7%

c. I am proud to tell others that I work the polls.

Strongly agree	87.7%
Somewhat agree	10.8%
Somewhat disagree	1.3%
Strongly disagree	0.2%

d. I really care about making sure every eligible voter that wants to vote can vote.

Strongly agree	97.1%
Somewhat agree	2.9%
Somewhat disagree	0.0%
Strongly disagree	0.0%

e. I really care about ensuring that all votes are counted correctly.

Strongly agree	97.5%
Somewhat agree	1.4%
Somewhat disagree	0.4%
Strongly disagree	0.7%

22. What is your age?

16-30	13.6%
31-45	7.3%
46-55	11.1%
56-65	25.5%
66+	42.5%

23. What is your sex?

Male	36.6%
Female	63.4%

**Poll Worker Post-Election Survey**

1. What was the official job you performed on Election Day? (Mark all that Apply)

Presiding Judge	10.3%
Exceptions Judge	10.2%
Systems Clerk	50.8%
Floor Judge	28.0%
Machine Presiding Judge	3.8%

2. Was that different from the job you trained for?

Yes	6.0%
No	94.0%

3. What position(s) did you train for? [Mark all that apply]

Presiding Judge	0.6%
Exceptions Judge	2.9%
Systems Clerk	2.5%
Floor Judge	1.5%
Machine Presiding Judge	0.4%

4. Overall, how satisfied are you with your job performance as an election worker in the 2016 election?

Very satisfied	86.5%
Somewhat satisfied	12.1%
Somewhat dissatisfied	1.0%
Very dissatisfied	0.4%

5. How were you first recruited as a poll worker? Were you recruited by:

An official job posting by the county	8.8%
A political party official	1.6%
Another poll worker	11.7%
An advertisement in the local media	7.8%
A teacher or professor	5.6%
I wasn't recruited by anyone, I sought the job on my own	40.3%
Some other way (please specify below)	24.2%

6. Were you a poll worker in Bernalillo County prior to the November 2016 general election?

Yes	52.9%
No	47.1%

7. Including the recent 2016 November general election, in how many elections have you worked as a poll worker?

1	35.2%
2	18.9%

- |              |       |
|--------------|-------|
| 3            | 6.2%  |
| 4            | 8.2%  |
| 5            | 3.9%  |
| 6-10         | 18.6% |
| More than 10 | 9.0%  |
8. In what election year did you first work as a poll worker? (If you are not sure, give the best guess possible).
- |             |       |
|-------------|-------|
| Before 2000 | 3.0%  |
| 2000-2005   | 5.3%  |
| 2006-2010   | 7.1%  |
| 2011-2015   | 13.5% |
| 2016        | 8.9%  |
9. What was/were the positions that you held in previous elections? [MARK ALL THAT APPLY]
- |                                 |       |
|---------------------------------|-------|
| Presiding Judge                 | 13.2% |
| Exceptions Judge                | 8.8%  |
| Systems Clerk                   | 30.5% |
| Floor Judge                     | 27.6% |
| Machine Presiding Judge         | 5.4%  |
| Student Clerk                   | 1.0%  |
| Floater                         | 1.9%  |
| Don't know                      | 1.5%  |
| Something else (please specify) | 3.8%  |
10. Thinking back on your experience during the 2016 November general election, please tell us how often the following activities occurred:
- a. There were problems with one or more of the ICE ATI systems in my voting location
- |                |       |
|----------------|-------|
| Very often     | 0.8%  |
| Somewhat often | 5.3%  |
| Not very often | 16.7% |
| Not at all     | 66.2% |
| Don't know     | 11.0% |
- b. Voters who used the ICE ATI system thought it worked well
- |                |       |
|----------------|-------|
| Very often     | 27.6% |
| Somewhat often | 14.8% |
| Not very often | 7.8%  |
| Not at all     | 12.4% |
| Don't know     | 37.4% |
- c. We encouraged voters who spoiled a ballot to vote using the ICE ATI
- |                |       |
|----------------|-------|
| Very often     | 9.0%  |
| Somewhat often | 5.4%  |
| Not very often | 20.2% |
| Not at all     | 44.0% |
| Don't know     | 21.4% |
- d. A voter had trouble filling out his/her ballot and needed assistance from a poll worker.

Very often	4.1%
Somewhat often	18.0%
Not very often	62.0%
Not at all	10.6%
Don't know	5.3%

- e. Voters, including language minorities or disabled individuals, used the ICE-ATI machine to complete their ballot.

Very often	5.8%
Somewhat often	8.3%
Not very often	33.5%
Not at all	32.2%
Don't know	20.2%

11. Were voters who used the ICE-ATI machine able to complete their ballot or did they give up?  
(n=147)

They were able to complete their ballot

Yes	88.4%
No	11.6%

Some voters completed and some gave up

Yes	9.5%
No	90.5%

They gave up

Yes	2.0%
No	98.0%

12. Thinking about your decision to be a poll worker, please mark if each of these reasons was very importance, somewhat important, not very important, or not at all important in your decision to be a poll worker.

- a. I wanted to learn about the election process.

Very important	56.2%
Somewhat important	31.6%
Not very important	8.0%
Not at all important	4.2%

- b. I was asked by someone in my political party.

Very important	5.6%
Somewhat important	8.0%
Not very important	16.0%
Not at all important	70.4%

- c. I think it is my duty as a citizen.

Very important	60.5%
Somewhat important	29.9%

Not very important	5.8%
Not at all important	3.8%

d. I am the kind of person who does my share

Very important	57.9%
Somewhat important	33.9%
Not very important	5.0%
Not at all important	3.2%

e. I wanted to make some extra money

Very important	33.3%
Somewhat important	37.4%
Not very important	21.1%
Not at all important	8.2%

13. How likely are you to work as a poll worker in the next election?

Very likely	61.5%
Somewhat likely	24.3%
Not very likely	6.4%
Not at all likely	2.4%
Don't Know	5.4%

14. How clear were the instructions for the following jobs you performed on Election Day?

a. The instructions for opening the polls.

Very clear	76.0%
Somewhat clear	22.0%
Not very clear	1.6%
Not at all clear	0.4%

b. The instructions on when to refer a voter to the County Clerk

Very clear	57.1%
Somewhat clear	30.5%
Not very clear	11.4%
Not at all clear	1.0%

c. When to ask a voter for his or her identification before voting.

Very clear	81.2%
Somewhat clear	15.3%
Not very clear	2.7%
Not at all clear	0.8%

d. The instructions for reconciling the number of voters voting and the number of ballots cast.

Very clear	65.2%
Somewhat clear	27.6%
Not very clear	4.7%
Not at all clear	2.5%

e. The instructions for closing the polls at the end of the day.

Very clear	65.1%
Somewhat clear	25.6%
Not very clear	7.4%
Not at all clear	1.9%

f. The printed instruction materials we used when we had a procedural question.

Very clear	66.6%
Somewhat clear	29.2%
Not very clear	3.4%
Not at all clear	0.8%

g. Securing the ballots during and after the election.

Very clear	79.8%
Somewhat clear	17.8%
Not very clear	2.0%
Not at all clear	0.4%

15. Thinking back on your training and your experience on Election Day, how accurate was your training for what you experienced on Election Day?

Very accurate	62.8%
Somewhat accurate	31.8%
Not too accurate	3.4%
Not at all accurate	1.4%
I didn't attend training	0.6%

16. How would you rate your voting center in regards to the following?

a. Its accessibility for people with disabilities

Poor	4.0%
Fair	11.1%
Good	32.7%
Excellent	52.2%

b. The general condition of the facility.

Poor	1.6%
Fair	6.4%
Good	39.9%
Excellent	52.1%

c. The noise level of the facility

Poor	2.2%
Fair	10.6%
Good	43.1%
Excellent	44.1%

d. The availability of parking at the facility

Poor	3.2%
------	------

Fair	13.6%
Good	33.3%
Excellent	49.9%

e. Adequate space to operate the polls

Poor	0.8%
Fair	4.8%
Good	25.1%
Excellent	69.3%

f. Adequate number of tabulators or voting machines

Poor	0.4%
Fair	3.6%
Good	26.0%
Excellent	70.0%

g. Adequate number of voting booths

Poor	0.6%
Fair	2.6%
Good	26.1%
Excellent	70.7%

h. Adequate number of computers

Poor	0.8%
Fair	2.4%
Good	27.3%
Excellent	69.5%

i. Adequate number of printers to print out ballots

Poor	0.4%
Fair	2.0%
Good	25.7%
Excellent	71.9%

j. The temperature inside the facility

Poor	3.8%
Fair	14.8%
Good	42.6%
Excellent	38.8%

k. The lighting inside the facility

Poor	2.0%
Fair	6.2%
Good	37.1%
Excellent	54.7%

l. The layout of the vote center provided a good traffic flow for voters

Poor	4.8%
------	------

Fair	9.7%
Good	33.7%
Excellent	51.8%

m. The other poll workers I worked with

Poor	1.2%
Fair	7.4%
Good	29.5%
Excellent	61.9%

17. [Election Day] How would you rate the overall quality of the voting center you worked on **Election Day**?

Excellent	54.9%
Good	37.1%
Fair	7.0%
Poor	1.0%

18. Please answer yes or not to each of the following questions:

a. Did your vote center have all of the poll workers you needed?

Yes	89.4%
No	10.6%
Don't know	0.0%

b. Did all the poll workers arrive on time?

Yes	77.9%
No	22.1%
Don't know	0.0%

c. Did you ever look at a voter's completed ballot?

Yes	13.4%
No	86.2%
Don't know	0.4%

d. Did you ever help a voter complete a ballot?

Yes	45.9%
No	54.1%
Don't know	0.0%

e. Did any voters who were tagged as inactive voters fill out a voter registration form?

Yes	87.0%
No	13.0%
Don't know	0.0%

f. Did the AskED (ballot on demand) system work all day without problems?

Yes	81.8%
No	12.7%
Don't know	5.5%

g. Did the Internet connection work all day without problems?

Yes	88.9%
No	7.9%
Don't know	3.2%

h. Did all of the ICE tabulators work all day without problems?

Yes	72.9%
No	18.8%
Don't know	8.3%

i. Did you run out of paper to print ballots at your location?

Yes	4.1%
No	93.7%
Don't know	2.2%

j. Did any candidate or campaign bring snacks to the vote center for poll workers?

Yes	10.7%
No	81.9%
Don't know	7.4%

k. Did any candidate or campaign bring snacks to the vote center for voters?

Yes	1.4%
No	87.9%
Don't know	10.7%

l. Was at least one poll worker at your vote center fluent in Spanish?

Yes	74.9%
No	7.2%
Don't know	17.9%

m. Were you missing any supplies (paper, signs, pens, etc.) at your location?

Yes	22.6%
No	77.4%
Don't know	0.0%

n. Did any voters from another county try to vote at your vote center?

Yes	68.7%
No	17.0%
Don't know	14.3%

o. Did your polling location open on time?

Yes	100.0%
No	0.0%
Don't know	0.0%

p. Did your polling location close on time?

- |            |       |
|------------|-------|
| Yes        | 95.2% |
| No         | 4.4%  |
| Don't know | 0.4%  |
- q. Did any poll worker do a job that was different from what they trained for?
- |            |       |
|------------|-------|
| Yes        | 33.3% |
| No         | 66.7% |
| Don't know | 0.0%  |
- r. Did you ever show a voter where a mistake was on their ballot?
- |            |       |
|------------|-------|
| Yes        | 46.8% |
| No         | 51.9% |
| Don't know | 1.3%  |
- s. Did anyone try to use the ATI device on the tabulator for disabled voters?
- |            |       |
|------------|-------|
| Yes        | 34.6% |
| No         | 45.1% |
| Don't know | 20.3% |
- t. Did any voter walk away with a permit slip?
- |            |       |
|------------|-------|
| Yes        | 4.6%  |
| No         | 67.5% |
| Don't know | 27.9% |
19. Did you or another poll worker need to call the clerk or the county election office at any time while you were working?
- |     |       |
|-----|-------|
| Yes | 94.1% |
| No  | 5.9%  |
20. How easy was it to get a hold of them?
- |                 |       |
|-----------------|-------|
| Very easy       | 54.7% |
| Somewhat easy   | 42.1% |
| Not too easy    | 2.1%  |
| Not easy at all | 1.1%  |
21. Was the county clerk hot-line:
- |                       |       |
|-----------------------|-------|
| Very responsive       | 75.8% |
| Somewhat responsive   | 22.1% |
| Not too responsive    | 2.1%  |
| Not at all responsive | 0.0%  |
22. Was there a problem balancing the number of voters with the number of ballots cast at the end of the night?
- |     |       |
|-----|-------|
| Yes | 18.0% |
| No  | 82.0% |
23. About how many ballots were hand counted at the end of the night on Election Day?

Mean	151.6
24. Did you encourage people who overvoted to:	
Have the vote tabulator accept it anyway	4.48%
Clarify the correct choice and place in hand tally bin	11.94%
Spoil their ballot and get a new one	83.58%
25. On a scale of 1 to 10 where 1 is “very poor” and 10 is “excellent” how would rate the overall performance of your:	
a. Presiding Judge	
1 “Very Poor”	1.6%
2	1.8%
3	1.1%
4	0.9%
5	3.6%
6	3.4%
7	6.6%
8	14.5%
9	19.0%
10 “Excellent”	47.5%
26. Did you have an argument or disagreement with any of the poll workers?	
Yes	6.9%
No	93.1%
27. Did the event disrupt the normal routine of the voting center?	
Yes	2.9%
No	97.1%
28. Did you have an argument or disagreement with any of the voters?	
Yes	7.7%
No	92.3%
29. Did the event disrupt the normal routine of the voting center?	
Yes	7.9%
No	92.1%
30. Many voters offer a physical form of identification, like a driver's license or voter registration card. How often did this happen in your voting location?	
Very often	41.0%
Somewhat often	52.5%
Hardly at all	6.5%
Never	0.0%

31. How often did voters provide their scanable bar codes sent to them by the county clerk?

Very often	16.9%
Somewhat often	67.3%
Hardly at all	15.4%
Never	0.4%

32. Did the scanable bar code make the process of looking up voters faster?

Yes	98.5%
No	1.5%

33. Did the scanable bar code ever bring up the incorrect voter?

Yes	12.7%
No	87.3%

34. Did you verify the voter's name, address and birth year after you located their voter record with the bar code?

Yes	99.6%
No	0.4%

35. When a voter approached, how did you identify them?

a. Asked voters to show their registration card

Very often	2.8%
Somewhat often	10.8%
Not very often	27.3%
Not at all	59.1%

b. Asked voters to show a form of photo identification.

Very often	6.9%
Somewhat often	8.9%
Not very often	30.8%
Not at all	53.4%

c. Asked voters to state their name only

Very often	22.2%
Somewhat often	7.9%
Not very often	8.4%
Not at all	61.5%

d. Asked voters to state their name, address and birth year.

Very often	91.1%
Somewhat often	6.6%
Not very often	0.8%
Not at all	1.5%

e. I knew the voter personally and didn't ask for any form of identification.

Very often	0.0%
Somewhat often	1.2%
Not very often	6.4%
Not at all	92.4%

f. Asked voters if they had their bar code

Very often	15.5%
Somewhat often	29.0%
Not very often	23.8%
Not at all	31.7%

g. Asked first time voters for a photo identification

Very often	25.6%
Somewhat often	11.0%
Not very often	18.7%
Not at all	44.7%

36. Did you ask a voter for any form of identification for any of the following reasons?

a. Trouble hearing/Easier to read name from ID

Yes	47.0%
No	53.0%

b. Verify identity of first time voter

Yes	49.8%
No	50.2%

c. Verify identity of provisional voter

Yes	44.2%
No	55.8%

d. It's required by law to verify the identity of voters

Yes	28.5%
No	71.5%

e. To prevent fraud

Yes	23.9%
No	76.1%

f. I did not recognize the voter

Yes	8.7%
No	91.3%

g. The information they gave didn't match the voter rolls

Yes	57.9%
No	42.1%

- h. I couldn't find the voter in the voter rolls.
- |     |       |
|-----|-------|
| Yes | 69.0% |
| No  | 31.0% |
- i. To process voters more quickly because of long voter lines
- |     |       |
|-----|-------|
| Yes | 13.5% |
| No  | 86.5% |
37. If you could not find a voter not from another county in the AskED system what did you do?
- |                                |       |
|--------------------------------|-------|
| Issue a provision ballot voter | 42.6% |
| Call County Clerk              | 36.8% |
| Refer to PJ/EJ                 | 20.3% |
| Refer them to another location | 0.3%  |
38. If you could not find a voter from another county in the AskED system, what did you do?
- |                                |       |
|--------------------------------|-------|
| Issue a provision ballot voter | 16.8% |
| Call County Clerk              | 14.7% |
| Refer to PJ/EJ                 | 35.8% |
| Refer them to another location | 29.2% |
| Asked them to leave            | 3.5%  |
39. Which party members worked as poll watcher or poll challenger at your voting center? (MARK ALL THAT APPLY)
- a. Democrat
- |                 |       |
|-----------------|-------|
| Poll watcher    | 39.5% |
| Poll challenger | 20.1% |
- b. Republican
- |                 |       |
|-----------------|-------|
| Poll watcher    | 28.9% |
| Poll challenger | 19.9% |
40. Did you ever feel intimidated by the poll watchers and/or poll challengers?
- |     |       |
|-----|-------|
| No  | 93.3% |
| Yes | 6.7%  |
41. Were you ever intimidated by a voter?
- |     |       |
|-----|-------|
| No  | 94.5% |
| Yes | 5.5%  |
42. About how often did a voter have trouble filling out his/her ballot and need assistance from a poll worker?
- |                |       |
|----------------|-------|
| Very often     | 2.5%  |
| Somewhat often | 18.4% |
| Hardly at all  | 70.4% |

Never	3.3%
Don't know	5.4%

43. Thinking back on your poll worker and presiding judge training, please tell us whether you agree or disagree with each of the following statements:

a. There were problems setting up one or more of the ICE machine vote tabulators

Strongly agree	2.4%
Somewhat agree	8.5%
Somewhat disagree	41.5%
Strongly disagree	47.6%

b. There were problems shutting down one or more of the ICE tabulators and reporting the results

Agree	1.6%
Strongly agree	6.1%
Disagree	41.1%
Strongly disagree	51.2%

c. There were problems with the ballot printers

Strongly agree	0.8%
Somewhat agree	21.2%
Somewhat disagree	33.1%
Strongly disagree	44.9%

d. Many voters who showed up were not in the system

Strongly agree	3.5%
Somewhat agree	18.0%
Somewhat disagree	50.2%
Strongly disagree	28.3%

e. Voters were offered privacy sleeves along with their ballot

Strongly agree	87.4%
Somewhat agree	9.4%
Somewhat disagree	1.2%
Strongly disagree	2.0%

f. The line wait app worked well in my VCC

Strongly agree	52.1%
Somewhat agree	39.1%
Somewhat disagree	4.6%
Strongly disagree	4.2%

g. Voter ballot privacy was NOT compromised when a voter cast his or her ballot

Strongly agree	64.4%
Somewhat agree	22.6%
Somewhat disagree	6.2%
Strongly disagree	6.8%

h. The ballot printer printed a ballot that was unreadable by the ICE vote tabulator.

Strongly agree	5.0%
Somewhat agree	7.1%
Somewhat disagree	31.9%
Strongly disagree	56.0%
44. About how many ballots were spoiled in your voting location?	
Mean	15.9
Range	0-50
45. About how many provisional ballots were completed in your voting location?	
Mean	17.4
Range	0-74
46. About how many in-lieu of ballots were completed in your voting location?	
Mean	1.9
Range	0-17
47. Which is more important?	
Ensuring that everyone has the right to vote	81.3%
Protecting the voting system against fraud	18.7%
48. Below is a list of possible illegal election activities that may or may not take place at your vote center. Please tell me how often you think each event occurs in <b>YOUR VOTE CENTER</b> ?	
a. A voter casts more than one ballot	
All or most of the time	0.0%
Some of the time	2.1%
Not much of the time	7.4%
Never	69.7%
Don't know	20.8%
b. Tampering with ballots to change votes	
All of most of the time	0.0%
Some of the time	1.0%
Not much of the time	4.9%
Never	76.4%
Don't know	17.7%
c. Someone pretends to be another person casts a vote for them	
All or most of the time	0.2%
Some of the time	3.3%
Not much of the time	13.6%
Never	51.8%
Don't know	31.1%
d. A non-US citizen votes	
All or most of the time	0.8%

- |                      |       |
|----------------------|-------|
| Some of the time     | 2.7%  |
| Not much of the time | 12.0% |
| Never                | 50.9% |
| Don't know           | 33.6% |
49. What is your age?
- |       |       |
|-------|-------|
| 16-30 | 13.6% |
| 31-45 | 7.3%  |
| 46-55 | 11.1% |
| 56-65 | 25.5% |
| 66+   | 42.5% |
50. Are you male or female?
- |        |       |
|--------|-------|
| Male   | 36.6% |
| Female | 63.4% |
51. Generally speaking do you consider yourself to be a(n):
- |                                |       |
|--------------------------------|-------|
| Strong Democrat                | 28.7% |
| Democrat, not so strong        | 16.7% |
| Independent leaning Democrat   | 11.7% |
| Independent                    | 9.8%  |
| Independent leaning Republican | 8.2%  |
| Republican, not so strong      | 7.1%  |
| Strong Republican              | 11.5% |
| Other                          | 6.3%  |
52. What is the highest level of education you completed?
- |  |       |
|--|-------|
| Some high school, but did not finish             | 4.8%  |
| Completed high school                            | 9.6%  |
| Some college                                     | 23.7% |
| Two year college degree                          | 10.5% |
| Four year college degree                         | 19.9% |
| Some graduate work                               | 6.5%  |
| Completed Master's degree or professional degree | 20.8% |
| Advanced graduate degree (MD, JD, PhD)           | 4.2%  |
53. Not counting religious organizations, how many civic or community organizations, like the Kiwanis Club, PTA, League of Women Voters, do you belong to?
- |           |       |
|-----------|-------|
| 0         | 53.3% |
| 1         | 18.3% |
| 2         | 17.0% |
| 3         | 7.7%  |
| 4         | 2.4%  |
| 5 or more | 1.3%  |
54. Did you take time off your job to work at the polls or was Election Day your regular day off?
- |                                 |       |
|---------------------------------|-------|
| I took Election Day off         | 27.0% |
| Election Day was normal day off | 73.0% |
55. Are you fluent in Spanish?

Yes	22.5%
No	77.5%
56. How would you describe your current employment status?	
Employed full time	13.6%
Employed part time	14.0%
Unemployed/looking for work	10.3%
Student	10.7%
Retired	48.7%
Homemaker	2.7%
57. What racial group best describes you?	
White/Anglo	53.4%
Black/African American	5.1%
Hispanic/Latino	30.7%
Native American/American Indian	2.1%
Asian	1.9%
Other	6.8%
58. If you indicated Hispanic/Latino, would you describe your Hispanic/Latino origin as:	
Mexican	29.3%
Cuban	0.0%
Latin American	2.9%
Puerto Rican	0.0%
Spanish	57.8%
Other	10.0%
59. Generally speaking, how comfortable do you feel with a computer?	
Very comfortable	77.1%
Somewhat comfortable	21.6%
Not very comfortable	1.1%
Not at all comfortable	0.2%
60. How often do you use the Internet?	
Once or more a day	90.6%
A few times a week	7.1%
A few times a month	1.5%
Hardly ever	0.6%
Never	0.2%
61. Did you work at an early voting location, on Election Day, or both?	
I worked at an early vote center.	3.4%
I worked at an Election Day vote center.	42.7%
I worked at BOTH	53.9%

## Chapter 3: Voter Experiences

Voters are the central customers in an election and their experience with the 2016 general election in Bernalillo County is central to understanding the election ecosystem. In Chapter 3 of our report we focus on the assessments and experiences of a random stratified sample of Bernalillo County voters with the election process. Our sample included every type of voter (in-person early, in-person Election Day and absentee) and voters from every early and Election Day Voting Convenience Center (VCC). Voters were asked about their voting experience, their attitudes toward vote centers, their confidence in the voting process, their attitudes toward voter identification, their attitudes toward poll workers, and their attitudes toward alternative voting methods and requirements. The post-election survey was in the field between November 15, 2016 and February 26, 2016, with 96.5% of responses completed before the Christmas holidays (see Appendix 3.1 for the survey methodology details).

The 2016 Bernalillo County Election Study (BCES) represents the sixth post-election survey of Bernalillo County voters focusing on election administration. Beginning in 2006, we surveyed voters in the First Congressional District, which encompasses 95% of Bernalillo County, and in 2008, 2010, and 2016 we surveyed voters statewide. In 2012 and 2014 we surveyed voters in Bernalillo County only. The BCES provides us with continuous data on Bernalillo County voters allowing us to compare voter attitudes and experiences over time and provides us with an extended look at a variety of election administration issues. This represents a unique, continuous cross section of an election administration unit, which is unparalleled! The 2016 frequency report can be found in Appendix 3.2. Previous reports can be found at: <http://polisci.unm.edu/c-sved/index.html>.

In 2012, voters in Bernalillo County switched from a traditional precinct model of election administration to a vote center model in which registered voters could vote at any of the 69 Voting Convenience Centers (VCCs) in the county on Election Day and any of the 19 early VCCs. Early voting started in the Clerk's office on October 11, and started in the other 18 locations on October 22. Early voting ended Saturday, November 5. Early VCCs hours of operation were between 8:00 AM and 8:00 PM Mondays through Saturdays. VCCs on Election Day, November 8, were open from 7:00 AM to 7:00 PM.

This chapter has 6 sections:

- Section 3.1 examines the voter experience with the election and the election administration process, including reported average wait times in line to vote, voter-ballot interactions, voter-poll worker interactions, absentee balloting, location of polling places, and differences between voting modes (absentee, Election Day, and early).

- Section 3.2 examines voter attitudes and experiences with vote centers in early and Election Day voting.
- Section 3.3 examines voter confidence in their ballots being counted as intended at multiple levels of election administration including the voter's ballot at his vote center, all of the ballots in the county, all of the ballots in the state and all of the ballots in the nation. We also examine voter confidence and voter satisfaction over time, comparing the current results with data collected in 2006, 2008, and 2010.
- Section 3.4 examines voters' reports concerning the implementation of New Mexico's voter identification law.
- Section 3.5 examines voter attitudes toward photo identification issues.
- Section 3.6 examines opinions toward election reform proposals that are being considered at the local, national or international level. These include attitudes toward the Electoral College, voting requirements, Election Day voter registration, automatic registration, mail elections, an open primary system, national popular vote, voter purges and proof of citizenship.

### **3.1. Voting Options and Contact with the County Clerk**

Voters are the primary customers, along with candidates, in an election. Assessing voter experiences with, and attitudes toward, the election process provides important data on the effectiveness and efficiency of election administration procedures. Voter experiences with the ballot, the quality of the polling site, and the quality of the interaction with poll workers provide important evidence about the voting process and the quality of the election experience. These experiences are the primary means through which election officials influence voter confidence. When voters have problems voting—for example, because they cannot find a place to park, or poll workers are unhelpful—they are likely to feel less confident that their vote will be counted.<sup>23</sup> Similarly when they have good experiences and feel that their ballot privacy was protected and that they were processed smoothly their voter confidence increases. Therefore, this report begins with an examination of attitudes surrounding the voting experience. This will provide a broad look at the overall quality of the vote experience as assessed by Bernalillo County voters.

#### **Voting Modes**

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<sup>23</sup> See Lonna Rae Atkeson and Kyle L. Saunders, 2007, "Voter Confidence: A Local Matter?" *PS: Political Science & Politics* 40(October):655-660; Thad E. Hall, J. Quin Monson, and Kelly D. Patterson, 2007, "Poll Workers and the Vitality of Democracy: An Early Assessment," *PS: Political Science and Society*, 647-654; Thad E. Hall, J. Quin Monson, and Kelly D. Patterson, 2009, "The Human Dimension of Elections: How Poll Workers Shape Public Confidence in Elections," *Political Research Quarterly* 62(2): 507-522.

Over the past several election cycles, early voting has become increasingly popular in New Mexico and especially in Bernalillo County. Table 3.1 shows the breakdown of voting mode for the last seven general elections. Over the last four election cycles, absentee voting declined while early voting has substantially increased, with nearly a majority of voters choosing to vote early in 2016. We can see that absentee voting, and Election Day voting has continued to decline as early voting has expanded.

In 2016, 19 early voting sites processed early voters and the number of early voting locations appears adequate to meet demand. However, given the increased popularity of early voting, future elections may need a larger number of early voting locations to accommodate voters. The report of the Presidential commission suggested that the best way to improve line length on Election Day is to move voters into early voting. Bernalillo County has worked hard to do just that.

Importantly, a study of early voting in Bernalillo County shows that most early voters choose a vote center very close to their place of residence suggesting that increased use of early voting depends a great deal on the location of vote centers.<sup>24</sup> From a policy perspective, this suggests that expanding the number of locations and placing locations in more concentrated residential areas will likely attract a significant portion of voters to vote early and expand the overall number of voters who take advantage of this opportunity. The popularity of early voting and its potential benefits for relieving pressures on Election Day voting makes it an important component of election administration in Bernalillo County and continued efforts should be made to expand and extend early voting options. Given that most voters choose to vote on the last weekend before the election during early voting, expanding the number of locations for the last weekend may create more efficiencies in terms of processing voters. For example, additional locations, which could turn into Election Day VCCs, for the final early voting weekend could be added.

**Table 3.1 Percentage of Voters Choosing Different Voting Modes Over Time**

Year	Absentee Voters	Early Voters	Election Day Voters
2004	23.1	31.0	45.9
2006	25.1	21.0	53.9
2008	26.7	44.2	29.0
2010	18.5	39.6	41.8
2012	14.2	54.7	31.1
2014	14.7	48.8	36.5
2016	10.3	51.2	38.5

<sup>24</sup> Bryant, Lisa. 2010. "A Demographic and Spatial Profile of New Mexico's Early Voters in 2008." Presented at the Midwest Political Science Association, Chicago, Illinois, April 22-25, 2010.

## **Choosing How and Where to Vote**

### **Absentee Voters**

Absentee by mail voters made up 10% of Bernalillo County voters in 2016 and it continues to be an important voting mode, especially for those voters who have health disabilities and for those uniform and overseas voters who no longer live in New Mexico or cannot be present to vote in-person. New Mexico provides no-excuse absentee voting, allowing voters to choose the absentee by mail voting option for any reason. However, voters have to request a ballot each election because there is no permanent absentee by mail status in New Mexico. For many absentee voters health or illness make them homebound and voting by mail offers an easier and less stressful alternative to voting in-person. Many other voters want to avoid lines or not have to deal with Election Day voters. About three in five absentee voters chose this method because of the convenience of voting in their home. Another one-third wanted to avoid lines or vote centers on Election Day. Importantly, virtually no absentee voter chose this method because they did not know where to vote in-person.

### **Early and Election Day Voters**

Early voters in Bernalillo County tend to be stronger partisans and more interested in the political process than Election Day voters. This makes them more committed voters and therefore more likely to bear the opportunity costs associated with voting early. Citizens vote early for a variety of reasons, but most importantly they do so because it is convenient for them. Over 3 in 5 early voters indicated they voted early to avoid lines on Election Day and another two in five indicated they voted early to avoid Election Day political activity or mobilization efforts. About 50% of early voters chose to vote early due to convenience and another 13% voted early because they had to work on Election Day. Nearly 3 in ten voters (29%) of early voters wanted to be done with voting, while 3% had planned to be out of town on election day and therefore could not make it to the polls.

In a VCC model of elections, voters can choose to vote at any VCC. In early voting that meant that voters had up to 19 choices and on Election Day had up to 69 choices. But what are the factors that lead them to choose one VCC over another? Almost 8 in 10 in-person voters primarily choose a VCC that is close to their home and over one-third indicate that it is because it is where they voted in the past. About 1 in 10 voters use a voting location near their work or because they drive by the location every day. These data suggest that denser areas of the County should have more voter traffic at nearby VCCs and therefore denser areas of the County may need more VCCs to accommodate the larger number of voters who will use them on Election Day.

In terms of VCC choice, our research suggests that voting is a two-stage decision process.<sup>25</sup> In-person voters first decide whether they are going to vote early or on Election Day, and because those choices shape the options they have for performing their civic duty, those options shape voter decision making about where to vote. Our research does show that convenience matters. Voters are taking advantage of the choices they have in where to vote, and although many voters are choosing options that are near their home, many voters are also choosing locations that are close to work or actively fitting voting into their schedule around errands and chores.

### **Contacting the County Clerk**

The County Clerk and her office, as the election administrators, play an important role in creating seamless elections and providing information to voters about where they can vote, how they can vote and whom they will be voting for. The County website, therefore, is an important resource for voters searching for information about the voting process.

- We find that the County Clerk’s website is an important resource for voters with almost half of voters (48%) indicating they visited the clerk’s website at some point during the election. A huge majority of these voters went to the website to find the location of VCCs, to see a sample ballot, to check voter registration, and to look up hours of operation.

Providing useful information about the election process is the responsibility of election officials. Useful information is easily accessible and transparent. Given the importance of the website as a resource, we encourage the County to make it as easy to navigate as possible so that voters can obtain the information they need. In previous research, we found that websites that were solely devoted to elections, instead of including information about all of the election officials’ functions and business, were much easier to use.<sup>26</sup> This also relates to a broader point: simplicity almost always provided a more useable website than those that were cluttered and hence made it difficult to find the necessary links of interest. A specific example of this is the inclusion of large buttons to links for common information needed by voters, where the most useable sites included these links at the top or side of all of the webpages.

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<sup>25</sup> See Atkeson, Bryant and Proctor, (2014), “Where to Vote and When to Vote: Characteristics of Early and Election Day Voters and the Decision to Vote Correctly,” presented at the Midwestern Political Science Association Annual Meeting, Chicago, Illinois.

<sup>26</sup> See Atkeson, Lonna Rae. 2014. “Election Data Transparency,” in *The Measure of American Elections*, edited by Barry Burden and Charles Stewart III, Cambridge University Press.

### 3.1.1 Wait Times

Wait times and line length were one of the items addressed in *The American Voting Experience: Report and Recommendations of the Presidential Commission on Election Administration*.<sup>27</sup> The commission recommended that no voter wait in line longer than 30 minutes. Bernalillo County voters, on average, reported waiting about 6 minutes in line to vote during the 2016 presidential election. However, wait times differ depending on whether the individual voted before the election, during early voting, or on Election Day, and in all cases by location.

- A little more than one fourth of early voters and about one-fourth of Election Day voters indicated they had no wait when they went to vote.
- Early and Election Day voters indicated a broad range of wait times from no wait time up to 60 minutes. On average, early voters indicated wait time of about 6 minutes, while Election Day voters reported wait time of about 5 minutes.
- About 70% of early voters indicated that the lines at polling locations were not long at all and about 4 in 10 of these voters considered there to be no wait time in line, while more than half of these voters reported a wait time of about 0-5 minutes. Table 3.2 shows the overall distribution of length of line as perceived by voters during early voting.
- About 75% of Election Day voters indicated that the lines at polling locations were not long at all and about 1 in 5 of these voters considered the lines to be not very long. Similar numbers are seen for early voters. Table 3.2 shows the overall distribution of length of line as perceived by voters during Election Day voting.

**Table 3.2. Percentage Responding to How Long was the Voting Line when you got to your Polling Location by Voting Mode**

	Early (n=480)	Election Day (n=371)
Not long at all	69.5	75.0
Not very long	21.0	19.2
Somewhat long	9.0	5.1
Very Long	0.5	0.8

In our survey, voters were asked if they considered their overall wait time to be “no wait time” a “short” wait time, a “moderate” wait time or a “long” wait time. Voters who indicated “no wait time” averaged about 1.4 minutes with a range of 0-10 minutes while those indicating a “short” wait time averaged about 7.6 minutes with a range of 0-45 minutes. Voters indicating a “moderate” wait time averaged 20.0 minutes in line with a range of between 1 and 60. Finally, voters indicating a “long” wait averaged 25.0 minutes in line with a range of between 2 and 60 minutes.

<sup>27</sup> The report can be found at: <http://www.supportthevoter.gov/>

While in 2012 and 2014 we saw evidence of lines at a variety of locations, especially on Election Day, lines in 2016 tended to be relatively short, or if long moving quickly. Compared to previous years, lines were not a problem from our perspective in 2016. Nevertheless, given that some vote centers had very short lines or even no lines and others had longer lines, election officials should continue to study which vote centers attract more voters so that the staffing and equipment levels at those locations can be modified to meet demand. Consistent with election monitoring data found in Chapter 1, nearly all of the wait time was at the check-in system; about 89% of in-person voters implicated the check-in system as the location where they waited the longest. About 4% of voters indicated they had to wait for a voting booth and another 4% indicated their longest wait time was standing in line to insert their ballot into the vote tabulator.

### **3.1.2 Voter-Ballot Interaction Issues: Early and Election Day Voters**

We found that about 0.6% of all voters over voted. Fifty-nine percent of the voters who over voted got a new ballot, while another 8.3% forced the tabulator to accept their over voted ballot. Surprisingly, none of the voters who over voted placed the ballot in the hand counting bin of the tabulator.

Of course, there are two ways to handle over voted ballots that will not be accepted by a vote tabulator. First, and we observed this several times during Election Day voting, is to explain to the voter that they can clearly mark their choice on their current paper ballot and then put it in the hand tally box. When this option was given it was usually the first choice of the voter. Second, voters can spoil their ballot and get a new one. The statistics indicate that a majority of the voters used the first option. We believe that this is because poll workers in many locations are no longer offering the hand counting option.

### **Voter-Ballot Interaction Issues: Absentee Voters**

Absentee voters had few problems with their ballots. Absentee voters were asked how easy it was to follow the absentee voting ballot instructions.

- 77% of absentee voters indicated it was “very easy,” consistent with what we saw in 2014, and an additional 22% indicated that it was “somewhat easy” to follow the instructions.
- 1% of the voters found the instruction to be somewhat hard, while no voters indicated the instructions were very hard.

Although they had an easy time with the instructions, more than one-quarter of absentee voters were either somewhat (17.3%) or very (9.1%) concerned that their ballot would not arrive on time to the County Clerk’s office to be counted. This concern was a bit lower in 2014, while it was much higher in 2012.

**Table 3.3. Percentage of Absentee Voters who were Concerned about whether their Ballot Would Arrive on Time to be Counted 2010-2016**

	2016	2014	2012	2010
Very concerned	9	7	17	6
Somewhat concerned	17	18	27	26
Not Very Concerned	37	29	33	32
Not at all Concerned	37	45	24	36

Importantly, the County has a procedure in which voters can call in and determine if their ballot has been received or not. We find that the usage of this service decreased since 2014 where about 14% of absentee voters used this service, but in 2016, only 11% of absentee voters contacted the county to determine whether their ballot had been received. Voters who were more concerned about their ballot arriving on time were more likely to use this system. However, surprisingly, only about 5% of voters who were very concerned called in to check on their ballot, while 22% of those who were not concerned at all did so. We encourage the County to highlight in their absentee voting materials the opportunity that absentee voters have to determine with confidence that their ballot has been received and frame that message in terms of voter security and ballot counting. This may help to relieve voter anxiety.

### **Voter-Ballot Interaction Issues: All In-Person and by Mail Voters**

We also explored voters' attitudes toward their ballots in a variety of ways. Ballot length is sometimes a problem for voters that can also influence election administration and the processing of voters. However, in 2016 the ballot was generally not seen as too long.

- As compared to 2014, in 2016, the ballot was not a problem for many voters because of its length. Over 7 in 10 voters either strongly disagreed (28%) or somewhat disagreed (40%) that the ballot was too long, while over 3 in 10 either somewhat agreed (27%) or strongly agreed (5%).

Recent research suggests that some voters are very concerned about their ballot privacy and doubt that their vote is secure and/or private.<sup>28</sup> The past three election cycles saw the introduction of the privacy sleeves for voters. The voter privacy sleeve is a long legal sized file folder that the voter can place their ballot into when they are moving from station-to-station in the polling location to ensure privacy. To assess voters' general attitudes toward the privacy of their ballot, we asked voters

<sup>28</sup> Gerber, Alan S., Gregory A. Huber, David Doherty, Conor M. Dowling, and Seth J. Hill. 2013. "Do Perceptions of Ballot Secrecy Influence Turnout? Results from a Field Experiment." *American Journal of Political Science* (forthcoming; formerly NBER Working Paper w17673).

to agree or disagree with the following statement, “My ballot privacy was protected.”

- About 97% of the voters either strongly agree (75%) or somewhat agree (22.5%) that their privacy was protected. Due to the introduction of privacy sleeves, voters feel more secure in term of their ballot privacy.
- Although about 30% of voters did not believe that the privacy sleeve enhanced their overall privacy during the voting process, a large majority (70%) of voters felt that it enhanced their privacy a lot (20%), somewhat (35%), or a little (15%).
- A positive local experience strongly influences attitudes toward ballot privacy. Voters who had a hard time finding a polling location, or had to go far out of their way to vote, or had a hard time finding a place to park, were less likely to feel their ballot was private and secure.
- Helpful poll workers were associated with a positive feeling that voter’s ballot privacy was protected and that the information on their ballot was secure after voting.
- Demographics proved to be unrelated to ballot privacy along with voting mode.

Ballot privacy is primarily related to voters’ local experience. This suggests that a good voting experience is affected by many events that happen during the voting process. Performing better in all areas of the election process improves the quality of the experience for the voter and makes them feel their ballot is private and secure.

### **3.1.3 Voter-Poll Worker Interactions**

Poll worker-voter interactions are a key component of election administration and it is important that this interaction be a positive experience for the voter. As part of the change to the VCC model, Bernalillo County redesigned the way they organize poll workers. In this new environment, poll workers are given a particular job position and trained for just that position. One new position that was developed is called the greeter. The greeter meets the voter as she walks into the VCC and directs her to the check-in station line or assists her by printing out a sample ballot. We found that 84% of early and Election Day voters were greeted by a poll worker. The greeter plays an important role in situating the voter and helping the voter begin the voting process, and has implications for a more positive election experience.

We also asked in-person voters whether they strongly agreed, somewhat agreed, somewhat disagreed or strongly disagreed with the statement, “The poll workers were helpful?” The survey results show that, overall, the poll worker-voter interaction was very positive. Similar to previous election contests we find:

- 97.7% percent of voters agreed with the statement that their poll workers were helpful.
- Only 2.3% of voters disagree with the statement that their poll workers were helpful.

### **3.2. Voters Attitudes toward Vote Centers**

In 2010, we surveyed voters to determine their attitudes toward the establishment of vote centers with the option of voting at any voting location in the county. We presented arguments both for and against vote centers and assessed how these statements altered their attitudes as they learned about the strengths and weaknesses of the vote center model over the traditional precinct method. We found that the arguments presented shifted voters' attitudes to a slightly more favorable position toward the vote center model.<sup>29</sup> We also found that voters who had participated in early voting before and those voters in Bernalillo County (as opposed to other parts of the state) were especially open and positive to a vote center model.<sup>30</sup>

In 2012, the county's major innovation and change in election administration was moving from the precinct model to the vote center model. This reduced the number of voting locations by 94 (down from 163 locations and 423 precincts in 2008), but allowed anyone to vote at any vote center location in the county. Due to the smaller number of voting locations, the new model provided for better-trained poll workers and more oversight over poll workers at voting locations by county staff.<sup>31</sup>

Voters' responses to vote centers was very positive in 2012 and the County continued their usage in the 2014 and in 2016 general elections. We asked a variety of questions to determine how well VCCs did at providing a high quality vote experience.

#### **Finding VCCs**

Despite fewer polling locations, voters were not inconvenienced in terms of voting locations. Both early and Election Day voters reported that they easily found their voting location. These voters were asked to strongly agree, somewhat agree,

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<sup>29</sup> See Atkeson, Lonna Rae, R. Michael Alvarez, Alex N. Adams, Lisa Bryant. 2011. "The 2010 New Mexico Election Administration Report. Typescript, University of New Mexico. Available at: <https://polisci.unm.edu/common/documents/c-sved/papers/nm-2010-general-election.pdf>.

<sup>30</sup> Ibid.

<sup>31</sup> The county also implemented a new poll worker training program, see section 1 on Early and Election Day Voting.

somewhat disagree, or strongly disagree with the following statement, “The location was easy to find.”

- Almost all (97%) early and Election Day voters indicated that they either “strongly agreed” or “agreed” with the statement that their voting location was “easy to find.” This is more than what we saw in 2014 elections when 90% of the people either strongly agreed or somewhat agreed to the statement.
- Only 3% of early and Election Day voters “somewhat disagreed” or “strongly disagreed” with the statement that the location of their voting site was easy to find.
- There were no differences between men and women, across different education groups, between Hispanics and non-Hispanics, or younger and older voters.

We also found that voters did not feel that they had to go far out of their way to vote with the new vote center model, regardless of whether they voted early or on Election Day. We asked voters to agree or disagree with the statement, “I had to go far out of my way to vote.” We found that 97% of voters disagreed with this statement and 3% agreed with it. This is consistent with what we saw in 2014 when 95% of voters disagreed with this statement.

## **Parking Problems**

We found that most voters did not have problems parking during early or Election Day voting. We asked early and Election Day voter to agree or disagree with the statement, “It was hard to find a place to park” on a four-point scale with “strongly disagree” as the first category and “strongly agree” as the last. We found that 88% of the voters disagreed with the statement while only 12% of the voters agreed. The statistics show that parking problems decreased since 2014 elections when 18% of the people agreed with the statement. We found no difference in the education, age, or gender of those that indicated they had a hard time parking. What members of this group do share are longer wait lines? Voters who experience longer wait times, also had parking problems, which is consistent with what we saw in the 2014 elections.

The parking problem decreased since the 2014 election when one in five voters indicated parking problems; in the 2016 general election only one in ten early and Election Day voters indicated this was a problem. This may be because in 2016 the schools were closed for the election, but in 2014 they were not, creating a parking crisis in many places where voters were competing for parking with faculty and students. County officials must engage in strong negotiations with APS to ensure that Election Day is given the holiday it deserves.

## **Usage of My Vote Center App**

To assist voters in finding the most efficient place to vote, the County created a smart phone application called My Vote Center App. The purpose of the app was to provide information on line wait times at each voting location. Only about 4% of voters used it during early and Election Day voting, while 36% never heard of the app. The usage figures slightly declined since 2014 elections when more voters used the app on Election Day. As a lot of voters are unaware of the app, focusing on advertising the app and explaining the procedure of using it may help improve the situation in future elections. Including information on the county web page may encourage usage and be helpful to voters.

However, the app is only somewhat accurate in its current manifestation, as we discussed in Chapter 1 and voter data support our conclusions. Early and Election Day voters indicated that the app was incorrect 22% of the time, which was more reliable than it was in 2014. Continued efforts need to be made to create a reliable and effective line wait app. The potential value is very high for both voters and election administrators. Therefore, we encourage the county to continue to search for ways to communicate accurate, real time wait times at each VCC.

### **3.3. Voter Confidence & Voter Satisfaction**

Voter confidence is a necessary component of a democratic society. Voter confidence represents a fundamental belief in the fairness of the electoral process and ultimately the legitimacy of the government. Even if citizens are unhappy with the choices their leaders make, they should feel confident that the process that placed those individuals into power was fair and honest and that future elections can result in a change of leadership.

We focus on four levels of voter confidence.

- We asked in an independent question, “How confident are you that YOUR vote in the General Election was counted as you intended?” Response options were very confident, somewhat confident, not too confident and not at all confident. This level, the personal vote, is the most important level of voter confidence because it represents how the voter feels about his/her own voting experience and its accuracy.
- The second level is voter confidence in the county’s election system. The county is the election administrative unit for the state and is responsible for all matters related to election administration including: poll worker training, logic and accuracy testing of the tabulating machines, the counting of ballots, the qualification of provisional ballots, the county canvass, etc. The second, third and fourth levels were asked together in a grid.

- The third level is confidence in the process at the state level and therefore is an aggregation of how voters feel about the election process within their larger administrative unit.
- The fourth level is confidence that all the ballots were counted correctly nationwide and is an aggregation of how voters feel about the election process across many election administrative units.
- The results are presented in Table 3.4 and show both the frequency of response and the confidence averages across levels of administration and for each voting mode (Election Day, early, and absentee). The variables are coded on a 4-point scale, from 1 to 4, so that a higher average indicates greater confidence. Overall, the results show that voters have very high confidence that their votes were counted correctly.
- Over 3 in 5 (63%) of voters were very confident and almost 3 in 10 (29%) were somewhat confident that their vote was counted correctly. Thus, over 9 in 10 voters (91%) were very or somewhat confident that their ballot was counted correctly.
- About 6 in 100 voters (6%) were not too confident and only about 3 in 100 voters were not at all confident (3%).

The results also show that as the election administrative unit is more distant from the voter (e.g. from personal to national) voter confidence significantly declines.<sup>32</sup> This result is consistent over time and we have observed the same finding in the last 4 election cycles. As people get further away from the voting process, they become more concerned about its accuracy.

- For example, 63% of voters are very confident that their vote was counted as intended.
- Only 54% of voters are very confident in the process at the county level.
- Only 48% of voters are very confident in the process at the state level.
- Only 27% of voters are very confident in the process nationwide.

Interestingly our results show that over time voters are becoming more confident in their personal vote and in the county vote, but are becoming less confident in the recording of the votes for the entire state and nation. Importantly, however, a large majority of voters are either very or somewhat confident that their vote or all the votes were counted as intended and, conversely, a relatively small minority of voters is either not too or not at all confident.

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<sup>32</sup> A paired t-test shows that there are significant declines in vote confidence as we move from personal vote to county to state and nation (all of these have  $p < .001$ ).

**Table 3.4. Frequency and Means of Personal, County, State and National Voter Confidence**

	Your Vote	Votes in your county	Votes in your state	Votes nationwide
<b>Frequency</b>				
(4) Very confident	62.8	54.4	48.1	27.0
(3) Somewhat confident	28.5	36.4	42.8	41.0
(2) Not too confident	6.0	6.6	6.7	19.6
(1) Not at all confident	2.7	2.6	2.4	12.4
Total	100.0	100.0	100.0	100.0
<b>Averages</b>				
Election Day voters	3.51	3.43	3.36	2.72
Early voters	3.52	3.43	3.83	2.87
Absentee voters	3.47	3.36	3.33	2.96
Overall Average	3.51	3.43	3.37	2.82

At the bottom of Table 3.4 average voter confidence levels are broken down by voting mode. Previous research has found that voting mode can influence voter confidence.<sup>33</sup> Specifically, studies have noted that absentee voters appear to be less confident than other voters that their ballots were counted correctly. In 2006, absentee voters in New Mexico were significantly less confident than other types of voters. In 2008, however, both Election Day and absentee voters shared the same level of confidence and early voters displayed significantly higher personal voter confidence. In 2010 and in 2012 absentee voters displayed attitudes similar to those in 2006, indicating significantly less confidence than both Election Day and early voters, while Election Day voters and early voters displayed the same level of confidence.<sup>34</sup> In 2016, we see no significant or substantive differences between different voting modes which is similar to what we saw in 2014 elections. All voters, relatively speaking, had the same average confidence evaluations. This speaks to the success of the county's election administration processes in both absentee and in-person voting.

### **Voter Confidence 2006 through 2016**

As noted above, the repeated surveys of voters over time allows us to make comparisons across election years. Table 3.5 shows that, on average, voters in 2016

<sup>33</sup> See Atkeson and Saunders, 2007; R. Michael Alvarez, Thad E. Hall and Morgan Llewellyn (2008), "Are Americans Confident Their Ballots are counted?" *The Journal of Politics* 70, 3: 754-766 and Atkeson, Lonna Rae, (2014) "Voter Confidence Ten Years after Bush V. Gore," in *Ten Years after Bush V. Gore*, edited by R. Michael Alvarez and Bernard Grofman, (Cambridge University Press), Charles Bullock and M.V. Hood III, (2005) "Punchcards, Jim Crow and Al Gore: Explaining Voter Trust in the Electoral System in Georgia", *State Politics and Policy Quarterly* 5: 283-94.

<sup>34</sup> A group t-test indicates that the p value is significant at  $p < .08$  for personal voter confidence between absentee and in-person voters, but  $p > .10$  for all other group comparisons.

were very confident that their ballots were counted as intended more than any other year in which we have measured voter confidence! Although, the overall confidence level was the same as it was in 2014.

**Table 3.5. Percentage and Average Voter Confidence Over Time**

	2016 Bernalillo County	2014 Bernalillo County	2012 Bernalillo County	2010 Bernalillo County	2008 Bernalillo County	2006 First CD
Very Confident	62.8	58.1	48.5	49.9	54.4	39.4
Somewhat confident	28.5	36.3	37.5	44.1	39.7	44.9
Not too confident	6.0	3.9	9.5	3.8	4.4	11.8
Not at all confident	2.7	1.7	4.5	2.3	1.5	3.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Average	3.51	3.51	3.30	3.42	3.47	3.20

### **Voter Experiences, Demographics and Voter Confidence**

Experience with the ballot, the polling location, and interactions with poll workers are the objective experiences the voter has with the voting process.<sup>35</sup> These experiences are the core local factors that influence voter confidence and are factors that election administrators can influence through a well-designed voting facility and well trained poll workers. When voters have a good local experience, they feel more confident that their vote is counted.<sup>36</sup> Local election officials should do as much as they can to make the local experience a completely positive one for voters.

- Feelings that ballot privacy was protected increases voter confidence.
- Helpful poll workers increase voter confidence.
- For absentee voters, the more concerned they were about their ballot not arriving in time to be counted, the less confident they were their vote was counted.
- For absentee voters, contacting the county to determine whether their ballot has been received increases voter confidence.

<sup>35</sup> See Atkeson and Saunders, 2007. Also see, Hall, Thad E., J. Quin Monson, and Kelly D. Patterson. 2007. "Poll Workers and the Vitality of Democracy: An Early Assessment. *PS: Political Science and Society*, 647-654, Atkeson, Lonna Rae, 2014, and Bullock and Hood, 2005.

<sup>36</sup> Voter confidence is also affected by winning and losing, such that winners are more confident than losers. In some years, voters win and lose elections resulting in changes in confidence between years. In 2008, for example, Democrats won overwhelmingly and won the House of Representatives, a win-win for Democrats. However, they lost the House in 2010 and then Republicans maintained the House again in 2012, despite Democratic gains in the Senate and a win in the White House.

- For absentee voters, dropping off the ballot at a polling location increases voter confidence.

Because context matters so much in understanding the voter experience, it might be expected that long waits are associated with lower voter confidence, but there is no evidence to support this relationship in New Mexico. When comparing average voter confidence levels between voters who waited above the median wait time, which was 0 minutes, or between voters who waited above the average wait time, which was 5.7 minutes, we find there is no difference in confidence levels. Voters who waited in line very little and voters who waited in line quite a long time do not significantly vary in their voter confidence. These findings are consistent and robust over time:

- Voters who waited in line above the median wait time had an average confidence level of 3.50 out of 4, about the same voter confidence level as those who waited below the median wait time, which was 3.52.

Finally, it is important to consider whether voters' demographic characteristics are associated with higher or lower voter confidence. We found that being female decreases voter confidence, while higher wage increases voter confidence. However, being associated with different ethnic groups, such as, Hispanic/Latino, black or Native American/American Indian, is not associated with different levels of voter confidence. In 2016, we also found that voters with higher levels of formal education had higher voter confidence, as we saw in 2014, 2012, and 2008.

### **Overall Voter Experience**

An alternative measure of the voter experience is to ask about the overall voter experience. We asked, "How would you rate your voting experience overall?" Responses were coded on a 1 to 4 scale with higher numbers related to a better voting experience. Thus poor is coded 1 and excellent is coded 4. We found that overall voters had a very positive election experience in 2016. The results are shown in Table 3.6. We include parallel information on the First Congressional District (CD1) for 2006 and information on Bernalillo County in 2008 through 2014.

**Table 3.6. How Would You Rate Your Overall Voting Experience?**

	Bernalillo County 2016	Bernalillo County 2014	Bernalillo County 2012	Bernalillo County 2010	Bernalillo County 2008	Congressional District 1 2006
Excellent	72.2	44.6	62.5	47.9	51.9	25.1
Good	24.7	45.1	34.4	45.4	45.7	56.8
Fair	2.5	8.7	3.0	6.4	2.1	14.3
Poor	0.6	1.6	.1	0.3	0.3	3.8
Total	100.0	100.0	100.0	100.0	100.0	100.0
Average	3.68	3.33	3.59	3.41	3.49	3.03

- Over 9 in 10 voters rated their overall voting experience as “excellent (72%) or “good” (25%) (see column labeled “Bernalillo County 2016”).
- About 3 in 100 voters rated their overall voting experience as only “fair” (3%) or “poor” (1%).

The voter experience, unlike voter confidence, includes all of the factors that voters encounter on Election Day. Thus, wait times, helpful poll workers, hard to find voting locations, difficulties in parking, ballot privacy, and having someone greet the voter upon entering the VCC all influence the overall voting experience.

Here, wait times are particularly important. Wait times influence overall experience in terms of the overall wait time and the perceived wait time, whether or not the voter personally perceives the wait to be no time at all, a short wait, a moderate wait or a long wait.

- If we compare voters who waited less than the median (0 minutes) with those who waited above the median (1+ minutes) the overall experience was slightly better for those who waited less than the median (3.77 versus 3.65).

Negative factors, such as hard to find parking or a hard to find voting location, reduce the overall voting experience.

Helpful poll workers, having someone greet you, feeling that their ballot privacy was protected, and easy instructions for absentee voters, all led to a more positive overall voting experience.

Demographic factors, such as, gender, race/ethnicity and age, did not affect the overall voting experience. However, higher levels of education have a positive influence on overall voting experience.

### 3.4. Voter Identification

Beginning in 2006, survey data has shown that the voter identification law was not implemented uniformly. However, since the county moved to the VCC model, implementation of voter identification has been more uniform than in previous election cycles. The County has made huge strides in correcting past problems in this area such that we rarely observed voter identification problems in the VCCs we visited in 2016 (see Chapter 1).

The minimum identification required for voters under state law is to state their name, address, and birth year. Voters can also choose to show a physical form of identification, such as a voter registration card, driver's license, or utility bill. If the voter opted for a photographic identification, it did not have to contain the voter's address, and if the voter opted for a non-photo form of identification, the document did have to include an address, but it did not have to match the address in the voter registration rolls (§ 1-1-24 NMSA 1978).

In the 2008 through 2016 surveys respondents were asked the following two-part question: "When you went to vote were you **ASKED** to show PHOTO-identification, like a driver's license, did you just provide a PHOTO-ID to the poll worker **without them asking**, or were you identified in some other way?"

Those who said they were identified in "some other way" in response to the first question were asked a follow up question with a list of choices: "If you were not asked to show photo-identification or did not just automatically provide ID to the poll worker, how were you identified at the polls? Did you:

- Show your registration card
- State your name
- State your name and address
- State your name, address, and birth year
- I handed my ID to the poll worker before they asked
- I did so in another way

These responses were collapsed so that voters were classified as being identified incorrectly if voters indicated they were asked for photo-id.

- About 1 in 5 voters indicated they were asked for photo identification at the polls. This is consistent with what we saw in 2014.
- There was no difference between whites and Hispanics in terms of whether or not they were asked for photo-ID.

Of course, all voters should have to go through an identification process that complies with the law. The data show general improvement in implementing the New Mexico identification law and we have observed general success with this issue

in the County. Research shows that poll workers ask inappropriately for voter identification because they strongly believe it should be part of the process.<sup>37</sup> Part of the difficulty in New Mexico is in the complexity of the law that provides so many options and leaves those choices to the voter. A law that would be easier to administer would limit the options and would require the same form of identification (either verbal, written, or a stronger form of identification, such as a physical form of identification or photo identification like a driver's license) of all voters.

### 3.5. Attitudes toward Voter ID

Voter identification laws have been a hot topic since 2000 when it first appeared on the state legislative agenda. Voter authentication and identification is an important component of election administration because only qualified electors are allowed to vote. The Help America Vote Act 2002 (HAVA) established a minimum threshold for voter identification in federal elections. Many states, however, have mandated higher standards, especially for in-person voting. The laws across states are quite complex and varied, but 17 states require some form of photo-identification, another 16 require some sort of identification, but not necessarily a photo-ID, and about 18 states, including New Mexico, require no additional documentation.<sup>38</sup>

New Mexico has not been exempt from the voter identification law debates. Most legislative session for the past several years included a voter ID bill, although this was not a prominent issue in the 2017 legislative session.<sup>39</sup> These debates have become very partisan as Democratic leaders have focused on voter access and the possibility of disenfranchising some voters, especially the old, young, minority and disabled, who may not have adequate identification, while Republicans have focused on protecting the system against fraud and ensuring only eligible voters get to cast a ballot.<sup>40</sup>

Attitudes toward voter identification are complex and take on different perspectives depending on how the question is framed. Because of the complexities and the nature of the debates going on in the statehouse and among activists, in the 2012, 2014, and 2016 voter survey we expanded our examination of attitudes toward voter identification.

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<sup>37</sup> See Lonna Rae Atkeson, Yann Kerevel, R. Michael Alvarez, Thad E. Hall. 2014. "Who Asks for Voter Identification?" *Journal of Politics* 76(4): 944-57.

<sup>38</sup> See the National Conference on State Legislatures website on photo identification laws at: <http://www.ncsl.org/research/elections-and-campaigns/voter-id.aspx>.

<sup>39</sup> In the 2015 legislative session, for example, both HB340, sponsored by Rep. Brown and HB61 sponsored by Honorable James Smith and Honorable Daniel Ivey-Soto.

<sup>40</sup> Liebschutz, Sarah and Daniel J. Palazzolo. 2005. "HAVA and the State," *Publius* Fall: 497-514.

To assess attitudes toward the trade-off between vote fraud and greater access, we repeated a question that we have asked respondents since 2006, “Which is more important, ensuring that everyone who is eligible has the right to vote or protecting the system against fraud?” Our result, see Table 3.7, in 2016 are very similar to what we saw in 2014 and 2012 with

- Almost three in five voters (59%) thought that protecting voter access was most important and
- Nearly 2 in 5 voters (37%) thought that preventing voter fraud was more important.
- Over time more voters believe that it is more important to ensure that everyone who is eligible has the right to vote.

**Table 3.7. Voter Attitudes toward Voter Identification over time?**

2016 Which is more important?	
Ensuring that everyone who is eligible has the right to vote	59.0
Protecting the voting system against fraud	36.9
Don't know	4.1
2014 Which is more important?	
Ensuring that everyone who is eligible has the right to vote	58.0
Protecting the voting system against fraud	37.7
Don't know	4.3
2012 Which is more important?	
Ensuring that everyone who is eligible has the right to vote	58.6
Protecting the voting system against fraud	32.6
Don't know	8.8
2010 Which is More important?	
Ensuring that everyone who is eligible has the right to vote	45.2
Protecting the voting system against fraud	48.3
Don't Know	6.5
2006 Which is More important?	
Ensuring that everyone who is eligible has the right to vote	42.8
Protecting the voting system against fraud	52.2
Don't Know	5.0

We find that partisanship is the main determinant of attitudes toward access and integrity.

- Over 7 in 10 Democrats (77%), compared to over 3 in 10 (32%) Republicans believe that it is more important to ensure that everyone who is eligible has the right to vote. Democrats, over time, have increased their support for access over integrity.

- Nearly 2 in 3 Republicans (63%), compared to over 2 in 10 (20%) Democrats believe that it is more important to protect the system against fraud.
- Demographic characteristics such as gender, education, or race/ethnicity did not influence responses to this question.

Despite the fact that some voters think that ensuring access is more important than protecting fraud, most voters support voter identification laws when they are asked about them as a specific policy issue. However, support for voter identification in Bernalillo County has been declining over time.

- When voters were asked to agree or disagree with the following statement, “Photo identification should be required of each voter,” just less than one-half (49%) of voters “strongly agreed,” while 17% “somewhat agreed” with the statement. Thus, slightly less than two-thirds of voters support photo identification.
- This is about the same as 2014 when 67% of the voters agreed with the statement.

Moreover, most voters already carry some form of identification, like a driver’s license. We asked, “How often do you carry some kind of government issued identification (for example a driver’s license, passport, or state-issued ID card) with you when you leave home every day?” nearly all voters, 99.1%, indicated that they carried a government ID “all” (94.0%) or “most of the time” (5.1%). Hardly any voters indicated that they carry a government issued ID only “some of the time” (.9%).

To assess how voters feel about the current New Mexico Voter ID law, we asked, “New Mexico’s voter ID law requires voters to identify themselves. The minimum identification is to state their address, name, and birth year. Do you think the minimum identification is: too strict, just right, or not strict enough?”

- We find that about half of voters think the law is just right (50%) and about half think it is not strict enough (48%). This is fairly similar to what we saw in 2014 and 2012, but shows a large change compared to 2010. In 2010, three in five voters (61%) indicated that the New Mexico law was not strict enough and about two in five (38%) indicated it was just right.

It appears that the electorate understands photo identification issues differently as the debate has continued and while a majority of voters believe that current laws are not strict enough, those who believe New Mexico policies are just right has been increasing. It is important to note that the 2014, 2012, and the 2010 findings about voter attitudes are influenced by partisan identification. Table 3.8 shows that Republicans (86%) and Independents (55%) are more likely than Democrats (25%) to state that the law is not strict enough. Thus, the national framing of the debate has influenced individual attitudes on this issue with Democrats more concerned

about access and Republicans more concerned about integrity.

**Table 3.8. Voter Attitudes Toward New Mexico Voter ID Law by Partisanship**

2016 Is the New Mexico voter ID:			
	Democrats	Independents	Republicans
Not strict enough	25.0	55.0	86.0
Just right	73.0	42.0	14.0
Too strict	2.0	3.0	0.0
Total	100.0	100.0	100.0
2014 Is the New Mexico voter ID:			
	Democrats	Independents	Republicans
Not strict enough	28.7	49.7	83.4
Just right	68.6	49.7	16.6
Too strict	2.6	0.6	0.0
Total	100.0	100.0	100.0
2012 Is the New Mexico voter ID:			
	Democrats	Independents	Republicans
Not strict enough	30.7	52.9	87.6
Just right	68.8	47.1	11.8
Too strict	0.6	0.0	0.6
Total	100.0	100.0	100.0
2010 Is the New Mexico Voter ID?			
	Democrats	Independents	Republicans
Not Strict Enough	38.1	75.0	87.0
Just right	60.3	25.0	13.0
Too Strict	1.6	0.0	0.0
Total	100.0	100.0	100.0

Overall, the 2016 survey results are similar to the 2014 results. The public wants a **fair and accessible** election process. They want to solve the tension between access and integrity by ensuring every eligible voter has a chance to participate, but also protect the system against fraud.

### 3.6. Attitudes toward Election Reforms

#### Closed Primary Elections

New Mexico has a closed primary system in which voters who do not identify with a major party are not allowed to participate in the process. In June of 2014 an independent voter sued the state of New Mexico to open up the primary to independent voters by allowing them choose a party ballot during the primary

election.<sup>41</sup> In February of 2017 the state Supreme Court upheld the closed primary, making it a legislative decision.<sup>42</sup> Voters support opening the primaries to unaffiliated voters. Over 7 in 10 voters either “strongly agree” (59%) or “agree” (20%) that primary elections should be open to all voters, not just those registered as Democrat or Republican. Eleven percent of voters “somewhat disagree” and 14% of voters “strongly disagree.” Interestingly, voter support for open primaries has declined since 2014; we do not know why we see this change.

## Election Day Registration

Election Day registration (EDR) is an election reform that allows voters to register on Election Day in a precinct and 10 states have successful EDR programs including: Colorado, Connecticut, Illinois, Iowa, Maine, Minnesota, Montana, New Hampshire, Wisconsin and Wyoming. EDR allows voters to register at any time, including the day of the election at the voting location. States that use EDR have increased turnout relative to states that do not have EDR. They also have fewer provisional ballots, since most voters who are not on the voter roster can simply choose to register on-site instead of completing a provisional ballot. In New Mexico voters must register 28 days prior to the election.<sup>43</sup>

Technology has made multiple voting due to EDR impossible because voting locations are connected to each other electronically. The same technology that allows voters to vote anywhere can ensure that voters do not register at multiple locations and vote multiple times.

- We asked voters to agree or disagree with the following statement, “Voters should be able to register on Election Day to vote.” The survey results found that less than five in ten (48%) support moving to an EDR system, while a little over half of the voters (52%) do not currently support moving to an EDR system. The results showed an upward trend since 2014 when 55% of the voters disagreed with the statement.
- Older voters are more likely to support EDR.

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<sup>41</sup> See <http://krqe.com/2014/06/04/independent-voter-sues-nm-for-open-primaries/>

<sup>42</sup> See, “New Mexico Supreme Court Upholds Closed Primary,” available at: <https://www.abqjournal.com/943916/new-mexico-supreme-court-upholds-closed-primary-elections.html>.

<sup>43</sup> See, for example, R. Michael Alvarez and Stephen Ansolabehere, *California Votes: The Promise of Election Day Registration* (Dēmos, 2002); R. Michael Alvarez, Jonathan Nagler and Catherine Wilson, *Making Voting Easier: Election Day Registration in New York*, (Dēmos, 2004); M.J. Fenster, “The Impact of Allowing Day of Registration Voting on Turnout in U.S. Elections from 1960 to 1992,” *American Politics Quarterly* 22(1) (1994): 74-87; B. Highton, “Easy Registration and Voter Turnout,” *The Journal of Politics* 59(2) (1997): 565-575; Lorraine C. Minnite, *An Analysis of Voter Fraud in The United States* (Dēmos, 2004), <http://www.demos.org/pubs/Analysis.pdf>; Dēmos, *Election Day Registration: A Ground Level View* (2007), <http://www.demos.org/pubs/EDR%20Clerks.pdf>; S. Knack, “Election-Day Registration: The Second Wave,” *American Politics Quarterly* 29(1) (2001): 65-78.

- Partisanship is related to support for EDR. 65% of Democrats support EDR, while 18% of Republicans and 44% of independents do.
- Demographic characteristics do not seem to influence attitudes toward EDR.
- Overtime there has been increasing support for policies that allow voters to register the same day they vote.

### **Automatic Voter Registration**

Automatic voter registration will automatically register people to vote when they apply for their driver's license. The process will make the registration of people smoother and easier. We asked voters, "Eligible voters should be automatically registered to vote through their state DMV or other state agencies." The responders provided answers on 4-point Likert scale ranging from "strongly agree" to "strongly disagree." Over 6 in 10 voters either "strongly agreed" (38.0%) or "somewhat agreed" (27.0%) to the statement, while over 3 in 10 voters either "somewhat disagreed" (17.0%) or "strongly disagreed" (16.0%) to the statement.

- Demographic characteristics, such as gender, education, and race/ethnicity are not related to support for automatic voter registration, however, age does seem to have a relationship. Older voters are more likely to support automatic voter registration as compared to younger voters.
- Partisanship is related to support for automatic registration. 79% of Democrats support automatic registration, while 48% of Republicans and 55% of independents do.

### **Mail Elections**

We also asked questions about moving to mail elections. For mail elections, all registered voters receive a ballot in the mail. The voter marks the ballot, puts it in a secrecy sleeve, or envelope, and then into a separate mailing envelope, and returns the package via mail. We asked whether voters "strongly agree," "somewhat agree," "somewhat disagree," or "strongly disagree" to, "New Mexico should move to all mail elections." We found that nearly 2 in 10 voters either "strongly agreed" (5%) or "somewhat agreed" (10%) to the statement, while 8 in 10 either "strongly disagreed" (54%) or "somewhat disagreed" (30%) to the statement.

- Demographic characteristics do not seem to influence the behavior towards mail elections.
- Partisanship seems to have a relationship with support for mail elections; 21% of the Democrats support moving towards mail elections, while 8% of the Republicans, and 14% of the Independents do so.

### **Electoral College and the National Popular Vote**

During the 2011 regular session of the New Mexico State Legislature, the House of Representatives passed House Memorial 56, which called on New Mexico's

Secretary of State to “study and compare the current Electoral College system and the national popular vote system” and present her findings to the New Mexico Legislature.<sup>44</sup> The University of New Mexico Center for the Study of Voting, Elections and Democracy (C-SVED) took this opportunity to educate and assist the public and legislative leaders in understanding the costs and benefits of the proposed national popular vote system and to present its conclusions to those engaged in this national debate.

C-SVED formed a citizen panel that met three times to discuss the current implementation of the Electoral College and how that would change under a national popular vote system. Citizen panel members included state legislators, election administrators (in particular, county clerks), interest groups focused on election work (including the League of Women Voters, Common Cause, and Verified Voting of New Mexico), prominent members of different New Mexico communities including the Hispanic and Native American communities, and students from the University of New Mexico and New Mexico State University.<sup>45</sup>

In the 2017 legislative session, the New Mexico Senate passed the National Popular Vote bill by a 26-16 margin. The bill gained some initial traction in the House when it was approved in a 5-4 vote by the House Government, Indian and Veteran’s Affairs Committee approve it, but it was defeated in the House Local Government, Elections, Land Grants and Cultural Affairs Committee when it tied on a 3-3 vote.

Therefore, we asked two questions about changing the way New Mexico apportions its electoral college vote. We asked first a general question on how the president should be elected and second we ask a question specific to the national popular vote.

We asked, “How do you think we should elect the President: should it be the candidate who gets the most votes in all 50 states, or the current electoral college system?” Over 6 in 10 voters (63%) preferred the candidate who gets the most votes in all 50 states, while less than 4 in 10 voters (37%) preferred the current Electoral College system. Interestingly this nearly mirrors the vote for President Trump in New Mexico who received 40% of the vote and it quite a bit lower than in 2014.

- This is a decline in support from what we saw in 2014 when Over 7 in 10 voters (72%) preferred the candidate who gets the most votes in all 50 states, while less than 3 in 10 voters (28%) preferred the current Electoral College system and in

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<sup>44</sup> For an overview of the national popular vote plan go to: [www.nationalpopularvote.com](http://www.nationalpopularvote.com).

<sup>45</sup> See Lonna Rae Atkeson, Kim Proctor, and Jim Noel, “Report of the Citizen Panel The Electoral College and the National Popular Vote Plan,” Center for the Study of Voting, Elections and Democracy, Political Science Department, University of New Mexico, available at <http://polisci.unm.edu/c-sved/index.html>

2012 when nearly two thirds (65%) of voters in Bernalillo County preferred the candidate who gets the most votes in all 50 states, while about one third (35%) supported the current Electoral College system.

- In 2016, we found that women were more likely than men to support changing the way in which we select our president (69% versus 56%). We saw a similar gender gap in 2014.
- Partisanship mattered tremendously. Republicans (19%) supported the change less than Democrats (90%) and independents (53%). This is a drastic change, and shows strong party polarization on this issue that we did not see in 2012 or 2014. In 2014, for example, three in five Republicans (63%) supported the change, but a strong majority, and four in five Democrats (80%) supported it, but in 2016 in support increased by 10%. Independents, were apparently unaffected by the election outcome as their support remained constant.

With regard to the national popular vote, we asked voters their opinion whether they “strongly agree,” “somewhat agree,” “somewhat disagree,” or “strongly disagree” that, “New Mexico should pass legislation to support the national popular vote initiative, which would give New Mexico’s Presidential electors to the candidate who won the most voters in the nation.” We found that 55% of the voters either strongly agreed or somewhat agreed to the statement, while 45% of the voter either somewhat disagreed or strongly disagreed.

- Demographic factors, such as age, gender, education, and race/ethnicity did not influence the behavior towards national popular vote initiative.
- Partisanship matters a lot in determining the behavior towards national popular vote. We found that 85% of the Democrats, 16% of the Republicans, and 40% of the Independents agree with the statement.

## **Voter Purges**

In 2012, the Secretary of State began an aggressive campaign to “clean up” the voter rolls and prepare for voters’ purges. In August, Secretary Duran sent out approximately 177,000 postcards to people who had had mail previously returned to her office, going back to mailings since 2005.<sup>46</sup>

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<sup>46</sup> See Steve Terrell, “Secretary of state’s voter roll cleanup targets ‘shocked’ voting rights advocate,” August 9, 2012, Santa Fe New Mexican, Available at: <http://www.santafenewmexican.com/localnews/081012SOS#.UToLIRmoeyU>, accessed March 8, 2013. Ibid. Also see Annie-Rose Strasser, August 12, “[Voters Kicked Off The Rolls In New Mexico Include Voting Rights Activist, Wife Of State Representative](#),” available at:

In other states, voter purges have also made headlines.<sup>47</sup> As a consequence, we were curious as to whether voters were concerned about voter purges and the idea that qualified voters might be deleted from the polls, or if they were concerned that they might be more likely to be purged from the voter rolls than in the past. Therefore, we asked voters to agree or disagree with the following statement, “Eligible voters get mistakenly removed from the voter lists during purges/cleanup.”

- We found that just over half of the voters (51%) agreed that purges might result in eligible voters getting mistakenly removed from the polls.
- Nearly half of the voters (49%) disagreed that purges may result in eligible voters getting mistakenly removed from the polls.
- These results are consistent with what we found in 2014.
- 59% of Democrats and 43% of independents were more likely to agree that purges may result in qualified voters being removed from the polls, but only 39% of Republicans agree.

### **Proof of Citizenship**

In addition to voter identification laws, states have considered other measures to prevent voter fraud. One commonly considered measure is proof of citizenship either at the polls or when registering. This is a very popular measure among the public, with 7 out of 10 voters (72%) agreeing with the statement that, “Proof of citizenship should be required of each voter at the polls,” and the remaining 3 out of 10 (28%) disagreeing.

- 57% of the Democrats, 83% of the Independents, and 95% of the Republicans support that citizenship proof should be required at the polls.

### **Conclusion**

We find that, as compared to 2014 elections, early and Election day voters increased while absentee voters decreased. We also find that the median wait time decreased and 25% of the voters had no wait time compared to 7% in 2014, a huge improvement. Ninety-one percent of voters are either very or somewhat confident

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<http://thinkprogress.org/justice/2012/08/10/675161/new-mexico-voter-purge/?mobile=nc>, accessed March 8, 2013.

<sup>47</sup> See Lizette Alvarez, September 12, 2012, “After Mistakenly Purging Citizens, Florida Agrees to Let Them Vote” Available at: [http://www.nytimes.com/2012/09/13/us/politics/florida-agrees-to-let-citizens-mistakenly-purged-from-rolls-to-vote.html?\\_r=0](http://www.nytimes.com/2012/09/13/us/politics/florida-agrees-to-let-citizens-mistakenly-purged-from-rolls-to-vote.html?_r=0), accessed March 8, 2013, Pam Fezzler, September 20, 2102, Voter Purges Under Review Ahead of Elections, available at: <http://www.npr.org/2012/09/20/161437481/voter-purges-under-review-ahead-of-election-day>,” accessed March 8, 2013.

that their vote was counted correctly in the 2016 election. We also see that the level of confidence is substantially higher than what we found in 2006 when we first started examining voter confidence in New Mexico. We see a slight increase in absentee voters concern that their ballot would arrive on time. Poll workers had a more cooperative and helpful attitude towards voters. Ninety-eight percent of the voters said poll workers are helpful in 2016 compared to 95% in 2014. Polling locations are easier to find and parking problems improved since 2014, therefore, more people said their voting experience was “excellent” in 2016.

## **Appendix 3.1. Survey Methodology**

### **Mixed Mode Survey Methodology**

The 2016 Bernalillo Election Administration Survey was based on a random sample of 9,700 voters in Bernalillo stratified by voting mode (in-person or absentee). The Bernalillo County Clerk Maggie Toulouse Oliver provided a list of all voters with information about vote mode. Stratification by voting mode was 2100 randomly selected absentee voters and 7,600 in-person voters (4,150 from early voters and 3,450 Election Day voters).

Our survey contact and response methodology used a mixed mode design. We randomly selected 2,700 (1,350 early and 1,350 Election Day voters) in-person voters to receive a mail survey, which was sent on November 21<sup>st</sup>, 2016. We then sent these individuals two reminder postcards on December 7<sup>th</sup> and December 16<sup>th</sup>. All other 7,000 sample members were sent first class postcards on November 11<sup>th</sup>, 2016 requesting their participation in our survey. The postcard (copied in Appendix 3.3.) provided sample respondents with a URL ([vote2016.unm.edu](http://vote2016.unm.edu)) that directed them to the survey. Sampled voters who did not respond were re-contacted two times with an additional postcard. The second postcard was sent November 29<sup>th</sup> and the third was sent December 7<sup>th</sup>.

The response rate was 12.2% (n=1,184) using Response Rate 2 (RR2) calculations, as defined by the American Association for Public Opinion Research (AAPOR 2011). It is important to note that this is the minimum response rate and includes all voters who we tried to contact, regardless of whether we were able to contact them or not. The margin of error is plus or minus 2.8%.

Survey questions asked about their election experience (voter confidence, voting problems, method of voting, experience with poll workers, experience with the ballot, *etc.*), their attitudes toward possible election reforms including voter record purging, fraud, voter access, voter identification, enfranchising 16 and 17 year olds, same day registration, *etc.* as well as other political attitudes and behaviors including evaluations of the President, the congressional candidates and their local and state election administrators. They were also asked several questions related to the statewide contests (presidential vote choice, candidate evaluation, candidate ideology, *etc.*) and a variety of demographic information.

## Appendix 3.2. Selected Frequency Report for the 2016 Bernalillo County Election Administration Voter Survey

1. How interested were you in the 2016 election? (n=1162)

Not at all interested	0.4%
Not too interested	2.9%
Somewhat interested	10.0%
Very interested	86.7%

2. On average, how many days in the past week did you:

a. Watch network or cable TV news stories either online or on TV (i.e. CBS, NBC, CNN, FOX, etc.)? Or listen to NPR? (n=1171)

None	9.4%
One day	6.5%
Two days	6.3%
Three days	5.8%
Four days	6.9%
Five days	12.9%
Six days	7.8%
Seven days	44.4%

b. Read a daily newspaper or read a newsapp? (n=1149)

None	20.3%
One day	8.5%
Two days	7.4%
Three days	7.7%
Four Days	6.2%
Five days	7.5%
Six days	4.3%
Seven days	38.1%

c. Read news stories posted on Twitter, Facebook, or other social media? (n=1147)

None	39.8%
One day	7.4%
Two days	7.8%
Three days	4.4%
Four Days	5.9%
Five days	5.3%
Six days	3.7%
Seven days	25.8%

d. Discuss politics with family or friends? (n=1164)

None	4.7%
One day	6.4%
Two days	9.4%

- |            |       |
|------------|-------|
| Three days | 12.4% |
| Four Days  | 12.0% |
| Five days  | 15.3% |
| Six days   | 7.1%  |
| Seven days | 32.7% |
3. Thinking in political terms, would you say that you are: (n=1174)
- |                       |       |
|-----------------------|-------|
| Very liberal          | 18.7% |
| Somewhat liberal      | 22.7% |
| Moderate              | 22.7% |
| Somewhat conservative | 16.5% |
| Very Conservative     | 15.9% |
| Don't Know            | 3.5%  |
4. How often do you carry some kind of government issued identification (for example, driver's license, passport, or state-issued ID card) with you when you leave home every day? (n=1173)
- |                  |       |
|------------------|-------|
| Never            | 0.0%  |
| Some of the time | 0.9%  |
| Most of the time | 5.1%  |
| All of the time  | 94.0% |
5. How confident are you that your vote in the General Election was counted as you intended? (n=1174)
- |                      |       |
|----------------------|-------|
| Not at all confident | 2.7%  |
| Not too confident    | 6.0%  |
| Somewhat confident   | 28.5% |
| Very confident       | 62.8% |
6. Thinking about your county, state, and nation, how confident are you that all of the ballots in the county, the state, or nation were counted as the voter(s) intended?
- a. Your county. (n=1170)
- |                      |       |
|----------------------|-------|
| Not at all confident | 2.6%  |
| Not too confident    | 6.6%  |
| Somewhat confident   | 36.4% |
| Very confident       | 54.4% |
- b. Your state. (n=1136)
- |                      |       |
|----------------------|-------|
| Not at all confident | 2.4%  |
| Not too confident    | 6.7%  |
| Somewhat confident   | 42.8% |
| Very confident       | 48.1% |
- c. Nationwide. (n=1138)
- |                      |       |
|----------------------|-------|
| Not at all confident | 12.4% |
| Not too confident    | 19.6% |
| Somewhat confident   | 41.0% |
| Very confident       | 26.9% |

7. Did you visit the county clerk's website at any time prior to the election? (n=1174)

Yes	48.2%
No	49.7%
Don't know	2.1%

8. [If yes] Why did you visit the county clerk's website – Mark all that apply? (n=576)

	No	Yes
Find polling location	42.0%	58.0%
Look up hours of polling location	60.4%	39.6%
Sample ballot	50.9%	49.1%
Check my voter registration	66.1%	33.9%
Instructions of voting absentee	85.7%	14.3%
Something else?	94.1%	5.9%

9. [If yes] How easy was it to find what you were looking for on the clerk's webpage? (n=566)

Very hard	51.6%
Somewhat hard	38.0%
Somewhat easy	8.0%
Very easy	1.9%
I don't know	0.5%

10. This election did you vote in-person at an early voting location, in-person at a vote center or precinct on Election Day, or by mail absentee? (n=1165)

Absentee by mail	10.3%
Early in-person	51.2%
On Election Day in-person	38.5%

11. [Early Voters Only] Why did you choose to vote early – MARK ALL THAT APPLY? (n=502)

To avoid Election Day lines	62.8%
Had to work Election Day	12.9%
Planned to be out of town Election Day	2.9%
To avoid Election Day political activity at the polls	18.7%
To get it out of the way	28.7%
To vote when it was most convenient for me	50.8%
To be sure I vote	28.0%
To stop incoming calls trying to persuade me how to vote	4.8%
Campaigning on Election Day	2.3%
Something else:	4.3%

12. [Election Day Voters Only] Why did you choose to vote on Election Day – MARK ALL THAT APPLY? (n=396)

I did not know that it was an option for me to vote early	1.1%
I enjoy voting on Election Day	15.3%
I was undecided until Election Day	5.0%
I wanted to vote early but I was not able to do so	7.3%
Other (please specify)	5.1%

13. [Absentee Voters Only] Did you drop off your ballot at a polling location or did you mail it in?

(n=302)

Dropped off at a polling location	6.6%
Mailed It	93.4%

14. [Absentee Voters Only] Overall, how easy was it to follow all the instructions necessary to cast your ballot and return it to be counted? (n=302)

Very hard	0.0%
Somewhat hard	1.1%
Somewhat easy	21.9%
Very easy	77.0%

15. [Absentee Voters Only] How concerned were you that your ballot would arrive at the County Clerk's office in time to be counted? (n=302)

Not concerned at all	36.8%
Not very concerned	36.8%
Somewhat concerned	17.3%
Very concerned	9.1%

16. [Absentee Voters Only] Did you contact the county to determine if your ballot had been received? (n=302)

Yes	10.8%
No	89.2%

17. [Absentee Voters Only] Why did you vote absentee – MARK ALL THAT APPLY?

	No	Yes	n
Did not want to travel to vote center	68.9%	31.1%	306
Didn't know where to vote	99.8%	0.2%	306
Planned to be out of town	88.7%	11.3%	306
Convenience of doing it in my home	40.1%	59.1%	306
Had to work on Election Day	89.4%	10.6%	306
Wanted to avoid lines	65.1%	34.9%	306
Homebound/health	84.4%	15.6%	306
Wanted time to study and complete ballot	57.3%	42.7%	306
Something else (please specify):	92.5%	7.5%	306

18. How would you rate your voting experience overall? (n=1174)

Excellent	72.2%
Good	24.7%
Fair	2.5%
Poor	0.6%

19. [Early and Election Day Voters Only] Why did you choose the voting convenience center that you did MARK ALL THAT APPLY? (n=880)

	No	Yes
I've used it in the past	65.2%	34.8%
It was close to my home	21.8%	78.2%
It was close to my school	98.2%	1.8%

It was close to my work	90.0%	10.0%
It was close to my gym	98.7%	1.3%
It was close to my babysitter	100%	0.0%
I drive by it every day	89.2%	10.8%
A friend/family member recommended it	93.9%	6.1%
The line looked short (didn't seem busy)	89.6%	10.4%
This is where I always vote	85.4%	14.6%
The Bernco Line Wait App recommended it	98.9%	1.1%
Other (please specify)	94.9%	5.1%
I voted at my precinct and did not have a choice	98.0%	2.0%

20. [Early and Election Day voters only] Did you go to a vote center and have to leave before you got the opportunity to vote? (n=860)

Yes	0.9%
No	99.1%

21. [If yes,] Why did you have to leave the line? (n=4)

Personal reasons (e.g. got a call and had to leave, etc.)	0.0%
The lines were too long	87.2%
Couldn't find parking	0.0%
There was too much political activity going on outside	0.0%
Felt the poll workers were rude/felt mistreated	0.0%
There was an administrative problem at the vote center	0.0%
Something else (please specify)	12.8%

22. [If yes,] How many minutes did you wait in line before you left the vote center? (n=7)

0	37.3%
1	20.1%
5	13.2%
10	13.2%
30	16.2%

23. [Early and Election Day Voters Only] When you went to vote how worried were you that there might be conflict with other voters at the polls? (n=870)

Not at all worried	66.9%
Not too worried	23.8%
Somewhat worried	8.0%
Very worried	1.3%

24. [Early and Election Day Voters Only] Did you feel intimidated by any voters while you were in line waiting to vote? (n=865)

Yes	0.9%
No	99.1%

25. [Early and Election Day Voters Only] Did you use the Bernco line wait time app to look up

- wait times at vote centers? (n=384)
- |   |       |
|---|-------|
| Yes   | 3.9%  |
| No  | 59.7% |
| No, I never heard of the line wait time app | 36.4% |
26. [If Yes] Was the time provided by the Bernco line wait time app accurate? (n=19)
- |                |       |
|----------------|-------|
| Yes            | 66.9% |
| No             | 22.0% |
| Don't remember | 11.1% |
27. [Early and Election Day Voters Only] How long was the voting line when you got to your polling location? (n=864)
- |                 |       |
|-----------------|-------|
| Not long at all | 71.7% |
| Not very long   | 20.4% |
| Somewhat long   | 7.2%  |
| Very long       | 0.7%  |
28. [Early and Election Day Voters Only] Did you consider the overall wait in line at your polling location to be: (n=866)
- |                    |       |
|--------------------|-------|
| Long wait time     | 1.3%  |
| Moderate wait time | 10.4% |
| Short wait time    | 34.1% |
| No wait time       | 54.2% |
29. [Early and Election Day Voters Only] About how many minutes did you have to wait in line to vote? (n=851)
- |                 |       |
|-----------------|-------|
| 0 Minutes       | 26.0% |
| 0.5 – 5 Minutes | 49.2% |
| 6 – 10 Minutes  | 9.8%  |
| 11 – 15 Minutes | 6.9%  |
| 16 – 20 Minutes | 4.0%  |
| 21 – 25 Minutes | 0.3%  |
| 26 – 30 Minutes | 2.4%  |
| 31 – 40 Minutes | 0.6%  |
| 41 – 60 Minutes | 1.0%  |
30. [Early and Election Day Voters Only] Would you say that most of your wait in line was: (n=809)
- |   |       |
|---|-------|
| To check in to vote   | 88.7% |
| For a voting booth to complete my ballot                              | 3.6%  |
| For an available vote machine tabulator to insert my completed ballot | 4.0%  |
| I don't remember  | 3.7%  |
31. [Early and Election Day Voters Only] Did someone greet you when you entered the polling location? (n=865)

- |                |       |
|----------------|-------|
| Yes            | 83.9% |
| No             | 9.8%  |
| Don't remember | 6.3%  |
32. [Early and Election Day Voters Only] Did you use a pen to fill out your ballot or the accessible voting device that is attached to the vote tabulator (also known as ATI)? (n=860)
- |     |       |
|-----|-------|
| Pen | 96.2% |
| ATI | 3.8%  |
33. [If ATI] Please describe your experience with ATI? (n=54)
- |           |       |
|-----------|-------|
| Excellent | 70.4% |
| Good      | 28.2% |
| Fair      | 1.4%  |
34. [Early and Election Day Voters Only] When you went to vote were you ASKED to show PHOTO-ID, such as a driver's license, did you just provide a PHOTO-ID to the poll worker without them asking or were you identified in some other way? (n=863)
- |                                    |       |
|------------------------------------|-------|
| Asked for Photo-ID                 | 18.5% |
| Provided ID without being asked    | 25.2% |
| I was identified in some other way | 51.5% |
| Don't know                         | 4.8%  |
35. [Provided ID and Asked for Photo-ID] What type of Photo-ID did you show? (n=397)
- |                                      |       |
|--------------------------------------|-------|
| Driver's license                     | 91.8% |
| Military ID                          | 2.3%  |
| Passport                             | 0.6%  |
| Membership card (e.g.: Costco, etc.) | 0.0%  |
| Other (please specify)               | 5.3%  |
36. [I was identified in some other way] How were you identified at the polls? Did you: (n=485)
- |   |       |
|---|-------|
| Show your registration card                         | 8.3%  |
| Give your name only                                 | 2.9%  |
| Give your name and address only                     | 14.1% |
| Give your name, address, and birth year             | 37.1% |
| I handed my ID to the poll worker before they asked | 2.8%  |
| Gave the poll worker my scan able bar code          | 33.5% |
| I did so in another way (please explain)            | 1.3%  |
37. [Early and Election Day Voters Only] Did you accidentally over vote – that is, vote for multiple people in the same contest? (n=864)
- |            |       |
|------------|-------|
| Yes        | 0.6%  |
| No         | 96.7% |
| Don't know | 2.7%  |
38. [If Yes] What did you do to fix the problem? (n=6)

Got a new ballot	59.8%	
Placed it in the hand-counting bin	0.0%	
Had the tabulator accept my over voted ballot	8.3%	
Something else (please specify)	31.9%	
39. [Early and Election Day Voters Only] Who inserted your ballot into the vote tabulator? (n=864)		
I inserted my ballot into the vote tabulator	85.0%	
A poll worker inserted it into the vote tabulator	15.0%	
40. When you voted your 2016 ballot, how many of the contests did you vote on? (n=1165)		
All of the contests	67.6%	
Nearly all of the contests	22.2%	
Most of the contest	9.1%	
Just a few of the contests	0.9%	
No contests; I voted a protest ballot	0.2%	
41. [Nearly all, most of, and just a few contests] What contest are you NOT likely to vote on – MARK ALL THAT APPLY? (n=395)		
	No	Yes
Presidential Race	96.5%	3.5%
Statewide races (e.g. Governor, Attorney General, Secretary of State etc.)	96.4%	3.6%
Federal races (Senate House of Representatives President)	97.5%	2.5%
State legislative (New Mexico House New Mexico Senate)	94.6%	5.4%
County offices (County commissioner sheriff etc.)	82.0%	18.0%
Judicial contests	82.8%	17.2%
Bonds, Constitutional Amendments, Referendums	82.4%	17.6%
Contests where there is only one candidate running	32.0%	68.0%
42. [Early and Election Day Voters Only] Please mark how much you agree or disagree with the following statements regarding the voting location where you voted:		
a. The voting location was easy to find. (n=864)		
Strongly Disagree	0.8%	
Somewhat Disagree	2.1%	
Somewhat Agree	17.4%	
Strongly Agree	79.7%	
b. I had to go far out of my way to vote. (n=833)		
Strongly Disagree	83.2%	
Somewhat Disagree	14.1%	
Somewhat Agree	1.6%	
Strongly Agree	1.1%	
c. It was hard to find a place to park. (n=830)		
Strongly Disagree	70.1%	

Somewhat Disagree	18.2%
Somewhat Agree	8.9%
Strongly Agree	2.8%

d. The poll workers were helpful. (n=854)

Strongly Disagree	1.2%
Somewhat Disagree	1.1%
Somewhat Agree	22.2%
Strongly Agree	75.5%

e. My ballot privacy was protected. (n=851)

Strongly Disagree	1.5%
Somewhat Disagree	1.0%
Somewhat Agree	22.5%
Strongly Agree	75.0%

f. The ballot was too long. (n=831)

Strongly Disagree	27.9%
Somewhat Disagree	39.5%
Somewhat Agree	27.4%
Strongly Agree	5.1%

43. Generally speaking, do you think of yourself as a: (n=1162)

Strong Democrat	27.5%
Democrat-not so strong	13.1%
Independent-closer to Democrats	13.6%
Independent	8.6%
Independent-closer to Republicans	8.3%
Republican-not so strong	8.1%
Strong Republican	14.1%
Other	6.7%

44. How long would you be willing to wait in line to do the following before leaving?

a. Vote: (n=1146)

Up to five minutes	2.4%
6-15 minutes	10.7%
16-30 minutes	19.3%
31-60 minutes	17.7%
Up to two hours	4.1%
As long as it takes	45.6%

b. Get a driver's license: (n=1142)

Up to five minutes	2.5%
6-15 minutes	10.8%
16-30 minutes	29.5%

31-60 minutes	26.4%
Up to two hours	7.7%
As long as it takes	23.1%
c. For a Smartphone: (n=1071)	
Up to five minutes	23.5%
6-15 minutes	31.5%
16-30 minutes	27.9%
31-60 minutes	11.8%
Up to two hours	0.8%
As long as it takes	4.5%
d. On the phone with your Internet provider: (n=1106)	
Up to five minutes	18.3%
6-15 minutes	37.9%
16-30 minutes	25.2%
31-60 minutes	9.5%
Up to two hours	1.1%
As long as it takes	8.0%
e. To order coffee: (n=1095)	
Up to five minutes	66.0%
6-15 minutes	29.8%
16-30 minutes	1.6%
31-60 minutes	0.0%
Up to two hours	0.0%
As long as it takes	2.6%
45. We are interested in whether you strongly approve, approve, disapprove, or strongly disapprove of how the following are handling their jobs:	
a. President Barack Obama (n=1152)	
Strongly Approve	39.4%
Approve	23.9%
Disapprove	12.6%
Strongly Disapprove	23.5%
Other	0.6%
b. Governor Susana Martinez (n=1141)	
Strongly Approve	9.1%
Approve	34.9%
Disapprove	27.9%
Strongly Disapprove	25.3%
Other	2.8%
c. Senator Tom Udall (n=1109)	
Strongly Approve	22.8%
Approve	44.3%
Disapprove	14.1%
Strongly Disapprove	8.8%

Other	10.0%
-------	-------

d. Senator Martin Heinrich (n=1107)

Strongly approve	24.6%
Approve	39.0%
Disapprove	15.9%
Strongly Disapprove	10.2%
Other	10.4%

e. The US Congress (n=1136)

Strongly Approve	1.5%
Approve	14.2%
Disapprove	37.4%
Strongly Disapprove	43.5%
Others	3.3%

f. Your US House Member (n=1091)

Strongly Approve	13.4%
Approve	45.5%
Disapprove	19.4%
Strongly Disapprove	11.8%
Other	9.9%

g. County Clerk Maggie Toulouse Oliver (n=1091)

Strongly Approve	22.9%
Approve	47.9%
Disapprove	10.8%
Strongly Disapprove	5.2%
Other	13.2%

h. Secretary of State Brad Winter (n=1013)

Strongly Approve	8.9%
Approve	48.9%
Disapprove	14.5%
Strongly Disapprove	4.4%
Other	23.4%

i. NM State Legislature (n=1094)

Strongly Approve	2.8%
Approve	32.4%
Disapprove	38.3%
Strongly Disapprove	17.0%
Other	9.5%

j. After elections, elected representative accommodate citizen wishes (n=1127)

Strongly agree	26.3%
Somewhat agree	47.0%
Somewhat disagree	25.6%
Strongly disagree	1.1%

- k. Once I know what needs to be done, I am good at planning how to do it (n=1120)
- |                   |       |
|-------------------|-------|
| Strongly agree    | 20.4% |
| Somewhat agree    | 18.3% |
| Somewhat disagree | 29.4% |
| Strongly disagree | 31.9% |
46. Which is more important? (n=1131)
- |  |       |
|--|-------|
| Ensuring that everyone who is eligible has the right to vote | 59.0% |
| Protecting the voting system against fraud                   | 36.9% |
| Don't know   | 4.1%  |
47. New Mexico's voter ID law requires voters to identify themselves. The minimum identification is to state their address, name, and birth year. Do you think the minimum identification is: (n=1140)?
- |                   |       |
|-------------------|-------|
| Too strict        | 1.7%  |
| Just right        | 50.2% |
| Not strict enough | 48.1% |
48. How do you think we should elect the President: should it be the candidate who gets the most votes in all 50 states, or the current electoral college system? (n=1121)
- |  |       |
|--|-------|
| The candidate who gets the most votes in all 50 states | 62.7% |
| The current Electoral College system                   | 37.3% |
49. Please mark how much you agree or disagree with the following statements regarding the administration of elections:
- a. Primary elections should be open to all voters, not just those registered as Democrat or Republican (n=1128)
- |                   |       |
|-------------------|-------|
| Strongly agree    | 29.4% |
| Somewhat agree    | 13.8% |
| Somewhat disagree | 17.1% |
| Strongly disagree | 39.7% |
- b. Photo identification should be required of each voter at the polls (n=1124)
- |                   |       |
|-------------------|-------|
| Strongly agree    | 42.0% |
| Somewhat agree    | 18.0% |
| Somewhat disagree | 14.0% |
| Strongly disagree | 26.0% |
- c. Proof of citizenship should be required to register to vote (n=0)
- d. Eligible voters get mistakenly removed from the voter list during purges/clean-up (n=0)
- e. Eligible voters should be automatically registered to vote through their state DMV or other state agencies (n=243)
- |                |       |
|----------------|-------|
| Strongly agree | 37.0% |
| Somewhat agree | 28.9% |

Somewhat disagree	17.7%
Strongly disagree	16.4%
f. Voters should be able to register on Election Day to vote (n=244)	
Strongly agree	27.8%
Somewhat agree	22.8%
Somewhat disagree	20.2%
Strongly disagree	29.2%
g. New Mexico should move to all mail elections (n=1121)	
Strongly agree	14.4%
Somewhat agree	14.6%
Somewhat disagree	25.7%
Strongly disagree	45.3%
h. I would be willing to increase my taxes to support public financing of campaigns (n=235)	
Strongly agree	48.5%
Somewhat agree	24.8%
Somewhat disagree	18.3%
Strongly disagree	8.4%
i. New Mexico should pass legislation to support the national popular vote initiative, which would give New Mexico's Presidential electors to the candidate who won the most votes in the nation (n=716)	
Strongly agree	37.5%
Somewhat agree	16.6%
Somewhat disagree	12.6%
Strongly disagree	33.3%
50. Individuals, corporations, unions, and interest groups can donate unlimited money to groups that advertise for or against candidates or issues that favor one side or the other. For each individual or group below, please choose which policy statement you agree with most	
a. Individuals (n=1094)	
Can donate unlimited sums of money	18.4%
Can be limited in the amount of money they donate	23.7%
Can donate unlimited sums of money but must disclose their donations	17.1%
Can be limited in the amount of money they donate and must disclose their donations	40.8%
b. Unions (n=1097)	
Can donate unlimited sums of money	4.9%
Can be limited in the amount of money they donate	11.4%
Can donate unlimited sums of money but must disclose their donations	13.2%
Can be limited in the amount of money they donate and must disclose their donations	70.5%
c. Corporations (n=1093)	

Can donate unlimited sums of money	5.2%
Can be limited in the amount of money they donate	10.1%
Can donate unlimited sums of money but must disclose their donations	10.6%
Can be limited in the amount of money they donate and must disclose their donations	74.1%

d. Interest Groups (n=1095)

Can donate unlimited sums of money	4.6%
Can be limited in the amount of money they donate	10.6%
Can donate unlimited sums of money but must disclose their donations	11.7%
Can be limited in the amount of money they donate and must disclose their donations	73.1%

51. Below is a list of possible illegal election activities that may or may not take place in YOUR COMMUNITY. Please tell me whether or not you think each event occurs:

a. A voter casts more than one ballot (n=1123)

All or most of the time	3.5%
Some of the time	14.7%
Not Much	35.7%
Never	20.8%
Don't know	25.3%

b. Tampering with ballots to change votes (n=1115)

All or most of the time	3.0%
Some of the time	11.8%
Not Much	30.5%
Never	26.7%
Don't know	28.0%

c. Someone pretends to be another person and casts a vote for them (n=1120)

All or most of the time	5.3%
Some of the time	24.7%
Not Much	32.8%
Never	12.9%
Don't know	24.3%

d. A non-US citizen votes (n=1123)

All or most of the time	9.9%
Some of the time	28.6%
Not Much	27.2%
Never	12.8%
Don't know	21.4%

e. Someone hacks into the vote tabulators and changes individual votes (n=1121)

All or most of the time	3.1%
Some of the time	10.9%

Not Much	24.5%
Never	26.7%
Don't know	34.8%
f. The secretary of state or other state or local election officials makes rules that favor one party or another (n=1116)	
All or most of the time	11.4%
Some of the time	30.9%
Not Much	19.9%
Never	15.0%
Don't know	22.8%
52. In the last ten years, have you personally witnessed what you believed to be election fraud? (n=742)	
Yes	6.5%
No	93.5%
53. Do you think election fraud has changed the outcome of any election in which you have participated? (n=1116)	
Yes	20.8%
No	45.8%
Don't know	33.4%
54. If election fraud happens at all, do you think it is more likely to take place with absentee mail voting or in-person voting in a voting center? (n=1121)	
Absentee or mail voting	56.7%
In-person voting in a voting center	8.8%
Don't know	34.5%
55. Generally speaking, do you think New Mexico's elected officials are more responsive to campaign donors and voters? (n=1064)	
Donors	67.4%
Both equally	27.5%
Voters	5.1%
56. Public financing provides a fixed amount of money to fund qualified candidate campaigns. Please mark how much you agree or disagree with the following statements regarding public financing	
a. I pay attention to whether a candidate is publicly or privately financed (n=1077)	
Strongly agree	21.2%
Agree	50.0%
Disagree	22.2%
Strongly disagree	6.6%
b. I would support public financing even if some of the funding might go to candidates I don't agree with (n=1077)	
Strongly agree	22.4%
Agree	41.1%
Disagree	20.2%

Strongly disagree	16.3%
c. Public financing would allow people like me to run for office (n=1057)	
Strongly agree	20.7%
Agree	47.5%
Disagree	21.5%
Strongly disagree	10.3%
d. Groups spending money independently of a candidate's campaign is a form of free speech and therefore cannot be limited by the government (n=1055)	
Strongly agree	9.3%
Agree	25.2%
Disagree	34.9%
Strongly disagree	30.6%
e. NM should create an ethics commission to oversee the administration of campaign finance laws (n=698)	
Strongly agree	34.7%
Agree	48.3%
Disagree	12.2%
Strongly disagree	4.8%
f. Public financing allows candidates to spend more time talking to voters and less time talking to donors (n=691)	
Strongly agree	25.1%
Agree	49.3%
Disagree	19.4%
Strongly disagree	6.3%
57. Which type of public financing program do you prefer? (n=712)	
A program that caps candidate spending and provides a government grant to fund candidate campaigns	19.6%
A program that caps candidate spending and candidates receive partial funding through a government contribution matching program	18.3%
Both equally	17.5%
Neither	22.4%
Don't know	22.2%
58. Which statement do you agree with more: (n=1058)	
All state and local elected offices should be eligible to receive public financing	51.5%
Some state and local elected offices should be eligible to receive public financing but not others	18.8%
I do not agree with public financing	29.7%
59. [If some state and local... selected] Which elected offices do you think SHOULD be able to receive public financing – MARK ALL THAT APPLY? (n=175)	

	No	Yes
Governor	65.1%	34.9%
City Councilors	80.0%	20.0%
Mayor	70.4%	29.6%
County Commissioners	80.2%	19.8%
Judicial offices	85.6%	14.4%
New Mexico Legislators	78.4%	21.6%
Sheriff	78.7%	21.3%
District Attorney	95.3%	4.7%
County Clerk	88.0%	12.0%
Secretary of State	79.2%	20.8%
Attorney General	77.9%	22.1%
Public Regulations Commissioners	84.1%	15.9%
Land Commissioners	85.8%	14.2%
Treasurer	87.9%	12.1%
Auditor	88.0%	12.0%
60. Have you given any money to a candidate or Political Action Committee (PAC) in the last 5 years?		
a. Candidate (n=1123)		
Yes	36.8%	
No	63.2%	
b. Political action committee (n=1066)		
Yes	10.0%	
No	90.0%	
61. Are you male or female? (n=1106)		
Male	45.5%	
Female	54.5%	
62. What is the highest grade of education you have completed? (n=1113)		
Less than a High School degree	1.4%	
High School degree	6.5%	
Some college	17.7%	
Completed trade school/associates degree	11.4%	
College degree	31.2%	
Master's degree	24.0%	
JD/MD/PhD	7.8%	
63. What racial or ethnic group best describes you? (n=1088)		
Black/African American	1.2%	
Native American/American Indian	2.5%	
Hispanic/Latino	27.9%	
Asian	1.8%	
White/Anglo	62.5%	
Other	4.1%	
64. [If Hispanic/Latino] If you indicated Hispanic/Latino, would you describe your Hispanic/Latino		

origin as: (n=201)

Mexican	41.3%
Spanish	47.6%
Puerto Rican	2.3%
Central American	1.9%
Something else	5.2%
Don't know	1.7%

65. What is your current marital status? (n=1098)

Married	58.1%
Divorced	10.5%
Single	20.4%
Living with a partner	6.6%
Widowed	3.7%
Separated	0.7%

## Appendix 3.3. Contact Documents

[Internet Contact]

Dear New Mexico Voter:

This election year was very important and we would like your help in assessing the quality of the election. Policy makers will use the information you and others provide in our study to improve your future election experiences. It is important to understand how well our democratic process is working; therefore, your participation is extremely important.

Please assist us by taking a few moments to complete our quick and easy Internet survey located at (note there is no www or @ sign in the web address):

<http://vote2016.unm.edu> or simply vote2016.unm.edu.

So that we do not re-contact you, please use your identification code, which is located under your name on the mailing label of this postcard (e.g. ID#XXXXXX).

Your answers are confidential and will never be associated with your name. Your participation is voluntary. You were randomly selected for this study because you voted in the 2016 election.

If you have questions, please call (505-750-2415) or e-mail ([atkeson@unm.edu](mailto:atkeson@unm.edu)) us. If you have other concerns, please contact the Institutional Review Board at the University of New Mexico, 1805 Sigma Chi Rd, Albuquerque, NM 87131, (505) 277-2644.

We look forward to hearing from you!

Thank you,

Lonna Atkeson,  
Professor of Political Science and Director of the Center for the Study of Voting,  
Elections and Democracy  
University of New Mexico

[Mail Contact]



November 9, 2016

NAME

ADDRESS HERE

Dear NAME HERE:

This election year was very important and we would like your help in assessing the quality of the election. Policy makers will use the information you and others provide in our study to improve your future election experiences. It is important to understand how well our democratic process is working; therefore, your participation is extremely important to the success of this valuable research.

Please take the time to take our fun survey. We have enclosed a paper survey and a business return envelope (BRM), which offers pre-paid postage so that you can return the survey to us.

So that we do not re-contact you, please use your identification code, which is located under your name on the mailing address above (e.g. ID#XXXX) to answer the first question.

Your answers are confidential and will never be associated with your name. Your participation is completely voluntary. If there are questions that you would prefer not to answer, simply skip them and continue with the survey. You were randomly selected for this study because you are a registered voter in New Mexico.

If you have questions, please leave us a voice mail (505-750-2415) or e-mail us ([atkeson@unm.edu](mailto:atkeson@unm.edu)).

Thank you,

Lonna Atkeson

Professor of Political Science and Director of Center for the Study of Voting,  
Elections and Democracy

PS If you have other concerns, please contact the UNM Office of the IRB (505) 277-2644.

[Reminder Postcard]  
Dear New Mexico Voter:

About ten days ago we sent you a letter telling you about our 2016 New Mexico Election Administration Survey. We know you are extremely busy, but you are part of a select group of people we have asked to participate and therefore your response is extremely important to the success of our elections. Please participate by sending back your survey in the pre-paid self-addressed envelope we sent you.

Please be assured that your answers are confidential.

If you have lost the survey, please call us at 1-505-750-2415 or contact us by e-mail at: [atkeson@unm.edu](mailto:atkeson@unm.edu) and we will send you another one.

If you have any other question about this project, please call us at the above number. We will be happy to talk to you.

We look forward to hearing from you!

Thank you,

Lonna Atkeson  
Professor of Political Science, Director of the Center for the Study of Voting,  
Elections and Democracy  
University of New Mexico

## Post Script: 2016 and Beyond

In 2006, we began a systematic ecosystem examination of the New Mexico election process. This provided many insights and recommendations on ways to enhance and improve the quality of the election experience for the voters and increased efficiency and performance of the election administrator. In 2008, we were able to expand our study and provide additional analyses of New Mexico's first post-election audit. In 2010, we had to scale back some of our efforts, but managed to continue our statewide voter survey and poll worker survey in five counties and four of the largest counties in the state (Bernalillo, Dona Ana, Santa Fe, and San Juan, Lincoln). We also did 2010 Election Day observations in Bernalillo County. In 2012 and 2014, we focused all of our efforts on the biggest county in the state, Bernalillo County. In 2016, we have data for Bernalillo County and a separate statewide survey with data not reported here. This provides us with 6 successive elections on voters, poll workers, and Election Day and early observations in Bernalillo County. To our knowledge this a unique data set and one that demonstrates the power and value of a data driven approach to election administration. We commend the transparency and commitment of Bernalillo County election officials over two administrations to this endeavor. Their openness and willingness to be on the front burner and having us in their back yard all the time is a testament to their strong commitment to a high quality voting experience.

Overall, we found a system that is fundamentally working as designed and where election workers and voters have a high degree of confidence that votes were counted correctly. Over the course of our efforts, we have continued to see improvement in election administration and increasing comfort with the paper ballot system adopted in 2006. New training methods and implementation of new reforms, especially the vote center model, have resulted in better run elections with a higher degree of voter confidence and satisfaction with their election experience. That being said, there is always room for improvement and we have made every effort to detail those places in this report. As we move into preparation for the 2018 election cycle, and possibly smaller off year local contests, we hope that our report provides useful insights and information to improve the quality of the election experience and create greater uniformity in election administration at vote centers not only in Bernalillo County, or New Mexico, but across the county.

Critical to continued improvement of the process is consistent systematic feedback on the process, which Bernalillo County has supported since 2006. We note that our 2006 study provided a baseline from which to examine events in subsequent elections and that we continue to see improvements in election administration, including poll worker training, that has created a better experience for the poll worker and the voters, resulting in greater confidence and satisfaction with the election. Nevertheless, it is important to continue to monitor the ecosystem to ensure continued progress and responsiveness to a system that is in on-going change due to changes in the law and in administrative guidelines and choices. So,

we call for more expanded research in future elections encompassing more counties and continuation of the statewide voter survey. We also call for more coordination with the county in advance so that we can be a better check on new procedures and be a better reflection of election day efforts. In 2016 we met several times with the County, which helped us to understand their processes better and helped us to provide better election monitoring and poll worker and voter survey. The number of observable counties needs to be expanded, as well as poll worker and voter reports. In addition, an examination of election procedures including the voter registration process, the voter purging process, an audit of the quality and accuracy of the voter rolls, a consideration of processes at the state level, including resource allocation to counties as well as the counting of absentee and provisional ballots should be added. Each of these dimensions of election administration in New Mexico merit independent study to create a long term analysis that feeds back into the election administration improvement process, which we hope will be facilitated in the 2018 federal election and thereafter.

## Appendix A. Acknowledgements

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