Report on 2022 Primary Election held on July 19, 2022

Overview of the 2022 Primary Election

The 2022 Primary Election was held on July 19, 2022 as a "traditional" election - that is, voters could vote in person during early voting at one of the 96 early voting centers or on election day voting at over 1,500 neighborhood polling places or vote by mail.

Before the election, there was much discussion about whether voters would participate in a mid-July election. When all of the votes were received and counted, 1,033,903 or over 26% of eligible voters voted - this was the second highest turnout in the last five gubernatorial primary elections.[1]

In-person voting continues to be the primary way voters vote, with 65% of participating voters voting in-person. Most voters - 477,357 voters or 46% of all voters that voted in this election - voted on election day, and 172,364 voters (17%) voted during early voting. The percentage of voters voting during early voting is a significant decrease from past years and the lowest percentage since the 2012 Primary Election. Daily turnout trends during early voting mirrored prior elections. The busiest days were the final two days, when over almost 74,000 voters voted, and the slowest days were Saturday and Sunday.

Before the 2020 elections, turnout by mail was around 6% of total turnout. Almost 34% of voters who voted in the 2022 Primary Election voted by mail. Almost 500,000 voters requested to vote by mail with almost two-thirds of these voters also opting to join the new "permanent mail-in voting list."[2] Voters voted and returned over 67% of packets sent. Although the usage of the ballot drop boxes was less than the inaugural 2020 elections, the boxes were still popular with over 44% of mail-in voters using one of the 287 ballot drop boxes across the State to return their voted ballots.

This election, however, was not without its challenges. A delay in census data resulted in a delay in the decennial redistricting process. In order to accomodate redistricting, the date of the primary election was changed from June 28, 2022 to July 19, 2022. This resulted in local boards of elections (local boards) implementing redistricting changes while simultaneously addressing

---

[1] Turnout was: 29.72% in the 2006 Primary Election, 25.35% in the 2010 Primary Election, 21.80% in the 2014 Primary Election, and 24.25% in the 2018 Primary Election. *See* Appendix 1 for turnout information by jurisdiction.

[2] Voters who asked to join the "permanent mail-in voting list" will automatically receive a ballot for all elections in which they are eligible to vote. More information about the permanent mail-in voting list is provided later in this report.

challenges associated with the date change, including the availability of voting locations for early voting and election day and confirming the availability of confirmed election judges while recruiting more election judges, and performing the usual pre-election activities and processing a significant increase in mail-in ballot requests.   Anticipating that supplies, especially paper-based ones, would be difficult to find due to global supply-chain problems, election officials started procuring supplies months before the election. Election officials still struggled to find what was needed, with shortages of envelopes and "I Voted" stickers for mail-in ballot packets being the most difficult to overcome.

This report provides a timeline of the changes to this election, an overview of the primary election and relevant data, and considerations for future elections.   Additional data is available on the State Board of Elections' (SBE) website under "Press Room."[3]

Timeline for and Changes to the 2022 Primary Election

Under the Election Law Article, a gubernatorial primary election is held on the fourth Tuesday of June - that is, June 28, 2022.   Delays in census data led to the delayed passage of congressional and legislative redistricting plans. Legal challenges were filed once the plans became final. In response to these delays, the Court of Appeals of Maryland twice changed several candidate-related deadlines and ultimately, the date of the primary election.

The Court of Appeals' first order changed the deadline to file a certificate of candidacy to March 22 at 9 pm, the deadline to withdraw a certificate of candidacy to March 24, the deadline to fill a vacancy in candidacy to March 28, and the deadline to challenge a candidate's residency to March 29. A month later, the Court of Appeals ordered that the primary election be held on July 19 and again changed several candidate deadlines. The deadline to file a certificate of candidacy became April 15 at 9 pm, the deadline for candidates to withdraw a certificate of candidacy became April 18, the deadline to fill a vacancy in candidacy was now April 20, and the deadline to challenge a candidate's residency became April 21. The order also granted the State Board of Elections (SBE) the authority to adjust any deadlines related to certifying, displaying, and printing ballots.

Even with a delayed primary election, this timeline meant that the local boards had to implement the new congressional and legislative redistricting plans in several weeks, rather than several months that the process usually takes.

More information about the redistricting process is provided later in this report, and a more detailed timeline is in Appendix 2.

---

[3] *See* https://elections.maryland.gov/press_room/index.html.

Voting Trends in Maryland

Voters in Maryland historically vote in person. Until the 2010 elections, this meant voting on election day in neighborhood polling places. Early voting was introduced in 2010, and since then, the number of locations and days has expanded. Before the 2020 election cycle, over 90% of voters vote in person during early voting or on election day, with the percentage of voters who voted early steadily increasing. The percentage of Maryland voters who requested a ballot and voted by mail[4] was stable over time until the 2020 elections.

Because of the challenges with conducting an election during the COVID-19 pandemic, the 2020 Primary Election was conducted primarily by mail with limited in-person voting. In turn, 97% of voters voted by mail. About half of voters who voted in the 2020 General Election voted by mail.

Many voters who first voted by mail in the 2020 elections continued to vote this way in this election. It appears that the trend toward voting by mail has most affected early voting, as this election saw the first decrease in early voting turnout since 2012, and seems likely to continue. Figures 1 and 2 show mail-in ballots sent to and mail-in ballots returned by requesting voters as a percentage of total voter turnout for each election since the 2004 General Election, respectively.
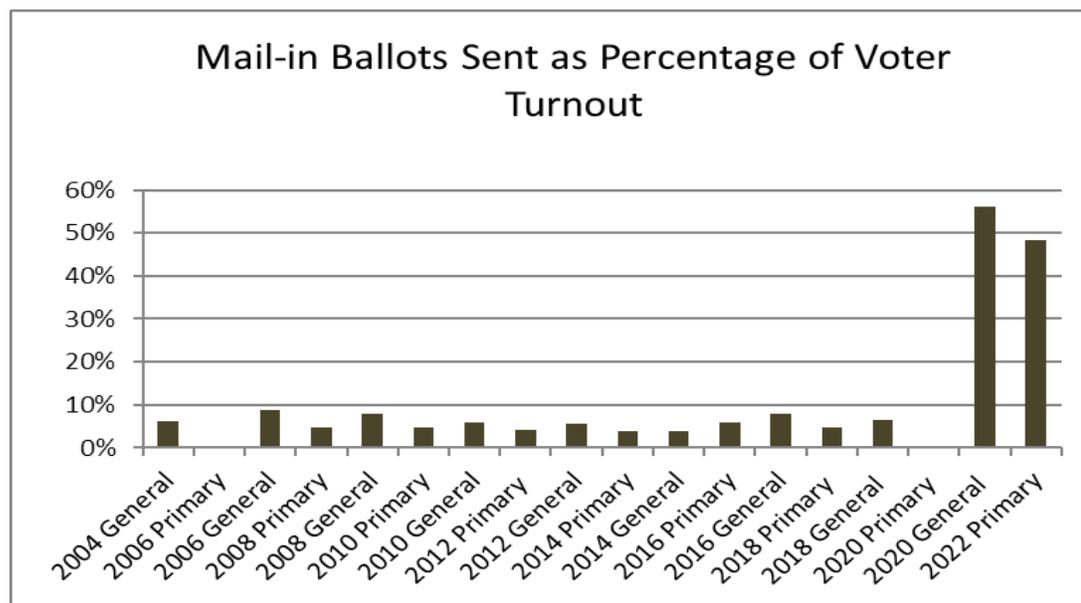

Figure 1: Mail-in Ballots Sent to Voters as a Percentage of Voter Turnout[5]

---

[4] Voting by mail has traditionally been referred to as "absentee voting" in Maryland. With the enactment of Chapters 36 and 37 of the Laws of Maryland (2020), this process is now referred to as mail-in voting. Mail-in voting is the same process as absentee voting.

[5] Mail-in voting data from 2010 to 2022 is available in SBE's online Press Room.
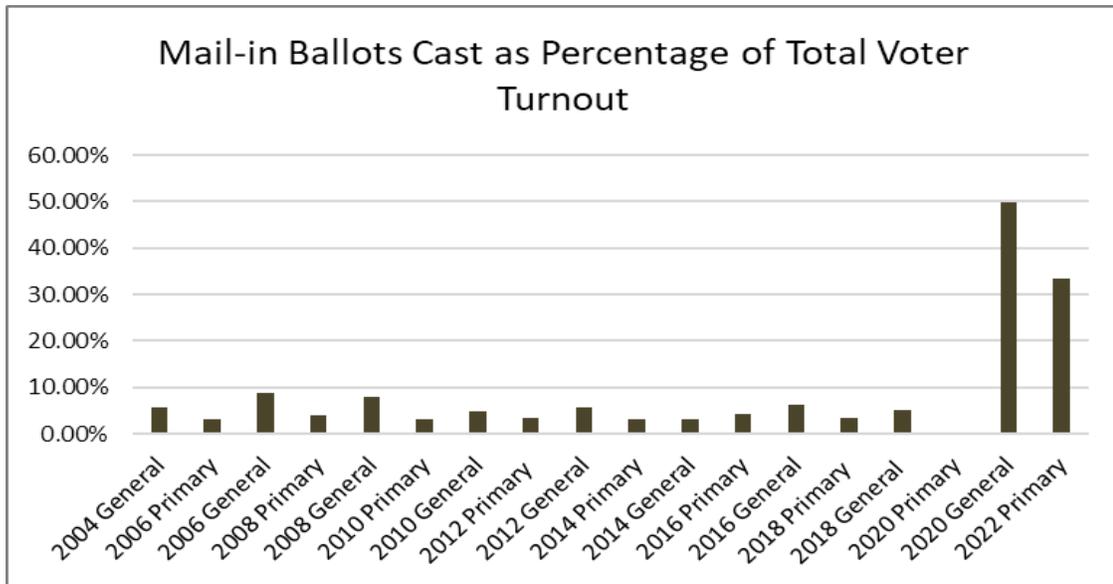
Figure 2: Mail-in Ballots Cast to Voters as a Percentage of Voter Turnout

In 2016, election officials implemented same day registration and address change during early voting. In 2020, election officials implemented same day registration for election day. Since its implementation, over 44,000 individuals have registered to vote and over 25,000 voters have changed addresses as a result of this process. In this election, over 2,900 individuals registered and voted during early voting or on election day, and over 590 voters updated their addresses during early voting.[6]

Voter Education

Building on the success of the statewide voter education effort in 2020 and anticipating the need to inform voters about the return to the State's previous election process and the impact of redistricting, SBE conducted a statewide, diverse voter education campaign.   When the date of the election changed, this campaign became the primary way to let voters know of the new date. This campaign was successful in educating voters about registering to vote, updating their registration or verifying that it was correct, how to verify any changes caused by redistricting, and how and when to vote - either in person or by mail.

The statewide campaign included TV, radio, digital, earned media, and grassroots and community-based efforts. The campaign visuals were similar to images from the 2020 elections with updated animation, icons, and messages. Over almost three months, there were:

---

[6] This data is available in SBE's online Press Room. Same day registration and address change reports are available starting with the 2016 Primary Election.

- Over 16.8 million impressions

- 6.1 million plays of the 0:10 and 0:15 second digital ads

- Over 230,000 clicks on the ads placed on Google, YouTube, Facebook and Instagram

- Over 170,000 users driven to SBE's 2022 election landing page

- More than 1,100 articles and stories placed in media outlets around the State

Equally important are the organizations and coalitions - over 3,300 of them - that shared important information about this election. Election information and sample messages and icons were provided to these organizations and coalitions. Nine proactive press releases were distributed to over 470 journalists in the largest media organizations and the smallest community-based news outlets, dozens of media interviews were conducted with English and Spanish media outlets, and the media relations team responded daily to journalists' questions. These efforts resulted in voters around the State receiving accurate and timely election information.

There were specific efforts to reach minority voters. The voter outreach team included GreiBO – a Baltimore-based firm to assist with stakeholder outreach to the African American community statewide, including key influencer messaging, in-community events and social media for Baltimore City residents – and Cool & Associates – a team focused on stakeholder outreach to the Hispanic community and Spanish-speaking earned media. These efforts were enhanced by Gilberto Zelaya of the Montgomery County Board of Elections, who was the face of the Spanish-speaking outreach efforts.

The budget for the campaign was $500,000. KO Public Affairs subcontracted with Mission Media to develop the TV, radio and digital campaigns and conduct the media buy. KO also subcontracted with Sandy Hillman Communications, a minority business enterprise (MBE), to help manage stakeholder and media outreach across the state. Additional team members included Campfire Communications, Cool & Associates, a public relations firm specializing in Hispanic media and stakeholder outreach, and GreiBO to oversee Black media relations and stakeholder outreach. The creative design, production costs and media buy with Mission Media accounted for nearly 60% of the overall budget. Approximately 78% of the remaining budget was allocated to MBE firms for stakeholder outreach, earned media, targeted media buys, translation services and in-community engagement.

The campaign delivered several key messages, and the associated data points demonstrate the success of the voter education campaign.

- Sharing information about how to register to vote and update existing registrations. This message was delivered from May 23 through June 14, and voters listened. The number of new registrations and address changes in the two months before this election was almost twice as high as the same period leading up to the 2018 Primary Election.[7]
- Promoting the "3 ways to vote" (early, by mail or ballot drop box, or in person on election day). Providing information about all three ways ensured that voters had the information they needed regardless of how or when they decided to vote. Many voters are still learning how to vote by mail, and this campaign reminded them of the deadlines and process to request and return their ballots.
- Reminding voters to return their mail-in ballots. Over 67% of voters who requested a mail-in ballot returned it. This is slightly higher than the average rate of return for gubernatorial primary elections since 2008 (66.83%).
- Reminding voters to sign the oath and timely return their ballots. 99.00% of the returned ballots were counted. Typically, election officials count about 98% of returned ballots.
- Informing voters about using a ballot drop box to return voted ballots. Over 44% of voters who received a mail-in ballot returned their ballots at a ballot drop box.
- Promoting SBE's online voter look-up tool as a place to find out where to vote and how to track a ballot. The campaign drove over 170,000 users to the 2022 elections landing page, and there were almost 180,000 searches between July 18 - July 20, with over 122,000 searches on election day alone.

Sample images used in the campaign are in Appendix 3 of this report, and the full report on the voter education campaign includes additional graphics.

This statewide effort to educate individuals about their voting options and how to vote was supplemented by social media outreach and mailings by SBE and the local boards. SBE's social media platforms saw over 3.8 million combined views, and each local board published and shared messages on their social media accounts.

In addition to mailing almost 3.8 million eligible voters the form to request a mail-in ballot, SBE coordinated a second mailing to provide individuals with important election information. This mailing was sent to over 715,000 individuals who appeared eligible to vote but were not yet registered to vote. It was sent after the deadline to register to vote but before early voting started and included information about the same day registration process during early voting and on election day. A new image was added to SBE's website about same day registration.

---

[7] In May and June 2022, the local boards processed almost 129,000 new registrations and address changes. The equivalent comparison in 2018 is April and May 2018. During those two months, the local boards processed over 68,000 new registrations and address changes.

The local boards also sent sample ballots to every eligible voter who did not submit a request for a mail-in ballot. This mailing included the content of the voter's ballot and information about the voting days and hours, voting locations, the voting system, and other important election information.[8]

Voting in Correctional Facilities

Chapters [646](#) and [734](#) of the Laws of Maryland (2021) (introduced as [Senate Bill 525](#) and [House Bill 222](#) and codified as Election Law Article, §1-303.1 and Correctional Services Article, §2-501) set forth requirements for voting and voter education in correctional facilities.[9] Chapter 646 required a ballot drop box at the Baltimore City Booking and Intake Center with weekly collections. Chapter 734 required that SBE establish a program to disseminate information about the eligibility requirements to register to vote and voter registration applications and instructions on how to vote by mail, mail-in ballot applications, and mail-in ballots, provide frequent opportunities to register to vote, and provide for the timely return of election mail from facilities. Chapter 734 applies to all correctional facilities, including those under the jurisdiction of the Department of Public Safety and Correctional Services (DPSCS) and local detention and correctional facilities run by local jurisdictions.

In partnership with DPSCS, the local boards, local detention and correctional facilities, and the Maryland Correctional Administrators' Association, a robust voting program at correctional facilities was implemented. It included:

- Sending voter registration and mail-in voting information and forms[10] to eligible individuals at detention centers in 21 counties. Correctional facilities provided estimated quantities, and advocacy organizations provided feedback on the mailing's content. SBE sent 4,100 packets to State correctional facilities and 6,800 packets to local correctional facilities for distribution to eligible individuals in those facilities.

---

[8] Several local boards had printing errors with their sample ballots. In each instance, the printer corrected the mistake and sent correct sample ballots to voters. The corrected sample ballots were marked as "corrected" and contained instructions to disregard the prior sample ballot.

[9] Individuals in detention centers are eligible to vote if they are awaiting trial or if they are serving time for a misdemeanor conviction. The Charles, Garrett and Montgomery County Boards of Elections have existing agreements with county detention centers and regularly provide election materials.

[10] This mailing had information about who is eligible to register to vote, how to register to vote, how to request an mail-in ballot application, the deadlines for the primary election, and an envelope to return both the voter registration and mail-in ballot applications.

- Collecting completed voter registration and mail-in ballot applications forms. DPSCS installed 46 secure boxes at all 19 of its detention and correctional facilities[11] for individuals to place completed voter registration and mail-in ballot request forms. Local election officials used procedures developed by SBE and DPSCS to access DPSCS facilities and empty the boxes weekly. For local correctional facilities, the local boards and facilities personnel developed a process for picking up election-related mail. Some local boards picked up election mail from the facilities, while other facilities opted to use the regular outgoing mail process for election mail.
- Providing correctional facilities with four versions of an 8.5" by 11" poster with voting information. The posters were available in English and Spanish and in regular and large print. The local wardens and facility administrators printed the posters, while DPSCS's Maryland Correctional Enterprises printed and distributed the posters for its facilities.
- Facilitating voter education for individuals in correctional facilities. SBE worked with DPSCS and the Maryland Correctional Administrators' Association to ensure that any eligible voters who required assistance had that assistance. Depending on the facility, case workers, social workers, and librarians assisted voters.

Considerations for Future Elections

Based on the success of this campaign, SBE believes that future statewide campaigns are critical to informing voters how to vote, how to make sure their ballots are counted, and of any changes to the registration and voting process. This campaign can be used as a model moving forward, and the on-going use of similar icons creates branding and enables more funds to be spent on traditional and digital media buys and less on creative design.

SBE will continue the pre-election mailing to individuals who appear eligible but not yet registered and encourage local correctional facilities to install secure, monitored boxes at their facilities.

Candidate & Political Committee Support

Candidate Filing

Maintaining COVID-19 protocols challenged the statutory in-person candidate filing process. SBE implemented an "appointment only" policy to limit wait times and provide for sufficient time between appointments for cleaning. The overwhelming response to the appointment process was positive, and SBE plans to continue it for future elections.

---

[11] The boxes were manufactured by the Maryland Correctional Enterprises and installed at facilities in Baltimore City and Anne Arundel, Carroll, Howard, Somerset, and Washington Counties. The boxes are under 24/7 surveillance.

These protocols, however, did not impair candidates from filing for office. Eighty-eight candidates filed for federal office, 562 candidates filed for State office, and 1,884 candidates filed for local contests. This was the highest number of candidates since 2010 and an increase of 681 candidates from the 2018 election cycle.

Campaign Finance

SBE facilitated the filing of contribution and expenditure reports and compliance with Maryland's campaign finance laws for 2,758 political entities, including 1,343 new political committees. A total of 7,040 campaign finance reports were filed during 2022.

Once a committee files the required report, the information is immediately available on SBE's website. The nearly real-time posting of information means everyone - including the press, "good government" organizations, and other stakeholders - can conduct their research, publish articles, and support their missions. The immediate disclosure also provides voters with information about who supports a candidate, how a candidate spends contributions, and generally helps voters make informed choices.

Public Financing

Public financing is still in its nascent phase in Maryland but is growing. The State has a public financing program for gubernatorial candidates, and two local jurisdictions - Howard and Montgomery Counties - have public financing systems.

The 2022 election cycle is the third consecutive gubernatorial election in which a gubernatorial ticket sought and qualified for public fundings - first in Maryland's history. The gubernatorial ticket that participated in the public financing program received a total of $874,648,76 from the Fair Campaign Financing Fund. The current fund balance is $7,686,932.33.

SBE currently supports county public financing programs in Howard and Montgomery Counties. The 2022 election cycle is Montgomery County's second election cycle providing public funding for candidates for County Executive and County Council and Howard County's first election cycle for the same offices. Prince George's and Baltimore Counties and Baltimore City are scheduled to implement public financing for local offices for the 2024 and 2026 elections, respectively.

As the most established program, the public financing program in Montgomery County has the most robust participation. Montgomery's 2022 program had 20 certified candidates with six candidates receiving the maximum public contribution[12] for a primary election. Eight of these certified candidates are on the ballot for the 2022 General Election. The program disbursed $3,458,572 for the 2022 Primary Election.

---

[12] The maximum public contribution received depends on the office sought. In Montgomery County, a county executive is eligible to receive a public contribution up to $750,000 per election. A county council candidate is eligible to receive a public contribution up to $250,000 for an at-large seat for each election and $125,000 for a single district seat per election.

Howard County's program had five certified candidates, and all five candidates received the nomination of their respective political party and will be candidates in the general election. The Howard County program disbursed $724,766.79 for the 2022 Primary Election.

Considerations for Future Elections

For future elections, SBE will continue to implement an appointment-based filing program. With this new program, candidates generally completed their paperwork before arriving, which made the filing process more efficient.

SBE will continue to work with Montgomery and Howard Counties on any changes to their public financing programs and assist in the first time implementations of Baltimore and Prince George's Counties' public financing program prior to the next gubernatorial election cycle. These new programs will require that SBE modify the filing software to incorporate the new programs' requirements.

The 2022 election identified a gap in the current public financing laws when a gubernatorial ticket effectively ceased its campaign but did not withdraw from the program. The General Assembly may wish to address this issue before the next gubernatorial election cycle.

Voter Support

Call Center

The call center continues to be an important part of serving Maryland voters. As with previous elections, SBE contracted with CMD Outsourcing Solutions, Inc. in Baltimore, to assist with the volume of phone calls in the weeks leading up to the primary election. The call center began supporting SBE and 18 local boards of election on January 21 and will provide support throughout the 2022 General Election. From January 21 to July 31, the call center answered 62,708 inquiries.[13]

While the call center began operating at its pre-election staffing level, staffing adjustments were made to accommodate increased calls associated with pre-election mailings. The first of such mailings was the mail-in ballot request form, which was mailed to 3,214,261 voters from January 28 through February 1. The week after this mailing, the call center received 2,015 calls The second mailing of permanent mail-in request forms was sent to 601,090 voters on June 9 and 10. The week after this mailing, the call center received 3,687 calls.

---

[13] 22,076 (35.2%) of those inquiries were to one of SBE's phone numbers. The call center received more inquiries for the Prince George's County Board of Elections than any other local board. There were 15,148 inquiries (24.1%) handled for the Prince George's County Board of Elections.

The call center also offered callers the option to receive a return call, as opposed to waiting to speak to a representative. This feature was used by 10,719 callers. During days or hours of high volume, the call back service effectively managed the flow of volume for the best customer experience and allowed callers to avoid wait times and receive a callback usually in 20 minutes. The call center also had access to LanguageLine, the State's phone translation services vendor.

Although there were times when the call volume exceeded its capacity, the call center continually increased its capacity to manage the incoming calls. During the call center's busiest week - July 12 - 19, the call center representatives handled over 11,803 inquiries. The call center responded to the demand and added more staff and hours to support voters.

Email Support & Outreach

SBE uses one email account (absentee.sbe@maryland.gov) to provide support for the mail-in voting process, and a separate account (info.sbe@maryland.gov) for general inquiries. While both addresses are operational all year, there is a substantial increase in incoming emails in the months and weeks leading up to an election.

From May 10 through August 9, over 4,900 emails were exchanged with the absentee.sbe account, and over 4,800 emails were exchanged with the info.sbe account.[14] The busiest time for the customer service email accounts was from July 12 to July 19. During this time, the absentee.sbe account received over 980 emails and sent over 960 emails and the info.sbe account received over 600 emails and sent over 450 emails.

For this election, SBE sent over 1.3 million emails and over 362,000 text messages informing voters that their ballots were being prepared or available for electronic delivery, their voted ballots had been received, and finally, their voted ballots had been counted.[15] While these statuses are available on SBE's online voter look-up tool, voters were very appreciative of receiving this information in their inbox.[16]

---

[14] The absentee.sbe account received over 2,500 emails, and staff managing this account sent over 2,400 emails. The info.sbe account received over 2,900 emails, and staff sent over 1,900 emails.

[15] Emails or texts were sent to voters who had requested a mail-in ballot and for whom SBE had an email address or cell phone number. SBE also sent emails and texts when a voter's application for a mail-in ballot was processed and if the voter's application was untimely.

[16] In response to SBE's emails letting voters know that "we received your ballot" or "we counted your ballot," SBE received emails with the following messages: (1) Thank you for letting me know that my ballot has been counted. I am so excited to get this message! (2) Very much appreciated. Keep up the good work (3) Thank you for your dedication to service! (4) Thank you for your amazing follow up! (5) Thank you for your difficult work!!! (6) Thank you. I worked at a voting poll this year. So well done.

Online Support

SBE's suite of online systems[17] served thousands of voters in this election. From January through July 2022, over 750,000 electronic voter registrations and ballot requests were submitted. In the month before the election[18] over 156,000 electronic transactions were submitted. Table 1 below shows the number and percentage of electronic transactions by source. By comparison, there were 705,152 electronic transactions submitted in 2018.

Source of Transactions	Number	Percentage[19]
Motor Vehicle Administration[20]	528,949	69%
Online Ballot Request System[21]	132,096	17%
Online Voter Registration & Ballot Request System[22]	83,675	11%
Maryland Health Benefit Exchange	12,329	1.6%
Department of Human Services	2,644	0.3%
Office of the Comptroller	1,642	0.2%
Third Party Entities[23]	43	<0.1%
Facebook	314	<0.1%
Maryland Transit Authority[24]	0	0%

Table 1: Source of Electronic Transactions

In the two weeks before the voter registration deadline (June 28), over 17,000 transactions were submitted via the online voter registration system.   SBE's online voter registration and ballot

---

[17] SBE's suite of online systems has five systems - a voter registration and ballot request system, a streamlined ballot request system, voter look-up tool, polling place locator, and ballot delivery system.

[18] The "month before the election" was June 15, 2022 - July 15, 2022.

[19] The total of the "Percentage" column does not equal 100% because SBE includes same day registration transactions as electronic transactions, but this data is not included in this table. Same day registration data is discussed elsewhere in this report.

[20] The Motor Vehicle Administration and other designated State agencies offer customers the opportunity to register to vote. These new or updated registrations are transmitted electronically to SBE and therefore, reported as electronic transactions.

[21] Registered voters use this system to request a mail-in ballot. Before the 2022 Primary Election, SBE mailed an application to each registered voter. The instructions with this application encouraged voters to use the online ballot request system to submit their request as it is more efficient to process.

[22] This system can be used to register to vote and/or request a mail-in ballot.

[23] Third party entities can request a unique URL for the online voter registration and ballot request system. With a unique URL, SBE can track how many users are driven to SBE's system from that third party's website. This data is attributed to Rock the Vote's unique URL.

[24] Maryland Transit Authority (MTA Paratransit) has been closed to the public since 2020, and as a result, no electronic transactions have occurred. MTA Paratransit, however, sends in their client packages paper voter registration applications.   When MTA Paratransit re-opens in January 2023, electronic transactions will resume.

request system was well used in this election. Over 132,000 requests for mail-in ballots were submitted via this system between January 1 and July 15, with over 42% of these requests submitted in the month before the deadline to request a ballot (July 15).

The online voter look-up tool and polling place locator were also in high demand in this election. There were almost 180,000 searches between July 18 - July 20, with over 122,000 searches on election day alone.

Considerations for Future Elections

For the 2022 General Election and future elections, SBE will continue to work with the State's call center to plan for and manage expected capacity. SBE hopes to implement for the 2022 General Election technical solutions to interact and respond to voters' requests for information via the website (rather than sending an email or calling).

SBE plans to continue to send emails with important information about voter's mail-in ballots and for the 2024 election, implement an online, simple way for voters to update their email addresses. Currently, the only way to update their email address online is to use the online voter registration system and provide an updated email address. Since this process requires that the voter provide more information than is necessary, SBE will develop an online system that allows voters to update their email address after appropriately authenticating themselves.

Redistricting

Every 10 years, the federal government takes a census. After the census, each state draws new state and congressional boundary lines, and each county draws new county council or commissioner lines. This process is called redistricting. The new lines reflect changes in population. Generally, census data is released well in advance of redistricting efforts. As a result of the COVID-19 pandemic, however, census data distribution to the states was delayed, which resulted in a delay in the drawing of new district lines.

Once released, the General Assembly used this data to draw new district lines. As soon as the plans were approved, the local boards of elections began preparing to assign voters to their new districts. They identified those precincts and parts of precincts that were assigned to a new district, created new precincts if a new boundary divided an existing precinct and identified potential election day polling places for the new precincts. Where available, the local boards reviewed maps provided by the local government's GIS agency to verify the locations of the new district lines. The final step of redistricting - assigning voters to the correct districts in the

statewide voter registration database[25] - began once the local boards finished the critical preparation tasks and the final maps were available.

Both the congressional and legislative district lines were challenged in court. Throughout the legal challenges, the local boards of elections continued preparation to reassign voters to new voting districts. The congressional districts were finalized when litigation challenging the Congressional Plan was dismissed after the legislature passed a revised plan on April 4.   The legislative districts were finalized when the Court of Appeals issued an order on April 13 upholding the adopted legislative plan. At this time, the local boards of elections began the process of manually reassigning voters to their new districts.

Because of other election-related deadlines, the local boards' deadline to assign voters to their correct districts was mid-May 2022. This left the local boards with several weeks to complete a process that normally takes several months. Despite this condensed timeline, the local boards assigned more than 4 million voters to newly drawn districts in compliance with Maryland's latest congressional and legislative maps. Although redistricting is an inherently complex and detail-oriented practice, more than 99.9% of all registered voters in Maryland were assigned to the correct legislative and congressional districts at the conclusion of the process.

Following the redistricting process, SBE discussed internally and with the Department of Legislative Services (DLS) ways to compare the approved maps against the district information in the statewide voter registration system. We developed a process to identify discrepancies in district information between the official voter registration database and other relevant data sources (e.g., local GIS data, Census data, TIGER) and utilizing a new contract with a mapping vendor, overlayed these data sources to display visually the discrepancies. Working with a couple of local boards and using DLS' and the mapping vendor's analyses, we validated the process and asked the local boards to use State data, any data from its local GIS office, and even site visits to locations to review each identified discrepancy in their jurisdiction. If the local board determined that the address was in the correct district, the districts assigned to this address remained unchanged; if the assignment was incorrect, the local board corrected the district information in the statewide voter registration database.

Following the redistricting process, SBE discussed several redistricting related issues with DLS. Based on this conversation, SBE developed a process to identify discrepancies in district information between the official voter registration database and other relevant data sources (e.g., county GIS data, Census data, TIGER). Utilizing the new contract with the mapping vendor, SBE was able to overlay these data sources and identify discrepancies. Working with a couple of local boards and using DLS and the mapping vendor's analysis, SBE validated the process to remove

---

[25] Assigning voters triggers several official actions such as generating a new voter registration card and assigning the voter to a polling place and a ballot.

false discrepancies and leave true discrepancies. After the initial review of identified discrepancies, SBE asked each local board to review the discrepancy and compare against the State data and any data it received from its county GIS office. The local boards compared data and made a case-by-case determination about which assignment is accurate. This included a review of their GIS data, State GIS data, physical visits to questionable locations, *etc*. If the local board assignment was supported by the data, it remained unchanged.

After this statewide review, SBE identified less than 5,000 voter addresses statewide - or less than one-tenth of 1% of the State's registered voters - that were placed in the incorrect congressional or legislative district. Of these voters, 2,432 were in Baltimore County and the remainder were in Baltimore City. Less than 250 other corrections[26] were made throughout the rest of the state to correct redistricting errors.

Because of the tight timeline and the complexity of the necessary corrections, some local boards made corrections after voters had already received a voter registration card, sample ballot and, in some cases, a mail-in ballot. SBE supported those local boards in their efforts to provide the affected voters with the correct information. This included an updated voter registration card, a letter explaining the error, and, if necessary, a new mail-in ballot.

When redistricting issues were discovered after early voting had started, SBE assisted a local board with preparing a list of affected voters to distribute to early voting centers or election day polling places and customized election judges' instructions if the affected voters came to vote. SBE also supported a local board during the canvass to make sure that the voter's correct ballot was counted.

In-Person Voting

Preparing for In-Person Voting

The local boards secure voting locations for in-person voting months in advance of election day. These locations must be able to support the number of voters that will likely vote there, be accessible (or be made accessible) for voters with disabilities, have adequate parking, have a secure location to store election equipment and supplies, allow for electioneering, and of course, be available for eight days of early voting or on election day.

---

[26] Corrections varied in the number of voters affected. Some corrections were made to individual voter records, while other corrections were made to a street or part of a street, which affected all voters on the street.

Chapter 43 of the 2021 Laws of Maryland (introduced as House Bill 745 and codified as Election Law Article, §10-301.1(c)(2)) required the local board to consider additional factors when determining the location of early voting centers. The factors are:

1. Accessibility to historically disenfranchised communities, including cultural groups, ethnic groups, and minority groups
2. Proximity to dense concentrations of voters
3. Accessibility by public transportation
4. Ensuring equitable distribution through the county and
5. Maximizing voter participation by using community centers and public gathering places

To assist the local boards with finding locations that met these considerations, SBE contracted with a vendor to show on a map the proposed early voting center(s) and for each precinct, whether the precinct was above or below the county's average turnout and above or below the county's average minority population. The maps showed a range of below average voter turnout and a range of above average minority population. *See* Appendix 4 for sample maps. SBE provided the local boards with the maps, and as required under Election Law Article, §10-301.1, submitted proposed early voting centers to the members of the State Board of Elections for approval.[27]

Once the date of the primary election was moved to July 19, the local boards determined whether the previously SBE-approved facilities were available for the new date. In some cases, the local boards proposed new facilities as early voting centers and election day polling places[28] because the previously approved facilities could not accommodate the new date. At meetings in April, May and June, the members of the State Board approved these new locations. In total, the members of the State Board approved 25 replacement early voting centers and 63 replacement election day polling places.

Each election, the local boards recruit and train approximately 35,000 election judges. For this election, SBE developed and implemented an online training module to train election judges on some of the basic concepts of service. The local boards could use the online training in conjunction with their county-developed training, and thirteen local boards incorporated it into

---

[27] If a local board had previously received approval for an early voting center, the local board did not submit the early voting center again.

[28] Sections 2-202(b)(6) and 10-101(a)(1) of the Election Law Article authorizes the local boards to find a "suitable polling place for each precinct." If a local board needs to change the location of a polling place within 13 weeks of an election, the members of the State Board must approve this change. *See* Election Law Article, §2-303(b) and (f).

their training program.[29]   As discussed below, SBE hopes to expand the online content in future elections.

Because of the change in election date, many election judges were unable to serve. The local boards and SBE used social media, traditional media, and other efforts to promote service and recruit election judges and some local boards of elections reached out to the press to help publicize the need for election judges. The local boards added more training classes to train the newly recruited judges, including training just days before the election.

The Department of Budget and Management traditionally grants State employees eight hours of administrative leave for service as an election judge in a primary election, but the Department offered additional incentives for this election - an additional eight hours for a total of 16 hours of administrative leave for State employees and extending the same incentive to contractual employees. This incentive provided a tremendous last-minute boost for interest in serving as an election judge. The leave benefit was offered for each day served during early voting and on election day.

In the days leading up to the election, every local board reported a higher than normal "call out" rate of election judges. Some experienced judges contracted COVID-19 while working early voting, while other election judges reported that they were unable to serve at the last minute. These last-minute cancellations required that the local boards revisit assignments and where possible, shuffle assignments so all election day polling places could open. To address last minute vacancies, SBE recruited from a staffing company 48 additional judges for election day and assigned 36 individuals to Prince George's County and twelve individuals to Howard County. The higher than usual election day vacancy rate led to the delayed opening of a handful of election day voting locations as some polling places had fewer or less experienced election judges. For the upcoming general election, SBE will expand its election judge recruitment efforts to supplement the local boards' efforts.

To provide the safest environment possible, SBE worked with the Maryland Department of Health (MDH) Maryland Responds - Medical Reserve Corps (MRC) to recruit volunteers to serve as Health Ambassadors.   The Baltimore County and Prince George's County Boards of Elections requested Health Ambassadors, and 28 individuals contributed approximately 283 volunteer hours. While election judges were conducting the election, these individuals were solely focused on the safety of voters and election judges. They distributed face masks and hand sanitizer to voters as needed, sanitized commonly touched surfaces, provided health information, and helped voters maintain 6-foot social distancing while waiting in line.

---

[29] The following local boards used the online training module: Baltimore City and Allegany, Anne Arundel, Caroline, Cecil, Charles, Frederick, Kent, Prince George's, Queen Anne's, Washington, Wicomico, and Worcester Counties.

The Election Day Page Program was launched for the 2022 Primary Election.[30] The program was developed to encourage student involvement and understanding of the democratic process through the participation in elections. Pages receive student service-learning hours (community service credit) that can be applied to the State's service requirement for high school graduation. All pages must be at least 14 years old, attend a mandatory training session, and work at least one four-hour shift. Under the direct supervision of the chief election judges, pages help election judges and voters, but they cannot engage in partisan activity, touch ballots or voting equipment, or use electronic devices inside the polling room.

To provide precinct-level results for early voting and mail-in and provisional ballots, each precinct must have a unique ballot. In a primary election, each precinct has at least two ballot styles - one for voters registered with the Democratic Party, one for voters registered with the Republican Party, and if the jurisdiction had a school board contest in this election, one for unaffiliated voters and voters affiliated with the other recognized political parties.

For this election, there were over 5,000 ballot styles and multiple versions of each ballot style[31] to create, proof, print, and deploy.[32] Some local boards needed more or redesigned transport carts to store and deploy the increased number of ballot styles. Election judges' training emphasized the importance of verifying the voter's ballot style and the issuance process.

Ballot Marking Device Usage

Voters who vote in person can mark their ballots two ways - hand mark a paper ballot or use a ballot marking device.[33] The ballot marking device allows voters with disabilities to make their selections independently and privately and complies with federal accessibility requirements, but any voter can choose during the check-in process to use this device to mark their ballots. Regardless of how voters mark their ballots, all ballots are tabulated by a scanning device.

---

[30] *See* Election Law Article, §10-402.
[31] Each ballot style has an audio version of the ballot for voters who use the audio functionality of the ballot marking device, a version for the mailed specimen ballots, a version for the online ballot delivery for requesting voters, and other versions for different purposes.
[32] In prior gubernatorial primary elections, there were usually approximately 700 to 800 ballot styles.
[33] The ballot marking device is a touchscreen-like device that displays the candidates in each contest and allows voters to make their selections by touching the screen. After reviewing and if desired, making selections in all contests, voters can review their selections before printing them on a blank ballot. The printed ballot includes the voters' selections.
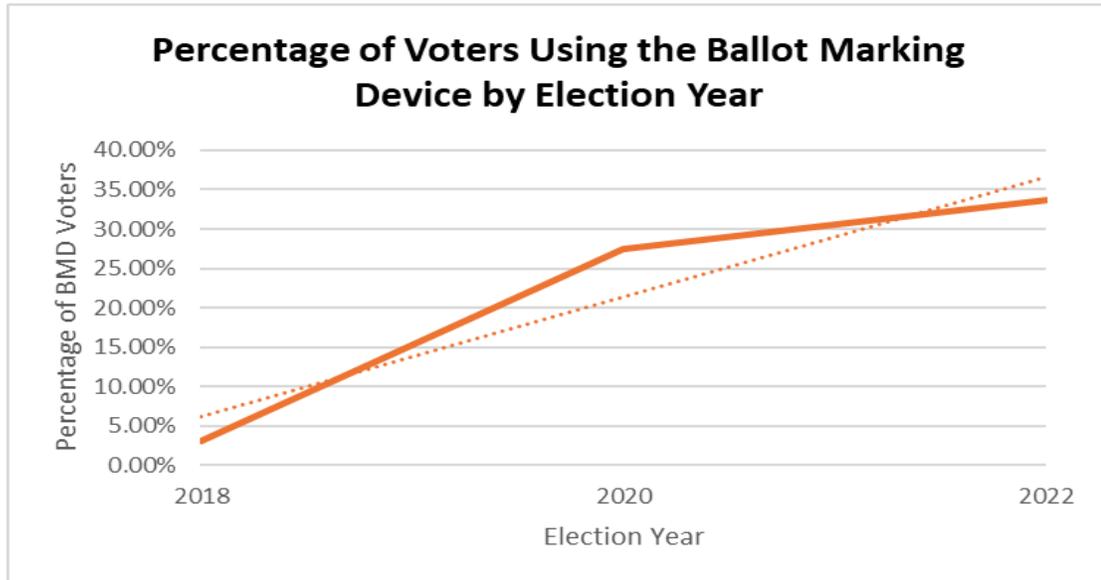
Figure 3: Percentage of Voters using the Ballot Marking Device (BMD) by Election Year

The percentage of voters using the ballot marking device increased significantly from 3.11% in the 2018 General Election to 27.51% of voters in 2020 General Election. In the 2022 Primary Election, 33.64% of voters used the ballot marking device to make their selections.

More than 40% of voters in Allegany, Caroline, Dorchester, Garrett, Kent, Montgomery, Queen Anne's, Talbot, and Wicomico Counties marked their ballots using the device. Figure 4 shows the percentage of voters using the ballot marking devices in comparison to voters marking their ballots by hand.
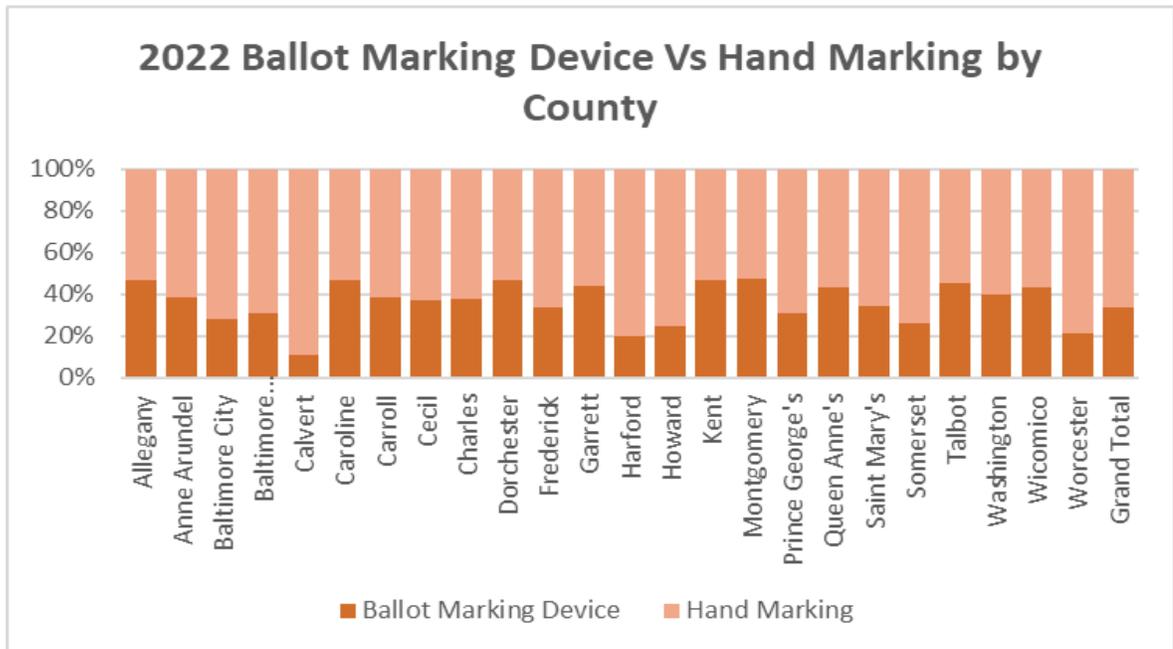
Figure 4: Ballot Marking Device & Hand Marking by County

In response to the increased popularity of the ballot marking devices, SBE and the local boards will determine whether to increase the number of devices sent to voting locations.[34]

As with any display screen, there are limits to how much information can be displayed at one time. The ballot marking device is no exception - the device can display on one screen the names of seven candidates.[35] In contests with more than seven candidates, the candidates' names are displayed over multiple screens and voters use the device's navigation (the "more" button) to review all of the candidates' names for each contest.

Several candidates in contests with more than seven candidates expressed concern with where their names were displayed. Since the 2016 Primary Election when the devices were first used, the devices have been and continue to be set up in such a way to ensure that voters see every candidate's name before moving to the next contest. There are also signs at each device that explain how to navigate within a contest ("more" button) and between contests ("previous" and "next" buttons) and images and instructions included in the sample ballots mailed to voters before the election.

---

[34] The local boards sent at least 3 devices to each voting center, and most local boards sent two devices to each election day polling place. The members of the State Board of Elections must approve sending more than three devices to an election day polling place or six devices to an early voting center.
[35] Since candidates for Governor and Lt. Governor run as a ticket, their names are displayed together. The ballot marking device can display three "tickets" for Governor and Lt. Governor on one screen.

Early Voting

There were 96 early voting centers[36], and each center was open for voting from July 7 through July 14 from 7 am to 8 pm each day[37], including Saturday and Sunday. During this time, 172,364 voters voted, over 730 individuals used the same day registration process to register and vote, and almost 600 voters updated their address and voted the ballot for their new address.

The percentage of voters who voted during early voting was 16.66%, which is a significant decrease from past years and the lowest percentage since 2012 Primary Election.[38] This is most likely caused by the corresponding and equally significant increase in voters who chose to use the mail-in voting process to vote in this election.

Typically, the last two days of early voting are the busiest, and this pattern continued for this election. Saturday and Sunday continue to be the days with the least number of voters. Figure 5 below shows the number of voters who voted each day of early voting.

---

[36] Chapter 43 of the Laws of Maryland (2021) (introduced as House Bill 745 and codified as Election Law Article, §10-301.1(b)(2) - (9)) increased the number of early voting centers from 73 to 89 early voting centers. Section 10.301.1(b)(10) allows each jurisdiction to have an additional early voting center. For the 2022 elections, seven counties - Calvert, Frederick, Garrett, Harford, Montgomery, Queen Anne's, and Saint Mary's - have the "additional" early voting center.
[37] Chapters 659 and 660 of the Laws of Maryland (2021) (introduced as Senate Bill 596 and House Bill 206 and codified as Election Law Article, §10-301.1) changed early voting hours for gubernatorial elections from 10 am to 8 pm to 7 am to 8 pm.
[38] Since early voting was introduced in 2010, the percentage of voters voting during early voting had - until this election - steadily increased.

2022 Primary Election - Early Voting - Totals by Day
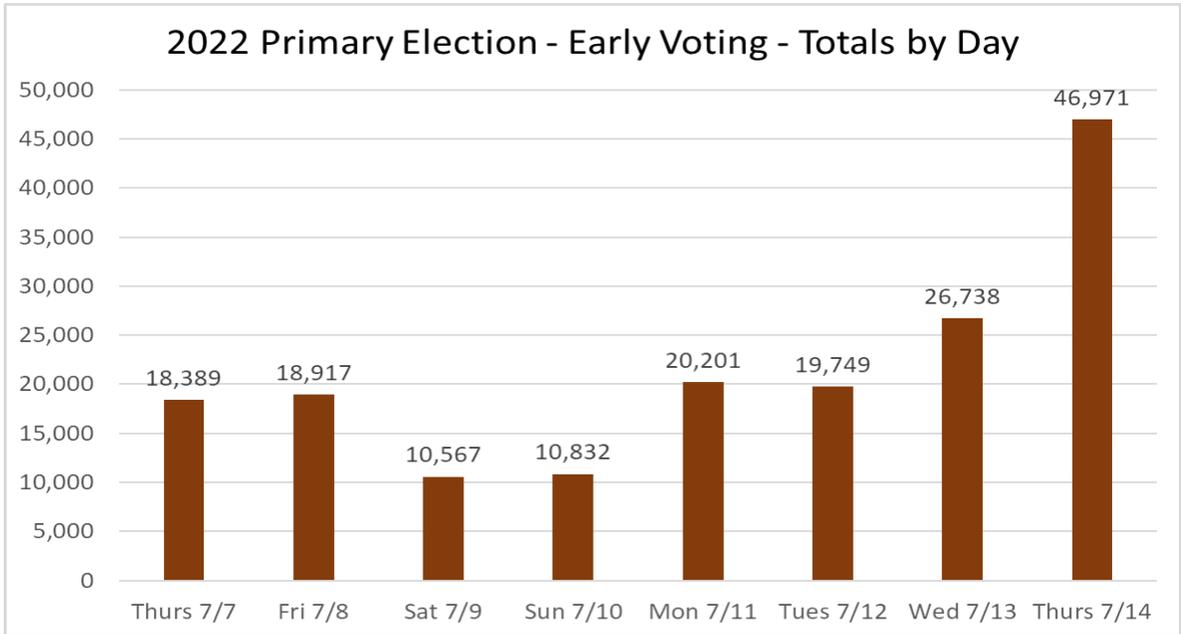
Figure 5: Early Voting Turnout by Day

Figure 6 shows the early voting turnout as a percentage of total voter turnout.[39]

Early Voting as Percentage of Turnout
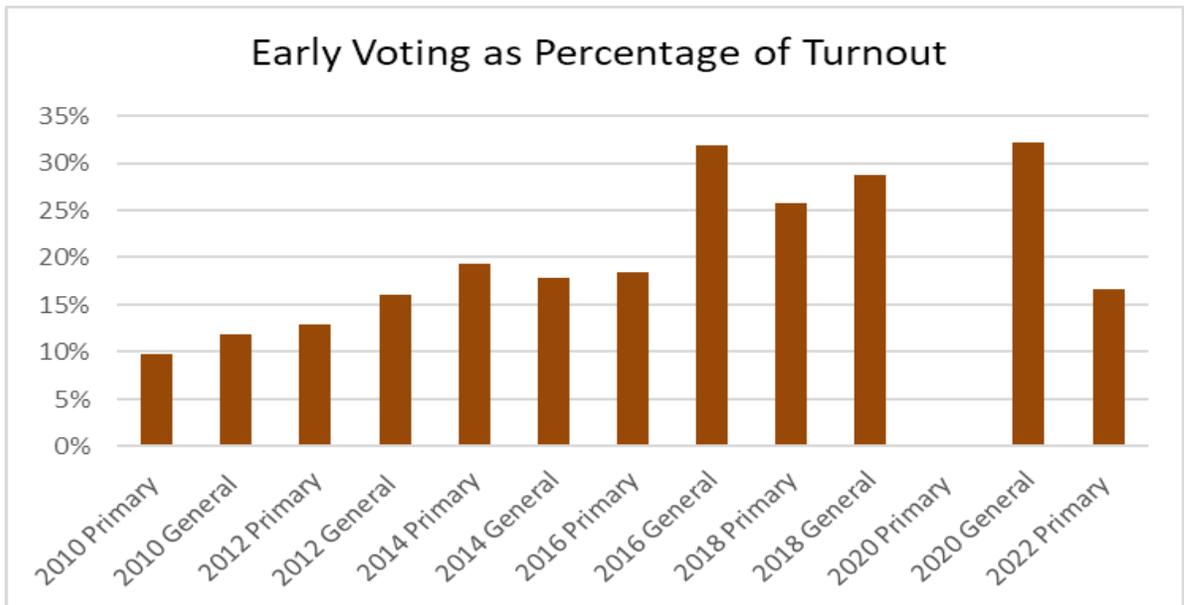
Figure 6: Early Voting as a Percentage of Total Voter Turnout[40]

---

[39] Due to the COVID-19 pandemic, there was no early voting in the 2020 Primary Election.
[40] Due to the COVID-19 pandemic, there was no early voting for the 2020 Primary Election.

The busiest early voting centers were consistent over the eight days. Bowie Gymnasium in Prince George's County saw the most voters on seven of the eight days. Other busy locations were Southern Regional Tech and Recreation Center (Prince George's), Randallstown Community Center and Perry Hall High School (Baltimore County), The League for People with Disabilities and Public Safety Training Center (Baltimore City), and McFaul Activity Center (Harford County).

Violent thunderstorms passed through the State during early voting, resulting in at least ten early voting centers and two local boards losing power. Power was quickly restored to some centers, others ran on back-up generators, and others implemented contingency plans to stay open using back-up battery power in the election equipment. Two early voting centers in Prince George's County - College Park Community Center and Rollingcrest-Chillum Community Center - opened and operated without power (or air conditioning) until the following evening.   Over the years, SBE developed partnerships with the Maryland Department of Emergency Management and the State's utility providers. These relationships proved valuable this election and their responsiveness to SBE's many escalations is appreciated.

Election Day

There were over 1,500 neighborhood polling places where 477,357 voters voted on July 19. This represents 46% of the voters who participated in this election. Over 2,100 individuals registered and voted on election day.

In the days leading up to the election, every local board of elections reported a higher than normal "call out" rate of election judges. Some experienced judges contracted COVID-19 while working early voting, while other election judges reported that they were unable to serve at the last minute. These last-minute cancellations required that the local boards revisit assignments and where possible, shuffle assignments so all election day polling places could open. This led to the delayed opening of a handful of election day locations as some polling places had fewer or less experienced election judges.

A frequent voter complaint in this election - and most gubernatorial primary elections - was electioneering at in-person voting locations. Because of the number of candidates on a gubernatorial primary election ballot, there tend to be more campaign supporters at voting locations. In some cases, the campaign supporters' level of enthusiasm for their candidate (or their vocal opposition for their opponents) resulted in complaints from voters and required election judges to be diligent in their monitoring of the "no electioneering" zone boundaries.

Provisional Voting

There were 38,167 provisional ballots cast in the 2022 Primary Election, and 30,231 or 79.3% were counted. Figure 7 below shows the percentage of accepted in full[41], accepted in part[42], and rejected provisional ballots[43] since the 2012 Primary Election.
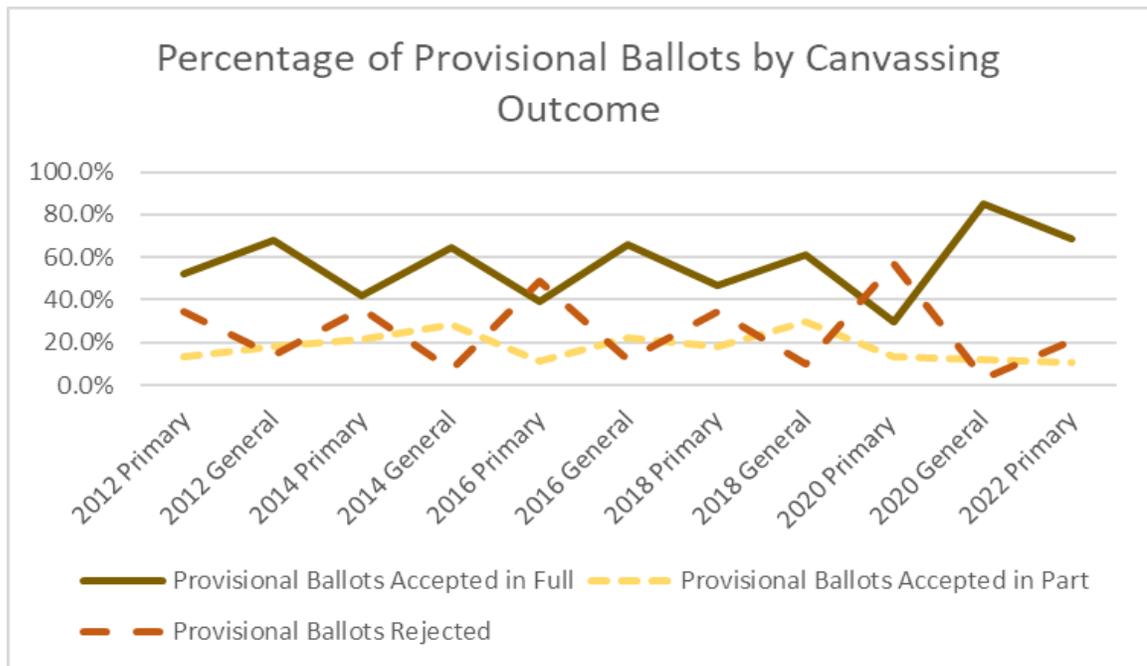

Figure 7: Percentage of Provisional Ballots by Canvassing Outcome

Over time, the most common reasons why provisional ballots are rejected in a primary election are: (1) the voter votes the wrong ballot style[44]; and (2) the voter is not eligible to vote a provisional

[41] A provisional ballot is accepted in full if the voter is registered to vote and votes the ballot associated with the voter's residential address. Of the 38,167 provisional ballots cast in this election, 26,118 or 68.5% were accepted in full.

[42] A provisional ballot is accepted in part if the voter is registered to vote but votes a ballot that is not associated with the voter's residential address. The local boards accept this ballot and count votes for contests for which the voter is eligible to vote. All statewide contests would be counted, but a vote for other candidates would only count if the voter lives in that candidate's district. Of the 38,167 provisional ballots cast in this election, 4,143 or 10.8% were accepted in part.

[43] The rejection rate for provisional ballots in primary elections is higher than general elections since many voters who vote a provisional ballot in a primary election requested a ballot for a political party with which they are not affiliated. (In a general election, all voters receive the same ballot. Party affiliation is irrelevant.) Of the 38,167 provisional ballots cast in this election, 7,906 or 20.7% were rejected.

[44] For example, a voter registered with the Republican Party requests and votes a provisional ballot with Democratic candidates. Since the voter is registered with a different party at the time of the election, the voter's provisional ballot will be rejected. Similarly, a provisional ballot cast by a voter who is registered with the Democratic Party and requests and votes a provisional Republican primary election ballot will be

ballot.[45] Since the introduction of same day registration, the number of provisional ballots rejected because the voter is not registered to vote has dramatically decreased. Figure 8 shows the percentage of ballots rejected for these reasons in primary elections since 2012.
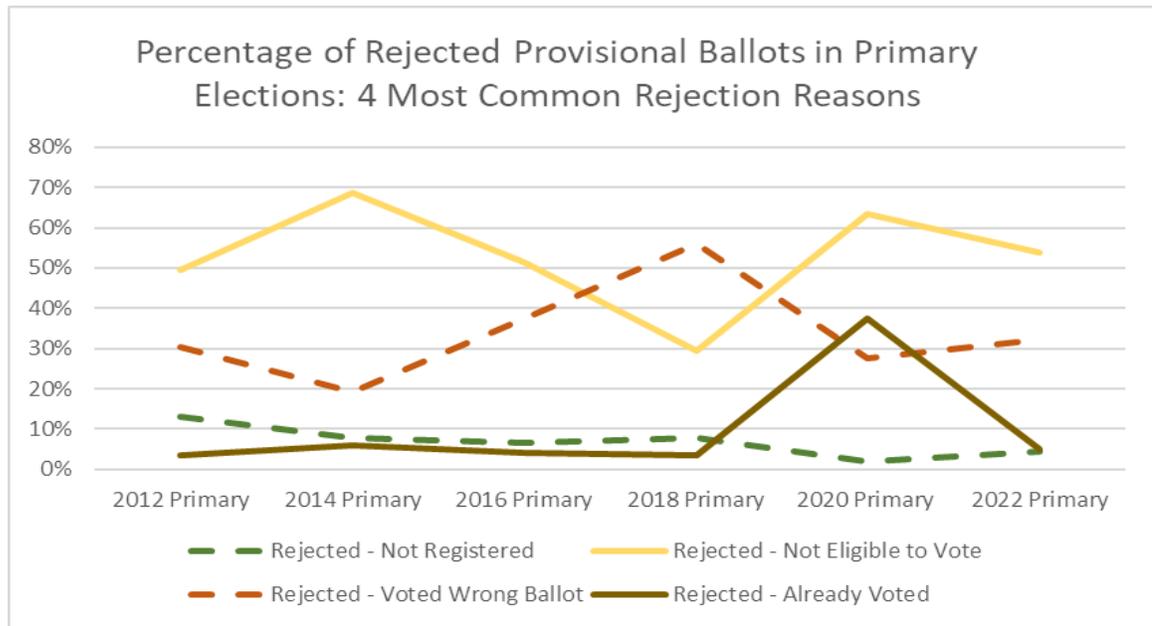
Figure 8: Percentage of Rejected Provisional Ballots in Primary Elections for the Four Most Common Rejection Reasons

Requiring voters who have already voted or were issued a mail-in ballot to vote a provisional ballot ensures that each voter only has one ballot counted. The provisional ballot is counted as long as the voter does not also vote and return the requested mail-in ballot. If the voter voted and returned the mail-in ballot and also voted a provisional ballot in this election, the mail-in ballot was counted and the provisional ballot was rejected.[46]

---

rejected for the same reason. In a jurisdiction with an elected school board, an unaffiliated voter or a voter affiliated with another party who wants to vote a primary election ballot with Democratic or Republican candidates will be issued a provisional ballot of the party of the voter's choice. This provisional ballot would also be rejected. All of these provisional ballots would be rejected because the voter voted the "wrong ballot style."

[45] This rejection reason will only be used in jurisdictions without an elected school board on the primary election ballot. In this case, an unaffiliated voter or a voter affiliated with a political party votes a provisional ballot with either Democratic or Republican candidates. This provisional ballot will be rejected because the voter is not eligible to vote in this election. All of the contests on the ballot are partisan contests, which require voters to be registered with the Democratic or Republican Party to vote in the primary election.

[46] Counting the mail-in ballot and rejecting the provisional ballot was authorized by an emergency change to Regulation 33.11.05.04C. The State Board approved this emergency change at its June 28, 2022 meeting, and the emergency change was effective on July 18, 2022. Notice of the emergency change was published in the August 12, 2022, issue of the *Maryland Register* (Vol. 49, Issue 17).

In the 2020 General Election, State and local election officials saw an increase in the percentage of provisional ballots rejected because the voter had already voted. This increase was attributed to mailing to all eligible voters the form to request a mail-in ballot and voters completing and returning the form but then deciding to vote in person.[47] In the 2022 Primary Election, the percentage of provisional ballots rejected because the voter already voted (most likely, a mail-in ballot) returned to the typical rejection rate for this reason.[48]

Figure 9 shows the top eight reasons why provisional ballots were rejected in the 2022 Primary Election.
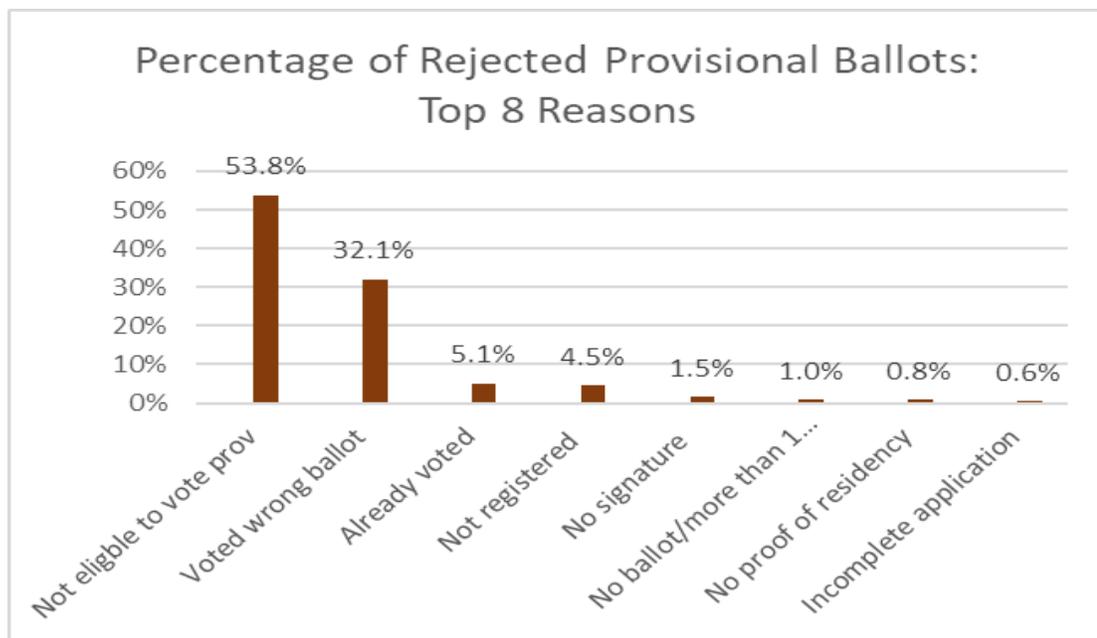
Figure 9: Top 8 Reasons for Rejected Provisional Ballots in the 2022 Primary Election

Over 11,300 voters on the permanent mail-in ballot list - or 3.5% of all provisional voters - voted a provisional ballot instead of the mail-in ballot sent to their requested address. These voters chose to vote in person after receiving a pre-election confirmation notice reminding them that they were on the permanent ballot list and providing them with an opportunity to update their delivery information or be removed from the list.

---

[47] Anticipating this outcome, State and local election officials included on the form to request a mail-in ballot the following statement: If you request a mail-in ballot and decide to vote in person, you will have to vote a provisional ballot.

[48] The percentage of provisional ballots rejected because the voter already voted ranged from 3.4% in the 2018 Primary Election to 6.0% in the 2014 Primary Election. The percentage of provisional ballots rejected for this reason in the 2022 Primary Election was 5.1%.

Considerations for Future Elections

Recruiting and training election judges will continue to be a focus for local boards, and SBE is committed to supporting these efforts. SBE will continue to build relationships with local and national organizations that help recruit poll workers. Given the popularity of the State's administrative leave incentive, State and local election officials will encourage local jurisdictions and municipalities to grant administrative leave to employees who serve as election judges. SBE will also continue efforts to develop a robust online training module to support the local boards' training of election judges.

Based on the number of permanent mail-in ballot voters who voted a provisional ballot, further analysis will be performed to learn more about these voters and how the pre-election confirmation notice can be revised to reduce the likelihood of these voters needing to vote a provisional ballot.

SBE and the local boards will continue to monitor the usage of ballot marking devices and determine whether to increase the number of devices sent to voting locations.

Vote by Mail

As stated above, the 2022 Primary Election saw a significant increase in the number of voters using the mail-in voting process when compared to pre-2020 elections. Voters who first voted by mail in the 2020 elections decided to continue voting this way in 2022 and, based on the number of voters who signed up for the permanent mail-in ballot voting list, for all future elections.

The Request Process

Voters who wish to vote by mail must submit a written or online request for a mail-in ballot. To facilitate this process and comply with Section 2 of Chapters 56 and 514 of the Laws of Maryland (2021) (introduced as Senate Bill 683 and House Bill 1048), SBE contracted with a mailhouse to produce and mail to eligible voters the application to request a mail-in ballot and a postage paid return envelope to return the completed application. The vendor mailed over 3.8 million

applications before the primary election,[49] and the local boards received and processed over 500,000 applications for mail-in ballots.[50]

Chapters 56 and 514 of the Laws of Maryland (2021) also established a "permanent mail-in voting list," allowing voters to submit one application and receive mail-in ballots for all future federal and state elections for which they are eligible. As of July 19, 325,520 voters were on the permanent list.   As part of the request process, these voters indicated how they would like election officials to communicate with them. Almost 50% requested email communications, almost 30% requested mail communications, and 21% requested text communications.[51]

Preparing and Sending Ballot Packets

Section 3 of Chapters 56 and 514 of the Laws of Maryland (2021) required SBE to work with a usability consultant to review all the mail-in voting materials and forms and submit a report of the consultant's recommendations and SBE's actions in response to the recommendations. In June 2021, SBE and the University of Baltimore[52] entered into a memorandum of understanding to conduct focus groups and usability testing with both local boards and voters, and provide expert review of all of the mail-in voting materials and forms. This work resulted in the redesign of the mail-in ballot application, instructions accompanying all mail-in ballots, revised messages for email and text messages about ballot statuses, and other related forms and information. SBE submitted the required report to the General Assembly on February 1, 2022. Excerpts from the report are in Appendix 5.

---

[49] The applications were mailed in three batches. The first batch of over 3.2 million applications was mailed from January 28, 2022, through February 1, 2022, to all voters registered with the Democratic and Republican Parties. The second batch was sent on June 9 and 10, 2022, to over 600,000 voters. Voters in the second batch were: (1) newly registered Democratic and Republican voters; (2) Democratic and Republican voters who provided a new address after the first mailing; and (3) unaffiliated voters and voters affiliated with other recognized parties with a contested school board contest. The third and final batch (over 380,000 applications) was sent after the primary election to registered voters who were not sent an application in the first two batches. Applications were not sent to voters who had already requested a mail-in ballot and the request had been processed by their local board of elections.

[50] This number includes applications from voters who did not have a ballot for the 2022 Primary Election. For this reason, the number of applications processed before the primary election will not match the number of ballot packets sent for the primary election.

[51] When implementing the "preferred method of communication" for permanent mail-in ballot voters, SBE decided to offer the same communication methods to all mail-in voters. The breakdown of preferred communication methods for mail-in voters not on the permanent mail-in ballot list is similar to voters on the permanent mail-in ballot list - 52% requested email communications, 27% requested mail communications, and 22% requested text communications.

[52] The University of Baltimore has a User Research Lab, which is led by Kathryn Summers, Ph.D. Dr. Summers previously worked with SBE to improve the usability of the online ballot delivery system and evaluate user interfaces of various voting systems.

SBE used a mailhouse to produce, insert, and mail ballots for the 2022 Primary Election. Ballots packets to requesting military and overseas voters were mailed by the federal deadline[53], and on June 9, mailings to requesting domestic, civilian voters began. In the following days, almost 340,000 ballot packets were mailed. Subsequent mailings to voters newly requesting ballots occurred through July 12, at which time the local boards began mailing packets. In total, the mailhouse produced and mailed over 430,000 ballot packets over a 42-day period.

The vendor and State and local election officials worked closely with USPS representatives to deliver ballots to voters and later return the voted ballots to the local boards. The USPS was responsive in assisting State and local election officials finding and delivering delayed ballot packets.

SBE also delivered ballots electronically to requesting voters.[54] These voters - 12.3% of all voters who requested a mail-in ballot - received an email when their ballots were ready and accessed and printed their ballots from SBE's online ballot delivery system. 62% of voters who printed their ballots from this system printed a blank ballot and marked their ballots by hand, while the remaining voters used the system's online ballot marking tool to mark their ballots.[55] Since voted ballots cannot be returned electronically, voters who received their blank ballot electronically printed and returned their voted ballot by mail or at a ballot drop off box.

Returning Voted Ballots

Over 67% of voters who requested a mail-in ballot - 346,113 voters - returned it. This is slightly higher than the average rate of return for gubernatorial primary elections since 2008 (66.83%). Of the 325,520 voters on the permanent mail-in voting list, 221,147 voters or 68% returned their ballots.

The number of voted ballots returned increased as the election neared. Table 2 shows the percentage of ballots processed[56] each week.

---

[53] The federal Military and Overseas Voter Empowerment Act (42 U.S.C. 1973ff-1) requires election officials to transmit mail-in ballots to requesting voters no later than 45 days before an election. The 45th day before the July 19 election was June 4.

[54] Electronic delivery of blank ballots is required by both federal and State law. The federal Military and Overseas Voter Empowerment Act (42 U.S.C. 1973ff-1) requires electronic delivery for military and overseas voters, and Election Law Article, § 9-306(b) allows any voter requesting a mail-in ballot to request electronic delivery of a blank ballot.

[55] The online ballot marking tool allows voters to make their selections on a computer and print a ballot with the voter's selections marked. This tool allows most voters with disabilities to vote independently and privately.

[56] When a local board receives a voted ballot, the local board processes the returned ballot - that is, the local board scans the barcode on the outside of the envelope. The scanning process changes the status of the voter's ballot status from "sent" to "received" in the system used to manage the mail-in voting process.

Week	Percent Processed
On or before June 12	0.01%
June 12 - 18	1.22%
June 19 - 25	9.63%
June 26 - July 2	6.50%
July 3 - July 9	23.56%
July 10 - July 16	26.80%
July 17 - July 23	29.73%
July 24 - July 29	2.43%
On or after July 30[57]	0.14%

Table 2: Percentage of Ballots Processed Each Week

Returning ballots was made easier for voters with 286 ballot drop off locations across the State. Chapters 56 and 514 of the Laws of Maryland (2021) (codified as Election Law Article, §2-304) required the local board to consider additional factors when determining the location of ballot drop boxes. The factors are:

1. Accessibility to historically disenfranchised communities, including cultural groups, ethnic groups, and minority groups
2. Proximity to dense concentrations of voters
3. Accessibility by public transportation
4. Ensuring equitable distribution through the county and
5. Maximizing voter participation by using community centers and public gathering places

As described in the "Preparing for In Person Voting" section above, SBE contracted with a vendor to map the proposed ballot drop box locations and for each precinct, whether the precinct was above or below the county's average turnout and above or below the county's average minority population. SBE provided the local boards with the maps, and as required under Election Law Article, §10-301.1, the local boards submitted proposed ballot drop box locations to the State Administrator for approval.

Ideally, the "received" date in the system is the same day that the local board took possession of the voted ballot, but in some cases, the processing of the return ballot occurs one or more days after the local board took possession of the voted ballot.

[57] Timely received ballots were processed after July 19. Ballots received after 10 am on July 29 were not counted.

Chapters 56 and 514 of the Laws of Maryland (2021) also required continuous monitoring of security cameras and periodic in-person visits by appropriate personnel. Procedures were updated to reflect these requirements, and when local election officials collected ballots daily, they inspected the ballot drop boxes. All of the ballot drop off boxes were under 24/7 surveillance, and some local boards arranged for increased patrolling and monitoring by local law enforcement. The local boards retrieved ballots at least once a day and followed detailed procedures when collecting and transporting voted ballots to the local board.[58]

Ballot drop off boxes were delivered over six business days from June 6 through June 13. The boxes were available for use once they were installed through July 19 at 8 pm. Of the over 342,000 ballots returned for counting, over 153,000 of them were returned at a ballot box.

Table 3 shows the percentage of mail-in ballots returned at a ballot drop off box by county. The number in parentheses is the number of ballot drop off locations available in that jurisdiction.

County	Percent	County	Percent
Allegany (2)	29.82%	Harford (6)	40.50%
Anne Arundel (32)	45.94%	Howard (10)	53.06%
Baltimore City (33)	36.15%	Kent (3)	31.98%
Baltimore County (35)	40.46%	Montgomery (55)	48.65%
Calvert (4)	44.73%	Prince George's (38)	50.63%
Caroline (3)	32.36%	Queen Anne's (3)	34.12%
Carroll (6)	41.16%	Saint Mary's (11)	39.13%
Cecil (10)	35.97%	Somerset (3)	26.35%
Charles (6)	48.72%	Talbot (2)	43.19%
Dorchester (2)	34.10%	Washington (6)	37.01%
Frederick (8)	45.10%	Wicomico (3)	35.87%
Garrett (2)	21.68%	Worcester (3)	17.12%
Statewide		44.31%	

Table 3: Percentage of Ballots Returned at a Ballot Drop Off Box

[58] The procedures required that the person collecting the voted ballots be a sworn election official, have a criminal background check on file (unless the individual collecting the ballot was a member of the local board of elections), and display a State or county ID. When retrieving ballots, the election official verified that the numbered seals on the box matched the seal numbers recorded on a chain of custody report and recorded the number of removed ballots. The receiving official verified the number of ballots received and stored the voted ballots in a secure location at the local board.

While voters used the ballot drop off boxes at a lower rate than in the 2020 General Election (68.69%), the boxes were still popular with almost half of the voters statewide returning their mail-in ballots at a ballot drop off box. The majority of voted ballots returned at a ballot drop off box - 73.82% - were returned between July 10 and July 19 at 8 pm.

Counting Ballots

More mail-in ballots were counted - over 346,000 ballots - in this election than in any other "traditional" election.[59] This was an exponential increase when compared with the number of ballots counted in prior gubernatorial primary elections and all primary elections before the 2020 General Election.[60] Before the 2020 General Election, the most mail-in ballots returned for counting was the 2008 General Election - a presidential election - when the local boards received 210,072 mail-in ballots. The average number of ballots returned for counting in a gubernatorial election was the 2018 General Election when the local boards counted 120,517 ballots.

To assist with this process, State and local election officials in four local boards implemented a high speed envelope sorting solution. This solution allowed these local boards to sort very quickly incoming mail-in ballots by precinct into batches. Without this solution, this sorting process is manual. The next phase of implementation will allow the local boards to upload into the statewide voter registration data showing that the voter's ballot has been received by the local board. Currently, each envelope is hand-scanned in order to receive it.

The table below provides county-level data about the number of ballots sent and the percentage of those ballots that were voted and returned to the local boards. It also shows the percentage of the received ballots that were accepted and rejected.[61]

---

[59] Because of the COVID-19 pandemic, the 2020 elections are not considered "traditional elections." The 2020 Primary Election was a vote-by-mail election (i.e., all voters were mailed a ballot) with no early voting and limited in-person, election day voting. The 2020 General Election had in-person voting for early voting and election day at a reduced number of voting locations and mail-in ballots upon request.
[60] Before this election, the most mail-in ballots returned for counting in a gubernatorial primary election was 60,511 ballots in the 2018 Primary Election and the most in any election between the 2004 General Election and the 2018 General Election was 210,072 in the 2008 General Election.
[61] This information for prior elections is available in SBE's online Press Room.

County	Ballots Sent	Percentage of Ballots Received	Percentage of Ballots Accepted	Percentage of Ballots Rejected
Allegany	4,036	71.78%	99.38%	0.62%
Anne Arundel	46,112	70.28%	99.24%	0.76%
Baltimore City	51,890	66.64%	98.46%	1.54%
Baltimore County	73,281	67.95%	99.26%	0.74%
Calvert	8,845	66.67%	99.39%	0.61%
Caroline	1,204	73.92%	99.55%	0.45%
Carroll	14,298	68.18%	99.31%	0.69%
Cecil	5,862	61.17%	98.72%	1.28%
Charles	12,103	65.11%	99.11%	0.89%
Dorchester	2,026	74.88%	99.21%	0.79%
Frederick	24,001	65.31%	99.04%	0.96%
Garrett	1,684	71.50%	98.75%	1.25%
Harford	17,820	67.88%	99.41%	0.59%
Howard	32,338	63.60%	98.93%	1.07%
Kent	1,758	72.92%	99.53%	0.47%
Montgomery	118,573	63.87%	98.69%	1.31%
Prince George's	65,431	72.13%	99.03%	0.97%
Queen Anne's	3,550	64.25%	99.04%	0.96%
St. Mary's	7,466	66.25%	99.66%	0.34%
Somerset	966	72.67%	99.43%	0.57%
Talbot	3,334	76.24%	99.41%	0.59%
Washington	8,114	72.86%	99.44%	0.56%
Wicomico	5,928	69.55%	99.05%	0.95%
Worcester	3,959	67.29%	99.36%	0.64%
Statewide	514,579	67.26%	99.00%	1.00%

Table 4: Ballots Sent, Received, Accepted, and Rejected

As shown in Table 4, the vast majority of ballots returned by mail - 99.00% - were counted. The overall acceptance rate for this election was the second highest percentage since 2006, when SBE began reporting this type of data. Only the 2020 General Election had a higher acceptance rate (99.76%). The average acceptance rate since the 2012 Primary Election is 98.19%.

Under State law and regulations, there are fourteen reasons why ballots cannot be accepted and counted, but the two most common reasons are the ballot is late for the election[62] and the voter did not sign the oath on the return envelope. Figure 10 below shows the percentage of ballots rejected for these two rejection reasons over time.
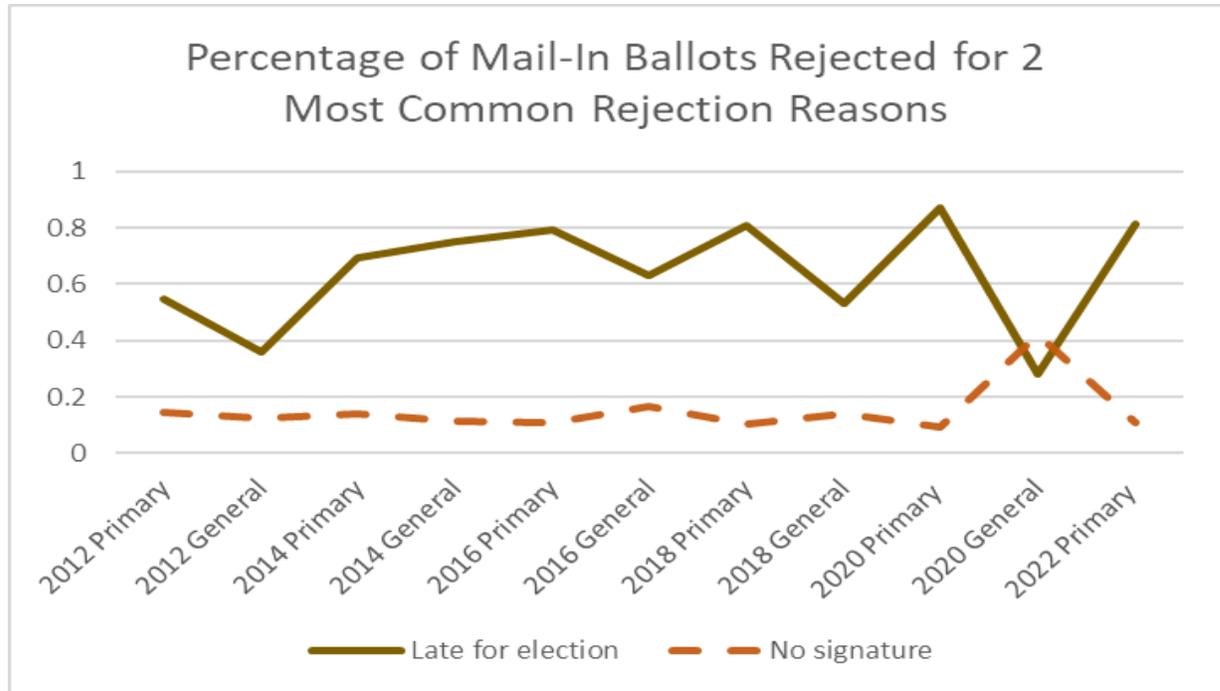
Figure 10: Percentage of Mail-In Ballots Rejected for 2 Most Common Rejection Reasons

While the percentage of ballots rejected because they were late varies significantly by election, the percentage of ballots rejected for being late in this election - 81.47% of rejected ballots - is consistent with the percentage of rejected, untimely ballots since the 2014 Primary Election.[63] The average percentage of ballots rejected for being late between the 2016 Primary Election and 2020 Primary Election is 82.36%.

In 2021, SBE adopted regulations requiring the local boards to contact voters who submitted a ballot that did not include a signature on the return envelope. This process meant that 250 voters were able to provide a signed oath and their ballots were accepted and counted. Of the over 346,000 ballots returned for counting, only 379 - 0.11% of all ballots returned for counting - were rejected for not having a signed oath.

SBE and the Montgomery County Board of Elections piloted a solution that allowed voters who returned their ballot without a signed oath a new option for providing the missing signature via a

---

[62] A ballot is late for an election if the ballot is: (1) postmarked after election day; or (2) received after 10 am on the second Friday after the election. *See* Regulation 33.11.03.08 of the Code of Maryland Regulations.
[63] The percentage ranges from 36% in the 2016 General Election to 87% in the 2022 Primary Election.

smartphone or tablet. The local board provided these voters with a unique code to access the system, and if the voter decided to use this system, the voter provided information to confirm their identity, "signed" their name on their device's screen, and submitted via the secure solution. It was a successful pilot for the small number of voters who used this solution, and SBE will explore expanding the pilot for the 2024 elections.

Considerations for Future Elections

For future elections, State and local election officials will:

1. Continue to mail ballots at least 30 days before the election. This provides sufficient time for the USPS to deliver ballots and for voters to review their ballots, vote their ballots, and timely return their voted ballots.   This window also provides time for election officials to send replacement ballots if the voter did not receive or made a mistake when marking the initial ballot.

2. Provide voters with the ability to track their ballots. USPS data is currently available to election officials but not to voters. This information would enable voters to obtain this information without needing to contact an election official. SBE hopes to provide an option for voters to access this information in the 2022 General Election.

3. Continue to use an envelope design that prevents a voter's signature from being visible while the voted ballot is in transit to the local board.

4. Continue to conduct a voter education campaign on how and when to return voted ballots and the importance of voters signing the oath on the return envelope.

5. Continue to review the usage and location of ballot drop off boxes to guide the number and placement of ballot drop off boxes for future elections.

6. Expand ways for voters who return a voted ballot without signing the oath to provide their signed oath.

Since local election officials were not able to start counting ballots before election day, the results of some contests were not known until days later when the local boards counted the mail-in ballots. In response to the lengthy counting process in this election and the tight certification timeline and swearing in of local offices after the 2022 General Election, the members of the State Board petitioned the Montgomery County Circuit Court to allow the local boards to count ballots

before election day for the 2022 General Election.[64] On September 23, 2022, the court granted the State Board's petition. The ability to count ballots before election day will not continue beyond the 2022 General Election unless there is a change to Election Law Article, §11-302(b).

Election Results and Audits

Election Results

Reporting unofficial election night results is a collaborative effort between State and local election officials. When election judges return critical election supplies after voting is over, local election officials load into a secure database the memory devices from the scanners that tabulate ballots at voting locations. Once the results are transferred from the memory devices into the database, State election officials have a secure way to transfer these unofficial results to a State server for posting to the website. The website updates every time new results files are received.[65]

On election night, four local boards - Baltimore City and Calvert, Montgomery and Prince George's Counties - were unable to upload all of their memory devices. This happens when election judges do not follow the local boards' instructions on removing the memory devices from the voting unit and storing the memory devices for the election night return to the office.   SBE requested detailed information from each of the local boards about the memory devices that were not uploaded on election night.

In Baltimore City, election judges in nine different polling places did not return twelve memory devices as instructed. Local election officials found one memory device in the locked scanner and three devices packed in the wrong transport case. The local board had three devices election night but did not upload them; one of these devices would not upload, so a new device was programmed, the ballots from that precinct were rescanned, and the results from the new device were uploaded. Two devices were not located in time, and as a result, the local board programmed new devices, rescanned the paper ballots from these precincts, and uploaded the results from the new devices[66].

In Calvert County, election judges in two different polling places left the memory devices in scanners. Both memory devices were found inside the locked scanners.

---

[64] Results from pre-election day counting will be embargoed until the polls close on election day.
[65] Election results are not typically released until all voters in line at 8 pm are inside a voting room. This is to ensure that unofficial election results do not influence voters' decisions to vote or for whom they wish to vote.
[66] One of the devices was located after the rescanning and uploading.

In Montgomery County, election judges in three polling places packed the devices in the wrong transport case, election judges at one polling place (serving three precincts) left the devices securely stored at the polling place, one device would not upload election night, and one device was in the custody of the local board election night but was not uploaded.

In Prince George's County, election judges in five polling places left the devices in scanners. All ten memory devices (two from each polling place) were found inside the locked scanners.

Precinct-level results were provided for ballots cast during early voting, mail-in ballots, and provisional ballots. While the results were not immediately available[67], the results were posted on SBE's website on August 15, 2022.

Recounts

Under State law, a recount is a process to resolve a challenge to the final vote count reported for an election. In a recount, a defeated candidate asks a local board of elections to retabulate some or all of the ballots in the contest with the defeated candidate's name. A candidate who has been defeated in an election may request a recount as long as the margin of difference between the apparent winner and the defeated candidate is less than 5%.[68]

The candidate requesting the recount generally pays for the recount unless:

1. The outcome of the election is changed after the recount is completed;
2. The candidate requesting the recount gained votes equal to 2% or more of the total votes cast for the contest; or
3. The margin of difference between the two candidates with the most votes is 0.25% or less of the votes cast for those two candidates.[69]

As expected after the first gubernatorial primary election after redistricting, there were some very close contests and four recounts, all of which had a margin of difference of 0.25% or less.

- The Prince George's County Board of Elections conducted a recount for the Democratic nomination for the Legislative District 23 on August 22. The margin of victory changed from 19 votes to 16 votes (or 0.02%) of the 64,194 votes cast in this contest.

---

[67] Precinct-level results cannot be provided publicly until the vendor performing the automated ballot tabulation audit has completed its tabulation of the ballot images. *See* pages 40- 43 of this report for more information about this audit.
[68] *See* Election Law Article, §12-101(1)(2) (House Bill 291 enacted as Chapter 264 of the Laws of Maryland (2022)). There is no "automatic" recount under State law.
[69] Information on how to calculate the margin of difference and about recounts in general is available here.

- The Montgomery County Board of Elections conducted a recount for the Democratic nomination for County Executive from August 19 - 22. The margin of victory changed from 35 votes to 32 votes (or 0.02%) of the 141,598 votes cast in this contest.
- The Frederick County Board of Elections conducted a recount for the Democratic nomination for County Council District 3 on August 16.[70] The margin of victory - 1 vote or 0.02% - stayed the same.
- The Harford County Board of Elections conducted a recount for the Republican nomination for Harford County's Council District D on August 2. The margin of victory - 11 votes or 0.19% - stayed the same.

The local boards of canvassers in Montgomery and Prince George's Counties updated the election results and certified the post-recount election results. SBE posted the revised and newly certified results.

Post-Election Audits

There are two types of post-election audits performed after each primary election - (1) a comprehensive audit of critical election processes and equipment; and (2) an independent automated tabulation audit.

Comprehensive Audit

The goal of the comprehensive audit is to verify that an election is fair and accessible for all voters and the integrity of the election process can be established and is accomplished by ensuring that the local boards are adequately performing tasks as required by State law and regulations.

After each election, SBE conducts the comprehensive audit and sends to each local board an audit report. Findings from inquiries will determine the local boards' compliance with election laws and regulations prior to and following elections. The audits are conducted by reviewing data and information in State databases or documents submitted by the local boards. In addition, SBE may

---

[70] While preparing for the recount, the Frederick County Board of Elections discovered a discrepancy in the total number of votes in the certified results and the number of accepted mail-in and provisional ballots. This discovery triggered a further review of the ballots cast in Frederick County. The review found that about 100 ballots were scanned more than once and four provisional ballots had not been presented at a canvass. On August 10, 2022, the Frederick County Board of Elections decertified the primary election results and with support from other local boards, rescanned over 16,500 mail-in and provisional ballots. SBE arranged for additional voting equipment to be delivered to the Frederick County Board of Elections and provided on-site technical support during the rescan. After the rescan, the Frederick County Board of Elections recertified the election results. The initial margin between the two candidates seeking the Democratic nomination for Council District 3 was three votes, but after the rescan, it was one vote or 0.02%.

inspect records, observe office operations, observe voting equipment testing, and attend and evaluate election judges' training.

The comprehensive audit has three main topics – voting system, polling place operations, and canvassing and post-election audits and reconciliation – with areas of inquiry for each topic. The status of several critical audits are below.

1. Compare the number of ballots received by a local board against the number of ballots presented for counting.

    This audit is performed by comparing the number of ballots received by a local board against the number of ballots the local board of canvassers counted during the canvassing process. The "received" data is exported from the database used to manage the mail-in ballot process, and the number of ballots presented for canvassing is obtained from the local boards' canvassing minutes.

    At the time of this report, SBE is reviewing the canvassing minutes provided by the local boards and comparing them against the number of ballots received.

2. Compare the number of ballots presented each day for counting against the number of ballots that were accepted and rejected that day

    When ballots are presented to the local board of canvassers, the local board follows the requirements of State law and regulations when deciding to either accept or reject ballots. The number of accepted ballots and rejected ballots, as well as the reasons for rejections, are recorded in both the canvassing minutes and the database used to manage the mail-in ballot process. As part of the comprehensive audit, the number of ballots presented for counting as recorded in the minutes is compared against the number of ballots accepted and rejected in the database.

    At the time of this report, SBE is reviewing the canvassing minutes provided by the local boards and comparing them against the data in the database.

3. Compare the number of ballots and election results by scanner against the number of ballots and results in the attributable to that scanner in the voting system's central database

    Called the vote system verification audit, this audit demonstrates that results in the voting system's central database and results printed by the scanners are the same. After each election, the local boards verify the voting system's vote-counting capabilities by auditing

the aggregated number of ballots scanned and results from all scanners used on election day and a randomly selected day of the canvass against the results for the same scanners as reported by the voting system's central database. Any discrepancies between the scanners and the central database must be investigated.

For the 2022 Primary Election, no discrepancies between the voting system and the results printed by the scanners have been identified.

Independent Ballot Tabulation Audit

Following the 2022 Primary Election, SBE conducted automated ballot tabulation audits in each jurisdiction to verify the accuracy of the voting system's results.[71] A post-election tabulation audit is not a canvass or a recount; it is used to verify that the voting system accurately tallied votes and that the winners of each contest were called correctly. For this election, SBE contracted with The Clear Ballot Group, a Boston-based elections technology company.

The post-election tabulation audit is conducted using ballot images. Using ballot images allows election officials to maximize the technological functions of the voting system while minimizing human error and eliminating chain of custody issues by using securely stored ballot images, rather than voted paper ballots. The use of ballot images removes the need for election officials to physically handle or count voted ballots unless a petition for a recount or other judicial challenge is granted.

To conduct this audit, the local boards transmit all of the ballot images to Clear Ballot, and Clear Ballot retabulates them. Clear Ballot then compares their results against the results generated by the voting system and identifies any differences. SBE previously established that an unexplained discrepancy greater than 0.5% between the two sets of results for any given contest would trigger additional auditing before the local board could certify the election.[72]

With this audit, State and local election officials and other interested individuals can sort contests, ballot, and precinct reports, review images of contests and ballots, and provide detailed information about how each ballot image was adjudicated.

Audit Process

The local boards first sent Clear Ballot the images of all ballots cast and counted at early voting centers and at election day polling places. This was Phase 1. When Clear Ballot received the ballot images, Clear Ballot:

- Transferred the ballot images into an audit database for that jurisdiction;

---

[71] This audit is required by Election Law Article, §11-309 after each statewide primary and general election.
[72] *See* Regulation 33.08.05.08C of the Code of Maryland Regulations.

- Tabulated the ballot images from Phase 1;
- Resolved unreadable ballots;
- Performed an audit database review; and
- Sent to the State Board a Preliminary Statement of Votes Cast.

Once the Preliminary Statement of Votes Cast was received, SBE provided Clear Ballot with election results from all early voting ballots and all ballots cast and counted at election day polling places. The delay in sending the Phase 1 results is intentional. It creates a "blind" audit, which means that Clear Ballot provides its results without knowing the results from the voting system. Clear Ballot uses the results from Phase 1 to create various reports comparing the two sets of results.

After the mail-in ballots and provisional ballots were counted, the local boards sent Clear Ballot images of all ballots. This is Phase 2 of the audit. Clear Ballot tabulated these ballot images, resolved unreadable ballots, and generated a Comparison of Votes Cast for all ballots cast in the election.

Reports Produced by Clear Ballot

Clear Ballot produces for each county four audit reports.

- Comparison of Cards Cast for by Counter Group: This report compares the number of ballots counted on election day, mail-in ballots, and provisional ballots against the number of ballots tabulated by Clear Ballot. This ensures that the same number of ballots was tabulated by both systems.
- Comparison of Ballots Cast by Precinct: This report compares the number of ballots cast in each precinct against the number of ballots tabulated during the audit. This is another way to ensure that the same number of ballots are tabulated by both systems.
- Comparison of Votes Cast: This report compares for each contest the results from the voting system against the audit results and identifies possible discrepancies by candidate.
- Contest Vote Discrepancy Threshold Report: This report shows – by contest – the number of vote differences between the two systems and the vote difference as a percentage.

Results of Independent, Automated Tabulation Audit

The completed audits show there are no variances greater than 0.5% between the voting system results and the audit results.[73]

---

[73] Results from the post-election ballot tabulation audit are available at
https://elections.maryland.gov/voting_system/ballot_audit_plan_automated.html

Considerations for Future Elections

State and local election officials will continue to release results from local contests when all voters in that jurisdiction are inside the voting locations but withhold results from federal and state contests until all voters in the State are inside the election day polling places.

Looking to the 2022 General Election and Future Elections

Throughout this report, there are considerations for future elections. Some of these considerations can be undertaken by State and local election officials, while a few require action by the Maryland General Assembly. As election officials are preparing for the upcoming and future elections, these considerations will be incorporated into the planning and decision-making process.

At the time of this report, State and local election officials are preparing for the 2022 General Election. Voting locations have been secured, the statewide voter education has started, ballots are being printed, ballot packets are being produced and mailed, voting equipment is being tested, and election judges are being recruited. A similar report will be produced after the 2022 General Election.

Appendices

Appendix 1: Turnout Information

Official Turnout (By Party and County)
Election: 2022 Gubernatorial Primary Election
Election Date: July 19, 2022
As of: August 18, 2022

Statewide

LBE	Election Day	Early Voting	Vote By Mail	Provisional	Eligible Voters	TURNOUT
Allegany	7,235	1,130	2,897	185	43,515	26.31%
Anne Arundel	44,630	11,466	32,406	2,762	302,714	30.15%
Baltimore City	40,591	13,974	34,577	5,307	393,679	23.99%
Baltimore County	59,378	24,731	49,798	4,686	488,894	28.35%
Calvert	9,942	4,153	5,897	472	67,778	30.19%
Caroline	3,559	1,257	890	172	16,712	35.17%
Carroll	20,086	6,385	9,747	643	127,032	29.02%
Cecil	7,839	2,627	3,586	335	70,023	20.55%
Charles	13,013	5,219	7,880	888	120,311	22.44%
Dorchester	3,413	1,092	1,517	107	19,357	31.66%
Frederick	26,998	6,415	15,674	1,155	193,203	26.00%
Garrett	4,420	1,372	1,204	89	20,360	34.80%
Harford	29,016	8,986	12,096	804	174,035	29.25%
Howard	29,889	10,443	20,567	1,633	228,019	27.42%
Kent	2,557	935	1,282	80	13,768	35.26%
Montgomery	72,619	24,578	75,730	8,366	670,472	27.04%
Prince George's	54,562	30,115	47,195	8,703	508,978	27.62%
Queen Anne's	5,200	2,627	2,281	206	38,915	26.50%
Saint Mary's	10,663	4,433	4,946	406	74,991	27.27%
Somerset	1,825	603	702	91	11,470	28.08%
Talbot	3,955	2,479	2,542	223	22,334	41.19%
Washington	12,658	3,081	5,912	510	74,665	29.68%
Wicomico	7,651	2,958	4,123	132	65,026	22.86%
Worcester	5,658	1,207	2,664	212	32,654	29.83%
TOTAL	**477,357**	**172,266**	**346,113**	**38,167**	**3,778,905**	**27.36%**

Appendix 2: Timeline of Key Dates

- December 6, 2021: The General Assembly convened in special session to consider two congressional redistricting plans. The plan developed by the General Assembly's Legislative Redistricting Advisory Committee was introduced as Senate Bill 1 and House Bill 1, and the Governor's plan was introduced as Senate Bill 2 and House Bill 2.

- December 8, 2021: The General Assembly passed House Bill 1.

- December 9, 2021: The Governor vetoed House Bill 1. On the same day, the General Assembly overrode the veto. House Bill 1 was enacted as Chapter 32 (2021).

- December 21 and 23, 2021: Lawsuits challenging the congressional plan (enacted as Chapter 32 (2021)) were filed in the Anne Arundel County Circuit Court.

- February 11, 2022: In response to the litigation filed challenging the legislative plan, the Court of Appeals of Maryland ordered changes to candidacy-related deadlines. The order changed the deadline for filing certificates of candidacy to March 22, 2022 at 9 pm; the deadline for candidates to withdraw a certificate of candidacy to March 24, 2022; the deadline to fill a vacancy in candidacy to March 28, 2022; and the deadline to challenge a candidate's residency to March 29, 2022.

- March 15, 2022: The Court of Appeals ordered the 2022 Primary Election scheduled for June 28, 2022, be moved to July 19, 2022. The order also changed the deadline for filing certificates of candidacy to April 15, 2022 at 9 pm; the deadline for candidates to withdraw a certificate of candidacy to April 18, 2022; the deadline to fill a vacancy in candidacy to April 20, 2022; and the deadline to challenge a candidate's residency to April 21, 2022. The order also granted the State Board of Elections the authority to adjust any deadlines related to certifying, displaying, and printing ballots.

- March 15 - 19, 2022: The Anne Arundel County Circuit Court held a trial on the congressional plan.

- March 25, 2022: The Anne Arundel County Circuit Court declared the 2021 Congressional Redistricting Plan to be unconstitutional and enjoined its enforcement. The Court issued an order providing the General Assembly the opportunity to develop a new congressional Plan.

- March 30, 2022: In the lawsuit challenging the congressional plan, the defendants appealed the decision by the Circuit Court for Anne Arundel. On the same day, the plaintiffs filed notice of cross-appeal.

- April 1, 2022: The Court of Appeals ordered that a writ of *certiorari* be issued, the appeal in the litigation challenging the congressional plan be transferred to the Court's September 2021 docket, and consolidated the appeals. The Court set the case for argument on April 12, 2022.

- April 4, 2022: The General Assembly enacted Senate Bill 1012, a revised congressional plan, and the Governor signed the bill. The revised congressional plan was enacted as Chapter 16 (2021). Both parties filed notices to dismiss the appeals, and the Court of Appeals ordered that the litigation filed against the congressional plan be dismissed.

  On the same day, the Court of Appeals' Special Magistrate issued his report related to the lawsuit challenging the legislative plan.

- April 13, 2022: The Court of Appeals ordered that the Legislative Redistricting Plan of 2022 enacted as Senate Joint Resolution 2 on January 27, 2022 should be used for implementing the State of Maryland's legislative redistricting plan and confirmed the deadlines it established in its March 15, 2022 order and authorized SBE to set a new deadline to challenge a candidate's residency.

- April 15, 2022: Deadline for candidates to file for office. This date was revised by the Court of Appeals' March 15, 2022, order.

- April 18, 2022: Deadline to candidates to withdraw a certificate of candidacy

- April 20, 2022: Deadline to fill a vacancy in candidacy

- April 21, 2022: Deadline to challenge a candidate's residency

- June 4, 2022: Deadline under federal law to transmit mail-in ballots to requesting military and overseas voters

- July 7 - 14, 2022: Early voting period

- July 19, 2022: Primary Election Day

Appendix 3: Voter Education Campaign - Sample Graphics
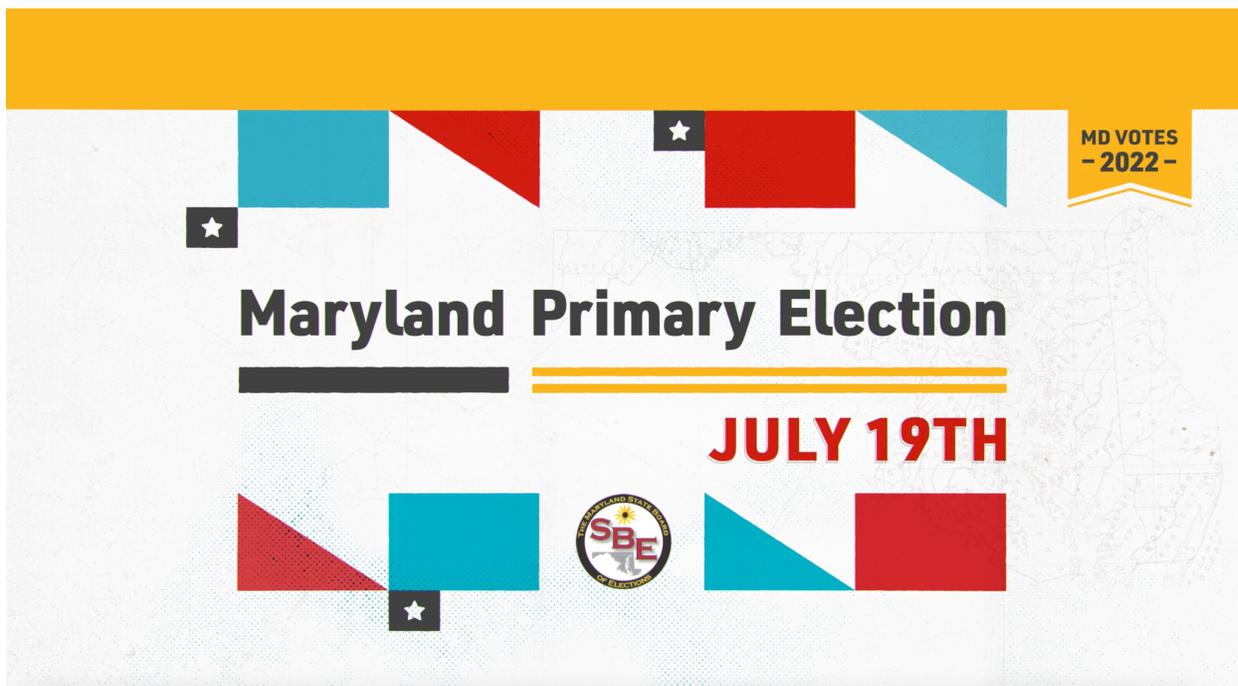
To watch the 30-second ad, click the image.

Maryland's 2022 Primary Election is July 19

MD VOTES – 2022 –

You have three ways to vote:

1. VOTE BY MAIL
Request your ballot by **July 12**
Ballots must be postmarked by **8 p.m. on July 19**

2. VOTE BY DROPBOX
Request your ballot by **July 12**
Return it to a dropbox by **8 p.m. on July 19**

DROP BOX

3. VOTE ON ELECTION DAY
Go to your assigned polling place between **7 a.m. and 8 p.m.** on

JULY 19

For information about voter registration, voting and dropbox locations, and more, visit **vote.md.gov/2022**.
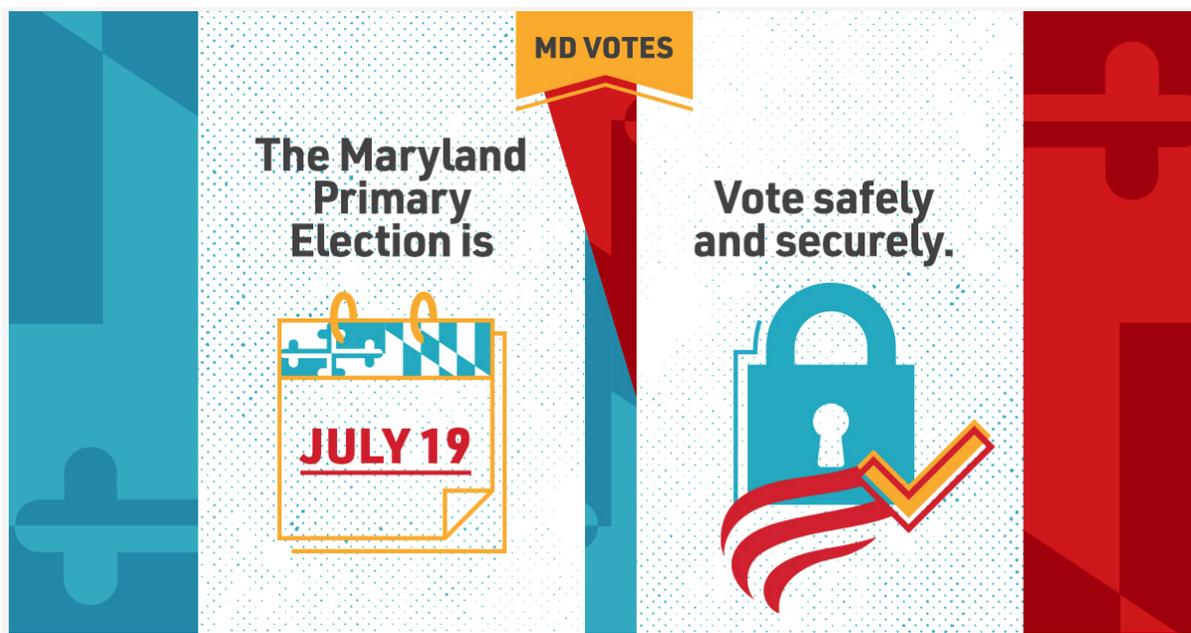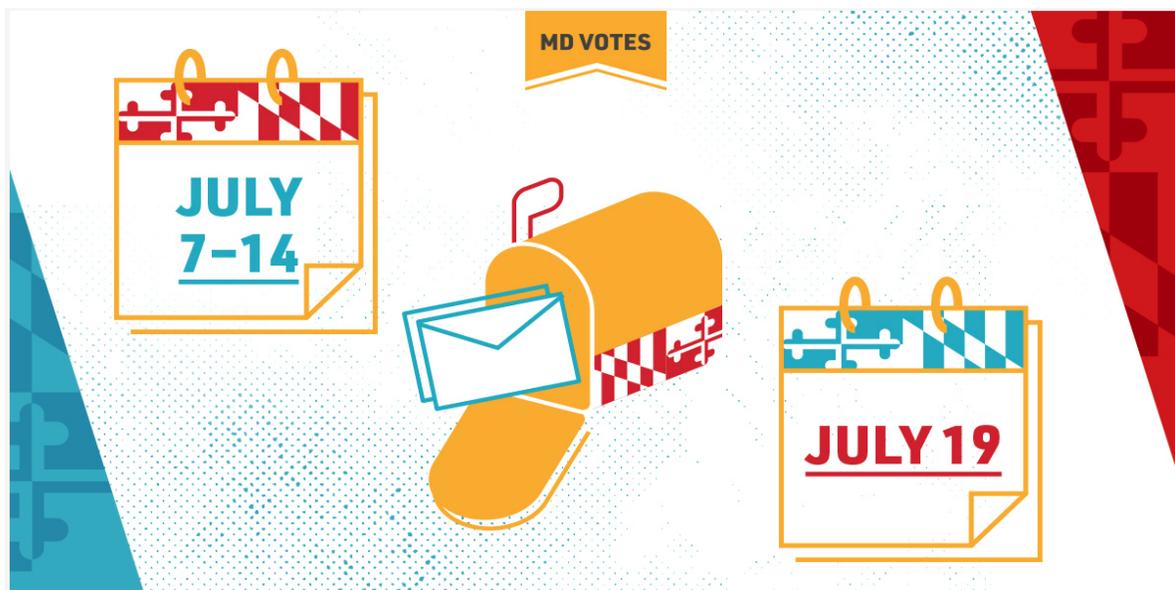
MD VOTES

THE MARYLAND PRIMARY ELECTION

Ballots must be postmarked or placed in a dropbox by

8 P.M. on JULY 19

DROP BOX

Election Day

Registration Deadline

Dropbox

Vote Early Dates

Mailbox

Dropbox and Mailbox

Dropbox

Vote Securely

Registered to Vote

Appendix 4: Sample Early Voting Center Maps

These maps show proposed early voting centers for Anne Arundel County with precincts shaded to represent voter turnout and minority population.

THE MARYLAND STATE BOARD
SBE
OF ELECTIONS

Anne Arundel County Board of Elections
6740 Baymeadow Dr, Glen Burnie, MD 21060

Gladys D Greene Banquet Hall
898 Airport Park Road, Suite 207, Glen Burnie, MD 21061

Laurel Park Race Track
198 Laurel Race Track Rd, Laurel, MD 20725

Arundel Middle School
1179 Hammand Ln, Odenton, MD 21113

Magothy River Middle School
241 Peninsula Farm Rd #1052, Arnold MD 21012

Crofton High School
2291 Davidsonville Rd, Gambrills, MD 21054

Annapolis Middle School
1399 Forest Dr, Annapolis, MD 21403

Central Middle School
221 Central Ave E., Edgewater, MD 21037

Deale Elks Lodge
6022 Drum Point Rd, Deale, MD 20751

BALTIMORE COUNTY
BALTIMORE CITY
BALTIMORE COUNTY

Ferndale
Glen Burnie
Riviera Beach
Pasadena
Severn
Severna Park
Odenton
Laurel
Arnold
ANNE ARUNDEL COUNTY
Greenbelt
PRINCE GEORGE'S COUNTY
Lanham
Crofton
Bowie
Annapolis
Chesapeake Bay
Dunkirk
CALVERT COUNTY

ANNE ARUNDEL COUNTY

● Proposed Early Voting Center

◯ 5 mile buffer

Voter Turnout*:

County Average — Above Average

Below Average (for one election)

Below Average (for two elections)

Below Average (for three elections)

Below Average (for four elections)

*Based on analysis of 2018 and 2020 Gubernatorial and Presidential elections.

SCALE: 0   2   4   6   8 miles

THE MARYLAND STATE BOARD
SBE
OF ELECTIONS

Anne Arundel County Board of Elections
6740 Baymeadow Dr, Glen Burnie, MD 21060

Gladys D Greene Banquet Hall
898 Airport Park Road, Suite 207, Glen Burnie, MD 21061

Laurel Park Race Track
198 Laurel Race Track Rd,
Laurel, MD 20725

Arundel Middle School
1179 Hammand Ln, Odenton, MD 21113

Magothy River Middle School
241 Peninsula Farm Rd #1052, Arnold MD 21012

Crofton High School
2291 Davidsonville Rd, Gambrills, MD 21054

Annapolis Middle School
1399 Forest Dr, Annapolis, MD 21403

Central Middle School
221 Central Ave E., Edgewater, MD 21037

Deale Elks Lodge
6022 Drum Point Rd, Deale, MD 20751

BALTIMORE COUNTY
BALTIMORE CITY
BALTIMORE COUNTY
Ferndale
Glen Burnie
Riviera Beach
Pasadena
Severn
Odenton
Severna Park
Laurel
Arnold
PRINCE GEORGE'S COUNTY
Greenbelt
ANNE ARUNDEL COUNTY
Lanham
Crofton
Bowie
Annapolis
Chesapeake Bay
Dunkirk
CALVERT COUNTY

ANNE ARUNDEL COUNTY

● Proposed Early Voting Center

○ 5 mile buffer

Minority Population*:

Above Average 67.5%–83.9%

Above Average 53.0%–67.4%

Above Average 44.5%–52.9%

Above Average 36.3%–44.4%

County Average 35.8% — Below Average

*Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, Hispanic or Latino, some other race, or two or more races, from Census 2020.

SCALE: 0   2   4   6   8 miles

Appendix 5: Excerpts from University of Baltimore usability report

Best practices for translated voting materials

For instructions and forms that require sustained attention and action, English and Spanish versions should be presented in separate sections, side by side (as seen on the right).

If the information is too long for a single sheet of paper, the two versions can be on separate pieces of paper (as seen on the previous page).

Before and After: Request instructions (overview)

- **Simplified language and process**
- **Included logo to make it look more official (and match design of other forms)**
- **Increased visual hierarchy & white space**
- **Added QR codes to OLVR and track request status**

Original Version

12/14/2021 Version

Before and After: Request form as approved in July 2021

- **Reorganized order of questions**
- **Standardized font and size**
- **Increased white space and added visual cues for input**

Original Version

07/26/2021 Version

Before and After: Contact sheet

Main change: Created bilingual version with white background for increased visual contrast

2020 Version

12/15/2021 Version