## COUNTING VOTES

# AT THE SPRING PRIMARY, SPRING ELECTION \& GENERAL ELECTION 

## Statutory Authority

The information in this document was prepared by the staff of the Wisconsin Elections Commission and represents the staff's interpretation of the application of the law set out in Wis. Stat. § 7.50(2), to the general situations described. Election inspectors and candidates should review the law or consult an attorney about any specific application of the law. Any questions about the information contained in this document should be directed to the Wisconsin Elections Commission Help Desk at 608-261-2028 or via email at elections@wi.gov.

## Public Counting

The counting of votes is always done publicly after the polls close at 8:00 p.m. Vote counting is performed by the election inspectors. The governing body of a municipality may also appoint tabulators to assist election inspectors in the counting of votes. Any person, including candidates at the election, may observe the counting of votes.

## Voter Intent

When a voter has marked a ballot in a way that does not clearly indicate his or her voting objective, the election inspectors must attempt to determine the voter's intention. All inspectors must be part of the determination process, and the majority must agree that the voter's intention can or cannot be determined. Even though tabulators may be used to assist in counting, the decision on how to treat a questionable ballot is made by the election inspectors.

One common example of when a determination of voter intent and the validity of a ballot must be made is when an elector has overvoted an office on the ballot. If a majority of the inspectors agree that the voter's intention can be determined, the vote for that office is counted as the majority decided. If a majority of the inspectors agree that a determination of intent cannot be made and the office has truly been overvoted, the ballot is treated as an overvote for that office only. A record is made on the Inspectors' Statement (EL-104) that a vote was not counted for that office because of an overvote. All other offices on that ballot must be counted if voter intent can be determined.

## Defective, 'Objected To' and Rejected Ballots

Whenever a ballot is found to be defective, is objected to, or is rejected, the ballot must be identified with a number and set aside. A notation must be made on the Inspectors' Statement (EL-104).
"Defective" Ballot: A ballot that is damaged, overvoted or otherwise impossible to determine voter intent.
"Objected To" Ballot: A ballot on which one or more offices are defective and a minority of inspectors disagree with the intent determination of the majority.

Rejected Ballot: An absentee ballot which does not contain the signatures of the voter and the signature and address of a witness. A ballot is also rejected if the certificate envelope contains more than one marked ballot of the same type.

When there is a question on how a vote should be counted because the choice(s) is not clearly marked as prescribed by the instructions on the ballot, the decision is made by a majority of the election inspectors.

## Counting Paper Ballots

Accuracy is essential whether votes are electronically tabulated or counted by hand. Manually counting ballots requires patience, attention to detail and an understanding of the statutes that govern determining voter intent. Election inspectors should familiarize themselves with the proper procedures for counting votes marked on hand-count paper ballots as set out in the "Counting Ballots" section of the Election Day Manual for Wisconsin Election Officials. To alleviate fatigue and assure accuracy, all election inspectors and tabulators should participate in counting votes. The duties should be rotated among all inspectors and tabulators for each different type of ballot or for each office to be counted.

## Special Considerations Where Optical Scan (OS) Voting Systems are Used

## Write-in Votes

Since the law does not require a voter to mark a square, arrow or oval to vote for a writein candidate, care must be taken to assure that eligible write-in votes are counted when the elector fails to mark a square/arrow/oval next to the write-in line. It is equally important to ensure that write-in votes counted by an electronic tabulator are eligible to be counted. (See the "Write-in Votes" section of this manual.)

The decision-making capability of optical scan voting equipment is limited. The voting equipment "decides" a vote based on its assessment of the marks placed on the ballot by the voter. The optical scan voting equipment may not "see" a write-in vote when the square/arrow/oval has not been marked. (Companies currently marketing OS equipment claim the ability to program the equipment to identify write-in votes where the appropriate square/arrow/oval has not been marked, but this feature has not been tested by the WEC). The OS voting equipment cannot differentiate between registered and nonregistered write-in candidates, nor is it able to determine whether write-in votes are eligible to be counted. Therefore, inspectors must examine each ballot to determine if a write-in vote has been cast and if that vote has been counted properly or improperly. See the "Counting Votes/Optical Scan Ballots" section of the Election Day Manual for Wisconsin Election Officials.

In a case where a voter has marked the square/arrow/oval next to a ballot candidate and has also written in a name but did not mark the square/arrow/oval next to the writein line, the equipment will "see" only the vote marked for the ballot candidate and record that vote. In this case, the inspectors must adjust the machine tape to subtract one vote from the ballot candidate's total and then determine the eligibility of the vote for the write-in candidate. See the "Counting Votes/Optical Scan Ballots" section of the Election Day Manual for Wisconsin Election Officials and the "Write-in Votes" section of this manual.

## Overvoted Ballots - If voter intent can be determined

When an optical scan ballot has been overvoted but the intent of the voter can be determined, the ballot must be remade. Two election inspectors transfer the votes onto a new ballot, duplicating the votes as they were marked by the voter on the original ballot, except that the office(s) that has been overvoted is marked to reflect the intent of the voter. The original ballot is assigned a serial number, starting with 1, and labeled "Original Ballot 1." The duplicated ballot is marked with the same serial number and labeled "Duplicate Ballot 1." The duplicate ballot is put through the electronic equipment and the original ballot is preserved in the Original Ballots envelope.

## Overvoted Ballots - If voter intent cannot be determined

When an optical scan ballot has been overvoted but voter intent cannot be determined, the overvoted ballot is remade* by two election inspectors exactly as the voter marked the original ballot, except that the overvoted office(s) is left blank. The original ballot is assigned a serial number, starting with 1, and labeled "Original Ballot 1." The duplicated ballot is marked with the same serial number and labeled "Duplicate Ballot 1." The duplicate ballot is put through the electronic equipment and the original ballot is preserved in the original ballots envelope.
*If the optical scan equipment is equipped with an "override" feature, and the municipality has approved the use of the override feature, a ballot for which intent cannot be determined may be overridden. The voting equipment will not count votes for overvoted contests, but will count votes for all other properly marked contests.

For further instruction, see the "Processing Overvoted and Crossover Voted Ballots" section of the Election Day Manual for Wisconsin Election Officials.

## WRITE-IN VOTES

## Write-in Stickers

Some of the examples of write-in vote irregularities refer to write-in stickers. Although 2015 Act 37 removed the language in Wis. Stat. § 7.50 relating to affixing a write-in sticker on a ballot, the Act did not specifically prohibit the use of write-in stickers. If a
write-in sticker is affixed to a ballot, the inspectors must treat it in the same as any other write-in vote.

## Determining Eligibility of Write-in Votes

Counting votes in an office where write-in votes are present can be complicated and requires a step-by-step approach to systematically separate which write-in votes are "eligible" for counting and which are "ineligible." The following four principles will assist you in determining write-in vote eligibility and whether marked ballot candidates can be considered.

## The Four Principles for Determining Eligibility of Write-in Votes

1. If the number of ballot candidates for a given office is equal to or greater than the number of seats to be filled-

Only votes for registered write-in candidates are eligible for counting. (A ballot candidate whose name is written in under a different office than the office where the candidate's name is printed cannot be counted because he or she is not a registered write-in candidate for that office.)
2. If there are fewer ballot candidates for a given office than the number of seats to be filled-

## All write-in votes are eligible for counting.

(A ballot candidate whose name is written in under a different office than the office where the candidate's name is printed is counted in this situation.)
3. If there are any ballot candidates for a given office and one or more has passed away-

## All write-in votes are eligible for counting.

(A ballot candidate whose name is written in under a different office than the office where the candidate's name is printed is counted in this situation.)
4. If there are enough write-in votes to fill the number of seats up for election (regardless of the eligibility of the write-in votes)-

## Votes for ballot candidates may not be considered.

Note: In nonpartisan elections such as the spring primary and spring election, a ballot candidate's name may be written in under an office other than where the name is printed.

## Examples of Write-in Scenarios

Using the following examples, determine how each ballot should be counted by answering the four questions that follow each example. (The answers are provided in the four principles listed above.)


Question 1: How many votes is the voter entitled to cast? (Refer to the ballot instructions.)

- Two. The instructions are "Vote for not more than 2."
- The voter has cast a vote for 3 candidates, which is one too many.

Question 2: Are all write-in votes eligible for counting or only votes cast for registered write-in candidates? (Refer to Principle 1.)

- There are 2 positions to be filled and 2 ballot candidates.
- Only votes for registered write-in candidates are eligible to be counted.

Question 3: Is the write-in candidate registered?

- Rusty Pipe is a registered write-in candidate. The vote for Rusty Pipe is counted.
- The voter is entitled to one more vote.

Question 4: Are there enough write-in votes to fill the seats up for election? (Refer to Principle 4.)

- No. There are 2 positions to be filled and only one write-in vote. There are not enough write-in votes to fill the 2 positions. Ballot candidates can be considered.
- There are two marked ballot candidates, and the voter is entitled to only one more vote. It is impossible to determine which ballot candidate the voter intended to vote for. Neither marked ballot candidate may be counted.

Final result

- There are 3 votes marked. The write-in vote for Rusty Pipe is the only vote counted for this office. Record Rusty's vote on the write-in tally sheet.
- The voting equipment has recorded this office as overvoted-no votes were recorded by the voting equipment.
- Adjust the tape to reflect a write-in vote.

| Village Trustee |  |  |
| :--- | :--- | :--- |
|  |  |  |
| Mark Mywords | 0 |  |
| Shirley Ugest | 0 |  |
| Write-in | 0 | $\mathbf{+ 1}$ |

- The reason for the adjustment is recorded on the Inspectors' Statement (EL-104).


## Example 2



Question 1: How many votes is the voter entitled to cast? (Refer to the ballot instructions.)

- Two. The instructions are "Vote for not more than 2."
- The voter has cast votes for 3 candidates; 1 ballot candidate and 2 write-in candidates.

Question 2: Are all write-in votes eligible for counting or only votes cast for registered writein candidates? (Refer to Principle 2.)

- There are 2 positions to be filled and only 1 ballot candidates.
- All write-in votes are eligible to be counted.


## Question 3: Are the write-in candidates registered?

- In this case, this question is irrelevant because question 2 determined that all write-in votes are eligible.
- The votes for the two write-in candidates are counted.

Question 4: Regardless of eligibility for counting, are there enough write-in votes to fill the seats up for election? (Refer to Principle 4.)

- Yes. There are 2 positions to be filled and 2 write in votes.
- There are enough write-in votes to fill the 2 positions. Marked ballot candidates may not be considered.
- The voter is not entitled to any more votes.

Final result

- The votes for the two write-in candidates are counted for this office. Record the write-in votes on the tally sheet.
- The voting equipment has recorded a vote for the ballot candidate, Ida Thotso.
- On the tape, the inspectors subtract a vote from Ida's total and add 2 writein votes.

| Village Trustee |  |  |
| :--- | :--- | :--- |
| lin Thotso |  |  |
| Ida | $\mathbf{- 1}$ |  |
| Writer-in | 0 | $\mathbf{+ 2}$ |

- The reason for the adjustment is recorded on the Inspectors' Statement (EL-104).


## Example 3

Village Trustee
Vote for not more than 3
Helen Wheels
Wanda Round
Randy Sailor
Bill Melator
Fannie Hill
Heywood Jabuzzoff
4 ballot candidates for a 3-seat office.
Bill Melater is deceased.
Fanny is a registered write-in candidate; Heywood is not.

Question 1: How many votes is the voter entitled to cast? (Refer to the ballot instructions.)

- Three. The instructions are "Vote for not more than 3."
- The voter marked 2 ballot candidates and wrote-in 2 names.

Question 2: Are all write-in votes eligible for counting or only votes cast for registered writein candidates? (Refer to Principle 3.)

- There are 3 positions to be filled and 4 ballot candidates, but 1 is deceased.
- All write-in votes are eligible to be counted.

Question 3: Are the write-in candidates registered?

- In this case, this question is irrelevant because question 2 determined that all write-in votes are eligible.
- The votes for the two write-in candidates are counted.

Question 4: Are there enough write-in votes to fill the seats up for election? (Refer to Principle 4.)

- No. There are 3 positions to be filled and 2 write in votes.
- There are not enough write-in votes to fill the 3 positions. Marked ballot candidates may be considered.
- The voter is entitled to one more vote, but has marked 2 ballot candidates. Neither ballot candidate vote may be counted.


## Final result

- Only the votes for the two write-in candidates are counted for this office. Record 1 vote each for Fannie and Heywood on the tally sheet.
- The voter is entitled to one more vote, but 2 ballot candidates have been marked. No ballot candidates may be counted.
- The voting equipment has recorded 1 vote each for ballot candidates Wanda and Bill and 1 write-in vote.
- The inspectors must subtract 1 vote each from Wanda and Bill and add 1 write-in vote.

| Village Trustee |  |  |
| :--- | :--- | :--- |
| Wanda Round | 1 | $\mathbf{- 1}$ |
| Randy Sailor | 0 |  |
| Bill Melator | 1 | $\mathbf{- 1}$ |
| Write-in | 1 | $\mathbf{+ 1}$ |

- The reason for the adjustment is recorded on the Inspectors' Statement (EL-104).

More examples of counting votes for offices that contain write-in votes may be found at the end of this manual.

## Write-in Vote Irregularities

When a voter casts a write-in vote in a manner inconsistent with the ballot instructions for casting a write-in vote, or the write-in vote is deficient to cause the inspectors to question the voter's intent, the vote is described as "irregular." An irregularity can be caused by failure of the voter to follow instructions, less-than-legible handwriting, inadequate erasures, indicating a candidate preference with unconventional or stray marks, etc. An irregular vote may be counted if the intent of the voter can be determined.

Below are several examples of write-in vote irregularities. These are general examples that apply for all types of elections.

## General Situations

## Count Write-in Votes When:

1. The name of the person is misspelled, but the intent of the voter can be reasonably determined.
2. The name of the person is abbreviated, but the intent of the voter can be reasonably determined.
3. A name contains a wrong initial or an initial is omitted. Example: The write-in candidate is Jonathan L. Seagull. The voter writes in Jonathan T. Seagull or Jon Seagull.
4. Only the last name of a person is written in. Count the vote if:

- The person is a registered write-in candidate and/or
- The intent of the voter can be reasonably determined.

5. The voter did not make an $X$ or other mark, fill in a square or oval, or complete an arrow next to the write-in line:

- No mark is required next to the write-in line to cast a write-in vote.

6. A sticker containing the name of a registered write-in candidate and the office sought is placed on the face of the ballot, but not in a particular office space.

- The sticker is counted for the name and office listed on the sticker.


## Do Not Count Write-in Votes When:

1. A name is misspelled or abbreviated and the intent of the voter cannot be reasonably determined.
2. A write-in sticker is placed on the endorsement (back) side of a paper ballot.
3. A write-in sticker is found in the ballot box and is not attached to any ballot.
4. The instruction on the ballot is "Vote for one" and the name of more than one person has been written in for a single office.

- This is an overvote. No votes are counted for that office.

5. The instruction on the ballot is "Vote for one" and the name of more than one person has been written in for an office and a vote has also been cast for a ballot candidate for the same office.

- This is an overvote and no votes are counted for that office.


## Write-in Votes for Ballot Candidates

A write-in vote for a ballot candidate in the same office where the candidate's name is listed as a ballot candidate:

1. The name of a ballot candidate is written in under the office where his or her name is printed on the ballot.

- The write-in vote is counted and added to the total votes cast for the candidate as a ballot candidate.

2. The voter marks a box/arrow/oval for a ballot candidate and then writes in that ballot candidate's name for the same office.

- Only one vote is counted for the candidate.

Write-in votes for a ballot candidate in an office other than where the candidate's name is listed as a ballot candidate:

## Nonpartisan Primaries and Elections

1. The name of a ballot candidate is written in under a different office than the office where his or her name appears as a candidate.

- The write-in vote may be counted if the office under which the name is written has fewer ballot candidates than positions to fill or one or more ballot candidates has passed away. (Refer to Principles 2 and 3.)


## Partisan General Election

1. A ballot candidate's name is written in under a different office than the office where his or her name appears as a candidate.

- The write-in vote may not be counted.


## Counting Write-in votes for Governor and/or Lieutenant Governor at a General Election

If an elector writes in the name of a ballot candidate or registered write-in candidate for lieutenant governor but does not write in a name of a candidate for governor, a vote is counted for the candidate for lieutenant governor.

If an elector writes in the name of a ballot candidate or registered write-in candidate for governor but does not write in a name of a candidate for lieutenant governor, a vote is counted for the candidate for governor.

However, a write-in vote for governor shall not be added to the votes of the same candidate if there are different combinations of governor/lieutenant governor. For example:

- a write-in vote for Mary Jones for governor and Samuel Smith for lieutenant governor may not be added to a write-in vote for Mary Jones for governor with a different candidate for lieutenant governor or no candidate for lieutenant governor.
- a write-in vote for Mary Jones for governor and Samuel Smith for lieutenant governor may not be added to a write-in vote for Samuel Smith for lieutenant governor with a different candidate for governor or no candidate for governor.
- a write-in vote for Mary Jones for governor may not be added to a write-in vote for Mary Jones for governor with a different candidate for lieutenant governor.
- a write-in vote for Samuel Smith for lieutenant governor may not be added to a write-in vote for Samuel Smith for lieutenant governor with a different candidate for governor.

In these situations, the write-in votes are listed separately on the tally sheet for each combination of candidates.

| Write-in Candidates <br> Governor/Lt. Governor | Counted as vote for |  |  |
| :--- | :--- | :--- | :--- |
|  | Team | Governor | Lt. Governor |
| Mary Jones / Samuel Smith | Mary Jones / Samuel Smith |  |  |
| Mary Jones / Jack Frost | Mary Jones / Jack Frost |  |  |
| Mary Jones / No Candidate |  | Mary Jones |  |
| Robin Bird / Samuel Smith | Robin Bird / Samuel Smith |  |  |
| Jay Blue / Samuel Smith | Jay Blue / Samuel Smith |  |  |
| No Candidate / Samuel Smith |  |  | Samuel Smith |

## Counting Write-in Votes for President and Vice President of the United States:

Each prospective write-in candidate for the offices of President and Vice-President is required to file a Declaration of Candidacy and a list of "electors." "Electors" are individuals who will support the candidate in the Electoral College should they receive the highest number of votes in Wisconsin. When the deadline for filing these documents has passed, the WEC provides a list of "registered" Presidential and Vice-Presidential write-in candidates to the municipal clerks.

Wis. Stat. § 7.50, provides direction on how votes should be counted for President and Vice-President in certain circumstances:

- A registered write-in vote for only President is counted.
- A registered write-in vote for only Vice-President is not counted.
- A write-in vote for President and Vice-President that combines the name of a registered write-in candidate with the name of a candidate on the ballot is not counted.

Following is a quick-reference guide for Tallying Write-In Votes for President/VicePresident on Election Night:

| Write-in Vote for: |  |  |
| :--- | :--- | :---: |
| Presidential <br> Candidate | Vice Presidential <br> Candidate | Vote <br> Counted? |
| Registered write-in | Registered write-in | Yes |
| Nonregistered write-in | Nonregistered write-in | No |
| Registered write-in | Nonregistered write-in | Yes |
| Nonregistered write-in | Registered write-in | No |
| Registered write-in | None | Yes |
| None | Registered write-in | No |
| Nonregistered write-in | None | No |
| None | Nonregistered write-in | No |
| Registered write--in | Ballot Candidate | No |
| Ballot Candidate | Registered write-in | No |
| Nonregistered write-in | Ballot Candidate | No |
| Ballot Candidate | Nonregistered write-in | No |
| Pres. Ballot Candidate | Running mate of Pres. <br> Candidate on Ballot | Yes |
| Pres. Ballot Candidate | Running mate of <br> another Pres. Candidate <br> on ballot. | No |

Generally, only votes for registered presidential/vice-presidential write-in candidates are required to be counted. However, there is a circumstance that would require inspectors to count votes for nonregistered write-in candidates for president/vice president:

Wis. Stat. § 8.185(1), provides that write-in votes for President/Vice-President are to be counted in two instances:

1) The candidate has filed with the Commission a list of presidential electors and a Declaration of Candidacy (a "registered write-in candidate") as discussed earlier; and
2) A nonregistered candidate who is written in for President receives $10 \%$ of the total votes cast in the ward, or the municipality if not divided into wards.

Until the 2016 Presidential Election, presidential write-in candidates, registered or not, had never gotten close to approaching the $10 \%$ threshold, so this provision was not an issue. However, the widespread movement in 2016 to write in candidates that have not been properly registered brought this rarely-used provision to the forefront. To comply with Wis. Stat. § 8.185(1), inspectors must document any nonregistered write-in candidate for President/Vice-President who appears to be receiving a large number of votes.

Before beginning to count write-in votes for President/Vice-President, the inspectors may easily determine the number of votes a nonregistered write-in candidate would need to meet the $10 \%$ threshold by taking the total number of votes cast in the ward and moving the decimal point left one digit. It will likely be obvious from your voting equipment tape whether the total number of scattering votes for President/Vice-President is even close to the $10 \%$ threshold and whether election inspectors will need to document any votes for nonregistered write-in candidates. If the number of total scattering votes is not close to the $10 \%$ threshold, the focus is only required to be given to the registered write-in candidates, as meeting the threshold would be mathematically impossible.

## Examples:

Total votes cast for president in the ward = Total votes cast for the office in the ward =

5, 280. $10 \%$ of $5,280=528$
Total votes cast for the office in the ward =
410. $10 \%$ of $410=41$
42. $10 \%$ of $42=5$

If a write-in candidate is at or close to $10 \%$ of the votes cast in the ward for the office of President/Vice-President, the votes for the candidate must be individually tallied. However, once it becomes evident that it is mathematically impossible for a non-registered write-in candidate to reach the $10 \%$ threshold, votes for that candidate no longer need to be tallied.

## Nonpartisan Election Examples

1. The instruction to the voter is "Vote for one." The voter marks the office for a ballot candidate, and then writes in the name of a nonregistered write-in candidate for the same office.

- The write-in vote is not counted.
(Principle 1: If the number of ballot candidates for a given office is equal to or greater than the number of seats to be filled, only votes for registered write-in candidates are eligible for counting.)
- The vote for the ballot candidate is not counted either.
(Principle 4: If there are enough write-in votes to fill the number of seats up for election (regardless of the eligibility of the write-in votes), votes for ballot candidates may not be considered.

2. The instruction to the voter is "Vote for not more than two." The voter marks the office for two ballot candidates, and then writes in the name of a nonregistered writein candidate for the same office.

- The write-in vote is not counted.
(Principle 1: If the number of ballot candidates for a given office is equal to or greater than the number of seats to be filled, only votes for registered write-in candidates are eligible for counting.)
- The votes for the two ballot candidates are counted.
(Principle 4: If there are not enough write-in votes to fill the number of seats up for election, regardless of the eligibility of the write-in votes, votes for ballot candidates may be considered.)

3. The instruction to the voter is "Vote for not more than two." One of the ballot candidates has passed away. The voter marks the office for two ballot candidates, and then writes in the name of a nonregistered write-in candidate.

- The write-in vote is counted.
(Principle 3: If there are any ballot candidates for a given office and one or more has passed away, all write-in votes are eligible for counting.)
- The two ballot candidate votes may be considered...
(Principle 4: If there are not enough write-in votes to fill the number of seats up for election, regardless of the eligibility of the write-in votes, votes for ballot candidates can be considered.)
- The two ballot candidate votes are not counted because the voter is only entitled to one more vote.

4. A candidate's name is printed on the ballot for an office and the voter writes in that candidate's name for a different office that has no ballot candidates.

- The write-in vote is counted for the office where the candidate's name is written.
(Principle 2: If there are fewer ballot candidates for a given office than the number of seats to be filled, all write-in votes are eligible for counting.

5. A candidate's name is printed on the ballot for an office and the voter writes in that candidate's name for a different office where the instructions are "Vote for not more than 3 " and there are 3 ballot candidates.

- The write-in vote is not counted.
(Principle 1: If the number of ballot candidates for a given office is equal to or greater than the number of seats to be filled, only votes for registered write-in candidates are eligible to be counted.)


## Partisan General Election Examples

1. A candidate's name is printed on the ballot for an office, and the voter writes in that candidate's name for a different office.

- The write-in vote is not counted.
(A write-in vote for a ballot candidate under an office other than the office where his or her name is printed on the ballot may never be counted.)

2. The name of a registered write-in candidate is written in under an office other than the office for which he or she is registered.

- The vote is not counted. At a partisan election, a registered write-in cannot be counted if written in under an office for which he is not registered.

