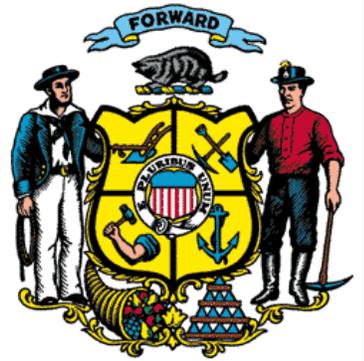




State of Wisconsin
Government
Accountability Board



**Final Report on the Impacts and Costs
of Eliminating Election Day
Registration in Wisconsin**



A Report by G.A.B. Staff

Submitted to the Government Accountability Board

February 18, 2013

<u>Table of Contents</u>		<u>Page</u>
I.	Executive Summary	1
II.	Current Voter Registration Procedures	4
	A. Registration Periods and History of Election Day Registration	4
	B. Voter Behavior and Turnout	5
III.	Voter Registration and Provisional Ballot Procedures upon Elimination of Election Day Registration	7
	A. Compliance with Help America Vote Act of 2002 (HAVA)	7
	B. Compliance with National Voter Registration Act of 1993 (NVRA)	7
IV.	Anticipated G.A.B. and Local Election Official Impacts and Costs of Complying with HAVA and the NVRA	12
	A. Voter Registration List Maintenance	12
	B. Information Technology Impacts	14
	1. System Changes to Current G.A.B. Technical Applications	
	2. Voter Registration Workflow Options	
	3. Paper-based v. Integrated Electronic System	
	C. Election Administration Impacts on the Government Accountability Board	18
	D. Election Administration Impacts on Local Election Officials	19
	1. Comparison of Current and Proposed Polling Place Procedures	
	2. Impacts to Workloads, Resources and Budgets of Local Election Officials	
	3. County and Municipal Clerk Feedback	
	E. Training	23
	1. Training of Local Election Officials	
	2. Training of Partner Agencies	
	F. Oversight and Reporting Requirements	26
	G. Public Education and Outreach	27
	1. Major Components of Public Education and Outreach	
	2. Public Education and Outreach Options	
V.	Anticipated Partner Agency Impacts and Costs of Complying with HAVA and the NVRA	31
	A. Department of Transportation	31
	B. Department of Health Services	31
	C. Department of Children and Families	32
	D. Department of Workforce Development	32

	E. Voter Registration at Armed Forces Recruiting Offices	33
VI.	Combined Summary of Estimated Costs	34
	A. Government Accountability Board	34
	B. Partner Agencies	35
VII.	Conclusion	38
VIII.	Appendices	39
	A. Wisconsin Election Day Proof of Residence Statistics	40
	B. Wisconsin Voter Turnout and Registration Statistics	41
	C. General Election Provisional Ballot Statistics of Comparable States	42
	D. Provisional Ballot Procedures	43
	E. Other States and NVRA	51
	F. Analysis of Paper-based and Electronic Voter Registration Systems	60
	G. Election Day Registration Procedures	64
	H. Wisconsin Municipal Clerks Association Resolution	66
	I. Litigation Summary	67
	J. Department of Transportation Responses	71
	K. Department of Health Services Response	75
	L. Department Children and Families Response	80
	M. EDR Study Taskforce Membership	82

I. Executive Summary

Permitting individuals to register to vote on Election Day, or to update their address or name as shown on their voter registration, has been a key feature of Wisconsin elections since 1976. If Election Day Registration (EDR) were to be eliminated, Wisconsin would immediately become subject to additional provisions of federal laws, including the National Voter Registration Act of 1993 (NVRA) and the Help America Vote Act of 2002 (HAVA).

NVRA requires that voter registration take place at the Division of Motor Vehicles (DMV) as well as at agencies that provide federal or state public assistance or administer programs that primarily assist persons with disabilities. Additional provisions of HAVA would significantly increase the number of provisional ballots issued on Election Day. Wisconsin is currently exempt from these federal requirements, but would permanently lose that exemption if EDR were to be eliminated or modified to remove the ability of the voter to register at their polling place.

This Report analyzes the anticipated impacts on the administration of Wisconsin elections and the procedures of several State agencies if Wisconsin Statutes were amended to eliminate the opportunity for EDR. This Report also provides estimated costs related to additional responsibilities of the Government Accountability Board and partner State agencies which would result from the elimination of EDR.

Highlights of this Report include:

- During major statewide elections, 10 – 15 percent of Wisconsin electors register to vote or update their voter registration on Election Day. Those registrants are required to present a driver license or other valid document establishing proof of their current residence.
- If EDR is eliminated, federal law would require Wisconsin to establish a system for offering voter registration services at the Division of Motor Vehicles and at agencies which provide public assistance or administer programs that assist persons with disabilities. Employees of those partner agencies would need to transmit voter registration applications and other voter data to the appropriate election officials.
- Eliminating EDR or modifying the ability of voters to register at their polling place would result in the State of Wisconsin losing its current exemption from the federal requirements of the NVRA and provisions of HAVA. This change would require additional federal oversight over the administration of elections in Wisconsin, and diminish the authority the State currently enjoys in determining most voter registration and voter list maintenance procedures.
- If EDR is eliminated, federal law would require poll workers to continue to allow voters who have moved within their jurisdiction to update their voter registration on Election Day and to cast a ballot. Poll workers would also be required to issue provisional ballots to individuals who do not appear on the poll list as qualified electors but

who declare that they are registered voters, and possibly to individuals who have moved outside of their previous voting jurisdiction. Procedures for election officials to issue, process, and canvass provisional ballots are more complex and time-consuming than are those for regular ballots.

- If EDR is eliminated, the processes for maintaining current and accurate poll lists also would become more complex and costly. The names of voters who have moved and who have not voted in recent elections will remain on poll lists much longer than required under current Statutes. If EDR is eliminated, substantial technological changes would be required to the Statewide Voter Registration System as well as to facilitate the transfer of voter registration applications and other information from partner agencies to election officials.
- If EDR is eliminated, additional Government Accountability Board staff positions would be required to administer provisions of federal laws, coordinate voter registration activities with other State agencies, develop and implement IT solutions, provide training to local election officials and partner agencies, compile registration data and satisfy federal reporting requirements, and implement a public information and outreach program to educate the public about significant changes to voter registration procedures and provisional ballot rules.
- Cost estimates to implement the elimination of EDR and to administer the resulting federal law requirements would depend upon the specific provisions of any enabling legislation, which would need to include several key policy determinations. The G.A.B. staff estimates costs for its agency only over an initial two-year period to be between \$2,068,378 and \$5,705,380.
- Based on extensive research into new federal law requirements, the G.A.B. has identified essential components of an efficient voter registration information sharing system and developed the framework for list maintenance and public education and outreach programs. Subject to more specific analysis that could be completed only with the details of any legislative proposal, the G.A.B. estimates the costs of these essential components to be **\$3,961,696** over an initial two-year period, as summarized in the table below.

Major G.A.B. Cost Areas	Cost
Voter List Maintenance	\$704,345
Information Technology	\$1,231,371
Training and G.A.B. Staffing	\$802,980
Public Education and Outreach Campaign	\$1,223,000
TOTAL G.A.B. ESTIMATED COST	\$3,961,696

- The G.A.B. requested additional information from State partner agencies that would be affected if EDR were to be eliminated. These Wisconsin agencies are the Department of Transportation, the Department of Health Services, the Department of Children and Families and the Department of Workforce Development. The table below summarizes the cost estimates provided by these State partner agencies. These cost estimates are not based on uniform assumptions and do not provide cost estimates in equivalent categories. For example, not all agencies considered the cost of training their staff about new requirements and procedures in their analysis. If EDR is eliminated, the total estimated cost for State partner agencies ranges from **\$9,194,502 to \$10,548,732** over an initial two-year period.

PARTNER AGENCIES ESTIMATED COSTS	Total Agency Cost
Department of Transportation Estimated Costs	\$1,678,858
Department of Health Services Estimated Costs	\$6,263,564 - \$7,617,794
Department of Children and Families Estimated Costs	\$167,400
Department of Workforce Development Estimated Costs	\$1,084,680
TOTAL STATE AGENCIES ESTIMATED COSTS	\$9,194,502-\$10,548,732

- The total estimated costs described in this report resulting from the elimination of EDR for all affected agencies range from **\$11,262,880 to \$16,254,112**. Using the recommended practices for the G.A.B. components, the total cost would range from **\$13,156,198 to \$14,510,428**.

II. Current Voter Registration Procedures

A. Registration Periods and History of Election Day Registration

Under current law, there are three different time periods during which eligible electors in Wisconsin can register to vote. The open registration period lasts until 20 days before an election, during which voters can register by mail, in person in their municipal clerk's office, or via special registration deputy. Nineteen days before an election until the Friday before an election is considered the late registration period where voter registration can only take place in the municipal clerk's office. Finally, voters in Wisconsin have the opportunity to register to vote at their polling place on Election Day, a process otherwise known as Election Day Registration (EDR).

Wisconsin has conducted EDR since 1976, when it was passed as part of a comprehensive legislative package making changes to the state's voter registration provisions. EDR was first used in the fall elections of 1976.

The Legislature made the following findings in the enacting of EDR:

The legislature finds that the vote is the single most critical act in our democratic system of government; that voter registration was not intended to and should not prevent voting; that registration should simply be a remedy against fraud and its burden should be placed upon administrators, not the electorate. The legislature further finds that it is extremely difficult for workers to find time to visit a registration office that is open only during working hours; that transportation costs to remote locations impede registration; and that the act of personal registration is a major cause of limited electoral participation. Therefore, pursuant to the policy of this state and nation to ensure all people the right to vote, the legislature finds it imperative to expand voter registration procedures.
Section 1, Chapter 85, Laws of 1975.

Studies have shown that up to 33 percent of the population changes their address in any two-year period and that these recent movers make up 43 percent of all non-voters.¹ In an increasingly mobile society the current system of allowing voters to register or update their voter registration on Election Day reinforces the findings articulated by the Legislature in establishing the current EDR procedures.

The current voter registration system in Wisconsin is a paper-based process, which presents numerous opportunities for mistakes in completing and processing registration forms. EDR offers eligible voters an opportunity to correct administrative mistakes made by the voter or election officials and to cast regular ballots. As a result, poll workers in Wisconsin and other EDR states issue exponentially fewer provisional ballots than states that do not allow EDR.

Under Wisconsin law, a voter registering on Election Day must provide a current identifying proof of residence document that shows the voter's full name and current address. The list of acceptable identifying documents is almost identical to the type of identification set out in the Help America Vote Act of 2002 (HAVA) for first-time voters who register by mail. This requirement has been in effect since EDR was established. Most individuals who register to vote on Election Day provide a current Wisconsin driver license or state ID card. Appendix A provides statistics regarding the types of proof of residence used in conjunction with EDR in Wisconsin for 2012 elections.

¹ Brains, Craig L. and Bernard Grofman, "Election Day Registration's Effect on US Voter Turnout," Social Science Quarterly 82, March 2001.

State law mandates that voter verification postcards are mailed to each voter who registered by mail, by Special Registration Deputy, or on Election Day. This process was established to curb fraudulent registrations and verify that the newly-registered voter provided a valid address on their registration form. For voters who register by mail or Special Registration Deputy, if a verification postcard is returned as undeliverable, the municipal clerk is directed to mail the voter a 30-day notice letter indicating that the postcard was returned, and give the voter 30 days to confirm their address. If the 30-day notice letter is also returned as undeliverable, or if the voter fails to respond within 30 days, that voter's record is inactivated in the Statewide Voter Registration System (SVRS).

For electors who register on Election Day, if the verification postcard is returned as undeliverable, the clerk immediately marks the voter record as inactive, and sends the voter a notice informing them of this action. No 30-day notice letter is sent. The clerk also forwards the voter information to the District Attorney for investigation of potential voter fraud. When a voter record is marked as inactive, the voter's name will not appear on future poll lists, and the voter would need to re-register in order to vote.

B. Voter Behavior and Turnout

Wisconsin has consistently ranked among the leading states for voter participation rates in national elections. Numerous recent academic studies indicate states that allow eligible voters to register or update their registration on Election Day generally experience higher voter turnout rates than states without EDR. These studies, while not able to identify the exact impact of EDR on voter turnout, posit that EDR boosts turnout by five to seven percentage points.²

In Wisconsin, the results from recent Fall General Elections have shown that on average 10–15 percent of all voters who cast ballots utilized EDR. With the high turnout at the 2008 Presidential and General Election, 459,549 Wisconsin voters, or 15.3 percent of all voters, registered or updated their voter registration at the polls on Election Day. For the June 5, 2012 Statewide Recall Election, 266,974 voters used EDR, which represented 10.6 percent of the electorate. Subject to further review of voter data, the preliminary estimate of voters who used EDR for the 2012 Presidential and General Election is 388,157, or approximately 11 percent of the electorate.

Spring elections in Wisconsin historically experience lower voter turnout, as well as a lower percentage of voters utilizing EDR. Since 2009, the percentage of voters in Spring Primaries and Spring Elections using EDR ranged from 2.37 percent in April 2011 to 4.99 percent in April 2012 – which was also a Presidential Preference Primary Election. Voter turnout and utilization of EDR during Partisan Primaries are consistent with spring elections. Appendix B provides detailed voter turnout and registration statistics for all statewide elections since November 2008.

The 1976 EDR legislation stressed that “voter registration was not intended to and should not prevent voting” and that election administrators, not the electorate, should bear the burden of voter registration. In 2012 there continues to be an increased need to accommodate busy and mobile voters, particularly in light of the budgetary pressures at all levels of government. Because approximately 62 percent of municipal clerk positions in Wisconsin are part-time, voters in many municipalities have diminished opportunities to complete voter registration before Election Day. EDR addresses that problem and provides access to voter registration without increasing the administrative burdens on clerks which would result if a pre-election registration deadline were to be imposed.

² Neuborne, Burt, “*The Value of Election Day Registration*,” Eliminating Barriers to Voting: Election Day Registration, November 2001.

Voters in Wisconsin have largely expressed satisfaction with the current registration system. A survey of Wisconsin voters following the 2008 Presidential and General Election by political scientists at the University of Wisconsin-Madison indicated that 99 percent of all voters responded that they were either 'somewhat satisfied' or 'very satisfied' with their voting experience.³ In addition, a study published in 2011 reported that although 55 percent of Wisconsin clerks believed that EDR increases the administrative burden on them, 60 percent of all surveyed clerks agreed that the benefits of EDR outweigh any administrative costs.⁴

³ Burden, Barry C., "*Wisconsin Voter Experiences in the November 2008 General Election*," November, 2008. <http://electionadmin.wisc.edu/btpsummary.pdf>

⁴ Burden, Barry C. et. al., "*Early Voting and Election Day Registration In the Trenches: Local Officials' Perceptions of Election Reform*," *Election Law Journal: Rules, Politics, and Policy*. June 2011, 10(2): 89-102. <http://online.liebertpub.com/doi/abs/10.1089/elj.2010.0082?journalCode=elj>

III. Voter Registration and Provisional Ballot Procedures Upon Elimination of Election Day Registration

It is difficult to predict all of the impacts and the exact costs of eliminating Election Day Registration, with regard to the number of individuals who register to vote in an election cycle, the level of voter turnout, or the work of administering elections, particularly without the benefit of specific legislation to evaluate. However, due to provisions of two federal laws, some significant impacts and costs can be anticipated.

A. Compliance with Help America Vote Act of 2002 (HAVA)

First, of course, qualified electors will no longer have the ability to register to vote for the first time on Election Day, and possibly when appearing at the municipal clerk's office during in-person absentee voting, depending upon the provisions of any legislation. Municipal clerks and election inspectors would not need to process new registrants on Election Day. However, election officials would still need to process amended registrations due to address changes within the jurisdiction and name changes. These duties on Election Day, along with the projected increase in provisional ballots, would likely offset any savings from eliminating EDR for new voters.

Second, elimination of EDR would immediately subject Wisconsin to additional provisions of the Help America Vote Act of 2002 (HAVA). Section 302 of HAVA requires that states allow individuals to cast provisional ballots if they declare that they are registered voters but they do not appear on the poll list. Provisional ballots must also be issued if an election official asserts that an individual is not eligible to vote. In either case the individual must execute a written affirmation stating that the individual is a registered voter in the jurisdiction and is eligible to vote at the election in order to obtain a provisional ballot. The registration status of such individuals is subsequently verified and if the local election official determines that the individual was in fact validly registered, the ballot is counted.

To date, Wisconsin has been exempt from the provisional ballot requirements of section 302(a) of HAVA 42 U.S.C. 15482 because the State permits Election Day Registration. Currently, voters may cast a regular ballot after registering at the proper polling place, or updating their address, if they provide proof of residence. If EDR is eliminated, individuals claiming to be already registered but who are not on the poll list would be limited to casting a provisional ballot. The provisional ballot would be counted only if the municipal clerk subsequently determines that the individual was mistakenly omitted from the poll list. The standards for when provisional ballots are cast, and when they are counted, would need to be determined by legislation.

B. Compliance with National Voter Registration Act of 1993 (NVRA)

A third impact of eliminating EDR would be that Wisconsin would become subject to the extensive provisions of the National Voter Registration Act of 1993 (NVRA), also known as the Motor Voter Act. Wisconsin was one of six states which became exempt from the NVRA, 42 U.S.C. 1973gg-2(b), because they either offer Election Day Registration or have no voter registration requirements. Those states include Idaho, Minnesota, New Hampshire, North Dakota, and Wyoming. The NVRA applies to elections for federal office, but states have extended its procedures to all elections in order to implement consistent practices.

The former State Elections Board initiated the request to Congress in 1993 which resulted in Wisconsin's EDR exemption from NVRA, and that request was also supported by the Governor and Wisconsin's Congressional delegation at the time. This exemption is contingent on allowing voters to register at the polling place, and any alteration to current EDR procedures which relocates voter

registration from the polling place to another location would result in the forfeiture of this exemption. No State with EDR has subsequently eliminated that option and subjected itself to the requirements of NVRA (the State of Oregon eliminated EDR via an initiative election in the 1980's, before the enactment of the NVRA). Elimination of EDR in Wisconsin would likely be a permanent policy change, as the imposition of new federal requirements would be irreversible without Congressional action to restore the State's exemption from the NVRA.

Following is a summary of the basic requirements of the NVRA as they would be applied to State agencies and local election officials:

1. The Department of Motor Vehicles (DMV) must offer the opportunity to register to vote during each transaction involving an individual's driver license or State ID card (including applications, renewals, and change of name or address), whether the transaction is conducted in person or via mail, telephone, or internet. The DMV license/ID card application must include a section to obtain voter registration information without duplicating information provided on the DMV product application or renewal form, and it must contain an attestation by the voter.
2. A completed voter registration application accepted at the DMV must be transmitted to the appropriate State election official no later than 10 days after the date of acceptance (or no later than five days if it is accepted within five days of the voter registration deadline). The DMV may not require registrants to mail in the form themselves or discourage them from submitting the form to the DMV.
3. All offices in the State that provide either federal or State public assistance or State-funded programs primarily engaged in providing services to persons with disabilities must also offer voter registration services to persons who apply for the agency's assistance or services, seek recertification or renewal of services, or change their address. Programs primarily engaged in providing services to persons with disabilities include offices providing vocational rehabilitation, transportation, job training, education counseling, rehabilitation, and independent-living or at-home services for persons with disabilities.
4. Such agencies must provide voter registration applications as well as an information form, and must assist applicants at the agency in completing the voter registration form. Voter registration opportunities must be provided when the agency's services are accessed in-person, through the internet, or by telephone or mail. Within jurisdictions that are required under Section 203 of the Voting Rights Act to provide election materials in languages other than English, DMV and public assistance offices offering voter registration services must make those services and materials available in the alternative language. The City of Milwaukee is currently required to provide election materials in Spanish, and to provide language assistance anywhere an election-related transaction takes place. Designated public assistance agencies are required to submit completed voter registration applications to the appropriate State election official under the same deadlines which are established for the DMV.
5. The State must also designate additional offices as voter registration agencies. Options include veterans' service offices, public libraries, public schools, colleges and universities, fishing and hunting license offices, and unemployment

compensation offices. The Higher Education Act of 1998 20 U.S.C. 1094(23), requires colleges and universities participating in federal financial aid programs which are located in NVRA states to make a good faith effort to distribute or mail a voter registration form to each enrolled student, and to make such forms widely available to students prior to each general and special election involving a federal office or the Office of Governor.

6. All federal Armed Forces recruitment offices in Wisconsin must provide voter registration services.
7. Wisconsin would need to establish a voter registration deadline of no more than 30 days before an election. The State may set a deadline within 30 days of an election but cannot establish a deadline prior to that date. Upon receipt of a completed registration application from any source, the appropriate State election official must send written notice to each applicant of the disposition of the application.
8. The State must make the National Mail Voter Registration form available for distribution through governmental and private entities, with particular emphasis on making them available for organized voter registration programs.
9. Under the NVRA, Wisconsin would be required to significantly alter its procedures for removing a person's name from the poll lists. An individual's voter registration may still be marked as inactive and the name removed from the poll list upon notification of the person's death, felony conviction, or mental incapacity. An individual's name may also be removed from the poll list at the voter's request. But NVRA states may not remove individuals from the voter registration list solely because of their failure to vote.
10. Absent the voter's request, a felony conviction, mental incapacity or death, a voter's name may be removed from the poll list in one of two ways. States may use the National Change of Address program (NCOA) or a general mailing to all voters to identify registrants whose address may have changed. In either case, the voter must also be sent a subsequent confirmation notice. The voter's name may be removed from the list of active voters only if the voter fails to respond to the specific forwardable confirmation mailing and the voter fails to vote for two consecutive general elections after the confirmation notice is sent.
11. NVRA states may not conduct any program to systematically remove the names of ineligible voters from poll lists within 90 days of an election. The extended NVRA procedures for list maintenance would have the effect of keeping the names of inactive voters on the poll lists for a significantly longer period of time than currently provided under State law, reducing the accuracy and currency of the poll lists.
12. Pursuant to the NVRA, an eligible registered elector who has moved to an address in an area covered by the same polling place as the voter's previous address is entitled to vote at the same polling place even though they have not changed their registration status to reflect the address change. An eligible registered elector who has moved to an address covered by a different polling place but within the same registrar's jurisdiction must be permitted to correct the voting record and vote either at the old or the new polling place. Any legislation

eliminating Election Day Registration would need to specify under what circumstances such individuals cast regular or provisional ballots, define the jurisdiction in which addresses may be changed on Election Day, and determine the offices for which the individual may vote.

13. States and local election officials must keep most records concerning programs and activities conducted for the purpose of ensuring the accuracy and currency of registration lists for at least two years.
14. Wisconsin would be required to report various voter registration and list maintenance information to the U.S. Election Assistance Commission every two years. The reports must include the number of voter registration applications which were received by mail, by the DMV and agencies providing public assistance or offices providing programs serving persons with disabilities, by Armed Forces recruitment offices, and by other State-designated offices and agencies.

One primary result of implementing the provisions of HAVA and the NVRA would likely be a significant increase in both the type and number of provisional ballots cast in Wisconsin. Historically, Wisconsin policy has restricted the types of provisional ballots in order to provide certainty to voters, to streamline the procedures for counting and canvassing ballots, and to bring early resolution of election results.

Under current law, provisional ballots are issued and cast in only two situations. Provisional ballots are issued to first-time Wisconsin voters who register by mail and who fail to provide an acceptable proof of residence document. Provisional ballots are also issued to voters who register on Election Day and who have a driver license but do not provide the number of the license. (Under the Photo ID Law, which is currently enjoined by court order, voters who do not present an acceptable form of photo identification would also be issued a provisional ballot.) Provisional ballots are counted if the voter provides the required missing information by 4 p.m. on the Friday following the election.

In addition to these categories of provisional ballots, eliminating EDR would require new types of provisional ballots. HAVA requires provisional ballots to be issued to voters who declare they are registered but do not appear on the poll list, and if an election official asserts that an individual is not eligible to vote. Under the NVRA, the Wisconsin Legislature would need to determine eligibility for a provisional ballot for voters who recently moved.

Wisconsin has historically had a low number of provisional ballots cast due to EDR and its resulting exemption from HAVA and NVRA requirements. Appendix C provides a comparison of provisional ballots cast, counted and rejected for Wisconsin and other states with comparable populations. In recent general elections, the number of provisional ballots in these states ranged from 641 ballots in Tennessee (2010) to 93,781 ballots in Washington (2004). Wisconsin municipal clerks reported the following number of provisional ballots in recent elections⁵:

- 374 provisional ballots in the 2004 Presidential and General Election
- 271 provisional ballots in the 2006 General Election
- 211 provisional ballots in the 2008 Presidential and General Election
- 64 provisional ballots in the 2010 General Election
- 77 provisional ballots in the 2012 Recall Election
- 135 provisional ballots in the 2012 Presidential and General Election

⁵ These statistics are based on the data provided by clerks on the GAB-190 Election Voting and Statistics form.

The process of administering provisional ballots at the polling place and investigating the registration status of provisional voters is complex and time-consuming, as outlined in Section IV.D. below and in Appendix D. A significant increase in provisional ballots may also require extending the deadlines for local election officials to complete their official canvass.

IV. Anticipated G.A.B. and Local Election Official Impacts and Costs of Complying with HAVA and the NVRA

In this Final Report, the Government Accountability Board staff attempts to outline the specific anticipated impacts and costs of eliminating Election Day Registration (EDR) in Wisconsin and subjecting elections to the expanded federal HAVA and NVRA requirements. This Report provides broad parameters of the estimated increased fiscal impact on the G.A.B.'s budget due to administering such potential changes to Wisconsin law. The cost estimates are subject to substantial revision depending upon the substance of any specific legislation which may be introduced.

In preparing this Report, G.A.B. staff consulted with election officials from Maryland, Washington, Tennessee and Minnesota to discuss their experiences with implementing and administering Motor Voter and complying with NVRA and HAVA requirements. Information gained from these contacts contributed to the formulation of the new required voter registration procedures outlined in this Report. In addition to considering relevant provisions of the NVRA and HAVA and the decentralized election administration system in Wisconsin, G.A.B. staff utilized the information provided from these other states to formulate the cost estimates contained in this Final Report. Summaries of these contacts with other states are contained in Appendix E.

A. Voter Registration List Maintenance

Currently, Wis. Stat. §6.50(1) and (2) establish a procedure for municipal clerks to remove voters from the active voter list solely on the basis of not having voted for two consecutive general elections. As part of the post-election list maintenance effort, postcards are mailed to such voters requesting that the voter contact their municipal clerk if the voter wishes to remain on the list of active registered voters. If the mailing is returned undeliverable or if the voter does not respond within 30 days, the voter's status is changed to inactive and the voter's name will not appear on future poll lists without re-registering.

States subject to the NVRA may not remove individuals from poll lists solely for failing to vote, and any systematic effort to remove inactive voters from poll lists must be completed 90 days or more before any federal election. Those NVRA provisions would require a number of changes to current state laws governing registration list maintenance. G.A.B. staff recommends that any statutory changes incorporate one of the following two options:

One option would establish an electronic interface with the National Change of Address database (NCOA). The list of active voters contained in the Statewide Voter Registration System would be sent to a service that would compare the voters' addresses with the change of address forms received by the U.S. Post Office. Records of voters who appear to have moved within the jurisdiction would be automatically updated to reflect the change of address. Records of voters who appear to have moved outside the district would be changed to "Active – Suspended NCOA" status until the voter's address can be confirmed. In both of these situations voters would be sent a forwardable notice asking the voter to confirm any registration changes. The NVRA requires that the notice is sent by first class mail and includes a postage paid return envelope. The State of Iowa, for example, executes this process once a year in the first quarter of every year, however, some mailing services recommend running the NCOA service quarterly in order to ensure that any associated mailing qualifies for the lowest postal rates.

The average cost for NCOA service is \$1.00 per 1,000 records. The cost to compare the entire statewide list to the NCOA database would be approximately \$3,700. Assuming that an estimated nine percent of voters change their address each year, 333,000 voters would be sent the confirmation mailing at a cost of \$249,750.00 per year (333,000 X \$0.75). This would generate significantly

greater mailing costs than the current postcard verification process, which does not require a postage paid return confirmation.

Another option would be to adapt the current system of voter list maintenance using mass mailings. Conducting systematic list maintenance procedures in June or July of odd-numbered years appears to be an optimal time to accommodate the 90-day restriction. However, an exemption would be needed to account for special elections, such as recall elections, that may be affected by the 90-day restriction.

While the G.A.B. currently mails postcards only to registered voters who have not voted in the past two general elections, NVRA specifies that voters may not be inactivated solely because of failure to vote, and that the notice to electors must be “uniform and non-discriminatory.” NVRA guidelines issued by the U.S. Department of Justice suggest that such mailings must be sent to all registered voters. In addition, rather than removing a voter’s name simply as a result of the post-election mailing audit, the voter must remain on the poll list for two general elections after failing to respond to the NVRA-required mailings after an election. Especially in jurisdictions with high voter turnover, this would create higher costs for printing poll lists that include voters who would not be listed under current law. This would also make it more difficult and take longer for poll workers to find a voter’s name because the poll books would be significantly larger.

The G.A.B. printed and mailed 313,205 verification postcards after the 2008 General Election, and 240,505 postcards after the 2010 General Election, for individuals who had not voted in the previous two general elections. An estimated 310,777 voters will receive verification postcards as a result of the 2012 voter list maintenance effort. A total of 173,451 voter names were marked as inactive and removed from future poll lists following the 2010 General Election because those individuals did not respond to the verification postcard mailing. The cost of printing and mailing the 2008 verification postcards was \$71,355.94, and the 2010 verification postcards cost \$61,588. Because such a general mailing would need to be sent to all registered voters and would require first class postage, the cost would increase to \$1,184,000 under the NVRA. The second forwardable confirmation mailing to voters who have moved would cost an estimated \$555,000, based on an estimate of 20 percent of the first mailing being returned as undeliverable. The NVRA requires the second mailing to be sent by first class postage and include a pre-paid and pre-addressed return envelope.

For either list maintenance option, any legislation would need to determine if the responsibility for generating and sending out the NVRA notices lies with the G.A.B. or with local election officials, and which level of government bears the cost for the notices. Local clerks would need to record the outcome of the mailings in the Statewide Voter Registration System (SVRS) as being either returned with an address correction or as undeliverable, and update addresses accordingly in SVRS. This process would involve high initial costs because programming staff would need to add another interface to SVRS, and to create the ability to automatically generate the notices. G.A.B. staff would need to design and test these functionalities.

Currently, it is the statutory responsibility of the municipalities to conduct routine voter list maintenance. However, for the past three list maintenance cycles the G.A.B. has assumed the costs of printing and postage. Prior to the advent of the SVRS, a Legislative Audit Bureau report noted that a large number of municipalities subject to the voter registration requirements prior to 2006 were not consistently conducting this statutorily required list maintenance. The Board decided to take on these responsibilities in order to establish a uniform process throughout the state. The total cost of the list maintenance process is presented as an increased cost because it has not been separately funded in the State budget.

In addition to the post-General Election verification mailing, the NVRA requires that all registrants must be notified of the disposition of their voter registration application. Currently, such postcards are sent to individuals who register by mail, through a special registration deputy, or on Election Day. The NVRA requirement to send postcards to all registrants, including those registering in a municipal clerk’s office, is estimated to cost \$98,722 per year, an increase of \$16,500 over the costs for the current registration verification mailings.

Two-Year Cost Items: The following tables summarize estimated costs for completing the voter registration list maintenance using the NCOA database or using mass verification mailings over a two-year election cycle as outlined above.

National Change of Address List Maintenance (Option 1)		\$704,345 (every two years)
NCOA and SVRS List Comparison	\$3,700	(per year)
Confirmation Mailings	\$249,750	(per year)
Registration Verification Mailings	\$98,722.50	(per year)
Mass Mailings List Maintenance (Option 2)		\$1,936,445 (every two years)
NVRA General Mailing (3,700,000 x \$.32)	\$1,184,000	(every two years)
Second Mailing with Prepaid Return Envelope (740,000 x \$.75, assuming 20 percent of the first mailing are undeliverable)	\$555,000	(every two years)
Registration Verification Mailings	\$98,722.50	(per year)
G.A.B. ESTIMATED LIST MAINTENANCE COST		\$704,345 - \$1,936,445 (every two years)

B. Information Technology Impacts

The elimination of EDR and implementation of NVRA would necessitate significant changes to several G.A.B. technology applications. The Statewide Voter Registration System (SVRS) would need to be modified to accommodate tracking additional information for reporting purposes. The online voter registration tool known as “Click and Mail” would need to be altered to indicate the location source for all registration applications created through that system. The G.A.B. would also need to implement workflow changes to provide coordination and information-sharing with partner agencies that would become voter registration sites under NVRA.

1. System Changes to Current G.A.B. Technical Applications

SVRS would need to be updated to allow local election officials to input the additional originating sources of voter registration applications, such as DMV, DHS, etc., so that the agency and physical location offering the registration opportunity could be tracked. The ability to track the number of customers who decline voter registration opportunities would also need to be added to SVRS to comply with NVRA reporting requirements. A training tracking module would need to be created to track the training hours of staff at partner agencies.

Voters who would be ineligible under current Wisconsin law, but cannot be removed from the poll list due to NVRA restrictions, would be designated as *Active-Suspended* in SVRS. A new workflow in SVRS would need to be created to track these voters and identify their status on the poll list. The SVRS would

also need to be updated to generate and track mailings for new voter registrations, voter confirmation, and registration list maintenance mailings.

The G.A.B.'s recently-launched My Vote Wisconsin website would need to undergo substantial changes as well. The "Click and Mail" feature on the website would need to track the origination location of the voter registration form and whether that form was offered by a partner agency. The notifications feature of My Vote Wisconsin would need to be changed to alert the G.A.B. and the appropriate local election official that a voter registration form was generated through a partner agency.

In addition to the changes required by the NVRA, the statewide voter registration system would need to be updated to modify its capabilities related to the ability of voters to register on Election Day.

2. Voter Registration Workflow Options

The NVRA requires coordination between partner agencies, the State and local election officials to ensure that voter registration forms are processed accurately and in a timely manner. The G.A.B. has consulted with other states subject to the NVRA with similar populations to identify best practices and provide a cost analysis for three different workflow options. In general, driver license agencies tend to implement systems that are more technology-based than other partner agencies which tend to rely more heavily on paper-based transactions.

Implementing a paper-based application system at other state agencies would have the least financial impact on the current election administration IT infrastructure in Wisconsin. However, the low IT costs associated with a paper-based system are likely offset by the higher administrative costs that would be incurred through the completion and transmission of paper voter registration applications and the manual data entry of new information⁶.

Past experience indicates that a paper-based system is also prone to administrative errors that could result in voters not appearing on the poll list through no fault of their own. With the elimination of the ability to fix administrative errors on Election Day through EDR, an increased number of otherwise eligible voters likely would be forced to cast provisional ballots.

An alternative to having partner State agencies use a paper-based system would be creating a hybrid paper and online, or centralized online, system for voter registration. This workflow could use the current "Click and Mail" feature on the My Vote Wisconsin website to process requests online. The DMV and other agencies could refer their customers to the website to complete a voter registration form, print and sign the form, and turn it in to the referring agency. That agency would then forward the form to the election official responsible for finalizing the registration. The voter's registration information would be processed in SVRS using the same procedure as other "Click and Mail" applications. Due to the NVRA restriction on registrants entering duplicate information, this option would only be viable if a DMV employee entered the

⁶ Ponoroff, Christopher, *Voter Registration in a Digital Age*, Brennan Center for Justice, 2010, p 1-12

information for the registrant or if this process was not considered re-entering information under the NVRA.

The third workflow option would require full system integration between the SVRS and partner agency systems. While this option would carry the highest upfront IT costs, full system integration was identified by numerous other states subject to the NVRA as the most efficient manner to comply with the NVRA, minimize ongoing administrative costs and data entry errors, provide the most accurate poll lists, and create the most reliable system for voters. Such a system could take various forms, but one primary alternative would be to build a web service through which a partner agency could send information from its system to the My Vote Wisconsin website to pre-populate voter information such as name, address, and contact information. For a more sophisticated operation, an XML service-oriented platform could be built and made available for agencies to transmit the voter registration information directly to the SVRS.

In order to create an integrated information sharing system with partner agencies, a network connection needs to exist between G.A.B. and these agencies. Currently, G.A.B. does not independently provide the network infrastructure support for its two systems, SVRS and My Vote Wisconsin, which would be involved in this process. The Department of Administration's (DOA) Division of Enterprise Technology (DET) currently provides the network infrastructure support for these systems. Partner agencies also have their own network infrastructure (hardware and support resources) that would have to be considered before an information sharing platform could be developed. Therefore, cooperation and effective communication between infrastructure support staff from G.A.B., DET and partner agencies would be essential in developing the integrated electronic system option.

3. Paper-based v. Integrated Electronic System

Recently published research and information gained from G.A.B. contacts with other states identify significant cost savings realized by implementing an integrated electronic system for transmitting voter registration information. Less data entry, cleaner voter registration lists and fewer provisional ballots represent how integrated electronic systems create cost savings throughout different phases of the voter registration and election process. Research into establishing electronic information sharing systems indicates that they have significant startup costs, but states that have implemented these systems have found that savings on processing paper voter registration applications will quickly offset the initial expenditure. In addition, integrated electronic systems remove many of the logistical problems and data quality issues associated with collecting, sorting and distributing paper voter registration applications that plague paper-based systems and directly impact the right of qualified electors to vote.

A 2010 study on the cost of voter registration in Arizona indicated that processing a voter registration received electronically carried a cost of \$0.33 while processing a paper-based registration cost \$0.83.⁷ That same year, county election officials in Washington reported a cost savings of \$0.50 to \$2.00 per application for processing voter registration information received electronically. On average, counties in Washington were able to process 56 applications received electronically per hour,

⁷ Ponoroff, Christopher, *Voter Registration in a Digital Age*, Brennan Center for Justice, 2010, p 1-12.

while processing 18 paper applications in the same period of time. In addition to these cost savings, the creation of an integrated electronic system has been shown to eliminate significant costs associated with sorting and shipping paper applications. State election officials in Washington estimated a savings of over \$121,000 from 2008 to July 2009 due to the electronic transfer of data between their Department of Licensing and State election officials.⁸

Voter registration is a costly endeavor that has a direct impact on the ability of citizens to participate in the electoral process. If EDR were eliminated, an integrated electronic system for transmitting voter registration information from State partner agencies to election officials would represent the most efficient and reliable option for meeting the requirements of the NVRA. The implementation of such a system would carry with it start-up costs that would be offset through continued cost savings associated with a more automated, reliable, and credible system. The inefficiency of Maryland's former paper-based system led to the omission of a large number of voters who had registered at motor vehicle offices from poll lists. Public confidence in the election system was eroded, and the number of provisional ballots increased unnecessarily.⁹ An electronic-based system of transferring voter information would minimize the impact of human error on the voter rolls and provide the Wisconsin electorate with assurance that its voter registration information was being accurately processed and transmitted to the appropriate election officials.

Further analysis on the relative merits of paper-based and electronic voter registration systems can be found in Appendix F.

The adoption of one or more of these workflow options would require legislative changes, in addition to simply eliminating the option for voters to register on Election Day. Currently, a voter registration application requires an original signature before it can be processed and approved, and maintaining this requirement would restrict the ability to electronically transmit applications. In addition to the challenges surrounding the creation of an efficient and reliable workflow process, the major technological changes needed for the SVRS and the My Vote Wisconsin website would require additional IT staff and resources.

Two-Year Cost Items: The following table summarizes estimates for G.A.B. to implement modifications to current G.A.B. technical applications necessary for meeting the requirements of NVRA using a paper-based system. This table also presents the two technology-based alternatives for coordination with all partner agencies, and incorporates additional needs for IT staff and resources. Each workflow alternative involves policy choices regarding implementation time, expense, and efficiency. While some of these costs reflect start-up expenses for implementing a new system, there would also be ongoing maintenance costs that would vary depending on the system choice. These cost estimates also do not include any possible infrastructure support or modifications that DET would need to provide to partner agencies.

As mentioned above, while the paper-based system has lower initial costs, the ongoing costs for mailing and processing applications would offset the lower initial costs. While the integrated

⁸ Bareto, Matt A., et al., *Online Voter Registration (OLVR) Systems in Arizona and Washington: Evaluating Usage, Public Confidence and Implementation Processes*, Pew Center on the States, 2010, p. 122, 168-9. http://www.pewstates.org/uploadedFiles/PCS_Assets/2010/online_voter_reg.pdf

⁹ Linskey, Annie, "MVA to overhaul voter registration process; Sun analysis found 25 percent failure rate," *The Baltimore Sun*, March 20, 2011. http://articles.baltimoresun.com/2011-03-20/news/bs-md-motor-voter-20110320_1_voter-registration-mva-office-voter-rolls

electronic system would have higher initial costs, these would be offset by lower ongoing costs for mailing and processing applications, and lower costs to partner agencies. Cost estimates provided by the Department of Transportation, the Department of Health Services and the Department of Children and Families assume adoption of an integrated electronic system, which is also recommended by G.A.B. staff.

Voter Registration Workflow IT Cost Alternatives	System Costs
Paper-based System	\$302,919
Hybrid Centralized Online System	\$322,469
Integrated Electronic System	\$1,231,371

C. Election Administration Impacts on Government Accountability Board

The existing budget and staff level of the G.A.B. cannot absorb the new tasks and responsibilities which would result from the elimination of Election Day Registration (EDR). G.A.B. staff has identified a number of additional tasks that the agency would need to complete if EDR is eliminated and Wisconsin becomes subject to the NVRA and additional provisions of HAVA. The impact on operations of the G.A.B. would involve the following areas:

The G.A.B. would need to create three positions for NVRA Elections Specialists responsible for serving as primary contacts regarding NVRA issues and procedures; updating training materials and webinars; working with an outside vendor to produce voter registration videos; coordinating voter registration activities with other State agencies; and providing public outreach and education.

The G.A.B. would also need to create two positions for NVRA program support, responsible for processing and transmitting voter registration applications to municipal clerks; completing quality control review of voter registration data; and compiling data for federal reporting requirements. These positions would also be responsible for assisting with increased contacts from voters, clerks, and partner agencies. In addition to these program support positions, it may be necessary to supplement staff with temporary assistance around voter registration deadlines to support increased voter registration activity.

Current or new G.A.B. staff responsible for administering SVRS would need to develop training for the use of the agency's tool for reporting the source of voter registration forms and tracking provisional ballots. G.A.B. staff would also need to track the reporting system usage and update training materials. G.A.B. staff responsible for overseeing the administration of elections would need to revise forms, manuals and other G.A.B. documents and retrain local election officials who train other clerks. Because EDR has been an integral component of administering elections and affects many procedures before and after elections, eliminating EDR would affect nearly every form and manual produced by the Government Accountability Board and will require extensive revision and staff time.

If EDR were eliminated, the G.A.B. would expect an increased number of inquiries from clerks, state partner agencies and the voting public in advance of registration deadlines. Currently, a substantial number of public inquiries are received in the last few days leading up to a statewide election. For the 2012 Presidential and General Election, 12,600 call contacts were received at the G.A.B. Customer Service Desk beginning October 7th through November 7th 2012. On Election Day the service desk received 1.6 calls per minute over the course of the 17-hour business day. These inquiries came primarily from the Wisconsin electorate which had questions about registration requirements, registration and voting locations, EDR requirements, acceptable proof of residence documents, and other election-related inquiries.

The implementation of NVRA requirements would create an increased call volume from clerks, election officials, and partner agencies as well as voters leading up to any new registrations deadlines. Initially, the G.A.B. would expect an increased call volume around previous registration deadlines while voters become familiar with the new deadlines. For example, on Election Day the Customer Service Desk is operating at a significantly expanded capacity and similar call volume would be anticipated for both new and old registration deadlines.

Additional infrastructure and resources would be required if call volume were to increase due to any changes in election laws. While the number of additional calls is difficult to quantify, the State of Maryland reported that they have found it necessary to employ an outside call center to deal with increased call volume around registration deadlines.

D. Election Administration Impacts on Local Election Officials

1. Comparison of Current and Proposed Polling Place Procedures

Current Wisconsin election laws allow an eligible voter to register or update their voter registration on Election Day. The recommended procedure for high turnout elections and larger municipalities is that a separate voter registration table staffed by at least one poll worker is established at each polling place. The utilization of a voter registration table reduces the wait times of voters who are already registered and helps manage polling place traffic flow. Election Day Registration includes the following steps:

- The voter must complete a voter registration application (GAB-131) by providing all required identifying information and sign the form in the presence of the poll worker.
- The poll worker assisting the voter must verify the voter's eligibility by comparing their name against the ineligible felon list.
- The voter must provide acceptable proof of residence that contains both their name and current address and the poll worker must record any unique identifying number found on the document on the GAB-131.
- If the voter has provided all of the required information and documentation, the poll worker would then add the voter's name to the supplemental poll list.
- After signing the poll list, the voter is eligible to be issued a ballot.

The current process for Election Day Registration is described in more detail in the G.A.B. Election Day Manual excerpt attached as Appendix G.

If EDR is eliminated, the number of provisional ballots is expected to increase significantly. Because of the need to track provisional ballots to determine whether or not they are ultimately counted, the provisional voting process is complex and instructions for issuing, processing, and canvassing provisional ballots contain multiple steps that are not required for regular ballots.

Once it is determined an elector will vote provisionally, the poll worker initiates the process by requiring that the voter complete a Provisional Ballot Certificate Envelope (GAB-123). The assisting poll workers must then document additional information on the GAB-123, and assign a provisional voter number to the voter. That provisional number is recorded in six different places, including on the ballot and the poll list. When the voter completes and returns the voted ballot, information concerning that ballot is then recorded on multiple forms and the ballot is placed in a secure envelope for processing.

A detailed outline of the procedures for the current categories of provisional ballots in Wisconsin, as described in the G.A.B. Election Day Manual, can be found in Appendix D.

2. Impacts to Workloads, Resources and Budgets of Local Election Officials

Eliminating EDR in Wisconsin would create a number of changes in the responsibilities of local election officials. Election inspectors would not offer the opportunity for all individuals to register to vote at the polls. Only voters who need to change their name or update their address within the jurisdiction would be allowed to update their voter registration on Election Day. But any savings in time and resources are likely to be offset by additional tasks required of local election officials under the NVRA.

For example, prior to elections, local governments would need to purchase updated forms, manuals and notices, and municipal clerks' attendance at additional training would be required. Under the NVRA, the appropriate election official is required to send a notice to each individual who registers to vote advising them of the disposition of their registration application. Section IV. A. above summarizes the cost of this mailing. Any enabling legislation requiring municipal clerks to complete this task would impose additional responsibilities and costs on municipalities.

To the extent that the elimination of EDR increases the number of individuals who register during the late registration period, municipal clerks may need to shift staff to process more registration applications in the clerk's office. The data entry of all new voter registration applications would have to be completed before poll books are printed. Any voter whose registration was not entered would not appear on the poll book and would not be eligible to cast a regular ballot. In contrast, under current statutes local election officials have between 30 and 60 days after an election to enter all information regarding voters who register on Election Day into the SVRS.

As described above, the NVRA procedures for maintaining the voter registration list and poll lists would also involve more complex and time-consuming duties for municipal clerks. Because voters cannot be removed from the poll list solely for not voting, poll lists would include inactive voters and many voters who would otherwise be removed under current list maintenance procedures. When poll lists become larger, the printing costs increase, and municipal clerks are more inclined to divide the lists alphabetically at polling places, requiring additional election inspectors.

At polling places, election inspectors would need to continue to process address changes for individuals who moved within their jurisdiction and did not update their voter registration, as those individuals would still be entitled to vote even if EDR were to be eliminated. Poll workers would also see a significant increase in both the type and number of provisional ballots that must be issued and processed. Many municipalities would likely face increased costs for printing ballots due to the need to provide paper ballots for provisional voting.

On election night, all provisional ballots would have to be entered into the provisional ballot tracking system after the polls close, as required by HAVA 302(a)(5)(B). Adding significant responsibilities on election night generally increases the risk of data entry errors. This may require some municipal clerks to hire additional staff or accrue additional overtime.

After elections, municipal clerks could expect significantly more cases requiring research regarding the registration and eligibility status of voters who did not appear on the poll list and who voted provisionally to determine whether those provisional ballots should be counted. While many municipal boards of canvass currently complete their duties on election night, it would become more common for boards to be required to meet after the election to process outstanding provisional ballots. Finally, municipal clerks would be required to track additional voter registration data and report new statistics on the GAB-190 Form after each election, as explained in greater detail under section IV. F. below.

3. County and Municipal Clerk Feedback

County and municipal clerks' membership organizations provided the G.A.B. with feedback on anticipated impacts if Election Day Registration (EDR) is eliminated. This feedback does not include specific anticipated cost estimates. In the absence of specific legislation, county and municipal clerks reported that it was impossible to anticipate how these new requirements would impact their budgets. They were, however, able to identify how specific election administration procedures would need to be altered and how they anticipate these changes would impact the current process.

Elections in Wisconsin are conducted at the municipal level. However, 68 of 72 counties currently have entered into a provider-relied contractual relationship with some or all of their municipalities, in which county clerks perform certain voter registration-related tasks on behalf of municipalities. Some of these tasks include entering voter registration applications into the SVRS and entering provisional ballot information into the Customer Relationship Management (CRM) tool on election night.

b. County Clerks

The Wisconsin County Clerks Association (WCCA) surveyed its members to identify any financial and/or operational impacts they anticipate due to the elimination of EDR. Almost half of the 72 county clerks responded to the survey. The following summarizes the results of the WCCA survey:

- A majority of clerks stated they were unable to fully identify what impact the elimination of EDR may have, until more information is

available about registration deadlines and other election administration law changes.

- Several clerks responding to the survey indicated that they expect minimal financial impacts for entering voter registration applications, whether the focus of the work is before or after Election Day.
- Some county clerks predict higher costs due to increases in provisional voting and the need to provide additional paper ballots and other supplies, as well as staff time to enter provisional ballot information into CRM on election night.
- County clerks anticipate a need for county offices to be used as voter registration centers before elections, especially in more rural areas populated with towns and villages staffed by part-time municipal clerks with limited office hours.
- Clerks also predict that due to the loss of exemption from the requirements of the NVRA, the reliance on other state agencies to register voters law will exacerbate the opportunity for error, as was the case with Statewide Special Registration Deputies (SRDs). Statewide SRDs were eliminated with Wisconsin 2011 Act 23.

In a separate WCCA survey, county clerks were also asked: *Do you support, oppose or are you indifferent to eliminating Election Day registration?* Of the 32 county clerks responding to the survey, 30 opposed the elimination of EDR, one indicated support, and one clerk was indifferent.

c. Municipal Clerks

The Wisconsin Municipal Clerks Association (WMCA) includes approximately 1,400 of Wisconsin's 1,851 municipal clerks. WMCA leadership has reported that they expect the elimination of EDR to have a tremendous impact on their municipal workloads, resources and budgets, primarily due to the need for additional staff and overtime costs.

Due to the expected increase in the number of provisional ballots, clerks cite the need for additional training for election inspectors on provisional voting at the polls. In addition, municipal clerks are required by law to enter information regarding provisional ballots into the CRM on election night. Clerks anticipate additional hours of overtime on election night and the need for more staff to perform this mandatory task.

Municipal clerks anticipate extensive overtime and the need to hire additional staff to research the eligibility status of voters who do not appear on the poll list but claim that they are registered and who vote a provisional ballot. If a voter claims that they registered at a State partner agency, this procedure could involve consulting with the agency where the voter registration application originated.

Municipal clerks also anticipate additional overtime staffing for Municipal Board of Canvassers (MBOC) procedures. One clerk reported that her MBOC spent approximately three hours to process fewer than thirty late-

arriving absentee ballots after the November 2012 Presidential and General Election. She expects her MBOC would work extensive overtime to process the expected increase in provisional ballots.

The executive boards of the WMCA and the Wisconsin Towns Association endorsed the retention of Election Day Registration. The WMCA resolution expressing this position is attached as Appendix H.

E. Training

The G.A.B. has a statutory duty to conduct regular informational and training meetings for county and municipal clerks and other election officials, as required by Wis. Stats. §§5.05 (7), 7.31, and 7.315. Eliminating Election Day Registration would require extensive revisions of training for local election officials and new training for employees of other State agencies who would become involved in voter registration.

1. Training of Local Election Officials

Eliminating EDR would require expansion of the current training of municipal clerks, chief inspectors and regular election inspectors to include new procedures for voter registration, provisional voting and ballot processing. Wisconsin's decentralized election administration system is defined by the following characteristics:

- 1,851 municipal clerks and 72 county clerks administer elections.
- Almost 3,000 polling places at presidential elections are staffed by approximately 30,000 election inspectors.
- Approximately 62 percent of Wisconsin municipal clerks work only on a part-time basis, some of whom fulfill their clerk duties by operating out of their residences.
- An estimated 72 municipal clerks do not have email access and a significant number also do not have high-speed internet access.

With a turnover rate among municipal clerks of approximately 25 percent every two years and an unknown, but likely substantial turnover rate among election inspectors, there are large numbers of clerks and election inspectors who would need initial training and retraining on the new Election Day procedures and pre- and post-election processes. Ongoing training would be necessary in a variety of formats to affect a real understanding of the details of new registration and voting procedures under the NVRA.

A minimum of four webinars for local election officials would be developed to address the following NVRA requirements:

- Processing Voter Registration Applications Completed at State Agencies
- Provisional Voting at the Polls on Election Day
- Voter Eligibility Issues at the Polls
- Processing Provisional Ballots

Similar to existing G.A.B. presentations, the webinars would consist of detailed PowerPoint presentations with accompanying narratives, polling place scenario demonstrations, and segments on troubleshooting at the polling place where

appropriate. The G.A.B.'s team of certified clerk-trainers, who provide training for election inspectors and clerks locally, would also need extensive retraining to be qualified to present the training modules produced by the G.A.B.

Based upon statistics from states currently subject to the NVRA, a significant increase in the number of provisional ballots cast at the polls on Election Day and during in-person absentee voting would be anticipated. Extensive training for municipal clerks and election inspectors would be necessary because of the limited occurrence of provisional voting under current law. Election inspectors would need a thorough understanding of the law in order to issue provisional ballots correctly and answer questions from individuals who are likely to be upset because they believe their eligibility to vote is in question.

Because the provisional voting process is complex, a polling place training aid would need to be developed, printed and distributed to local election officials to assist them in training their election inspectors on the new requirements and troubleshoot issues at the polls as they arise.

Municipal clerks are required to enter outstanding provisional ballots into the G.A.B.'s Customer Relationship Management (CRM) tool on election night. Clerks without internet access must provide this information to their SVRS providers (their county clerk or another municipal clerk) to enter into the system.

Because the elimination of EDR is expected to increase both the number of municipalities that issue provisional ballots and the total number of provisional ballots cast, clerks would need expanded training on the use of the CRM. In accordance with HAVA requirements, the status and outcome of each provisional ballot cast must be made available to the voter on election night. Due to self-reporting of provisional ballots cast, it is unknown what percentage of municipalities currently enters this information as required on election night. With the number of provisional ballots becoming more significant, there would be increased demand for accurate and timely information on the status of provisional ballots.

To effectively train clerks on entering and tracking provisional ballot data, a new training module would be needed that would include screen shots, a business process PowerPoint, and interactive step-by-step instructions. Current electronic training materials would need to be updated and existing hard copy instructional materials would also require revision and augmentation.

Also, because most municipalities would be required to convene their Municipal Board of Canvass after the election to process provisional ballots, webinars and other materials related to canvassing would need to be updated and augmented. Finally, instructions and training relevant to tracking additional voter registration statistics would need to be developed.

The focus for training local election officials would be as follows:

- Training for county and municipal clerks would utilize communications via the G.A.B. website, conferences, webinars, updated training manuals and other materials.

- Training for chief election inspectors and other poll workers would require updating baseline training and manuals, retraining certified clerk-trainers, developing webinars, and providing troubleshooting aids for polling places.
- Training for members of local boards of canvass would incorporate step-by-step instructions, manuals, and webinars.

2. Training of Partner Agencies

In the event Election Day Registration is eliminated G.A.B. staff would need to provide training to implement and coordinate the expansion of voter registration opportunities at DMV offices and public assistance agencies. These partner agencies would be required to distribute a voter registration application (or declination form) to their customers and clients, assist registrants to complete the application if requested, and accept the registration and promptly deliver it to the appropriate election officials.

Training of partner agency staff would differ depending on the voter registration application format used. Paper-based registration forms would be filled out by voters, submitted to state agency employees, and mailed to the election officials who enter the voter data into SVRS. Electronic formats or paperless voter registration systems would allow the partner agency employees to be guided through the registration form by prompts on a computer screen, and to enter the voter's information and send it directly to the appropriate clerk's attention through the SVRS database.

For example, some NVRA states use a version of the following process. A partner agency employee follows an on-screen software template and gathers information for voting registration and driver license purposes in an electronic equivalent of the NVRA's required combined application form. Once verified by the applicant, the electronic information is uploaded into the voter registration database. Further data entry and transfer of handwritten information is minimized. The information has been sorted electronically and transmitted instantly, all but eliminating printing and postage costs.

If a paper-based registration process is utilized instead, a detailed training video would be developed to train voter registration providers on the data fields listed on the voter registration form, and help tags would be developed to answer questions or provide additional information. Under current law, municipal clerks process voter registration applications, and a significant issue to be determined by any legislation would be whether completed voter registration applications are transmitted to the G.A.B. or directly to the municipality for processing the application.

The focus for training of partner agencies would include communicating with agency division heads or their designees to facilitate an understanding of new requirements and each agency's direct responsibilities under the NVRA to be incorporated into the agencies' core missions. Training for agency-designated NVRA lead contacts and agency line staff would include in-person training, developing "train-the-trainer" presentations and materials, instruction manuals for voter registration, webinars, detailed step-by-step and FAQ guides and video

demonstrations. Similar training would be developed for the staff of any state and local agencies which are designated as additional optional voter registration agencies.

The approach to training partner agencies would be similar to training statewide Special Registration Deputies (SRDs), which were eliminated as part of Wisconsin 2011 Act 23. Conducting voter registration through numerous offices of partner agencies would create a more decentralized voter registration system than that which existed with statewide SRDs, as municipal clerks would receive applications from many additional branches and offices of state agencies.

Two-Year Cost Items: The following table summarizes estimated costs for G.A.B. staff to conduct training of local election officials and partner agency personnel over an initial period of two years. Some of these costs will be ongoing.

Personnel	\$629,520
Staff Travel	\$19,500
Training and Reference Materials	\$153,960
G.A.B. ESTIMATED TRAINING COST	\$802,980

F. Oversight and Reporting Requirements

The NVRA requires states to report various voter registration and provisional ballot data to the U.S. Election Assistance Commission (EAC) every two years. Municipal clerks currently report some registration statistics by completing and entering the GAB-190 Form into the Wisconsin Election Data Collection System (WEDCS) after each statewide election. The G.A.B. completes portions of the EAC survey, but local election officials would need to track and report additional information. The G.A.B. would need to compile and transmit additional statewide statistics to the EAC. The G.A.B. would need to update the current reporting form to include data regarding the sources of voter registrations, the number of duplicate registrations, the number of invalid or rejected registrations, the number of removal notices sent to inactive voters, and the number of voters removed from poll lists, including the reasons for removal.

The NVRA also requires each state to track the total number of registration forms submitted. To meet the reporting requirements, a minimum of five application sources would need to be added to the GAB-190 Form. The four possible notices sent to document the disposition of the application (returned-confirmed, returned-invalidated, returned-undeliverable, status unknown) also would need to be tracked. The GAB-190 Form would need to also include a section for reporting the six reasons a voter could be removed from the voting list or marked as inactive. Any changes to the reporting of GAB-190 statistics would also require additional training for clerks, their staffs, and G.A.B. staff. The collection of additional required information on the GAB-190 Form would also lead to an increase in time spent by clerks entering information for each election into the Wisconsin Election Data Collection System.

The cumulative efforts of partner agencies and local election officials would need to be reported to the EAC every two years. That data may also be used to prompt inquiries regarding the effectiveness of the partner agencies in offering voter registration services and in adequately fulfilling their obligations under the NVRA. The U.S. Department of Justice monitors state compliance, conducts investigations, and files litigation to enforce the NVRA requirements. Private parties may also bring litigation in federal court to enforce the NVRA.

In recent years, several states have been sued and forced to defend the voter registration efforts of partner agencies, or to devote more resources to those efforts. Court decisions have reaffirmed the obligations of public assistance agencies to offer voter registration opportunities to individuals applying for their services in person, by mail, phone, or online. Federal courts have also held that a lack of funding is not a sufficient justification for noncompliance with the NVRA, noting the legal obligations of states to provide sufficient resources to fulfill obligations under federal law. A summary of litigation related to NVRA compliance is contained in Appendix I.

Eliminating EDR and implementing the NVRA allows for an additional avenue of federal oversight of Wisconsin elections. If litigation is initiated in federal court, partner agencies, such as the DMV or public assistance agencies, would likely be included as defendants and their procedures closely evaluated. It has been the experience of the G.A.B. that even when litigation may not demonstrate significant substantive violations of federal statutes, additional data collection and reporting requirements may be imposed as part of or as a result of election-law litigation. For example, as a result of federal court consent decrees related to the compliance of municipal clerks with federal requirements to timely issue ballots to military and overseas voters, G.A.B. staff invested approximately 2,000 hours in 2012 simply to obtain data from clerks and assemble it into reports for the U.S. Department of Justice, significantly impacting the agency's ability to carry out its core duties and responsibilities.

G. Public Education and Outreach

If Election Day Registration (EDR) is eliminated in Wisconsin and the NVRA requirements are implemented, Wisconsin's longstanding tradition of registering at the polls on Election Day would be replaced by a system that would require voters to register well in advance of Election Day. This would be a major cultural shift in how Wisconsin electors participate in the voting process.

Eliminating EDR would require a public information and outreach campaign to ensure that Wisconsin's 4.3 million eligible voters are prepared for upcoming elections. An informed and prepared electorate will minimize confusion during the transition and provide more efficiency at the polling place as both voters and election officials adjust to the new process. A better prepared electorate may also reduce the volume of provisional ballots cast, and thus reduce the workload and cost impacts on local election officials. When the NVRA was enacted the federal legislation allowed for two years between its enactment and implementation dates. A similar timeframe may be necessary to incorporate the many changes required as a result of eliminating EDR and implementing the provisions of the NVRA.

The Legislature recognized the importance of educating the public and reaching out to voters most affected by the 2011 Wisconsin Act 23, the Voter Photo ID Law. The G.A.B. was required to conduct a public information campaign for the purpose of informing prospective voters of the new voter identification requirements. Act 23 also required the G.A.B. to engage in outreach to identify and contact groups of electors who may need assistance in obtaining or renewing a document that constitutes proof of identification for voting and to provide assistance in obtaining or renewing that document.

The G.A.B. has developed cost estimates for a campaign to educate the public about the elimination of EDR, the need to register to vote in advance of an election, and opportunities to register at the DMV and public assistance agencies. The cost estimates are based on the G.A.B.'s experience in developing and deploying the "Bring It to the Ballot" public education and outreach campaign for Voter Photo ID in late 2011 and early 2012. Such a campaign would include development of outreach and educational materials for local election officials as well as state agency partners who

will have new responsibilities under NVRA. It would also disseminate information related to voter registration opportunities at partner agencies, which have not included plans for public education and outreach in their cost estimates.

1. Major Components of Public Education and Outreach

- a. Public Education Campaign

Because of the breadth and complexity of the required changes to Wisconsin law if EDR is eliminated, G.A.B. staff believes a comprehensive public education campaign would be advisable. The new public education campaign would focus on raising awareness about changes to the law through a variety of media channels, as well as giving voters information about how and where to register to vote in advance of the election. The campaign would also educate voters about the rules related to provisional ballots and associated procedures under NVRA and HAVA.

The City of Milwaukee is currently subject to the provisions of the Voting Rights Act requiring election materials to be available in alternative languages, and therefore any public information campaign conducted in that area would need to include materials and electronic media messages produced in the Spanish language.

For the Photo ID public information campaign, the G.A.B. took advantage of a program of the Wisconsin Broadcasters Association (WBA) allowing for an economical paid public service announcement program under which WBA member TV and radio stations broadcast public service announcements for a discounted cost per week. These cost savings may or may not be available for future campaigns. If the WBA rates are not available, market rates would be significantly higher. Additionally, targeted print, outdoor and online advertising would need to be deployed.

The goal of the public information campaign would be to direct voters to the My Vote Wisconsin website, where they can check their voter registration status online, as well as to begin the registration process online, or update their information if necessary. My Vote Wisconsin currently provides limited educational materials for voters and limited navigation tools, and would need to be redesigned to handle the even greater traffic imposed by voters needing to check their voter registration status in advance to ensure they can participate on Election Day.

Voters without internet access could call the G.A.B.'s toll-free helpline for information about registration status. Citizens would also be encouraged to register to vote when conducting business at offices of the Wisconsin Division of Motor Vehicles as well as at state and county public assistance agencies and offices providing assistance to persons with disabilities, military recruiting offices, and other government offices designated by the Legislature as voter registration sites.

b. Public Outreach Campaign

Another aspect of informing the Wisconsin electorate about major changes in election law resulting from NVRA requirements would be educational events conducted by the G.A.B. These events would focus on raising awareness about major law changes by giving voters information about how, where, and when to register to vote in advance of registration deadlines. These in-person events would also educate voters about provisional ballot rules under the NVRA and HAVA.

During the Photo ID campaign, the G.A.B. conducted nearly 200 in-person educational events with groups of voters and representatives of civic organizations throughout Wisconsin. The in-person educational events for new registration laws and NVRA requirements would operate in a similar fashion. The goal of the events would be to educate audiences who would then share the information with others in their communities.

To prepare voters for the new changes related to the implementation of the NVRA, the G.A.B. recommends conducting 270 in-person educational events. These voter outreach events would run for approximately 18 months after implementation of legislative changes, with an estimated 15 presentations per month. The in-person events would typically be one hour long and involve two G.A.B. staff speakers, and an effort would be made to reach all areas of the State. Informational packets and handouts would be provided to all participants at these outreach events, and this information would also be available to the public on the G.A.B. website.

c. Statewide Voter Mailing

A statewide mailing would educate Wisconsin voters about changes to election registration requirements. While the use of a multimedia campaign and public outreach events would be effective tools to inform many Wisconsin voters of the changes, a statewide mailing would attempt to communicate directly with every eligible Wisconsin voter.

A statewide mailing would not only provide each household with an alert to the changes in voter registration rules but it would also serve as a reference and reminder of new registration deadlines and requirements. A statewide mailing would help to prepare voters for the registration process and for Election Day. Communications directly with individuals may help to reduce polling place issues and costs related to provisional ballot procedures.

2. Public Education and Outreach Options

There are a number of approaches that combine the above mentioned methods of public education and outreach that might be adopted. In addition to the costs involved, each of the options below would need to be further evaluated for their effectiveness in reaching Wisconsin voters, as well as the availability of feasible advertising rates.

Subject to consulting with media professionals, the following options are presented in order of their anticipated costs:

a. Option 1: Multimedia Campaign, Public Outreach Events, and a Statewide Mailing

The most comprehensive way to alert voters to this significant change in election law would be to utilize all of the tools outlined in sections G.1.a., G.1.b. and G.1.c.

b. Option 2: Multimedia Campaign and Statewide Mailing

This method would include the use of a multimedia outreach campaign as described in section G.1.a. in addition to the statewide mailing described in section G.1.c.

c. Option 3: Multimedia Campaign and Public Outreach Events

This option would allow for a comprehensive multimedia campaign and public outreach events as detailed in sections G.1.a. and G.1.b. of this Report. Option 3 would not include the addition of a statewide mailing.

d. Option 4: Multimedia Campaign Only

This option utilizes only the multimedia campaign to alert the public to the changes to election law in Wisconsin. This option would include only the programs detailed in section G.1.a.

e. Option 5: Public Outreach Events and Statewide Mailing

This method would include the use of public outreach events as described in section G.1.b. in addition to the statewide mailing described in section G.1.c.

f. Option 6: Statewide Mailing Only

This option would include only the use of a statewide mailing to all eligible voters in Wisconsin. The statewide mailing is detailed in section G.1.c. above.

Two-Year Cost Items: The following table summarizes estimated costs for public education and outreach related to the elimination of EDR over a period of two years. This table assumes advertising rates similar to those available under the WBA program. Each alternative involves policy choices regarding implementation time, expense, and effectiveness.

Public Education and Outreach Options	Cost
Multimedia Campaign, Public Outreach Events and Mailing (Option 1)	\$1,734,584
Multimedia Campaign and Statewide Mailing (Option 2)	\$1,474,584
Multimedia Campaign and Public Outreach Events (Option 3)	\$1,223,000
Multimedia Campaign Only (Option 4)	\$963,000
Public Education Events and Statewide Mailing (Option 5)	\$771,584
Statewide Mailing Only (Option 6)	\$511,584

V. Anticipated Partner Agency Impacts and Costs of Complying with HAVA and the NVRA

The G.A.B. has asked State partner agencies which would be directly affected by the elimination of Election Day Registration to identify anticipated impacts and costs for their operations. This Report presents the cost analysis information that has been provided by State partner agencies.

A. Department of Transportation – Division of Motor Vehicles

The Wisconsin Division of Motor Vehicles operates 91 branch locations throughout the State, processing driver license and State identification cards applications, renewals, and address changes in-person and by mail, telephone, and internet. In 2011, the DMV served approximately 2.6 million customers in person and conducted over 1.2 million transactions involving driver licenses or State ID cards. Also, 85,418 customers updated their addresses online in 2011, some of whom may also be included in the total of in-person transactions. Based upon a survey of other states subject to the NVRA, the DOT estimated that offering voter registration services to its customers would add an average of 45 seconds to each transaction.

The DMV has developed a cost estimate of the anticipated impacts on its operations if it becomes subject to the NVRA due to the elimination of Election Day Registration, which is attached as Appendix J. The anticipated impacts include changing application forms for driver licenses and identification cards, offering voter registration during online transactions, hiring additional staff, providing training, and transmitting voter registration forms and data to election officials.

The DMV summary of operational impacts in Appendix J illustrates that the calculation of reliable estimates depends upon the resolution of fundamental policy questions. Any legislation would need to address whether voter registration at NVRA locations will be conducted using a paper-based or an electronic system, or a combined system. G.A.B. staff concurs with the DMV that the preferred option is to enter and convey voter registration information electronically. Current statutes, however, do not permit complete online voter registration or the use of electronic signatures on voter registration forms. The DMV analysis also makes several assumptions which would need to be evaluated in light of any proposed legislation and procedures established in cooperation with the G.A.B. and local election officials.

The DMV estimates that its costs for complying with the NVRA over a two-year period would be \$1,678,858, as summarized below.

DOT Two-Year Cost Items	Costs
IT Programming Costs	\$388,620
Forms and Mailing Inserts	\$25,000
Ongoing FTE Cost	\$620,119
Total Costs	\$1,033,739

B. Department of Health Services

The Department of Health Services (DHS) administers numerous federal and state programs qualifying as public assistance or assistance to persons with disabilities, including Medicaid, Community Aids, Community Health Centers, and Senior Care. DHS estimates that over 1.4 million individuals apply for assistance through one of the programs each calendar year. DHS notes that some of the individuals using these services may be served through multiple programs, each of which would be required to offer voter registration services. Applicants would need to be offered voter

registration services whether or not they had already registered to vote or declined to do so in the past.

DHS anticipates that it would need to make system changes to its online application portal and its eligibility information system interface, as well as create a system to transmit voter information electronically to the G.A.B. As explained below, a portion of these IT costs may be attributed to the Department of Children and Families due to its shared use. Based upon experiences of other states, DHS estimated its increased technology and staff costs under two scenarios, assuming that either 5 percent or 10 percent of its program applicants would complete a voter registration form. As summarized below and in more detail in Appendix K, DHS estimated its increased costs of complying with NVRA over two years to range from \$6,263,564 to \$7,617,794.

DHS Two-Year Cost Items – 5% Registration Assumption	System Costs	Staff and Overhead	Costs
Total Year One	\$500,000	\$2,711, 532	\$3,211,532
Total Year Two and Ongoing	\$340,500	\$2,711,532	\$3,052,032

DHS Two-Year Cost Items – 10% Registration Assumption	System Costs	Staff and Overhead	Costs
Total Year One	\$700,000	\$3,288,647	\$3,988,647
Total Year Two and Ongoing	\$340,500	\$3,288,647	\$3,629,147

C. Department of Children and Families

As described in Appendix L, the Department of Children and Families (DCF) administers Wisconsin Works (W-2) and Shares Child Care (CC) program which would be required to offer voter registration under the NVRA. Because the majority of individuals enrolled in these programs are co-enrolled in other public assistance programs, DCF based its cost estimates upon its calculation of individuals participating only in W-2 or CC. These two programs alone serve 21,120 persons annually. The DCF also based its estimate on the assumption that voter registration services would be provided only to clients who inquired about it, estimated as 50 percent of individuals served solely by W-2 or CC.¹⁰

DCF shares an IT system and portals with the Department of Health Services, which it would expect to modify to collect and transmit voter information. The DCF costs for IT, therefore, are calculated as an eight percent share of the IT costs calculated by DHS. The table below summarizes the increased costs anticipated by DCF to comply with the NVRA, totaling \$167,400. While DCF's share of anticipated IT costs are included below, those figures do not increase the total costs in the summary chart in Section VI because they are already included in the IT costs listed for DHS.

DCF Two-Year Cost Items	Staff Costs	IT Costs	Costs
Year One Costs	\$42,100	\$56,000	\$98,100
Year Two and Ongoing Costs	\$42,100	\$27,200	\$69,300

D. Department of Workforce Development

The Department of Workforce Development (DWD) has advised that the NVRA would require it to provide voter registration services through programs administered by the Division of Vocational Rehabilitation (DVR). There are approximately 41,000 customer contacts with DVR each year. The

¹⁰ This assumption likely understates the increased staff resources and costs required, because the NVRA requires agencies to offer voter registration services to each client, not only to those who inquire.

DWD anticipates that complying with the NVRA would require adding 9.8 FTE equivalent employees, and that its additional costs would total \$1,084,680, as summarized below.

DWD Two-Year Cost Items	Staff Costs
Year One Costs	\$542, 340
Year Two Costs	\$542, 340
Total Costs	\$1,084,680

E. Voter Registration at Armed Forces Recruiting Offices

Under NVRA, all federal Armed Forces recruitment offices in Wisconsin must provide voter registration services. Current Wisconsin Statutes exempt members of the armed services from the requirement to register to vote, along with their spouses and dependents and other individuals included in the definition of military elector. Military voters must still submit sufficient information to request a ballot. In 2012, the Government Accountability Board developed and launched a new voter-focused website, My Vote Wisconsin (<https://MyVote.WI.gov>), that permits military electors to request and obtain a ballot online which is printed and then mailed to the appropriate municipal clerk. To date, therefore, the Government Accountability Board has not identified specific additional costs to the State or local governments as a result of this NVRA requirement.

VI. Combined Summary of Estimated Costs

A. Government Accountability Board

The cost items presented in this document are the result of a review of new requirements that would take effect if Election Day Registration (EDR) were to be eliminated. The estimated cost range of **\$2,068,378 to \$5,705,380** represents the impact that the elimination of EDR would have on the Government Accountability Board for the initial two years of implementation. Based on extensive research into the new requirements, the G.A.B. has identified essential components of an efficient voter registration information sharing system and developed a recommended framework for list maintenance and public education and outreach programs. Subject to more specific analysis that could be completed only with the details of any legislative proposal, the G.A.B. estimates the costs of these essential and recommended components to be **\$3,961,696** over the initial two-year period.

The most effective and cost efficient manner in which to comply with the list maintenance and voter registration verification mailing requirements of the National Voter Registration Act (NVRA) would be to incorporate the National Change of Address database into Wisconsin's procedures. In addition to the post-General Election list maintenance verification mailings, the NVRA requires that all individuals who register to vote must be notified of the disposition of their voter registration application. The estimated biennial cost for the most efficient method of completing all of these processes would be **\$704,345**. The alternative to using the NCOA would be to implement an inefficient mass mailing approach that would cost an estimated \$1,936,445 every two years.

The recommended total also includes **\$1,231,371** in Information Technology costs for the integrated electronic system necessary for sharing voter registration information between partner agencies and the G.A.B. Research regarding electronic information sharing systems indicates that they have higher startup costs than paper-based systems. However, states that have converted to an electronic system have found that long term savings compensate for the higher initial costs. Less data entry and more accurate data transfer, cleaner voter registration lists, and fewer provisional ballots create significant and ongoing costs savings throughout many phases of the voter registration and election process. Three of the four designated state partner agencies provided cost estimates based on the implementation of an electronic information sharing system and have presented their respective program analysis under the assumption that such a system would be established rather than a paper-based system.

The G.A.B. estimate also includes **\$802,980** for the first two years of training and additional staffing. Training of both local election officials and partner agency employees regarding new requirements and voter registration procedures would be essential. Given that there are 1,923 local election officials statewide and almost 3,000 polling places for presidential elections that are staffed by approximately 30,000 election inspectors, comprehensive training would be a necessary and considerable undertaking. Partner agency employees who provide services and support to the public would need training on voter registration laws and procedures which are separate from their regular core duties.

Extensive public education and outreach would also be imperative given the breadth and complexity of the required changes to Wisconsin law if EDR were eliminated. A comprehensive public education campaign would be necessary. The most comprehensive public education activities are estimated to cost \$2,023,000 and would include public outreach events, a statewide mailing and a multimedia advertising campaign. G.A.B. recommends a public education and outreach program consisting of a multimedia campaign, and public outreach events that is estimated to cost **\$1,223,000** over the first two years of implementation. This campaign would focus on raising awareness about changes to the law through a variety of media outlets, as well as giving voters information about how

and where to register to vote in advance of the election. State partner agencies did not include any cost estimates for public outreach. G.A.B. staff would lead a coordinated public outreach effort that would provide information to all voters, including information relevant to the State partner agency customers.

The estimate of G.A.B.'s costs includes funding for all annual cost items for two years, in addition to one-time start-up costs. A two-year budget plan also coincides with the administration of an election cycle including one general election and one mailing process for the voter registration list maintenance. Accordingly, this estimate contains costs for an 18-month public education and outreach program as well as funding for additional G.A.B. staff for those two years. Some of the costs would continue after a single budget cycle, including costs for additional G.A.B. personnel, IT support, public outreach, and clerk and partner agency training. In addition, the list maintenance costs would continue to be incurred on a biennial basis.

B. Partner Agencies

The Wisconsin partner agencies that would be affected by the elimination of EDR are the Department of Transportation, the Department of Health Services, the Department of Children and Families, and the Department of Workforce Development. Under the NVRA, voter registration opportunities would have to be offered at each Department of Motor Vehicle branch where driver license services are provided. However, only certain individual programs administered by other partner agencies would be required to incorporate voter registration services. Given these variables, and in the absence of specific legislation, the costs estimates provided by the partner agencies do not use uniform assumptions and do not contain precisely equivalent costs items.

The DOT's anticipated impacts and costs assume the establishment of an electronic data sharing system that would be linked to the G.A.B. or the Statewide Voter Registration System. The ongoing staff costs provided by DOT for offering this additional service is estimated at **\$620,119** per year, while alterations to its existing database and the creation of the information-sharing platform would cost an estimated **\$388,620**. The DOT also estimates spending **\$25,000** per year on printing costs to update its forms.

The initial DOT costs are estimated at **\$1,033,739** and ongoing costs are estimated at **\$645,119** annually. DOT assumed that additional training regarding voter registration forms and procedures would be incorporated into existing staff briefings and would not require additional expense. DOT also did not provide any cost estimates for public outreach to its customers. G.A.B. cost estimates reflect its costs for initial training of partner agency trainers and public outreach.

The Department of Health Services, which administers programs such as Women, Infants and Children (WIC), Medicaid, and FoodShare, would also incur significant costs if it were required to offer voter registration services to clients of those programs. DHS provided G.A.B. with two separate costs estimates, one based on the assumption that 5 percent of program applicants would register to vote and the other based on 10 percent participation by applicants. These varying participation rates are reflected in yearly staffing cost estimates that range from **\$2,711,532 to \$3,288,647**. DHS also provided varying startup cost estimates for necessary Information Technology updates totaling between **\$500,000 and \$700,000**, and identified an ongoing yearly cost of **\$340,500** to maintain the information gathering and data transfer system. Overall, the cost estimate provided by DHS identified a year-one implementation cost that ranged from **\$3,211,532 to \$3,988,647** and ongoing costs of **\$3,052,032 to \$3,629,147**. DHS did not provide any cost estimates for training its staff or for public outreach. G.A.B. cost estimates reflect its costs for initial training of partner agency trainers and public outreach.

Two programs were identified by the Department of Children and Families as being subject to the requirements of the NVRA for providing voter registration opportunities, Wisconsin Works and Shares Child Care. The agency based its cost estimate on the assumptions that 50 percent of qualifying individuals would inquire about voter registration, those interactions would take approximately 5 minutes, and that 10 percent of its clients would complete voter registration applications, a process estimated to take 15 minutes per transaction.

DCF estimated that by sharing Information Technology costs with DHS, it would incur a one-time IT upgrade cost of **\$56,000** and yearly maintenance costs of **\$27,200**. However, DCF's prorated share of IT costs are included in the DHS cost estimate. DCF also estimated that its voter registration-related activities would cost **\$42,100** annually in staff time, resulting in total estimated ongoing costs for DCF of **\$69,300**. The cost estimate from DCF also indicated that the agency did not budget for any printing costs for voter registration forms, assuming that those forms would be provided by the G.A.B. DCF also did not provide any cost estimates for training its staff or any public outreach. G.A.B. cost estimates reflect its costs for initial training of partner agency trainers and public outreach.

The Department of Workforce Development administers programs that provide services to persons with disabilities, primarily through the Division of Vocational Rehabilitation. DWD estimated that voter registration-related transactions would take approximately 30 minutes on average to complete. Based on its assumptions, the DWD identified estimated costs of **\$539,000** in additional staffing costs annually for voter registration activities required by the NVRA. DWD also estimated an initial cost of **\$6,680** for initial training of its staff. DWD did not provide any cost estimates for public outreach. G.A.B. cost estimates reflect its costs for initial training of partner agency trainers and public outreach.

In summary, the elimination of EDR would require at least four additional state agencies to engage in the business of voter registration. The total estimated costs for providing voter registration services at these four agencies ranges from **\$9,111,302 to \$10,465,532**. The NVRA also requires states to designate additional state institutions, such as public libraries or universities¹¹, as voter registration agents.

The elimination of EDR would require agencies whose primary mission is not voter registration to provide assistance and services that are not central to the core mission of those agencies. Other states and their partner agencies have faced increased liability in the form of potential litigation that can be initiated by federal authorities or third-party groups which allege that public assistance agencies have not adequately met the requirements of the NVRA. The cost estimates in this report do not account for this increased potential liability or the impact of potential registration data quality issues due to partner agencies being unfamiliar with election laws and registration procedures. This Report also does not estimate additional costs which would necessarily be imposed on county and municipal clerks if EDR is eliminated and new federal law mandates are imposed.

The total estimated costs described in this report resulting from the elimination of EDR for all affected state agencies range from **\$11,262,880 to \$16,254,112** over the initial two-year period. Using estimates for the recommended G.A.B. practices and components, the total cost would range from **\$13,156,198 to \$14,510,428**. The tables below provide a high-level summary of the combined cost estimates for eliminating EDR in Wisconsin.

¹¹ The Higher Education Act of 1998 requires colleges and universities in NVRA states that participate in federal financial aid programs to make a good faith effort to provide voter registration forms to all students in advance of federal and gubernatorial general and special elections.

G.A.B. Major Cost Areas and Sub-Categories (FIRST TWO YEARS)	Category Cost	Total G.A.B. Cost
Voter List Maintenance		\$704,345 - \$1,936,445
NCOA (Option 1)*	\$704,345	Every Two Years
Mass Mailings (Option 2)	\$1,936,445	Every Two Years
Information Technology Options		\$302,919 - \$1,231,371
Paper-Based System	\$302,919	
Hybrid Centralized Online System	\$322,469	
Integrated Electronic System*	\$1,231,371	
Training and G.A.B. Staffing		\$802,980
Personnel*	\$629,520	
Staff Travel*	\$19,500	
Materials*	\$153,960	
Public Education and Outreach Components		\$511,584 - \$1,734,584
Multimedia Campaign*	\$963,000	
Public Outreach Events*	\$260,000	
Statewide Mailing	\$511,584	
TOTAL G.A.B. ESTIMATED COST (FIRST TWO YEARS)		\$2,321,828 - \$5,705,380

*Reflects costs for the recommended G.A.B. components, which total \$3,961,696.

PARTNER AGENCIES ESTIMATED COSTS (FIRST TWO YEARS)	Category Cost	Total Agency Cost
Department of Transportation Estimated Costs		\$1,678,858
Staff Costs	\$620,119	Annually
Printing Forms and Mailing Inserts	\$25,000	Annually
IT Programming Costs	\$388,620	Initial Costs Only
Department of Health Services Estimated Costs		\$6,263,564 - \$7,617,794
Initial Costs (Assuming 5% of applicants register)	\$3,211,532	
Initial Costs (Assuming 10% of applicants register)	\$3,988,647	
Ongoing Costs (Assuming 5% of applicants register)	\$3,052,032	
Ongoing Costs (Assuming 10% of applicants register)	\$3,629,147	
Department of Children and Families Estimated Costs		\$84,200
Initial and Ongoing IT Costs (*Included in DHS estimate)	\$83,200	
Ongoing Staff/Processing Costs	\$42,100	Annually
Department of Workforce Development Estimated Costs		\$1,084,680
Training Costs	\$6,680	Initial Costs Only
Staffing Costs	\$539,000	Annually
TOTAL STATE AGENCIES ESTIMATED COSTS (FIRST TWO YEARS)		\$9,111,302 - \$10,465,532

VII. Conclusion

As outlined in this Final Report, the elimination of Election Day Registration would represent a significant change in the administration of elections in Wisconsin, and would impose many new responsibilities upon local election officials, the Government Accountability Board, and partner agencies which would be directly responsible to offer voter registration services under federal law.

This report is intended to provide policymakers, the Board, and the public with information necessary to evaluate the consequences that can be anticipated as a result of eliminating EDR, and to estimate the costs attributed to the recommended procedures if Wisconsin becomes subject to additional provisions of HAVA and the NVRA.

Wisconsin's EDR law and the NVRA have in common the goal of increasing opportunities for voter registration. The interaction of State and federal laws has established two alternatives for facilitating voter registration. States must either provide voter registration opportunities at the DMV and public assistance agencies or offer Election Day Registration. Neither option is designed to reduce or restrict the availability of voter registration.

If the Legislature desires to provide additional opportunities for voter registration, it may consider incorporating some aspects of the NVRA into Wisconsin law without forfeiting its EDR waiver. The State of Minnesota, for instance, offers voter registration through its driver license agency even though it also conducts EDR and therefore maintains its exemption from the NVRA. In addition, permitting online registration is becoming a more widespread means of expanding voter registration opportunities in other states, given the cost-benefit analysis involving paper-based and electronic systems which is reflected in Appendix F.

Whether the additional impacts and costs would be warranted as an effort to improve the current administration of elections is, of course, a policy decision to be made by elected officials. However, recognizing the anticipated widespread and significant practical impacts, complications, and disruptions related to the administration of elections at the State and local levels, the Government Accountability Board passed a motion expressing its opposition to the elimination of EDR in March of 2011. This Report outlines in greater detail the costs and factors which were the basis for the Board's action. It is the culmination of research and analysis completed by the staff of the G.A.B. and partner agencies, their counterparts in other states, and local election officials. The G.A.B. appreciates the assistance of all agencies and individuals in preparing this report and is available to respond to inquiries from the Legislature and other interested parties throughout the consideration of these issues.

VIII. Appendices

A.	Wisconsin Election Day Proof of Residence Statistics	40
B.	Wisconsin Voter Turnout and Registration Statistics	41
C.	General Election Provisional Ballot Statistics of Comparable States	42
D.	Provisional Ballot Procedures	43
E.	Other States and NVRA	51
F.	Analysis of Paper-based and Electronic Voter Registration Systems	60
G.	Election Day Registration Procedures	64
H.	Wisconsin Municipal Clerks Association Resolution	66
I.	Litigation Summary	67
J.	Department of Transportation Responses	71
K.	Department of Health Services Response	75
L.	Department Children and Families Response	80
M.	EDR Study Taskforce Membership	82

Appendix A

Wisconsin Election Day Proof of Residence Statistics

POR Source	TOTAL	2012					2012 Presidential and General
		2012 Spring Primary	Presidential Pref. and Spring Primary	2012 Recall Primary	2012 Recall	2012 Partisan Primary	
WI Driver License or ID Card	470,835	5,702	38,072	42,227	188,887	7,224	188,723
Utility Bill	84,109	749	5,301	7,079	25,980	1,626	43,374
Other Document	63,233	417	3,404	3,961	17,292	689	37,470
Unknown	31,030	508	2,886	2,455	10,733	511	13,937
Bank Statement	28,681	239	1,736	2,467	9,444	486	14,309
Residential Lease	18,227	141	862	1,783	5,899	317	9,225
Paycheck	15,765	111	752	1,180	5,399	176	8,147
College Student ID	7,979	62	602	1,280	879	12	5,144
Government ID Card	3,423	7	200	422	1,505	80	1,209
Tax Bill	2,500	71	321	345	1,145	41	577
Employment ID Card	274	3	22	37	75	3	134
Affidavit for Homeless Electors	102	1	4	9	33	1	54

Appendix BWisconsin Voter Turnout and Registration Statistics
(Major Statewide Elections are indicated in **Bold**)

Date	Election	Voting Age Population	Voters	Turnout	Closed Registrants	Percent Closed Registrants	EDRs	Percent EDRs	Percent Closed or EDR
November 6, 2012	Presidential and General Election*	4,378,741	3,085,666*	70.47%*	68,039*	2.21%*	336,934*	10.92%*	13.13%*
August 14, 2012	Partisan Primary	4,378,741	851,572	19.45%	26,913	3.16%	17,117	2.01%	5.17%
June 5, 2012	Recall Election	4,378,741	2,516,371	57.47%	23,623	0.94%	266,974	10.61%	11.55%
May 8, 2012	Recall Primary	4,378,741	1,360,750	31.08%	13,971	1.03%	67,031	4.93%	5.95%
April 3, 2012	Spring Election	4,378,741	1,144,351	26.13%	10,216	0.89%	57,158	4.99%	5.89%
February 21, 2012	Spring Primary	4,378,741	139,343	3.18%	2,083	1.49%	6,064	4.35%	5.85%
April 5, 2011	Spring Election	4,372,347	1,524,528	34.87%	14,579	0.96%	64,009	4.20%	5.15%
February 15, 2011	Spring Primary	4,372,347	444,986	10.18%	2,181	0.49%	17,951	4.03%	4.52%
November 2, 2010	General Election	4,372,347	2,185,017	49.97%	30,522	1.40%	230,330	10.54%	11.94%
September 14, 2010	Partisan Primary	4,372,347	930,511	21.28%	7,690	0.83%	60,632	6.52%	7.34%
April 6, 2010	Spring Election	4,372,347	574,130	13.13%	2,656	0.46%	31,675	5.52%	5.98%
February 16, 2010	Spring Primary	4,372,347	81,363	1.86%	314	0.39%	4,037	4.96%	5.35%
April 7, 2009	Spring Election	4,354,717	833,328	19.14%	3,621	0.43%	19,758	2.37%	2.81%
February 17, 2009	Spring Primary	4,354,717	288,307	6.62%	2,752	0.95%	14,650	5.08%	6.04%
November 4, 2008	Presidential and General Election	4,330,695	2,997,086	69.21%	115,968	3.87%	462,392	15.43%	19.30%

*Registrations statistics for the November 6, 2012 Presidential and General Election are preliminary.

Appendix CGeneral Election Provisional Ballot Statistics of Comparable States Based on Population¹²

State	Year	Total Provisional Ballots Cast	Provisional Ballots Counted (Full or Partial)	Provisional Ballots Rejected	Percentage Rejected
Wisconsin	2004	374	119	255	68.2%
Maryland	2004	48,936	31,860	17,076	34.9%
Missouri	2004	8,183	3,292	4,891	59.8%
Tennessee	2004	8,788	3,298	5,490	62.5%
Washington	2004	93,781	74,100	19,681	21.0%
2006					
Wisconsin	2006	271	168	103	38.0%
Maryland	2006	41,485	36,146	5,339	12.9%
Missouri	2006	7,403	3,282	4,121	55.7%
Tennessee	2006	Not Available			
Washington	2006	18,825	16,049	2,776	14.7%
2008					
Wisconsin	2008	211	94	117	55.5%
Maryland	2008	51,163	34,012	17,151	33.5%
Missouri	2008	6,934	1,737	5,162	74.4%
Tennessee	2008	4,392	1,622	2,770	63.1%
Washington ¹³	2008	54,047	31,071	11,547	21.4%
2010					
Wisconsin	2010	64	31	33	51.6%
Maryland	2010	37,339	34,142	3,197	8.6%
Missouri	2010	3,713	1,583	2,049	55.2%
Tennessee	2010	641	226	415	64.7%
Washington	2010	6,061	4,473	1,509	24.9%

¹² Provisional Ballot Statistics are based on the information reported by each state for the Election Assistance Commission's (EAC) "Election Administration and Voting Survey" (EAVS) that is submitted biannually by each state to the EAC.

¹³ The 2008 Statistics reported in the EAVS by the State of Washington included 11,429 provisional ballots categorized as *OTHER DISPOSITION*, without providing any explanation.

Appendix D

Election Day Manual Excerpt regarding Provisional Ballots

1. Provisional Voting

In Wisconsin, provisional voting is currently **ONLY** used in two situations:

1. If an individual is a first-time voter, who registered by mail and has failed to provide the required proof of residence, he or she may vote provisionally.
 - a. The poll list will contain the watermark “POR Required” to identify those first-time voters who registered by mail and who must show proof of residence before being allowed to vote.
 - b. If an individual fails to provide the required proof of residence he or she may vote provisionally.
 - c. In the case of a first-time voter who voted absentee, the returned absentee ballot will be treated as provisional if no proof of residence has been provided with the returned absentee ballot.
2. If an individual who registers on **Election Day** has a Wisconsin driver license, but is unwilling or unable to provide the license number, he or she may vote provisionally.
 - a. Individuals who have a Wisconsin driver license may **NOT** use the last four (4) digits of their Social Security number.
 - b. Electors may vote provisionally if providing the driver license number is the only missing registration element. If an elector is also missing required proof of residence, then he or she may **NOT** register or vote.

There is no other situation in which provisional voting should be used. Provisional ballots are **NOT** given when a voter is at the wrong polling place. If a voter appears at the wrong polling place, he or she should be directed to the proper location.

Provisional ballots are also **NOT** given when a person is attempting to register in person at the polling place and does not provide the required proof of residence. He or she may not register or vote.

Each elector issued a provisional ballot must be provided a Provisional Voting Information Sheet. This sheet must include how or where the elector is to contact the municipal clerk or deputy to provide the missing information.

Electors have until 4:00 p.m. on the Friday following the election to provide the missing information to the municipal clerk or deputy. The municipal clerk must be available to receive this information from the elector.

Procedure

Once it is determined a voter will vote provisionally, the following procedures are required:

1. Every provisional voter must complete a Provisional Ballot Certificate Envelope (GAB-123).
2. The voter completes the certificate envelope in the presence of at least one election inspector by providing:
 - a. Full name
 - b. Complete address, including municipality and county
 - c. Date of birth
 - d. Indication of U.S. Citizenship
 - e. Date of election
 - f. Signature and date
3. The election inspector completes the certificate envelope by:
 - a. Signing and dating the certificate envelope
 - b. Indicating the type of required information (either “Proof of Residence,” or “Driver License Number.”) by checking the appropriate box(es) on the certificate envelope. A provisional ballot may be issued for more than one reason.
4. The election inspector issues a provisional voter number (PV#), which is recorded on the voter list. A voter number is NOT issued to the elector at this time and the elector does NOT sign the poll list.
 - a. This number is issued sequentially, starting with “1.”
 - b. The PV# is also recorded in six places:
 - (1) The back of the ballot
 - (2) On the Inspectors’ Statement (GAB-104)
 - (3) On the Provisional Ballot Certificate Envelope (GAB-123)
 - (4) On the Provisional Ballot Reporting Form (GAB-123r)
 - (5) On the poll list or supplemental poll list
 - (6) On the Provisional Voting Information sheet for the elector
5. The elector votes the ballot, seals the voted ballot in the Provisional Ballot Certificate Envelope (GAB-123), and returns the sealed envelope to the election inspector.
6. The sealed certificate envelope (GAB-123) is then placed inside the Inspectors’ Certificate for Provisional Ballots Envelope (GAB-108).

- a. The election inspectors then record the name of the elector, the PV#, and the reason for the provisional ballot on the Provisional Ballot Reporting Form (GAB-123r) and on the Inspectors' Statement (GAB-104).
 - b. The Inspectors' Certificate of Provisional Ballots Envelope (GAB-108) must be kept secure throughout Election Day.
 - c. When the polling place closes, the Inspectors' Certificate of Provisional Ballots Envelope (GAB-108) must be secured in a separate ballot bag with a tamper evident serialized numbered seal. The serial number shall be recorded on the signed ballot container certification attached to the bag and on the Inspectors' Statement. The bag should be marked "Provisional Ballots."
7. Election inspectors must provide the elector with the Provisional Voting Information Sheet.
8. An elector who was issued a provisional ballot may return to the polling place before 8 p.m. to provide the missing documentation to the election inspectors. Election inspectors shall review the provided documentation to determine if it is satisfactory.
- a. If the provided documentation is not valid the election inspectors shall inform the elector and document the incident on the Inspectors' Statement (GAB-104).
 - b. If the provided documentation is valid:
 - i. The elector must sign the poll or supplemental list.
 - ii. Election inspectors note on the Inspectors' Statement (GAB-104) that the elector provided the required documentation.
 - iii. Election inspectors initial and date the Provisional Ballot Reporting Form (GAB-123r) to indicate that the elector provided the required documentation.
 - iv. Election inspectors should offer the elector the option of spoiling the provisional ballot and voting a new ballot.
 - v. If the elector chooses to spoil the provisional ballot:
 1. The Provisional Ballot Certificate Envelope (GAB-123) is removed from the Inspectors' Certificate of Provisional Ballots (GAB-108) envelope and given to the elector.
 2. The elector should remove the provisional ballot and spoil it.
 3. Document the incident and spoiled ballot on the Inspectors' Statement (GAB-104).
 4. The elector signs the poll list.
 5. The elector is issued a sequential voter number, which is recorded on the poll list and noted on the Provisional Ballot Reporting Form (GAB-123r) by marking "on poll list" in the column labeled "Voter Number Issued."

6. The elector is given a new ballot.
- vi. If the elector chooses to cast the provisional ballot:
1. Note on the Inspectors' Statement (GAB-104) and initial and date the Provisional Ballot Reporting Form (GAB-123r) that the elector provided the required documentation.
 2. Remove the elector's Provisional Ballot Certificate Envelope (GAB-123) from the Inspectors' Certificate of Provisional Ballots (GAB-108) envelope.
 3. Verify that the Provisional Ballot Certificate Envelope (GAB-123) has not been opened or tampered with.
 - a. If the Provisional Ballot Certificate Envelope (GAB-123) has been tampered with, the election inspectors shall spoil the provisional ballot and instruct the elector to cast a new ballot.
 4. The elector signs the poll list.
 5. The elector is issued a sequential voter number, which is recorded on the poll list and noted on the Provisional Ballot Reporting Form (GAB-123r) by marking "on poll list" in the column labeled "Voter Number Issued."
 6. Provide the elector with the Provisional Ballot Certificate Envelope (GAB-123) and instruct him or her to remove the ballot and place it in the ballot box or voting equipment.
 7. Collect the used Provisional Ballot Certificate Envelope (GAB-123) from the elector and place it back in the Inspectors' Certification of Provisional Ballots (GAB-108) envelope.

Processing

1. A Provisional Ballot Reporting Form (GAB-123r) must be completed by the election inspectors at the polling place listing all of the electors who cast a provisional ballot. The clerk must review the form and send a copy to both the county clerk and their SVRS provider if different after the close of polls on Election Day. The municipal clerk must keep a copy for his or her office. A blank Provisional Ballot Reporting Form is available on the agency website and a sample for reference may be found in the appendix of this manual.
2. All electors who have been issued a provisional ballot must be tracked in SVRS on election night. SVRS must also be updated if/when an elector provides the missing information.
 - a. Self-Providers must enter the information into SVRS. Please see the SVRS Application Training Manual for details.
 - b. Reliers must provide the Provisional Ballot Reporting Form (GAB-123r) to their Provider. Reliers must inform their Provider with updates if/when electors provide the missing information.

- c. Providers must enter provisional ballot information into SVRS on election night on behalf of their reliers. Please see the SVRS Application Training Manual for details.
3. Provisional ballots are maintained by the Municipal Clerk (NOT delivered to the County Clerk with all other election materials).
4. Provisional ballots are not counted until the required information (either proof of residence or driver license number) is provided to either the election inspectors by the close of the polls, or to the municipal clerk or deputy by 4 p.m. on the Friday after the election.
 - a. Electors who provide their information after Election Day do not sign the poll list.
5. If the person voting provisionally does not present the information to the municipal clerk by 4 p.m. on the Friday after the election the Provisional Ballot Certificate Envelope (GAB-123) is not opened. Neither the voter nor the ballot is counted as part of the Election Day results if the missing required information is not returned by the deadline.
6. The municipal clerk should maintain communication with the county clerk regarding the number of outstanding provisional ballots.

2. Processing Provisional Ballots Post Election

The Municipal Board of Canvassers (MBOC) will conduct the processing and tallying of provisional ballots.

Provisional Ballots

- A. Examine all GAB-123r forms to determine which voters have supplied the missing information necessary for their ballots to be processed.
- B. Verify the tamper-evident seal numbers on the ballot container holding the provisional ballots and record the findings on the Record of Activity (GAB-104AP).
- C. Open the ballot container holding the Election Day provisional ballots and retrieve the envelopes containing the ballots to be processed.
- D. Process one provisional ballot at a time. Examine the Provisional Ballot Certificate Envelope (GAB-123) for sufficiency.
 1. Reject the provisional ballot if the envelope is not sufficient or appears to have been tampered with.
 - a. Mark the envelope (GAB-123) “Rejected.”
 - b. Write “Rejected” on the Provisional Ballot Reporting Form (GAB-123r) in the “voter number” column.
 - c. Record the rejection on the Record of Activity (GAB-104AP)
 - d. Return the unopened GAB-123 to the Election Night Provisional Ballot Bag/Container.
 2. If the provisional ballot envelope is sufficient
 - a. Assign a voter number to the elector.
 - i. Look for the last voter number issued in the appropriate reporting unit and assign the next consecutive number to the voter.
 - ii. Record the number on the GAB-123r.
 - b. Place the Provisional Certificate Envelope in a large envelope marked “Used Provisional Ballot Envelopes.”
 - c. Place the ballot in the “privacy container” for tally later in the process.
- E. After all provisional ballots have been processed, reconcile the number of voters with the number of provisional ballots.
 1. Count the number of ballots in the privacy container to ensure the number of ballots equals the number of additional voter numbers issued for provisional ballots.

2. Return ballots to privacy container and mix.

F. Tally the Votes

Count and record the votes on two separate Tally Sheets (GAB-105). The tally accounts for “defective” and “objected to” ballots as described below. Reconcile the tally sheets when the counting for each office is complete.

1. Determine if any of the ballots are “Defective.”
 - a. A “Defective ballot” is a ballot for which a majority of the election inspectors agree that voter intent cannot reasonably be determined.
 - b. A ballot can be defective for some offices and valid for others. Only valid votes on each ballot are counted. The reason for the defect should be recorded on the Record of Activity (GAB-104AP).
 - c. A defective ballot is labeled “Defective Ballot # __” (beginning with ‘1’), set aside and preserved.
 - i. Defective ballots may be placed in an envelope marked “Defective/Objected To Provisional Ballots or”
 - ii. Bundled together and labeled “Defective Provisional Ballots”
2. Determine if any of the ballots are “Objected To.”
 - a. An “Objected to” ballot is a ballot for which a majority of the election inspectors agree that voter intent can be determined, but at least one election inspector disagrees. The reason for the objection is recorded on the Record of Activity (GAB-104AP).
 - b. An “Objected to” ballot is labeled “Objected to Ballot # __” (beginning with ‘1’), set aside and preserved.
 - i. “Objected To” ballots may be placed in an envelope marked “Defective/Objected To Provisional Ballots or”
 - ii. Bundled together and labeled “Objected To Provisional Ballots”
 - c. Bundle the counted provisional ballots together and set aside.
 - d. Announce the results of the tally of provisional ballots.

Securing and Documenting

A. Ballots

1. Place the counted provisional ballots and the Defective/Objected To Provisional Ballots in a ballot bag or container.
 - a. Secure the container with a tamper-evident seal.

- b. Record the tamper-evident seal number on the Ballot Container Certificate (GAB-101) and the Record of Activity (GAB-104AP)
 2. Reseal the ballot container holding the Election Day provisional ballots with a tamper-evident seal.
 - a. Record the tamper-evident seal number on the Ballot Container Certificate (GAB-101) and the Record of Activity (GAB-104AP).
- B. Envelopes
 1. Secure the large envelopes containing
 - a. Used Certificate Absentee Envelopes (GAB-103)
 - b. Rejected Absentee Ballots (GAB-102)
 - c. Used Provisional Certificate Envelopes
- C. Complete Forms and Sign any Certifications
 1. Ballot Container Certificates (GAB-101)
 2. Rejected Absentee Ballots Envelopes (GAB-102)
 3. Used Absentee Certificates Envelope (GAB-103)
 4. Used Provisional Certificates Envelope
 5. Record of Activity (GAB-104AP)
 6. Certification of the MBOC (GAB-106AP)
 7. Tally sheets and machine tapes (GAB-105)
 8. Provisional Ballot Carrier Envelope (GAB-108)
 9. Provisional Ballot Reporting Form (GAB-123r)
 10. Absentee Ballot Log (GAB-124)

Appendix E**Other States and NVRA – Summary Table**

	Maryland	Minnesota	Tennessee	Washington
Voter Registration Workflow	DMV - electronic to state; other agencies are paper-based, but recently approved use of 3-file	DMV - e-file nightly to state; no signature requirement	Paper-based system; forms sent directly to LEOs	DMV - e-file to state, then sent to counties; other agencies use online registration or paper-based system
Same Form Statewide?	Yes, but NVRA logo for partner Agencies, DMV e-file	Yes, DMV e-file	Yes	Yes, but NVRA logo for partner Agencies, DMV e-file
Partner Agencies	Agencies dealing with military, aging, higher education, social services, people with disabilities; Five days to transmit voter registration to counties	DMV only	Active vs. Passive	DMV, Dept. of Social and Health Services, colleges, libraries, Veterans offices
Training Other Agencies	State works with each agency to develop training; agencies train their personnel	No current training coordination, and unsure of initial training	Initially trained agency leads; now only review training materials and agencies train their own staff	Initially trained in-person; now use a written manual and webinars, state reviews; Minimized the "required" agencies, encouraged others to participate
List Maintenance	Not provided.	Voters without participation for 4 years are inactivated	Conducted by counties; Some counties use NCOA	Conducted by counties; frequent "election mail" helps initiate address updates; additional/temporary staff needed to process mailings;
Lessons Learned	Electronic processes are optimal; paper-based systems cause the most problems; inefficiencies lead to more provisional ballots; high call volume near close of registration	Quality matching with DMV data; electronic methods preferable	Agency cooperation is critically important	Paper causes delays, data entry issues; process should be as electronic as possible; expect compliance-related legal action; conduct refresher training

Summary of NVRA Call with Maryland

General Information on Maryland

The State of Maryland is currently subject to NVRA requirements and does not allow Election Day Registration. The State elections division has two people in its office who focus on NVRA requirements, the Director of Voter Registration and Local Board Auditor as well as one other staff person who assists with these duties.

Elections are administered on the county level in Maryland (24 counties in the state), and the registration deadline in Maryland is 21 days before an election. The State does not do general list maintenance within the 90 day restricted period but they process death and felon matches at any time.

Voter Registration Workflow Process

Maryland currently uses a hybrid approach with the DMV using an electronic system that interfaces directly with their statewide voter registration system. The Maryland legislature just granted authority to allow the electronic transfer of voter registration information from other partner agencies.

The State is not the collecting agency for registration applications. Partner agencies have a five-day deadline to transmit collected applications to the proper local election official/office. The State has one form with the NVRA logo on it that they use statewide and with all of their partner agencies. The DMV has an automated system that they use for transmitting registration information while other partner agencies use a paper-based system.

Maryland election officials listed the difficulties they have had with paper-based transactions in the past. In addition to the additional administrative costs associated with processing paper applications, a high number of duplicate registrations and the lack of an opportunity to centrally review paper applications were cited as additional difficulties. Maryland election officials also believe that a paper-based system greatly increases data entry errors and omitted registration applications.

Provisional Ballots

Maryland has roughly 3.7 million registered voters and, for a general election, they process roughly 70,000 provisional ballots statewide. State election officials defined their current process as very labor intensive for poll workers, election officials and voters. Errors or gaps in the voter registration system lead to voter expectation problems with voters who believe they are registered forced to vote provisional ballots.

Under the NVRA and HAVA, the State of Maryland defines 'jurisdiction' as the entire state. Thus, voters who have moved but not updated their voter registration information and who cannot affirm their address via affidavit are issued a provisional ballot at the polling place at which they appear. Post-election, the provisional ballots are processed during a 10-day canvass time period. The provisional ballot is processed by comparing the ballot to the ballot for the correct jurisdiction of the voter and only votes for offices for which the voter was eligible are counted.

The State of Maryland utilizes electronic poll lists that contain the voter list for the entire state. Before a voter is issued a ballot, they are issued a card from the poll list management system that identifies their status as either ‘active’ or ‘inactive’. If a voter signs an affidavit affirming their address they are issued a regular ballot.

In addition, Maryland election officials believe that a paper-based voter registration process significantly increases the number of provisional ballots. Data quality issues result in many voters who believe that they are registered but do not appear on the poll list. These problems lead to an increased number of provisional ballots issued. State election officials also cited that a voter not actually being registered was most often the reason for rejecting a provisional ballot.

Working with Partner Agencies

Partner agencies identified by Maryland election officials as designated to provide voter registration opportunities are agencies that deal with aging, military, higher education, students with disabilities, marriage licensing, para-transit and social services. In addition to NVRA-required agencies, the ‘other’ agencies that provide voter registration opportunities are designated in state law.

Voter registration applications that are collected by partner agencies must be forwarded to the appropriate county office within 5 days of receiving the application. State law allows for signature collected for DMV (MVA) purposes to be used for voter registration purposes.

State elections officials work with a main contact/representative for each agency and that agency handles training and education for all of their employees and branch offices. Management at these agencies leads the initiative but NVRA compliance is not their sole duty. The State uses webinars to conduct their voter registration training with partner agency representatives.

Compliance/Reporting

For application tracking purposes, each agency reports to the state the number of applications and declinations that they receive. This process is made more difficult for agencies that use paper transactions. In Maryland, compliance with NVRA requirements is strictly monitored by third-party groups such as the ACLU and DEMOS. The State created a Taskforce to work on compliance issues due to the threat of lawsuits by third party groups. The State does conduct audits of partner agencies by having some voter registration forms mailed to them for review and tracking purposes.

Costs

State election officials estimate that their new online voter registration system will cost them \$500,000. Maryland was unable to provide cost information on voter maintenance and registration notification mailings because all mailings are handled at the county level.

Summary

Electronic registration processes were identified as the optimal workflow process to work with partner agencies and effectively transmit information between those agencies and local election officials. Paper-based systems cause the most problems and lead to data entry errors and voters being omitted from the poll list. These inefficiencies lead to an increased number of provisional ballots. Maryland’s experience with partner agencies has led them to believe that it is important to

get as much of the role of partner agencies as possible written into the statutes. In addition, Maryland experiences a call volume around the close of registration that is similar to Election Day contact levels. The State also employs a call center around registration deadlines to deal with these increased contacts from the public and local election officials. Local election officials can expect their workload to increase around registration deadlines and post-election due to the increased federal requirements.

Summary of EDR Call with Minnesota

General Information on Minnesota

Minnesota allows voters to register on Election Day and is currently exempt from NVRA requirements. Minnesota state law also allows for voters to register to vote or update their voter registration at DMV offices. The state's exemption from NVRA allows them to voluntarily offer voter registration opportunities at DMV without being subject to all of the provisions of the NVRA and HAVA. The conversation with Gary Poser, State of Minnesota Director of Elections, focused on the details of their Motor Voter system and how voter registration at DMV offices impacts the registration system and list maintenance practices in Minnesota.

Voter Registration Workflow Process

The state election office receives an overnight electronic file from DMV containing information about who has checked the box to update their voter registration information or registered to vote that day. The data file contains HAVA required information and voter information from the DMV application. The state only receives an electronic file and does not have a paper copy to keep on file. The data is then loaded into SVRS, and counties receive a notice that they have pending registrations to process. Counties process those pending registrations just like a regular voter registration.

State election officials indicated that they do get a significant amount of duplicates but that motor voter has led to a cleaner poll list with voters having more opportunities to update their registration information.

State election officials do not keep the signature from the original DMV application. They retain the electronic registration information for 22 months and could not provide information about the retention time for the Minnesota DMV.

For tracking and reporting purposes the electronic system automatically codes all voter registrations received from the DMV and they estimate receiving 45,000 – 50,000 registrations from DMV each year.

The state does not currently conduct any voter registration training with the DMV, but state election officials indicated that DMV provides voter registration training to its staff.

List Maintenance

Because Minnesota is not subject to list maintenance restrictions put in place by NVRA, they have more flexibility in removing voters from their registration list. Minnesota does not maintain an inactive voter list and schedules their list maintenance around mid-February each year. During this

process voters with no voting activity for the past four years are inactivated and removed from the list without any notice sent to the voter.

Summary of NVRA Information Provided by Tennessee

General Information on Tennessee

The State of Tennessee is currently subject to NVRA requirements and does not allow Election Day Registration. The state elections office has two staff persons who work on administering NVRA requirements, but this is not their sole responsibility.

Voter Registration Workflow Process

The State of Tennessee uses a paper-based voter registration system. The State is not the collecting agency for all voter registration forms, and the paper registration forms that are generated are forwarded directly to the relevant local election official.

This process has created a significant number of duplicate registration forms. A six-month duplicate application summary form 2011 that was provided to us indicates that 8,626 duplicate applications were submitted through all of their partner agencies.

Provisional Ballots

Voters who declare that they are registered but are not listed on the poll list are required to fill out a voter registration application and an application for a ballot before they are issued a paper ballot in the correct voting precinct for the voter's residential address.

Voters who have recently moved and have not updated their voting address, but are still eligible to vote must complete a change of address form and must vote in the correct voting precinct based upon the residential address.

If a voter has moved within the same municipality and congressional district that voter receives the ballot for the precinct in which the person resides. Therefore the residential address of the voter determines the ballot style given to the person.

The State of Tennessee stated that they have "computerized" poll lists and that "Inactive" voters have a notation made next to their name on the poll list.

Partner Agencies

The State of Tennessee categorizes partner agencies as either 'active' or 'passive' voter registration sites and the determination and categorization of those sites is made by the State general assembly. Active sites are those who must offer registration opportunities to all of their customers and include departments providing services regarding health, human services, intellectual and developmental disabilities, public safety and veteran's affairs. Passive sites have voter registration forms and information available to customers but are not required to offer this information. These agencies/sites include public libraries, public high schools, county clerk offices and county register of deeds offices.

Initially, the office of the Coordinator of Elections conducted the training of supervisors from each agency. Outlines were provided to the agencies and presentations were given throughout the state. After a while, the Coordinator of Elections transitioned to merely reviewing the training material of each agency. Currently, each agency conducts its own training of its staff members.

Agency resistance was an initial challenge; however, for some time now, the agencies have become very cooperative in meeting these requirements. State election officials identified cooperation of partner agencies with local election officials as an important aspect of compliance.

In addition, at election time, a specific representative in each agency assist local election officials in any necessary research related to a provisional voter.

Compliance/Reporting

The State of Tennessee tracks the origin of voter registration applications by coding each application to reflect the agency source of the document. Partner agencies track declinations by using a paper form that is standard throughout the state.

The state uses Six Month reports to evaluate and monitor the fact that counties are receiving voter registration applications from the various NVRA agencies and, while the state does not formally audit compliance of partner agencies, they do communicate regularly with those agencies regarding compliance issues.

Tennessee was previously under a Consent Decree order with U.S. Department of Justice concerning NVRA compliance. The lawsuit, which was prior to HAVA, was based upon NVRA agencies not properly offering the voter registration applications to their clients. The State and USDOJ entered into a consent decree which required the Coordinator of Elections to conduct training of the NVRA agencies and submit annual reports demonstrating compliance with the terms of the consent decree.

List Maintenance

County election offices conduct voter list maintenance following each November General Election. State election officials indicated that some counties use the NCOA database to assist them with their list maintenance.

Costs

The costs for implementing the NVRA requirements are not isolated as a separate budget category in Tennessee. The costs are included in operational expenses for the Coordinator of Elections. State elections officials are not aware of how the NVRA agencies budget for their expenses to implement the NVRA requirements. Although, each partner agency pays for the voter registration applications supplied to their clients.

The State of Tennessee identified that some initial costs for the local election officials may have involved the necessary modifications to their voter registration software. There may have been costs involved in software upgrades and maintenance, depending upon the contract between the county and the vendor. Additional costs for the local election officials can be found in the cost to mail confirmation notices. Larger counties, sometimes, have to hire temporary staff to process data entry. Additional training of the polling place officials results in possible additional costs incurred.

Summary of EDR/NVRA Calls with Washington

General Information on Washington

Three staff members in the Secretary of State's office work on voter registration issues and work on the electronic voter registration system. One person, Patty Murphy, is the liaison to partner agencies and deals with felon and death matches, etc. The voter registration deadline for the State of Washington is 29 days before an election for voters wishing to update their name or address and the state also has an 8 day in-person deadline for voters new to the state.

The state of Washington has processed 407,871 new registrations in 2012 with 43% from DMV and approximately 20% from their online system.

Voter Registration Workflow Process

Voter registration applications collected by the DMV are transmitted electronically to the State who then distributes them to the counties via their SVRS. A fillable PDF version of a paper form is collected at other partner agencies and forwarded to the State who organizes these forms and mails them to the correct counties. The form used by other State agencies contains a label that indicates the agency where the form originated and is pre-populated with relevant information that the customer has already provided.

In Washington, the DMV created the XML service that they use to transmit voter registration information to the State. The State then uses another web service to import that data into their voter registration system.

Washington election officials reported that they received approximately 41,000 duplicate registration forms in 2010 and stated that upwards of 50% of registration forms that they receive are from voters who are already registered. Despite having functionalities built into their voter registration system to identify duplicate registrations, there are still data quality issues that are caused by typographical errors.

State election officials also cautioned against a paper-based voter registration system due to volume of registrations that need to be transferred and data quality issues associated with paper transactions.

Provisional Ballots

Provisional ballots in Washington have steadily declined in recent years corresponding with the full implementation of a vote by mail system. For example, in 2008 King County had over 30,000 provisional ballots. For the 2012 November General Election, King County had 500 provisional ballots voted, and sent 350 of those ballots to other counties for processing. They received another 600 from other counties and in the end counted roughly 540 total provisional ballots.

County election officials identified the ability for voters to access a ballot online as another reason for the decrease in provisional ballots. The State of Washington has accessible voting centers that are run by the counties where voters can appear in person. Those centers have direct access to the voter registration database and can check on a voter's status. If a voter did not receive their mailed ballot, they had the option to use the online system to receive a ballot rather than voting provisionally at one of their accessible voting centers.

If a voter who has been inactivated during their voter list maintenance process due to a change of address calls their local election official they are issued a ballot from their old address. Ballots issued to voters who claim they are registered but are not found in the voter registration database are usually rejected during the provisional review process. During the review process, if a voter is found to be registered only the offices that they are qualified to vote for will be counted.

County election officials stated that processing post-election required extensive research with ballots cast in wrong counties forwarded to the correct county. Prior to the full implementation of their vote-by-mail system processing provisional ballots would generally take 15-20 days, but using their current system the process is usually complete within 7-10 days.

Partner Agencies

The State of Washington offers voter registration services at their DMV sites and offices of the Department of Safety and Health Services (DSHS). Both of those agencies are mandated under NVRA to provide voter registration assistance. State law has also designated the public university system as having to provide registration opportunities and they currently do so via the State's electronic voter registration system.

Other institutions/agencies, such as public libraries and the Department of Veterans Affairs also provide voter registration opportunities but are not mandated to do so. These sites use a paper-based application system.

Washington reported that there are three staff persons at their DMV that work on NVRA-related issues and one person from each of the three main divisions at DSHS. In addition, there is one staffer from the Governor's office who also works on these issues.

Initially, state election officials were more involved in training conducted at partner agencies and conducted in-person training sessions. Now, the partner agencies are primarily responsible for training their own staff and create training materials, such as manuals and webinars, in-house. Both the DMV and DSHS have training manuals that they developed and are reviewed by the State.

Registration opportunities and declinations are tracked electronically by the use of a check box at DMV through their electronic system. Declinations are tracked via a paper form at DSHS, a process that State election officials indicated is very inefficient.

Registration rates at DSHS are only 4-8% while the State receives approximately 60% of their voter registration from their DMV.

Compliance/Reporting

Registrations that are received from the DMV are tagged electronically and that information is transferred to the voter registration database. State election officials reported that applications that are received from other state agencies are tracked together and not broken out by agency.

Compliance with NVRA is measured in Washington by meeting with partner agencies to discuss the process and review the voter registration numbers from each agency. For example, state election officials met with representatives from DSHS after their internal review process indicated that they were not in compliance.

List Maintenance

List maintenance is done using a varied schedule with different types of maintenance conducted at different intervals. Duplicate checks are done on a daily basis and death matches are completed monthly. The felon checks are done three times a year and once a year more extensive dupe checks. In addition, voter record checks with other states and address checks are done using the ERIK system.

On the county level, cancelled voters are maintained on the county voter list for three years, while the state keeps those records for longer. If a ballot is forwarded to an address other than the address attached to the voter registration, the county office receives a notice of the forwarding address. If that forwarding address is within the same county, that address is automatically updated in the voter record. If the forwarding address is outside of the county, that voter record is inactivated and that information is forwarded to election officials in that new county. Any ballots sent to voters that are returned as undeliverable result in a voter record being inactivated.

On average, King County receives about 10,000 undeliverable ballots per each county-wide election and they employ about 10-20 temporary staffers to process and generate the confirmation mailings. If a voter confirms that they have moved out of state, their voting record is inactivated.

Summary

Wherever possible an electronic system should be implemented. Paper-based systems are a problem is errors and forms not making it from partner agencies to local election officials. Tracking voter registration numbers from partner agencies is challenging unless an electronic system is implemented.

Conduct regular outreach and refresher training to partner agencies to ensure compliance. Third party groups will monitor compliance and threaten/initiate legal action if they feel that partner agencies are not doing a good enough job offering registration opportunities. Partner agencies do not have voter registration as a core value and the importance or the responsibility gets lost. The Governor should make the non-required partner agency designations.

Appendix F

Analysis of Paper-based and Electronic Voter Registration Systems

Both recently published research and information gained from G.A.B. contacts with other states identify significant cost savings realized by implementing an integrated electronic system for transmitting voter registration information. Less data entry, cleaner voter registration lists and fewer provisional ballots represent how integrated electronic systems create costs savings throughout different phases of the voter registration and election process. Research into establishing electronic information sharing systems indicates that they have significant startup costs, but states who have implemented these systems have found that savings on processing paper voter registration applications will quickly offset the initial expenditure. In addition, integrated electronic systems remove many of the logistical problems and data quality issues associated with collecting, sorting and distributing paper voter registration applications that plague paper-based systems.

While G.A.B. contact with other states has provided information concerning the experiences of those states in implementing a system to comply with NVRA and HAVA requirements, some election officials found it difficult to provide comprehensive cost information for their procedures. The NVRA has been in effect since 1993 and HAVA since 2002, and states have absorbed costs associated with compliance into their overall budgets and do not isolate those specific costs. Recent studies have, however, attempted to define the costs associated with the voter registration process and the shift by a growing number of states to an electronic system of voter registration information transfer has allowed for the improved identification of certain cost savings relative to those systems.

States currently subject to the NVRA requirements who utilize only a paper-based system report significant data quality issues with registration forms submitted through State partner agencies. For example, the State of Tennessee reported receiving roughly 48,000 duplicate registration applications in 2009 and 2010, which equaled 5 percent of all voter registration applications received during that time period. Of those duplicate registration applications, 68 percent of those originated from Motor Vehicle offices, Public Assistance offices, and other State partner agencies charged with providing voter registration services.¹⁴ In addition, election officials from the State of Maryland indicated that its paper-based system generated a large number of duplicate registration forms.¹⁵ For that same 2009 – 2010 period, Maryland reported to the U.S. Election Assistance Commission that it received 167,245 duplicate voter registration applications, which was 12 percent of the total number of voter registration applications received for those years.¹⁶

Duplicate applications represent a significant inefficiency associated with paper-based systems, but other data quality issues have also been identified with these systems. In 2009, Maricopa County officials in Arizona conducted a survey of all pending voter registration records that contained incomplete, inaccurate or illegible information. These invalid applications required further action by registrants before those registrations were considered complete. In this county, paper applications represent only 15.5 percent of the voter registrations received, but paper applications accounted for over half of the incomplete records.¹⁷

Paper-based systems also have limitations caused by the need to transmit registration forms from partner agencies to local election officials responsible for entering that information in a voter

¹⁴ U.S. Election Assistance Commission, “The Impact of the National Voter Registration Act of 1993 on the Administration of Elections for Federal Office 2009-2010: a Report to the 112th Congress June 30, 2011, p. 47 - 55. <http://www.eac.gov/assets/1/Documents/2010%20NVRA%20FINAL%20REPORT.pdf>

¹⁵ N. Charleston et. al., telephone call, November 28, 2012.

¹⁶ U.S. EAC, p. 55.

¹⁷ Ponoroff, Christopher, *Voter Registration in a Digital Age: Arizona*, Brennan Center for Justice, 2010, p. 2.

registration database. A 2011 analysis by *The Baltimore Sun* revealed that 25 percent of all Maryland voters whose registration applications originated at Motor Vehicle Administration (MVA) offices never made it onto the voter rolls. Over a period of four years, this amounted to the omission of 144,442 voters who believed that they had successfully registered to vote. The inefficiency of this system eroded public confidence in the election process, and increased the number of provisional ballots issued across the State. The identification of this extensive problem was a catalyst for the development and implementation of an integrated electronic voter registration system.¹⁸

State of Maryland election officials indicated that problems associated with a paper-based system have since been remedied with the implementation of an electronic system of transferring voter registration information from partner agencies to the state voter registration database. Maryland State law now mandates the electronic transfer of information from the MVA and State election officials indicated that statutory authority had recently been granted to allow for a similar system of information transfer with other partner agencies. The improved data quality provided by the electronic system was credited with reducing the number of provisional ballots by minimizing the number of voters whose paper registration form was never data-entered. These omitted voters believed they were registered, but they were required to vote a provisional ballot.¹⁹

The State of Washington also utilizes an electronic system to transmit voter registration information from its Department of Licensing (equivalent of DMV) to the State Elections Division. State election officials cautioned against a paper-based system, citing the same data quality concerns echoed by other states. The State of Washington also believes that the establishment of an integrated electronic information transfer system and full implementation of an on-line voter registration system is directly responsible for the decrease in the number of provisional ballots they have issued in recent elections. They also reported that the electronic transfer of voter registration information has led to a more efficient process for meeting the application tracking and reporting requirements of the NVRA.²⁰

In 2010, county election officials in Washington reported a cost savings of \$.50 to \$2.00 per application for processing voter registration information received electronically. The discrepancy in savings can be attributed to the differences in voter registration database systems utilized by the counties and the varying salaries of the employees responsible for completing the data entry. On average, counties were able to process 56 applications received electronically per hour, while processing 18 paper applications in the same period of time.²¹

The State of Arizona also shares voter registration information electronically between their Department of Motor Vehicle and county election officials responsible for entering and maintaining that information. A 2010 study on the cost of voter registration in Arizona indicated that processing a voter registration received electronically carried a cost of \$.33 while processing a paper-based registration had a \$.83 cost. Local election officials have identified this system as effective in reducing the number and cost of temporary staff that had previously been employed around voter registration deadlines to complete data entry of paper applications. Similarly, the State of Delaware identified savings of over \$200,000 per year on personnel costs when they were able to eliminate five

¹⁸ Linskey, Annie, "MVA to overhaul voter registration process; Sun analysis found 25 percent failure rate," *The Baltimore Sun*, March 20, 2011. http://articles.baltimoresun.com/2011-03-20/news/bs-md-motor-voter-20110320_1_voter-registration-mva-office-voter-rolls

¹⁹ N. Charleston et. al., telephone call, November 28, 2012.

²⁰ K. Blinn, telephone call, November 28, 2012. P. Murphy, telephone call, December 5, 2012. J. Wise, telephone call, December 6, 2012.

²¹ Bareto, Matt A., et al., *Online Voter Registration (OLVR) Systems in Arizona and Washington: Evaluating Usage, Public Confidence and Implementation Processes*, Pew Center on the States, 2010, p. 122, 138-9. http://www.pewstates.org/uploadedFiles/PCS_Assets/2010/online_voter_reg.pdf

voter registration-based positions after implementation of a fully integrated information sharing system with its Department of Motor Vehicles.²²

In addition to these cost savings, the creation of an integrated electronic system has been shown to eliminate significant costs associated with sorting and shipping paper applications. State election officials in Washington estimated a savings of over \$121,000 from 2008 to July 2009 due to the electronic transfer of data between the Department of Licensing (D.O.L) and State election officials. Previously, the Secretary of State's office would serve as a clearinghouse for paper forms and State employees would sort and mail all received voter registrations to the appropriate county. The current system allows the State to receive a daily data file from the D.O.L. and upload that file directly to the voter registration database.²³ Paper forms submitted through voter registration drives and from other State partner agencies still must be mailed to county election officials, but the integrated electronic information transfer and online voter registration systems have reduced this number by over 40 percent.²⁴

A 2008 study of the cost of voter registration in the State of Oregon indicated that the State spent 8.8 million dollars on voter registration during the 2008 election cycle. At that time Oregon utilized a paper-based system, and election officials reported 1.15 million voter registration transactions (new registrations, address or name changes, or party affiliation switches) for an average cost of \$7.67 per transaction. This cost information reflects the financial impact of the paper-based system, including \$200,000 in printing costs for voter registration forms. In addition, data collected from the seven most populous counties in the State reflect a \$2.55 voter registration cost per active voter, while cost information from the 29 least populous counties in Oregon indicate a \$4.03 voter registration cost per active voter.²⁵

Given the decentralized infrastructure of the election administration system in the State of Wisconsin, the voter registration processing cost disparity relative to jurisdiction population size is relevant when discussing the potential elimination of EDR in Wisconsin. Elections in Wisconsin are conducted at the municipal level with the 1851 municipal clerks in the State comprising nearly 20 percent of all local election officials nationwide.²⁶ Many of these clerks are from small rural municipalities and lack the access to resources and staffing utilized by election officials in larger municipalities. While the study regarding the cost of voter registration did not provide analysis of the reasons for the cost disparity in the State of Oregon, the workload challenges consistently cited by Wisconsin clerks from smaller municipalities, with roughly 62 percent of clerk positions being part-time, indicate that a similar disparity likely exists in Wisconsin.

Voter registration is a costly endeavor that has a direct impact on the ability of citizens to participate in the electoral process. Under the current system in Wisconsin, Election Day Registration allows voters the opportunity to remedy problems with their voter registration and cast a ballot. If EDR were eliminated, an integrated electronic system for transmitting voter registration information from State partner agencies to election officials would represent the most efficient and reliable option for

²² Ponoroff, Christopher, *Voter Registration in a Digital Age*, Brennan Center for Justice, 2010, p 1-12.

²³ Bareto, *Online Voter Registration (OLVR) Systems in Arizona and Washington*, p. 122, 136-7.

²⁴ U.S. EAC, p. 38-9.

²⁵ The Pew Center on the States, *The Real Cost of Voter Registration: An Oregon Case Study*, Revised March 2010. The 2008 Oregon study included cost information from County election officials, the Secretary of State's Elections Division and State partner agencies. County election officials tracked voter registration cost information associated with printing, postage, staff, and facility and support costs. The Secretary of State's office reported expenses relating to maintaining their voter registration system, printing and distributing voter registration forms, processing and distributing completed voter registration forms to the counties, training partner agencies on voter registration and NVRA requirements, and providing customer service to voters with registration-related questions.

²⁶ Burden, Barry C. et al., *Early Voting and Election Day Registration in the Trenches: Local Election Officials' Perceptions of Election Reform*, Election Law Journal, 2011, p. 4.

meeting the requirements of the NVRA. The implementation of such a system would carry with it start-up costs that would be negated through continued cost savings associated with a more automated system. It would also minimize the impact of human error on the voter rolls and provide the Wisconsin electorate with assurance that their voter registration information was being processed and transmitted to the appropriate election officials. The end result of implementing an integrated electronic system would represent the simplification of a complex system of information sharing and a more solid foundation for voter registration procedures in Wisconsin.

Appendix G

Election Day Manual Excerpt Outlining EDR Procedures

PROCESSING NEW REGISTRANTS FOR VOTING

Required Steps

Ineligible Voter List check

When a person registers to vote at the polling place, the Election Inspector must check the name and date of birth of that person against the Ineligible Voter List. The procedure is as follows:

1. Ask the person for his or her name and date of birth.
2. Compare the person's name and date of birth against the Ineligible Voter List.
 - a. If there is no match with the ineligible voter list, the person follows the Election Day voter registration process (see procedure on page 15).
 - b. If the name and date of birth are identical to an entry on the Ineligible Voter List, check the separation date. If the separation date is **before** Election Day, the person is eligible to vote. If the person's separation date is **after** the Election Day, the Election Inspector must inform that person that he or she is ineligible to vote based on the information provided to the inspector.
 - i. If a person who matches a record on the list maintains that he or she is eligible to vote, the registration form should be marked "ineligible to vote per DOC" and the ballot should be challenged. (For more information on challenging electors, see the Challenge Procedures outlined in the *Election Day* manual, pages 34-36).
 - ii. Note: If you find a matching name with a different date of birth, this is **not** a good reason to challenge. There are many common names and poll workers must exercise due care when determining whether they have a match with an ineligible voter. If a voter states his name is Jim John Smith, and the Ineligible Voter List has a Jim J. Smith and the date of birth is the same, this is good reason to challenge. Use the address as further corroborating information.

Additional instructions will be included with the Ineligible Voter List.

Processing New Registrants

Once it has been determined that the person is eligible to vote, the following steps must be completed to process a new registrant:

1. Registrant shows proof of residence.
2. Election Inspector or Special Registration Deputy reviews proof of residence, and writes the type and any unique number associated with the document on the WI Voter Registration Application (GAB-131) in Section 12.

3. Registrant completes Wisconsin Voter Registration Application (GAB-131).
4. Election Inspector or Special Registration Deputy reviews the form for completeness.
5. Registrant signs and dates form, in Section 11, **in the presence of the Election Inspector or Special Registration Deputy.**
6. Election Inspector or Special Registration Deputy prints his or her name and signs the form, indicating that the form is complete.
7. Election Inspector or Special Registration Deputy records the registrant's name and address on the supplemental poll list.
8. The registrant signs the supplemental poll list in the box provided next to his or her name.
9. Registrant is assigned a voter number. That number must be noted on the WI Voter Registration Application (GAB-131), in Section 11, and documented on the supplemental poll list.
10. Registrant is given a ballot and votes.

Sample Process

While not required, the Elections Division recommends that a separate registration table or area be established, apart from the table where registered voters on the prepared voter list are processed and ballots are issued.

At this registration table, the elector provides proof of residence and completes the WI Voter Registration Application (GAB-131). The Election Inspector or Special Registration Deputy then reviews the form for sufficiency and correct proof of residence, noting on the WI Voter Registration Application (GAB-131) the type of proof of residence and any unique number on the document. The elector **MUST** sign the form in the presence of the Election Inspector or Special Registration Deputy. The Election Inspector or Special Registration Deputy then prints and signs his or her name.

After the elector completes the WI Voter Registration Application (GAB-131), the Election Inspector or Special Registration Deputy adds the elector's name and address to the two original supplemental poll lists, and a voter number is assigned to the elector. The new registrant votes in the same manner as all other electors at the polling place.

A completed WI Voter Registration Application (GAB-131) contains confidential information which is not open to public inspection at the polls on Election Day. Confidential information includes: Date of birth, driver license number, DOT-issued state ID number, Social Security number, proof of residence account number and information about elector accommodation. The WI Voter Registration Application (GAB-131) is retained by the Election Inspectors and returned to the municipal clerk after the polls close.



Your professional link to excellence

RESOLUTION BY THE WMCA BOARD OF DIRECTORS

WHEREAS, Election Day Registration was established in 1976 as part of a comprehensive legislative package by the Wisconsin Legislature that found voting was the single most critical act in our democratic system of government; that voter registration was not intended to and should not prevent voting; that registration should simply be a remedy against fraud and its burden should be placed upon administrators, not the electorate.

WHEREAS, Election Day Registration (EDR) provides a valuable service to Wisconsin voters and is consistent with the legislative policy to reduce the burden on voters to participate in the electoral process. Voters registering using EDR provide strong proof of eligibility by using a State driver license or ID card which ensures the voter is eligible to vote.

WHEREAS, EDR exempts Wisconsin from the costs and requirements of the National Voter Registration Act of 1993. Currently, the responsibility of voter registration falls on local municipalities and not on the Division of Motor Vehicles or other state agencies as required by the NVRA. These agencies are already experiencing fiscal cutbacks with reduced staffing and funding and are not familiar with or invested in election administration requirements and responsibilities.

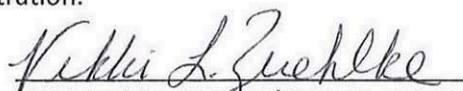
WHEREAS, the EDR exemption allows state and local election officials to maintain a more accurate list of voters, while exempting them for expensive and restrictive NVRA requirements for voter registration list maintenance.

WHEREAS, EDR also limits the number of provisional ballots that would be required under the NVA requirements. Provisional ballots require more work for election inspectors at the polling place and for municipal clerks following the election. The delayed processing of these ballots could drastically change the election results, which would cause confusion and mistrust by the voters in the integrity of the voting process.

WHEREAS, EDR should not be an unnecessary financial burden to municipalities that are experiencing limited and restrained budgets. The elimination of EDR would require more staff at the polls and the municipal clerk's office to handle the additional pre and postelection requirements. Wisconsin municipalities have experienced a historic number of elections and election law changes in the past year. These law changes have provided added integrity and accuracy to the election process and administration while also straining the municipal budget.

NOW THEREFORE BE IT RESOLVED, the Wisconsin Municipal Clerk's Association Board of Directors whereby opposes the elimination of Election Day Registration because it is not in the best interest of the voters, municipalities or the integrity of election administration.

APPROVED:


Vikki Zuehlke, WCMC/CMC, President
December 7, 2012

Appendix I – Litigation Summary

Section 7 of the National Voter Registration Act requires that governmental agencies providing public assistance and assistance to persons with disabilities also offer voter registration services during interactions with their customers and clients. Following is a summary of litigation initiated by either the U.S. Department of Justice or private parties in recent years alleging that public assistance agencies of various states have not adequately satisfied their obligations under the NVRA.

1. Scott v. Schedler

(U.S. District Court for the Eastern District of Louisiana (2013))

A lawsuit was filed in April of 2011 against the State of Louisiana. On May 3, 2012, the Court found that Louisiana violated the NVRA when it limited mandatory distribution of voter registration forms to those instances when individuals made an application for services, recertification, renewal, or change of address in person. The Court held that the NVRA requires that public assistance agencies distribute voter registration forms regardless of whether the transaction is completed in person or remotely, and the public assistance agencies must provide the same degree of assistance with regard to voter registration forms as they provide with their own forms.

On January 23, 2013, the Court entered a final judgment in favor of the plaintiffs. The Court ruled that the Secretary of State, the Department of Children and Family Services, and the Department of Health and Hospitals had been systematically violating the NVRA. The Court found that the public assistance agencies had violated the NVRA by using application forms that did not offer voter registration or did not contain the language required by the NVRA; by requiring clients to affirmatively request voter registration before distributing registration applications; by failing to check voter registration applications and follow up with clients if applications were incomplete; and by permitting employees to tell clients that they could register to vote through the Secretary of State's website, rather than actually distributing voter registration applications.

The Court also ruled that the Secretary provided inconsistent and inaccurate trainings and failed to ensure that public assistance offices were complying with their responsibilities under the NVRA. The Court issued a permanent injunction requiring the defendants to comply with the NVRA and to certify that compliance to the Court by March 15, 2013.

2. Georgia State Conference of the National Association for the Advancement of Colored People (GA NAACP) v. Kemp

(U.S. District Court for the Northern District of Georgia, 841 F.Supp.2d 1320 (2012))

In this April 2012 decision, the Court found that the State of Georgia violated the NVRA when it limited mandatory distribution of voter registration forms to instances when an application, recertification, renewal, or change of address was made in person. Georgia's NVRA implementing statute required those agencies that provide services in addition to voter registration to distribute voter registration forms when certain activities were conducted in person. The Georgia law made no provision for the distribution of voter registration forms when individuals conducted those activities remotely (e.g., online or via telephone).

The Court held there was no clear textual basis in the NVRA that supported Georgia's statute which did not require providing voter registration forms or assistance to those individuals who applied for services remotely. The Court found Section 7 of the NVRA to be unambiguous in requiring designated state public assistance offices to distribute a voter registration application form and a

voter preference form with each application for assistance, and with each recertification, renewal, or change of address form.

3. U.S. Department of Justice v. State of Rhode Island
(U.S. District Court for the District of Rhode Island (2011))

On March 18, 2011 the U.S. DOJ filed suit against the State of Rhode Island, alleging that its agencies providing public assistance and/or state-funded programs primarily serving persons with disabilities had failed to provide adequate voter registrations opportunities. The litigation resulted in a court-approved consent decree on March 25, 2011 which remains in effect for two years.

The state agencies subject to the consent decree are the Board of Elections (BOE); Department of Human Services (DHS); Executive Office of Health and Human Services (EOHHS); Department of Health (DOH); and Department of Behavioral Healthcare, Developmental Disabilities, and Hospitals (DBHDDH).

The consent decree requires Rhode Island to satisfy the following requirements:

- A. The agencies must ensure that all applicants for public assistance and/or disability services, recertification, renewal, or change of address forms are provided the opportunity to register to vote during in-person contact in accordance with Section 7(a)(6)(B) of the NVRA, unless the applicant declines in writing to register to vote. Additionally, the agencies must provide voter registration opportunities to all individuals engaging in those transactions by mail, telephone, or online.
- B. Each agency must appoint a site coordinator at each office covered by the consent decree, responsible for ensuring NVRA compliance at their site. An agency coordinator also must be appointed for each of the agencies.
- C. The State must implement uniform procedures pertaining to the distribution, collection, transmission, and retention of voter registration applications and forms containing the information required by the NVRA. Additionally, the BOE must develop and implement mandatory annual NVRA education and training programs for each counselor, employee, or representative responsible for providing public assistance to Rhode Island residents.
- D. The BOE must provide training to site and agency coordinators. The site coordinators will then coordinate or provide NVRA training to all employees at their site who have NVRA responsibilities. Agency coordinators are responsible for overseeing the training offered by the site coordinators to employees.
- E. The agencies must publicize voter registration opportunities afforded by the NVRA and the consent decree to all eligible public assistance and disability services clients. At a minimum the publicity must include 1) signs placed at public assistance and disability services offices advertising the opportunity to register to vote, and 2) information on the websites of all designated public assistance and/or disability services offices in a manner accessible to persons with disabilities.
- F. Site coordinators must prepare reports documenting compliance with the NVRA and agency coordinators must analyze reports from the individual agency offices, determine the necessity for, and implement if necessary, a corrective action plan, and provide technical assistance to the site coordinators.

- G. The BOE must track compliance of local sites with both the NVRA and the provisions of the consent decree and must comply with specified reporting requirements. The impacted agencies also are subject to audits and information collection requirements without notice.
- H. Local jurisdictions subject to the requirements of Section 203 of the Voting Rights Act must ensure the availability of Spanish language versions of the forms required by Section 7 of the NVRA and must ensure public assistance offices have access to bilingual staff or translation services to provide assistance in applying to register to vote.
- I. Where public assistance or services primarily for individuals with disabilities are provided through private entities, DBHDDH must amend its contracts with those entities to ensure they provide voter registration opportunities as required by Section 7 of the NVRA.

4. Valdez v. Duran

(U.S. Court of Appeals, 10th Circuit (2012))

In July 2009, Plaintiffs filed suit against New Mexico state officials alleging violations of the NVRA based on their failure to offer voter registration at both public assistance and motor vehicle offices in the State. The complaint alleged that four New Mexico residents were denied the opportunity to register to vote when they went to a state agency to obtain public assistance benefits or obtain a driver's license or state identification card. On December 21, 2010, the U.S. District Court ruled that New Mexico was violating the NVRA by providing voter registration forms only to those public assistance clients who specifically requested to register to vote. The Court held that Section 7 public assistance agencies must provide a voter registration application to each client engaged in a covered transaction (a benefits application, recertification, or change of address) unless the client declines in writing, and that the Human Services Department's policy violated the express language of the statute.

On February 24, 2011, the District Court issued a Consent Order requiring the State to implement specific procedures to ensure that New Mexico citizens would have the opportunity to register to vote through public assistance offices. It also required that the State conduct voter registration training for public assistance employees, collect data regarding voter registration performance, and regularly monitor implementation of the Order. The Consent Decree provisions will remain in effect for four years. In February 2012, the 10th Circuit Court of Appeals affirmed the District Court decision.

5. Harkless, et al., v. Brunner, et al.

*(U.S. Court of Appeals, 6th Circuit, 545 F.3d 445 (2008)). See also related cases **Harkless v. Blackwell** and **Harkless v. Husted**.*

In September 2006, several plaintiffs filed suit against officials of the State of Ohio alleging that its public assistance agencies failed to fulfill their obligations under Section 7 of the NVRA to implement voter registration programs and that the state's chief election official, the Secretary of State, had failed to address the violations. In addition to requesting the Court order the Secretary of State to comply with NVRA, the complaint requested a reporting and monitoring procedure that would ensure future compliance.

The federal trial court dismissed the lawsuit in August 2007 and the plaintiffs appealed to the Sixth Circuit Court of Appeals. In October 2008, the Sixth Circuit reversed the trial court and ruled in favor of the plaintiffs. Specifically, the Sixth Circuit rejected arguments by the defendant State officials that they were not responsible for NVRA implementation because they had delegated their

duties to local officials. The decision established that state officials have ultimate responsibility for compliance with the NVRA, even when local agencies also have day-to-day responsibility for administering public benefits programs.

After the case returned to the trial court, plaintiffs undertook extensive pre-trial discovery and the parties ultimately settled the case in November 2009. As a result of the agreement, voter registration services were to be institutionalized within the office procedures at county public assistance offices, and both the Secretary of State and the Department of Jobs and Family Services (DJFS) would ensure that such services are provided. Among other significant changes, the settlement required that voter registration applications be integrated within each agency's benefits forms; that voter registration be incorporated into the DJFS statewide computer system used by all front-line caseworkers; that the SOS designate the Department of Veterans Affairs as a voter registration agency; and that the State implement extensive training and monitoring to ensure compliance. The settlement agreement will continue in effect through June 2013.

6. Association of Community Organizations for Reform Now (ACORN) v. Scott
(U.S. District Court for the Western District of Missouri (2009))

ACORN initiated litigation in April of 2008 after a client of the Missouri Department of Social Services (DSS) was not provided the voter registration form on the two occasions the individual visited DSS for services during a five-year period. The Court found that DSS violated the NVRA when it failed to provide voter registration applications to each client who applied for social services in person, despite a person's ability to file a change of address form with the local election authorities at the time the individual appeared to vote. The Court also found that DSS had failed to sufficiently provide to local offices a requisite stock of voter registration forms, and the court rejected the argument by DSS that disadvantaged clients would suffer if the Court required greater compliance with the NVRA. The Court further found that lack of funding was an insufficient explanation by DSS, noting the legislature's responsibility to provide sufficient resources for DSS to fulfill its legal obligations under NVRA, and that DSS could not forego NVRA compliance in favor of offering other services.

Following the issuance of a preliminary injunction, ACORN and DSS reached a settlement agreement in June of 2009 under which DSS was required to take additional steps to ensure compliance with the NVRA.

Appendix J

Department of Transportation Responses

National Voter Registration Act – Impacts on WisDMV

1. **Change the DL and ID paper applications** to include all the requirements of a voter registration application. This application supplement must not request duplicative information, other than a 2nd signature (including attestation). Unclear at this point whether new versions will require additional pages.

PROPOSED COST FOR NEW FORMS: \$10,000 additional annually (to accommodate extra pages)

2. **Amend all online DL/ID transactions** (change address, dup ID/DL, ID renewal, reinstatement) to include language allowing the customer to register, decline registration, or change registration location. While a paper application is not used for these transactions, the data must be shared with the state election official for customers who request voter registration (and those who decline).

IT COST:

3. **Train DMV service center staff** to answer basic questions about voter registration options, whether registration is needed, etc.

Hire additional staff to avoid increasing wait times in service centers. Additional information is needed from other states to better understand the impact on all DL/ID (1.2M per year) transaction times.

FTE/TRAINING COSTS:

4. **Send all DL/ID applications with a completed voter registration form to GAB.**

Option 1: All applications are scanned by DMV. Forward the scanned images to GAB directly. This option assumes electronic (scanned) signature is acceptable. This option must also include forwarding all information obtained via an online DL/ID transaction. This option assumes digital (coded message attached to document which connects customer to the file) signature is acceptable.

IT COST:

Option 2: Forward the scanned images to GAB directly AND forward data file separately which includes in person and online registration data (to negate the need to re-key customer information from scanned images).

IT COST:

Option 3: Mail all hard-copy applications to GAB. Send all information obtained via an online DL/ID transaction.

IT COST:

ASSUMPTIONS:

- DMV service centers will NOT be named “voter registration agencies”, and thus will not be responsible for registering voters independent of the DL/ID application process.

- DMV will NOT forward voter registration application materials to local election officials. DMV does not have the means to maintain this network of local contacts, or make the necessary determinations of customer's voting district/ward, etc. DMV prefers to offer a regularly scheduled batch data file to one central repository, which can populate the registration database directly.
- DMV does NOT have the capacity to create paper applications from online DL/ID transactions. Because DMV does not propose to shut off these online alternatives, GAB will need to have the capacity (statutory and system) to collect this registration information via a data file, rather than via a scanned or paper copy of an application.
- DMV will NOT be impacted by public disclosure of voter registration activity requirements. DMV assumes that GAB will maintain files (at least 2 years in duration) regarding programs and activities conducted to ensure the accuracy and currency of official lists of eligible voters.
- In general, DMV assumes that it is only responsible for §1973gg-3 (Simultaneous application for voter registration and application for motor vehicle driver's license) of NVRA.

QUESTIONS:

- Because the NVRA indicates that the voter registration application form for elections shall be part of an application for a State motor vehicle driver's license, can DMV forward the entire DL/ID application to GAB? Need to check DPPA and SSA agreements to see what limits there may be with sharing this personal data. Additional information is needed from other states under NVRA to see how this information is handled.
- A comparison between the state DL/ID applications and the state voter registration application has been conducted. The following information is currently on the state voter registration forms only, or is specifically required under NVRA. Are all of these data elements required? These supplemental data fields would not be included/populated in the DL/ID Issuance system (except for what would be needed for #13 or #14, or what might make sense to add for DMV business purposes), and thus would not be shared electronically.
 - 1) Municipality (Town, Village and City) in addition to residence and mailing address
 - 2) E-Mail Address
 - 3) Phone Number
 - 4) Military or Permanent Overseas designation
 - 5) Previous address
 - 6) Accommodation needed at poll location?
 - 7) Interested in being a poll worker?
 - 8) If you don't have a street number or address, space to draw a map of your address
 - 9) Attestation
 - 10) Signature of Elector and Date Signed , including a notation that falsification on the form is punishable under Wisconsin law as a Class A felony
 - 11) Signature of Assistant is Elector is unable to sign due to physical disability
 - 12) Official's Signature – we currently collect Processor Signature
 - 13) Per NVRA – need a statement that, if an applicant declines to register to vote, the fact that applicant has declined to register will remain confidential and will be used only for voter registration purposes.

- 14) Per NVRA – need a statement that if an applicant does register to vote, the office at which the applicant submits a voter registration application will remain confidential and will be used only for voter registration purposes

DMV Final Response

Summary

Proposal is for DMV to capture voter registration information when a customer makes application for a driver license (DL), ID card, or changes their address online, and share the information with GAB for distribution to local municipalities. DMV would need to flag each applicant’s record notating the customer’s choice to register to vote, decline registration, or change registration location. An interface with GAB would need to be created to share information on a daily basis.

Costs

Programming changes to DOT database in order to capture voter information and the customers’ preference to share data with GAB.

IT cost estimate - \$388,620 (12 month effort)

Form changes would be required to capture questions regarding voter registration.

Cost estimate for producing and printing these forms - \$25,000

It is estimated that 97% of applicants in Wisconsin are at or over the age of 18 and are eligible to vote. Using this calculation, 1,260,458 DL or ID products were issued, renewed, etc in 2011. A survey was conducted of states currently doing a similar process in regards to voter registration which showed that the additional time it takes to handle questions and process the voter registration information is 45 seconds. This totals 10.7 FTE’s.

Ongoing 10.7 FTE cost estimate - \$620,119 (salary and fringe)

Total Cost Estimate

IT Programming Costs	\$388,620
Forms	\$25,000
Mailing Costs	?
Ongoing FTE Cost	\$620,119
Initial Estimate	\$1,008,764

DMV Follow-Up Response

From: Krieser, Steven - DOT [<mailto:Steven.Krieser@dot.wi.gov>]

Sent: Tuesday, January 15, 2013 12:41 PM

To: Haas, Michael R - GAB

Cc: Krieser, Steven - DOT

Subject: FW: RE: GAB request for information

1. It appears that the cost estimate chart miscalculated the total by adding \$25 instead of \$25,000 for the forms. We'll include the corrected calculation and whether you care to submit a corrected table just for the record is up to you.

Correct – the total should be \$1,033,739

2. You indicated that you are expecting an estimate from DOA regarding mailing costs and that you might be able to provide information about what kind of mailings are anticipated.

DOA's response was that we could increase the size of the renewal form and include an informational insert (1/3 sheet) with no additional postage costs. There would be a set up fee for the additional insert of approximately \$100.00 per month for 8 years = \$9,600 and an inserting charge totaling \$8,000 over the 8 years.

3. We'd like to get confirmation as to whether the FTE estimate is for one or two years.

This figure is for annual staff costs (ONE year).

4. We discussed the 45-second estimate and you indicated you are comfortable with that estimate, given that DMV customers include people under 18 and the estimate includes declinations. If you care to share any information about the number of states surveyed, we could include that.

There were eight states that responded to the survey. The 45 seconds was an average.

5. You indicated your staff could follow up regarding the additional information that is expected to be obtained from customers. There was a list included with the preliminary estimate and I was curious whether any determinations were made about what additional information would be requested.

Our estimate assumes that we will capture all necessary information via the application, but we will NOT be capturing all information on the DMV issuance system. The DMV issuance system will merely flag customers, based upon their desire to share or not share information for voter registration purposes. Any other information collected for voting purposes (accommodation at poll location, poll worker interest, military/oversees designation, drawing of address if street number not available, etc.) will not be data that will be available electronically – other than via the electronic image of the application.

6. Did your estimate consider or include training for staff? In our report we included training our staff could provide partner agencies, but I'm not sure if you think you would need to add anything more for staff training to incorporate voter registration services into the normal routines.

If GAB is providing training materials, I think we can roll this training into our regular staff briefings, and no additional costs need to be included to provide for DMV staff training.

Appendix K

Department of Health Services Response



State of Wisconsin Department of Health Services

Scott Walker, Governor
Dennis G. Smith, Secretary

Compliance with NVRA for DHS Programs

If Wisconsin ended same-day voter registration, the federal National Voter Registration Act (NVRA) would require the state to offer voter registration through the Department of Transportation (DOT) Department of Motor Vehicles (DMV) offices, as well as offices that provide either public assistance or state-funded programs primarily engaged in providing services to persons with disabilities.

A “Question and Answer” document from the U.S. Department of Justice Civil Rights Division defines “public assistance office” as “each agency and office in a State that administers or provides services or assistance under any public assistance program. This includes any of the following federal public assistance programs: SNAP, WIC, TANF, the Medicaid program and SCHIP. This also includes state public assistance programs.”

It further provides that “offices that provide state-funded programs primarily engaged in providing services to persons with disabilities include offices providing vocational rehabilitation, transportation, job training, education counseling, rehabilitation, or independent living services for persons with disabilities.” In addition, the Civil Rights Division indicates that “if an office provides services to a person with disabilities at the person’s home, the office must provide the opportunity to register to vote at home.”

Regarding the level of assistance to be provided, the Civil Rights Division states that:

Each office designated as a voter registration agency under Section 7 that provides service or assistance in addition to conducting voter registration must do the following:

- Distribute voter-registration application forms;
- Provide an “information” form that contains information on the voter-registration process (see Question 21 below for a description of the “information” form);
- Provide the same level of assistance to all applicants in completing voter-registration application forms as is provided with respect to every other service or application for benefits (unless the applicant specifically refuses such assistance);
- Accept completed voter-registration forms from applicants; and
- Transmit each completed voter-registration application to the appropriate State election official within a prescribed timeframe.

Effect on the Income Maintenance (IM) System

The definition of “public assistance offices” would include the income maintenance eligibility determination system for Medicaid, FoodShare, and Caretaker Supplement. DHS operates the Milwaukee Eligibility System (MilES), and 10 county consortia operate the system elsewhere in the state.

GAB’s preliminary report considers a paper-based system, hybrid centralized online system, and an integrated electronic system. People can apply for IM services in person, over the phone, and online. The current IM work model is to maximize use of online, telephone, and other electronic mechanisms to

accept, document, verify, and transmit application materials as much as possible. To avoid significant workload and systems issues, the Department would need to rely on the same means to handle voter registration applications.

DHS would need to make system changes to ACCESS (the online application portal) and the CARES Worker Web (the eligibility information system interface). Assuming that IM workers must help individuals complete and submit an application, DHS would need to create a new driver flow to collect and transmit registrations electronically.

It is assumed that IM agencies would transmit applications to GAB (rather than local clerks' office) and that GAB would create and implement a system to collect electronically submitted registrations. DHS would therefore need to create a data exchange between CARES and the GAB system. DHS would also create a new folder type in the Electronic Client File system to collect and maintain documents associated with the voter registration. It is assumed that the option to register to vote would be provided at every new application, renewal or change of address.

DHS would also need to add a new feature to the Call Center Anywhere system to allow people to choose voter registration through the call center menu. County consortia would expend staff time in answering voting-related phone calls.

It is estimated that the systems changes would cost \$700,000 GPR in the first year. The data exchange would cost an estimated \$340,000 GPR per year on an ongoing basis.

It is projected that these requirements would significantly increase staff workloads at IM offices. It is assumed that it would take two minutes of staff time to offer registration to all applicants. National data indicate that five percent of public assistance applicants in states without same-day registration choose to register, on average. Assuming 15 minutes for each applicant who chooses to register, it is estimated that the requirements would increase MiLES and consortia staff costs by \$1.5 million GPR annually. Wisconsin may experience a higher registration rate in the first years of implementation. Ohio experienced a 10 percent registration rate in the period after it resolved a federal lawsuit for non-compliance. Assuming a 10 percent rate, the cost would be \$1.9 million GPR annually.

While many IM applicants meet face-to-face with eligibility workers to complete their applications, an increasing number apply exclusively via the ACCESS portal. It is unclear whether DHS would be required to collect and transmit address documentation or otherwise verify addresses on voter registration applications and/or collect electronic or voice signatures. If yes, system and staff costs could increase. These estimates assume agencies in Wisconsin would train staff working directly with the public to follow the NVRA requirements but would not need to hire additional coordinator or other additional administrative positions.

Other Public Assistance Programs

Other public assistance programs operated by DHS or under direct contract from the Department include SeniorCare, Chronic Disease Aids, AIDS/HIV, Well Women, and Tuberculosis programs.

DHS provides funding to county mental health and substance abuse programs and county programs for seniors, including congregate and home-delivered meal programs.

DHS also provides funding to local county and city health departments to operate WIC programs, which are specifically listed by the U.S. Department of Justice as subject to voter registration requirements. County and local health departments will experience increased costs in these programs.

Offices Serving People with Disabilities

DHS contracts with and/or funds a wide range of agencies that would appear to fall within the definition of offices serving people with disabilities. The Department contracts with 38 Aging and Disability Resource Centers statewide. ADRCs would be considered both public assistance and disability offices, as they perform eligibility and intake functions for Family Care and IRIS for seniors and people with disabilities as well as provide information, assistance, and prevention services.

ADRCs had 382,000 contacts in CY11, consisting of an estimated 126,000 unique individuals. Of these, an estimated 44 percent received home visits. In addition, disability benefit counselors served 10,399 individuals in CY11, with an estimated 20 percent served at home. According to the U.S. Department of Justice, ADRCs would need to enable people served at home to register.

DHS also operates or funds other direct service programs for people with disabilities, including Independent Living Centers, three State Centers, and the DHS Office for the Blind and Visually Impaired. To varying degrees, non-IM programs have less robust application systems and staffing levels. As a result, required workload and systems changes may vary from the IM experience. However, due to several unknowns, this estimate uses the same per-consumer workload effect as IM. IT systems costs would still need to be estimated.

It is assumed that the state is required to establish voter registration processes in every state office that meets the NVRA definition, regardless of whether individuals are served through multiple offices. For example, many clients served by ADRCs also become Medicaid enrolled through IM agencies. It appears that states must provide voter registration assistance through both offices.

The attached table summarizes preliminary fiscal effect by program.

Experiences in Other States

Most states have been subject to the provisions of NVRA for many years. The number of voter registrations accepted at social services offices vary among states, but in most states less than 25 percent of voter registrations are received by a social services office. Assuming a 70 percent overlap in FoodShare and Medicaid applications, the number of voter registrations as a percentage of caseload varies from less than one percent of participants to 10 percent of participants.

The number of voter registrations accepted by a social services agency appears to be correlated with the rigor with which agencies implement the NVRA. Several states, including Missouri, Ohio, New Mexico, Pennsylvania, Indiana, Georgia, Louisiana, Massachusetts and Nevada, have been sued for improper NVRA implementation. Many of these states were sued for making applications available to applicants only if the applicant asked for a voter registration form. The number of registrants in states with lawsuits was approximately one to two percent prior to the lawsuit and increased significantly with reforms following the lawsuit settlements.

**Estimate of National Voter Registration Act Implementation
In Social Services Program Offices**

High Estimate: Assume 10% of applicants register to vote

Assumptions:

The number of program applicants includes applicants age 18 or over

Ten percent of all applicants complete voter registration

Assume 1.5 people per income maintenance case

Systems costs are at the high end of the estimated range (Range is \$500,000 to \$700,000)

Annual costs for systems and GAB data exchange maintenance are an estimated \$340,500 per year.

Systems costs are one-time expenditures; staff costs are ongoing

Assume all costs are reimbursed with 100% GPR funding

Cost per FTE	\$ 83,440
--------------	-----------

ADRC cost per hour	\$ 58.88
--------------------	----------

Program	Number of program applicants	Number of registrants	Systems cost	Staff & Overhead	Total
MA/FoodShare	854,150	85,415	\$700,000	\$1,884,551	\$2,584,551
SeniorCare	88,800	8,880		\$ 195,924	\$ 195,924
Chronic Disease Aids	1325	133		\$ 2,923	\$ 2,923
ADRCs					
Total	136,399	13,640		\$ 441,716	\$ 441,716
<i>Information & Assistance/Options Counseling - ADRCs</i>	70,594	7,059		\$ 228,606	\$ 228,606
<i>Information & Assistance/Options Counseling - Home Visits</i>	55,466	5,547		\$ 179,627	\$ 179,627
<i>Disability Benefits Counseling - ADRCs</i>	8,271	827		\$ 26,784	\$ 26,784
<i>Disability Benefits Counseling - Home Visits</i>	2,068	207		\$ 6,699	\$ 6,699
Office for the Blind and Visually Impaired	1,400	70		\$ 2,480	\$ 2,480
Elderly Benefits Specialists	10,256	1,026		\$ 33,213	\$ 33,213
Independent Living Centers					
Senior Programs*	68,000	6,800		\$ 150,032	\$ 150,032
WIC	10,000	1,000		\$ 22,063	\$ 22,063
Community Health Centers (non-MA)	95,670	9,567		\$ 211,081	\$ 211,081
Well Woman	10642	1,064		\$ 23,480	\$ 23,480
AIDS/HIV Program	2158	216		\$ 4,761	\$ 4,761
Tuberculosis	70	7		\$ 154	\$ 154
Mental Health & AODA (Community Aids)	143,345	14,335		\$ 316,269	\$ 316,269
Total Year 1			\$700,000	\$3,288,647	\$ 3,988,647
Total Year 2 and ongoing			\$340,500	\$3,288,647	\$ 3,629,147

Low Estimate: Assume 5% of applicants register to vote					
Assumptions:					
The number of program applicants includes applicants age 18 or over					
Five percent of all applicants complete voter registration					
Assume 1.5 people per income maintenance case					
Systems costs are at the low end of the estimated range (Range is \$500,000 to \$700,000)					
Annual costs for systems and GAB data exchange maintenance are an estimated \$340,500 per year.					
Systems costs are one-time expenditures; staff costs are ongoing					
Assume all costs are reimbursed with 100% GPR funding					
Program	Number of program applicants	Number of registrants	Systems cost	Staff & Overhead	Total
MA/FoodShare	854,150	42,708	\$500,000	\$1,570,459	\$2,070,459
SeniorCare	88,800	4,440		\$ 157,333	\$ 157,333
Chronic Disease Aids	1325	66		\$ 8,859	\$ 8,859
ADRCs - Total	136,399	6,820		\$ 354,710	\$ 354,710
<i>Information & Assistance/Options Counseling - ADRCs</i>	<i>70,594</i>	<i>3,530</i>		<i>\$ 183,581</i>	<i>\$ 183,581</i>
<i>Information & Assistance/Options Counseling - Home Visits</i>	<i>55,466</i>	<i>2,773</i>		<i>\$ 144,242</i>	<i>\$ 144,242</i>
<i>Disability Benefits Counseling - ADRCs</i>	<i>8,271</i>	<i>414</i>		<i>\$ 21,510</i>	<i>\$ 21,510</i>
<i>Disability Benefits Counseling - Home Visits</i>	<i>2,068</i>	<i>103</i>		<i>\$ 5,377</i>	<i>\$ 5,377</i>
Office for the Blind and Visually Impaired	1,400	70		\$ 2,480	\$ 2,480
Elderly Benefits Specialists	10,256	1,026		\$ 33,213	\$ 33,213
Independent Living Centers					
Senior Programs*	68,000	3,400		\$ 120,480	\$ 120,480
WIC	10000	500		\$ 17,718	\$ 17,718
Community Health Centers (non-MA)	95,670	4,784		\$ 169,505	\$ 169,505
Well Woman	10642	532		\$ 18,855	\$ 18,855
AIDS/HIV Program	2158	108		\$ 3,823	\$ 3,823
Tuberculosis	70	4		\$ 124	\$ 124
Mental Health & AODA (Community Aids)	143,345	7,167		\$ 253,973	\$ 253,973
Total Year 1			\$500,000	\$2,711,532	\$3,211,532
Total Year 2 and ongoing			\$340,500	\$2,711,532	\$3,052,032

Department of Children and Families Response

Department of Children and Families
Fiscal Estimate--Eliminating Same Day Voter Registration
January 2013

Potential costs for DCF public assistance agencies if Same Day Voter Registration is eliminated in WI and the state becomes subject to the provisions in the National Voter Registration Act (NVRA).

Assumptions

- Program areas (and potential clients) affected in Department of Children and Families are Wisconsin Works (W-2) and Shares Child Care (CC).
- The majority of persons enrolled in W-2 or CC are co-enrolled in other public assistance programs, in particular Medicaid (MA) or Food Share (FS).
- The W-2/CC only caseload ranges somewhere between 1-10% of the caseload that includes 4 public assistance programs (W-2/CC/MA/FS).
- An individual who wants to apply for W-2 must go to the W-2 agency, however since they are likely seeking information or applying for other public assistance, they may be visiting or calling the county income maintenance agency or, in Milwaukee, the state-run Milwaukee Enrollment Services (MILES) first.
- If a W-2 applicant visits a county agency and applies for MA/FS/CC prior to contacting a W-2 agency, s/he should receive assistance or materials for voter registration at the agency where they applied for MA/FS/CC.
- Therefore the DCF fiscal estimate will be based on the caseload numbers for W-2 **only** and CC **only** cases. These numbers can provide a gauge as to the number of persons who are unlikely to receive the voter registration information anywhere else and will need to access W-2 agency resources for this.
- Since CC workers located at county income maintenance agencies or MILES would be trained with the other county income maintenance workers there would not necessarily be separate costs for DCF but instead a proportion of the training costs would be charged to DCF.
- All W-2/CC applicants will be screened for voter registration. Any information and assistance needed would be provided by W-2 agencies, county child care staff and/or state child care staff in Milwaukee through the Bureau of Milwaukee Early Care Administration.
- Half of all applicants will inquire about voter registration which will require 5 minutes of staff time (based on DHS estimate).
- Ten percent of all applicants will complete voter registration which will require 15 minutes of staff time (based on DHS estimate).
- Estimated Average hourly rate for a Financial and Employment Planner (FEP), including salary and fringe is estimated at \$30/hour.
- Paper copies of the information and registration forms will be provided by GAB.
- Training of W-2 staff would be incorporated into other trainings provided to W-2 staff.

	Monthly Caseload	Annual Caseload
CC only -Ave # families eligible	1,674	20,088
W-2 only -Ave # Assistance Groups	86	1,032
Total	1,760	21,120

Department of Children and Families Response

Estimated Annual Staff Costs handling inquiries and processing forms

Approximately 10,560 individuals (21,120 x 50%) will inquire about voter registration with a W-2 or CC worker on an annual basis.

10,560 cases x 0.083 hours per case x \$30/hr = \$26,300

Approximately 2112 individuals (21,120 x 10%) will complete voter registration with a W-2 or CC worker on an annual basis.

2,112 cases x 0.25 hours per case x \$30/hr. = \$15,800

Annual cost for registrations + inquiries = **\$42,100**

IT related costs

DHS has completed an estimate for overall systems costs related to the Medicaid and Food Share programs (detail below).

Placeholder assumption is that DCF would be charged for a proportion of the costs based on the customary 92% DHS/8% DCF split.

- DHS anticipates a need to make system changes to **both ACCESS** (the online application portal) and the **CARES Worker Web (CWW)**.
- **A new driver flow** would need to be created in CWW to collect and transmit registrations electronically to the Government Accountability Board (GAB).
- The assumption is that the offer to register to vote needs to be provided at **every new application, renewal or change of address**
- Assuming that the GAB will create and implement a system to collect electronically submitted registrations, then a **data exchange** would need to be established between CWW and the GAB system.
- **A new folder type** would be created in the **Electronic Case File (ECF)** to collect and maintain documents associated with the voter registration.
- **A new feature** on the **Call Center Anywhere (CCA)** system to allow people to opt into voter registration directly through the call center menu would also be needed.

CWW & ACCESS changes (low estimate) = \$500,000 - \$700,000

Annual costs for systems & GAB data exchange maintenance = \$340,500

Total DCF Cost Estimate

Staff costs-processing apps/inquiries	\$42,100
IT costs –one-time	\$56,000
IT costs - ongoing	\$27,200
Total One-Time Costs	\$56,000
Total Ongoing Costs	\$69,300

Appendix M

EDR Study Taskforce Membership

Government Accountability Board Staff Members

- Richard Rydecki, Elections Specialist, Co-Lead
 - Brian Bell, Elections Data Manager, Co-Lead
 - Ross Hein, Elections Supervisor
 - Diane Lowe, Lead Elections Specialist
 - Allison Coakley, Elections Training Officer
 - Adam Harvell, Campaign Finance Auditor and Ethics Specialist
 - Ann Oberle, SVRS UAT Lead Tester
 - Meagan Wolfe, Voter Services and Outreach Elections Specialist
 - Steve Rossman, IS Technical Services Senior
 - Sharrie Hauge, Chief Administrative Officer
 - David Grassl, IT Development Team Director
 - Reid Magney, Communications Director
 - Ashley Davis, UW Law Student Intern
 - Kathleen Marschman, UW Law Student Intern
 - Michael Haas, Elections Division Administrator
- Project Sponsor: Kevin J. Kennedy, Director and General Counsel

Members Representing Other State Agencies

- Kristina Boardman, Director of DMV Field Services, Department of Transportation, representing Secretary Mark Gottlieb
- Georgia Maxwell, Executive Assistant, Department of Workforce Development, representing Secretary Reggie Newson
- Joan Hanson, Deputy Secretary, Department of Children and Families, representing Secretary Eloise Anderson
- Kevin Moore, Executive Assistant, Department of Health Services, representing Secretary Dennis Smith

Organizations Representing Local Government Interests on a Statewide Basis

- Wisconsin Towns Association
- Wisconsin County Clerks Association
- Wisconsin Municipal Clerks Association