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*The National
Voter
Registration
Act of 1993*

**Implementation
Manual**

*95% of the
American electorate
will be registered to vote.*

prepared by

Human SERVE

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THE NATIONAL
VOTER REGISTRATION
ACT OF 1993

**Implementation
Manual**

A Reference Guide

prepared by

Human SERVE

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IMPLEMENTING THE NATIONAL VOTER REGISTRATION ACT OF 1993: *THE CHALLENGE TO PUBLIC OFFICIALS*

This Act represents an historic advance in the struggle to win full enfranchisement of lower income people, people of color, people with disabilities, and of all other eligible citizens in the United States. The Voting Rights Act of 1965 stopped government from preventing people from registering. The National Voter Registration Act of 1993 goes further. It embodies the principle that government has an affirmative obligation to enroll the eligible electorate. To meet this obligation, the Act requires that state governments make voter registration an integral part of applications in agencies providing drivers' licenses, Aid to Families with Dependant Children, Food Stamps, Medicaid, the Special Supplemental Food Program for Women, Infants and Children, and other designated services. Once implemented, 95% of the voting age population will be registered to vote. Of those currently registered, 90% voted in the 1992 presidential election.

The Act provides a unique opportunity for state officials to further the goal of democracy. At the present time, 65 to 70 million people, or roughly 35% of those eligible to vote, are not registered. Making it convenient for citizens to register to vote in various government agencies will help remedy that problem.

This manual was produced by Human SERVE, in consultation with federal and state officials, with human service personnel, and with advocates in the voting rights community. It represents our best understanding of the requirements of the National Voter Registration Act of 1993 and should be used as a reference guide. It will be updated periodically to take account of new information and interpretations. We also expect that various federal agencies such as the Departments of Health and Human Services, Agriculture and Justice may promulgate regulations to guide the states.

Human SERVE is a national nonpartisan voter registration organization which was formed ten years ago to promote the idea that citizens should be offered to register to vote in an array of state agencies. To that end, we have worked with state officials to secure motor voter programs, as well as voter registration in human service agencies. Roughly 30 states conduct voter registration in drivers' license bureaus; a few states register voters in human service agencies. These state-level innovations provided the impetus for the National Voter Registration Act. In other words, the states led the way, and the federal government adopted their innovations as national policy.

Please contact us if we can be of assistance in your efforts to implement this historic legislation.

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CONTENTS

Part One: States

- I. Summary of the National Voter Registration Act of 1993
- II. The Role of State Election Officials in Implementing the Act and Maintaining Compliance
- III. Maintaining Voter Registration Rolls
- IV. Use of the Postal Service's National Change of Address System (NCOA)
- V. Data Collection
- VI. Enforcement Mechanisms and Related Laws
- VII. Registration By Mail

Part Two: Agencies

- VIII. Requirements of the Act for Drivers' License, Public Assistance, Disabilities, Armed Forces and Discretionary Agencies
- IX. Designing Voter Registration in Drivers' License Agencies (Motor Voter)
- X. Designing Voter Registration in Public Assistance Agencies
- XI. Designing Voter Registration in Agencies Serving Persons With Disabilities
- XII. Designing Voter Registration in Armed Forces Recruitment Offices
- XIII. Designing Voter Registration in Discretionary Agencies
- XIV. Employee Training

SECTION I

Summary of the National Voter Registration Act of 1993

Key Elements

I·1

Actions

I·3

SUMMARY OF THE NATIONAL VOTER REGISTRATION ACT OF 1993

States must adopt measures necessary to implement all provisions of this Act, which pertain to Federal elections only. Human SERVE recommends that the same provisions also be applied to state and local elections.

KEY ELEMENTS

Role of State Election Officials and the Federal Election Commission

- The Federal Election Commission (FEC) must provide states with information on their responsibilities under the Act.
- The FEC must develop a national mail-in voter registration form.
- Each odd-numbered year the FEC must report to Congress on the Act's impact on the states, including recommendations for improvements in state and federal procedures, forms, and any other matters pertaining to the Act.
- States must designate a chief state election official to be responsible for overseeing all state obligations under the Act.
- States must register eligible applicants to vote in an election if the voter registration form is postmarked, or accepted at designated agencies, not later than the lesser of 30 days before the date of the Federal election or the period provided by state law. They must notify applicants whether their applications have been accepted, rejected or are incomplete.
- States must allow registered voters to update their addresses and to vote on election day if they have moved within the same election official's jurisdiction and the same congressional district without filing a change of address in advance. States may choose either the old or new polling place for such voters. If the state does not choose, the person may choose either the old or a central location.
- The Postal Service must allow election officials to conduct mailings required or authorized by the Act using the rate for any class of mail that is available to qualified nonprofit organizations.

Implementing the Act and Monitoring Compliance

- States must implement the Act by January 1, 1995. States that have constitutions with provisions that preclude compliance must implement the Act by the later of January first, 1996 or 120 days after the date it would be legally possible to amend their constitutions without requiring special elections.
- States which, as of March 11, 1993, have no voter registration or permit citizens to register and vote at the polling place in all Federal elections are exempt from the Act.
- The provisions of this Act are in addition to the Voting Rights Act of 1965 and do not authorize conduct that is prohibited by the Voting Rights Act.
- If state or local officials violate or fail to implement the Act, the US Attorney General or private parties, including individual citizens, may sue for declaratory or injunctive relief in Federal court.
- Federal criminal penalties apply to persons who intimidate, threaten or coerce others during the voter registration process, and to persons who submit fraudulent voter registration forms or ballots.

Maintaining Voter Registration Rolls

- Voters' names may not be removed from the registration rolls for not voting. Voters' names may be removed only at their request, or as provided by state law by reason of criminal conviction or mental incapacity.
- The US attorney must notify chief state election officials of all individuals in their states who are convicted of felonies in federal district courts.
- States must conduct a systematic program, which may be the National Change of Address (NCOA) system, to maintain accurate and current voting lists by reason of death or change of address. This program must be completed at least 90 days before any Federal election. All records of such activities must be made available for public inspection for two years.

Registration by Mail

- States must accept and use the mail-in voter registration form developed by the FEC.
- States may also design and use their own forms which must meet the criteria of the Act. Notarization or other formal authentication cannot be required by the state, and forms should be available for public and private distribution.

Registering in Agencies

- Applications for or renewals of drivers' licenses or non-driver ID cards will serve as voter registration applications, unless the applicant does not sign the voter registration application. A drivers' license or non-driver ID change of address notice must serve as a voter registration change of address unless the person declines.
- States must offer voter registration services in conjunction with an application for services or assistance, recertifications, renewals or changes of address in offices providing public assistance, including Aid to Families with Dependant Children (AFDC), Food Stamps, Medicaid, and the Special Supplemental Food Program for Women Infants and Children (WIC), in offices providing state-funded programs for persons with disabilities and in armed forces recruitment offices. These offices shall provide the same level of assistance in completing the voter registration form as in completing agency forms, unless the applicant refuses such assistance.
- States must offer voter registration at other state or local government offices which may include unemployment compensation offices, public schools or public libraries.

ACTIONS

- Legislators, agency administrators, election officials and advocates should collaborate to create and execute a coherent and effective implementation plan.
- Obtain a copy of the Act--Public Law #103-31--along with the House/Senate Conference Report #103-66, the Senate Report #103-6, and the House Report #103-9 by contacting the following:
 - the US House of Representatives Document Room: (202) 225-3456;
 - the US Senate Document Room: (202) 224-7860;
 - the US Senate Committee on Rules and Administration: (202) 224-6352;
 - the US House of Representatives Subcommittee on Elections: (202) 226-7616;
 - the US Government Printing Office Order and Information Desk: (202) 783-3238;
 - your US Congressperson or US Senators. The Capitol Switchboard telephone number is (202) 224-3121.

For information on the responsibilities of the FEC under the Act, or to order copies of any of their related documents, contact the National Clearinghouse on Election Administration of the FEC at (800) 424-9530 or (202) 219-3670.

SECTION II

The Role of State Election Officials In Implementing the Act and Monitoring Compliance

THE ROLE OF STATE ELECTION OFFICIALS IN IMPLEMENTING THE ACT AND MONITORING COMPLIANCE

The National Voter Registration Act of 1993; Sections 8 and 10

States must designate a state officer or employee as the chief state election official to oversee all state obligations under the Act. This official needs to coordinate voter registration efforts with legislators, state and local election officials and agency administrators. The chief state election official may also be asked by the Federal Election Commission (FEC) to supply data pertaining to compliance. The following are actions that will need to be taken:

- Plan for state constitutional changes, if necessary.
- Secure enabling legislation.
- Establish a statewide mail-in voter registration system, which may use a state form in addition to the FEC voter registration form.
- Design systems to integrate voter registration in designated agencies. Ensure that agency personnel are adequately trained to assume these new responsibilities.
- Create procedures to route mail-in and agency-based voter registration forms to the appropriate election officials by mail, by courier, or electronically.
- Notify agencies about upcoming elections and deadlines for accepting and forwarding voter registration forms.
- Notify applicants whether their forms have been accepted, rejected, or are incomplete.
- Process voter registration applications: This is the responsibility of election officials, not of agency personnel.
- Respond to citizen complaints regarding alleged non-compliance with the Act.
- Maintain voter registration rolls in compliance with the Act.
- Keep all list maintenance records pertaining to methods of keeping voting lists current and accurate for at least two years for public inspection.

SECTION III

Maintaining Voter Registration Rolls

Mandate for Voter Roll Maintenance	III · 2
Options for State-Designed Roll Maintenance Programs	III · 5

MAINTAINING VOTER REGISTRATION ROLLS

*by Emmett H. Fremaux, Jr., Executive Director
District of Columbia Board of Elections and Ethics*

The National Voter Registration Act of 1993; Section 8

Maintaining the accuracy and currency of the voter registry is an essential administrative function in any election system. While this is obvious to most election officials, it may be less apparent to some registration reform advocates, who have experienced roll maintenance procedures as counterproductive to the goal of expanding voter registration.

An effective voter roll maintenance system, however, works to expand the franchise by keeping active voter records up-to-date, while it protects the integrity of the election system by removing invalid records from the roll. A well-maintained voter roll, moreover, serves a broad spectrum of public purposes in accurately defining the electorate, and is a benefit that enhances all efforts made to communicate with, inform, educate, or deliver services to registered voters.

Keeping the voter roll up-to-date requires a systematic process designed to accomplish a dual objective:

- to generate changes to voter records that preserve voting eligibility--mainly residence address updates, but also name and (in some states) party changes.
- to identify invalid voter records for removal from the roll--mainly those of registrants who have died or moved away, but also those who have become ineligible through criminal conviction or mental incapacity.

Under provisions of the new federal law, states are for the first time subject to basic national standards and principles governing the operation of voter roll maintenance programs. While certain existing practices are prohibited and certain new requirements apply, however, this legislation *does not* mandate a uniform roll maintenance system for states to follow. Instead, states are given broad latitude to design their own maintenance procedures, within the parameters of the federal law.

Before looking at the standards that apply and the various options that states might consider, it should be recalled that the main thrust of the Act is to achieve virtual universal voter registration through nationwide motor voter, mail-in, and agency-based registration programs. There is little doubt that these programs, particularly motor voter, will indeed produce a continuous stream of new registrations to rapidly expand the voter rolls in every state. In this context of rising registration levels, *it will be especially important for states to implement effective maintenance procedures to keep up with the increased level of activity.* Failure

to do so will open the door both to inflation of the registry with deadwood and to undue escalation of the many direct election costs that are driven by the size of the voter roll.

MANDATE FOR VOTER ROLL MAINTENANCE

Key provisions of the National Voter Registration Act, around which each state will craft its maintenance program, include:

■ Requirement for Voter Roll Maintenance Programs

Section 8(a)(4) requires states to "conduct a general program that makes a reasonable effort to remove the names of ineligible voters from the official lists of eligible voters..."

Section 8(b) requires that state programs "ensuring the maintenance of an accurate and current voter registration roll...shall be uniform, nondiscriminatory, and in compliance with the Voting Rights Act of 1965".

Section 8(c)(2)(A) requires states to complete any systematic program to maintain accurate and current voting lists at least 90 days before any Federal election.

Section 8(i) requires each state to maintain for at least two years and make available for public inspection and copying upon payment of reasonable costs, all records concerning the implementation of programs and activities conducted to ensure current and accurate voting lists. These records shall include lists of the names and address of those individuals sent notices and information regarding whether or not these individuals have responded but shall not disclose the identity of the voter registration agency through which any particular voter was registered.

■ Prohibition of List Purging for Failure to Vote

Section 8(b)(2) prohibits "the removal of the name of any person from the official list of voters registered to vote in an election for Federal office by reason of the person's failure to vote". However, nothing in the bill prohibits using uniform and nondiscriminatory procedures to periodically confirm the residence addresses of "non-voters", as part of the overall roll maintenance process.

■ Use of Postal Service Address Change Data

Section 8(c) allows (but does not require) using the Postal Service change-of-address files as a means of maintaining an accurate voter registry, provided that the impact of such activity does not occur within 90 days prior to a primary or general election for federal office. This section establishes that roll maintenance programs based on postal change-of-address information are a suitable method by which states may meet the requirement to have a "general program" to keep the registry accurate and current.

■ **Removals for Death, Ineligibility, or Request of the Voter**

Section 8(c)(2)(B) permits the removal from the registry, *at any time and without prior notification to the voter*, of registrants who have died or who have become ineligible under state law as a result of criminal conviction or mental incapacity.

This section similarly permits the immediate removal of a voter from the roll "at the request of the registrant"--that is, upon written notice received either directly from the voter or indirectly through a motor vehicles office, a participating service agency, or an election office in another jurisdiction where the person has registered to vote.

■ **Removals for Change of Residence**

Section 8(d)(1) requires that the name of a registrant cannot be removed from the voter list on the ground that the registrant has changed residence UNLESS the registrant either:

confirms in writing that he or she has moved out of the jurisdiction where registered; OR

fails to respond to a notice from election officials that is specified in the Act (see below) AND does not appear to vote in the subsequent two general elections for federal office held after the notice is sent (i.e., about four years).

Language in the House Committee Report further clarifies that a state may designate as "inactive" all registrants who fail to respond to the notice in (2) above, pending their removal after two general elections. Until removed from the roll after four years, registrants on the "inactive list" *must be allowed to vote and change address at the polls*--which would restore them to the active list.

However, for administrative purposes other than voting--e.g., calculating signature requirements, issuing information mailers, establishing precincts, reporting official statistics, etc.--a state *may choose to treat "inactive list" registrants as a separate category from the regular voter registration roll*. This important distinction has major cost savings implications for the states.

■ **Confirmation Notice Requirement for Change-of-Residence Removals**

Section 8(d)(2) defines the nature and content of the notice that must be sent by election officials to any registered voter whose residence address is in question.

The law requires that such registrants be provided this address confirmation notice and the opportunity to respond in writing--before they can be placed on an "inactive list" (if the state so provides) and ultimately removed from the voter roll after four years. Particulars of the confirmation notice include:

It must be sent by *forwardable* mail, and it must contain a postage pre-paid and pre-addressed return postcard on which the registrant can provide his or her current address.

If the registrant changed address *within* the election official's jurisdiction (or in fact did not move), he or she "should" return the card before the close of registration for the next election--to avoid being on the inactive list and required to provide affirmation or confirmation of the current address at the polls (as required by the state) and subject to removal after two general elections.

[Section 8(c)(1)(B)(i) further provides that where Postal Service information indicates that the registrant has moved within the election official's jurisdiction, the election official must *automatically change the voter's record to the new address* before sending the confirmation notice--see further below].

If the registrant changed address *outside* the election official's jurisdiction, the notice must also include information on how the registrant can remain eligible to vote. The registrant can be taken off the roll upon their return of postcard confirming in writing that they have moved away; but if no card is returned, the registrant must be carried on the "inactive list" for four years before the name is removed.

■ **Provisions for Updating Voter Addresses**

As noted at the outset, a major goal of the maintenance process--and of the federal law--is not only to remove "deadwood" records but also to preserve voting eligibility by keeping registrant records current, i.e., by *actively processing changes of voter residence*. Several key provisions of the legislation promote this objective:

Section 8(c)(1)(B)(i), above referenced, which directs election officials to automatically update a voter's residence address from postal information, when the voter has moved within the election official's jurisdiction, thereafter informing the voter of the change by the required confirmation notice.

Section 8(c)(2)(B), which covers removals and updates "at the request of the voter"--and is clarified further by Committee report language--authorizes election officials to directly enter changes of address received from the voter indirectly through participating registration agencies.

Section 5(d), under the "Motor Voter" provisions, specifically directs changes of address filed with motor vehicle offices to serve as notification of a change of registration address, unless the registrant states otherwise on the motor voter application.

Section 8(d)(3) specifically directs election officials to correct voter records in accordance with change of residence information obtained in response to confirmation mailings issued to voters under the act.

Section 8(e) extends a significant new (in many states) protection to *all* registrants who move within a election official's jurisdiction (and a Congressional District) but who fail to notify the election official of their new address before an election. Under this legislation, *all such registrants (not just*

those who have been identified as movers and placed on an "inactive list") must be permitted to vote and file a change of address on election day--with state options as to which polling place (new or old¹) and address confirmation procedures are to be used.

Given this provision, roll maintenance systems which effectively promote currency of voter residence addresses will facilitate a smoother voting process. Conversely, the voting process itself will become a "fail-safe" mechanism in voter roll maintenance, providing a final opportunity to bring a voter's record up-to-date that avoids disenfranchising the voter.

OPTIONS FOR STATE-DESIGNED ROLL MAINTENANCE PROGRAMS

Based on the parameters, principles, and standards set forth in the federal law, the basic framework of a *state's system to maintain the voter roll is likely to include the following components and options:*

■ A Data Sharing Program:

for immediate record removals based on notice of a registrant's death, conviction, commitment, or registration elsewhere, either from outside agencies or through direct notice from the registrant.

for immediate record updates (address and name/party changes) based on notice from the registrant, either directly or indirectly through registration agencies.

■ A Periodic Postal Service Address Confirmation Program:

This systematic, large scale operation to update and cleanse the registry of deadwood on a regular basis will include:

a method of voter address verification--based on either (1) mailing of non-forwardable address-check postcards to registrants; or (2) use of NCOA to computer match the voter list against postal address change data; or (3) use of both methods in combination.

¹ The federal law requires each state to permit both voting and the filing of changes of address on election day by registrants who have moved. The basic parameters are these: if a registrant moved to an address within the *same precinct*, he or she must be permitted to vote there, upon oral or written affirmation of the change of address. If a registrant moved to an address within a *new precinct*, that is within the same election official's jurisdiction and Congressional district, the registrant must also be permitted to vote and change address, by oral or written affirmation, on election day. The state has the option of providing by law which voting location--the old or the new precinct--the voter should utilize. However, if the state does not make such a provision, the federal law then requires that the voter be given the option of voting at either the old precinct or at a central location where a list of eligible voters is maintained.

a plan for applying the verification method--either to non-voters only, following a general election; or to all registrants on file, between major elections; or using a combination of methods to address both groups.

a process for issuing the required confirmation notices--sent forwardable with a return pre-paid card to all registrants identified as having moved, first changing the residence address for those with postal forwarding addresses within the election official's jurisdiction.

a procedure for "flagging" affected registrants by category--to identify the voter records of all registrants who were issued confirmation notices, either for placement on an "inactive list", if the state so chooses, and/or for eventual removal from the roll after non-appearance at two subsequent general elections.

■ **An Ancillary Address Verification Program for Registrations in Question:**

This routine, ongoing maintenance activity is a small scale reflection of the periodic process above and is used:

for individual registrant address confirmation whenever a voter's residence is in question--usually when an official mailing such as a notice of registration, sample ballot, or information mailer is returned as undeliverable by the Postal Service.

based on issuance of the standard confirmation notice, either for placement on "inactive list", if the state so chooses, and/or for eventual removal from the roll after non-appearance at two subsequent general elections.

It should be noted that none of these suggested procedures are specifically mandated by the federal law, though this framework reflects approaches currently in use in a number of jurisdictions that already operate under maintenance provisions similar to the federal standards. But there is no federal requirement to use either NCOA or a postal mail-check procedure, to broaden the federal confirmation notice to cover ancillary residence problems, or to treat non-voters as a special maintenance category.

A state could decide, for example, to maintain its rolls by a door-to-door canvass, through use of, say, utility company data, or by some other mechanism. The minimum that is required by the federal law is the issuance of the designated confirmation notice prior to a removal based on change of residence; providing the four-year "grace period" for voting after the confirmation notice is sent; and having a uniform and nondiscriminatory general program in place to maintain the voter roll.

Data Sharing Program

This routine component for record removals no doubt exists in some form in all elections offices. In some states, however, it may be advisable to provide stronger directives in state law to those agencies where data on deaths, convictions, and mental adjudications are recorded, to provide written, timely, and continuing notification of these transactions to the election authorities. Where states have relied exclusively on a non-voting purge process to maintain their rolls, interest in sharing data with vital statistics and court offices may have been minimal. Now greater efficiency and cost savings (on reduced confirmation mailings at least) will result from the early direct removal of these invalid registrations through better Data sharing arrangements.

Record updates from data sharing transactions will greatly increase due to paper flow from motor voter and agency registration programs, and planning for this change in the office work process will be important. The many direct address changes that will be generated in this manner represent work reduction and savings on the postal address confirmation program (below), which requires follow-up mailings for each change. It is thus in the interest of the election office to see that the motor voter and agency registration procedures set up are maximally effective in capturing voter address changes.

Periodic Postal Service Address Confirmation Program

This component is the heart of the overall roll maintenance process because it addresses the maintenance problem at the scale of the total registry, as opposed to the individual registrant. As noted, the two postal mechanisms to identify registrants who no longer live where they are registered to vote are (1) mailing non-forwardable postcards and (2) matching Postal Service National Change Of Address (NCOA) data to the voter file. Both mechanisms yield three basic categories of output:

- Registrants with postal forwarding addresses within the election official's jurisdiction
- Registrants with forwarding addresses outside the election official's jurisdiction
- Registrants who have moved with no forwarding address ("moved not forwardable")

In the non-forwardable mail-check procedure, these outputs are produced by an actual mailing to the registrant's address on the voter file, sent "non-forwardable--address correction requested". Each postcard that is returned "undeliverable" by the Postal Service will have a yellow sticker with a forwarding address, within or outside of the jurisdiction, or they will be indicated "moved not forwardable" where there is no forwarding address or the forwarding order has expired.

In the NCOA computer matching procedure, these outputs are produced for the elections office by a licensed postal data vendor who matches a computer list of voters against the Postal Service database of address changes to generate a listing of those registrants who have moved, with their respective forwarding addresses or lack thereof. There are many details

regarding use of NCOA that need to be considered--for an overview of these, see the attached paper entitled *Use of the Postal Service's National Change of Address System (NCOA)*, which covers the California experience with NCOA, written by Dwight Beattie, Assistant Registrar of Voters in Santa Clara County, California.

Basic points of distinction between NCOA and the mail-check include the following:

■ **Cost**

The mail-check is more costly due to the postage on the outgoing non-forwardable mail. This cost factor can be eliminated if it is possible to use an existing mass mailing (such as a voter information mailer) to perform the mail-check so that a special mass mailing is not needed. Alternatively, the mail-check can be directed only to non-voters after a general election, to greatly reduce the volume of the mailing. NCOA costs vary somewhat by vendor, and software modifications may be needed to get started, but the direct expense per registrant for NCOA is only a tiny fraction of mail-check postage costs (see paper above).

■ **Workload**

The mail-check is a labor intensive procedure because processing of all the returned mail must be done manually. With NCOA, election offices using a computer system can receive the NCOA address updates on tape so that the input of changes to the voter file can be automated. This should produce significant savings on temporary staff costs or overtime expense.

■ **Accuracy**

NCOA has a major advantage in that its address change data is maintained for three years, while direct mail forwarding orders expire after 12 - 18 months. This means that NCOA will provide significantly more forwarding addresses than the mail-check. The mail-check method, on the other hand, provides a resource not available in NCOA--the opportunity to solicit the assistance of a new resident at a registrant's previous address, in returning the postcard to the letter carrier, where the Postal Service is unaware that the registrant has moved. This will identify some movers who did not file an address change with the postal service and thus may never be entered into NCOA files, as well as some deceased registrants whose deaths were not reported to the election office through the Data Sharing Program. There are predictable sources of error in both methods--as in any process used for roll maintenance--including postal patron errors in filling out forwarding address orders, postal processing errors, and errors in the election office. Careful planning is needed to work around the error factor effectively.

Choices of how and when to apply postal verification techniques will need to be made by each state--e.g., to confirm the entire file or only the non-voters, at some point more than 90 days before an election or immediately afterwards, by NCOA or direct mail, etc. In the District of Columbia, the Board of Elections conducted 100% voter roll mail-checks in past years, but recently changed to a post-general election non-voter only mail-check to cut costs; we are now planning to combine the latter with a 100% NCOA match of the registry between major election years. Since our election statute was recently changed to permit election day changes of address at the polls (as now provided by the federal law), it became logical to

mail-check only the non-voters after each general election because those who had just voted could be presumed to be registered at their current address. Since the non-voters will usually be no more than 25% - 50% of the total file, it seems to us worth the mail-check postage cost to query the current resident where a non-voter has moved. The NCOA match of the whole registry at the start of each even-numbered year will then complement that process with a low-cost comprehensive update to improve roll accuracy for the next round of elections.

Choices of how to process each category of registrants identified by postal verification efforts must also be made by each state. As noted, the three outputs from postal verification procedures will include registrants who have apparently:

- moved to a new address within the election official's jurisdiction;
- moved to a new address outside the election official's jurisdiction; or
- moved with no forwarding address.

All of these registrants must be issued the federally required forwardable confirmation notice with pre-paid return postcard, with the appropriate message content as specified in the Act for each group (e.g., registrants who moved to another state must be told how to register to vote there). All are requested to return the postcard to confirm or correct their residence address, and the election office must change the voter's residence to the new address for those who moved within the jurisdiction.

The state may opt to place all those who do not respond to the confirmation notice on an "inactive list" in order to off-load the likely "deadwood" and reduce operating costs, provided that these registrants are allowed to vote through the subsequent two general elections. Or, the state could decide to keep movers within the jurisdiction on the active roll, whether the confirmation postcard is returned or not, and place only those in the second and third categories above on "inactive status". Or, the state could decide to keep all three categories on the active roll until they become removable after four years.

Whether and how the "inactive list" option is used must also be considered in light of how the state chooses to handle these registrants in the voting process--i.e., whether they vote at their old or new polling place--and how they will be qualified to vote--i.e., by address affirmation/confirmation procedures; use of provisional (sealed) ballots, actual printing of an "inactive list", etc.

However these choices are made, all voters who are issued confirmation notices will have to be flagged in the registration system so that they can be identified by category and their "expiration" dates determined for future removal. Procedures for removing these "flags" will need to be set up to "re-activate" these registrants when they make contact with the election office by mail, through an outside agency, or by voting. Election officials will need to have the capability to track and access these registrants both as a matter of public information and to analyze the roll maintenance process.

In the District of Columbia, as an example, our preliminary idea is to update the "in-jurisdiction movers", send them confirmation notices, and retain them on the active file (with a special flag) whether they return the card or not. We will thus presume they are at their current address until otherwise notified. If they should return the card or vote, the flag will

be removed; if they do not respond and do not vote in the next two general elections, they will be removed.

The "outside-jurisdiction movers" and the "moved-not-forwardables", on the other hand, will be put on the "inactive list" immediately, upon issuance of the confirmation notice, because we have direct evidence from the postal service that they no longer reside where registered. We will re-activate of these registrants should they return the card with an in-jurisdiction address; those who do not respond or vote in the next two general elections will then be removed. We also plan to send a voter registration form to the *old address* of every registrant who received a confirmation notice, both as an outreach tool and a check against postal error, in case the registrant did not move.²

Ancillary Postal Verification of Registrations in Question

As noted, this added component of the roll maintenance system can be established by the state to provide the same standards of processing applied systematically in the periodic postal program to *any registrant whose eligibility comes into question*, usually through the return of other kinds of official mail or for any other reason. The procedure would simply be to issue the confirmation notice and initiate the "inactive list" and/or removal sequence established under the periodic program.

Conclusion

The "National Voter Registration Act of 1993" will strategically change the operation of our voter registration system on a nationwide basis. Over time, the impact of its principal reforms will make the goal of universal enfranchisement a practical reality. Motor voter and other agency registration programs will directly connect an extensive public-contact

² Finding the "Non-forwardables": whenever the mails or NCOA data is used to identify and/or notify registrants who have moved, thousands of voter records or returned pieces of mail will be tagged "non-forwardable". The vast majority of these folks have moved and left no forwarding address or the forwarding notice has expired. Some, however, never moved and the returns are the result of a postal error. With no forwarding address on file with the Postal Service, (or a postal service mistake) the problem becomes how to notify these registrants and obtain a correct address. The federally required forwardable confirmation notice will only be productive where the registrant *has* filed a forwarding address.

One effective mechanism that has been used in Los Angeles County and elsewhere is to mail a "change of address notification/mail registration application" to the *old address* of the registrant, but to address this piece of mail to "John Doe or Current Resident" so that it will be delivered to that address regardless of any other factor. If John Doe has moved and left no forwarding address, the current resident (who might not be registered or is another John Doe) gets a friendly reminder to register or update his/her address. If John Doe receives a notice to "John Smith or current resident" at his new address, he is reminded to change his address. If John never moved at all, he receives a notice that the postal service has returned his mail to the elections office and that he needs to notify the election official to correct the mistake. This procedure would be a useful complement to the federal requirement and an effective outreach tool as well.

bureaucracy--like a huge "registration intake counter"--to the hundreds of election offices in every state. Nationwide mail-in registration will further connect each election office to the citizens it serves, through the energies and resources of community groups and political organizations seeking to register voters.

With this new "connectedness" and the massive influx of registered voters it will bring, election officials, whose fundamental task it is to facilitate the right to vote in our democracy, will find themselves in the mainstream, as opposed to the backwaters, of citizen-government transactions--and with powerful new tools to address the task at hand. One of these tools will be a systematic program to maintain the voter roll, to keep accurate and current the database of registrants that constitutes the electorate and defines each individual's particular voting eligibility.

This registry maintenance process, as discussed above, will in our new system work not only to take the "deadwood" off the rolls--it will also increasingly work *as a service* to preserve enfranchisement by keeping voter records up-to-date. The strategic change of the voter registration system to achieve universal enfranchisement thus carries with it a new mandate to keep track of the expanding electorate in manner that facilitates voter participation. The effective roll maintenance systems that states will design to accomplish this goal will also serve to minimize operating costs, improve management of the electoral process, and enhance both public and private efforts made to communicate with the nation's registered voters and to address their needs.

SECTION IV

Use of the Postal Service's National Change of Address System (NCOA)

What Does the NCOA System Do?	IV · 1
Advantages of the NCOA System	IV · 1
Using the NCOA System	IV · 2

USE OF THE POSTAL SERVICE'S NATIONAL CHANGE OF ADDRESS SYSTEM (NCOA)

*by Dwight Beattie, Assistant Registrar of Voters
Santa Clara County, California*

The National Voter Registration Act of 1993; Section 8

The Act allows for voter registration rolls to be updated through the use of the National Change of Address (NCOA) system developed and implemented by the US Postal Service. The NCOA provides an opportunity for jurisdictions to update voters' addresses and/or to contact voters or non-voting registered voters whose addresses may have changed. Using the system reduces the growth of undeliverable-as-addressed mail volume and dramatically improves the quality of the addresses on mail entering the mail system. The US Postal Service licenses certain vendors for the NCOA system.

WHAT DOES THE NCOA SYSTEM DO?

At a reasonable cost, the NCOA system provides an up-to-date change of address file to those engaging in mailings. This allows the mailers to obtain a change of address before a mailing is made and so reduces the volume of undeliverable mail.

When a person files a change of address card with the post office, that information is sent to NCOA vendors and maintained on files for three years. Included on the file are the person's or the family's name, old address and new address, date of change, a category for either individual or family and a category for permanent or temporary address change. Jurisdictions or companies can then compare their name and address files with the NCOA file and receive a tape or disk listing all of the "matches" or changes.

ADVANTAGES OF THE NCOA SYSTEM

The advantages of using the NCOA system are:

- It helps keep voter files up to date.
- Files can be updated by computer rather than by hand.
- As the National Voter Registration Act of 1993 requires that voters who move within the election official's jurisdiction and remain in the same Congressional district

be allowed to vote, it helps to keep many voters on the rolls who might forget to re-register after moving to a new address.

- It gives new addresses for many voters who have moved outside the jurisdiction and who can be notified to register to vote at their new addresses.
- It saves money. Fewer cards need to be mailed.

USING THE NCOA SYSTEM

Contact: The National Customer Support Center of the United States Postal Service
6060 Primacy Parkway, Suite 101
Memphis, Tennessee 38188-0001
Telephone: (800) 238-3150

or contact your postal service representative to get details on the NCOA system and a list of NCOA vendors. The NCOA file is handled by about 24 approved vendors who provide the updating service to customers. The prices vary by vendor. The vendors usually deal with a customer file containing several million addresses. A registered voter file is a relatively small file for the vendors and the prices quoted generally reflect the vendor's interest in handling these files. Obtain price quotes from the vendors before choosing one. Find out what kind of formatting of your files (if any) is required to successfully use the NCOA files from a given vendor.

Once a vendor is chosen, have a test run with a sample of your voter file. Decide how you are going to process and utilize the information.

Intermediary vendors may be available who prepare voter files to be compatible with the NCOA file and place the data in a usable form for the elections official for an added cost.

Ideally, you can send an address file of registered voters to your NCOA vendor and receive a tape in about seven days with a file of registered voters who may have changed their addresses.

According to the Act, if it appears from the NCOA system information that a registrant has moved to another residence address in the same election official's jurisdiction in which the registrant is currently registered, the election official changes the registration records to show the new address and sends the registrant a notice of the change by forwardable mail including a postage prepaid pre-addressed return form by which the registrant may verify or correct the address information. If the registrant has moved to another residence address within another election official's jurisdiction, the election official uses the notice procedure specifically described in the "confirmation notice" section of the "Maintenance of the Voter Registration Rolls" Chapter of this manual.

It is advisable to provide a telephone number for people to contact your office and discuss any misunderstandings about address changes or the purpose of the notice. Since many of the voters contacted will be out of town, an 800 number or a number the persons can call collect is helpful. If using an 800 number, give yourself plenty of lead time to request the service and to receive the specific 800 number, so that it will be in place when you send out notices. Don't publish it, just put it on notices you send out.

NCOA Standards

The NCOA file has rigid standards for what is considered a "hit" or "match" when it compares names and addresses which you provide with what they have received via post office changes of address. It will not match every voter and address that you might wish it to match, because some voters will register to vote one way and use a variation of name or address when filing a change of address with the post office.

Some NCOA vendors have a secondary "nixie" file of possible matches which uses looser standards than the NCOA file. You may catch more people with the "nixie" file but you will also get many matches that are not true matches. The "nixie" file could be useful but you need to be careful that you are not canceling or sending cards to the wrong persons. A test of a "nixie" file ran a few years ago in Sacramento County and a sample of 100 matches checked. None of them were true matches. If you use a "nixie" file, ask the voters to verify before making any changes.

Use of the Registered Voter File vs. Use of the Non-Voter File

Sometimes jurisdictions match their complete registered voters file with the NCOA file, other times they match only non-voters with the NCOA file. Cost is based on either the total number of addresses submitted or on the number of "hits" or address changes found.

There is an advantage to updating the whole file rather than just the address of non-voters. When people move to a new address, re-registering to vote is usually not on the "to do" list. Consequently, many persons who have been registered to vote find themselves ineligible at the next election. This becomes a thorny issue when a non-voting husband's address is updated, but the address of the voting wife is ignored and her record still shows the old address. Updating the whole registered voter file, rather than just the non-voter file is all-encompassing and more inclusive. However, the whole file is a bit more costly to update.

What About the People Who Move But Don't File a Change of Address?

People who move, but do not file change of address forms with the postal service may not appear on the NCOA file. Theoretically, local postal delivery persons will feed information into the local post office that a person or family no longer lives at an address and mail will be listed as "undeliverable" or "no new address." In an ideal world, that information will be fed into the NCOA system. In practice, this seems to be more hit and miss.

Family vs. Individual Changes; Permanent vs. Temporary Changes

Some individual voters mark "family" instead of "individual" on their change of address cards. This triggers a new address for the whole family. It becomes a problem for voter files in cases like the following: 1) Student moves away from home and marks "family" on the change of address card. 2) A couple splits up and one moves to a new address and marks "family." 3) When only one of the two families with the same last name living at the same address moves to a new address and marks "family."

There will be errors in the NCOA files on new addresses. These will come from the "individual" checking "family" on the change of address card, from persons marking "permanent" instead of "temporary" for change of address, from postal service data entry errors and from election official errors. Generally, a majority of errors are due to errors by the person filing out the change of address card.

There will be errors in what you receive from the NCOA system. However, there is always an error rate in any information you receive from voters, vendors or the postal service.

Date of Address Change

Since the NCOA file carries address changes that can be as old as 36 months, you may have more up to date addresses. If the address on the elections official's file has a transaction date that is more recent than the NCOA file address change, then that address should take precedence. The computer program comparing the NCOA address changes can be programmed to choose the latest date.

Categories of Address Changes

There are five categories of address change which you need to consider. You may want to combine one or more of them. They are:

- 1) Undeliverable or no new address.
- 2) Residential changes within the election official's jurisdiction.
- 3) Residential changes within the state but out of local jurisdiction.
- 4) Residential changes out of state.
- 5) PO Box or mailing address changes.

Preparing to Use the NCOA System

■ Like most new programs, use of the NCOA system needs a good introduction and should be communicated to the media and to the public ahead of time. A news release explaining what you are doing, why you are doing it and how it serves both the public and the integrity of the voter rolls is helpful.

■ It is important that you be clear as to what authority you have and don't have in using the NCOA system, based on federal and state law. It will vary from state to state.

- Use of the NCOA system is not a panacea, but it can help clear deadwood from the voter files and update voters so they are registered where they now live and are eligible to vote. Its weakness lies in not being very effective in dealing with people who move and leave no forwarding address, i.e. all you may know is that the mail is now undeliverable to the person at a given address.
- Make contact with your postal customer services representative for support and explanations of the NCOA system. Sometimes local post offices have little knowledge of the NCOA system, so it may not help to refer voters with problems to the local post office.
- The Act requires that you notify a voter if you are changing his or her address. Design your notification cards carefully. Make sure your wording says what you intend to say. Have people outside of your system, maybe literacy volunteers, read it and tell you what it says to them. A card mailed to a voter affecting the voter's registration can be confusing and/or threatening.
- If you use zip plus four, update your file before giving it to the NCOA vendor.
- Cards sent to registered voters as a result of NCOA information may come back undelivered or with another change of address. Voters may have moved again and not filed a change of address or filed a new change of address after the NCOA file was matched. You will need to decide how far and through how many moves you wish to pursue a voter.
- Do not use the NCOA files to update your files too close to an election. There is lots of clean up work to do, especially the first time it is used. You need time to mail out notification cards and to get the returned cards and phone calls to straighten out errors. The closest I have run an NCOA match to a major election is 100 days prior to the election. I would recommend a minimum of 125 days. The Act requires all voter removal programs to be completed (including all related follow-up mailings) at least ninety days before any Federal primary or general election.
- Changes of address involving P.O. boxes require a planned policy. The person may have changed only the mailing address or may have changed the residence address also. The NCOA system gives you ~~the new mailing address.~~ Santa Clara County in California, assumes the person has changed residence and sends appropriate change of residence information (as required by the Act). Some jurisdictions which have a high percentage of persons using P.O. boxes assume persons are at the same residence and have just changed their mailing address and send a letter to the persons confirming their residence address.
- If you mail out cards to persons on your voter file, do it soon after you receive the changes from the NCOA system. The data becomes outdated quickly. If you wait a month, some of those persons will have moved again.

SECTION V

Data Collection

Data to be Collected	V · 1
Methods of Collection	V · 2
Model Data Collection Legislation	V · 3
Existing Data Collection Systems	V · 4

DATA COLLECTION¹

Human SERVE recommends that states set up data collection systems to monitor voter registration programs in agencies. There are two reasons. The first is that the Act requires the Federal Election Commission (FEC) to issue a report to the US Congress every two years monitoring state progress, assessing the impact of the Act on the administration of Federal elections, and recommending improvements in registration procedures and forms. To discharge this function, the FEC will need data from the states. The second reason to collect data is to analyze voter registration programs in order to identify and expand successful programs, and to redesign unsuccessful ones. Election officials and agencies will save money and time by finding the most efficient method of providing voter registration services.

DATA TO BE COLLECTED

■ Procedures of Implementation

Reports describing how agencies integrate voter registration will assist other agencies.

■ Number and Type of Agencies

The type of agency and the number of sites providing voter registration services is important to evaluate the program.

■ Number and Type of Voter Registration Transactions

First-time registrations, changes of address, changes of name, and changes of party affiliation are the most common types of voter registration transactions. Keeping statistics on these transactions will be helpful.

■ Rate of Declinations

Election officials and agency administrators will be able to evaluate program administration and voter attitudes by counting the number of people who decline to register.

The office where a person applies to register cannot be made public, nor that they may have declined to register.

¹ *SPECIAL THANKS TO:* Johnnie McLean, Acting Deputy Director of the North Carolina State Board of Elections; Virginia Tally, Manager of Issuance and Driving Records of the Texas Department of Public Safety.

METHODS OF COLLECTION

The following factors may help to determine the best method of collecting, analyzing and forwarding data:

- existing data collections systems
- the level of computerization in agencies and election offices
- the method of simultaneous voter registration adopted
- the number, proximity and jurisdictions of local elections offices and designated agency sites

The most efficient data collection system uses data encryption devices or number sequences. Election officials send agencies applications with a unique data code or number sequence, from which a computer can tally the transactions at each agency. In order to determine the declination rate, election officials should also obtain a count of the total number of agency transactions.

In order to ensure accuracy, data should be collected not only at the election offices, but also at the agency sites. State agencies should compiled reports describing the procedures of implementation, the number of agency sites, and the number and type of voter registration transactions. To produce comprehensive reports, however, all data should ultimately be compiled at one central location.

MODEL DATA COLLECTION LEGISLATION

(A) Elections Offices in each county shall collect, maintain, and publish monthly statistical data reflecting the number of new voter registration applications, changes of address, name, and party affiliation, and declinations received by mail and in -

(1) all offices in the state that provide Aid to Families with Dependant Children, Food Stamps, Medicaid and the Special Supplemental Food Program for Women Infants and Children;

(2) all offices in the state that provide state-funded programs primarily engaged in providing services to persons with disabilities;

(3) recruitment offices of the Armed Forces of the United States;

(4) additional offices designated by the state as voter registration agencies.

(B) Every six months the chief state election official shall compile a statewide report available to the public reflecting the statistical data collected pursuant to Section (A). This report shall be submitted to the Federal Election Commission for the national report pursuant to section (9)(a)(3) of the National Voter Registration Act of 1993. The State report shall also include -

(1) numbers of and descriptions of the agencies, and the method of integrating voter registration in the agencies;

(2) an assessment of the impact of the National Voter Registration Act of 1993 on the administration of elections;

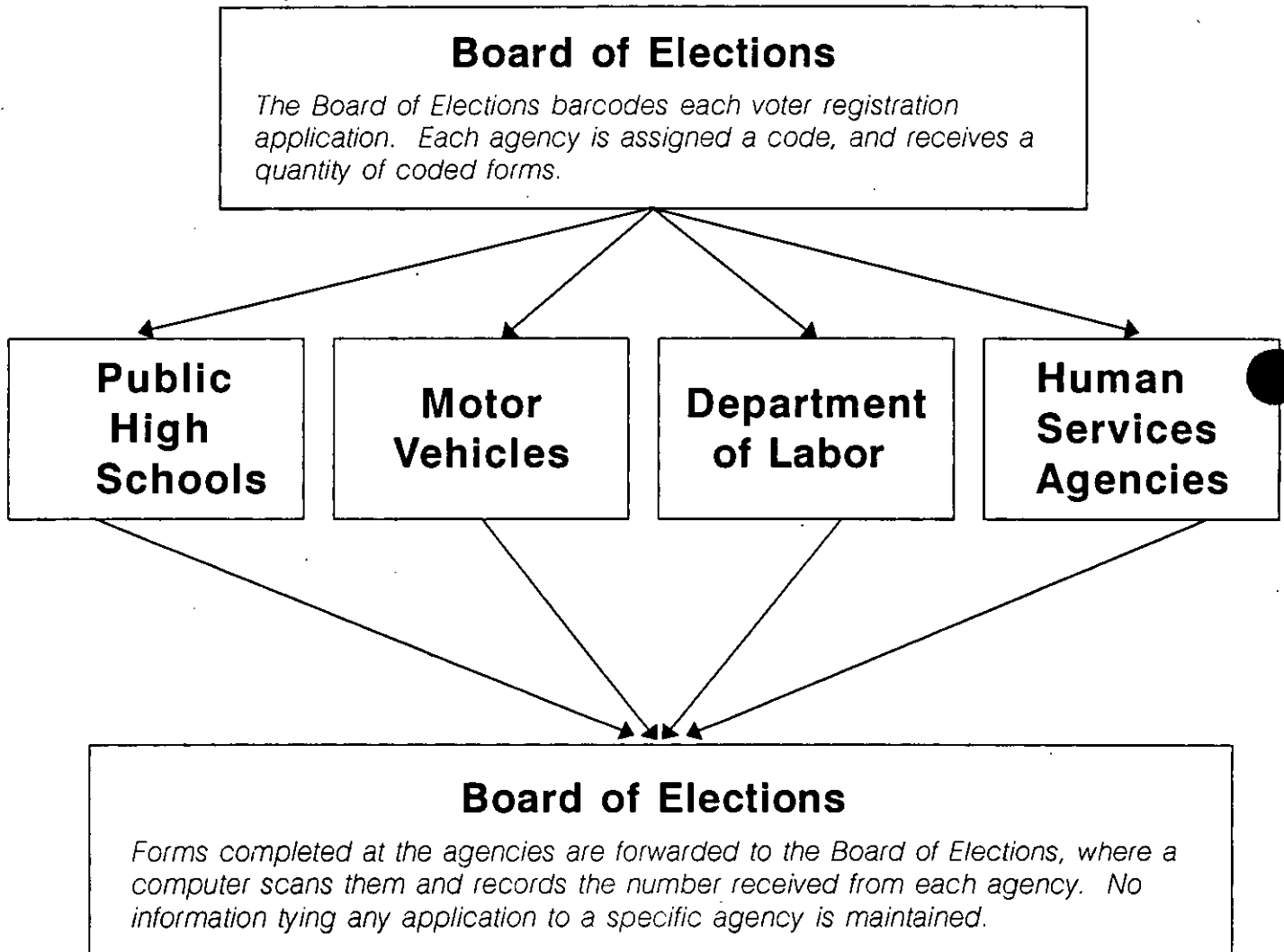
(3) recommendations for improvements in procedures, forms, and other matters affected by the National Voter Registration Act of 1993.

(C) Every six months the state-level administration of each of the agencies listed in Section (A) shall issue a report to the state legislature containing the information collected in each agency office, and recommendations for improvements in procedures, forms, and other matters.

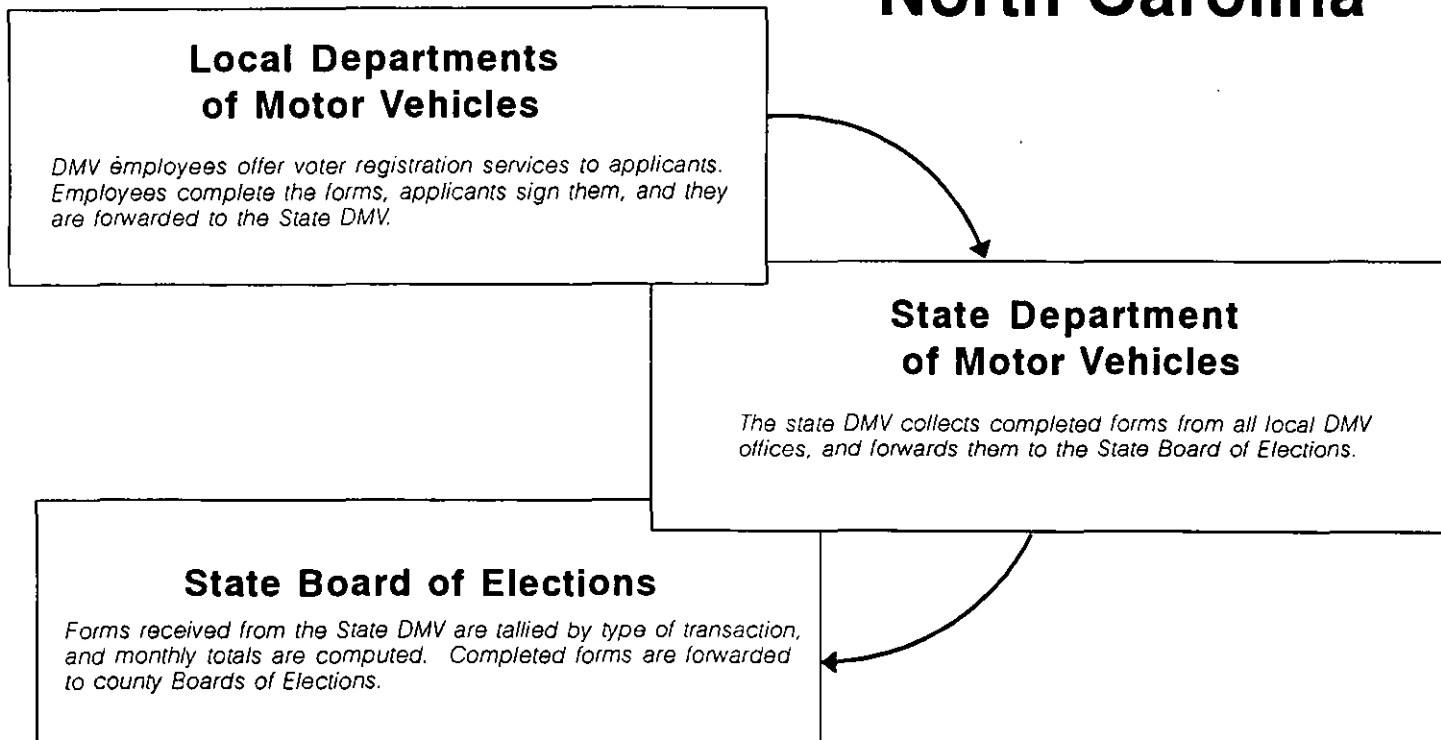
EXISTING DATA COLLECTION SYSTEMS

The following flow charts demonstrate several data collection systems in use:

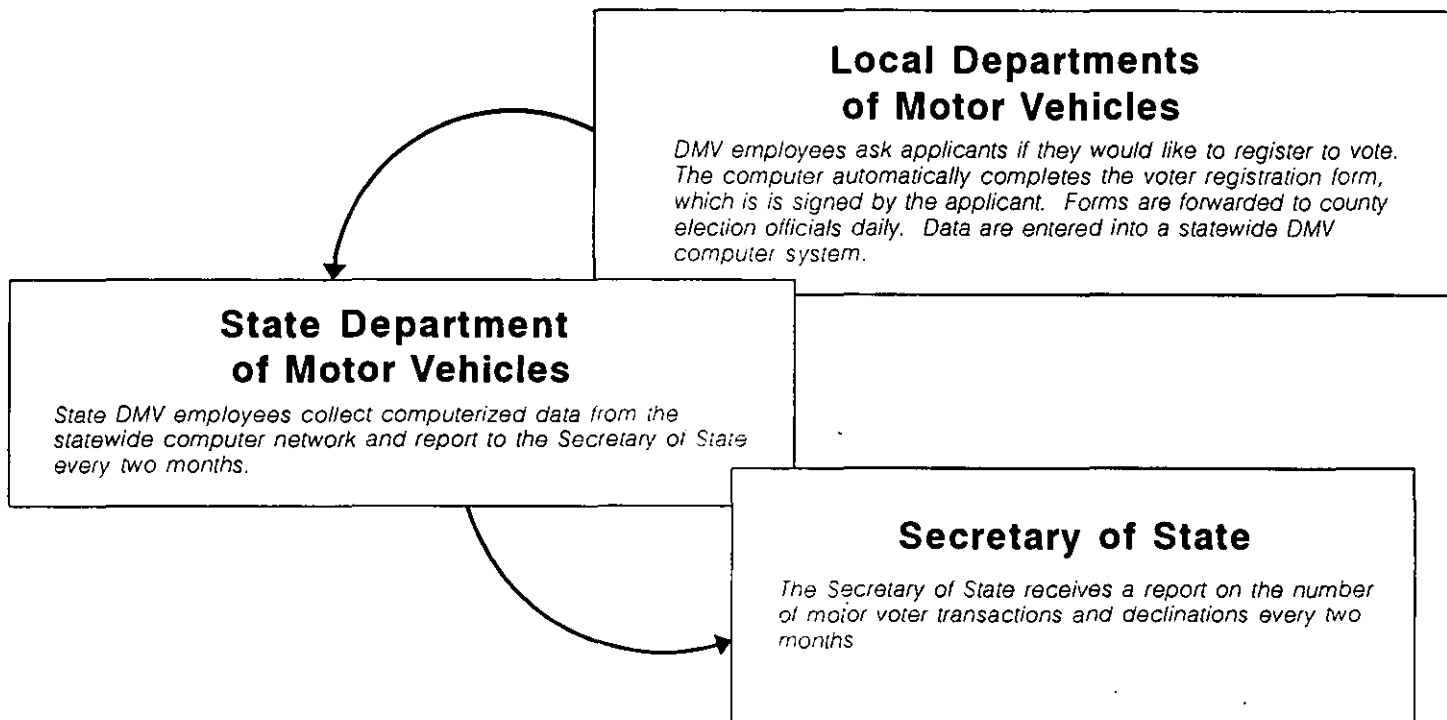
New York City



North Carolina



Texas



SECTION VI

Enforcement Mechanisms and Related Laws

Related Laws	VI · 1
Civil Enforcement of the Act	VI · 2
Criminal Penalties	VI · 2

ENFORCEMENT MECHANISMS AND RELATED LAWS¹

The National Voter Registration Act of 1993; Sections 8, 11 and 12

RELATED LAWS

The Voting Rights Act

Rights and remedies established by the National Voter Registration Act are in addition to all other rights and remedies established by law. They neither supersede, restrict, nor limit the application of the Voting Rights Act of 1965. The following provisions of the Voting Rights Act are implicated by the National Voter Registration Act:

- **Section 2** prohibits any state or political subdivision from implementing the National Voter Registration Act in a manner which would result in a "denial or abridgement of the right of any citizen of the United States to vote" on the basis of race, color, or limited proficiency in English.
- States and political subdivisions which are subject to the preclearance provisions of **Section 5** of the Voting Rights Act must preclear with the US Attorney General any new "voting qualification or prerequisite to voting, or standard, practice, or procedure with respect to voting" taken in compliance with the National Voter Registration Act.
- States covered by or subject to the bilingual election requirements of **Sections 203, or 4(f)(4)** may not implement new voter registration provisions solely in English.
- **Section 208** requires that all states allow persons requiring assistance in voting "by reason of blindness, disability, or inability to read or write" to be assisted by another person of their choice, other than the voter's employer or an agent of the voter's union.

The Americans with Disabilities Act

Title II of the Americans with Disabilities Act (ADA) requires that all public entities ensure that persons with disabilities have access to all programs and activities. The ADA also requires that communication with persons with disabilities is as effective as communication with others. Public entities must provide appropriate auxiliary aids and services, including qualified interpreters, assistive listening systems, videotext displays, readers, brailled materials, or large print materials if they are necessary to ensure effective communication. If

¹ *SPECIAL THANKS TO:* Steven Carbo, Staff Attorney at the Mexican American Legal Defense and Educational Fund; Sheila Delaney, Attorney at the Public Access Section of the Civil Rights Division of the US Department of Justice.

a person with a disability requests voter registration forms and the mandatory accompanying language in an alternate format, such as braille or large print, the public entity must provide such materials. However, public entities are not required to provide auxiliary aids that would lead to a fundamental change in the nature of the service provided or cause undue financial and administrative burdens.

CIVIL ENFORCEMENT OF THE ACT

If state or local officials violate or fail to implement the Act, the US Attorney General or private parties, including individual citizens, may sue for declaratory or injunctive relief in Federal court. Attorneys' fees and costs may be awarded to prevailing parties.

However, the Act specifically provides that before litigation is initiated, private parties must first notify their chief state election official. States must remedy the violations within 90 days after notification to avoid civil penalties. That grace period is shortened to 20 days if the violation occurs within 120 days of a Federal election. If the violation occurs within 30 days of a Federal election, a private party need not provide notice and may proceed directly to Federal court.

CRIMINAL PENALTIES

Federal criminal penalties apply to any person who knowingly and willfully intimidates, threatens, or coerces another person during any stage of the voter registration process. Criminal penalties also apply to a person who knowingly and willfully deprives or defrauds state residents of a fair election process by submitting fraudulent voter registration forms or ballots.

SECTION VII

Registration By Mail

FEC Mail-In Voter Registration Form	VII · 1
State Mail-In Voter Registration Form	VII · 2
Procedures for Mail-In Voter Registration	VII · 3
Election Day Procedures at the Polls	VII · 4
Model Mail-In Voter Registration Legislation	VII · 6
Sample Mail-in Forms	VII · 8

REGISTRATION BY MAIL¹

The National Voter Registration Act of 1993; Sections 6, 8, and 9

The Federal Election Commission (FEC) must develop a national mail-in voter registration form in consultation with chief state election officials which the states must accept and use. This form will serve as a voter registration application and change of address. In addition, states may design their own forms, which must meet the criteria of the Act.

Mail-in registration has a long tradition in the states. As of April, 1993, 28 states and the District of Columbia have some form of registration by mail. However, only 17 states and the District of Columbia have systems without notaries and/or witnesses and are a single step process: Arizona, California, Connecticut, Hawaii, Iowa, Kentucky, Maine, Maryland, Minnesota, Montana, Nevada, New York, Ohio, Oregon, Pennsylvania, Texas and Utah.

FEC MAIL-IN VOTER REGISTRATION FORM

The Act requires that the FEC mail-in form meet the following criteria:

- It may include only identifying information necessary to assess eligibility and to administer voter registration and other parts of the election process. This may include information relating to previous registration by the applicant.
- It shall not include any requirement for notarization or other formal authentication.
- All voter registration forms must include the following in identical print: eligibility requirements, penalties provided by law for providing false information, an attestation that the applicant meets each requirement, and a signature under penalty of perjury.

The Act also requires the mail-in form to contain two other statements: "If an applicant declines to register to vote, the fact that the applicant has declined to register will remain confidential and will be used only for voter registration purposes," and "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." However,

¹ *SPECIAL THANKS TO:* Dwight Beattie, Assistant Registrar of Voters, Santa Clara County, California; Bill Boehm, Commissioner, Bureau of Commissions, Elections and Legislation, Pennsylvania; Beverly Dickerson, Warren County Auditor and Commissioner of Elections, Iowa; Vicki Ervin, Director of Elections, Multnomah County, Oregon; Emmett Fremaux, Executive Director, District of Columbia Board of Elections and Ethics; Joyce Mercil, Director of Elections and Voter Registration, Minneapolis, Minnesota; Anne K. Pizzoli, Deputy Director, Elections, Northumberland County, Pennsylvania; Nelda Wells Spears, Travis County Tax Assessor-Collector, Austin, Texas; Lesley Thompson, Elections Division Manager, Office of the Travis County Clerk, Austin, Texas; Catherine Whitright, Deputy Director, Geauga County Board of Elections, Ohio.

although this requirement is appropriate for voter registration forms used in all public agencies, it is not appropriate for mail-in forms generally available to citizens throughout the state. *We hope the FEC will use its administrative discretion in interpreting the Act to make this distinction, thus allowing the states flexibility in adapting state mail-in forms to be used for different purposes. Otherwise, general purpose mail-in forms will be cluttered and cumbersome.*

STATE MAIL-IN VOTER REGISTRATION FORM

States may choose to use the FEC form exclusively. However, it may be advantageous for states to create their own forms which can be simple in layout, design and content and can allow for greater flexibility of distribution. This form must comply with the requirements noted above.

Designing the Mail-In Form

Creating User-Friendly Forms

Clarity of layout helps to assure accuracy and reduce time spent processing incomplete applications (*see the District of Columbia Mail-in Form, page 8*). Human SERVE recommends that states consider the following factors in designing their mail-in forms:

- Use postcard forms. They are easily incorporated into agency and drivers' license applications, as well as in telephone directories, tax booklets and utility bills.
- Use one form for new applications and changes of address, name and party affiliation.
- Clearly number or highlight each item. Distinguish between required and optional information (*see the Minnesota Mail-in Form, page 9*).
- Don't clutter the form with extraneous information.
- Require a signature in only one place.
- Avoid "legalese." Consult literacy organizations for simple language.
- Distinguish between the mailing and residential address.
- Provide a grid for applicants who have no street address, or live in rural areas, to draw maps showing where they live.
- Forms should be postage-paid.

Addressing the Forms

Getting voter registration forms to the appropriate officials is important. Here is how some states do this:

- California provides a mail-in form that is postage-paid and custom-addressed to each of its 58 county election offices. To guard against a shortage, a quantity of mail-in forms addressed to the Secretary of State is also maintained in each county. Texas, New Jersey and Minnesota have similar systems, although Minnesota's form is not postage-paid.
- The Iowa form has no return address. The 99 counties print or stamp their own addresses on the form.
- Ohio provides its 88 counties with a form pre-addressed to the Secretary of State. The Secretary of State forwards all forms to the appropriate counties.
- Oregon's postcard form has two sections. The top portion lists addresses of the 36 county election offices. Applicants fill in the appropriate address on the voter registration card, which is torn off and mailed (*see the Oregon Mail-in Form, page 10*).

Bilingual Forms

The bilingual provisions of the Voting Rights Act, which apply in more than half of the states, require that voter registration forms be available in languages in addition to English.

The following are several examples of how states meet this requirement:

- Texas created a bilingual postcard voter registration form in English and Spanish. This eliminates the need for special requests, ensures easy and universal access, and facilitates the creation of a combined form in drivers' license agencies (*see the Texas Mail-in Form, page 11*).
- California has a statewide form in English. Santa Clara county provides one form in English and Spanish; Los Angeles county offers forms in six different languages.
- New Jersey and New York have forms in English or Spanish.

PROCEDURES FOR MAIL-IN VOTER REGISTRATION

Distribution of Mail-In Application Forms

- The Act requires that voter registration forms be made available for distribution through government and private entities, with emphasis on accommodating organized voter registration drives.

- Human SERVE recommends that individuals, groups and organizations be permitted to reproduce the forms.
- Human SERVE recommends that states include voter registration forms in tax booklets and arrange to include them in telephone directories and utility bills.

Handling Forms

- States must accept voter registration forms postmarked² or received by agencies not later than the lesser of 30 days before the date of Federal elections or the period provided by state law. Election officials should develop procedures to forward forms received in error to the appropriate election offices in a timely fashion.
- States must arrange to notify voter registration applicants whether their applications are accepted, rejected or incomplete. If this notice is sent by non-forwardable mail and is returned to the election official undelivered, the name of the voter may be removed from the voter rolls pursuant to the list maintenance provisions of the Act.
- States with mail-in registration will encounter incomplete applications. States have developed procedures to handle this. If missing information is mandatory, and a telephone number is provided, election officials may call the applicant to obtain the missing information. If the form has no telephone number and is missing any mandatory information, election officials may return it to the applicant with a note requesting the missing information.

ELECTION DAY PROCEDURES AT THE POLLS

Requiring First Time Voters to Vote in Person

States may require individuals who are first-time voters in a jurisdiction and have registered by mail, to vote *in person*. However, this requirement does not apply to persons entitled to vote absentee under the Uniformed and Overseas Citizens Absentee Voting Act, the Voting Accessibility for the Elderly and Handicapped Act, or any other applicable Federal law.

Verifying Identity at the Polls

States may not require notarization or other formal authentication on their mail-in forms. States currently without formal authentication use two general identification procedures at the polls:

² Postage-paid forms will not have a postmark. States must make additional provisions for dating all mail-in forms that do not have postmarks. One way to do this is to accept all such forms *received* seven days after the deadline.

■ Voters' names are cross-checked against a computer-generated roster, which includes personal information. Voters are required to sign either the roster or an attestation to their identity. In this case, signatures are not verified against originals on the mail-in form. California, the District of Columbia, Iowa and Oregon use this procedure. In Minnesota, voters can show their drivers' license or make an oral attestation; in Texas, voters are encouraged to show their official voter registration certificates, but they may simply state their name and address.

■ Voters must sign a poll book or computer-generated roster that is cross-checked against original signatures from mail-in forms. States using this procedure include New York, Pennsylvania and Ohio.

Several states are considering programs that compare computer-generated digitized signature lists with voters' signatures at the polls. Some New York counties use this system.

MODEL MAIL-IN VOTER REGISTRATION LEGISLATION

(A) The Chief Election Official shall design, prepare and distribute pre-addressed and postage-paid postcard voter registration forms. Registration forms shall serve for purposes of initial registration and changes of name, address or party identification. Multilingual forms should be available where appropriate.³ Any person may duplicate and distribute state registration cards. All registration cards shall be distributed to the public without charge.

(B) Registration cards may only require identifying information (including signature) and other information (including data relating to previous registration by the applicant), as is necessary to assess the applicant's eligibility and to administer voter registration and other parts of the election process. Such forms shall include, in print that is identical to that used in the attestation portion of the application, voter eligibility requirements, and penalties provided by law for submission of a false voter registration application. The form must also include, in identical print, a printed statement informing applicants that where they register to vote will be kept confidential and that declining to register will also be kept confidential. The following information will be required of the applicant as per subsection (1):

- (1)
 - (a) Full name
 - (b) Mailing address, residence address or any other information necessary to identify the residence of the applicant
 - (c) If previously registered in this state, the name then supplied by the applicant, and the county, and previous address
 - (d) Date of birth
 - (e) A signature under penalty of perjury to an attestation that the applicant meets each requirement for voter registration
- (2) The following information may be requested on the registration card, but it shall not be required:
 - (a) Telephone number where the applicant may be contacted
 - (b) Political party with which the applicant wishes to be affiliated, if any⁴

³ The Voting Rights Act of 1965 *requires* some jurisdictions to provide multilingual forms.

⁴ More than half of the states require political party affiliation to participate in primary elections.

(3) No person shall supply any information under subsections (1) or (2) knowing it to be false.

(4) No election official shall request any other information.

(5) The completed and signed official registration application is the official registration card of the elector. The card shall be maintained by election officials.

(C) The Chief Election Official shall make the registration forms described in Sections (A) and (B) available for distribution through governmental and private entities with particular emphasis on making them available for organized voter registration programs.

(D) Eligible applicants shall be registered to vote in an election if the complete and valid voter registration form described in Sections (A) and (B) is postmarked not later than the lesser of 30 days before the date of the election or the period provided by state law, or, if the form is received by mail without a postmark, not later than the lesser of 23 days before the date of an election or the period provided by state law.

(E) If forms are received by the wrong election office, they shall be forwarded to the appropriate election officials not later than the fifth day after receiving them.

(F) Registration of a qualified person occurs when a legible, accurate and complete registration card is received in the office of any election official, the office of the Chief Election Official or at any location designated by an election official. If the individual meets all voter eligibility requirements, the election official shall register the person. If information required by the Chief Election Official is missing from the registration card, the election official shall contact the person to obtain the missing information.

(G) The appropriate election official shall notify applicants whether their applications are accepted, rejected or are incomplete.

DISTRICT OF COLUMBIA REVISED USER-FRIENDLY MAIL-IN FORM

Use pen—please print clearly

1	Check one: <input type="checkbox"/> new registration <input type="checkbox"/> address change <input type="checkbox"/> party change <input type="checkbox"/> name change				Clerk Reg. Date	Registration No.
2	Mr. Mrs. Miss Ms.	Last Name	First Name	Middle Name	Suffix Jr. Sr. II III IV	
3	Address Where You Live			Circle One NE NW SE SW	Apartment Number	Zip Code
4	Address Where You Get Your Mail (if different from #3)					Zip Code
5	Date of Birth	6	Daytime Telephone Number(s)		7	Social Security Number (optional)
8	Party Registration—check one box <input type="checkbox"/> Democratic Party <input type="checkbox"/> Republican Party <input type="checkbox"/> D.C. Statehood Party <input type="checkbox"/> No Party (independent) <input type="checkbox"/> Other Party (write name below) _____			10	Voter Declaration—read and sign below I swear or affirm that: • I am a U.S. citizen • I live in the District of Columbia at the address (#3) above • I will be at least 18 years old on or before the next election • I am not in jail on a felony conviction • I have not been judged "mentally incompetent" in a court of law • I do not claim the right to vote anywhere outside D.C.	
9	Name and Address on Last Voter Registration			Signature _____ Date _____		
	Name _____ Address _____ <small>(If outside D.C., include county and state)</small>			WARNING: If you sign this statement even though you know it is untrue, you can be convicted and fined up to \$10,000 and/or jailed for up to five years.		

Fold on dotted lines, peel off tape, seal and mail

OLD MAIL-IN FORM

1.	THIS IS A <input type="checkbox"/> NEW REGISTRATION <input type="checkbox"/> CHANGE OF ADDRESS <input type="checkbox"/> RE-REGISTRATION <input type="checkbox"/> CHANGE OF PARTY <input type="checkbox"/> CHANGE OF NAME				FOR OFFICIAL USE ONLY																																		
2.	MR MRS MISS MS	LAST NAME (Print)	FIRST NAME (Print)	MIDDLE INITIAL—NAME	REGISTRATION NO. M 0998409																																		
3.	RESIDENCE ADDRESS			CITY SEC. (N.W., N.E., S.W., S.E.)	APT. NO.	ZIP CODE																																	
4.	MAILING ADDRESS (if Different from Residence)																																						
5.	DATE OF BIRTH	BIRTHPLACE, CITY, STATE AND COUNTRY			TEL. NUMBER HOME OFFICE																																		
6.	NAME ON LAST REGISTRATION			SOC. SEC. NO. (OPTIONAL)																																			
7.	ADDRESS ON LAST REGISTRATION			ZIP CODE																																			
8.	PARTY AFFILIATION (CHECK only one box) <input checked="" type="checkbox"/> DEMOCRAT <input checked="" type="checkbox"/> REPUBLICAN <input checked="" type="checkbox"/> D.C. STATEHOOD <input checked="" type="checkbox"/> NO PARTY AFFILIATION <input type="checkbox"/> OTHER PARTY (NAME OF OTHER POLITICAL PARTY) _____			REGISTRATION DECLARATION: I Herby Swear or Affirm THAT I am a citizen of the United States and a resident of the District of Columbia. THAT the residence address provided above is my fixed place of abode in the District. THAT I will be at least 18 years old on or before the day of the next election. THAT I have never been convicted of a crime in the United States which is a felony in the District of Columbia, including those crimes designated as a felony pursuant to D.C. Code § 1-1102(f)(8), as amended (election crimes) OR, if I have been so convicted, (1) I have completed my sentence, or (2) I am on parole or probation, or (3) I have been pardoned; THAT I am not mentally incompetent as provided by a court of competent jurisdiction; THAT I do not now claim voting residence or right to vote in any State or Territory of the United States.																																			
WARNING ANY PERSON WHO IN THE COURSE OF REGISTERING OR ATTEMPTING TO REGISTER, MAKES FALSE REPRESENTATIONS AS TO HIS/HER QUALIFICATIONS FOR VOTING, SHALL UPON CONVICTION THEREOF BE SUBJECT TO A FINE OF NOT MORE THAN \$10,000 OR IMPRISONMENT FOR NOT MORE THAN FIVE YEARS OR BOTH				DATE _____ SIGNATURE OF REGISTRANT _____		<table border="1" style="width: 100%; border-collapse: collapse;"> <tr><th>DATE</th><th>PARTY CHANGE</th><th>CLERK</th></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> <tr><td> </td><td> </td><td> </td></tr> </table>	DATE	PARTY CHANGE	CLERK																														
DATE	PARTY CHANGE	CLERK																																					
				PRINTED NAME OF REGISTRANT _____																																			
				SIGNATURE OF ASSISTANT _____ <small>(if required)</small>																																			

75% of original size

MINNESOTA POSTCARD MAIL-IN REGISTRATION FORM

Distinguishes Between Mandatory and Optional Items

VOTER REGISTRATION CARD, Type or print in ink.

<p>X Name _____ <small>Last First Middle</small></p> <p>X Township or City of Legal Residence _____ <small>Township or City County</small></p> <p>X Complete Address of Legal Residence (include street or rural mail route address) _____ <small>House Number and Street or Rural Route Number</small></p> <p>_____ <small>Apt. No. or Rural Box No.</small> <small>City</small> <small>Zip</small></p> <p>X Date of Birth _____ Telephone No. _____ <small>Month Day Year</small></p> <p>X Address of Your Last Registration or Check if NONE <input type="checkbox"/> _____ <small>House Number/Street Name or Route Box Number Apt. No.</small></p> <p>_____ <small>City or Township County State Zip</small></p> <p>Previous Name (If changed since last registration) _____</p>	<p>W _____ P _____</p> <p>S.D. No. _____</p> <p>OFFICE USE ONLY Election Day Voter Registration Proof:</p> <p>_____ Driver's License</p> <p>_____ Minn. I.D. Card</p> <p>_____ Witness</p> <p>_____ Prior Registration</p> <p>_____ Ineffective Notice</p> <p>_____ Student I. D.</p> <p>Number if Applicable _____</p>
--	---

CHECK INSTRUCTIONS TO DETERMINE WHETHER YOU ARE QUALIFIED TO REGISTER

I certify that I will be at least 18 years old on election day and that I am a citizen of the United States, reside at the address shown above and will have resided in Minnesota for 20 days immediately preceding election day, and that I am not under guardianship of the person, have not been found by a court to be legally incompetent to vote, and have not been convicted of a felony without having my civil rights restored. I understand that giving false information to procure a registration is a felony punishable by not more than 5 years imprisonment and a fine of not more than \$10,000 or both.

_____/_____/_____
Date

X _____
Legal Signature of Voter

**INSTRUCTIONS FOR VOTER REGISTRATION
READ CAREFULLY BEFORE REGISTERING**

ITEMS INDICATED BY A RED "X" MUST BE COMPLETED BY THE REGISTRANT BEFORE THE REGISTRATION WILL BE ACCEPTED.

1. Print in ink or type all information requested on the voter registration card.
2. Print or type your legal name — nicknames are not acceptable.
3. Print or type the name of the township or city in which you live and are eligible to vote.
4. Print or type the house number and street name or the rural route and box number where you live.
5. Include your full birthdate — month, date and year.
6. Give the address where you were last registered. If you have never been registered before, check the box for "none".
7. Give your previous name if it has been changed since you last registered.
8. Enter telephone number in appropriate space (optional).
9. Date and sign the card with your legal written signature.
10. Review the card to determine that it is correctly completed.
11. Fold the form, use the sealing tab, and mail or return to your county auditor at your county courthouse.

OREGON POSTCARD MAIL-IN REGISTRATION APPLICATION WITH LISTING OF ALL COUNTY ELECTION OFFICES

Find your county's address and zip below.
COUNTY ELECTION OFFICES

OFFICE	ADDRESS	PHONE	OFFICE	ADDRESS	PHONE
Baker County	1995 3rd St., Baker City, OR 97814-3398	523-8207	Lane County	135 E. 6th, Eugene, OR 97401-2671	687-4234
Benton County	Courthouse, Corvallis, OR 97330	757-6756	Lincoln County	225 W. Olive, Room 201 Newport, OR 97365	265-6611 X 2348 967-3631
Clackamas County	825 Portland Avenue Gladstone, OR 97027-2195	655-8510	Linn County	4th & Broadbain, Albany, OR 97321	
Clatsop County	Courthouse, 749 Commercial Astoria, OR 97103-0178	325-8511	Maiheur County	251 "B" St. W., Courthouse Box 4 Vale, OR 97918	473-5151
Columbia County	Courthouse, St. Helens, OR 97051-2089	397-3796	Manon County	3180 Center St. NE, Room 240 Salem, OR 97301-4589	588-5041
Coos County	Courthouse, Coquille, OR 97423-1899	396-3121 X 301	Morrow County	PO Box 338, Heppner, OR 97836-0338	676-9061
Crook County	300 E. 3rd, Prineville, OR 97754-1919	447-6553	Multnomah County	1040 SE Morrison Portland, OR 97214-2495	248-3720
Curry County	PO Box 746, Gold Beach, OR 97444	247-7011 X 223	Polk County	Courthouse, Room 201 Dallas, OR 97338-3179	623-9217
Deschutes County	Administration Bldg., 1130 NW Hamman St. Bend, OR 97701	388-6547	Sherman County	PO Box 365, Moro, OR 97039-0365	565-3606
Douglas County	PO Box 10, Roseburg, OR 97470-0004	440-4252	Tillamook County	201 Laurel Avenue, Tillamook, OR 97141	842-3402
Gilliam County	Courthouse, Condon, OR 97823-0427	384-2311	Umatilla County	PO Box 1227, Pendleton, OR 97801	276-7111 X 254
Grant County	PO Box 39, Canyon City, OR 97820-0039	575-1675	Union County	1100 "L" Avenue, La Grande, OR 97850	963-1006
Harney County	Courthouse, 450 N. Buene Vista Burns, OR 97720	573-6641	Wallowa County	101 S. River Street, Room 100, Door 16 Enterprise, OR 97829-1335	426-4643 X 16
Hood River County	Courthouse, 309 State Street Hood River, OR 97031-2093	388-1442	Wasco County	Courthouse, 511 Washington St. The Dalles, OR 97058	296-6159
Jackson County	Courthouse, 10 S. Oakdale Medford, OR 97501-2952	776-7181	Washington County	155 N. 1st, Suite B 10 Hillsboro, OR 97124	648-6670
Jefferson County	75 SE "C" St., Courthouse Madras, OR 97741	475-4451	Wheeler County	PO Box 327, Fossil, OR 97830-0327	763-2400
Josephine County	PO Box 69, Grants Pass, OR 97526-0203	474-5243	Yamhill County	Courthouse, 535 E. 5th McMinnville, OR 97128-4593	434-7518
Klamath County	316 Main St., Klamath Falls, OR 97601	883-5135			
Lake County	513 Center St., Lakeview, OR 97630-1579	947-6006			

FIND YOUR COUNTY'S ADDRESS AND WRITE IT IN THE ADDRESS SECTION BELOW.

DETACH HERE

PHIL KEISLING
SECRETARY OF STATE
SALEM, OREGON 97310



PLACE
STAMP
HERE

TO: COUNTY ELECTIONS DEPARTMENT

OREGON



CITY ZIP

TEXAS BILINGUAL POSTCARD MAIL-IN FORM

FRONT

VOTER REGISTRATION APPLICATION (SOLICITUD PARA REGISTRO DE VOTANTE)			
PLEASE COMPLETE ALL OF THE INFORMATION BELOW. PRINT IN INK OR TYPE. (POR FAVOR COMPLETE LA SIGUIENTE INFORMACION ESCRIBA EN LETRA DE MOLDE CON TINTA O ESCRIBA A MAQUINA.)			For Official Use Only PCT Cert. Num. ED#
Last Name (Apellido)	First Name (NOT HUSBAND'S) (Nombre de Pila) (NO DEL ESPOSO)	Middle Name (if any) (Segundo Nombre (si tiene))	Maiden Name (Apellido de Soltera)
Sex (Sexo)	Date of Birth: month, day, year (Fecha de Nacimiento: (el mes, el día, el año))	Place of Birth: city or county, state or foreign country (Lugar de Nacimiento: ciudad o condado, estado o país extranjero)	County and Address of Former Residence (Condado y dirección de su residencia previa)
Residence Address: Street Address and Apartment Number, City, State, and ZIP. If none, describe location of residence. (Do not include P.O. Box or Rural RL.) (Dirección de Residencia: Calle y Número de Departamento, Ciudad, Estado, y Zona Postal; si no tiene, describa la localidad de su residencia.) (No incluya su caja postal o ruta rural.)			
Mailing Address, City, State and ZIP: If mail cannot be delivered to your residence address. (Dirección Postal, Ciudad, Estado y Zona Postal) (Si es imposible entregar correspondencia a su dirección.)			
Applicant is a United States citizen and a resident of the county and has not been finally convicted of a felony or if a felon eligible for registration under section 13.001, Election Code. I understand that giving false information to procure a voter registration is a misdemeanor. (Suplicante es ciudadano de los Estados Unidos y es residente del condado y no ha sido probado culpable finalmente de un crimen, o, si es criminal, está elegible para registrarse para votar bajo las condiciones de la sección 13.001 del Código de Elecciones. Yo entiendo que es un delito menor dar información falsa con motivo de conseguir un registro de votante.)			Social Security No. (Número de Seguro Social) Telephone No. (Optional) (Número de Teléfonos (facultativo))
<input checked="" type="checkbox"/> Signature of Applicant or Agent or Printed Name of Applicant if Signed by Witness (Firma del Suplicante o Agente, o Nombre del Suplicante En Letra de Molde Si Fue Firmado Por Un Testigo)			TX Driver's License No. or Personal I.D. No. (Issued by TX Dept. of Public Safety) (Optional) (Número de Licencia de Conducir de Texas o Número de Identificación Personal (Emiso por el Departamento de Seguridad Pública de Texas) (facultativo))
FOR WITNESS (PARA TESTIGO): Address (Dirección):		Signature (Firma): Printed name (Nombre en Letra de Molde):	Court of Naturalization, If Applicable (Corte de Naturalización, Si Aplicable) FOR AGENT (PARA AGENTE): Application may be made by agent, who must be a qualified voter of this county or have submitted a registration application and must otherwise be eligible to vote and must be the applicant's husband, wife, father, mother, son or daughter. (La solicitud podrá estar dirigida por un agente que deberá ser un votante capacitado de este condado o que habrá presentado una solicitud para registrarse para votar, y de otro modo deberá de estar elegible para votar. El agente deberá ser el esposo, esposa, padre, madre, hijo o hija del suplicante.)
*Check here if applicant is unable to make mark. (Marcar aquí si el suplicante no puede hacer su marca.)			Relationship (Parentesco):
*The disclosure of social security number is voluntary. It is solicited by authority of sec. 13.122 and will be used only to maintain the accuracy of the registration records. (No es obligatorio dar su número de seguro social. Se solicita bajo la autoridad de la sec. 13.122 y se usará solamente para mantener la exactitud de los archivos.)			

BACK

For Assistance Call Si Necesita Asistencia Secretary of State's Line Gratis At: Office Toll Free: 1-800-252-(VOTE) 8683		NO POSTAGE NECESSARY IF MAILED IN THE UNITED STATES
<div style="border: 1px solid black; padding: 5px; display: inline-block;"> BUSINESS REPLY MAIL FIRST CLASS MAIL PERMIT NO. 4511 AUSTIN, TX </div>		
POSTAGE WILL BE PAID BY ADDRESSEE		
REGISTRAR OF VOTERS COUNTY COURTHOUSE (CITY) _____ (ZIP CODE) _____ Austin, TX 78767-9866		
		

VIII. Agency
Requirements

SECTION VIII

Requirements of the Act for Drivers' License, Public Assistance, Disabilities, Armed Forces and Discretionary Agencies

General Requirements	VIII · 1
Requirements Applicable to Drivers' License Agencies	VIII · 2
Requirements Applicable to All Other Agencies	VIII · 2
Special Requirements Applicable to Public Assistance Agencies	VIII · 3

REQUIREMENTS OF THE ACT FOR DRIVERS' LICENSE, PUBLIC ASSISTANCE, DISABILITIES, ARMED FORCES AND DISCRETIONARY AGENCIES

*The National Voter Registration Act of 1993; Sections 5, 6, 7 and 9
Please review this section before reviewing subsequent sections of this document.*

The Act has certain requirements applicable to voter registration in drivers' license, public assistance, disabilities, Armed Forces and discretionary agencies. Some of these requirements apply to all agencies, though some apply only to specific agencies.

GENERAL REQUIREMENTS

- Designated agencies must provide voter registration forms when citizens apply for services, recertifications, renewals and changes of address. For changes of address, election officials will need both the old and the new addresses.¹
- Agency personnel must provide the same level of assistance in completing voter registration forms as in completing any agency forms, unless applicants decline. Human SERVE interprets this provision to mean that agencies must provide voter registration assistance in all languages that the agency provides for other services. This mandate can be met most effectively if the same employee provides assistance for both agency forms and voter registration forms.
- Agency personnel who provide voter registration services must not make any statement or take any action discouraging applicants from registering to vote or leading applicants to believe that voter registration has any bearing on the availability of services or benefits. In addition, they may neither display any political preference or party allegiance, nor influence the applicant's political party preference or registration.
- Agency personnel may not question the applicant as to reasons for declining to register. Agencies must provide a printed statement informing applicants that the offices where they register to vote will be kept confidential and that declining to register will also be kept confidential.

¹ A mailing address (e.g. PO Box or Rural Delivery) is not necessarily the same as the address of residency and may be insufficient for voter registration. In such cases, applicants must provide a residence address.

- All voter registration forms must include the following in identical print: eligibility requirements, penalties provided by law for providing false information, an attestation that the applicant meets each requirement, and a signature under penalty of perjury.
- Agency personnel must collect completed voter registration forms and transmit them to the appropriate election official no later than ten days after the date of acceptance. When agencies accept applications within five days before the last day of registration for an election, they must forward them no later than five days after the date of acceptance.

REQUIREMENTS APPLICABLE TO DRIVERS' LICENSE AGENCIES

- The voter registration and drivers' license agency forms must require only the minimum amount of duplicate information necessary to prevent duplicate applications, to enable state election officials to assess eligibility, and to administer the election process.²
- A change of address in drivers' license agencies shall serve as a change of address for voter registration, unless the applicant declines.
- Failure to sign the voter registration portion of the application shall serve as a declination to register to vote.

REQUIREMENTS APPLICABLE TO ALL OTHER AGENCIES

- The voter registration application must be the FEC mail-in form or a state or agency form that complies with the Act.
- Agencies must either amend their regular intake forms or supply separate forms containing the following:

The question, "IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES__ NO__," in prominent type.

The statement in close proximity to the question above and in equally prominent type, "IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME."

² Examples of possible duplicative information are: name, address, date of birth, type of transaction (new, change of address, change of name); former address. Examples of additional information a state may require include: political affiliation, residential address if different from mailing address, former residence if this is an address change, telephone number.

The statement, "IF YOU WOULD LIKE HELP IN FILLING OUT THE VOTER REGISTRATION APPLICATION FORM, WE WILL HELP YOU. THE DECISION WHETHER TO SEEK OR ACCEPT HELP IS YOURS. YOU MAY FILL OUT THE APPLICATION FORM IN PRIVATE."

The statement, "IF YOU BELIEVE THAT SOMEONE HAS INTERFERED WITH YOUR RIGHT TO REGISTER OR TO DECLINE TO REGISTER TO VOTE, YOUR RIGHT TO PRIVACY IN DECIDING WHETHER TO REGISTER OR IN APPLYING TO REGISTER TO VOTE, OR YOUR RIGHT TO CHOOSE YOUR OWN POLITICAL PARTY OR OTHER POLITICAL PREFERENCE, YOU MAY FILE A COMPLAINT WITH _____" (the agency should fill in the blank with the name, address and telephone number of the appropriate official to whom such a complaint should be addressed).

- If an agency that serves people with disabilities in their homes provides voter registration, it must provide voter registration services in their homes.

SPECIAL REQUIREMENT APPLICABLE TO PUBLIC ASSISTANCE AGENCIES

Agencies providing public assistance must also amend their forms or supply a separate form containing the statement, "APPLYING TO REGISTER OR DECLINING TO REGISTER TO VOTE WILL NOT AFFECT THE AMOUNT OF ASSISTANCE THAT YOU WILL BE PROVIDED BY THIS AGENCY."

IX. Drivers' License Agencies

SECTION IX

Designing Voter Registration in Drivers' License Agencies (Motor Voter)

Motor Voter Systems Now Operating	IX · 1
Factors to be Considered	IX · 2
The District of Columbia Model: Pressure Sensitive Combined Form	IX · 3
The Texas Model: Computer-Completed Application	IX · 5
The Oregon Model: Computer-Completed Application	IX · 8
The Washington Model: Electronic Data Transfer Systems	IX · 8
Model Motor Voter Legislation	IX · 10
Sample Motor Voter Forms	IX · 12

DESIGNING VOTER REGISTRATION IN DRIVERS' LICENSE AGENCIES (MOTOR VOTER)¹

*The National Voter Registration Act of 1993; Section 5
Please review Section VIII of this document before reviewing this section.*

Applications for and renewals of drivers' licenses and non-driver ID cards must serve as applications for voter registration unless the applicant fails to sign the voter registration form. Changes of address shall serve as changes of address for voter registration purposes, unless registrants decline on the form.

Human SERVE recommends that the same form serve for both voter registration and drivers' licenses. This saves time for both the applicant and the employee, thereby minimizing costs and streamlining the process. Though separate forms may be used, a single simultaneous application process is required. Exemplary motor voter programs are now operating in a number of states.

MOTOR VOTER SYSTEMS NOW OPERATING

Computerized Systems

Computers either complete the pre-printed voter registration forms or electronically transmit applicants' voter registration information to election offices.

Registration Forms Completed by Computer

Applicants' information for drivers' licenses is entered into a computer, and applicable information is transferred to the pre-printed voter registration form. Additional required information and signatures are then filled in by applicants. This system is used in Michigan, Montana, Oregon and Texas.

Electronic Data Transfer Systems

An electronic data transfer system transmits voter registration information from Departments of Motor Vehicles (DMV) to election officials, currently by data tape. DMVs forward forms containing additional information and signatures separately. The State of

¹ *SPECIAL THANKS TO:* Leona Agouridis, Voter Service Manager of the District of Columbia Board of Elections and Ethics; Mark Bell, Office of the Texas Secretary of State; Dave Elliot, Washington State Assistant Elections Director; Emmet Fremaux, Director of the District of Columbia Board of Elections and Ethics; Tom Harrison, Deputy Assistant Secretary of State for Elections in Texas; Hal Lymus, Washington Motor Voter Coordinator; Gary McIntosh, Washington State Elections Director; Virginia Tally, Manager of License Issuance and Driving Records of the Texas Department of Public Safety.

Washington pioneered this method. Some states are considering a design to transfer all information electronically, including digitized signatures, directly from DMV computers to election computers.

Paper-Based Systems

Paper-based systems use a single combined form for both drivers' licenses and voter registrations.

Pressure-Sensitive Combined Form Systems

Carbon paper or pressure-sensitive paper (e.g. NCR and Sprint paper) copies information from the drivers' license form to the voter registration form. Additional required information and signatures are then completed by applicants. Hawaii, the District of Columbia and Colorado use this system.

Single Combined Forms

Perforation separates the drivers' license and the voter registration forms. Applicants fill out both sections (therefore requiring duplicate information). The voter registration portion is forwarded to election officials. Minnesota uses this system.

FACTORS TO BE CONSIDERED

■ The Level of Computerization at the DMV and Election Offices

DMV computer systems may be capable of completing pre-printed voter registration forms. States which have DMV computer systems compatible with election computer systems may be capable of transmitting data electronically.

■ Renewal Procedures

If states permit people to renew drivers' licenses by mail, or to change addresses by mail, they must develop a voter registration procedure by mail.

■ Paperless Processing

Some DMVs are moving toward processing applications without paper forms. Motor vehicle personnel ask questions and enter applicant information directly into computers. In these states, computer programs will have to be re-configured to prompt the voter registration question.

■ Forwarding Forms and Data

DMVs accept applications statewide, and must collaborate with election officials to create procedures for data collection and for forwarding forms to the appropriate election officials.

THE DISTRICT OF COLUMBIA MODEL: PRESSURE-SENSITIVE COMBINED FORM

Program Highlights:

- Pressure sensitive combined forms.
- Election officials² retrieve voter registration forms from DMV³ offices and process them daily.
- Statistics on the number and type of transactions and declinations are recorded daily.
- Motor voter contributes more than 40% of all new voter registrants, and more than 25% of all voter address changes.
- Motor voter costs only \$0.18 per transaction, compared to an average of \$1.16 for other voter registration methods used by the Board of Elections.

Development and Implementation

The District of Columbia passed a law requiring simultaneous drivers' license and voter registration in 1988. Election officials created procedures to retrieve completed forms from the DMV in a timely manner, to process forms, and to make statistical reports.

Election officials and the DMV collaborated with language experts on the design of the combined form. This form uses pressure-sensitive paper (NCR) to transfer information from the drivers' license onto the voter registration application. The cost of printing the combined form is \$0.05.

Motor voter was fully implemented May first, 1989, and in the first three years of operation, accounted for 40% of all new registrations.

² Election officials in DC are called Board of Elections and Ethics personnel. For simplicity, we refer to them as election officials.

³ The Department of Motor Vehicles in DC is called the Bureau of Motor Vehicle Services. For simplicity, we refer to it as the DMV.

The following chart compares costs of different methods of registration between May 1989 and December 1990:

TRANSACTION METHOD	COST COMPONENTS	COST PER TRANSACTION	NUMBER OF REGISTRATIONS
Motor Voter	Combined Form Cost	\$0.18	31,000
Direct Mail-In	Form & Postage	\$0.42	12,000
Phone Request	Form & Extra Postage	\$0.79	5,000
Outside Groups	Forms & Waste	\$1.10	12,000
Household Mailer	268,000 forms	\$2.31	10,000
AVERAGE COST OF MOTOR VOTER TRANSACTIONS		\$0.18	
AVERAGE COST OF ALL OTHER TRANSACTIONS		\$1.16	

Program Specifics

The Form

The form consists of two detachable pages. The first page, a driver's license application, overlays the second page, which is a voter registration form. Information from the first page is transferred to the second page by means of pressure-sensitive NCR paper (*see the DC form, page 12*).

All information, except sections four and five, is transferred to the voter registration page. Sections four and five are unnecessary for voter registration and are masked.

The voter registration page requires additional information not requested on the driver's license page, and thus is longer (11" versus 7¼"). This information, including party affiliation, previous name and address, an attestation, and a signature, is printed on the portion of the page extending below the drivers' license page. The voter registration page is designed so that when detached and folded, it conforms in size and composition to the mail-in form.

Training

The instructions on the form are very clear, keeping questions to a minimum. DMV personnel are trained to respond to inquiries about eligibility and party preference. If asked about eligibility, employees refer to the list of requirements in section nine of the form. If applicants have further questions, employees detach the voter registration page, and give applicants the phone number and address of the appropriate election official. If applicants ask any questions about partisan affiliation, employees indicate that they may not answer any questions about political parties. Applicants are referred to the local election office for further information.

Board of Elections Procedures

Election officials collect all voter registration forms each day from DMV offices. They count the number of applications, and issue a receipt, which is saved by the DMV. Another copy is kept by the election office.

Applications which are unsigned, because the individual did not wish to register, are microfilmed daily, and then destroyed.

Signed applications are separated into four categories: new applications, changes of address, changes of name, and changes of party affiliation. They are then checked against the official roster of voters, producing three groupings:

- Those who are already registered and all registration information matches the official registration roster. These forms are reclassified as "blank" and are microfilmed and destroyed.
- Those who are already registered, but there is a change in address, name or party affiliation. These applications are processed as registration updates.
- Those who are not registered. These applications are processed as new registrations.

Election officials notify applicants who are ineligible or have given incomplete information. If an application is illegible, it is returned to the DMV for interpretation. Election officials maintain a monthly breakdown of motor voter registrations by type of transaction and method of registration.

*For Additional Information, Contact:
The District of Columbia Board of Elections and Ethics
(202) 727-2525*

THE TEXAS MODEL: COMPUTER-COMPLETED APPLICATION

Program Highlights:

- Computer prompts motor vehicle personnel to offer voter registration.
- The form completed by computer is identical to mail-in form.
- Applicants who register to vote are given a receipt.
- Daily processing of voter registration applications.
- 58,000 motor voter transactions in the first six months.

Development and Implementation

The motor voter law passed on August ninth, 1991. In order to comply with the implementation deadline, the DMV⁴ stapled voter registration forms to the drivers' license applications as a temporary solution. Considering such issues as level of computerization, cost, and forwarding methods, the DMV developed a method to complete the form by computer. The State Elections Division agreed to alter size specifications slightly for the mail-in form so that it could be more easily combined with the DMV form. One year later, implementation began using a single combined form.

Managers of local DMV offices mail completed voter registration forms to the appropriate county election official daily. Data are automatically compiled via the computer network that links the local and state DMV offices. Statistics are compiled by the state DMV and forwarded to the Secretary of State monthly.

After initial implementation, the Election Division noticed certain problems pertaining to address information collected through DMV. For the purpose of voter registration, applicants who provide PO Box numbers or rural delivery numbers must also provide an exact residence location. The Elections Division required that DMV employees request additional address information.

Program Specifics

The Application Form

The DMV has a method of combining drivers' license and voter registration forms. Applicants for new, renewed or duplicate drivers' licenses or ID cards complete forms. DMV employees enter the information into the computer system, which prompts the employee to ask the applicant a series of questions, including a voter registration question. At the end of the drivers' license transaction, the computer completes the voter registration portion of the pre-printed form that is divided into four detachable portions (*see the Texas form, page 13*):

- DMV Data Card.
- Applicant's Data Card (Temporary Permit).
- Disqualification Card.
- Voter Registration Form.

The information that is reprinted on the voter registration portion of the form includes:

- First and last name.
- Gender.
- Date and place of birth.
- Mailing address.

⁴ The Department of Motor Vehicles in Texas is called the Department of Public Safety. For purposes of simplicity, we refer to it as the DMV.

- Social Security Number.⁵
- Drivers' license number or identification card number.
- Local DMV office.
- Date of registration.

DMV employees detach the voter registration form, and ask applicants to fill in additional required information, which includes the following:

- Residence address if different from mailing address.
- County of former residence, if applicable.
- Middle name and maiden name.
- If applicable, court of naturalization.
- Applicant's signature and attestation.

Completed forms are forwarded to the local election officials daily by the DMV. If the applicant declines to register to vote, the voter registration form is automatically voided.

At the time the voter registration application is printed out, the computer prints out a temporary license, which indicates the date and whether the person applied to register to vote. This is the applicant's receipt.

The date that the voter registration form is submitted to the DMV is the effective date of registration, if the application is valid.

Training

DMV management personnel are trained every other year to conduct motor voter programs. They, in turn, train their employees. A pamphlet explaining the voter registration application in detail is available. Employees are trained to answer non-partisan questions about voter registration.

County Election Offices

After local election officials receive the forms, they sort and forward them to the correct county. County election officials process completed forms and notify applicants of their registration status. If discrepancies or questions arise regarding a voter registration application, the county election official contacts the applicant directly.

For Additional Information, Contact:
The Texas State Department of Public Safety
(512) 465-2001
or
The Office of the Texas Secretary of State
(512) 463-5650
or
(800) 252-8683

⁵ The use of Social Security numbers as identification may be limited by Federal law.

THE OREGON MODEL: COMPUTER-COMPLETED APPLICATION

Oregon's system is very similar to the one in Texas, except for one distinguishing feature. The DMV computers have been programmed not to print voter registration forms for underage applicants.

*For Additional information, Contact:
The Oregon State Motor Vehicles Division, Driver Documents Unit
(503) 378-6950*

*The Oregon Secretary of State's Elections Division
(503) 378-4144*

THE WASHINGTON MODEL: ELECTRONIC DATA TRANSFER SYSTEMS

Program Highlights

- Electronic transfer of registration data from DMVs⁶ to election officials.
- Computer prompted registration process.
- Increased protection against fraud.
- Over 300,000 registrations in the first 18 months of operation.

Development of Program

Although Washington State allowed voter registration activities in state agencies including the DMV since 1984, the program was hampered by deputization requirements. As a result, Secretary of State Ralph Munro requested that the legislature authorize a computerized voter registration system at DMV offices. On March 23, 1990 Governor Gardner signed the resulting bill into law, with an effective date of January 2, 1992. The Washington state model has these features:

- The Secretary of State coordinates all motor voter transactions.
- Voter registration data are transferred electronically within five days from the DMV to the Secretary of State, who in turn transfers tapes to county election officials. Signatures are supplied to election officials on separate forms.

⁶ Department of Motor Vehicles offices in Washington are called the Drivers' License Examining Stations. For simplicity, we refer to them as DMVs.

- Drivers' licenses and voter registration forms minimize duplicate information.
- Drivers' license numbers are used to track voter registration in order to prevent fraud.

Program Specifics

Computerized Application Process

The computer prompts employees to ask the voter registration question. A "yes" response triggers the computer to transfer the name, mailing address, age, gender, processing date and drivers' license number to a data tape. Applicants sign a separate signature card which contains eligibility qualifications, penalties for fraud, and an attestation (*see the Washington form, page 14*). Employees collect signature cards at the end of the process.

Processing Applications

Each week, the 62 DMV offices forward data tapes and signature cards to the Secretary of State, where they are sorted by county, translated into a computer format that is readable by most county election computers, and distributed to the counties for processing. The Secretary of State keeps the master tapes for auditing purposes and to make statistical reports.

Employee Training

DMV employees are instructed on motor voter procedures, and why voter registration is important. They periodically review manuals and memoranda on registration procedures, including answers to questions which may arise.

*For Additional Information Contact:
The Office of the Washington Secretary of State
(206) 753-7121*

MODEL MOTOR VOTER LEGISLATION

We consider the motor voter legislation passed in Texas in August of 1991 the simplest and clearest model available. With minor changes, we have reproduced that legislation below:

(A) The Department of Motor Vehicles shall provide voter registration opportunities to those obtaining or renewing drivers' licenses, personal identification cards, duplicate or corrected licenses or cards, or changing addresses whether in person or by mail.

(B) A computer process or form shall be used which combines the drivers' license and voter registration applications, minimizing duplicative information.

(1) The voter registration application portion must include, in identical print -

(a) eligibility requirements;

(b) penalties provided by law for providing false information;

(c) an attestation that the applicant meets each eligibility requirement;

(d) a statement that, if an applicant declines to register to vote, the fact that the applicant has declined to register will remain confidential and will be used only for voter registration purposes; and

(e) 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.

(2) The voter registration application portion must require the signature of the applicant under penalty of perjury, and must not require notarization or other formal authentication.

(C) Department of Motor Vehicles employees shall provide appropriate nonpartisan voter registration assistance and provide all applicants with a receipt containing the applicant's name, the employee's name, the location of the office, and the date of the submission.

(D) Department of Motor Vehicles offices shall accept and forward all completed voter registration applications to the appropriate election official no later than 10 days after the date of acceptance. When applications are accepted within five days before the last day of registration for an election, they must be transmitted no later than five days after the date of acceptance.

(E) The Department of Motor Vehicles shall collect data on the number of voter registration applications completed or declined, and any additional statistical evidence deemed necessary for program evaluation.

Government of the District of Columbia - Department of Public Works - Bureau of Motor Vehicle Services
APPLICATION FOR: D.C. MOTOR VEHICLE OPERATOR'S PERMIT / VOTER REGISTRATION

SECTION 1 (Check the proper box for YOUR application)		FOR DMV'S USE ONLY	
OPERATOR'S PERMIT LEARNER'S PERMIT NON DRIVER IDENTIFICATION New <input type="checkbox"/> New <input type="checkbox"/> New <input type="checkbox"/> Renewal <input type="checkbox"/> Renewal <input type="checkbox"/> Renewal <input type="checkbox"/> Duplicate <input type="checkbox"/> Duplicate <input type="checkbox"/> Duplicate <input type="checkbox"/>		APPROVAL DATE EXAMINER Written _____ Vision _____ Reaction _____	
SECTION 2 (If all in completely) (Check if change of address)		Birth Certificate _____ Out of State License _____ SS No. _____ Residency _____ Classification _____	
Full Name of Applicant (Last Name) _____ (First Name) _____ (Middle Name) _____ Current Residence (Street Address) _____ Apt. No. _____ City and State _____ Zip Code _____ DATE OF BIRTH SEX WEIGHT HEIGHT COLOR OF EYES SOCIAL SECURITY NO. Mo. Day Yr. F. lbs. Ft. Ins. _____		I wish to be an Organ/Tissue Donor YES <input type="checkbox"/> NO <input type="checkbox"/>	
SECTION 3 (Change of Name Applicants ONLY)			
Previously Recorded Name of Applicant (Last Name) _____ (First Name) _____ (Middle Name) _____ Court Record Number (If Applicable) _____		Court Record Number (If Applicable) _____	
SECTION 4 (Check YES or NO for the following questions)			
1. Has your permit or privilege to drive EVER been suspended, revoked or refused in the District of Columbia or elsewhere? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES where? _____) 2. Has it been restored? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES give date of restoration: _____) 3. Do you have in your possession a valid operator's permit? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES where was it issued? _____) 4. Do you have good natural eyesight for driving? YES <input type="checkbox"/> NO <input type="checkbox"/> (If NO do you wear glasses? <input type="checkbox"/> or contact lenses? <input type="checkbox"/>			
SECTION 5 (Check YES or NO for the following questions)			
Have you ever had or been treated for, any of the following?			
STROKE OR PARALYSIS YES <input type="checkbox"/> NO <input type="checkbox"/> MENTAL DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/> LOSS OF FUNCTION IN AN EXTREMITY YES <input type="checkbox"/> NO <input type="checkbox"/> ANY BRAIN DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/>		DIABETES YES <input type="checkbox"/> NO <input type="checkbox"/> ANY HEART DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/> CATARACTS or OTHER EYE DISEASE YES <input type="checkbox"/> NO <input type="checkbox"/> SEIZURE DISORDER OR FAINTING SPELLS YES <input type="checkbox"/> NO <input type="checkbox"/> ALCOHOLISM OR OTHER DRUG ABUSE YES <input type="checkbox"/> NO <input type="checkbox"/> POOR MUSCLE CONTROL or DIZZY SPELLS YES <input type="checkbox"/> NO <input type="checkbox"/>	
If YES explain briefly: _____ PHYSICIAN'S CERTIFICATE (Required for applicants 70 years of age and above) I have examined the applicant and find him/her physically and mentally competent to operate a motor vehicle safely. (Signature of Physician) _____ (Address including ZIP Code) _____ (Telephone Number) _____ (Date) _____			
SECTION 6 APPLICANT'S CERTIFICATE			
I certify by my signature, under penalties of perjury, that the information given in this application is true to the best of my knowledge and belief. (Signature of Applicant) _____ (Date) _____			
TO REGISTER TO VOTE IN THE DISTRICT OF COLUMBIA, COMPLETE AND SIGN FORM BELOW			

Page 1: Driver's License Application

Government of the District of Columbia - Department of Public Works - Bureau of Motor Vehicle Services
APPLICATION FOR: D.C. MOTOR VEHICLE OPERATOR'S PERMIT / VOTER REGISTRATION

SECTION 1 (Check the proper box for YOUR application)		FOR DMV'S USE ONLY	
OPERATOR'S PERMIT LEARNER'S PERMIT NON DRIVER IDENTIFICATION New <input type="checkbox"/> New <input type="checkbox"/> New <input type="checkbox"/> Renewal <input type="checkbox"/> Renewal <input type="checkbox"/> Renewal <input type="checkbox"/> Duplicate <input type="checkbox"/> Duplicate <input type="checkbox"/> Duplicate <input type="checkbox"/>		APPROVAL DATE EXAMINER Written _____ Vision _____ Reaction _____	
SECTION 2 (If all in completely) (Check if change of address)		Birth Certificate _____ Out of State License _____ SS No. _____ Residency _____ Classification _____	
Full Name of Applicant (Last Name) _____ (First Name) _____ (Middle Name) _____ Current Residence (Street Address) _____ Apt. No. _____ City and State _____ Zip Code _____ DATE OF BIRTH SEX WEIGHT HEIGHT COLOR OF EYES SOCIAL SECURITY NO. Mo. Day Yr. F. lbs. Ft. Ins. _____		I wish to be an Organ/Tissue Donor YES <input type="checkbox"/> NO <input type="checkbox"/>	
SECTION 3 (Change of Name Applicants ONLY)			
Previously Recorded Name of Applicant (Last Name) _____ (First Name) _____ (Middle Name) _____ Court Record Number (If Applicable) _____		Court Record Number (If Applicable) _____	
SECTION 4 (Check YES or NO for the following questions)			
1. Has your permit or privilege to drive EVER been suspended, revoked or refused in the District of Columbia or elsewhere? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES where? _____) 2. Has it been restored? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES give date of restoration: _____) 3. Do you have in your possession a valid operator's permit? YES <input type="checkbox"/> NO <input type="checkbox"/> (If YES where was it issued? _____) 4. Do you have good natural eyesight for driving? YES <input type="checkbox"/> NO <input type="checkbox"/> (If NO do you wear glasses? <input type="checkbox"/> or contact lenses? <input type="checkbox"/>			
SECTION 5 (Check YES or NO for the following questions)			
Have you ever had or been treated for, any of the following?			
STROKE OR PARALYSIS YES <input type="checkbox"/> NO <input type="checkbox"/> MENTAL DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/> LOSS OF FUNCTION IN AN EXTREMITY YES <input type="checkbox"/> NO <input type="checkbox"/> ANY BRAIN DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/>		DIABETES YES <input type="checkbox"/> NO <input type="checkbox"/> ANY HEART DISORDER YES <input type="checkbox"/> NO <input type="checkbox"/> CATARACTS or OTHER EYE DISEASE YES <input type="checkbox"/> NO <input type="checkbox"/> SEIZURE DISORDER OR FAINTING SPELLS YES <input type="checkbox"/> NO <input type="checkbox"/> ALCOHOLISM OR OTHER DRUG ABUSE YES <input type="checkbox"/> NO <input type="checkbox"/> POOR MUSCLE CONTROL or DIZZY SPELLS YES <input type="checkbox"/> NO <input type="checkbox"/>	
If YES explain briefly: _____ PHYSICIAN'S CERTIFICATE (Required for applicants 70 years of age and above) I have examined the applicant and find him/her physically and mentally competent to operate a motor vehicle safely. (Signature of Physician) _____ (Address including ZIP Code) _____ (Telephone Number) _____ (Date) _____			
SECTION 6 APPLICANT'S CERTIFICATE			
I certify by my signature, under penalties of perjury, that the information given in this application is true to the best of my knowledge and belief. (Signature of Applicant) _____ (Date) _____			
TO REGISTER TO VOTE IN THE DISTRICT OF COLUMBIA, COMPLETE AND SIGN FORM BELOW			

Registering to vote will NOT add to your time here today - your Voter ID Card will be mailed to your home.	You may also use form below to file a CHANGE of name, address, or party with the Board of Elections.	FOR BOE'S USE ONLY Registration No. _____ Date of Registration _____ Date _____
SECTION 7. CHOOSING YOUR PARTY (Check ONE box) <input type="checkbox"/> DEMOCRATIC PARTY <input type="checkbox"/> REPUBLICAN PARTY <input type="checkbox"/> D.C. STATEHOOD PARTY <input type="checkbox"/> NO PARTY (Independent) <input type="checkbox"/> OTHER PARTY (write name below) _____		SECTION 9. VOTER DECLARATION - Read and Sign Below I swear or affirm that: • I am a U.S. citizen • I live in the District of Columbia at the address above • I will be at least 18 years old on or before the next election • I am not in jail on a felony conviction • I have not been judged "mentally incompetent" in a court of law • I do not claim the right to vote anywhere outside D.C.
SECTION 8. NAME AND ADDRESS ON LAST VOTER REGISTRATION Name _____ Address _____ (If outside D.C., include county and state)		
(PLEASE NOTE: To vote in a PRIMARY election in the District of Columbia, you must be registered with either the Democratic, Republican, or D.C. Statehood Party.)		
Signature _____ Date _____ Daytime Telephone No. _____ WARNING: If you sign this statement even though you know it is untrue, you can be arrested and fined up to \$10,000 and/or jailed for up to five years.		

FORWARD TO BOEE

51% of original size

Page 2: Voter Registration Application

THE DISTRICT OF COLUMBIA COMBINED APPLICATION FORM
 Information from sections 1, 3, 6 is transferred by means of NCR paper to page 2, reducing the need for requesting duplicate information.

RECEIPT NO D2201053 DL EMPLOYEE		TEXAS DEPARTMENT OF PUBLIC SAFETY DL 22 RECEIPT NO D2201053 (Rev. 1/92) TEMPORARY PERMIT	
CLASS C 16000075 06 15 52 1997 22540021211 SAMPLE, IMA 5805 NORTH LAMAR AUSTIN TX 78752		DL EMPLOYEE D2201044 0000 STA. 002 09-10-92 12:03:43 ORIGINAL NO FEE ISSUE DATE 09/10/92 V/P PRIOR END PRIOR END 09/10/92 NO FEE REQUIRED FOR ORIGINAL STA 002 DRIVER LICENSE EXP 06/15/97 NO. 16000075 CLASS C DOB 06/15/52 SEX F REST NONE ENDR DONOR YES VOTER YES	
USUAL SIGNATURE IN RED INK ONLY		DL EMPLOYEE	
VOTER REGISTRATION APPLICATION (SOLICITUD PARA REGISTRO DE VOTANTE) PLEASE COMPLETE ALL OF THE INFORMATION BELOW PRINT OR TYPE. POR FAVOR COMPLETE LA SIGUIENTE INFORMACION (ESCRIBA EN LETRA DE IMPRIMERIA CON TIRAS O ESCRIBA A MANERA)			
VOID VOID VOID VOID VOID VOID VOID VOID VOID		VOID VOID VOID VOID VOID VOID VOID VOID VOID	
TEST FAILURE DISQUALIFICATION		SOCIAL SECURITY NO. 111-22-3333 TX DRIVER LICENSE NO. OR PERMIT NO. ISSUED BY TX DEPT. OF PUBLIC SAFETY 16000075	
APPLICANT _____ DATE _____ DL EMPLOYEE _____ ID # _____		SIGNATURE OF APPLICANT OR AGENT OR PERMITTEE OF APPLICANT SIGNED BY WITNESS IF NOT SIGNED BY APPLICANT OR AGENT OR PERMITTEE 09-10-92 FOR WITNESS (NOT A TESTER) _____	
ADDRESS (CITY AND STATE) _____		FOR DRIVER LICENSE NO. OR PERMIT NO. ISSUED BY TX DEPT. OF PUBLIC SAFETY DL STA 002	

THE TEXAS STATE COMPUTER GENERATED COMBINED APPLICATION FORM

The upper left portion is driver's license information to be forwarded for processing. The lower left portion is a record of driver's test results. The upper right portion is the applicant's temporary permit, and voter registration receipt. The lower right portion is the voter registration application, and is forwarded daily to the local tax assessor's office.

MOTOR VOTER REGISTRATION INSTRUCTIONS

- LINE 1 Do you want to be registered at the address on your current Drivers License or I.D. card?
If Yes, skip line #1.
If No, please write your residence address on line # 1.
- LINE 2 If your mailing address is different from your residence address please write your mailing address on line # 2.
- BOX 3 If your residence address is a route or box, please describe the location in box # 3.
- BOX 4 Please check box # 4 if you are transferring your registration within the same county.
- BOX 5 If you are changing your address or have been registered to vote before, please write the address at which you were previously registered in box 5.
- LINE 6 Please print your name on line # 6.
- BOX 7 Please read the oath below, and then sign your name in the grey shaded area. Also sign your name next to the RED X on the lower half of the form. These signatures attest that you meet the qualifications of the oath printed below.

OATH

"I declare that the facts relating to my qualifications as a voter recorded on this voter registration form are true. I am a citizen of the United States, I am not presently denied my civil rights as a result of being convicted of an infamous crime, I will have lived in this state, county, and precinct for thirty days immediately preceding the next election at which I offer to vote, and I will be at least eighteen years of age at the time of voting."

IF YOU ARE CHANGING YOUR NAME, PLEASE CONTACT YOUR COUNTY AUDITOR.

ORIGINAL REGISTER OF VOTER		
1. RESIDENCE ADDRESS FOR VOTING PURPOSES		CITY OR TOWN
2. MAILING ADDRESS		ZIP CODE
3. DESCRIBE LOCATION OF RESIDENCE IF ADDRESS IS ROUTE OR BOX	4. TRANSFERS WITHIN COUNTY (YES) <input type="checkbox"/>	5. FORMER RESIDENCE ADDRESS
		CITY OR TOWN
		ZIP CODE
"I declare that the facts relating to my qualifications as a voter recorded on this voter registration form are true. I am a citizen of the United States, I am not presently denied my civil rights as a result of being convicted of an infamous crime, I will have lived in this state, county, and precinct for thirty days immediately preceding the next election at which I offer to vote, and I will be at least eighteen years of age at the time of voting."		
6. _____		7. SIGN HERE X
PLEASE PRINT YOUR FULL NAME		SIGNATURE OF VOTER - PLEASE SIGN WITHIN SHADED AREA
FOR OFFICE USE ONLY	REGISTRATION NUMBER	DATE OF REGISTRATION
	PRECINCT CODE	PRECINCT NAME
		DISTRICT/LEVY CODE
		Record Signing of Petitions Here (In Pencil)
	LAST NAME (Print)	FIRST NAME
	REGISTRATION NUMBER	SIGN HERE X
	COUNTY	SIGNATURE OF VOTER
	VOTER PLEASE PRINT NAME HERE FOR POSITIVE IDENTIFICATION	
	STREET AND NUMBER OR RURAL ROUTE	REGISTRATION DATE
	CITY	ZIP CODE
	RECORD SIGNING OF PETITIONS HERE (In Pencil)	

WARNING
Knowingly providing false information on this voter registration form or knowingly making a false declaration about your qualifications for registration is a class C felony that is punishable by imprisonment for up to five years, or by a fine not to exceed ten thousand dollars, or by both such imprisonment and fine. (RCW 29.07.070)

Motor Voter

Secretary of State Form VR - 101

THE WASHINGTON STATE MOTOR VOTER APPLICATION FORM

This form provides the additional required information to complete the voter registration process. The form is forwarded, along with the computerized application data, to the Secretary of State's office for processing.

Y. P. Pinto
Assistance Agencies

SECTION X

Designing Voter Registration in Public Assistance Agencies

Methods of Integrating Voter Registration	X · 2
Model Public Assistance Agency Voter Registration Legislation	X · 5
Model Amended Form	X · 8

DESIGNING VOTER REGISTRATION IN PUBLIC ASSISTANCE AGENCIES

*The National Voter Registration Act of 1993; Section 7 and House/Senate Conference Report
Please review Section VIII of this document before reviewing this section.*

All segments of the eligible electorate cannot be reached through motor voter programs alone. A significant number of minority and low-income individuals do not have drivers' licenses. Nationally, 73% percent of adults in households with incomes less than \$10,000 had drivers' licenses in 1990 as opposed to 97% of adults in households with \$50,000 or more. In Maryland, 94% of white voting age persons drive versus 77% of black voting age persons. In Louisiana, the white and black rates are 89% and 70%, respectively.

However, low-income and minority citizens are registered to vote at *even* lower rates. For example, of the 65-70 million eligible US citizens who are not registered to vote, two out of three reside in households with incomes below the median. Fewer than half of those in households with less than \$10,000 income are registered to vote, but more than 80% of those in households with income exceeding \$50,000 are registered. Since more minority and poorer people have drivers' licenses than are registered, motor voter programs will substantially reduce disparities in registration rates by income and race, *but they will not eliminate them*. In order to reduce these disparities to the vanishing point, it is essential to supplement motor voter programs with voter registration in public assistance agencies.

To ensure that all citizens are granted equal political opportunity, the Act requires that "all offices in the State that provide public assistance" provide a voter registration form with each application for services or assistance, and at the time of each recertification, renewal, or change of address. The House/Senate Conference Report defines public assistance agencies as including "those State agencies in each State that administer or provide services under the Food Stamps, Medicaid, the Women Infants and Children (WIC), and the Aid to Families with Dependent Children (AFDC) programs."

The language of the Act and the Conference Report is sometimes quite expansive--it could be read, for example, as requiring voter registration in Child Protection Services. It is also not clear which agency has the power to decide the programs to be included--the Departments of Health and Human Services, Agriculture, Justice, or the Office of Management and Budget. This will all become clearer in time. In the meanwhile, there is no question that voter registration must be started in the agencies that provide the programs listed below.

The Aid to Families with Dependent Children (AFDC) program provides income and services to low-income single mothers and children. It is supervised by the Department of Health and Human Services and administered by states and counties.

The **Food Stamp** program distributes coupons for the purchase of food to low-income people, mainly to those on public assistance. It is supervised by the Department of Agriculture and is administered by states and counties.¹

The **Medicaid** program subsidizes health care for low-income people, primarily the same populations receiving AFDC and food stamps. It is supervised by the Department of Health and Human Services and administered by states and counties.

The **Special Supplemental Food Program for Women, Infants and Children (WIC)** program provides nutritional supplements to low-income women and children at nutritional risk. A large proportion of WIC recipients are also AFDC recipients. It is supervised by the Department of Agriculture and administered by a variety of local public and private organizations, most of which are public health agencies.

It is difficult to obtain an unduplicated count of the number of people who could be registered by each of these programs, since clients who get one service also tend to receive the others. The single largest category of recipients consists of single mothers receiving AFDC, most of whom also receive food stamps and medicaid. There are approximately 4.5 million adults receiving AFDC, and there are probably two million additional adults who are receiving benefits other than AFDC. The following states have the largest AFDC populations: California, New York, Texas, Michigan, Ohio, Illinois, Pennsylvania, Florida, Georgia, and New Jersey.

In most states the application process for AFDC is combined with food stamps and medicaid. Voter registration must also be made available to persons applying separately for medicaid or food stamps.

The medicaid application process is more complicated because eligibility determinations are made in a wide variety of dispersed sites such as hospitals. However, the application forms are uniform and should be amended to ask whether applicants wish to register to vote.

Local WIC providers are often city or county health departments, but include a variety of public or non-profit human service organizations such as hospitals, maternal and child health groups, or community action agencies. They, too, must offer voter registration services.

METHODS OF INTEGRATING VOTER REGISTRATION

There are different ways of providing applicants with voter registration forms in public assistance agencies. It is the general intent of the Act to routinize voter registration in public assistance agencies as it is in drivers' license agencies.

¹ Food Stamps are also available to recipients of the Federal Supplemental Security Income program, under the Social Security Administration. Currently, we do not discuss SSI because it is unclear whether it is covered by the Act.

- Agencies can generate voter registration forms by computer at the time people apply for benefits or services.
- Agencies can include a voter registration form as a separate perforated part of an agency intake form.
- Agencies can provide the registration form as an under-page of a pressure-sensitive agency intake form.
- Agencies can amend their intake forms to ask whether applicants wish to register to vote and then supply and collect separate mail-in registration forms (*see the sample amended form, page 8*).

The use of a combined form is preferable, whether it is computer-generated, pressure-sensitive or perforated. It will ensure that the voter registration service is routinized, efficient and cost-effective. It minimizes paperwork and simplifies collecting forms. Combined forms have been used with great success in motor voter programs (*see Section IX*).

The method chosen will vary with the extent to which states use computers or paper applications for their eligibility determination processes. A computer interactive system may work in the AFDC program, but not in the WIC program because of the varied settings where the application process occurs. In this section we describe different methods to integrate voter registration; agency administrators will have to decide which best fits their systems.

Computer Interactive

Some states use virtually no paper. Information is entered directly into the computer during client interviews. At the close of the interview, a printout is signed by the client.

Example: Merced County, California. The receptionists use personal computers programmed to schedule client interviews. During interviews, the client and intake worker read questions off the screen and enter answers directly. The computer system then determines eligibility. At the end of the interview, a printout is created for the client's signature.

There are several methods to integrate voter registration in computer interactive systems. The computer can be programmed to prompt employees to ask if applicants wish to register to vote. The computer may print a voter registration form with duplicate information already filled in, such as name, address, etc. It is also possible for the computer to screen applicants for voter eligibility, such as age (*see The Oregon Model, Section IX*). The client then fills in the remaining information and signs the form.

If the computer is not capable of printing out or completing a voter registration form, the agency may provide a separate mail-in form.

Paper Intensive

Some states use paper forms and enter data into a computer at a later time.

Example: Hudson County, New Jersey. The intake worker and client fill out the intake form together. Clerks pick up completed forms and enter the data into the computer.

Voter registration forms can be supplied in the ways described earlier: as a perforated or pressure-sensitive part of the regular agency intake forms, or the mail-in form may be provided.

Agencies Using Both Computerized and Paper Systems

Many states use both paper and computers.

Example: Illinois. Clients fill out an initial intake form. During the interview, clients and intake workers review the form, and intake workers enter the information into the computer. Additional questions are asked directly from the computer. A printout is created at the end of the interview for clients' signatures.

In such systems, voter registration forms can be computer-completed, perforated, pressure-sensitive, or the mail-in form can be used.

MODEL PUBLIC ASSISTANCE AGENCY VOTER REGISTRATION LEGISLATION

(A) All state offices that provide public assistance, including those that provide services under the Food Stamps, Medicaid, Aid to Families with Dependent Children (AFDC) and the Special Supplemental Food Program for Women, Infants and Children (WIC) programs, shall provide a voter registration form with each application for services or assistance, and at the time of each recertification, renewal or change of address. Agency application forms for such services or assistance shall include the following question and statements, all of which shall be close to the signature portion of the intake application -

(1) The question, in prominent type, "IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES __ NO __."

(2) The statement in close proximity to the question above and in equally prominent type, "IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME."

(3) The statement, "Applying to register or declining to register to vote will not affect the amount of assistance that you will be provided by this agency";

(4) The statement, "If you would like help in filling out the voter registration application form, we will help you. The decision whether to seek or accept help is yours. You may fill out the application form in private."

(5) The statement, "If you believe that someone has interfered with your right to register or to decline to register to vote, your right to privacy in deciding whether to register or in applying to register to vote, or your right to choose your own political party or other political preference, you may file a complaint with _____" (the blank being filled by the name, address, and telephone number of the appropriate official to whom such a complaint should be addressed).

(B) Public assistance agencies shall provide voter registration application forms as a detachable part of intake forms. This detachable voter registration application form shall be approved by the Chief State Election Official.

(1) The detachable mail voter registration application form shall -

(a) require only such identifying information (including signature of the applicant) and other information (including data relating to previous registration by the applicant), as is necessary to enable appropriate state election officials to assess the eligibility of the applicant and to administer voter registration and other parts of the election process;

(b) require the signature of the applicant, under penalty of perjury.

(2) All voter registration forms must include, in identical print -

(a) eligibility requirements;

(b) penalties provided by law for providing false information;

(c) an attestation that the applicant meets each eligibility requirement;

(d) a statement that, if an applicant declines to register to vote, the fact that the applicant has declined to register will remain confidential and will be used only for voter registration purposes; and

(e) 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.

(3) The detachable mail registration form must not require notarization or other formal authentication.

(C) Public assistance agencies shall train agency employees to provide the same degree of assistance in completing voter registration forms as is provided with regard to the completion of agency forms, unless the applicant refuses such assistance. Public assistance employees shall not -

(1) seek to influence an applicant's political preference or party registration;

(2) display any such political preference or party allegiance;

(3) make any statement to an applicant or take any action to the purpose or effect of discouraging the applicant from registering to vote; or

(4) make any statement to an applicant or take any action to the purpose or effect of leading the applicant to believe that a decision to register or not to register has any bearing on the availability of services or benefits.

(D) Public assistance agencies shall collect completed voter registration forms and forward them to the appropriate state election official no later than ten days after the date of acceptance. When applications are accepted within five days before the last day of registration for an election, they must be transmitted no later than five days after the date of acceptance.

(E) Public assistance agencies shall collect data on the number of voter registration applications completed or declined and any additional statistical evidence deemed necessary for program evaluation.

MODEL AMENDED AGENCY FORM

FORM HR2-S460

Page 15 of 15

CERTIFICATION

I understand the questions on this form.

I understand that any facts that I have given, including benefit and income facts, will be matched with local, state and federal records, such as employers, the Social Security Administration, tax, welfare and employment agencies, etc.

I understand the county will send information to the Immigration and Naturalization Service (INS) for verification of alien status.

I understand that all facts, including benefit and income facts, that I have given on this form are subject to investigation and review by county, state and federal personnel, and that if I give wrong facts my Cash Aid may be denied or discontinued and/or my Food Stamps may be denied at certification or recertification.

IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES NO

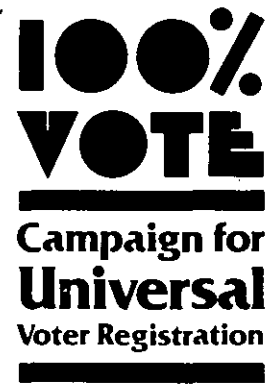
IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME. APPLYING TO REGISTER OR DECLINING TO REGISTER TO VOTE WILL NOT AFFECT THE AMOUNT OF ASSISTANCE THAT YOU WILL BE PROVIDED BY THIS AGENCY. IF YOU WOULD LIKE HELP FILLING OUT THE VOTER REGISTRATION APPLICATION FORM, WE WILL HELP YOU. THE DECISION WHETHER TO SEEK OR ACCEPT HELP IS YOURS. YOU MAY FILL OUT THE APPLICATION FORM IN PRIVATE. IF YOU BELIEVE THAT SOMEONE HAS INTERFERED WITH YOUR RIGHT TO REGISTER OR DECLINE TO REGISTER TO VOTE, YOUR RIGHT TO PRIVACY IN DECIDING WHETHER TO REGISTER OR IN APPLYING TO REGISTER TO VOTE, OR YOUR RIGHT TO CHOOSE YOUR OWN POLITICAL PARTY OR OTHER POLITICAL PREFERENCE, YOU MAY FILE A COMPLAINT WITH _____.

I declare under penalty of perjury that the information contained in this statement of facts is true, correct and complete.

Signature(Parent or Caretaker Relative, Adult Food Household Member Or Authorized Representative)	Date
Signature(Other Parent Living in the Home, If Applying for Cash Aid)	Date
Witness, if you signed with an "X"	Date

FOR AGENCY USE ONLY			
Non Assistance HH	New Application	Date Received	Case Number
Public Assistance HH	Add Member		

JKK



December 13, 1993

UPDATE of Human SERVE's Implementation Manual for the National Voter Registration Act

Attention all Manual owners:

Enclosed please find an update of Section X, "Public Assistance Agencies" in Human SERVE's Implementation Manual. We added and revised information based on developments that have occurred since we first published the manual in July. We also include seven new models for combining agency forms with voter registration forms.

We know that there are many variations of the agency application process, and we hope that you will find the models in this update helpful in your agencies. Please let us know if you develop new models which you would like us to share with others. And of course, if we can be of assistance in helping you to design your system, please do not hesitate to call. We'd be glad to help, and to share the latest developments as they occur.

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SECTION X

Designing Voter Registration in Public Assistance Agencies

Methods of Integrating Voter Registration	X · 2
Model Public Assistance Agency Voter Registration Legislation	X · 7
Model Combined Systems	X · 10

DESIGNING VOTER REGISTRATION IN PUBLIC ASSISTANCE AGENCIES

*The National Voter Registration Act of 1993; Section 7 and House/Senate Conference Report
Please review Section VIII of this document before reviewing this section.*

Some segments of the eligible electorate will not be reached by motor voter programs alone. A significant number of minority and low-income individuals do not have drivers' licenses. Nationally, 73 percent of adults in households with incomes less than \$10,000 had drivers' licenses in 1990 as opposed to 97% of adults in households with \$50,000 or more. In Maryland, 94% of white voting age persons drive versus 77% of black voting age persons; in Louisiana, these rates are 89% and 70%, respectively. Most of these non-drivers can be reached through public assistance or related human service agencies.

To ensure that all citizens are granted equal access to the franchise, the Act requires that "all offices in the State that provide public assistance" provide a voter registration form with each application for services or assistance, and at the time of each recertification, renewal, or change of address. The House/Senate Conference Report defines public assistance agencies as including "those State agencies in each State that administer or provide services under the Food Stamps, Medicaid, the Women Infants and Children (WIC), and the Aid to Families with Dependent Children (AFDC) programs."

The language of the Act and the Conference Report is sometimes quite expansive--it could be read, for example, as requiring voter registration in Child Protection Services. It is also not clear which federal agency has the power to decide the programs to be included--the U.S. Departments of Health and Human Services, Agriculture, Justice, or the Office of Management and Budget. This will all become clearer in time. In the meanwhile, there is no question that voter registration must be started in the agencies that provide the programs listed below.

The **Aid to Families with Dependent Children (AFDC)** program provides income and services to low-income single mothers and children. It is supervised by the Department of Health and Human Services and administered by states and counties.

The **Food Stamp** program distributes coupons for the purchase of food to low-income people, mainly to those on public assistance. It is supervised by the Department of Agriculture and is administered by states and counties.¹

¹ Food Stamps are also available to recipients of the Federal Supplemental Security Income program, under the Social Security Administration. Currently, we do not discuss SSI because it is unclear whether it is covered by the Act.

The **Medicaid** program subsidizes health care for low-income people, primarily the same populations receiving AFDC and food stamps. It is supervised by the Department of Health and Human Services and administered by states and counties.

The **Special Supplemental Food Program for Women, Infants and Children (WIC)** program provides nutritional supplements to low-income women and children at nutritional risk. A large proportion of WIC recipients are also AFDC recipients. It is supervised by the Department of Agriculture and administered by a variety of local public and private organizations, most of which are public health agencies.

It is difficult to obtain an unduplicated count of the number of people who could be registered by each of these programs, because many clients receive several of these services. The largest category of recipients consists of single mothers receiving AFDC, most of whom also receive food stamps and medicaid. There are approximately 4.5 million adults receiving AFDC, and there are probably two million additional adults who are receiving benefits other than AFDC. The following states have the largest AFDC populations: California, New York, Texas, Michigan, Ohio, Illinois, Pennsylvania, Florida, Georgia, and New Jersey.

In most states the application process for AFDC is combined with food stamps and medicaid. However, voter registration must also be made available to persons applying separately for medicaid or food stamps.

The medicaid application process is more complicated because eligibility determinations are made in a wide variety of dispersed sites, such as hospitals. However, application forms are uniform statewide.

Local WIC providers are often city or county health departments, but include a variety of public or non-profit human service organizations such as hospitals, maternal and child health groups, or community action agencies. They, too, must offer voter registration services.

METHODS OF INTEGRATING VOTER REGISTRATION

The Act makes voter registration a routine part of the public assistance agency application process. Employees should give each applicant for services, recertifications and changes of address a voter registration form. In addition, agency employees may verbally ask applicants if they wish to register to vote. The following are models for integrating voter registration:

- Agencies can complete voter registration forms by computer. When the applications are printed, the computer transfers the relevant information directly to the voter registration application.
- Agencies using a paper application can provide the voter registration form as part of a pressure-sensitive agency intake form.

- Agencies using a paper application can include a voter registration form as a perforated section of an agency intake form.

- Agencies can amend their intake forms to ask whether applicants wish to register to vote and supply separate mail-in voter registration forms. This, however, is the least effective method.

Using combined forms is critical for effective voter registration programs, whether the forms are computer-generated, pressure-sensitive or perforated. Combined forms will ensure that voter registration services are routine, efficient and cost-effective.

Computer-generated and pressure sensitive forms enable the information entered on the agency form to be automatically transferred to the voter registration form. This simplifies the registration process, minimizes paperwork, and saves the agencies time and money.

Combined forms make collection simpler, because the voter registration form is automatically returned with the agency application. This streamlines the process, making it truly simultaneous, and saves employee time.

In addition, because many states are developing effective motor voter programs, public assistance agency programs must be comparable to prevent income-biased and race-biased voter registration rates.

CONFIDENTIALITY

The Act requires that both the office and the agency where a person registers to vote be kept confidential. Because voter registration forms are public documents in most states, no agency should use a form that is unique. Each agency voter registration form should also be uniform statewide. In addition, it should appear indistinguishable in format, paper stock, print, etc. from either the form used in at least one other agency or the mail form. For example, if AFDC offices complete the voter registration form by computer, the blank voter registration form should be identical in font and layout to the voter registration portion of the motor voter form. Or, if a public assistance agency designs a perforated voter registration form, it could be identical to either the state mail registration form or a state disability agency form.

MANDATORY LANGUAGE

As noted in the requirements section, agencies must provide applicants with the voter registration question and additional mandated language specified by the Act. Here is the language:

The question, "IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES__ NO__," in prominent type.

The statement in close proximity to the question above and in equally prominent type, "IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME."

The statement, "IF YOU WOULD LIKE HELP IN FILLING OUT THE VOTER REGISTRATION APPLICATION FORM, WE WILL HELP YOU. THE DECISION WHETHER TO SEEK OR ACCEPT HELP IS YOURS. YOU MAY FILL OUT THE APPLICATION FORM IN PRIVATE."

The statement, "IF YOU BELIEVE THAT SOMEONE HAS INTERFERED WITH YOUR RIGHT TO REGISTER OR TO DECLINE TO REGISTER TO VOTE, YOUR RIGHT TO PRIVACY IN DECIDING WHETHER TO REGISTER OR IN APPLYING TO REGISTER TO VOTE, OR YOUR RIGHT TO CHOOSE YOUR OWN POLITICAL PARTY OR OTHER POLITICAL PREFERENCE, YOU MAY FILE A COMPLAINT WITH _____" (the agency should fill in the blank with the name, address and telephone number of the appropriate official to whom such a complaint should be addressed).

The Statement, "APPLYING TO REGISTER OR DECLINING TO REGISTER TO VOTE WILL NOT AFFECT THE AMOUNT OF ASSISTANCE THAT YOU WILL BE PROVIDED BY THIS AGENCY."

Human SERVE suggests that this language be included as a perforated part of an agency intake form which can be separated and retained independently.

When applicants decline to register to vote, the declination can be used only for voter registration purposes. It may be useful to retain records of declinations. States may consider requiring applicants to sign and date declinations. Or, states may provide a receipt indicating whether the applicant completed a voter registration form or declined. States may design this portion using pressure-sensitive paper. Coding the mandatory language section to match the code on the public assistance application may be a useful alternative to a signature.

While the Act does not specifically require that any office retain the mandatory question and language, many states believe that retention will be necessary to monitor and evaluate program effectiveness. In addition, Federal agencies may provide reimbursement for voter registration services and may require documentation. Retaining the mandatory language may serve this purpose as well. States should consider the volume of paper in deciding whether election officials or agencies should store the documents.

REIMBURSEMENT

The US Departments of Health and Human Services and Agriculture are considering providing matching funds to the states for voter registration services in AFDC, Food Stamps and Medicaid agencies.

DATA COLLECTION

Human SERVE suggests that states monitor the rate of registration per agency site. A comparison of the number of completed voter registration applications versus the number of transactions in individual agency sites will be critical in evaluating implementation.

DESIGNING COMBINED FORMS

There are two basic types of applications for AFDC, Food Stamps and Medicaid. One is a short biographical form which applicants complete while waiting for a one-on-one interview with an intake worker. The other is longer and more in-depth. It is typically completed jointly by the applicant and intake worker and can be in the form of a paper application or computer process. There are often additional forms used for recertifications and changes of address. All these forms should include a detachable voter registration form and detachable mandated voter registration language. The following section will outline various methods to combine the forms. The method chosen will depend upon the degree to which computers are used during the intake process.

Computer Interactive

Some state agency applications use virtually no paper. Information is entered directly into the computer during client interviews. At the close of the interview, a printout is signed by the client.

Example: Merced County, California. During client interviews, the client and intake worker read questions off the screen and input answers directly. At the end of the interview, the computer program determines eligibility and a printout is created for the client's signature.

The computer can be programmed to prompt employees to ask if applicants wish to register to vote. The computer may print a voter registration form with duplicate information already filled in, such as name, address, etc. The client then fills in the remaining information (i.e. party affiliation) and signs the form. If the client does not wish to register to vote at the agency, the computer produces a blank voter registration form which the applicant can complete later.

Paper Intensive

Some state agencies use paper forms and enter data into a computer at a later time.

Example: Hudson County, New Jersey. The intake worker and client fill out the intake form together. Clerks pick up completed forms and enter the data into the computer.

Voter registration forms can be supplied in the ways described earlier: as a perforated or pressure-sensitive part of the regular agency intake forms.

Agencies Using Both Computerized and Paper Systems

Many states use both paper and computers.

Example: Illinois. The clients fills out an initial intake form. During the interview, the client and intake worker review the form, and intake workers enter the information into the computer. Additional questions are asked directly from the computer. A printout is created at the end of the interview for the client's signature.

In such systems, voter registration forms can be computer-completed, perforated, or pressure-sensitive.

MODEL PUBLIC ASSISTANCE AGENCY VOTER REGISTRATION LEGISLATION

(A) All state offices that provide public assistance, including those that provide services under the Food Stamps, Medicaid, Aid to Families with Dependent Children (AFDC) and the Special Supplemental Food Program for Women, Infants and Children (WIC) programs, shall provide a voter registration form with each application for services or assistance, and at the time of each recertification, renewal or change of address. Agency application forms for such services or assistance shall include the following question and statements on a detachable portion of the applications. They shall be close to the signature portion of the intake application -

(1) The question, in prominent type, "IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES __ NO __."

(2) The statement in close proximity to the question above and in equally prominent type, "IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME."

(3) The statement, "APPLYING TO REGISTER OR DECLINING TO REGISTER TO VOTE WILL NOT AFFECT THE AMOUNT OF ASSISTANCE THAT YOU WILL BE PROVIDED BY THIS AGENCY";

(4) The statement, "IF YOU WOULD LIKE HELP IN FILLING OUT THE VOTER REGISTRATION APPLICATION FORM, WE WILL HELP YOU. THE DECISION WHETHER TO SEEK OR ACCEPT HELP IS YOURS. YOU MAY FILL OUT THE APPLICATION FORM IN PRIVATE."

(5) The statement, "IF YOU BELIEVE THAT SOMEONE HAS INTERFERED WITH YOUR RIGHT TO REGISTER OR TO DECLINE TO REGISTER TO VOTE, YOUR RIGHT TO PRIVACY IN DECIDING WHETHER TO REGISTER OR IN APPLYING TO REGISTER TO VOTE, OR YOUR RIGHT TO CHOOSE YOUR OWN POLITICAL PARTY OR OTHER POLITICAL PREFERENCE, YOU MAY FILE A COMPLAINT WITH _____" (the blank being filled by the name, address, and telephone number of the appropriate official to whom such a complaint should be addressed).

(B) Public assistance agencies shall provide voter registration application forms as a detachable part of intake forms, or as a combined computer process. This detachable voter registration application form shall be approved by the Chief State Election Official.

(1) The voter registration application form shall -

(a) require only such identifying information (including signature of the applicant) and other information (including data relating to previous registration by the applicant), as is necessary to enable appropriate state election officials to assess the eligibility of the applicant and to administer voter registration and other parts of the election process;

(b) require the signature of the applicant, under penalty of perjury.

(2) All voter registration forms must include, in identical print -

(a) eligibility requirements;

(b) penalties provided by law for providing false information;

(c) an attestation that the applicant meets each eligibility requirement;

(d) a statement that, if an applicant declines to register to vote, the fact that the applicant has declined to register will remain confidential and will be used only for voter registration purposes; and

(e) 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.

(3) The voter registration form must not require notarization or other formal authentication.

(C) Public assistance agencies shall train agency employees to provide the same degree of assistance in completing voter registration forms as is provided with regard to the completion of agency forms, unless the applicant refuses such assistance. Public assistance employees shall not -

(1) seek to influence an applicant's political preference or party registration;

(2) display any such political preference or party allegiance;

(3) make any statement to an applicant or take any action to the purpose or effect of discouraging the applicant from registering to vote; or

(4) make any statement to an applicant or take any action to the purpose or effect of leading the applicant to believe that a decision to register or not to register has any bearing on the availability of services or benefits.

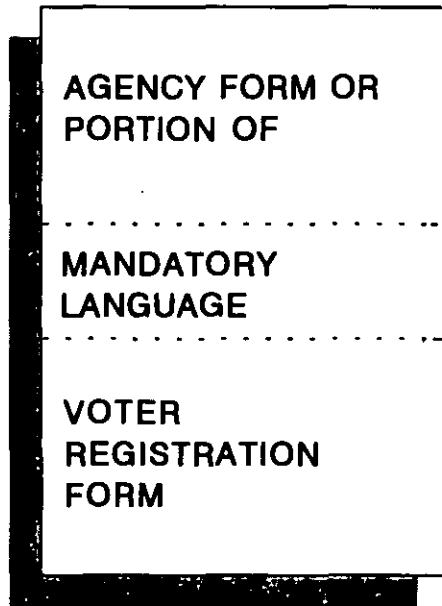
(D) Public assistance agencies shall collect completed voter registration forms and forward them to the appropriate state election official no later than five days after the date of acceptance.²

(E) Public assistance agencies shall collect data on the number and rate of voter registration transactions completed and declined at each office, and any additional statistical evidence deemed necessary for program evaluation.

² The Act allows for two forwarding deadlines, based upon the proximity of the next registration deadline. To minimize complications arising with varying deadlines, Human SERVE recommends one consistent deadline, which will comply with the Act.

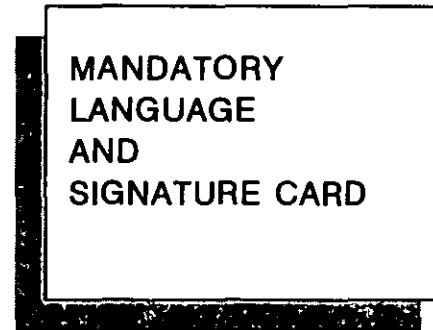
Combining Computer Systems with Voter Registration Forms

1.



1. In this system, the computer prompts the agency employee to ask the mandatory voter registration question. If the applicant wishes to register to vote, the computer automatically completes the voter registration form with the relevant information captured from the agency application. The mandatory language is printed as a detachable portion of the form which can be given as a receipt of registration or stored for record.

2.



2. Whereas in the first example the information is printed directly onto the registration form, here it is electronically transferred to election officials. The above language/signature card has a dual function, the first being for those who choose to register. The form contains any additional required information (i.e. party enrollment), the attestation, and space for the signature. This form is forwarded to election officials to provide them with the original signature. For applicants declining to register, the form provides the mandatory language. If signed, this form can be retained by the agency as evidence that voter registration was offered.

Combining Paper Forms with Perforation

1.

AGENCY FORM OR
PORTION OF

MANDATORY
LANGUAGE

VOTER
REGISTRATION
FORM

1. This is the most effective form because all the information is on one page. It ensures that every applicant automatically receives a voter registration form, while minimizing paper use, and saving agencies time and money.

2.

AGENCY FORM OR
PORTION OF

MANDATORY
LANGUAGE

VOTER
REGISTRATION
FORM

2. This form is useful to agencies that are unable to combine the two applications, but would like to remove a step from the process. Agencies using this form should require a signature to provide evidence that the applicant was offered voter registration and declined.

3.

AGENCY FORM OR
PORTION OF

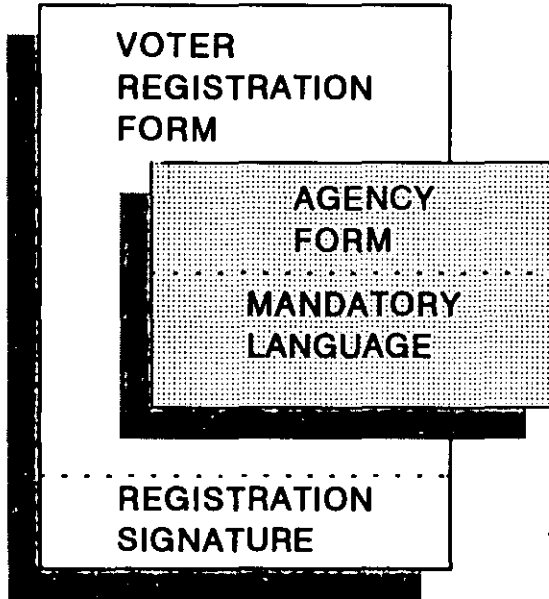
MANDATORY
LANGUAGE

VOTER
REGISTRATION
FORM

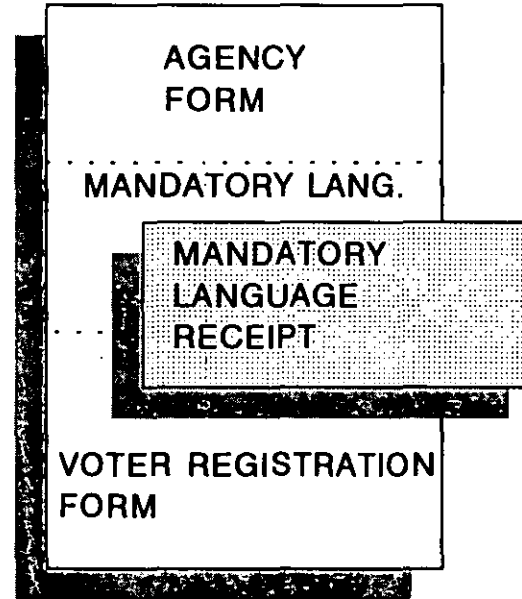
3. This agency form is amended to include the mandatory language, which has the advantage of assuring that voter registration is offered. Because the voter registration form is separate, the financial burden of form development is limited. Also, the separate voter registration form can be generic (i.e. state mail-in form), ensuring that the location of application will be confidential.

Combining Paper Forms with Pressure-Sensitive Paper

1.

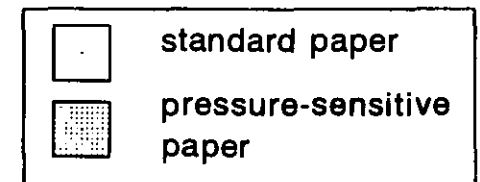


2.



1. This is the most effective pressure-sensitive combined form. The agency form is on top of the voter registration form. Information required on both forms (i.e. name, address) is transferred to the voter registration form through pressure-sensitive paper. Information specific to the voter registration form is blocked, and thus not transferred to the voter registration form. Although pressure-sensitive forms may initially cost more than separate forms, in the long run they will save money because they conserve employee and client time in filling out duplicate information.

2. This form uses pressure-sensitive paper to duplicate the mandatory language. One copy can be used for record keeping and the other as a receipt for the applicant.



All Agencies Serving
People With Disabilities

SECTION XI

Designing Voter Registration in Agencies Serving Persons with Disabilities

Where Voter Registration Services Should Be Provided	XI · 2
Profiles of Disability Networks: Direct-Service Providers	XI · 2
Profiles of Disability Networks: National Advocacy Network	XI · 6
Model Disability Agency Voter Registration Legislation	XI · 9

DESIGNING VOTER REGISTRATION IN AGENCIES SERVING PERSONS WITH DISABILITIES¹

*The National Voter Registration Act of 1993; Section 7
Please review Section VIII of this document before reviewing this section.*

According to a Harris poll conducted in 1987, disabled citizens show greater interest in politics and public affairs than other citizens. Nevertheless, they do not register and vote at correspondingly high rates. A Washington Post poll demonstrated that half of all non-voters over the age of 65 cited a physical disability as the reason they were not registered to vote. This Act will strike down barriers to voter registration for persons with disabilities by allowing them to register to vote in agencies that serve them.

In addition, the National Voter Registration Act expands the scope of the Americans with Disabilities Act (ADA). The ADA was intended to include people with disabilities in all aspects of public life. The National Voter Registration Act will take the ADA one step further by making enfranchisement an essential component of inclusion.

The Act requires that all offices providing state-funded programs primarily engaged in serving persons with disabilities offer voter registration services to each applicant, and it also encourages other agencies to follow suit. Advocacy groups should see voter registration as a means of empowerment for persons with disabilities and advocate for effective and wide reaching voter registration services on their behalf.

People who have disabilities, whether physical, developmental or otherwise may vote; however, persons deemed mentally incompetent may not. Agency administrators should consult election officials for their state's definition of mental incompetence.

Each agency will have to determine the best method to implement the Act. States may be able to issue regulations to provide for voter registration in contracted agencies.

¹ *SPECIAL THANKS TO:* Aloma Bauma, National Federation of the Blind; Stuart Campbell, National Association of Protection and Advocacy Systems; Justin Dart, President's Committee on Employment of People with Disabilities; Jim Dickson, Disabled And Able to Vote; Anita Farb, National Association of the Deaf; Denise Figorola, Troy Resource Center and National Council on Independent Living; Paul Marshon, ARC; Sharon Misler, Disability Advocate; Howard Moses, EEOC; John Nelson, Rehabilitation Services Administration, Department of Education; Denise Rozell, National Association of Developmental Disabilities Councils; George Rucker, Community Transportation Association of America; Paul Schroeder, American Council of the Blind; Gil Selders, Office of Vocational Rehabilitation; Laura Thomasch, American Council of the Blind; Dave Vogel, Missouri State Council of State Agencies for the Blind and National Council of State Agencies for the Blind.

WHERE VOTER REGISTRATION SERVICES SHOULD BE PROVIDED

Because of the high numbers and diversity of disability agencies, advocates and administrators must set priorities for implementation. The primary criterion should be the volume of clients served.

Voter registration services must be offered at the point of initial registration, whether at the client's home or the agency. Agencies that provide services by phone or mail, such as Protection and Advocacy systems and ARC agencies, should mail voter registration forms to clients and provide voter registration assistance over the phone. The registration intake form should be amended to include the voter registration question and language. Also, the ADA requires that public entities provide for effective communication to people with vision impairments, which may require providing voter registration forms and information in alternative formats (e.g. large print and braille). After initial application, voter registration services should be offered again when clients record a change of address or renew services.

Direct-service networks need to offer voter registration services in different ways depending on their intake processes. The primary direct-service providers are profiled below in order of volume of clients served nationally. This outline is designed to provide states and advocates with the groundwork to determine which local agencies fall within the purview of the Act.

PROFILES OF DISABILITY NETWORKS

DIRECT-SERVICE PROVIDERS

Disability Transit Systems

Disability Transit Systems are public and private transportation systems that provide van services and public transportation buses to people with disabilities, the elderly and others.

The Community Transportation Association of America is a national nonprofit organization, that advocates for its members (between 700 and 800 transportation providers), and non-member constituents. The size and organization of providers varies. Some are privately owned, others are public services, and many primarily serve people with disabilities. Many receive funding and administrative guidance from the Departments of Transportation (DOT) and Health and Human Services (HHS).

Client Contact

Transportation service providers contract out to people with disabilities. Public assistance agencies refer recipients who have disabilities to transportation providers, and pay for these services. Clients usually request services by telephone, and there is no formal application procedure.

Funding and Administration

Disability Transit Systems receive varying amounts of funds from HHS, from DOT, and from state governments, and retain full administrative authority.

State departments of transportation are allotted Federal Transit Act (FTA) funds to appropriate to agencies transporting people with disabilities. The operative funds are as follows: Under *Section 18* of the FTA, states receive funds for urban and rural mass-transit assistance, a portion of which is allotted to public agencies providing transportation to persons with disabilities. *Section 16* (sometimes known as 16-B-2) of the FTA provides funding for private non-profit transportation agencies and select public transportation programs focusing on the elderly and persons with disabilities. These agencies serve fewer people than *Section 18* agencies.

Voter Registration Potentials

As there is great variety in services provided, types of service-providers and funding sources, agencies that offer voter registration must be flexible. Those members of the Community Transportation Association that do not receive state funds are not required to offer voter registration services; however, the Association should encourage them to do so. Transportation providers should offer voter registration forms and assistance to their clients when they pick them up or at other points of meeting.

Independent Living Centers

Independent Living Centers provide information and referrals, advocacy, peer counseling, skills training, benefits advisement, housing information and transportation information to persons with all types of disabilities and their families. Many Centers also have unique services, such as mentor programs.

There are more than 460 individual Independent Living Centers, many of which are members of the National Council on Independent Living (NCIL), a membership organization that provides information and advocacy services to its members.

Consumer Contact

Independent Living Centers reach approximately 100,000 persons with disabilities per year. Given the diversity of the individuals served and the variety of services offered, Centers come into contact with consumers at their facilities, by mail, by phone and at home. Centers accept all people with disabilities, and most Centers use intake forms as interview tools to collect data on their consumers. Consumers do not complete these forms themselves.

Funding and Administration

The Rehabilitative Services Administration (RSA) funds 200 local Independent Living Centers with a budget of \$30 million. States also contribute large amounts to local Centers, but this varies greatly. In New York for example, there are thirty-five Independent Living Centers and the RSA funds only eight. California provides total funding for many of its Center.

As funding sources vary, so do administrative responsibilities. In Independent Living Centers that are wholly or mostly federally-funded, the RSA may have direct oversight and regulatory

authority. In Centers that receive most or all funds from the state, the state Rehabilitation Services agency may have direct oversight and regulatory authority; however local Centers have much latitude for program implementation and administration.

Voter Registration Potentials

The NCIL and the RSA should ensure that all Independent Living Centers offer voter registration services to all consumers in flexible ways that reflect the diversity of locations where services are provided. This may include filling out forms for people who cannot do it themselves. Centers should mail voter registration forms to consumers who do not come in contact with employees, and assistance should be offered over the phone. Additionally, Independent Living Center employees should be given the opportunity to register to vote.

Vocational Rehabilitation Agencies

Vocational Rehabilitation Agencies provide skills training, education and job placement services to about one million people with severe disabilities who are deemed potentially employable each year.

The Council of State Administrators of Vocational Rehabilitation is a national association of chief administrative officers of state vocational rehabilitation agencies that funds and coordinates the activities of county and regional offices.

Client Contact

Counselors complete application forms during the eligibility assessment interview, and applicants sign them. The application process occurs in agency sites, in applicants' homes, in community centers and in other out-of-agency locations, and although the form differs by state, the process is basically uniform. Employees help eligible clients develop plans for training and employment.

Funding and Administration

The RSA allocates two billion dollars per year to state vocational rehabilitation programs, based on a population and state income formula. It funds 70-80% of all state vocational rehabilitation programs, and provides administrative regulations. The RSA must approve operating plans for agencies, and states must submit updates to the RSA. Approximately 80% of all funds for vocational rehabilitation are federal, and 20% are state and local.

Voter Registration Potentials

Since vocational rehabilitation agencies use application forms, those forms should be amended with the voter registration question and required language. The RSA should monitor implementation by state agencies, and the Council of State Administrators of Vocational Rehabilitation should provide support resources to affiliates.

ARC Centers

ARC Centers may provide any or all of the following programs: advocacy, job training, extended employment, job placement, information and referrals, housing, leisure activities and summer camps.

ARC is a national private non-profit membership organization whose local chapters provide a range of services for persons with mental retardation. It advocates for the 50 state ARC chapters and the 1200 local ARC chapters. The state chapters also advocate for local chapters, which provide direct-services to people who are mentally retarded and advocate on their behalf. The local chapters are generally set up by parents of individuals who are mentally retarded.

Client Contact

ARC has 140,000 dues-paying members, though it is not necessary to be a member in order to receive services. The people receiving services may be persons with mental retardation and their families, members of ARC and advocates. ARC represents approximately 7.5 million people with mental retardation nationwide, and an indeterminate number of family members.

Funding and Administration

DOT, HHS, and the Departments of Housing and Urban Development (HUD) and Labor provide funds to the states for services for persons with mental retardation, and the states then contract with state and local ARC chapters to provide these services. Additional funds come from membership dues and other private sources. Local voluntary boards administer programs within the broad guidelines of a national constitution and bylaws, and the narrower guidelines established by local charters.

Voter Registration Potentials

Application procedures differ in all 1200 localities, but initial contact is usually made by phone or mail. Some local chapters offer support groups and home visits. Voter registration services should be offered in flexible and diverse ways, including amending intake forms with the voter registration question, mailing voter registration forms and providing assistance by phone and during person-to-person interactions.

State Agencies for the Blind

State Agencies for the Blind offer vocational rehabilitation services, including braille classes, mobility training, skills training and job training. They also provide independent living programs. Many agencies offer additional programs such as recording services, newspaper services and programs for children who are blind.

The National Council of State Agencies for the Blind is a non-profit membership organization providing information and advocacy to State Agencies for the Blind. The State Agencies for the Blind have a direct relationship with the Department of Education (DOE) under the RSA. The RSA requires that independent living services and vocational

rehabilitation for the blind be provided, and state agencies may opt to provide additional programs.

Client Contact

Clients are people who are blind and their family members. Registration for services occurs in a variety of ways, though each state Agency has a registration form requiring basic information. Sometimes agency counselors meet with clients for the first time in the home, other times it is in the agency facility. Counselors and clients meet frequently in the beginning, and then less frequently later on in the process.

Funding and Administration

78% of vocational rehabilitation programs are funded by the RSA, and the states fund the remaining 22%. Funding varies for all other programs, which tend to be largely state-funded.

The RSA writes regulations which guide State Agency programs, and closely monitors programs. States have little latitude in administering programs required by the Federal government, although they do direct their optional programs.

Voter Registration Potentials

The RSA and the National Council for the Blind should educate state agencies and advocate for effective implementation. All local agencies must provide voter registration services.

Additional Disability Agencies

All agencies that serve people with disabilities can offer voter registration services to their clients, and the Act specifically encourages non-profit organizations to do so. Other groups that could provide these services include public utilities that provide telephone communication devices for persons who are deaf. Some utility companies also register home-bound people who are electricity-dependent for special services. At the point of registration for such services, employees should offer voter registration forms and assistance.

PROFILES OF DISABILITY NETWORKS

NATIONAL ADVOCACY NETWORKS

There are many national nonprofit organizations which serve as advocates and networks for disability-related organizations. They provide information and advocacy to members and non-member constituents, and often facilitate information-sharing among members. This communication, as well as their understanding of the processes involved in service delivery, make such organizations an important resource for implementing the Act. Advocacy networks should be involved in prioritizing direct-service agencies for implementation, designing effective voter registration programs and monitoring implementation. Profiles of the major national advocacy networks follow.

American Councils of the Blind

The American Council of the Blind is a national membership advocacy organization of people who are blind. Its chapters are usually organized at the state level, and there are also local-level chapters, which work with State Commissions for the Blind purely in an advocacy role. They receive funding from foundations and private donors, and are administratively autonomous.

There is no unified or formalized structure for American Council of the Blind chapters, and they provide no direct services to their members. They may serve to educate and encourage state and local chapters to advocate for and monitor effective implementation of voter registration in agencies serving people with disabilities.

Associations of the Deaf

The National Association of the Deaf is a membership advocacy organization of people who are deaf. It is funded entirely by membership dues, sales of books and services, and donations. There is no affiliation with Federal or state governments. The Association relates directly to the state affiliates which have administrative responsibility, and which provide legal defense and advocacy for people who are deaf, and offer a mail catalog of books specifically for this population. The Association should be encouraged to offer voter registration information and forms through the mail catalog.

Developmental Disabilities Councils

The National Association of Developmental Disabilities Councils is a membership organization which serves as a network and an advocate for local Developmental Disabilities Planning Councils. Each state has a Developmental Disabilities Council, which has much autonomy in giving grants and contracts to other organizations to promote family support services. They are funded primarily by HHS, with some state matching funds.

The National Association of Developmental Disabilities Councils and the HHS Administration on Developmental Disabilities should encourage Councils to require their direct-service programs to include voter registration services.

National Federation of the Blind

The National Federation of the Blind is a consumer membership organization funded by membership dues and donations. There are affiliates in every state and the District of Columbia, and in most major cities as well.

The programs and services provided are advocacy and protection of civil rights, information and referrals, literature and materials about blindness, scholarships, aids and appliances, job opportunities, development and evaluation of technology, and support for blind persons and their families. Affiliates reach out to members and the general public by means of speeches,

pamphlets, radio, and TV appearances. The National Federation of the Blind and affiliates should make voter registration services available when there is direct client contact, and they should encourage other organizations to do the same.

Protection and Advocacy Systems

The National Association of Protection and Advocacy (P&A) Systems is an organization that provides legal services for persons with disabilities. This includes giving assistance to persons applying for aid, and initiating legal cases on behalf of persons with disabilities as well as class action suits. It is largely federally-funded, though funds also come from states, attorney's fee awards, and donations. P&A for Developmental Disabilities (DD) interacts with HHS. P&A for the Mentally Ill interacts with the Center for Mental Health Services at HHS. The Client Assistance Program (CAP) interacts with Vocation Rehabilitation under the DOE. P&A for Individual Rights (PAIR) is also a new program under the DOE operating in only a few states.

Though all four programs do not operate in all states, there is a P&A system in every state, which is set up and administered at the state level. They have contact with persons with disabilities, their families, disabilities agencies, employers of persons with disabilities, and other individuals who work with people with disabilities. If initial client contact is in person, the P&A agency should offer voter registration to the client on the spot. Otherwise, voter registration forms can be mailed to clients, and the agency can provide assistance by phone, as needed. P&A systems should also monitor compliance with the Act.

MODEL DISABILITY AGENCY VOTER REGISTRATION LEGISLATION

(A) All offices that provide state-funded programs primarily engaged in providing services to persons with disabilities shall provide a voter registration form with each application for such services or assistance, and with each recertification, renewal or change of address relating to such services or assistance. If agencies provide services to persons with disabilities in the persons' homes, the agencies shall also provide voter registration services at persons' homes.

(1) Agency application forms for such services or assistance shall include -

(a) the question, "IF YOU ARE NOT REGISTERED TO VOTE WHERE YOU LIVE NOW, WOULD YOU LIKE TO APPLY TO REGISTER TO VOTE HERE TODAY? YES __ NO __" in prominent type;

(b) the statement in close proximity to the question above and in equally prominent type, "IF YOU DO NOT CHECK EITHER BOX, YOU WILL BE CONSIDERED TO HAVE DECIDED NOT TO REGISTER TO VOTE AT THIS TIME"

(c) the statement, "If you would like help in filling out the voter registration application form, we will help you. The decision whether to seek or accept help is yours. You may fill out the application form in private"; and

(d) the statement, "If you believe that someone has interfered with your right to register or to decline to register to vote, your right to privacy in deciding whether to register or in applying to register to vote, or your right to choose your own political party or other political preference, you may file a complaint with _____", the blank being filled by the name, address, and telephone number of the appropriate official to whom such a complaint should be addressed.

(B) Agencies shall provide voter registration application forms as a detachable section in agency intake forms.² This detachable section shall be a mail voter registration application form or the agency's own form if it is equivalent to the mail form prescribed by the National Voter Registration Act.

(1) The detachable mail voter registration application form shall -

(a) require only such identifying information (including signature of the applicant) and other information (including data relating to previous registration by the

² State-funded agencies serving people with disabilities have the option of providing a separate voter registration application form, although the detachable method may be more time-efficient and cost-effective.

applicant), as is necessary to enable the appropriate state election official to assess the eligibility of the applicant and to administer voter registration and other parts of the election process;

(b) contain an attestation that the applicant meets each eligibility requirement;

(c) require the signature of the applicant, under penalty of perjury.

(2) The detachable mail voter registration form shall include, in print that is identical to that used in the attestation portion of the application -

(a) voter eligibility requirements; and

(b) penalties provided by law for submission of a false voter registration application.

(c) a statement that, if an applicant declines to register to vote, the fact that the applicant has declined to register will remain confidential and will be used only for voter registration purposes; and

(d) 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.

(3) The detachable mail registration form may not include any requirement for false notarization or other formal authentication.

(C) State-funded offices serving people with disabilities shall train agency employees to provide to each applicant who does not decline to register to vote the same degree of assistance with regard to the completion of the registration application form as is provided by the office with regard to the completion of its own forms, unless the applicant refuses such assistance.

(1) Agency employees shall not -

(a) seek to influence an applicant's political preference or party registration;

(b) display any such political preference or party allegiance;

(c) make any statement to an applicant or take any action to the purpose or effect of discouraging the applicant from registering to vote or leading the applicant to believe that a decision to register or not to register has any bearing on the availability of services or benefits.

(D) Each agency shall train its agency employees, in accordance with the Chief State Election Official, to offer voter registration services, including assistance in completing voter registration application forms. Each agency shall notify the Chief State Election Official that such training has taken place. Each agency shall provide ongoing training for the agency registration program.

(E) Agencies shall routinely collect completed registration application forms from applicants and forward them to the appropriate state election official not later than 10 days after the date of acceptance.

(1) If a registration application is accepted within 5 days before the last day for registration to vote in an election, the application shall be forwarded to the appropriate state election official not later than 5 days after the date of acceptance.

(F) Agencies shall collect data on the number of voter registration applications completed and declined and any additional statistical evidence deemed necessary for program evaluation.

(1) No information relating to a declination to register to vote in connection with an application made at an agency may be used for any purpose other than voter registration.

XII. Armed Forces
Recruitment Offices

SECTION XII

Designing Voter Registration in Armed Forces Recruitment Offices

DESIGNING VOTER REGISTRATION IN ARMED FORCES RECRUITMENT OFFICES

The National Voter Registration Act of 1993; Section 7

The Act requires that each state and the Secretary of Defense jointly develop and implement procedures for voter registration at Armed Forces recruitment offices. All requirements noted in *Section VIII General Requirements* and *All Other Agency Requirements* must be met. State election officials should consult the Department of Defense to implement this requirement.

XIII. Discretionary
Agencies

SECTION XIII

Designing Voter Registration In Discretionary Agencies

DESIGNING VOTER REGISTRATION IN DISCRETIONARY AGENCIES

*National Voter Registration Act of 1993, Section 7
Please Review Section VIII of this document before reviewing this section.*

In addition to the mandatory drivers' license, public assistance, disability and armed forces agencies, states must offer voter registration in other state or local government offices at the discretion of state officials.

These discretionary voter registration agencies may include state or local offices such as public schools, public libraries, offices of city and county clerks (including marriage license bureaus), fishing and hunting license bureaus, government revenue offices, unemployment compensation offices and other offices serving persons with disabilities. States may also designate Federal and nongovernmental offices, with their agreement.

Human SERVE recommends that agencies should be chosen which reach a segment of the population not already reached. In states with large urban centers where voters drive less, unemployment compensation offices would be especially appropriate voter registration sites. Public high schools,¹ community colleges, junior colleges and state universities, and Immigration and Naturalization Services reach populations with lower registration rates.

¹ Parents may be registered when they enroll their children for school. Voting-age students can be registered to vote in a variety of ways. Human SERVE has information available upon request.

XIV - Employee Training

SECTION XIV

Employee Training

Training Methods	XIV · 1
Substance of the Training	XIV · 2
Basic Questions	XIV · 2
Verbal and Nonverbal Communication	XIV · 3

EMPLOYEE TRAINING

The Act mandates that agency employees provide the same level of assistance in completing voter registration forms as in completing other agency forms. Training gives employees the skills and information to provide this assistance. Effective training will save time and money. It is crucial that agency employees providing voter registration services feel that they have a personal stake in this historic effort to expand democracy. Training will ensure that employees have this interest and operate programs efficiently and effectively in compliance with the Act.

The chief state election official and agency administrators should jointly prepare two types of training procedures--initial and ongoing. The initial training will establish roles and responsibilities for the overall program. Ongoing training will orient new employees in the program and provide new or revised program information.

TRAINING METHODS

Agency administrators have a variety of options for training employees.

■ Group Training

Agency administrators hold group sessions to train personnel. Personal training conveys enthusiasm and support for the program and allows questions and concerns to be addressed. Administrators will benefit from these questions by gaining an understanding of how employees view the program.

■ Video and Computer Disk Training

Video training offers state agency administrators a useful tool in their training repertoire. In addition, state agency administrations may elect to develop computer training disks with graphics such as one developed by Minnesota's Secretary of State. These programs can convey information in a dynamic and enthusiastic manner to a large audience.

■ Written Materials.

Written training manuals are an essential tool. Agency personnel can use written materials as references. It is also useful to provide employees with a fact-sheet that addresses the application process and other questions that might arise. In addition, employees should be provided with phone numbers to which they can refer applicants who have further questions.

SUBSTANCE OF THE TRAINING

All training should include the following:

- A program overview and an explanation of the goals and benefits of the program.
- A discussion of the roles and responsibilities of employees. Agency employees are not registering voters, they are helping them to apply to register.
- An orientation to voter registration rules and regulations, including deadlines.
- A step-by-step guide to completing the voter registration form.
- A discussion of nonpartisanship, if party affiliation is required to vote in primaries.
- Instructions for data collection.
- A role play demonstration of voter registration.

Training can clarify how employees should handle partisan statements, and provide examples of partisan and non-partisan statements. Employees should be instructed neither to influence applicants' party enrollment nor to encourage or discourage registration based on information regarding a political party or candidate.

The use of absentee ballots is an important issue for disability agency employees. The Voting Accessibility for the Elderly and Handicapped Act of 1984 encourages persons with disabilities to participate in the franchise by voting at their local polling places. Those who are not able to go to the polls may vote by absentee ballot. Agency employees should be familiar with the application process for absentee ballots.

In addition, agencies in jurisdictions that are covered by Sections 203 or 4(f)4 of the Voting Rights Act of 1965 must provide multilingual assistance, which may require additional training.

BASIC QUESTIONS

There are a few questions that all employees should be prepared to answer.

- **What are the eligibility requirements?** In order to register in most states, citizens must be 18 years old, though some states allow citizens to register at age 17 if they will come of age before the next election. However, all states require that registrants be deemed mentally competent. Only US citizens may vote in Federal elections. People born in Puerto Rico, Guam and the US Virgin Islands are citizens, whereas people holding green cards and others with resident status are not citizens. Other requirements may vary by state.

■ **Do I have to re-register to vote if I have moved?** If applicants have moved or changed their names since the time that they last registered, they must re-register. A change of address for a drivers' license or non-driver ID serves as a change of address for voter registration purposes.

■ **How will I know that I am registered to vote?** Employees should provide applicants with a brief explanation that the agency forwards applications to the appropriate election officials who will notify them once their applications are officially processed.

■ **If I register to vote, will I be called to jury duty?** Some states draw jurors from voter registration lists and others do not. Many states use drivers' licenses and tax rolls, and employees should be familiar with procedures in their states.

Employees may be asked more specific questions pertaining to time and locations for voting, deadlines for registering, absentee ballots, or political parties. Employees should be briefed on this information, and fact-sheets or other printed materials that include telephone numbers for applicants to call may address many of these questions.

VERBAL AND NONVERBAL COMMUNICATION

The language, style and tone used by employees in the voter registration process influences the outcome of the transaction. Simple and clear language is preferable. Voter registration should be inviting, not prohibiting, so that employees do not violate the spirit of the Act.

Attention to non-verbal communication is key in communicating enthusiasm for voter registration as well as maintaining an encouraging attitude and expression.

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