

**The Impact of the National  
Voter Registration Act of  
1993 on the Administration  
of Elections for Federal  
Office**

**2003-2004**

# A Report to the 109<sup>th</sup> Congress

June 30, 2005



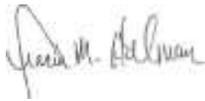
## The Impact of the National Voter Registration Act of 1993 on the Administration of Elections for Federal Office

# 2003-2004

A Report to the 109th Congress June 30, 2005

## **The Impact of the National Voter Registration Act, 2003-2004**

This report is submitted to the United States Congress pursuant to the provisions of the National Voter Registration Act of 1993 (Public Law 103-31)



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## Executive Summary

**T**his is a report to the United States Congress on the impact of the National Voter Registration Act

of 1993 (NVRA) on the administration of elections for federal office during the two-year period from the November 2002 to the November 2004 general elections. This is the sixth report to the Congress under NVRA, but the first report submitted by the United States Election Assistance Commission (EAC). The previous five reports were submitted by the Federal Election Commission (FEC). The 2004 report is based on survey results from 48 states, the District of Columbia, and three of the four territories—American Samoa, Puerto Rico, and the U.S. Virgin Islands. Other states and territories are not included because they either are exempt from the provisions of NVRA or did not respond to the survey.

Overall, voter registration increased in the 2004 general election, compared to the 2000 presidential election. Responses from 48 states showed total registration at more than 174.8 million voters in 2004, compared to the 162.4 million reported in 2000 from all 50 states and the District of Columbia. This increase of nearly 12 million is actually understated because of missing information from non-respondents to the survey. Comparing registration counts only for the 48 states that reported registration in both 2000 and 2004, there was an increase of 11,154,293 registered voters between the two most recent presidential elections.

While the actual number of registered voters increased in the past four years, the rate of growth did not keep up with the growth rate of the voting age population. As a result, the percent of the voting age population that is registered to vote decreased from 78.9 percent in 2000 to 78.5 percent in 2004 in the 48 states that reported data to EAC.

Highlights of the survey results for 2003 and 2004 are as follows:

- States reported a total of 49.6 million voter registration applications processed nationwide. Nearly 32.4 percent of applications were received by mail, 25.4 percent of applications were submitted in person, another 32.8 percent were received from motor vehicle agencies, and 11 percent from other agencies, including public assistance, disability services, armed forces recruitment, and other non-specified offices.
- Some 26 million applications were valid new registrations—that is, applications from persons not previously registered in the local jurisdiction to which the application was submitted or not previously registered in any jurisdiction.

- Nearly 3.5 million applications were duplicates of valid registrations.
- Some 15.2 million applications were requests for change of name, address, or political party affiliation.
- Nearly 12.6 million names were removed from voter lists under the list verification procedures of NVRA, while another 10.7 million names were transferred from active to inactive status.

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## Section 1: Introduction

This is a report to the United States Congress on the impact of the National Voter Registration Act of 1993 (NVRA) (Pub. L. No. 103-31, as amended, 42 U.S.C. 1973gg) on the administration of elections for federal office during the period from November 2002 to November 2004. This is the sixth in a series of reports to be submitted biennially pursuant to the provisions of NVRA, as amended by the Help America Vote Act of 2002 (HAVA). That portion of NVRA reads in part:

SEC 9...(a) In General?The Election Assistance Commission

(3) not later than June 30 of each odd numbered year, shall submit to the Congress a report assessing the impact of this Act on the administration of elections for Federal office during the preceding 2-year period and including recommendations for improvements in Federal and State procedures, forms, and other matters affected by this subchapter;

Although this is the sixth NVRA report to the Congress, this is the first NVRA report submitted by the United States Election Commission (EAC). The previous five reports were submitted by the Federal Election Commission (FEC), which in 1994 promulgated rules identifying the information considered necessary to obtain from the states to generate reports to the Congress (11 CFR 8.7). The FEC further described and explained the need for these data elements in a communication to state election officials in October 1995. The survey was revised and expanded as a result of HAVA, which created EAC.

The 2004 Voter Registration Survey was conducted early in 2005. The deadline for return of the completed survey to EAC was March 31, 2005, although surveys were received and tabulated for this report up to June 10, 2005.

## Section 2: Applicability of NVRA

The 2004 Voter Registration Survey was sent to 55 state election jurisdictions, including the District of Columbia and the four territories—American Samoa, Guam, Puerto Rico, and the U.S. Virgin Islands. This report is based on survey results from 50 of these jurisdictions. North Dakota did not respond because the state does not have voter registration and is, therefore, exempt from NVRA under Section 4(b)(1) of the Act. Three jurisdictions—Guam, Hawaii, and Rhode Island—had not responded to the survey by the June 17 cutoff date for compiling this report.

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Six states—Idaho, Maine, Minnesota, New Hampshire, Wisconsin, and Wyoming—have Election Day registration, and five of these six states are not subject to NVRA. Minnesota and Wisconsin had Election Day registration in effect before March 11, 1993, when NVRA was enacted, and were exempted under the original section 4(b)(2) of the Act. Wyoming also was exempted under that section because, prior to March 11, 1993, the state enacted legislation that had the effect of implementing Election Day registration at the polls. Idaho and New Hampshire enacted legislation subsequent to NVRA, but the legislation implemented Election Day registration retroactive to March 11, 1993. Idaho and New Hampshire were exempted by a 1996 amendment to NVRA. The sixth state, Maine, is subject to NVRA. Maine responded to the entire survey. The other five states with Election Day registration responded only to parts of the survey.

Some of the states and territories subject to NVRA responded only to parts of the survey. Some of those responses also are incomplete because not all local election jurisdictions are covered by the response. The number of jurisdictions that provided information for the survey is shown in Table 7, Registration Agencies and Jurisdictions.

## Section 3: Background

### Purposes and Requirements of the National Voter Registration Act

The objectives of (NVRA) are:

- To establish procedures that will increase the number of eligible citizens who register to vote in elections for federal office
- To protect the integrity of the electoral process by ensuring that accurate and current voter registration rolls are

maintained

- To enhance the participation of eligible citizens as voters in elections for federal office [Section 2(b)].

The Act pursues these objectives by:

- Expanding the number of locations and opportunities whereby eligible citizens may apply to register to vote
- Requiring voter registration file maintenance procedures that, in a uniform and nondiscriminatory manner, identify and remove the names of only those individuals who no longer are eligible to vote
- Providing certain "fail safe" voting procedures to ensure an individual's right to vote prevails over current bureaucratic or legal technicalities.

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### **The Impact of the National Voter Registration Act, 2003-2004**

#### *Expanding Opportunities to Register to Vote*

Prior to enactment of the Act, the locations and opportunities for eligible citizens to register to vote had varied widely throughout the states. Evidence from two decades of state experimentation suggested that expanding the number of locations and opportunities for voter registration resulted in increased registration.

Accordingly, NVRA requires that individuals be given an opportunity to apply for voter registration in elections for federal offices when applying for, or renewing, a driver's license, or when applying for, or receiving, services at certain other public offices. NVRA also requires states to accept registration by mail.

Driver's license offices were selected on the basis of statistics from the U.S. Department of Transportation indicating that approximately 87 percent of persons 18 years and older have driver's licenses, while an additional three or four percent have, in lieu of a driver's license, an identification card issued by a state motor vehicle agency. Moreover, several states had already adopted a version of this "motor voter" approach [H.Rept. 103-9, at page 4].

Public assistance programs, state-funded disability programs, and other public agencies were selected to ensure

that "the poor and persons with disabilities who do not have driver's licenses" will "not be excluded from those for whom registration will be convenient and readily available" [H.Rept. 103-66 (Conf.), at page 19].

Also, because "registration by mail was already in place in approximately half the states, and there was substantial evidence that this procedure not only increased registration but successfully reached out to those groups most under-represented on the registration rolls, this method of registration was considered appropriate as a national standard" [H.Rept. 103 9, at page 4].

"By combining the driver's license application approach with mail and agency-based registration, the Committee felt that any eligible citizen who wished to register would have ready access to an application" [H.Rept. 103 9, at page 5]. Government offices and agencies that conduct voter registration in each of the states that responded to the 2004 Voter Registration Survey are identified in Table 7, Registration Agencies and Jurisdictions.

#### *Fair and Effective Voter Registration File Maintenance*

NVRA requires states to "conduct a program to maintain the integrity of the rolls" [S.Rept. 103-6, at page 18]. Any such program, however, "may not remove the name of a voter from the list of eligible voters by reason of a person's failure to vote. States are permitted to remove the names of eligible voters from the rolls at the request of the voter or as provided by state law by reason of mental incapacity or criminal conviction. In addition, states are required to conduct a general program that makes a reasonable effort to remove the names of ineligible voters from the official lists by reason of death or change of residence" [S.Rept. 103-6, at page 18].

The Act requires that any such program be "uniform, nondiscriminatory, and in compliance with the Voting Rights Act of 1965..."[Section 8(b)(1)]. "The purpose of this requirement is to prohibit selective or discriminatory purge programs." "The term 'uniform' is intended to mean that any purge program or activity must be applied to an entire jurisdiction. The term 'nondiscriminatory' means that the procedure complies with the requirements of the Voting Rights Act of 1965" [H. Rept. 103-9, at page 15].

### *"Fail-safe" Voting Procedures*

Prior to 1993, registrants were sometimes denied the right to vote on Election Day either because of an oversight on their part or a clerical error by an election office. Registrants who changed residence within a jurisdiction, for example, often mistakenly assumed they were still entitled to vote, only to discover on Election Day that their failure to reregister at the new address had disenfranchised them. Similarly, registrants who may not have received or failed to return certain election office mailings often were purged from voter lists. Even clerical errors, such as erroneous changes of address in voter registration files, resulted either in the loss of the right to vote or in an elaborate and daunting bureaucratic ordeal.

To solve such problems, NVRA permits certain classes of registrants to vote despite bureaucratic or legal technicalities. The Congress incorporated these fail safe provisions based on the principle that "once registered, a voter should remain on the list of voters so long as the individual remains eligible to vote in that jurisdiction" [H.Rept. 103-9, at page 18]. More extensive fail-safe voting procedures were incorporated into HAVA through the use of provisional ballots.

## **Role of the United States Election Assistance Commission**

Section 802 (a) of HAVA transferred to EAC all functions that FEC exercised under section 9 (a) of NVRA before HAVA enactment. Pursuant to this authority, EAC revised and expanded FEC's NVRA survey instrument into a more comprehensive Voter Registration Survey. The 2004 Voter Registration Survey was conducted in early 2005. The deadline for return of the completed survey was March 31, 2005, although surveys were received and tabulated for this report until June 10, 2005.

## **Section 4: Data Comparisons**

The results of the 2004 Voter Registration Survey are presented in the tables at the end of this report and are summarized in Section 5. Because of the exemptions and the completeness of the survey responses, some cautions are necessary about interpreting the survey data and comparing data from state to state or, in the case of Table 1, which presents voter registration data for elections back to 1992, comparisons from year to year.

There are gaps in the survey's coverage. Two states and one of the territories did not respond to the 2004 survey, including the state that does not have voter registration. Three territories and the five states with Election Day registration responded only to parts of the survey. Several

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states said their responses did not cover all local election jurisdictions, and some states do not track certain information requested by the survey. Therefore, each table provides a tally of the number of state jurisdictions that are represented in the summary totals of each data item. The tables also provide a tally of the number of state jurisdictions represented in each percentage calculation. These nationwide summaries are located at the bottom of each table. At the bottom of Table 4, for example, 48 jurisdictions reported the total number of registered voters at the close of the polls for the 2004 general election (question 4), and 40 jurisdictions reported the total number of voters that were ultimately removed from voter lists during the 2002-2004 reporting period (question 32). However, the calculation "Number of Voters Removed from File 2002-2004" as a percent of "Total Reported Registration 2004" is based on data only from the 39 jurisdictions that responded to both question 4 and question 32.

Active registration totals may be inflated by inclusion of inactive registrants in states that do not track inactive voters. NVRA allows election jurisdictions to move voters to an inactive voter list if, over a period of time, the registrant has not voted in a series of elections and has not had any contact with or responded to mailings sent by election jurisdictions. But not all election jurisdictions keep track of inactive registrants. As Table 1 shows, at least 15 states and all four territories do not track inactive voters or were not able to provide information on inactive voters. The 2004 Election Day Survey, a comprehensive survey of election practices also conducted by EAC, showed that 12 states and three territories did not report inactive registration numbers.

Historically, voter registration data have been reported differently by the states. These differences may also be reflected in previous NVRA reports from FEC. The 2004 Election Day Survey found that states report voter registration totals in different ways. Twenty-six states provided reports that included *active* voters only; reports from 20 states include both *active* and *inactive* voters. In four states, determination of whether to include active and inactive voters in reports of registered voters was at the discretion of *local* election jurisdictions. The differences discovered in the study have been taken into account in the compilation of historical registered voter totals in Table 1 of this report. Data from previous NVRA studies have been recalculated raw data as well as voter registration as a percent of the voting age population to reflect this new understanding.

In addition, voter registration statistics for 1992 and 1994 may be inflated. In 1992 and 1994, a majority of states did not maintain lists of inactive registrants. Instead, registration lists were periodically purged of persons who had not voted during a specified period of time according to state law. As a result, total registration figures in 1992 and 1994 include an unknown number of people who moved to a new jurisdiction and registered to vote in the new jurisdiction, but remained on the voter list in the former jurisdiction because their absence had not yet been detected in their failure to vote within a specified time period.

NVRA, which was not fully implemented until after the 1994 elections, prohibits the removal of names from a vote list solely for failure to vote and replaces purging processes with a list

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verification process, either through mailings or the United States Postal Service's (USPS) National Change of Address reports at intervals determined by the states. Persons reported by USPS to have moved are sent a confirmation mailing by local election officials and may be placed on an inactive list that allows them to vote if the USPS report was in error. As a result of NVRA, states verify their voter registration lists, but those verifications occur at different times and are performed in different ways.

## Section 5: Survey Results

The following is a summary of data EAC has gathered from the 2004 Voter Registration Survey. This summary shows the impact of NVRA on the administration of elections for federal offices for the period from November 2002 to November 2004. The summary is divided into four sections: voter registration rates, voter registration applications received, voter registration applications processed, and list maintenance programs.

### Voter Registration Rates

Overall, voter registration increased in the 2004 general election, compared to the presidential election in 2000. Responses from 48 states, the District of Columbia and three territories showed total registration at more than 174.8 million voters in 2004, compared to the 162.4 million reported in 2000 from all 50 states and the District of Columbia. This increase of nearly 12 million is actually understated because of missing information from non-respondents to the survey. Comparing registration counts only for the 51 states and territories that reported registration in both 2000 and 2004, there was an increase of 11,154,293 registered voters between the two most recent presidential elections.

Non-presidential elections usually present both a lower registration count and lower voter turnout numbers. The 2002 elections were no different, as there were nearly 5 million fewer registered voters on the rolls that year compared to 2000, as reported in the EAC survey. Part of the decrease was due to purges from voter lists that occurred in different states. Due to the decrease in the off-year election period, the increase in the two years from 2002 to 2004 was even more dramatic. Overall, registration rolls grew by more than 14.8 million voters in the 51 states and territories that reported data in both the 2002 and 2004 election years.

Most states reported an increase in registrations between the 2000 and 2004 presidential elections. Eight states showed a decline from the number of registrations reported four years earlier. Half of those declines, however, are more likely due to the fact that the states did not report data to EAC from all local election jurisdictions. Independent research shows that four states—Illinois, New Hampshire, Utah, and Wyoming—actually showed an increase in total number of registered voters between the two presidential elections. Therefore, actual declines in registration occurred just in the states of

Alaska, Minnesota, Montana, and Oklahoma.

The declines in these four states reflect the tail end of the major impact of NVRA. A number of jurisdictions calculated that the first opportunity to purge voters after the two federal elections

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actually occurred after the 2000 election cycle. As a result, each of the four states reported a significant removal of voters in 2001, following nearly half a decade of accumulating seeming excess on their rolls.

While the actual number of registered voters increased in the past four years, the rate of growth did not keep up with the growth rate of the voting age population. The percent of the voting age population that is registered to vote decreased from 78.9 percent in 2000 to 78.5 percent in 2004 in the 51 states and territories that reported data to EAC.

Counts of both active and inactive voters increased over the past four years. Nearly 11.2 million more active registered voters were reported in 2004, compared to 2000. In addition, the number of inactive voters increased by more than 3 million. The inactive increase is more significant because their share of the overall size of the voter file increased 3.2 percentage points in the four-year period.

#### **Voter Registration Applications Received**

Forty-four states and territories reported that more than 49.6 million voter registration applications were received over the past two years, from the end of the 2002 election process through the close of registration for the 2004 general election. Eleven states and territories that responded to the survey failed to provide the total numbers of applications received, but some of those states provided information about the origin of those applications.

EAC asked three questions to determine the origin of voter registration applications: the number of applications received by mail, the number of in-person registrations, and the number of applications received from various voter registration agencies. On previous surveys, FEC had designed the three questions so responses would sum to the total number of applications received. While these questions on the 2004 survey were designed in a similar manner and with the same assumptions, it is apparent from the survey responses that states compiled data differently on applications received. In fact, the sum of applications received by mail, in-person, or from voter registration agencies equaled the reported total number of applications received for only 14 of the 44 jurisdictions that provided data on applications received. Twenty-one states came up short from the total they reported,

indicating there were other classifications not covered by the EAC questionnaire. In seven states, the parts totaled more than the whole, indicating some of the agency answers also were covered in the in-person answer.

Nationwide, the EAC survey indicates 32.8 percent of all registration applications received in the past two years came from motor vehicle offices, down from nearly 43 percent in the last FEC report covering the years 2000 to 2002. This decrease, however, may be due to the fact that only 41 states and territories provided data on motor vehicle office applications in 2004.

A similar number (32.4 percent) of voter registration applications were received by mail, an increase from 27.6 percent in the last FEC report. These mail applications reflect the ready

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availability of national and state voter registration forms on the Internet, from voter registration drives, and from people personally mailing in forms they obtained from public assistance agencies and elsewhere. In most states, it is virtually impossible to determine where applicants obtained mail-in forms.

The 2004 EAC study asked for a separate count of the number of registration applications that were received in person at election or voter registrars' offices. The number of applications received in person amounted to 25.4 percent of all registration applications that were received in the two years leading up to the 2004 presidential election. There was no similar question on the FEC's voter registration surveys.

Nearly 11 percent of applications came from a variety of public offices, including 2.2 percent from public assistance offices, 0.2 percent from disability offices, 0.2 percent from Armed Forces recruitment offices, and 8.4 percent from other state agencies. The Armed Forces recruitment offices saw a near doubling of the number of applications received compared to two years ago. Rates of applications received from other agencies remained relatively constant compared to the previous two-year period.

Table 2 shows how much the states vary in each of the categories. While mail registration applications averaged just a third of all applications received nationwide, in six states it accounted for more than 50 percent of applications. In four states, in-person registrations accounted for more than half of all applications received, even though they were only 25 percent nationwide. Motor vehicle offices showed the greatest variation among the states, with Delaware and Michigan having the highest concentration of registration applications coming from the motor vehicle department.

## Voter Registration Applications Processed

While 49.6 million voter registration applications reportedly were received nationwide during the 2002-2004 reporting period, 45 states reported that 26 million valid registrations were added to voter lists during the same period. However, smaller numbers of states tracked the disposition of voter registration applications received.

Nearly 15.2 million applications were requests for a change of name, address, or political party affiliation, according to reports from 32 states, amounting to 38.5 percent of all applications received. Approximately 3.4 million applications (or 7.3 percent) were duplicates of valid registrations, according to reports from 39 states, and about 1.6 million applications (or 5.2 percent) were rejected or determined to be invalid, according to reports from 23 states. Based on calculations limited only to states that reported both the number of applications received and the disposition of those applications, about 52.3 percent of applications received were valid new registrations (42 states). New valid registrations during the 2002-2004 reporting period represented 16 percent of total reported registrations (45 states).

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There were large variations among the states on the results of the application processing effort. Some states provided information that appears to be incorrect, but verification was not possible.

#### List Maintenance Programs

One of the purposes of NVRA, as stated in accompanying House and Senate committee reports, is to ensure that once citizens are registered to vote, they remain on the voting list as long as they remain eligible to vote in the same jurisdiction [H. Rept. 103-9, at page 18, and S. Rept. 103-6, at pages 17 and 19]. The statute's list maintenance provisions prohibit states from removing names from the voter registration list:

- For failure to vote [Section 8(b)(2)]
- For change of address to another location within the registrar's jurisdiction [Section 8(f)].

The law requires registrars who receive information on a voter's change of address to another location within the

registrar's jurisdiction to update the registrant's voting address [Section 8(f)]. The House Committee report makes it clear that this is to be done without requiring the registrant to reregister or otherwise notify the registrar of the change [H. Rept. 103-9, at page 18].

Another stated purpose of the list maintenance provisions is to ensure the accuracy and currency of voter registration rolls. The Act requires driver's license changes of address to serve as changes of voter registration address, unless the individual indicates the change is not for voter registration purposes [Section 5(d)]. The law also requires states to conduct a uniform and non-discriminatory general program [Section 8(b)(1)] to remove the names of ineligible voters:

- Upon their death [Section 8 (a) (4) (A)]
  - Upon their written confirmation that their address has changed to a location outside the registrar's jurisdiction [Sections 8(a)(4)(B) and 8(d)(1)(A)]
  - Upon their failure to respond to certain confirmation mailings along with their failure to offer to vote in any federal general elections subsequent to the mailing [Sections 8(a)(4)(B) and 8(d)(1)(B)]. (The confirmation mailings in this case are those mailed out to registrants who, based on information received from USPS, have apparently changed their address to a location outside the registrar's jurisdiction.)

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NVRA also permits states to remove the names of registrants:

- Upon the request of the registrant [Section 8(a)(3)(B)]
- For mental incapacity of the registrant, as provided for in State law [Section 8(a)(3)(B)]
- Upon criminal conviction of the registrant, as provided for in State law [Section

Other than these provisions, the law grants states wide latitude as to when, where, and how these functions will be performed. Table 4, Registered Voter List Maintenance, provides data from the 2004 Voter Registration Survey on the number of removal notices sent between the November 2002 and November 2004 elections, the number of responses received to those notices, the number of registrants who were moved from active to inactive status on the voter lists, and the number of registrants who were removed from the voter lists. The table also provides data on the reasons why registrants were removed from voter lists, including death, failure to vote, a disqualifying felony conviction, and at the voter's request.

### ***Removal Notices***

States that responded to the survey reported mailing 15.3 million removal notices during the 2002-2004 reporting period, or about 10.1 percent of total reported number of registered voters. Responses were received by 3.6 million notices, or about 24.6 percent of the reported number of notices sent. This compares to 20.6 million notices sent and a response rate of 21.9 percent during the period 2000-2002, and 18.6 million notices sent and a response rate of 23 percent during the period 1998-2000.

For the 41 states that responded to the question about removal notices, on average, removal notices amounted to about 10.6 percent of the overall registered voter file. However, one state had unusually large numbers of notices sent. Montana sent 267,122 confirmation notices for a voter file with 638,475 registrants. The state reported multiple confirmation notices were sent to voters and that the reported numbers of notices sent are, therefore, higher than in some states that do not send multiple confirmation notices.

Only 41 states on the 2004 survey responded to the questions about removal notices sent, and only 37 states addressed responses to removal notices. Four of the five states with Election Day registration said they were exempt from this requirement [sec. 8(d)(2) of the Act]. A few other states also said they were exempt or that the information was either forthcoming or not available.

### ***Transfers to Inactive Status***

States that responded to the survey and that track inactive voters reported moving 10.7 million voters from active to inactive status during the 2002-2004 reporting period. That number is about 8.5 percent of total reported registration, but that number reflects nearly 84.4 percent of

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the removal notices sent and voters who were ultimately moved into the inactive category. This compares to 8.5 million voters moved to the inactive lists in 2000-2002. Only 29 states that responded to the survey and that track inactive voters answered this question.

### *Removals from Voter Rolls*

States that responded to the survey reported the removal of 12.5 million registrants from the voter lists during the 2002-2004 reporting period, or 8.3 percent of total reported registration. The 12.5 million removed from voter lists in the 2002-2004 compares with approximately 15 million registrants in 2000-2002 and 13 million registrants in 1998-2000.

In the 2002-2004 period, 4.6 million registrants were removed for failure to vote in two consecutive federal elections, amounting to 45.3 percent of all removals in the nation. Additionally, more than 1.8 million were removed because of death (18.5 percent of all removals), nearly 0.5 million (5.5 percent) were removed at the voter's request, and slightly more than 200,000 (2.5 percent) were removed because of a disqualifying felony conviction. About 3.4 million registrants were removed for other reasons that included moved out of the county, moved out of the state, declared mentally incompetent, or the registration was determined to be a duplicate registration. Many states do not track reasons why registrants were removed from voter lists. While 41 states provided data on the total number of registrants removed, only 26 states provided full information about the reasons for removal.

### *List Maintenance Procedures and Data Sources*

The survey asked states to identify sources of data that were used in performing list maintenance activities. Responses from states that responded to the survey are recorded in Table 5, Procedures and Data Sources. A summary of those responses is as follows:

- Applications for absentee ballots, ballots returned undeliverable
  
- Canvasses, house-to-house
  
- Canvasses, political parties
  
- Contacts, in person and by telephone
  
- List of address changes, Emergency 911 (E-911) system
  
- Lists of automobile registrations
  
- List of deceased persons, Social Security Administration
  
- Lists of felony convictions, federal and state courts

- Lists of persons licensed in other states, Department of Motor Vehicles

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- Lists of property ownership
- Newspaper death notices
- Newspaper obituaries
- Notices of address confirmations
- Notices of deceased persons (Department of Health/Bureau of Vital Statistics)
- Notices of persons adjudicated mentally incapacitated
- Petition checks
- Reports of address changes U.S. Postal Service National Change of Address
- Reports of surrendered driver's licenses, other states' motor vehicles offices
- Returned election notices
- Returned jury summons
- Returned mail from county agencies using official voter file for mailings
- Targeted mailings
- Utility changes, municipal
- Voter registration system, duplicate checks

The survey also asked about processes used to perform list maintenance activities. In most states, both manual and electronic processes were used. Only a few states said the process was manual. Several noted that list maintenance processes would be entirely electronic when statewide voter registration systems, now under development, are in place. Responses from states about list maintenance processes also are reported in Table 5.

## Statewide Voter Registration Databases

HAVA mandated the establishment of statewide voter registration databases by January 1, 2006. The survey asked whether a statewide voter registration database had already been implemented, when the statewide database would be implemented if not already in operation, and whether the statewide database provides links to disability and social service agencies in a manner similar to motor vehicle agencies. Responses to these questions are in Table 6, Statewide Voter Registration Databases.

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Of the states that responded to the survey, 22 have statewide voter registration databases in place, although not all these databases are HAVA compliant. Most states with statewide databases under development listed January 2006 as the target implementation date. A few statewide databases will be coming online this summer.

## **Section 6: Recommendations**

HAVA requires states to implement statewide voter registration lists by January 1, 2006, which will affect the way voter registration applications are received and processed. Further, these statewide lists will change the way list maintenance is performed. As such, EAC offers the following recommendations to states and local election officials as they develop and implement their statewide voter registration lists in keeping with HAVA and NVRA.

**RECOMMENDATION 1: States should, to the extent possible, provide for the electronic transmission of voter registration information from motor vehicle offices and other designated NVRA voter registration agencies.**

Data from this survey and report show that nearly 44 percent of total voter registration applications are received from motor vehicle offices and other designated NVRA voter registration agencies. HAVA requires local election officials to enter voter registration information on the statewide list on an expedited basis. To ensure information entered on the statewide voter registration list is complete, timely, and accurate, states should

provide for the electronic transmission of this information from voter registration agencies to local election officials. This method may prevent duplicate data entry, data entry errors, delays associated with the physical transmission of documents, and the potential loss of records in transit.

**RECOMMENDATION 2: States should perform list maintenance through electronic coordination with state and federal databases.**

HAVA and NVRA require election officials to perform list maintenance in order to remove duplicate names and the names of ineligible voters. HAVA specifically requires coordination with state death and felony record databases to meet this requirement. States should also coordinate with relevant federal databases, such as the U.S. Postal Service National Change of Address and Social Security Death Index databases, as well as criminal conviction records from U.S. Attorneys and U.S. District Courts.

With the advent of computerized statewide voter registration lists, list maintenance can be performed most efficiently and effectively through electronic means. EAC recommends that the coordination necessary to perform list maintenance be accomplished through electronic transmission. Further, to the greatest extent allowed by state law and available technologies, this electronic transfer between statewide voter registration lists and coordinating, maintenance databases should be accomplished through direct, secure, interactive, and integrated connections.

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RECOMMENDATION 3: States should develop statewide voter registration databases that are capable of tracking a registrant's voting and registration history.

To comply with federal laws, including NVRA and HAVA, statewide voter registration databases must be capable of tracking a registrant's voting and registration history. Under NVRA, if a registrant has moved from a registration jurisdiction, failed to respond to required NVRA notice, and failed to vote in two consecutive federal general elections, the person's name may be removed from the list of eligible voters. Similarly, HAVA requires identification of first-time mail registrants either through registration or at the polling place. If a voter has not provided sufficient identification in the registration process, identification must be provided upon voting for the first time. Also, when such a registrant's application has been verified against the motor vehicle or social security database, that registrant will not be required to show identification under HAVA. Thus, it is critical that the statewide voter registration database track whether the registrant has provided appropriate identification, whether the registration application has been verified, and whether and

in how many elections the registrant has voted. Similarly, these databases must be capable of tracking registration information sufficient to identify individuals who are exempt from 42 U.S.C. ?15483(b)(2) identification requirements as an absentee ballot voter under 42 U.S.C. ?1973ff -1 et seq. or as a voter entitled to vote otherwise than in person under 42 U.S.C. 1973ee-1(b)(2)(B)(ii) or any other federal law.

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## Notes about the Tables

D Tables present data for 55 state jurisdictions covered by HAVA, whether or not the jurisdiction is covered by NVRA.

D VAP refers to Voting Age Population. VAP statistics for 1992, 1994, and 1996 are from the U.S. Census Bureau's Estimated Voting Age Population based on the November 1996 Current Population Survey. VAP statistics for 1998 and 2000 are census projections and are subject to revision when the Census Bureau issues its estimated populations, typically in the following year. VAP statistics for 2002 were provided by the Census Bureau in June 2003. VAP statistics for 2004 were constructed by extrapolating the difference between the July 2002 and July 2003 census estimates. VAP figures include a significant number of persons not eligible to vote, including resident aliens, convicted felons, and individuals who have been declared non compos mentis by a court of law. The numbers of such persons, especially resident aliens, vary considerably from state to state.

D Registration totals were provided by the states and may be incomplete because of local reporting. As a result, total registration statistics for different years may vary with registration totals reported elsewhere by FEC and other sources.

D Registration totals are reported for total registrants as well as active and inactive registrants. Inactive registrants essentially remain on voter lists, but are persons who, based on information provided by USPS, have moved or have been mailed a confirmation notice but have not responded, nor have voted in a subsequent election

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### Table 1. Registration History

[Link to Table Spreadsheets](#)

### Table 2. Applications Received

[Link to Table Spreadsheets](#)

### Table 3. Applications Processed

[Link to Table Spreadsheets](#)

### Table 4. Registered Voter List Maintenance

[Link to Table Spreadsheets](#)

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## The Impact of the National Voter Registration Act, 2003-2004

### Table 5. Procedures and Data Sources, 2004 Voter Registration Survey

State	Q38 - What sources are considered in performing list maintenance?	Q39 - What process is used for list maintenance?
Alabama Alaska	No Response  The Division of Elections sends out two list maintenance notices that must be returned to prevent a voter from being inactivated through the list maintenance process	No Response  The Division uses a batch process in the statewide voter registration and election management system to identify all voters to be included in the list maintenance process
American Samoa Arizona		Manual/electronic cross checks: voter applicant's file against computer listing

	House-to-house canvasses	Electronic and manual
Arkansas California	Returned mail from county election and other agencies using the official voter file for mailing purposes; NCOA; canvassing by political parties; completed and returned jury summons	
	Returned election notices, returned jury summons, Postal Both Service NCOA information, house-to-house canvasses	
Colorado	Death notices; jury notices; list maintenance; PO NCOA;	Electronic and manual
Connecticut	house to house canvass; CalVoter duplicate check; mentally incompetent; person, fraud; 8d2 notices; moved out of state; non-citizen; not eligible	
Delaware	Returned election notices	Electronic
District of Columbia Florida	All of the above	Electronic
	Returned election notices, Postal Service NCOA information	Manual
	Returned election notices, USPS NCOA information, returned jury notices, vital statistic information, felony information from Superior and U.S. District Courts	List maintenance is performed both manually and electronically since information from various sources can be provided in hardcopy format only
	Each supervisor of elections can use any of the following methods to perform list maintenance: Postal Service NCOA information; information from the Dept. of Health regarding deceased persons; cancellation notices; notices of convicted felons; notices of persons adjudicated mentally incapacitated with respect to voting; jury notices signed by the voter and returned to the courts; address confirmation notices; lists from the database of driver license offices showing a person has been licensed in another state; and returned election notices	List maintenance is performed by the supervisors of elections. Both electronic and manual processes are used by the supervisors
Georgia	Postal Service NCOA information, challenges, absentee ballot applications, voter certificates, returned election notices, no contact for three consecutive years, petitions	Electronic and manual processing is used to perform list maintenance
Idaho	Returned election notices, lack of response to challenge notices, list of deceased residents from Dept. of Health & Welfare - Vital Statistics, felony convictions notices (Federal, State, etc.), cancellations from jurisdictions	Both electronic and manual. Counties who currently use an electronic voter registration system still must maintain their voter registration cards in a manual format
Illinois	Postal Service NCOA information, returned election notices, mail canvass, door-to-door canvass, jury summons, death certificate and the report of election judges	Electronic and manual

**Table 5. Procedures and Data Sources, 2004 Voter Registration Survey**

State	Q38 - What sources are considered in performing list maintenance?	Q39 - What process is used for list maintenance?
Indiana	Returned election notices, returned jury notices, USPS NCOA information, SSA death list information	Electronic
Iowa	NCOA information, any returned mail	Manual
Kansas	Returned election notices, returned election mailings, postal service NCOA information, targeted mailing by counties in some cases	The process is both electronic and manual
Kentucky	Returned election notices, returned jury summons, state government list of convicted felons, federal government list of convicted felons, KY Bureau of Vital Statistics notices on deceased voters, out of state cancellation notices from other states, requests from voters who wish to be removed	90% electronic and 10% manual
Louisiana	The sources used are returned election notices, returned jury summons, Postal Service NCOA information and also address changes made by local governing authorities, including 911 changes	The annual canvass is both a manual and electronic process. The statewide list of registered voters is sent by electronic file to the NCOA and using that data and other criteria, voters are sent a notice through the postal system. If the notice is returned, the registrars of voters must manually mark the voters' records to send out another notice. In addition the Registrar of Voters is continually performing list maintenance whenever they process death notices, felony convictions, etc, on a continuous basis
Maine	Pursuant to our rules for list maintenance, a registrar can use any indication of an address change to send a removal notice (Section 8(d)(2) confirmation notice under NVRA); voters' names can only be deleted from the voting list with written confirmation from the voter or by first utilizing inactive designation for a period of two federal general elections	Each municipality performs its own list maintenance. Most use electronic systems; however some still use paper for the list
Maryland	Statewide list maintenance processes include returned information from jury commissioners, non-forwardable sample ballots returned from the post office after each election, and change of address information from the Motor Vehicle Administration.	The list maintenance is primarily a manual process
Massachusetts	Annual street listing local census; returned confirmation notices	Electronic using the statewide database
Michigan	Returned ID cards; Department of Community Health death records; newspaper death notices; reports from other states that a former resident has registered to vote; reports from other states that a former resident has surrendered a Michigan driver license.	The process is both electronic and manual. Department of Community Health death information and reports of former residents who have surrendered a Michigan driver license are provided electronically
Minnesota Mississippi Missouri	No voter history or voter updates in previous four years. All those listed plus newspaper obituaries.	Electronic Both electronic and manual
	Dept of Vital Statistics, mail canvass, felon lists from courts, notices from other counties, etc.	Electronic

**Table 5. Procedures and Data Sources, 2004 Voter Registration Survey**

State	Q38 - What sources are considered in performing list maintenance?	Q39 - What process is used for list maintenance?
Montana	<p>Answers varied although the most common was returned notices. Answers included postal service, voter requests, manual, jury summons, correspondence from electors, transfers, cancellations, death certificates, obituaries, personal and returned election notices and at polls, Motor Vehicle renewal, Secretary of State federal incarcerations, other state notices, confirmation cards, N/A, NVRA process, NCOA info, house to house visits, vital statistics, by hand, newspaper articles, address and name changes.</p>	<p>This varied widely, with about 23 counties doing both, and the rest split evenly between manual or electronic</p>
Nebraska	<p>Sources include returned mail, NCOA, municipal utility changes, mass mailings, District Court and U.S. Attorney Offices, as well as notices from other states or jurisdictions.</p>	<p>The process can be both electronic and manual, depending on the information source</p>
Nevada	<p>Returned election mailing, jury questionnaires, United States Postal Service, Vital Statistics, request from voters for removal, Federal and District Court felony judgments.</p>	<p>Manual and electronic</p>
New Hampshire New Jersey New	<p>Not applicable at state level.</p>	<p>No Response</p>
Mexico	<p>Voters are made inactive based on NCOA, or any returned mailing from the clerk's offices. Voter records are then considered to determine if the inactive voter fails to vote or have any other activity through two federal election cycles.</p>	<p>Both Electronic - VREMS</p>
New York	<p>NCOA, any county board mailing returned by PO, information from other jurisdictions, published obituaries, state departments of health and court administration, and DMV.</p>	<p>Done both electronically and manually.</p>
North Carolina	<p>Returned election verification and confirmation notices Duplicate lists Petition checks Any correspondence Felon lists In person contacts Phone contacts Death notices Any returned mail</p>	<p>The process is electronic</p>
	<p>Returned election notices and jury summons, USPS NCOA</p>	

Ohio	information, independently corroborated obituaries, notices from public health officials and court officials, notices from out of state election officials, secretary of state duplicate lists	Electronic
Oklahoma	A confirmation notice is sent for any of the following reasons: returned first-class election mailing; failure to vote or make any registration change since the second previous federal general election; potential duplicate with another registration record; surrendered Oklahoma driver's license in another state	Electronic

**Table 5. Procedures and Data Sources, 2004 Voter Registration Survey**

State	Q38 - What sources are considered in performing list maintenance?	Q39 - What process is used for list maintenance?
Oregon	Ballots returned as undeliverable, returned election notices, Postal Service NCOA information, voter registration cards, death list provided by the Department of Human Services, notification of felony conviction. ORS chapter 247. The duplicate match performed between the counties provides information to perform list maintenance	Most of the list maintenance is performed manually. The duplicate match the counties participate in is performed electronically
Pennsylvania	Returned election notices, Post Office information, National Change of Address mailings are all used	Electronic
Puerto Rico South Carolina	No Response	No Response Manual
South Dakota	Returned mail, returned jury summons, Postal Service information, notification from other states  Postal Service NCOA, update on voter registration form from voter and response to previous confirmation mailings	The process is performed by checking the county active voter file to determine if a voter has not voted in the last four years, updated their voter registration information or responded to any confirmation mailing in that timeframe. Once those voters are selected, they are mailed notices through the list maintenance process
Tennessee	Each county must implement a plan using returned election notices or NCOA information	List maintenance is maintained both electronically and manually  Electronic processing
Texas	Returned certificates, NCOA, any information received by voter registrar - a notice is sent to voter before cancellation to confirm information  Utah Vital Statistics provide a list of deaths to the counties, and the counties perform their own maintenance to clean out inaccurate addresses, changes, duplicates. This list maintenance will be made easier when all counties are on the new voter registration database	

Utah	Death certificates, Grand lists, BCA members, returned mail, postal service, small town knowledge, other state notifications.  Return election notices, canvasses Postal Service NCOA	Currently both processes are used for list maintenance. Counties will keep the paper application and the electronic data
Vermont	information	Manual and electronic - some towns are both, some are one or the other
Virgin Islands	List maintenance is conducted through returned election mail, jury summons, and NCOA information	Both Electronic
Virginia	Election notices, postal services and NCOA Postal Service	Larger counties use an electronic process to scan the barcode of returned mail. Smaller counties use a manual process of data entry
Washington	NCOA information	Manual and electronic
West Virginia Wisconsin		List maintenance varies from one municipality to another.
Wyoming	Death notices, court notification of felons, out-of-state registrations, phone book, purge notices, returned correspondence, change of address notices, property ownership lists, car registrations	Until the new statewide voter registration system is in place, processes vary from manual to electronic

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Table 6. Statewide Voter Registration Databases, 2004 Voter Registration Survey

State	Statewide database implemented?	Link to disability and social services agencies?
Alabama Alaska American Samoa	Y N	<b>If not, what progress has been made toward implementation?</b> N N
Arizona	Y N Y	No response No response N N N
Arkansas		Just issued an RFP for it, and we should have it implemented before January 2006 N N N N
California	N Y Y Y	N/A
Colorado Connecticut Delaware	Y N	No response N N
Florida		California's plan is to be HAVA compliant by January 1, 2006 N N
Georgia Idaho	N N	January 1, 2006 No response No response N N
		Florida has a statewide voter registration database,

Illinois Indiana		but it is currently not compliant with HAVA. It will be compliant on 1/06	
		No response	
		Currently in the process of implementing. 13 of 44 counties are live and the remaining are scheduled to be complete by the first part of June	
		Developing an RFP	
		Development is almost complete, a UAT and pilot county phase will commence this spring, and the state and all 92 counties will go live during the late summer months.	N
Iowa	N		
		We are currently in the process of implementing a statewide voter registration database. We plan to start a pilot project in June then move all counties onto the new system in three phases. All counties are scheduled to be on the new system by December of 2005	N
Kansas	N		
		The state has maintained a repository statewide database since 1984 with quarterly updates from counties. Our statewide, HAVA compliant database is scheduled to be in use statewide on January 1, 2006.	
		We are currently working with our second vendor in developing the statewide database	Y N N
Kentucky Louisiana Maine	Y Y N		
		No response No response	
		A vendor is now under contract. The state and vendor are currently working to customize the core system. All 501 municipalities will be online by January 1, 2006	
Maryland	N		
		Maryland has selected a vendor for a statewide voter registration system and expects the contract to be awarded within the coming weeks	N
Michigan Massachusetts	Y Y		
		No response	N
		Statewide database implemented in 1995	N

**Table 6. Statewide Voter Registration Databases, 2004 Voter Registration Survey**

State	Statewide database implemented?	If not, what progress has been made toward implementation?	Link to disability and social services agencies?
Minnesota Mississippi		No response	
Missouri Montana		Later this year. The Statewide Elections Management System is currently under development.	

	Y N	It will be implemented on January 1, 2006	N Y
	N N	Montana asked for and was granted a waiver until January 2006. A vendor has been selected and testing is currently underway. The system will link disability and social service agencies.	N
		No response	
		January 1, 2006. This implementation is currently in development and roll out, including the beginning of training activities	N N
Nebraska Nebraska	N N	We are currently in the process of implementing a statewide voter registration database. We anticipate the implementation should be complete January 1, 2006	Y
Nevada	N N	The NJ HAVA SVRS project is "on schedule." Implementation is planned for January 1, 2006	N
New Jersey			N N N N N
New Mexico New York North			
Carolina Ohio	Y	No response	
Oklahoma Oregon	N	2006	N
	Y	No response	
	Y	No response	
Pennsylvania	Y	No response	
	N	Oregon will impl Oregon will implement by January 1, 2006. Currently we have begun testing in two pilot counties. We routinely post our progress at the following website: <a href="http://www.sos.state.or.us/elections/HAVA/ocvr.shtml">http://www.sos.state.or.us/elections/HAVA/ocvr.shtml</a>	
	N	Not all counties are live on the system. 56 of 67 counties are live on the SURE system. The remaining 11 counties are scheduled to be live on or before January 1, 2006	
Puerto Rico South Carolina South	Y	No response	N Y N N N
	Y	No response	
Dakota Tennessee Texas	Y	No response	N
	Y	No response	
Utah	N	Currently in t Currently in the design phase of a statewide system. Statewide roll out established in January 2006	
	N	Currently in the process of getting all counties live on the system. All counties will be on by January 1, 2006. Currently nine counties are live with five more scheduled to go live in April	
Vermont	N	Vermont has developed the database to be used and will begin conversion of data from local jurisdictions in April or May. We expect to complete the conversion and training in October	N

**Table 6. Statewide Voter Registration Databases, 2004 Voter Registration Survey**

State	Statewide database implemented?	If not, what progress has been made toward implementation?	Link to disability and social services agencies?
Virgin Islands	Y	No response	
Virginia	Y	No response	Y N
Washington	N	January 1, 2006	
West Virginia	Y	No response	N
Wisconsin	N	Statewide voter registration will go into effect January 1, 2006. Progress to date includes: development of voter registration program, municipal-based training on voter registration system and input, timetable to test sessions, fully functional on December 15, 2005	
Wyoming	N	Will be implemented before the first federal election in 2006. Anticipated date is 1/1/06	N

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Alabama	<p>According to the Code of Alabama Section 17-4-250 (d)-(e) State agencies which provide food stamps, Medicaid, services related to Women and Infant Children program (WIC), services related to Aid to Families with Dependent Children (AFDC), and agencies providing services to the disabled shall provide voter registration opportunities to their clientele in accordance with the National Voter Registration Act of 1993 (e). Recruitment offices of the Armed Forces of the United States shall provide voter registration opportunities to their clientele in accordance with the National Voter Registration Act of 1993 (f). Other public offices and agencies which may provide the voter registration services provided by the National Voter Registration Act of 1993 include public libraries, public schools, offices of municipal clerks, probate offices, state and local revenue offices, unemployment compensation offices, offices providing services to the disabled other than those required in subsection (d) to provide voter registration services, and federal and nongovernmental offices which agree to provide the voter registration services</p>	67	67
Alaska	<p>All Department of Motor Vehicle Offices throughout the State, all Health and Social Services Offices (provide for public assistance and WIC) throughout the State, Vocational Rehabilitation Offices, Disability Offices, Municipal and City Clerks, Libraries, Department of Community and Regional Affairs, Permanent Fund Dividend Offices, South East Alaska Regional Health Consortium, Office of Public Advocacy, and individual registrars</p>	0	0
	No Response		
	<p>Department of Transportation, Motor Vehicle Division (DMV), Department of Economic Security (DES), Women Infant Child (WIC), Aid for Dependent Children (AFDC), Family Assistance Administration (FAA), Food Stamp Office, Family Assistance Developmental Disabilities, Vocational Rehabilitation Services, Department of Housing and Urban Development (HUD), Arizona Health Care Cost Containment System (AHCCS), County Medical Assistance Office, Department of Health Services Mental Health Office, Indigent Health with Disabilities, Rehabilitation Health Services, U.S. Veterans Hospital/Home, Armed Forces Recruitment Offices, Indian Reservation Chapter Houses, County</p>		

American Samoa Arizona	Recorders Office, City and Town Clerks, Secretary of State's Office	17 15	17 15
	Arkansas Department of Finance and Administration, Arkansas Rehabilitation Services, Arkansas School for the Blind, Arkansas School for the Deaf, Arkansas Spinal Cord Commission, Arkansas Developmental Disabilities Services, Arkansas Division of Mental Health, Arkansas Division of Services for the Blind, Arkansas Library for the Blind, Arkansas Division of Children and Medical Services, Arkansas Department of Motor Vehicles, Arkansas Public Libraries, Arkansas State Library, United States Postal Service (mail), United States Armed Forces Recruitment Offices, Arkansas National Guard, Arkansas Division of Women, Infants and Children, Arkansas Division of Aid to Families with Dependent Children, Arkansas Medicaid, Arkansas Food Stamp Program, Arkansas Division of Children and Family Services, Voter Registration Drives and the County Clerk		
Arkansas		75	75

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
California	a, b, c, d, and e (State agencies: Dept. of Finance, Employment Development Dept., Dept. of Aging, Dept. of Rehabilitation, Franchise Tax Board, Dept. of Health Services, Dept. of Housing, Board of Equalization, Dept. of Social Services)	58	51
	Colorado revised Statute 1-2-504 voter registration agencies (1) The following offices are designated as voter registration agencies: (a) All offices that provide public assistance; (b) All offices that provide state-funded programs primarily engaged in providing services to persons with disabilities; (c) All recruitment offices of the Armed Forces of the United States; and (d) Any other federal, state, local government, or non-government office that chooses to provide voter registration service or applications. (2) The following agencies may provide application forms for mail voter		

Colorado	<p>registration:                      (a)All offices of county clerk and recorders;                      (b)All federal post offices; and                      (c)Any other federal, state, local government, or non-government office that chooses to provide voter registration service or application</p> <p>All municipal offices - town clerks, registrars of voters                      Department of Motor Vehicles (20 regional offices)                      Department of Social Services (12 regional offices) and each municipality has a local social service office.                      Department of Mental Health &amp; Addiction Services, Department of Mental Retardation, Department of Public Health (WIC Programs), CT Healthcare for Uninsured Kids and Youth                      Office of Protection and Advocacy for Persons with Disabilities, Board of Education and Services for the Blind, Commission on the Deaf of Veterans Affairs, Department of the Military, and all Armed Forces Recruiting Offices throughout the State</p>	64	64
Connecticut	<p>Public libraries and colleges and universities                      Approximately 1500 non-profit community organizations and churches</p> <p>Commissioner of Elections Office Department of Motor Vehicles Department of Health &amp; Social Services Department of Labor WIC - Women Infants and Children</p> <p>Department of Motor Vehicles; Office of Aging; Senior Parks and Recreation; Mental Retardation and Developmental Disabilities Administration; Women Infant and Children (WIC); Income Maintenance Administration (Medicaid office); Department of Health; Armed Forces Office; and local colleges and universities</p>	169	169
Delaware	<p>Dept. of Highway Safety and Motor Vehicles (driver license offices), Dept. of Children and Families, Dept. of Health, Dept. of Education (Vocational Rehabilitation and Blind Services), Dept. of Elder Affairs, Dept. of Veterans Affairs, Agency for Persons with Disabilities, public libraries, recruiters, Centers for Independent Living</p>	4	1
District of Columbia		1	1
Florida		67	67

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Georgia	Department of Motor Vehicle Services Libraries Armed Forces Recruitment Centers Schools Department of Human Resources Disabilities County offices Municipal offices	159	0
Idaho	Idaho is NVRA exempt and all voter registration is directed to the county clerk's office	44	0
Illinois	Secretary of State, Department of Human Services, Armed Forces recruiting center, schools, county offices, township offices, and municipal offices	110	83
Indiana	Bureau of Motor Vehicles, Family and Social Services Administration, Department of Health, Division of Workforce Development, Secretary of State, Election Division, schools, libraries, town clerk-treasurers, township offices	92	92
Iowa	Department of Transportation, Department of Human Services, Department of Public Health (WIC), Department of Vocational Rehabilitation, Department for the Blind, community colleges, Armed Forces Recruitment Offices, Department of Human Rights-Division of Persons with Disabilities	99	99
Kansas	Division of Motor Vehicle (DMV) offices Social and Rehabilitation Services (SRS) office Kansas Department of Health and Environment (KDHE) offices Various disability offices 1 st and 2nd class city office	105	105
Kentucky	120 Driver's License Offices 120 Food Stamp Offices 120 Medicaid Offices 120 KTAP/AFDC Offices 120 WIC Offices All public and private high schools Armed Forces Offices are attached Disability Offices are attached	120	120
Louisiana	Parish offices of the following agencies: Addictive Disorders, FITAP/Food Stamps, Medicaid, Medicaid Application Centers, Mental Health, Military Recruitment, Motor Vehicles, WIC, Developmental Disabilities, Disabilities-Deaf Action Center, and Disabilities-Independent Living	64	64
Maine	Inside agencies including Dept. of Secretary of State, Bureau of Corporations, Elections and Commissions, and Bureau of Motor Vehicles; outside agencies including Dept. of Human Services, Bureau of Family Independence, Bureau of Health and Bureau of Rehabilitation; Armed Forces Recruitment offices; public high schools and offices of municipal clerks and registrars	501	0

Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Maryland	<p>All branch offices of the Motor Vehicle Administration  Local social service units including Temporary Cash Assistance, Medicaid, and Food Stamps Programs  Local offices of the Maryland Children's Health Program under the Department of Health and Mental Hygiene  All offices primarily engaged in providing State-funded services to individuals with disabilities</p> <p>Department of Rehabilitations Services, Governor's Office on Disabilities  Maryland Transit Administration Paratransit Certification Office</p> <p>Recruitment offices of the Armed Forces  Local departments of Aging  Offices of Students with Disabilities at private and public colleges and universities  Public institutions of higher education  Maryland license offices of the Clerks of the Court</p>	24	24
Massachusetts	<p>All locations listed below include their main offices and any branch locations:  Office of the Secretary of the Commonwealth  Each City and Town Clerk's Office  Registry of Motor Vehicles  Department of Transitional Assistance  Massachusetts Commission for the Blind  Massachusetts Commission for the Deaf and Hard of Hearing  Department of Mental Retardation  Department of Mental Health  Massachusetts Rehabilitation Commission  Division of Medical Assistance</p>	351	351
Michigan	Women Infants and Children	0 87	0
Minnesota	No Response No Response	0	0
Mississippi	<p>Department of Public Safety Department of Health Department of Human Services Department of Mental Health Department of Rehabilitation Services Department of Medicaid Office of the Governor</p> <p>Motor Vehicle License Fee offices, Employment Security offices, State and County Family Services offices, State and County Health Department offices,</p>		31

Missouri	Rehabilitation Service for the Blind offices, Worker's Compensation offices, Mental Health offices, Governor's Council on Disabilities offices, all Armed Forces recruitment offices	116	115
Montana	County branches of the following agencies: Job Services, Vocational Rehabilitation, Senior Helping Hands, Office of Public Administration, and Human & Community Service Division	56	54

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Nebraska	(a) State Department of Motor Vehicles and County Treasurer's Office (b) State Health and Human Services and Contract Service Providers (c) State Department of Health and Human Services Offices and Contract Service Providers (d) U.S. Armed Forces and Recruitment Offices (e) State Department of Education	93	93
Nevada	Department of Motor Vehicles (DMV), Women Infants and Children (WIC), city clerks, Armed Forces, Department of Rehabilitation (DETR), Services to the Blind, Health Department, Confidential Address Program (CAP), Welfare Division.	17	17
New Hampshire New Jersey	Town and city clerks	236 21	236 21
	Within the Department of Labor - the Division of Compensation, the Division of Employment Services, the Division of Unemployment and Temporary Disability Insurance; Within the Department of Treasury - the Division of Taxation; The New Jersey Transit Corporation; Any free county library, regional library, and any free public library; Any office of commercial establishment where state licenses or permits are issued, other than licenses or permits issued by professional or occupational board; any recruitment office of the New Jersey National Guard; as well as the office of County Commissioner of Registration in each county.		
	N/A		
	Office for the Aging Veterans Affairs VESID OASIS OMRDD Office of Mental Health Commissions for the Blind		

New Mexico New York	Advocate for People with Disabilities	33 62	0 62
	Worker's Compensation		
	Dept. of Labor		
	Dept. of State		
	Dept. of Health		
	Dept. of Social Services		
	Dept. of Motor Vehicles		
	Department of Motor Vehicles		
	Division of Social Services		
	Department of Health, Div of Medical Assistance (MEDICAID)		
	Employment Security Commission		
	Vocational Rehabilitation		
	Services for the Blind		
Division of Deaf and Hard of Hearing			
Division of Aging	101	100	
North Carolina			
Mental Health and Developmental Disabilities			
Department of Health (Women, Infants, Children)			
	High schools, libraries, and institutions of higher education		
	Governor's Advocacy Council for Persons with Disabilities		

The Impact of the National Voter Registration Act, 2003-2004

Table 7, part v

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Ohio	All deputy registrars of the Ohio Bureau of Motor Vehicles All offices of the following public agencies: Ohio Dept. of Human Services Ohio Dept. of Health Ohio Dept. of Mental Health Ohio Dept. of Mental Retardation/Developmental Disability Ohio Dept. of Rehabilitation Services Commission All public libraries All state-supported colleges and universities The offices of Ohio's 88 county treasurers The office of the Ohio Secretary of State U.S. Armed Forces Recruitment offices, to the extent they choose to do so  Motor License Agencies, Department of Human Services, Department of Health,	88	88

Oklahoma	Department of Mental Health and Substance Abuse, Department of Rehabilitation Services, college and university offices serving students with disabilities, Office of Handicapped Concerns, Armed Forces recruitment offices; forms are also available in post offices and libraries	77	77
Oregon	Department of Motor Vehicle offices; Office of Mental Health and Drug Addiction Services; Children, Adults and Families; Oregon Commission for the Blind; Office of Family Health Services- WIC; Office of Medical Assistance Programs; Seniors and People with Disabilities; Office of Vocational Rehabilitation Services; Oregon University System	36	36
Pennsylvania	Area Agencies on Aging - 52 Armed Forces Recruitment Centers - Unknown Centers for Independent Living - 15 County Assistance Offices - 106 County offices - 67 Office of Mental Health - 10 Office of Mental Retardation - 294 Office of Vocational Rehabilitation - 21 Para-Transit Authorities - 36 Photo Licensing Centers - 96 State System of Higher Education - 10 Women, Infants, and Children - 363	67	67
Total of 1074 sites that provide voter registration Not subject to NVRA			
Puerto Rico South Carolina	DMV, Department of Social Services (DSS), Department of Health and Environmental Control (DHEC), Department of Alcohol and Other Drug Abuse Substances (DAODAS), Department of Disabilities and Special Needs (DDSN), Department of Mental Health (DMH), Commission for the Blind, Vocational Rehabilitation	110 47	1 47
South Dakota	Driver's license offices Public assistance agencies such as Food Stamps, AFDC, & WIC Department of Human Services Armed Forces recruitment offices Municipal finance offices Office of Secretary of State County auditors	66	66

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
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Tennessee	Tennessee Department of Safety Tennessee Department of Human Services Tennessee Department of Veterans Affairs Tennessee Department of Mental Health and Developmental Disabilities Tennessee Division of Mental Retardation All Armed Forces recruitment offices All libraries All county clerks (Provided that their office is not in the same building as the County Election Commission) All Register of Deeds (Provided that their office is not in the same building as the County Election Commission) All high schools	95	
Texas	Any agency that provides public assistance, including: TX Dept. of Human Services (AFDC program, Medicaid program, programs for the aged); TX Dept. of Mental Health & Mental Retardation; TX commission for the Deaf and Hearing Impaired; TX School for Deaf; TX Commission for the Blind; TX School for the Blind and Visually Impaired; TX Rehabilitation Commission; and any other agency that provides a state-funded program primarily engaged in providing services to persons with disabilities, as determined by the SOS. The Dept. of Public Safety, each public library, including any branch or other service outlet that is open more than 30 hours per week, operated by a single public agency or board, open without charge to all persons under identical conditions, received its financial support wholly or partly from public funds, each marriage license office of the county clerk, and any other agencies that the SOS deems necessary for compliance to federal law.	254	253
Utah	(a) Motor Vehicle Offices- 20 statewide (b) Public Assistance offices- 106 statewide (c) Disabilities Offices- 58 statewide (d) Armed Forces Offices- 35 offices statewide (e) All other agencies- Public education institutions, colleges and universities- 13, high schools-113	29	29
Vermont	DMV - Dept of Motor Vehicles Agency of Human Services (including Dept of Health, Dept of Protection, Assistance, Dept of Aging & Disabilities and subcontractor agencies providing services to individuals) Armed Forces recruitment offices throughout the state	246	232
Virgin Islands Virginia	Election System of the Virgin Islands (only) Dept. for the Deaf and Hard of Hearing Dept. for Rights of Virginians with Disabilities Dept. for the Visually Handicapped Dept. of Game and Inland Fisheries Dept. of Health Dept. of Mental Health, Mental Retardation and Substance Abuse Dept. of Rehabilitation Services Dept. of Social Services Virginia Center for Independent Living Virginia Employment Commission Northern Virginia Planning Commission 8 only Armed Forces recruitment Public colleges and universities Para transit or special transportation services	2 134	2 134

**Table 7. Registration Agencies and Jurisdictions, 2004 Voter Registration Survey**

State	Q8 - Agencies that conduct voter registration	Q11 - Number of election jurisdictions	Q12 - Number of election jurisdictions that provided information for survey
Washington	Motor Voter Registration - The Department of Licensing (DOL) Agency-Based Voter Registration (ABVR) is comprised of: Department of Services for the Blind Department of Veteran Services Department of Social and Health Services - Division of Aging & Adults Services - Division of Community Service Offices - Division of Developmental Disabilities - Division of Vocational Rehabilitation Department of Health - Women Infants and Children United States Armed Military Forces Disability Service Offices (colleges/universities) HR-6 (state colleges/technical/universities) Department of Labor & Industries and Intercity Transit, participate on a voluntary basis	39	39
West Virginia	Motor Vehicles, Department of Health and Human Resources, Social Services (daycare), Women infants and children, Blind/Handicap Division on Library Commission, Bureau of Senior Services, Department of Public Safety (DPS), WV colleges and universities, WV County Clerk Marriage License Division, recruitment office, WV Division of Veterans Affairs	55	55
Wisconsin	Wisconsin is exempt from the National Voter Registration Act because we offer Election Day registration.	0	1,850
Wyoming	See #11 - Wyoming has Election Day voter registration and, therefore is exempt from NVRA	121	16

The Impact of the National Voter Registration Act, **2003-2004**

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**Table 7, part ix**

**A Report to the 109th Congress**

**June 30, 2005**

**The Impact of the National Voter Registration Act, 2003-2004**

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**A Report to the 109th Congress**

**June 30, 2005**

UNITED STATES ELECTION ASSISTANCE COMMISSION



VOTER REGISTRATION SURVEY

The following form should be completed on-line or in electronic format. Completed forms should be returned to the United States Election Assistance Commission via email to [Survey\\_Response@eac.gov](mailto:Survey_Response@eac.gov) on or before March 31, 2005.

Please complete all of the fields below. Specific instructions relative to certain fields are found at the end of this form. If your question or concern is not answered in the instructions section of this form, please contact Brian Hancock at 202-566-3100.

<b>RESPONDENT INFORMATION:</b>		
Name of the responding State:	Date response is submitted:	
Name of responding official:	Title of responding official:	
Address of responding official:	Email Address:	
	Phone Number:	Fax Number:

**TOTAL VOTER REGISTRATION:**

Please respond to the following questions in the space provided below.

1. Total number of registered voters (active) at the time of the close of registration for the 2002 Federal general election
  
2. Total number of registered voters (inactive) at the time of the close of registration for the 2002 Federal general election

3. Total number of registered voters (active) at the time of the close of polls for the 2004 Federal general election (November 2, 2004)

4. Total number of registered voters (inactive) at the time of the close of polls for the 2004 Federal general election (November 2, 2004)

5. Total number of registered voters who were determined to be eligible to vote in the November 2, 2004 election through the provisional voting process.

6. Were there any voter registration applications received prior to the deadline for registering to vote in the November 2, 2004 election that were not processed in time for the election?

Yes

No

**VOTER REGISTRATION OFFICIALS:**

Please respond to the following questions in the space provided below.

7. Identify the local election official primarily responsible for registering voters.

8. Identify each and every other state or local government office or agency that conducts voter registration including (a) motor vehicle offices, (b) all offices that provide public assistance that are mandated as registration sites by NVRA, (c) all offices that provide state-funded programs primarily serving persons with disabilities, (d) all Armed Forces recruitment offices, and (e) all other agencies designated by the State.

9. Identify whether voter registration forms are received by local registration officials or state registration officials.

Local State Both

10. Identify whether voter registration forms are processed by local registration officials or state registration officials.

Local State Both

11. Total number of election jurisdictions conducting voter registration

12. Total number of jurisdictions identified in question 11 that provided information for this survey

### VOTER REGISTRATION APPLICATIONS:

Please respond to the following questions in the space provided below.

13. Total number of voter registration applications received from all sources during the period from the close of registration for the November 2002 federal election until the close of registration for the November 2004 Federal election

14. Total number of **mail** voter registration applications (including state, federal, and military or overseas forms that are accepted) received during the period from the close of registration for the November 2002 Federal election until the close of registration for the November 2004 Federal election

15. Total number of voter registration applications received **in person in the clerk or voter registrars' office** during the period from the close of registration for the November 2002 Federal election until the close of registration for the November 2004 Federal election

16. Total number voter registration applications received from each voter registration agency, including (1) motor vehicle offices, (2) all public assistance agencies that are mandated as registration sites by NVRA, (3) all offices that provide state-funded programs primarily serving persons with disabilities, (4) all Armed Forces recruitment offices, and (5) all other agencies designated by the State (those identified in response to question 8), during the period from the close of registration for the November 2002 Federal election until the close of registration for the November 2004 Federal general election

Motor Vehicle Offices

Offices that provide Public Assistance

Offices the provide State-funded programs primarily serving persons with disabilities

Armed Forces recruitment offices Other agencies designated by the State

17. Total number of voter registration applications identified in response to questions 14-17 that were **changes of address, name or party**

18. Total number of voter registration applications identified in response to questions 14-17 that were **duplicates** of other valid voter registrations

19. Total number of voter registration applications identified in response to question 13 that were invalid or rejected (other than duplicates)

20. How are voter registration applications transferred from other voter registration agencies (see question 16) to the official responsible for voter registration? (i.e. email, VPN, tape, disk, mail, fax)

21. What, if any, training is provided to employees of voter registration agencies on the voter registration process?

22. Identify any restrictions on the acceptance of voter registration applications such as paper weight, fax, electronic, mail (for non-NVRA states), batch, third-party delivery, etc.

23. Total number of new valid registrations added to the voter registration lists between the 2002 and 2004 Federal general elections

**PROCESSING VOTER REGISTRATION APPLICATIONS:**

Please respond to the following questions in the space provided below.

24. How are voter registration applications maintained (e.g., paper or computerized)?

Paper

Computerized

Other

If Other is selected, please specify the method of maintaining records.

25. How does the registration official check for duplicate registrations?

26. Does your State check for duplicate voter registrations across state lines? Yes

No

27. What type of number is used as a voter registration number (e.g., social security number, unique identifier)? If a unique identifier is used, please identify what method is used for assigning the identified (e.g., random, combination of county number and other number)

Social Security Number (4 digits)

Driver's License Number

Social Security Number (9 digits)

Unique Identifier

Other

28. Are applicants who are rejected notified of the rejection and reason for rejection? Yes

No

**LIST MAINTENANCE:**

Please respond to the following questions in the space provided below.

29. How many removal notices (Section 8(d)(2) confirmation notices) were sent between the close of registration for the November 2002 election and November 2, 2004?

30. How many responses were received to the confirmation notices identified in response to question 29?

31. How many voters were moved to the inactive list?

32. How many voters were ultimately removed from the voter rolls between the close of registration for the November 2002 election and November 2, 2004?

33. How many voters were removed from the voter rolls between the close of registration for the November 2002 election and November 2, 2004 because of the **death of the voter?**
34. How many voters were removed from the voter rolls between the close of registration for the November 2002 election and November 2, 2004 due to **failure to vote in two consecutive federal general elections?**
35. How many voters were removed from the voter rolls between the close of registration for the November 2002 election and November 2, 2004 because the **voter requested to be removed?**
36. How many voters were moved from the voter rolls between the close of registration for the November 2002 election and November 2, 2004 because of **disqualifying felony convictions?**
37. How many voters were removed from the voter rolls between the close of registration for the November 2002 election and November 2, 2004 for reasons other than those set forth in questions 33-36? Please specify the reason for the removal.
38. What sources of data are considered in performing list maintenance (e.g., returned election notices, returned jury summons, Postal Service NCOA information, house-to-house canvasses, etc.)?
39. What process is used to perform list maintenance? (e.g., is the process electronic or manual)
40. Who is responsible for list maintenance (e.g., state or locality)?

41. How does your State treat voters who (a) have been convicted of a felony, (b) are serving a sentence of incarceration for conviction of a felony, and (c) are serving a term of probation following being convicted of a felony?

(a) Convicted of a felony

(b) Serving a sentence of incarceration for conviction of a felony

(c) Serving a term of probation following being convicted of a felony

**NVRA AND HAVA PROVISIONS:**

Please respond to the following questions in the space provided below.

42. Is your State subject to the National Voter Registration Act? Yes

No

43. Has your State revised its state voter or mail voter registration form to include the citizenship and age questions required by HAVA?

Yes

No

44. How does your State treat applications where one or more of the HAVA mandated questions (citizenship and age) are not answered?

45. Total number of voter registration applications that were accepted and processed without the applicant completing the question "Are you a citizen of the United States of America?"

46. Total number of voter registration applications that were accepted and processed without the applicant completing the question "Will you be 18 years of age on or before election day?"

47. Has your State implemented the verification requirements of HAVA for new mail registrations?

Yes                      No

48. Has your State implemented the verification requirements of HAVA for all new registrations?

Yes                      No

49. How does your State verify voter registration applications (e.g., tracking the return of disposition notices, checks against drivers license and social security administration records, etc.)?

50. Has your State implemented a statewide voter registration database?

Yes                      No

If the answer is no, when will your State implement a statewide voter registration database and what progress has been made toward achieving that implementation?

Does the database or any solicitation for such a database include linking disability and social service agencies to the database in a similar manner as the state department of motor vehicles?

Yes

No

**VOTER REGISTRATION DRIVES:**

Please respond to the following questions in the blanks provided below.

51. Does your State allow outside groups to conduct voter registration drives and submit the voter registration applications to the local registration official for processing?

Yes

No

52. How does your State manage the number of applications given to the outside group and the number and timing of the return of those forms by the outside registration group?

53. Does your State use serial numbers on voter registration applications given to outside groups and organizations in order to be able to identify which group or organization handled completed applications that are received by State and local officials?

Yes

No

54. Does your State permit agents of outside groups to be paid compensation for registering voters?

Yes

No

If so, may the agent be paid on the basis of the number of voter registrations submitted?

Yes

No

If payment of a voter registration is prohibited, what is the penalty for violating the prohibition?

**PUBLIC INFORMATION:**

Please respond to the following questions in the blanks provided below.

55. Are voter registration records public information?

Yes

No

56. Are voter registrations available for sale to the public?

Yes

No

**Instructions:**

Please answer every question. Do not leave any questions blank. The appropriate answer may be "0", "none", or "N/A". This survey seeks information only from the State level.

