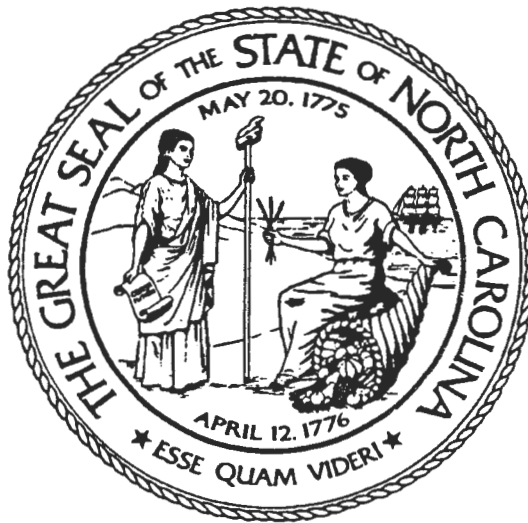


**LEGISLATIVE  
RESEARCH COMMISSION**

---

**VOTER PARTICIPATION**



**REPORT TO THE  
1991 GENERAL ASSEMBLY  
OF NORTH CAROLINA  
1992 SESSION**

**A LIMITED NUMBER OF COPIES OF THIS REPORT IS AVAILABLE  
FOR DISTRIBUTION THROUGH THE LEGISLATIVE LIBRARY.**

**ROOMS 2126, 2226  
STATE LEGISLATIVE BUILDING  
RALEIGH, NORTH CAROLINA 27611  
TELEPHONE: (919) 733-7778**

**OR**

**ROOM 500  
LEGISLATIVE OFFICE BUILDING  
RALEIGH, NORTH CAROLINA 27603-5925  
TELEPHONE: (919) 733-9390**

TABLE OF CONTENTS

Letter of Transmittal..... i

Legislative Research Commission Membership.....ii

Membership of the LRC Committee on  
Voter Participation.....iii

PREFACE..... 1

COMMITTEE PROCEEDINGS..... 3

FINDINGS AND RECOMMENDATIONS..... 5

APPENDICES

Relevant portions of Chapter 754 of the 1991  
Session Laws authorizing the study and  
House Bills 104, 105, and 106 of the 1991  
Session..... A

Summary of North Carolina Laws on Voter Registration ..... B

Survey of Other States' Laws..... C

Report on Number of Voter Registration Officials  
in Every North Carolina County..... D

Voter Participation Statistics..... E

Statement from People for the American Way ..... F

Statement from North Carolina Center  
for Public Policy Research ..... G

Statement from Election Boards Association  
of North Carolina..... H

Proposals by Alex K. Brock,  
Executive Secretary-Director,  
State Board of Elections..... I

Proposals by Secretary of State Rufus L. Edmisten..... J

Fiscal Reports ..... K

Legislative Proposal I -- A BILL TO BE ENTITLED  
AN ACT TO IMPROVE VOTER PARTICIPATION.  
and a Summary of the Bill..... L

Legislative Proposal II -- A BILL TO BE ENTITLED  
AN ACT TO PROVIDE ASSISTANCE TO VOTERS WHOSE  
HEARING AND SIGHT ARE IMPAIRED.  
and a Summary of the Bill..... M

STATE OF NORTH CAROLINA  
LEGISLATIVE RESEARCH COMMISSION  
STATE LEGISLATIVE BUILDING  
RALEIGH 27611

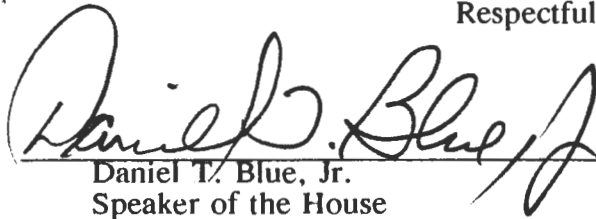


May 26, 1992

TO THE MEMBERS OF THE 1991 GENERAL ASSEMBLY (SECOND SESSION):

The Legislative Research Commission herewith submits to you for your consideration its interim report on Voter Participation. The report was prepared by the Legislative Research Commission's Committee on Voter Participation pursuant to Section 2.1(65) of Chapter 754 of the 1991 Session Laws.

Respectfully submitted,

  
Daniel T. Blue, Jr.  
Speaker of the House

  
Henson P. Barnes  
President Pro Tempore

Cochairmen  
Legislative Research Commission

1991-1992

LEGISLATIVE RESEARCH COMMISSION

MEMBERSHIP

President Pro Tempore of  
the Senate  
Henson P. Barnes, Cochair

Senator Frank W. Ballance, Jr.  
Senator Howard F. Bryan  
Senator J. K. Sherron, Jr.  
Senator Lura Tally  
Senator Russell G. Walker

Speaker of the House of  
Representatives  
Daniel T. Blue, Jr., Cochair

Rep. Marie W. Colton  
Rep. W. Pete Cunningham  
Rep. E. David Redwine  
Rep. Frank E. Rhodes  
Rep. Peggy M. Stamey

**MEMBERSHIP OF LRC COMMITTEE ON VOTER PARTICIPATION.**

**LRC Member:** Rep. Frank E. Rhodes  
4701 Whitehaven Rd.  
Winston-Salem, NC 27106  
(919) 924-2878

**President Pro Tempore's Appointments**

Sen. Ralph A. Hunt, Cochair  
1005 Crete Street  
Durham, NC 27707  
(919) 682-5259

Sen. John D. Carter  
Route 9, Box 994  
Lincolnton, NC 28092  
(704) 735-3861

Sen. Roy A. Cooper, III  
P.O. Drawer 4538  
Rocky Mount, NC 27803  
(919) 442-4170

Sen. Herbert L. Hyde  
P.O. Box 7266  
Asheville, NC 28802  
(704) 255-0975

Ms. Polly Jenkins  
404 W. Aycock Street  
Raleigh, NC 27608  
(919) 834-3796

Mr. Clarence Lightner  
717 Delaney Drive  
Raleigh, NC 27610  
(919) 834-6397

Sen. Russell G. Walker  
1004 Westmont Drive  
Asheboro, NC 27203  
(919) 625-2574

**Staff Counsel:**

Mr. William R. Gilkeson (919)733-2578  
Mr. Gerry F. Cohen (919)733-6660

**Speaker's Appointments**

Rep. Henry M. Michaux, Jr., Cochair  
P.O. Box 2152  
Durham, NC 27702  
(919) 596-8181

Rep. Anne C. Barnes  
313 Severin Street  
Chapel Hill, NC 27516  
(919) 967-7610

Rep. John R. Gamble, Jr.  
P.O. Box 250  
Lincolnton, NC 28093  
(704) 735-5452

Rep. Herman C. Gist  
442 Gorrell Street  
Greensboro, NC 27406  
(919) 274-0701

Rep. Robert Grady  
107 Jean Circle  
Jacksonville, NC 28540  
(919) 455-9359

Rep. J. Arthur Pope  
3401 Gresham Lake Road  
Raleigh, NC 27615  
(919) 876-6000

Ms. Pat Spearman  
3508 Andrews Lane  
Raleigh, NC 27607  
(919) 781-0041

Rep. Peggy M. Stamey  
6201 Arnold Road  
Raleigh, NC 27607  
(919) 851-0495

Rep. Dennis A. Wicker  
P.O. Box 309  
Sanford, NC 27330  
(919) 775-7119

**Clerk:**

Ms. Bonnie McNeil

## PREFACE

The Legislative Research Commission, established by Article 6B of Chapter 120 of the General Statutes, is a general purpose study group. The Commission is cochaired by the Speaker of the House and the President Pro Tempore of the Senate and has five additional members appointed from each house of the General Assembly. Among the Commission's duties is that of making or causing to be made, upon the direction of the General Assembly, "such studies of and investigations into governmental agencies and institutions and matters of public policy as will aid the General Assembly in performing its duties in the most efficient and effective manner" (G.S. 120-30.17(1)).

At the direction of the 1991 General Assembly, the Legislative Research Commission has undertaken studies of numerous subjects. These studies were grouped into broad categories and each member of the Commission was given responsibility for one category of study. The Cochairs of the Legislative Research Commission, under the authority of G.S. 120-30.10(b) and (c), appointed committees consisting of members of the General Assembly and the public to conduct the studies. Cochairs, one from each house of the General Assembly, were designated for each committee.

The study of Voter Participation was authorized by Section 2.1(65) of Chapter 754 of the 1991 Session Laws (1991 Regular Session). The relevant portions of Chapter 754 and of House Bills 104, 105, and 106, which deal with methods to improve voter participation, are included in Appendix A. The Legislative Research Commission placed this study under the direction of Representative Frank E. Rhodes as LRC Member in Charge. The Committee was chaired by Senator Ralph A. Hunt and Representative H.M. Michaux, Jr. The full membership of the Committee is listed on Page iii of this report. A committee notebook containing the committee minutes and all information presented to the committee is filed in the Legislative Library.



## COMMITTEE PROCEEDINGS

The LRC Study Committee on Methods to Improve Voter Participation held five meetings: January 7, 1992; February 4, 1992; March 3, 1992; April 7, 1992; and April 28, 1992.

The first meeting, January 7, was primarily an organizational meeting. Staff Counsel William R. Gilkeson gave a report concerning turnout in North Carolina, emphasizing the low ranking the State has traditionally had among the 50 States in turnout as a percentage of voting-age population. He also outlined the State's laws governing voter registration, and compared them with those of other States. The Co-Chairs set the first Tuesday of every month as the regular meeting date of the Committee. CoChair Michaux directed the Committee's attention to three bills he had introduced to facilitate voter registration:

- \* House Bill 104, to allow people to register on election day at the voting place and vote the same day.
- \* House Bill 105, to add a voter registration form as a detachable part of the drivers license application form, thereby making voter registration a more routine part of any visit to a drivers license office.
- \* House Bill 106, to allow registration by mail.

All three bills are included in Appendix A. House Bills 105 and 106 were given a favorable report by the House Committee on Courts, Justice, Constitutional Amendments and Referenda and rereferred to the House Appropriations Committee.

CoChair Hunt urged support for Senate Bill 193, which would abolish the runoff primary.

It was decided at the January 7 meeting to request a presentation February 4 from Mr. Alex K. Brock, Executive Secretary-Director of the State Board of Elections. Rep. Anne C. Barnes, a member of the Committee, asked that Mr. Brock report to the Committee on the extent to which county boards of elections availed themselves of the discretion they have to appoint special registration commissioners and to do other things that make voter registration easier for their citizens.

Citing the press of business, Mr. Brock sent his regrets to the Committee for being unable to report to the Committee at either its February 4 meeting or its March 3 meeting.

At the February 4 meeting, the Committee heard a presentation from Ms. Jane Dittmann of People for the American Way concerning "First Vote," an educational program supported by her organization. (Appendix F). Mr. Ran Coble, Executive Director of the North Carolina Center for Public Policy Research, reported on a study his organization conducted on low voter participation in North Carolina and proposed certain solutions. (Appendix G).

The Committee decided on February 4 to ask both Mr. Brock and Secretary of State Rufus Edmisten to appear at the March 3 meeting and address the question of Statewide Computerized Voter Registration. The two were thought to differ on the

merit of such a system, and were known to differ on where such a system should be housed administratively if it were established. On March 3, Mr. Edmisten attended and Mr. Brock did not. Mr. Edmisten spoke briefly about Statewide Computerized Voter Registration and more extensively about the need for improved voter education. The Committee asked him to bring to the April 7 meeting a cost estimate of Statewide Computerized Voter Registration.

Also at its March 3 meeting the Committee heard from representatives of three organizations of local elections officials:

- \* the North Carolina Association of Supervisors of Elections (NCASE), representing most supervisors in most counties;
- \* the North Carolina Election Conference, representing supervisors and other election-office personnel in certain counties, chiefly large urban counties; and
- \* the Election Boards Association of North Carolina, representing county election board members. (Appendix H).

The groups indicated an interest in enhanced voter education, but cautioned the Committee to be careful about imposing innovations in voter registration faster than they could be absorbed by the election system. Mr. William B.A. Culp Jr., Supervisor of the Mecklenburg County Board of Elections, urged that no major changes be mandated during the current presidential election year. CoChair Michaux replied that any change enacted in 1992 could be given a postponed effective date.

At the April 7 meeting the Committee heard the following:

- \* a report from Mr. Brock on the number of various registration officials per county. (Appendix D).
- \* 13 proposals from Mr. Brock aimed at improving voter participation. The proposals include registration by mail and state-housed computerized voter registration information. (Appendix I).
- \* a report from Secretary Edmisten on the cost of Statewide Computerized Voter Registration and on voter education/outreach. The proposal was presented by Mr. W. Edward Weems, a consultant. (Appendix J).
- \* a proposal, together with cost estimates (Appendix K) , that the Committee had requested staff to draw up for its consideration. The proposal included mail-in registration, a requirement that drivers license examiners register all persons whether or not they have drivers license business to conduct, and a version of election-day registration suggested by Rep. Barnes that would provide registration on election day only at a central place in a county rather than at all voting places.

Rep. Robert Grady, a member of the Committee, said he felt the chief factor depressing turnout was not the difficulty of registration but the difficulty of voting itself--getting to the polls on election day during the time allotted, given work, parental responsibilities and the other pressures of life. Rep. Grady urged support for Mr. Brock's Early-Voting proposal (Appendix I) to address the problem.

The Committee debated the proposals above and directed staff to prepare a draft report including some but not all of them. The Committee approved the final draft of the report at its April 28 meeting.

## FINDINGS AND RECOMMENDATIONS

- FINDING I:** North Carolina's Low Turnout. The Committee finds that North Carolina's voter turnout as a percentage of voting-age population has consistently placed it in the lower third of the states in general elections since 1948--usually in the lower fourth. (An exception to this rule was the general election of 1990, when the hotly contested U.S. Senate race drew 40.81% of the voting age population, sending the State to the unprecedented high rank of 21st among the states that year. In the 1988 presidential election, North Carolina ranked 47th in turnout as a percentage of voting-age population.) (Please see Appendix E).
- FINDING II:** State and National Decline in Turnout. The Committee finds that North Carolina's turnout as a percentage of voting-age population and of registration has declined along with the nation's since the 1960s. In the 1988 presidential election, just fewer than half of those old enough to vote in America voted; in North Carolina, the turnout was 43.44% that year. (Please see Appendix E).
- FINDING III:** Registration: Improved But Still Low. The Committee finds that North Carolina's percentage of voting-age population that is registered has improved in recent years, so that it approaches the national percentage of about two-thirds. North Carolina ranked 28th in 1988 and 29th in 1990. Nonetheless, the states that rank highest in turnout are typically those that have a much higher percentage of registration. (Please see Appendix E).
- FINDING IV:** Barriers to Registration. The Committee finds that the states that have higher turnout and higher registration tend to be those states that erect fewer barriers to registration than North Carolina does. Particularly, the high-turnout states tend to have adopted voter registration by mail, drivers license registration ("Motor Voter"), and a registration deadline less than a month before election day. (Please see Appendices C and E).
- FINDING V:** Gradual Change. The Committee finds that, although state and local election officials have warned that abrupt changes can wreak havoc in the election system, particularly during a Presidential Election Year, nonetheless elections officials have indicated openness to gradual changes in the direction of removing barriers. The Executive Secretary-Director of the State Board of Elections, for example, has acceded to the idea of registration by mail, a three-week registration deadline, and statewide computerized registration data. Drivers license examiners are already registering thousands of voters per month, and the Division of Motor Vehicles is willing to entertain fine-tuning changes. (Please see Appendix I).

- FINDING VI:** Education and Outreach. The Committee finds that North Carolina lags behind other States in voter education and outreach. The Committee endorses "First Vote," proposed by People for the American Way, as one commendable approach to voter education. (Please see Appendix F).
- FINDING VII:** Special Barriers for Elderly, Disabled. The Committee finds that special barriers exist for elderly and disabled voters that call for special efforts by the State and county to enable them to vote.
- FINDING VIII:** Tying the System Together. The Committee finds that North Carolina has a disjointed election system in which enforcement often varies county by county. As a step toward uniformity, several key election-law participants have advocated some kind of Statewide Computerized Registration System. Among them are the Executive Secretary-Director of the State Board of Elections, the Secretary of State, and the North Carolina Center for Public Policy Research. (Please see Appendices G, I, and J). A dispute has long existed about where such a system should be housed administratively.

**RECOMMENDATIONS:** The Committee recommends that the 1991 General Assembly, in its 1992 Short Session, enact the following:

- \* Voter Registration by Mail, effective July 1, 1993. The applicant would sign a mail-in form under oath, subject to felony prosecution. The applicant would mail it by the 30th day before the election. The county board of elections would mail back a notice of registration to the applicant by nonforwardable mail, using the address on the application. If the notice was twice returned as nondeliverable, the applicant would not be registered. The State Board of Elections would be required to prepare a mail-in application form that would allow the voter to register initially or to change the name, address, or party affiliation on a registration already in effect.
- \* Improved Motor Voter, effective July 1, 1993. The changes would include the ex officio appointment of all drivers license examiners as special registration commissioners, the merger of drivers license applications and voter registration applications into one detachable form, and the requirement that DMV registrations be subject to the regular pre-election registration deadline.
- \* Three-Week Registration Deadline, effective July 1, 1993. The registration deadline for voting in an election would move from 21 working days (four weeks) before an election to 16 working days (three weeks) before an election.
- \* Satellite Voting Precincts for Elderly or Disabled, effective January 31, 1993. The State Board of Elections would be given the authority to approve county board proposals to permit voting by elderly or disabled voters at certain sites

convenient to them within their precinct in addition to the regular voting place in that precinct.

- \* Equipment to Assist the Voter Whose Vision or Hearing Is Impaired, effective July 1, 1992. A \$1,000 appropriation would allow the State Board of Elections to purchase TDD equipment for to assist the voter who vision or hearing is impaired.
- \* Mandated Voter Registration Drive, effective January 31, 1993. The State Board of Elections would be required to initiate a month-long voter registration drive every even-numbered year. Every county board would be required to participate.
- \* Commission to Plan Statewide Registration System, Study Campaign Regulation, effective July 1, 1992. A statutory commission (the "North Carolina Commission to Improve Voter Participation") would be created to design a system of Statewide Computerized Voter Registration and decide where the system would be housed administratively. The 15 members would be appointed by Governor, Speaker, and President Pro Tem. The people who conduct elections at the county level would be guaranteed representation on the Commission. The Commission would also be charged with studying the reform of North Carolina's campaign regulation laws. It is recommended that \$250,000 be appropriated to the Commission for the 1992-93 fiscal year.

APPENDIX A

CHAPTER 754  
SENATE BILL 917

AN ACT TO AUTHORIZE STUDIES BY THE LEGISLATIVE RESEARCH COMMISSION, TO CREATE AND CONTINUE VARIOUS COMMITTEES AND COMMISSIONS, TO MAKE APPROPRIATIONS THEREFOR, TO DIRECT VARIOUS STATE AGENCIES TO STUDY SPECIFIED ISSUES, AND TO MAKE OTHER AMENDMENTS TO THE LAW.

PART I.-----TITLE

Section 1. This act shall be known as "The Studies Act of 1991."

. . . . .

PART II.-----LEGISLATIVE RESEARCH COMMISSION

Sec. 2.1. The Legislative Research Commission may study the topics listed below. Listed with each topic is the 1991 bill or resolution that originally proposed the issue or study and the name of the sponsor. The Commission may consider the original bill or resolution in determining the nature, scope, and aspects of the study. The topics are:

. . .

(65) Methods to Improve Voter Participation.

. . .

Sec. 2.7. Committee Membership. For each Legislative Research Commission Committee created during the 1991-93 biennium, the cochair of the Commission shall appoint the Committee membership.

Sec. 2.8. Reporting Dates. For each of the topics the Legislative Research Commission decides to study under this act or pursuant to G.S. 120-30.17(1), the Commission may report its findings, together with any recommended legislation, to the 1992 Regular Session of the 1991 General Assembly or the 1993 General Assembly, or both.

Sec. 2.9. Bills and Resolution References. The listing of the original bill or resolution in this Part is for reference purposes only and shall not be deemed to have incorporated by reference any of the substantive provisions contained in the original bill or resolution.

Sec. 2.10. Funding. From the funds available to the General Assembly, the Legislative Services Commission may allocate additional monies to fund the work of the Legislative Research Commission.

PART XXI.-----EFFECTIVE DATE

Sec. 21.1. This act is effective upon ratification.

In the General Assembly read three times and ratified this the 16th day of July, 1991.

OVERVIEW ofVOTER REGISTRATION LAWS in NORTH CAROLINA.

William R. Gilkeson, Attorney.  
Research Division, N.C. General Assembly.

1. REGISTRATION REQUIREMENTS. In North Carolina, a qualified person who wishes to vote in an election must register to vote:

- \* By the 29th day before the election. Since 1967. Before that year, 82 counties had a system whereby a voter could register only on 3 successive Saturdays prior to the election. The other 18 counties had full-time registration. § 163-67(a).
- \* In person (not by mail), § 163-72, before one of the following officials:
  - members of the county board of elections. § 163-80(a)(1).
  - the county elections supervisor and full-time deputy supervisors. § 163-80(a)(2).
  - precinct registrars and judges. § 163-67 and 163-80(a)(3).
  - special registration commissioners Since 1981, county boards of elections have been required to appoint special registration commissioners nominated by the chairmen of the 2 major parties. The commissioners may register voters anywhere in the county. Since 1985, each party chair has been empowered to name one commissioner per 2,500 county residents, or 5 commissioners, whichever number is greater, up to 100. The county board has the discretion to appoint additional commissioners without limit. §§ 163-41(b) and 163-80(a)(4).
  - public library employees. Since 1975, libraries have been sites for voter registration. Since 1983, every public library with 4 or more employees must have at least one employee who is authorized to register voters at that library. §§ 153A-272 and 163-80(a)(6). (County boards are advised, based on a 1981 Attorney General's opinion, that only library employees who themselves reside in the county may register anyone to vote.)
  - public high school employees. Since 1983, county boards of elections have been authorized to appoint high school employees designated by the local school board. The school board does not have to designate anyone. Only employees who volunteer may be designated. Those appointed may register voters only while on duty and only at the times and places approved by the school board. § 163-80(a)(7).
  - driver license examiners. Since 1983, the State Board of Elections has been authorized to appoint driver license examiners as special registration commissioners with a duty to register a person who applies for issuance, renewal, or correction of a driver license. The statute does not require that license examiners routinely present driver license applicants with voter registration forms and ask them if they wish to register, but since 1989 the Division of Motor Vehicles has reportedly made it a policy to promote voter registration. Alone among registration officials, these driver license examiners may register a voter regardless of the county where the voter lives. § 163-81.

2. PURGING OF REGISTRATION LISTS. In North Carolina, county boards of elections remove any name from the registration lists if the person has not voted in 2 successive presidential elections and all the elections in between. § 163-69. This formula has been in general use since 1965. In 1981 the General Assembly clarified that this was the formula. Before the voter's name is purged, a notice must be sent to his address. If the voter responds by mail or in person showing he has a valid residence in the county, he is not purged.

3. PENALTY FOR VOTE FRAUD. Fraudulently registering to vote or voting in North Carolina is a Class 1 Felony, which carries a penalty of imprisonment up to 5 years, or a fine, or both. §§ 14-1.1(a)(9) and § 163-275(1).



Table 4. Registration, Absentee Voting, and Voting Procedures by State

State	(1) May All Voters Register By Mail?	(2) How Many Days Before Election Must Voter Register?	(3) Who May Register Absentee?	(4) Who May Vote Absentee?	(5) When Is a Voter's Registration Canceled for Failure to Vote?	(6) Motor- Voter Registration Law?	(7) Public Agency Registration? (at Other Public Offices)
Alabama	N	10	m/o	b,d,s,t	no automatic cancellation	Y	Y
Alaska	Y	30	all	registered voters	after 2 years	N	N
Arizona	N	29	anyone outside state, d	b,d,e,r,s,t, more than 15 miles from polls, age 65 or over	after 1 general election	Y	N
Arkansas	N	20	b,d,s,t	b,d,s,t	after 4 years	N	N
California	Y	29	all	all registered voters	no automatic cancellation, but address confirmation for general election nonvoters	N	N
Colorado	N	25	d,t	b,d,e,r,s,t, elderly	after 2 general elections	Y	N
Connecticut	Y	1 for primary; 21 for general	all	d,r,t	no automatic cancellation	Y	Y
Delaware	Y	21 for primary; 3rd Sat. in Oct. for general	all	b,d,e,r,s,t, absent on vacation	after four years	N	N
Florida	N	30	b,d,e,r,s,t	b,d,e,r,s,t	after 2 years	N	N
Georgia	N	30	anyone outside precinct	b,d,e,r,s,t	after 3 years	N	N
Hawaii	Y	30	anyone unable to register in person	b,d,r,s,t, more than 10 miles from polls	after one primary and one general election	N	N
Idaho	N	10 with county clerk; 17 with precinct registrar	anyone out of country	b,d,e,s,t	after 4 years	N	N
Illinois	N	28	m/o	b,d,e,r,s,t	after 4 years	Y	N
Indiana	N	29	b,d,s,t	b,d,e,s,t	after 4 years	N	N
Iowa	Y	10	all	anyone absent	after 4 years	Y	Y
Kansas	Y	15	all	all registered voters	after 2 general elections	N	N
Kentucky	Y	30	all	b,d,e,s,t	after 4 years	N	N
Louisiana	N	24	d	d,e,s,t	after 4 years	Y	N
Maine	Y	on election day	all	b,d,e,r,s,t	no automatic cancellation	Y	N
Maryland	Y	29	all	anyone absent, d	after 5 years	N	Y
Massachusetts	N	28	d	b,d,e,r,s,t	after 1 year if voter changes address	N	N
Michigan	N	30	d,t	b,d,t	after 6 years	Y	N
Minnesota	Y	21 days or on election day	all	b,d,e,r,s,t	after 4 years	Y	Y
Mississippi	N	30	m/o	b,d,s	after 4 years	N	N
Missouri	N	20	b,d,e,r,s,t	b,d,e,r,s,t	no automatic cancellation	N	N
Montana	Y	30	all	anyone absent, d	after 1 presidential election	Y	N
Nebraska	Y	2 nd Fri. before election day	all	b,d,e,r,s,t	no automatic cancellation	N	N
Nevada	N	30	m/o	b,d,e,r,s,t	after 1 general election	Y	N
New Hampshire	N	10	b,d,e,r,s,t	anyone absent, d	after 2 general elections	N	N
New Jersey	Y	29	all	b,d,e,r,s,t	after 4 years	Y	Y
New Mexico	N	28	anyone out of county	b,d,e,r,t, over 65	after 1 general election	Y	N
New York	Y	60 for primary; 30 for general; shorter if voter moved within state	all	d,t	after 4 years	Y	Y
North Carolina	N	21 working days	m/o	anyone absent	after 2 presidential elections	Y	N
North Dakota	No Registration			anyone eligible	no registration	no registration	
Ohio	Y	30	all	b,d,r,s,t, 62 or over	after 4 years	Y	Y
Oklahoma	N	10	m/o	b,d,t	after 8 years	N	Y
Oregon	Y	20	all	all registered voters	after 2 years	Y	N
Pennsylvania	Y	30	all	b,d,e,r,s,t	after 2 years	Y	Y
Rhode Island	N	30	d	b,d,e,r,s, out of state	after 5 years	Y	Y
South Carolina	Y	30	all	b,d,e,s,t	after 2 general elections	N	N
South Dakota	Y	15	anyone absent	b,d,e,r,s,t	after 4 years	N	N
Tennessee	Y	29	all	b,d,r,s,t	after 4 years	N	N
Texas	Y	30	all	all absent, 65 or over	no automatic cancellation, but address confirmation after 2 years	Y	Y
Utah	Y	5 in person; 20 by mail	all	b,d,r,s,t	after 4 years or at election officials' discretion	N	N
Vermont	Y	17	anyone absent	anyone absent	no automatic cancellation	Y	N
Virginia	N	31	t	b,d,e,r,s,t	after 4 years	N	N
Washington	N	30	m/o	all absent more than 90 days	after 2 years or after 4 years if voter voted in presidential election	Y (in 1992)	Y
West Virginia	Y	30	all	b,d,s,t	after 2 general and 2 primary elections	Y	N
Wisconsin	Y	on election day in person; 13 by mail	all	all unable to go to polls or 70 or over	after 4 years	N	N
Wyoming	N	30 days or on primary day	b,d,e,r,s,t	b,d,e,r,s,t	after 1 general election	N	N
Total	Y:26 N:23	Avg=23 Days for Reg. before general Election			Avg: after 3 years	Y:24 N:25	Y:13 N:36

**KEY**  
The following  
abbreviations  
are used for  
columns 3 and 4:

b = absent on  
business

d = disabled or  
ill, temporarily  
or permanently

e = not absent,  
but prevented  
by employment  
from voting  
at polling  
place

m/o = no absentee  
registration  
except for  
military  
and overseas  
citizens as  
required by  
federal law

r = absent for  
religious  
reasons

s = student

t = temporarily  
out of  
jurisdiction  
for any reason

(Reprinted by permission of N.C. Center for Public Policy Research.)

Source: League of Women Voters; Committee for the Study of the American Electorate; Human SERVE

(North Dakota has no registration)

STATEWIDE INVENTORY OF VOTER REGISTRATION OFFICIALS  
 Issued 4-6-92

Appendix D

County by county analysis of personnel authorized to register voters

COUNTY	OFFICE PERSONNEL	REGISTRARS & JUDGES	SPECIAL COMMISSIONERS	LIBRARY PERSONNEL	DMV PERSONNEL	COUNTY TOTAL
ALAMANCE	9	99	72	16	6	202
ALEXANDER	5	48	20	8	2	83
ALLEGHANY	5	21	7	1	-	34
ANSON	4	36	24	2	1	67
ASHE	5	57	19	-	1	82
AVERY	4	57	5	-	-	66
BEAUFORT	6	84	49	2	3	144
BERTIE	5	27	11	-	2	45
BLADEN	6	51	42	2	2	103
BRUNSWICK	5	66	40	10	2	123
BUNCOMBE	12	158	118	4	11	303
BURKE	7	105	24	3	6	145
CABARRUS	8	99	39	12	6	164
CALDWELL	12	72	50	21	5	160
CAMDEN	4	9	11	-	-	24
CARTERET	6	108	9	8	3	134
CASWELL	4	33	9	5	-	51
CATAWBA	8	117	72	17	7	221
CHATHAM	5	60	22	7	2	96
CHEROKEE	5	48	8	-	1	62
CHOWAN	4	18	11	3	-	36
CLAY	4	27	6	-	-	37
CLEVELAND	6	69	34	17	3	129
COLUMBUS	6	78	234	24	3	345
CRAVEN	5	78	40	12	4	139
CUMBERLAND	11	165	66	64	17	323
CURRITUCK	4	33	2	3	-	42
DARE	5	48	12	3	2	70
DAVIDSON	6	123	43	19	5	196
DAVIE	6	42	20	11	1	80
DUPLIN	5	57	25	-	3	90
DURHAM	11	153	136	70	9	379
EDGECOMBE	5	52	53	12	2	124
FORSYTH	10	285	183	72	18	568
FRANKLIN	5	39	17	5	1	67
GASTON	8	135	107	54	10	314
GATES	4	21	6	-	-	31
GRAHAM	4	15	9	-	-	28
GRANVILLE	5	40	22	17	2	86
GREENE	4	36	5	1	-	46
GUILFORD	26	351	137	74	22	610
HALIFAX	5	90	35	7	3	140
HARNETT	5	66	27	3	3	104
HAYWOOD	7	96	-	17	4	124
HENDERSON	6	99	16	4	5	130
HERTFORD	4	36	26	7	2	75
HOKE	5	39	9	3	1	57
HYDE	4	21	1	-	-	26
IREDELL	6	72	38	9	6	131
JACKSON	5	53	6	2	1	67
JOHNSTON	6	87	45	12	3	153
JONES	4	21	11	-	-	36
LEE	5	33	3	6	3	50
LENOIR	8	66	38	5	5	122
LINCOLN	6	63	35	8	3	115
MACON	5	45	14	3	2	69
MADISON	5	36	16	-	1	58
MARTIN	4	42	14	-	1	61
McDOWELL	5	51	23	4	2	85
MECKLENBURG	19	414	95	203	21	752
MITCHELL	4	33	4	1	1	43
MONTGOMERY	6	45	46	1	1	99
MOORE	6	60	50	12	2	130
NASH	7	69	36	6	6	124

COUNTY	OFFICE PERSONNEL	REGISTRARS & JUDGES	SPECIAL COMMISSIONERS	LIBRARY PERSONNEL	DMV PERSONNEL	COUNTY TOTAL
NEW HANOVER	8	105	72	31	10	226
NORTHAMPTON	4	54	28	1	-	87
ONslow	10	72	17	41	5	145
ORANGE	7	103	68	15	6	199
PAMLICO	4	24	4	7	-	39
PASQUOTANK	6	42	10	-	3	61
PENDER	5	51	22	2	-	80
PERQUIMANS	4	21	8	-	-	33
PERSON	5	43	3	7	2	60
PITT	9	81	94	13	8	205
POLK	4	27	10	-	-	41
RANDOLPH	6	117	86	22	4	235
RICHMOND	4	45	28	7	3	87
ROBESON	8	123	72	7	6	216
ROCKINGHAM	6	93	36	31	4	170
ROWAN	7	120	27	21	6	181
RUTHERFORD	6	90	33	-	3	132
SAMPSON	6	69	28	11	3	117
SCOTLAND	6	47	42	9	2	106
STANLY	6	72	14	10	3	105
STOKES	6	60	35	4	-	105
SURRY	5	140	26	14	6	191
SWAIN	5	15	1	-	1	22
TRANSYLVANIA	7	54	20	10	1	92
TYRRELL	4	15	-	2	-	21
UNION	7	81	64	25	7	184
VANCE	6	44	19	6	3	78
WAKE	15	306	146	152	26	645
WARREN	4	42	18	-	-	64
WASHINGTON	4	18	14	1	1	38
WATAUGA	7	55	8	-	2	72
WAYNE	6	60	34	3	8	111
WILKES	5	90	18	5	3	121
WILSON	5	70	29	8	5	117
YADKIN	5	36	19	5	2	67
YANCEY	4	33	9	-	1	47
<b>TOTALS</b>	<b>622</b>	<b>7,375</b>	<b>3,569</b>	<b>1,362</b>	<b>372</b>	<b>13,306</b>

Prepared and issued by:

North Carolina State Board of Elections

*Alan K. Brock*

Executive Director

Total Commissioners - Democratic - 1,675  
(nominated by party chair)

Total Commissioners - Republican - 1,218  
(nominated by party chair)

Total by county Board - 483

3,376

Appendix E

YEAR TO DATE, REGISTRATION AND TURNOUT, BY STATE

Compiled by Election Data Services, Inc.

Washington, D.C. (202) 789-2004

	VOT AGE POP	REGIST.	HIGHEST OFFICE T/O	ACTUAL T/O	% REG OF VAP	RANK	T/O OF REG*	RANK	T/O OF VAP	RANK	% DROP OFF
1990 North Carolina	5,071,000	3,347,635	2,067,555		66.02	29	61.82	16	40.81	21	
1988 North Carolina	4,913,000	3,432,042	2,134,370		69.86	28	62.19	44	43.44	47	
1986 North Carolina	4,738,000	3,080,990	1,591,330		65.03	34	51.65	37	33.59	39	
1984 North Carolina	4,593,000	3,270,933	2,175,361		71.22	31	66.50	43	47.36	44	
1982 North Carolina	4,424,000	2,674,787	1,321,080		60.46	40	49.89	45	29.86	45	
1980 North Carolina	4,274,000	2,774,844	1,855,833		64.92	39	66.88	44	43.42	47	
1978 North Carolina	4,088,000	2,430,306	1,135,814		59.45	44	46.74	42	27.78	46	
1976 North Carolina	3,907,000	2,553,717	1,678,914		65.36	39	65.74	44	42.97	48	
1974 North Carolina	3,734,000	2,279,646	1,020,367		61.05	40	44.76	42	27.33	45	
1972 North Carolina	3,548,000	2,357,645	1,518,612		66.45	37	64.41	40	42.80	48	
1970 North Carolina	3,043,000	1,899,090	929,948		62.41	40	48.97	41	30.56	47	
1968 North Carolina	2,921,000	1,858,987	1,587,493		63.64	38	85.40	9	54.35	36	
1966 North Carolina	2,798,000	1,933,753	901,978		69.11	29	46.61	40	32.24	46	
1964 North Carolina	2,723,000		1,424,983						52.93	37	
1962 North Carolina	2,647,000		819,155						30.72	40	
1960 North Carolina	2,585,000		1,368,556						52.84	37	
1958 North Carolina	2,517,000		616,409						21.49	39	
1956 North Carolina	2,447,000		1,165,592						47.03	39	
1954 North Carolina	2,352,000		619,034						20.91	39	
1952 North Carolina	2,301,000		1,210,910						52.62	37	
1950 North Carolina	2,278,000		531,131						23.32	39	
1948 North Carolina	2,074,000		258,572						12.17	49	

(All of Appendix E is reprinted by permission of Election Data Services, Inc. of Washington, D.C.)

NOVEMBER, 1990 REGISTRATION AND TURNOUT, BY STATE  
 Compiled By Election Data Services, Inc.  
 Washington, D.C. (202 789-2004)

	1990 VAP (SERIES A)	1990 REG	1990 HIGHEST OFFICE T/O	ACTUAL 1990 T/O	% REG OF VAP	RANK	% T/O HIGH OFF of REG	RANK	% T/O HIGH OFF of VAP	RANK	% DROP- OFF
1990 Alabama	3,060,000	2,374,824	1,215,889		77.61	10	51.20	38	39.73	23	
1990 Alaska	365,000	305,268	194,750	197,540	83.64	6	63.80	12	53.36	4	1.41
1990 Arizona	2,702,000	1,858,941	1,055,406	1,094,735	68.80	24	56.77	27	39.06	25	3.59
1990 Arkansas	1,780,000	1,169,835	696,209		65.72	30	59.51	22	39.11	24	
1990 California	21,709,000	13,478,030	7,699,420	7,899,131	62.08	37	57.12	26	35.47	34	2.53
1990 Colorado	2,475,000	1,921,653	1,022,027	1,046,139	77.64	9	53.18	34	41.29	19	2.30
1990 Connecticut	2,516,000	1,700,871	1,141,101	1,159,361	67.60	25	67.09	7	45.35	14	1.58
1990 Delaware	514,000	299,081	180,152	183,977	58.19	45	60.24	19	35.05	36	2.08
1990 District of Col	477,000	308,105	169,066	171,677	64.59	32	54.87	30	35.44	35	1.52
1990 Florida	10,150,000	6,031,161	3,530,871		59.42	43	58.54	25	34.79	37	
1990 Georgia	4,827,000	2,773,025	1,449,652		57.45	47	52.28	35	30.03	45	
1990 Hawaii	854,000	453,389	453,666	354,144	53.09	48	77.12	1	40.94	20	1.26
1990 Idaho	710,000	540,247	320,610	328,340	76.09	12	59.34	23	45.16	15	2.35
1990 Illinois	8,682,000	6,031,858	3,257,410	3,420,720	69.48	22	54.00	32	37.52	29	4.77
1990 Indiana	4,164,000	2,764,768	1,502,687	1,566,371	66.40	28	54.35	31	36.09	33	4.06
1990 Iowa	2,100,000	1,580,160	983,933	1,004,908	75.24	14	62.27	14	46.85	13	2.09
1990 Kansas	1,864,000	1,204,574	786,096	805,251	64.62	31	65.26	9	42.17	18	
1990 Kentucky	2,778,000	1,854,315	916,010		66.75	27	49.40	41	32.97	41	
1990 Louisiana	3,093,000	2,169,222	1,396,113		70.13	19	64.36	10	45.14	16	
1990 Maine	931,000	871,697	522,181		93.63	1	59.90	21	56.09	1	
1990 Maryland	3,622,000	2,134,732	1,111,088	1,170,867	58.94	44	52.05	37	30.68	44	5.10
1990 Massachusetts	4,598,000	3,213,763	2,341,990	2,424,579	69.89	20	72.87	4	50.93	6	3.41
1990 Michigan	6,870,000	5,892,001	2,564,563	2,641,649	85.76	4	43.53	46	37.33	31	2.92
1990 Minnesota	3,249,000	2,830,649	1,806,777	1,843,104	87.12	2	63.83	11	55.61	2	1.97
1990 Mississippi	1,877,000	1,592,992	368,502		84.87	5	23.13	49	19.63	51	
1990 Missouri	3,893,000	2,747,693	1,352,552		70.58	18	49.22	42	34.74	38	
1990 Montana	581,000	435,900	319,336	326,652	75.02	15	73.26	3	54.96	3	2.24
1990 Nebraska	1,181,000	890,579	593,828	604,195	75.41	13	66.68	8	50.28	7	1.72
1990 Nevada	858,000	516,409	320,743	325,959	60.19	42	62.11	15	37.38	30	1.60
1990 New Hampshire	861,000	658,716	294,819	307,700	76.50	11	44.76	45	34.24	39	4.19
1990 New Jersey	5,986,000	3,717,536	1,938,454	1,998,894	62.10	36	52.14	36	32.38	42	3.02
1990 New Mexico	1,091,000	658,374	411,236	429,509	60.34	41	62.46	13	37.69	28	4.25
1990 New York	13,582,000	8,201,532	4,056,896	4,290,261	60.38	40	49.46	40	29.87	46	5.44
1990 North Carolina	5,071,000	3,347,635	2,069,585		66.02	29	61.82	16	40.81	21	
1990 North Dakota	478,000		233,973	240,301		50		50	48.95	10	2.63
1990 Ohio	8,119,000	5,804,659	3,477,650	3,620,469	71.49	17	59.91	20	42.83	17	3.94
1990 Oklahoma	2,337,000	2,010,684	911,314	929,639	86.04	3	45.32	44	39.00	26	1.97
1990 Oregon	2,128,000	1,476,500	1,112,847	1,133,125	69.38	23	75.37	2	52.30	5	1.79
1990 Pennsylvania	9,221,000	5,659,189	3,052,760		61.37	39	53.94	33	33.11	40	
1990 Rhode Island	771,000	536,773	364,052	375,188	69.62	21	67.82	6	47.22	12	2.97
1990 South Carolina	2,621,000	1,360,082	760,965	793,614	51.89	49	55.95	29	29.03	48	4.11
1990 South Dakota	518,000	420,351	258,976		81.15	8	61.61	17	50.00	8	
1990 Tennessee	3,773,000	2,405,154	790,441		63.75	34	32.86	48	20.95	50	
1990 Texas	12,156,000	7,701,499	3,892,746		63.36	35	50.54	39	32.02	43	
1990 Utah	1,084,000	780,555	442,213	457,983	72.01	16	56.65	28	40.79	22	3.44
1990 Vermont	428,000	350,349	211,422	217,384	81.86	7	60.35	18	49.40	9	2.74
1990 Virginia	4,755,000	2,738,029	1,152,854		57.58	46	42.10	47	24.24	49	
1990 Washington	3,597,000	2,225,101	1,313,217	1,362,651	61.86	38	59.02	24	36.51	32	3.63
1990 West Virginia	1,380,000	884,839	404,305		64.12	33	45.69	43	29.30	47	
1990 Wisconsin	3,617,000		1,379,727			51		51	38.14	27	
1990 Wyoming	329,000	222,331	160,109	164,309	67.58	26	72.01	5	48.66	11	2.56

	1990 VAP	1990 REG	1990 HIGHEST OFFICE T/O	ACTUAL 1990 T/O	% REG OF VAP	RANK	% T/O HIGH OFF of REG	RANK	% T/O HIGH OFF of VAP	RANK	% DROP- OFF
1990 TOTALS (ex. ND & WIS)	182,288,000	121,105,630	66,245,489		66.44		54.70		36.34		
1990 TOTALS (w/ND & WIS)	186,383,000	121,105,630	67,859,189						36.41		

Mail Registration States vs. States that do not allow mail registration

MAIL REGISTRATION STATES (25 St)	103,309,000	66,759,246	36,961,657		64.62		55.36		35.78		
NON-MAIL STATES (23 Stat)	78,979,000	54,346,384	29,283,832		68.81		53.88		37.08		

NOVEMBER, 1988 REGISTRATION & TURNOUT, BY STATE

Compiled By Election Data Services, Inc.

Washington, D.C. (202 789-2004)

	1988 VAP	1988 REG	1988 HIGHEST OFFICE T/O	ACTUAL 1988 T/O	% REG OF VAP	RANK	% T/O of REG	RANK	% T/O of VAP	RANK	% DROP-OFF
1988 Alabama	3,010,000	2,451,494	1,378,476		81.44	12	56.23	48	45.80	41	
1988 Alaska	385,000	293,871	199,108	203,132	76.33	17	67.75	35	51.72	26	1.98
1988 Arizona	2,605,000	1,797,714	1,171,873	1,204,169	69.01	31	65.19	41	44.98	42	2.68
1988 Arkansas	1,761,000	1,203,016	827,738		68.31	32	68.80	34	47.00	39	
1988 California	20,875,000	14,004,873	9,887,065	10,194,539	67.09	34	70.60	30	47.36	37	3.02
1988 Colorado	2,489,000	2,029,518	1,372,395	1,416,265	81.54	11	67.62	37	55.14	15	3.10
1988 Connecticut	2,492,000	1,795,419	1,443,387	1,461,387	72.05	24	80.39	2	57.92	13	1.23
1988 Delaware	490,000	318,362	249,006		64.97	38	78.21	8	50.82	28	
1988 District of Columbia	489,000	299,757	192,877	197,135	61.30	45	64.34	43	39.44	49	2.16
1988 Florida	9,614,000	6,047,347	4,299,149		62.90	43	71.09	28	44.72	44	
1988 Georgia	4,665,000	2,934,487	1,809,657		62.90	44	61.67	45	38.79	51	
1988 Hawaii	824,000	443,742	354,461	368,567	53.85	48	79.88	4	43.02	48	3.83
1988 Idaho	701,000	572,430	408,968	421,213	81.66	10	71.44	26	58.34	11	2.91
1988 Illinois	8,550,000	6,356,940	4,599,120	4,697,192	74.35	19	71.72	25	53.32	22	2.94
1988 Indiana	4,068,000	2,865,852	2,168,621	2,222,811	70.45	26	75.67	14	53.31	23	2.44
1988 Iowa	2,068,000	1,690,093	1,225,612		81.72	9	72.52	22	59.26	9	
1988 Kansas	1,829,000	1,265,958	993,044		69.22	30	78.44	7	54.29	20	
1988 Kentucky	2,746,000	2,026,307	1,322,517		73.79	21	65.27	40	48.16	35	
1988 Louisiana	3,175,000	2,231,857	1,628,202		70.29	27	72.95	21	51.28	27	
1988 Maine	893,000	854,764	555,035		95.72	1	64.93	42	62.15	3	
1988 Maryland	3,491,000	2,310,080	1,714,358		66.17	36	74.21	17	49.11	32	
1988 Massachusetts	4,535,000	3,274,777	2,632,774	2,689,857	72.21	23	80.40	1	58.05	12	2.12
1988 Michigan	6,791,000	5,952,513	3,669,163	3,745,751	87.65	4	61.64	46	54.03	21	2.04
1988 Minnesota	3,161,000	2,916,957	2,096,790	2,125,119	92.28	2	71.88	24	66.33	1	1.33
1988 Mississippi	1,867,000	1,595,826	931,527		85.48	7	58.37	47	49.89	31	
1988 Missouri	3,821,000	2,943,024	2,093,228		77.02	16	71.12	27	54.78	18	
1988 Montana	586,000	505,541	365,694	378,981	86.27	6	72.34	23	62.40	2	3.50
1988 Nebraska	1,167,000	898,959	661,465	678,669	77.03	15	73.58	20	56.68	14	2.53
1988 Nevada	780,000	444,931	350,067	354,261	57.04	47	78.68	6	44.88	43	1.18
1988 New Hampshire	823,000	649,924	451,074	462,503	78.97	14	69.40	33	54.81	17	2.47
1988 New Jersey	5,943,000	4,010,790	3,099,553	3,102,502	67.49	33	77.28	10	52.15	25	.10
1988 New Mexico	1,101,000	674,826	521,287	535,694	61.29	46	77.25	11	47.35	38	2.69
1988 New York	13,480,000	8,581,276	6,485,683	6,636,310	63.66	41	75.58	15	48.11	36	2.27
1988 North Carolina	4,913,000	3,432,042	2,134,370		69.86	28	62.19	44	43.44	47	
1988 North Dakota	483,000		297,261	309,100					61.54	5	3.83
1988 Ohio	7,970,000	6,323,352	4,393,585	4,505,284	79.34	13	69.48	32	55.13	16	2.48
1988 Oklahoma	2,404,000	2,199,014	1,171,036	1,192,815	91.47	3	53.25	49	48.71	33	1.92
1988 Oregon	2,051,000	1,524,446	1,201,694	1,231,179	74.33	20	78.83	5	58.59	10	2.39

E-3

1988 Pennsylvania	9,060,000	5,875,943	4,536,251		64.86	39	77.20	12	50.07	30	
1988 Rhode Island	764,000	548,758	404,569		71.83	25	73.72	19	52.95	24	
1988 South Carolina	2,534,000	1,330,189	986,009		52.49	49	74.12	18	38.91	50	
1988 South Dakota	509,000	440,301	312,991		86.50	5	71.08	29	61.49	6	
1988 Tennessee	3,661,000	2,417,033	1,636,251		66.02	37	67.70	36	44.69	45	
1988 Texas	12,270,000	8,201,856	5,427,410		66.84	35	67.17	39	44.23	46	
1988 Utah	1,078,000	806,934	647,008	661,546	74.85	18	80.18	3	60.02	7	2.20
1988 Vermont	412,000	348,312	245,745	270,148	84.54	8	70.55	31	59.65	8	9.03
1988 Virginia	4,544,000	2,878,718	2,191,609		63.35	42	76.13	13	48.73	34	
1988 Washington	3,417,000	2,499,309	1,865,253	1,923,043	73.14	22	74.63	16	54.59	19	3.00
1988 West Virginia	1,398,000	968,619	653,311		69.29	29	67.45	38	46.73	40	
1988 Wisconsin	3,536,000		2,191,608						61.98	4	
1988 Wyoming	351,000	226,189	176,551	186,417	64.44	40	78.05	9	50.30	29	5.29
1988 TOTALS (ex.ND & WIS)	178,611,000	126,264,240	89,102,617		70.69		70.57		49.89		
1988 TOTALS (w/ND & WIS)	182,630,000	126,264,240	91,591,486						50.15		

-----  
 1988 Election Day Registration States (Maine, Minn., N.D., Wis.) vs. Those States that Require Prior Registration

1988 ELECTION DAY TOTALS	8,073,000		5,140,694						63.68		
1988 NON-ELECTION DAY TOT	174,557,000	122,492,519	86,450,792		70.17		70.58		49.52		

-----  
 1988 National Drop-off Analysis

1988 TOTAL (28 States)	100,011,000	72,298,166	52,089,558	53,375,589							2.41
1988 Based on High Ofc T/O									52.08		
1988 Based on Actual T/O									53.37		

-----

1988 Sources:

1988 VAP (Voting Age Population): Bureau of the Census, Series P-25, Revised Estimates January 1988.

1988 REG (Registration): Each state's Election Office, Reflects number of Registered Voters as of Nov. 1988.

1988 Highest Office T/O (Turn-out): Each state's Election Office, Reflects number of votes cast for Highest Office.

1988 Actual T/O: Each state's Election Office, Reflects total number of persons actually casting ballots.

Notes:

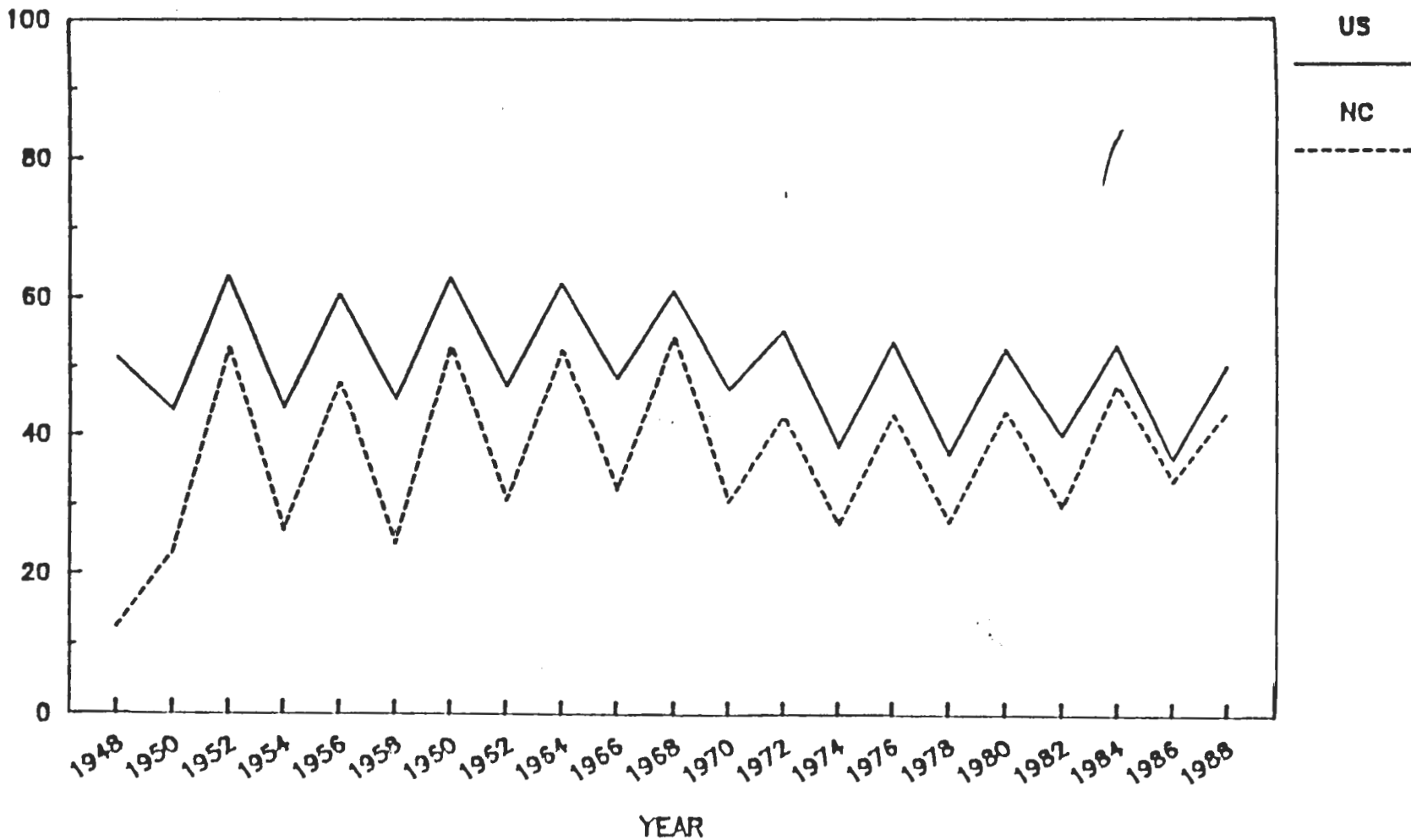
Basis for Rankings: I Reg of VAP=49 States, IT/O of Reg=49 States, IT/O of VAP=51 States.

E-4

# TURNOUT OF VOTING AGE POPULATION

## NORTH CAROLINA COMPARED TO THE NATION

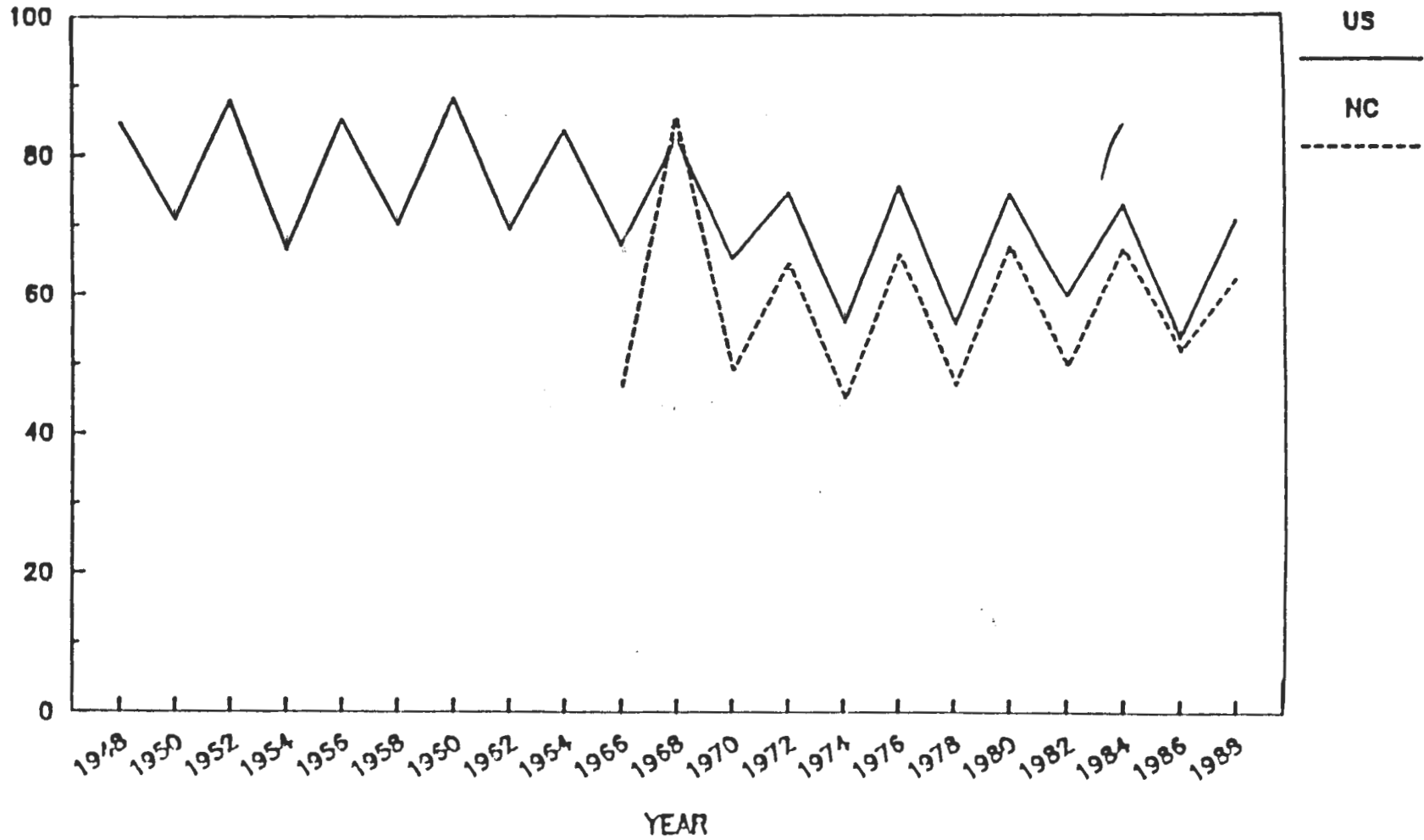
1948 - 1988



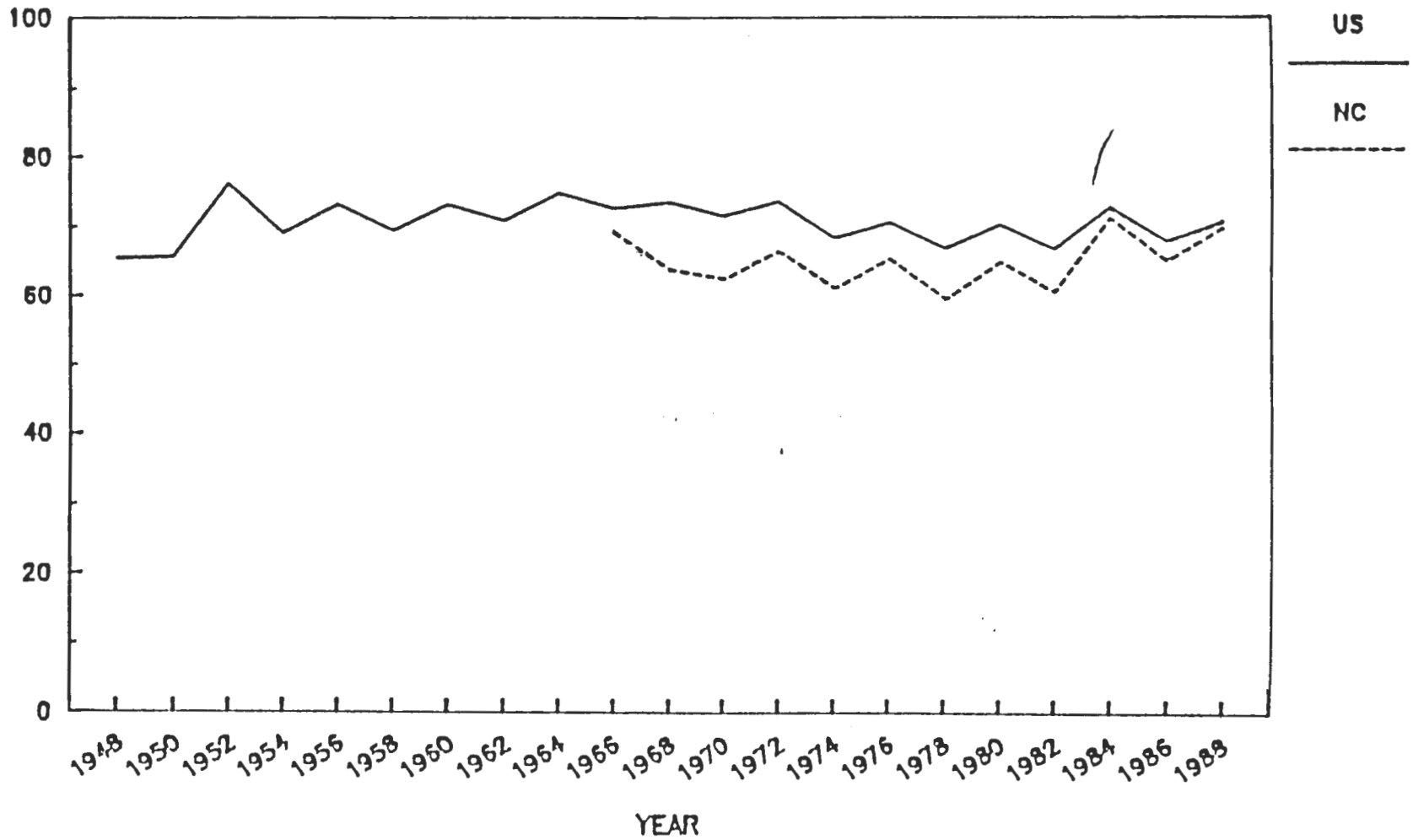
E-5



# TURNOUT OF REGISTRATION NORTH CAROLINA COMPARED TO THE NATION 1948 - 1988



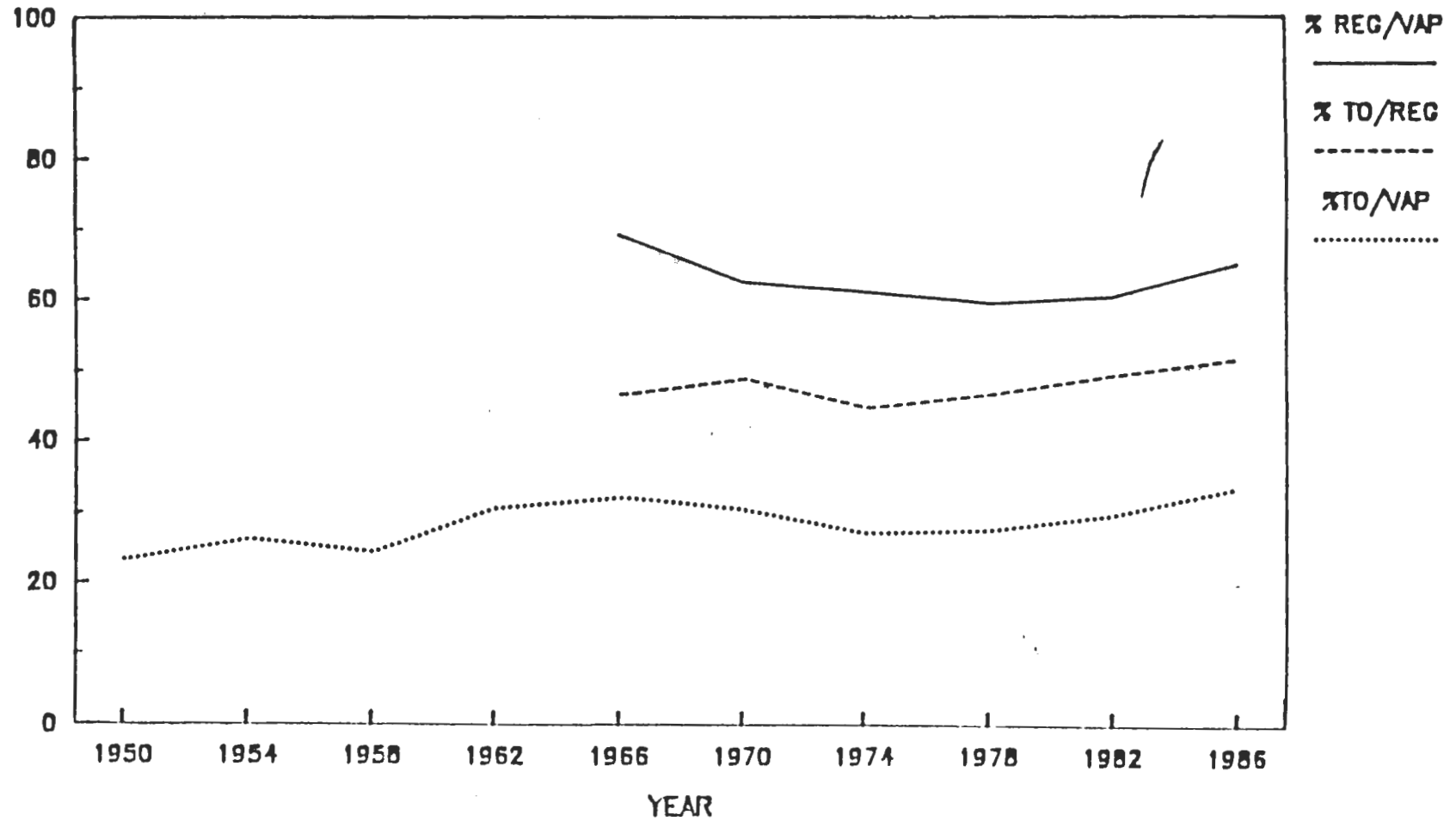
REGISTRATION OF VOTING AGE POPULATION  
NORTH CAROLINA COMPARED TO THE NATION  
1948 - 1988



E-7

# NORTH CAROLINA PARTICIPATION IN ELECTIONS

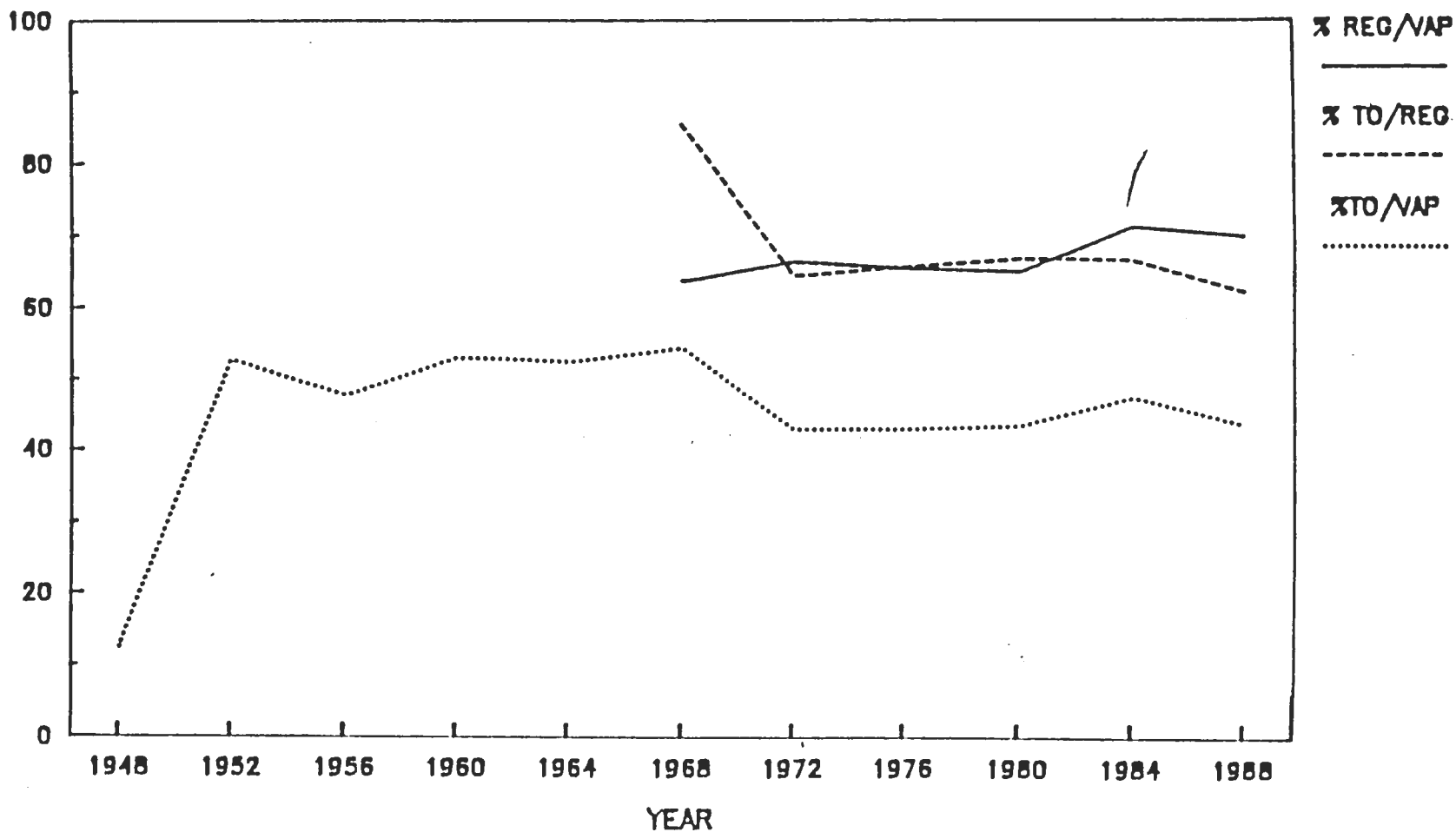
NON-PRESIDENTIAL YEARS: 1950 - 1986



E-8

# NORTH CAROLINA PARTICIPATION IN ELECTIONS

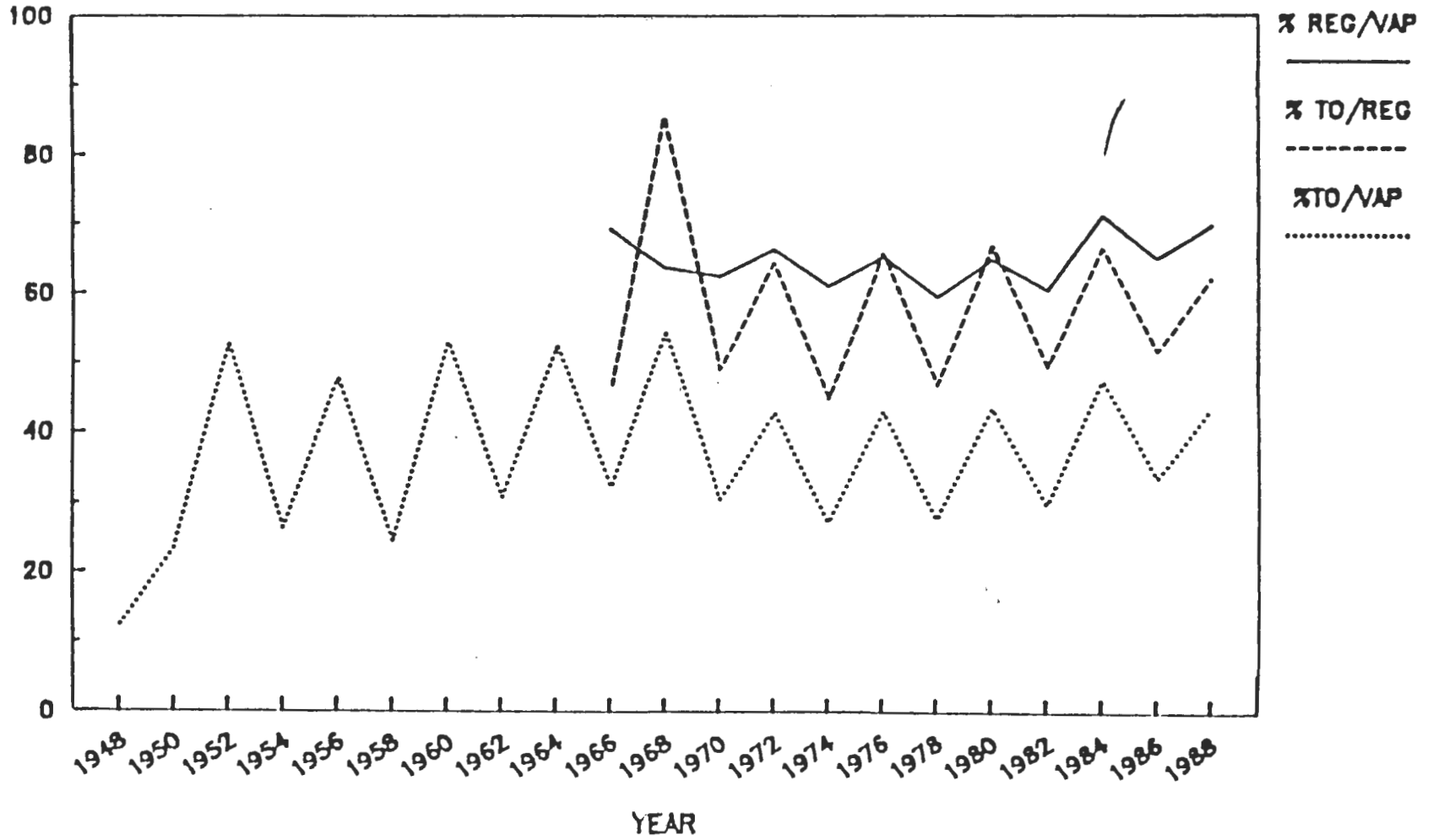
PRESIDENTIAL YEARS: 1948 - 1988



E-9

# NORTH CAROLINA PARTICIPATION IN ELECTIONS

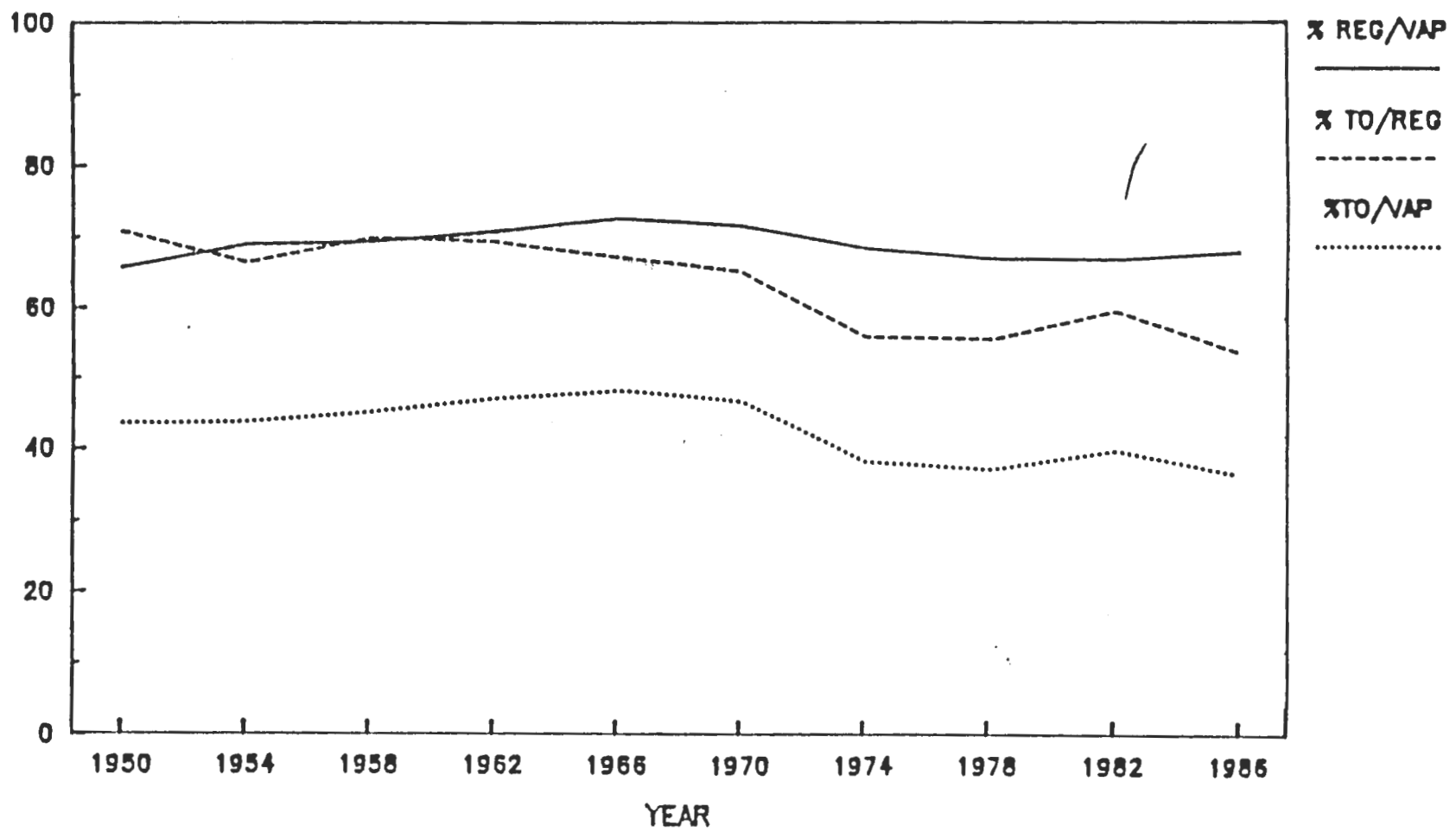
1948 - 1988



E-10

# US PARTICIPATION IN ELECTIONS

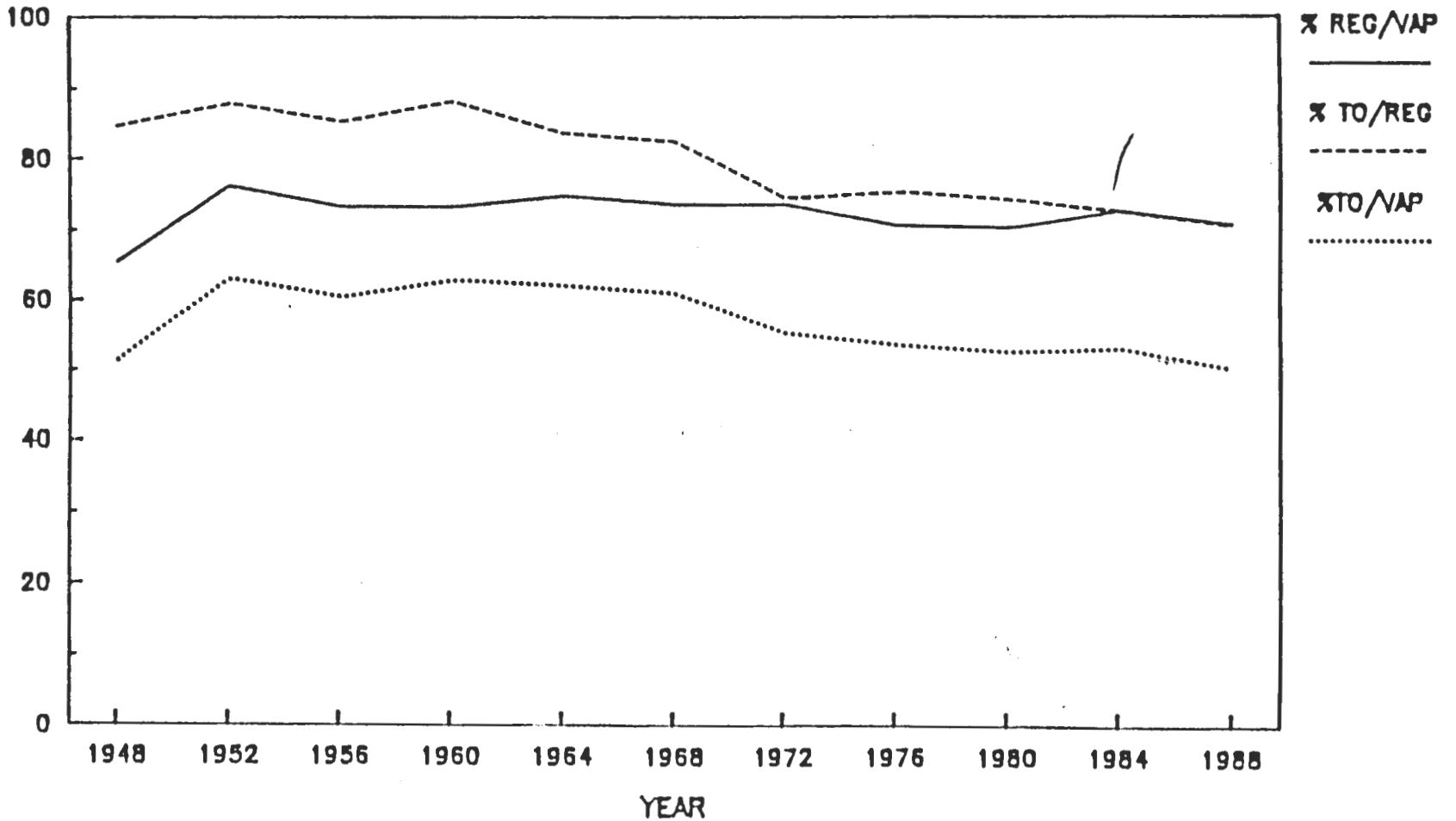
NON-PRESIDENTIAL YEARS: 1950 - 1986



E-11

# US PARTICIPATION IN ELECTIONS

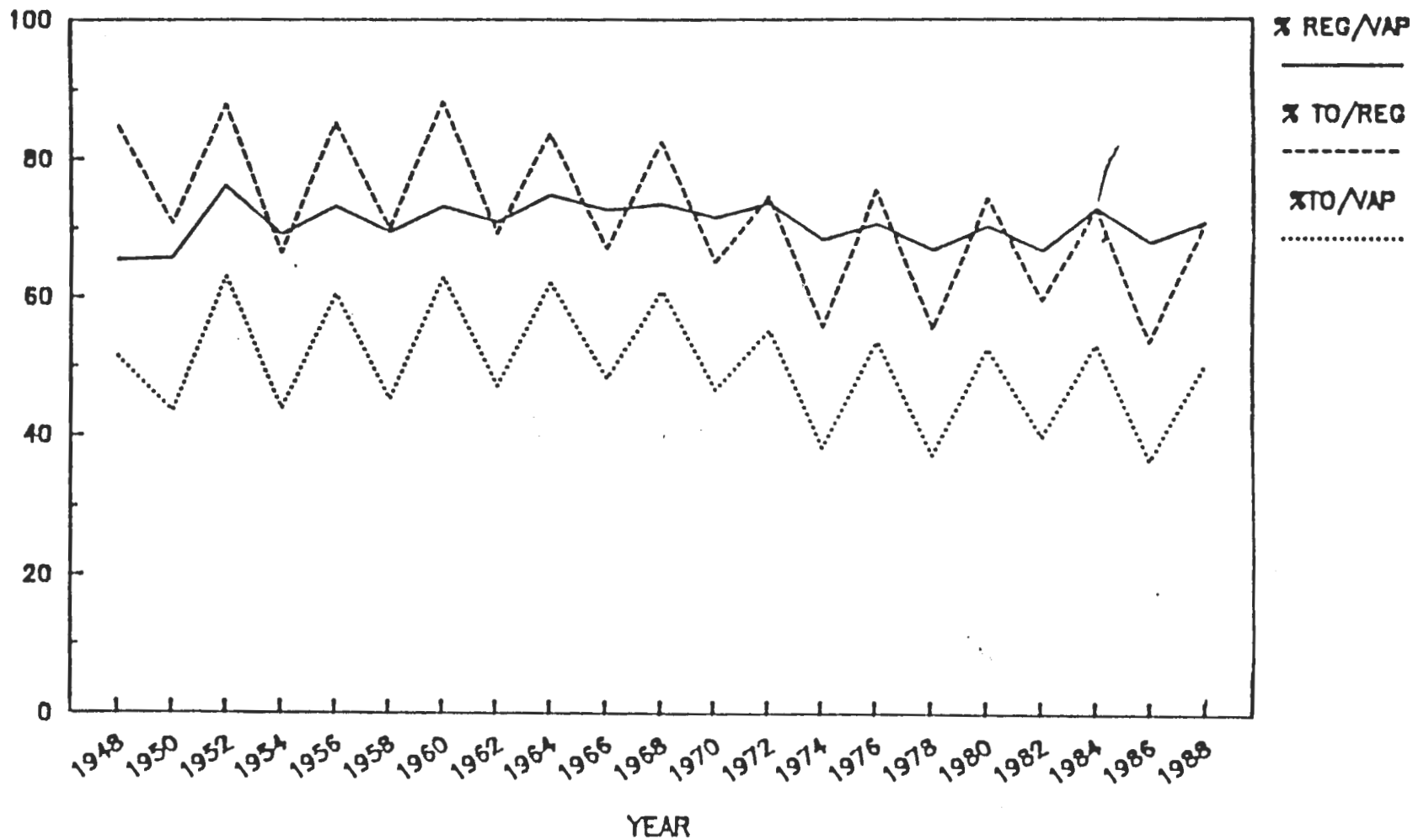
PRESIDENTIAL YEARS: 1948 - 1988



E-12

# US PARTICIPATION IN ELECTIONS

1948 - 1988



E-13



# Appendix F

Remarks to the Legislative Study Commission on Voting  
2\4\92

Jane Dittmann, Deputy Director, People For the American Way  
in North Carolina

Thank you to chair and members of Study Commission.

Will be sharing a voter education/registration initiative which has the potential to significantly improve participation in our state.

People For the American Way in North Carolina is a statewide, non-partisan constitutional liberties organization dedicated to protecting First Amendment freedoms and promoting civic participation.

For years we have conducted public education campaigns on voting to raise public awareness and promote participation in this area. Our efforts have focused upon both:

- improved accessibility to registration and

- voter education about the significance of voting and other forms of civic participation

Examples of our long-standing advocacy and activities in this area include:

1. Monitoring and endorsing legislative initiatives which improve access to registration opportunities such as motor voter, mail in and same day registration.

2. Educational campaigns that have included:

- letters and op-eds published in newspapers across the state encouraging more North Carolinians to participate in the democratic process. We have shared registration and participation data with thousands through these articles and have heightened awareness of the downward spiral in civic participation.

- in collaboration with the Council of Churches, Project Vote and numerous other organizations we have distributed printed information on voting for further distribution and discussion within these groups own communities. We have also offered speakers and information on registration opportunities to further enhance public awareness and participation.

As a state affiliate of a national organization we also benefit from national initiatives developed to address this issue, which can be utilized effectively in North Carolina. One such initiative which has already demonstrated success in other regions arose out of research conducted by People For which examined the causes of public cynicism towards participation in the political process.

-In 1989 People For published Democracy's Next Generation, to focus particularly on the civic disengagement of young people. Registration and participation among this group is the lowest of any in the nation. Only 1/3 went to the polls in the 1988 presidential election. The report which summarized the research was both disturbing (i.e. only 12% of young people linked voting with citizenship) and revealing of how the problem might best be addressed.

-While young people surveyed viewed their rights in a democracy as inviolate, and their duties as non-existent, the report also revealed that they were learning citizenship from the adults around them -- their parents and teachers.

-**First Vote** was created to assist the educational system in becoming more effective in imparting the skills and knowledge of citizenship.

How does the project work?

Three components: Video, six lesson teaching unit and on site registration.

How is it implemented?

Most effectively through coalitions demonstrating community, or statewide support for the issue. In October, **First Vote** was successfully presented in the Charlotte/Mecklenburg school system through a coalition of People For, school system officials, the League of Women Voters and local elections officials. The project has become a part of the curriculum in the senior year and in its first presentation registered 400 young people to vote.

Progress of the project nationally?

It has been enthusiastically embraced by at least 5 other states including Florida, Minnesota and Ohio. In the latter it has received the endorsement of each state's Secretary of State who are spearheading the efforts to promote the project.

Plans For NC?

The success of **First Vote** in Charlotte has demonstrated its value to the rest of our state. We are currently working with the various statewide groups such as the League of Women Voters, the NC Bar Association and the Association of Classroom Teachers to develop a collaborative effort for statewide expansion.

We ask that this committee provide its endorsement of **First Vote** to help ensure its success in North Carolina.

We know that each year 64,000 students graduate from our public schools. It is our hope that in addition to leaving school with

diplomas that they also be registered to vote. We believe that **First Vote** can have a significant impact in our state and can strengthen participation in civic affairs at the local and national level.

#### WHAT IS PEOPLE FOR THE AMERICAN WAY IN NORTH CAROLINA?

People For/NC was incorporated in 1983 as a non-partisan, non-profit, 501(c)(3) education-oriented citizen's organization dedicated to protecting the democratic principles of free expression, religious liberty, equal justice under the law and civic participation. As an affiliate of national People For the American Way, we work to promote and preserve our national heritage of tolerance, pluralism and liberty.

#### WHAT IS THE MISSION STATEMENT OF PEOPLE FOR THE AMERICAN WAY/NC?

Our mission is to educate all North Carolina citizens to help them understand and benefit from their rights and obligations under the Constitution. Our programs and activities raise public awareness and promote positive community action, civic participation and public service.

#### HOW IS THE MISSION STATEMENT CARRIED OUT IN NORTH CAROLINA?

Our work takes many forms including advocacy, community organizing, technical assistance, outreach and an ongoing commitment to respond to emerging issues in the public policy arena. We are especially committed to helping young people develop the skills and knowledge to become active and informed citizens. Recent activities include:

- In October, 1991 over 400 young people were registered to vote when First Vote was presented in Charlotte/Mecklenburg schools through a collaborative effort of People For/NC, the League of Women Voters, school system officials and the board of elections. The program will be repeated each year in Senior Economics classes.
- By February, 1991 over 8,000 middle and high school students had participated in NC STAR, People For's unique civic education program which stresses social responsibility and provides college student role models to younger students in the public schools. NC STAR has been endorsed by the North Carolina Association of Educators.
- We have made numerous public appearances to educate young people about their rights and responsibilities in our democracy, including Boy's State at Wake Forest University and the Bill of Rights Teach-In at Duke University School of Law.

#### HOW IS PEOPLE FOR NC FUNDED?

Our NC office is supported by contributions from our membership (more than 6,000 North Carolinians) and from charitable foundations such as the Z. Smith Reynolds Foundation, the Mary Reynolds Babcock Foundation, the Community Foundation of Western North Carolina, the Foundation for the Carolinas, the James G. Hanes Fund/Foundation and the McClure Educational and Development Fund. Corporate supporters have included Duke Power and Mechanics and Farmers Bank.

PRESENTATION TO THE LEGISLATIVE RESEARCH COMMISSION  
ON METHODS TO IMPROVE VOTER PARTICIPATION

By Ran Coble  
Executive Director, N.C. Center for Public Policy Research  
Tuesday, February 4, 1992

Good morning. I want to thank you for inviting us to be with you today. For those of you who are unfamiliar with the North Carolina Center for Public Policy Research, we are a private nonprofit corporation with a goal of doing research for citizens and policymakers on how well their state government works. We try to combine good solid research with readable English, and we publish some of that research in our quarterly magazine, North Carolina Insight. Our 32-member Board of Directors is set up exactly like the population of North Carolina in terms of proportions of Democrats and Republicans, males and females, blacks, whites, and Indians, from the east, west, and Piedmont.

We have been invited here today to give you a briefing on our study of voter participation in North Carolina, which became the basis of an article published in the June 1991 issue of Insight; a copy of which you received at your first meeting.

Today, I want to share three things with you: First, I want to tell you why we undertook the study. Second, I'll tell you what we found. And third, I'll give you some policy recommendations we hope you'll consider.

I. WHY THE CENTER UNDERTOOK A STUDY OF VOTER PARTICIPATION IN N.C.

Why did the N.C. Center for Public Policy Research undertake a study of voter participation in North Carolina? The answer to that goes back to 1990 when our Board looked at the 1990 elections and saw that the following had occurred:

- There were not enough registration books in some precincts in Guilford County;

- There were machines that wouldn't work in Durham County;
- There was a shortage of ballots in Orange County;
- There were long lines in urban areas like Raleigh and Charlotte;
- There were questionable attempts at voter intimidation and last-minute court orders to keep polls open late;
- There were a handful of lawsuits; and
- All that was set against a history of low voter turnout in the state, which has been declining since 1968.

As a result of these events, the Center's Board voted to have us conduct a study of voter participation and elections in North Carolina. It took us about 9 months to complete the study. More than 30 people were invited to review our findings, analysis, and recommendations prior to final publication -- including legislators, the heads of both political parties, the Executive Director and members of the State Board of Elections, local elections supervisors, and interested citizens. The final study was then published in Insight magazine.

## II. FINDINGS

I'd like to summarize the findings from the Center's research now:

The good news is that between 1970 and 1990, the number of people registered to vote in North Carolina rose by nearly 42% (from 1,945,987 to 3,347,635), while the state's population was rising by 23% (from 5.1 million to 6.6 million). So voter registration rolls rose almost 20% faster than the growth in the state's population.

Second, in the words of the U.S. Census Bureau, "One clear-cut finding of the data is that once people register, they overwhelmingly go to the polls" in presidential elections.

And, the third piece of good news was a report by the Committee for the Study of the

American Electorate that the North Carolina voter turnout in 1990 was "probably the highest mid-year turnout since 1920."

On the other hand, there was even more bad news:

- Less than three-fourths of North Carolina's eligible population registers to vote; and
- Even fewer -- barely 4 out of every 10 voters -- go to the polls regularly;
- North Carolina has the fourth worst voter turnout rate in the country -- only Hawaii, South Carolina, and Georgia were worse in the 1988 presidential election; and
- We always trail most of the South in voter turnout, the South trails the rest of the country, and the United States trails almost all other democracies.

We also found an elections system that can best be described as hodge-podge.

- There is a startling lack of uniformity in the ways the 100 counties go about recording citizens votes. There are at least 5 different voting systems. If you voted in Co-Chairs Michaux and Hunt's home county of Durham or in Randolph County, Senator Walker, or Lee County, Representative Wicker, or in Wake County -- home to Representatives Pope and Stamey and to citizen members Spearman, Lightner, and Jenkins -- you'd vote by lever-operated mechanical voting machines. If you went to Nash County, where Senator Cooper lives, or Orange County, where Representative Barnes lives, or to Lincoln County -- the home of Representative Gamble and Senator Carter -- you'd find optical scanner devices. If you went to Buncombe, Forsyth, or Onslow counties -- home to Senator Hyde, Representative Rhodes, and Representative Grady, respectively -- you'd vote by computer punch cards. In Representative Gist's home county of Guilford, you'd vote by electronic devices. Meanwhile, seventeen (17) other counties are still voting by paper ballot.

If that isn't bad enough, some counties use more than one voting method. Buncombe, for example, uses both punch cards and mechanical devices, Franklin uses both optical scanners and

electronic devices, and Stokes uses 2 different types of optical scanners, plus paper ballots as a back-up system. As state elections director Alex Brock summarized it for us, "The last time we had a uniform system of voting in North Carolina was when we had only paper ballots," which was in the 1940s.

There is also no statewide standard for how many voter registration books or voting machines must be in each precinct. For example, the practice in Guilford County is to provide an electronic machine for every 400 voters registered, while Durham County uses a standard of one machine for every 500 voters, and even that wasn't enough in 1990.

In addition to those research findings, we published statistics on voter participation in all 50 states, for every county in North Carolina, and for every democracy. With those findings in mind, I want to move to our recommendations.

### III. WHAT DOES THE CENTER RECOMMEND?

When you have the fourth worst voter turnout rate in the country, we at the Center think you have a powerful reason to experiment and try things that have a good chance of improving North Carolina's record in this basic test of democracy.

Based on the practices of other states and on the experience of state and local officials in operating North Carolina's elections -- but recognizing the current budget problems facing the state -- the Center recommends 10 steps the state should take to achieve two goals: (A) to stimulate voter registration, and (B) to increase citizen participation in elections and improve the elections process. Our voter registration recommendations include:

#### Goal A. The N.C. General Assembly should enact legislation to stimulate voter registration.

1. The General Assembly should enact legislation allowing mail or postcard registration for new voters. Twenty-six (26) states register voters by mail, and the results in those states have been



good. In the 1988 election, the top 10 states in terms of voter turnout all had mail registration programs. House Bill 106, which provides for postcard registration, is pending in the House Appropriations Committee, and we are here today to state our support for this bill. We understand state elections director Alex Brock is also in favor of it. The General Assembly's Fiscal Research Division estimates postcard registration would cost only about \$116,000 for the 1991-93 biennium.

2. The N.C. General Assembly should approve appropriations to revive the Computerized Voter Registration File begun in 1987 in the Department of the Secretary of State and consider transferring it to the State Board of Elections. We think the file would assist state election officials in clearing up any questions about mail registration. State Elections Director Brock has said a central registry would be needed to simplify administration and prevent fraud in mail registration and that the Computerized Voter Registration File would be vital to a successful program of mail registration. The computer file is already authorized by state law, but would require new appropriations to breathe life into it. The Secretary of State's Office said two years ago that it would need only \$35,000 in new state funds to determine how to improve the file, and only \$60,000 to provide assistance to the counties to set up the file properly.

3. The legislature should improve the state's existing motor-voter program by making voter registration applications a part of the license and vehicle permit process. House Bill 105, also pending in the House Appropriations Committee, would make this change. The Fiscal Research Division estimated that expanding the motor-voter program would cost only \$166,200 for the 1991-93 biennium.

We think our research merits your endorsing this bill also. States with motor-voter registration programs have shown good results in recent elections. In the 1988 election, all of the top three states in terms of voter turnout had motor-voter registration, and North Carolina's

existing motor-voter program has become a significant source of new registrations, state officials say. In fact, Alex Brock says "The greatest single producer of new registrations is now DMV [Division of Motor Vehicles]."

But the program could do a better job enrolling new voters by making a voter registration application a part of the same government form that is used for driver's license and motor vehicle permits. The General Assembly also should make voter registration services available to any citizen who goes to Division of Motor Vehicle offices, regardless of whether those persons have other business with DMV. Under the current program, citizens can register to vote at DMV offices only if they have other business with the division, such as a driver's license exam, renewal, or change of address.

4. The state should enact legislation extending voter-registration programs by requiring public agencies -- such as county departments of social services and public health -- to offer registration assistance, and provide funds to pay for personnel to offer that service. North Carolina has already extended its voter registration programs to motor vehicle offices and to public libraries, and would benefit from extending them to other public agencies as well -- including schools, social services offices, health departments, and similar public agencies.

In a minute, Jane Dittman is going to talk with you about her work with schools in her First Vote Program, and I commend that work to you. Though we cannot give you comprehensive research data on the effect of working within schools, we did include a description of an experiment called Kids Voting in which Arizona is trying to increase voting rates. In the very first election after Kids Voting started, voter participation went up. And, I had the opportunity recently to interview Oscar Arias, the Nobel Peace Prize winner and former President of Costa Rica. Costa Rica has a 90% voter participation rate, and I asked Arias what we could do in this country to improve participation in our democracy. His answer was "You've got to make it a habit from a

very young age." Kids Voting and First Vote may do that.

To return to our research after that aside, thirteen (13) states have such programs of using other public agencies to register voters. Of the top 10 voting states in the 1988 elections, five were states that registered voters at such public offices. In extending voter registration services, however, the state will incur some expenses in personnel time and staff training for those who will perform the registration services.

5. **The General Assembly should move deadlines for registering to vote closer to elections - preferably from the current 15 days prior to an election to either 7 or 10 working days prior to an election.** This would allow registration by those voters who get motivated to vote only during the final days of an election campaign. Sixteen states have shorter registration deadlines than North Carolina. Four of the top-10 voting states in 1988 either allowed voters to register as late as election day, or did not require registration at all, while two other of the top-10 voting states had deadlines of 10 days or fewer. Senator Hyde's Senate Bill 485, passed last session, changed the deadline from 21 days before election day to 15 days before election day, so you're moving in the right direction. Also, motor-voter registrars and other public agency registrars should be required to offer voter registration services using the same deadlines for registration.

Now no matter what one thinks about North Carolina law, it is better than one obscure law Arkansas law that makes you think, "Now wait a minute!" According to Arkansas law, Section 4761, Pope's Digest: "No person shall be permitted under any pretext whatever, to come nearer than fifty feet of any door or window of any polling room from the opening of the polls until the completion of the count and the certification of the returns." Which kind of makes it hard to vote, doesn't it?

The 5 recommendations I mentioned above are aimed specifically at improving the voter registration process. But there are key steps the state should also take to improve the voting process itself and make it easier for our people to vote. The Center's voting process recommendations include:

Goal B. The N.C. general Assembly should adopt new legislation to improve the voting process and increase citizen participation in elections.

6. The General Assembly should create a new state elections policy that would phase in a uniform system of casting votes in each of the 2,416 precincts spread over the 100 counties, while maintaining substantial local control of elections. State Elections Director Alex Brock has recommended on four occasions -- 1969, 1973, 1981, and 1987 -- that North Carolina adopt a uniform system of voting, and has called on the state to provide half the funding. Brock estimates that such a system would cost the state at least \$30 million and the counties an equal sum. Because of limited funds in 1991 and 1992, the legislature should adopt a goal of switching to a uniform system over an eight-year period, so that by the general election of the year 2000, the state would have its first uniform system of voting since the 1940s when all 100 counties used paper ballots. Such a system should include a statewide standard for registration books, voting machines, and other equipment and materials to be available in each precinct on voting day.

7. The General Assembly should create a study commission -- comprising members of the legislative, executive, and judicial branches, local elections officials, local government officials, and the general public -- to study what sort of election system would be best for North Carolina in the 21st century, and how high-technology applications might improve the voter registration and voting process. We recommend that you recommend such a study commission to the short session and ask that it report to the 1995 General Assembly. And the Center recommends that you consider having the state adopt a goal of registering 90 percent of voting-age North Carolinians by the year

2000 and of increasing presidential election-year turnout to 65 percent of the voting age population.

These are high goals, but I hope you're as tired as I am of North Carolina being in the bottom five of everything -- like voter turnout. I want us to be in the top five and hope you do too.

Thank you for letting me be with you this morning.

Table 3. Population and Voting Statistics by N.C. County for 1990 General Election

County	Total Population	Voting Age Population	Number of Voting Age as % of Total	Number of Registered Voters	Registered Voters as % of Eligible	Votes Cast	Voters as % of those Registered	Voters as % of those Eligible
Alamance	108,213	84,538	78.1%	55,675	65.9%	36,252	65.1%	42.9%
Alexander	27,544	20,771	75.4%	18,059	86.9%	12,599	69.8%	60.7%
Alleghany	9,590	7,535	78.6%	5,912	78.5%	4,072	68.9%	54.0%
Anson	23,474	17,130	73.0%	11,352	66.3%	7,241	63.8%	42.3%
Ashe	22,209	17,406	78.4%	14,724	84.6%	9,566	65.0%	55.0%
Avery	14,867	11,529	77.5%	8,812	76.4%	5,611	63.7%	48.7%
Beaufort	42,283	31,328	74.1%	20,120	64.2%	12,451	61.9%	39.7%
Bertie	20,388	14,547	71.4%	10,831	74.5%	5,814	53.7%	40.0%
Bladen	28,663	21,057	73.5%	15,058	71.5%	8,168	54.2%	38.8%
Brunswick	50,985	38,960	76.4%	27,743	71.2%	16,850	60.7%	43.2%
Buncombe	174,821	135,886	77.7%	97,107	71.5%	59,011	60.8%	43.4%
Burke	75,744	57,937	76.5%	37,904	65.4%	24,506	64.7%	42.3%
Cabarrus	98,935	75,038	75.8%	50,822	67.7%	32,344	63.6%	43.1%
Caldwell	70,709	54,022	76.4%	34,143	63.2%	20,756	60.8%	38.4%
Camden	5,904	4,469	75.7%	3,349	74.9%	2,027	60.5%	45.4%
Carteret	52,556	40,749	77.5%	26,289	64.5%	16,461	62.6%	40.4%
Caswell	20,693	15,774	76.2%	10,902	69.1%	6,842	62.3%	43.4%
Catawba	118,412	90,127	76.1%	59,000	65.5%	38,796	65.8%	43.0%
Chatham	38,759	30,073	77.6%	22,292	74.1%	14,988	67.2%	49.8%
Cherokee	20,170	15,599	77.3%	12,844	82.3%	6,675	52.0%	42.8%
Chowan	13,506	9,970	73.8%	6,729	67.5%	3,851	57.2%	38.6%
Clay	7,155	5,540	77.4%	5,434	98.1%	3,787	69.7%	68.4%
Cleveland	84,714	63,940	75.5%	38,984	61.0%	24,181	62.0%	37.8%
Columbus	49,587	35,986	72.6%	28,584	79.4%	16,330	57.1%	45.4%
Craven	81,613	59,570	73.0%	33,687	56.6%	20,071	59.6%	33.7%
Cumberland	274,566	197,792	72.0%	87,376	44.2%	50,399	57.7%	25.5%
Currituck	13,736	10,242	74.6%	6,374	62.2%	3,709	58.2%	36.2%
Dare	22,746	17,657	77.6%	12,304	69.7%	7,888	64.1%	44.7%
Davidson	126,677	96,357	76.1%	60,866	63.2%	37,946	62.3%	39.4%
Davie	27,859	21,333	76.6%	14,983	70.2%	10,263	68.5%	48.1%
Duplin	39,995	29,441	73.6%	19,619	66.6%	11,898	60.6%	40.4%
Durham	181,835	140,425	77.2%	103,502	73.7%	64,984	62.8%	46.3%
Edgecombe	56,558	40,539	71.7%	29,406	72.5%	18,619	63.3%	45.9%
Forsyth	265,878	205,470	77.3%	143,015	69.6%	89,580	62.6%	43.6%
Franklin	36,414	27,577	75.7%	17,681	64.1%	11,811	66.8%	42.8%
Gaston	175,093	130,910	74.8%	76,748	58.6%	46,797	61.0%	35.7%
Gates	9,305	6,932	74.5%	5,066	73.1%	2,790	55.1%	40.2%
Graham	7,196	5,499	76.4%	5,593	101.7%	3,610	64.5%	65.6%
Granville	38,345	29,108	75.9%	16,335	56.1%	10,709	65.6%	36.8%
Greene	15,384	11,391	74.0%	7,572	66.5%	4,965	65.6%	43.6%
Guilford	347,420	269,703	77.6%	199,856	74.1%	118,169	59.1%	43.8%
Halifax	55,516	40,191	72.4%	25,959	64.6%	15,152	58.4%	37.7%
Harnett	67,822	50,536	74.5%	25,550	50.6%	16,616	65.0%	32.9%
Haywood	46,942	37,196	79.2%	27,153	73.0%	15,555	57.3%	41.8%
Henderson	69,285	54,708	79.0%	39,914	73.0%	24,016	60.2%	43.9%
Hertford	22,523	16,416	72.9%	13,462	82.0%	7,007	52.1%	42.7%
Hoke	22,856	15,878	69.5%	8,554	53.9%	5,329	62.3%	33.6%
Hyde	5,411	4,052	74.9%	3,226	79.6%	1,795	55.6%	44.3%
Iredell	92,931	70,496	75.9%	47,320	67.1%	29,671	62.7%	42.1%
Jackson	26,846	21,434	79.8%	15,495	72.3%	8,822	56.9%	41.2%
Johnston	81,306	61,203	75.3%	37,820	61.8%	24,040	63.6%	39.3%

(Reprinted by permission of N.C. Center for Public Policy Research.)

County	Total Population	Voting Age Population	Number of Voting Age as % of Total	Number of Registered Voters	Registered Voters as % of Eligible	Votes Cast	Voters as % of those Registered	Voters as % of those Eligible
Jones	9,414	6,911	73.4%	5,172	74.8%	3,377	65.3%	48.9%
Lee	41,374	30,618	74.0%	18,588	60.7%	10,908	58.7%	35.6%
Lenoir	57,274	42,389	74.0%	26,428	62.3%	16,167	61.2%	38.1%
Lincoln	50,319	37,809	75.1%	27,361	72.4%	18,222	66.6%	48.2%
Macon	23,499	18,834	80.1%	14,481	76.9%	8,712	60.2%	46.3%
Madison	16,953	13,256	78.2%	10,912	82.3%	7,464	68.4%	56.3%
Martin	25,078	18,384	73.3%	11,774	64.0%	7,095	60.3%	38.6%
McDowell	35,681	27,153	76.1%	17,804	65.6%	10,255	57.6%	37.8%
Mecklenburg	511,433	387,980	75.9%	281,392	72.5%	179,086	63.6%	46.2%
Mitchell	14,433	11,324	78.5%	10,284	90.8%	5,482	53.3%	48.4%
Montgomery	23,346	17,325	74.2%	12,375	71.4%	7,543	61.0%	43.5%
Moore	59,013	45,677	77.4%	32,377	70.9%	22,151	68.4%	48.5%
Nash	76,677	57,107	74.5%	36,646	64.2%	23,192	63.3%	40.6%
New Hanover	120,284	92,923	77.3%	60,644	65.3%	35,814	59.1%	38.5%
Northampton	20,798	15,595	75.0%	12,624	80.9%	7,547	59.8%	48.4%
Onslow	149,838	113,534	75.8%	31,734	28.0%	19,256	60.7%	17.0%
Orange	93,851	76,104	81.1%	57,458	75.5%	37,772	65.7%	49.6%
Pamlico	11,372	8,662	76.2%	6,521	75.3%	4,468	68.5%	51.6%
Pasquotank	31,298	22,829	72.9%	13,526	59.2%	7,602	56.2%	33.3%
Pender	28,855	21,742	75.3%	14,752	67.9%	9,355	63.4%	43.0%
Perquimans	10,447	7,875	75.4%	5,365	68.1%	3,066	57.1%	38.9%
Person	30,180	22,761	75.4%	13,323	58.5%	8,571	64.3%	37.7%
Pitt	107,924	81,820	75.8%	52,188	63.8%	31,592	60.5%	38.6%
Polk	14,416	11,623	80.6%	9,737	83.8%	5,466	56.1%	47.0%
Randolph	106,546	80,829	75.9%	50,585	62.6%	30,576	60.4%	37.8%
Richmond	44,518	32,745	73.6%	21,349	65.2%	12,726	59.6%	38.9%
Robeson	105,179	72,903	69.3%	53,874	73.9%	26,543	49.3%	36.4%
Rockingham	86,064	65,632	76.3%	40,138	61.2%	23,652	58.9%	36.0%
Rowan	110,605	84,409	76.3%	52,647	62.4%	32,470	61.7%	38.5%
Rutherford	56,918	43,037	75.6%	27,029	62.8%	16,603	61.4%	38.6%
Sampson	47,297	34,852	73.7%	26,156	75.0%	17,493	66.9%	50.2%
Scotland	33,754	23,823	70.6%	15,288	64.2%	6,654	43.5%	27.9%
Stanly	51,765	39,064	75.5%	26,752	68.5%	18,199	68.0%	46.6%
Stokes	37,223	28,146	75.6%	21,468	76.3%	14,044	65.4%	49.9%
Surry	61,704	47,583	77.1%	30,083	63.2%	17,662	58.7%	37.1%
Swain	11,268	8,413	74.7%	8,010	95.2%	3,722	46.5%	44.2%
Transylvania	25,520	19,948	78.2%	16,293	81.7%	10,476	64.3%	52.5%
Tyrrell	3,856	2,792	72.4%	2,140	76.6%	1,321	61.7%	47.3%
Union	84,211	61,201	72.7%	39,926	65.2%	24,925	62.4%	40.7%
Vance	38,892	28,497	73.3%	18,588	65.2%	11,322	60.9%	39.7%
Wake	423,380	325,565	76.9%	231,053	71.0%	152,018	65.8%	46.7%
Warren	17,265	12,916	74.8%	10,385	80.4%	6,642	64.0%	51.4%
Washington	13,997	10,116	72.3%	7,514	74.3%	4,242	56.5%	41.9%
Watauga	36,952	30,630	82.9%	24,818	81.0%	14,871	59.9%	48.6%
Wayne	104,666	77,296	73.9%	38,592	49.9%	24,757	64.2%	32.0%
Wilkes	59,393	45,423	76.5%	35,371	77.9%	20,201	57.1%	44.5%
Wilson	66,061	48,833	73.9%	31,722	65.0%	18,895	59.6%	38.7%
Yadkin	30,488	23,648	77.6%	15,679	66.3%	9,855	62.9%	41.7%
Yancey	15,419	11,985	77.7%	11,604	96.8%	8,163	70.4%	68.1%
<b>TOTAL</b>	<b>6,628,637</b>	<b>5,022,488</b>	<b>75.8%</b>	<b>3,347,635</b>	<b>66.7%</b>	<b>2,069,585</b>	<b>61.8%</b>	<b>41.2%</b>

Sources: Population figures from 1990 census; registration and voting figures from certification by the State Board of Elections.

Prepared by David Tomberlin, North Carolina Center intern

(Reprinted by permission of N.C. Center for Public Policy Research.)

(Reprinted by permission of N.C. Center for Public Policy Research.)

Table 6. Ranking of States Based on Voting Age Population (VAP) Turnout, 1988 Presidential Election

Rank	State	% VAP Voted 1988	Rank	State	% VAP Voted 1988
1	Minnesota	66.3	26	Alaska	52.0
2	Montana	62.4	27	Louisiana	51.3
3	Maine	62.2	28	Delaware	51.0
4	Wisconsin	62.0	29	Wyoming	50.3
5	North Dakota	61.5	30	Pennsylvania	50.1
tie	South Dakota	61.5	31	Mississippi	49.9
7	Utah	60.0	32	Maryland	49.1
8	Iowa	59.3	33	Oklahoma	48.7
9	Vermont	59.1	34	Virginia	48.2
10	Oregon	58.6	tie	Kentucky	48.2
11	Idaho	58.3	36	New York	48.1
12	Massachusetts	58.1	37	New Mexico	47.4
13	Connecticut	57.9	tie	California	47.4
14	Nebraska	56.7	39	Arkansas	47.0
15	Colorado	55.1	40	West Virginia	46.7
tie	Ohio	55.1	41	Alabama	45.8
17	Missouri	54.8	42	Arizona	45.0
tie	New Hampshire	54.8	43	Nevada	44.9
19	Washington	54.6	44	Florida	44.8
20	Kansas	54.3	45	Tennessee	44.7
21	Michigan	54.0	46	Texas	44.2
22	Illinois	53.3	47	North Carolina	43.4
tie	Indiana	53.3	48	Hawaii	43.0
24	Rhode Island	53.0	49	South Carolina	38.9
25	New Jersey	52.2	50	Georgia	38.8

Source: Committee for the Study of the American Electorate





## ELECTION BOARDS ASSOCIATION OF NORTH CAROLINA

### PRESENTATION TO:

### LEGISLATIVE REVIEW COMMITTEE TO STUDY METHODS TO IMPROVE VOTER PARTICIPATION

- I. Stress education at all levels
  - A. Required Civics classes for all Senior level students & GED program
  - B. Civics classes offered at all Community Colleges
  - C. Civics seminars co-ordinated by the Institute of Government - held at community colleges, libraries, other local community organizations
  
- II. Compile a voter's Bill of Rights
  - A. Information on how to challenge
  - B. Information on filing a complaint
  - C. Requirements for filing for office
  
- III. Make process of voting easier
  - A. Shorter ballots
  - B. Uniform systems throughout state w/adequate education regarding it
  - C. Provide systems to decrease long waits at polls
    1. Financial cost must be considered
    2. Prompt returns are expected by the public
  
- IV. Perception of voter fraud
  - A. Fact that 25 counties do not keep same hours for Election Board offices as other county offices - sends message of "not important"
  - B. When election irregularity occurs this breeds distrust from skeptical electorate with decreased voter participation
  - C. Laws need to have sufficient safe-guards to prevent fraud
  
- V. Restore sense of civic duty & pride
  - A. Provide voter's guide w/election information
  - B. Provide voter's ID card
    1. Promotes sense of being "part of system"
    2. Provides easy way to change voter's address when moving within county
  - C. "First Tuesday" video has been provided to every county by Election Boards Association

VOTER ACCESS PROPOSALS

PROPOSED BY: Alex K. Brock, Executive Director  
State Board of Elections

PROPOSED TO: Joint Legislative Study Commission  
Sen. Ralph Hunt/Rep. Mickey Michaux  
Co/Chairman

DATE: 7 April 1992

Following are proposals submitted for consideration by the General Assembly of North Carolina:

PROPOSAL #1SATELLITE VOTING PRECINCTS [Elderly & Handicapped]

Authorize the State Board of Elections to permit, under accepted security provisions, and upon submission of written request from the county board of elections, the establishment of "Satellite Voting Precincts" (within established geographical boundaries) for elderly and handicapped voters to vote in person.

While this measure may not appear to be a glamorous change, we submit that its potential will develop into one of the most caring acts this body could enact. Our State has an every increasing number of our citizens confined to nursing and rest homes whose residents are severely limited with regard to mobility. We would propose to permit voting precincts (satellite branches) to be established within certain facilities that qualify as to population and other criteria with appropriate safeguards. This proposal would greatly exceed the current Federal mandate addressing this category of voters - but of greater importance, would give our elderly and handicapped a pride in participation.

PROPOSAL #2

STATEWIDE TDD EQUIPMENT, to enable us to advise, assist and communicate with Hearing Impaired and Visually Handicapped voters. [Cost: one-time set up investment of \$800.00 plus annual service contract cost of \$264.00]

PROPOSAL #3MANDATED ANNUAL REGISTRATION DRIVE

We propose legislation be enacted that would mandate the State Board of Elections to initiate a statewide 'citizens awareness' month, in which each county shall participate. We suggest such proposal should be activated in each 'even numbered' year and should be preceded by an official Proclamation issued by the Governor proclaiming (month) to be 'Citizens Awareness Month'. We initiated such an effort during the terms of two

governors and it was well received. Such institutions as banks and industrial plants were utilized.

#### PROPOSAL #4

##### MAXIMUM PRECINCT POPULATION

It is becoming more obvious that voting population in many precincts throughout the State is bordering on being unmanageable and therefore contributing to delays when we enjoy a good voter turnout. A fact that adds measurably to voter "turnoff". Often, when counties attempt to remedy these situations at our suggestion they immediately meet with critical objection from one or both political parties. In most cases the counties do not elect to initiate remedies or rescind the action to avoid unpleasant political hassle.

#### PROPOSAL #5

##### SOCIAL SECURITY NUMBER OF REGISTRANTS

It is becoming more obvious to us that in order to accomplish many improvements in the elections process and as we move into more technological procedural processing, such simple information will be necessary to accomplish cross checking and other security safeguards. Recent federal court decisions appear to acknowledge the need for this information.

#### PROPOSAL #6

##### EARLY VOTING/PRE-ELECTION VOTING

The time has come when we should initiate, on a test basis, the permissive option for individuals to be able to "early vote" during a limited specified period prior to an election - in addition to the current, and recently simplified absentee voting procedures. My preliminary consideration regarding this innovation has led me to recommend a "twenty day" period during which individuals may vote early whether or not they intend to be absent from the county on election day. There would be modest costs at the county level but careful planning would, I am convinced, result in minimal financial expense.

#### PROPOSAL #7

##### SPECIFIED ELECTION PERIODS

This consideration is one that, perhaps, only our three million plus voters will appreciate and benefit from. North Carolina, from my observation vantage point, simply places an unnecessary burden upon its voting citizens by permitting elections to be called with erratic frequency. We have

suggested in the past that a pre-established election schedule be prescribed. All counties, municipalities, special districts and even the State would be required to schedule any special election on one of the quarterly dates. A provision for any "emergency" need should be provided so as to provide for exceptional circumstances. (i.e. - exceptions could be granted by Local Government Commission)

It is a sad commentary when some of our elected officials, consistently call special elections just before or just after a countywide or city wide election, regularly scheduled, has been conducted.

I have been asked, repeatedly, why Eastern European countries have such high percentage voter turn out. The answer is simple, most of them have only one election every one or two years - therefore, its a real "event". A rational safeguard against run away elections would indeed benefit our voting public; no matter what county or town, the citizens would soon be aware of our "election cycles".

#### PROPOSAL #8

##### STANDARDIZED VOTING EQUIPMENT

This recommendation was initially made to the General Assembly in 1971, again in 1975, 1981 and 1987.

Our previous presentations of standardized voting equipment have been to grant "matching funds" to counties in order to make the eventual change more realistically attainable.

In truth the trend over the past six to eight years has been voluntary transitions by counties to more sophisticated electronic equipment, therefore the current climate would, perhaps, be traumatic for the State. It is an idea which deserves continued consideration by the General Assembly. We feel strongly that it would be both prudent and progressive for the General Assembly to commence reasonable appropriations, annually or bi-annually, into an "escrow holding account" so as to prepare for a date certain when the General Assembly will be in a position to combine funds with action.

#### PROPOSAL #9

##### CAMPAIGN REPORTING LAW enforcement strengthening

North Carolina in general and the General Assembly in particular deserves special commendation for the quality of our Campaign Reporting Law. Since July 1, 1973 when we implemented the provisions of Article 22-A of Chapter 163 of the General Statutes [commonly referred to as The Campaign

Reporting Act] our State has been acknowledged as an example for meaningful and effective campaign reporting procedures. The time has come, however, when our law's bite is surely, slowly losing its teeth. Those who would purposely skirt the law are beginning to become dangerously close to succeeding. We have requested the General Assembly, during past sessions and as recently as last year to seriously look at the areas in need of attention. A study sub committee, appointed by Chairman Michaux last session, and comprised of knowledgeable, serious members did make some recommendations that would have insured the Act's continued integrity. But when the full committee reviewed the proposals and revised them, they became less effective and absent prosecutorial mandate. We are aware and sympathetic with the case load shouldered by our District Attorneys but suggest that the Campaign Reporting Act either merits the impetus afforded by prosecution certainty or it will be doomed to oblivion or else become a burdensome bureaucratic paper chase.

We sincerely solicit this legislative body to assist us in determining the direction our State will take with regard to continuation of what has been recognized for twenty years as a model for reporting campaign receipts and expenditures.

#### PROPOSAL #10

#### REGISTRATION BY MAIL ("Post Card Registration")

As we advised the House Committee on Election Laws during the 1991 session it is our belief that Representative Michaux's bill (HB 106) proposes an additional 'public convenience' measure whose time has come. Our suggestion at the time the proposal was discussed was to commence this procedure with 500,000 "Voter Registration By Mail Application" forms. While we believe the form proposed would be appropriate and desirable it would be our approach to commence with one half of the quantity of post card applications originally discussed to enable our counties to evaluate the post card application to determine whether it should be amended to accommodate obvious change. It is our thought that such a procedure would be the prudent method to initiate what might well develop into a preferred registration procedure. We would propose that the original bill be re-examined to determine whether there might be slight improvement. [Set up cost approximately \$77,500 - recurring annual cost approximately \$38,750.]

PROPOSAL #11

DMV REGISTRATION

The DMV registration program now in effect is becoming an invaluable adjunct to our normal registration systems. It has taken a great deal of work, unparalleled cooperation and considerable effort on the part of the DMV, the State Board of Elections and all 100 county boards of elections. At the present time our united effort produces a significant total of monthly transactions through DMV. [examples: October 1991 - 15,011 transactions; September 1991 - 13,981; August 1991 - 13,934] The State Board of Elections office together with DMV Officials work continually to improve and perfect the system that, at its inception got off to a rather shaky start. We have worked together to reduce the error factor - and great success is being achieved in this effort. We now have a county by county print out issued monthly so that each county will be able to determine if all transactions affecting their county have been properly received into that county's registry inventory.

Therefore, since the system is producing and we are currently in the process of "fine tuning", it is our recommendation and hope that you will permit it to continue as it now is for at least another 24 months.. By that time it is our judgement that both agencies will be able to incorporate additions and new techniques that will creatively manifest themselves.

[Current Annual cost accruing to State Board: \$3,500.00 Forms: \$7,200 Postage] [DMV cost not known]

PROPOSAL #12

STATE-HOUSED COMPUTERIZED VOTER REGISTRATION INFORMATION

The time will soon arrive, if it has not as yet, when it will be necessary to compile voter registration data on a centralized computer system if we are to provide the wide range of innovative programs that are now under discussion and those that will soon appear on the horizon. If North Carolina is to continue its outreach in its electoral processes then it becomes clearly evident that a central voter registration inventory - history will be the back up to insure the continued integrity of the system. Our research has guided us to what we believe will be the system by which all innovative programs can be intelligently integrated and housed so that maximum efficiency will be maintained as we incorporate new programs, and the State will be prepared for testing experimental programs as they are discussed and proposed as they most

certainly will.

We propose central housing of statewide voter information in the office of the State Board of Elections that would accomplish a bi-partisan oversight (already in place by statutory provision). Unlike the previous legislation introduced, it would accommodate memory - retention in each county of its voter list containing all required data relative to each voter. With such a system each county would have the identical information on each voter so as to retain custody of its voter records in order that the county itself would be able to generate its complete precinct by precinct, district by district voter list when preparing for an election. Continuation of this specified control and authority is vital to the concept we in the elections process consider to be basic and fundamental to the system's success.

The State Board would house the same records and be able to cross check to insure against duplicate registrations, multiple registrations as well as provide security from actual or perceived areas for abuse and fraud. We would propose also to periodically check information through NCOA offered by the U.S. Postal Service or other available national address correction services. As an important service we could provide address changes to all counties to insure that the Central system and county system are at all times in sync.

In preparation for uniting this proposed state-wide computerized information it would be necessary for the State to provide the Computer/Printer compatible to the main system to nine (9) counties that do not currently have the capability. [The approximate cost would be \$30,000.00] This equipment includes software, printer cables and surge protectors.

We do not consider that it is necessary to explain to this group that a central computer system authorized and designed to facilitate, sophisticate and accommodate proposed programs, both current and certainly those that will most assuredly come into focus in the years and legislative sessions ahead, should be in the custody of and under the jurisdiction of the State Board of Elections. It would be inconceivable that any contrary notion could be seriously proposed. Errors do occur, decisions have to be quickly made, procedures must be changed from time to time in the interest of effectiveness and efficiency. For 100 counties, it is imperative that on those occasions when authority is needed to alter or depart from the norm, it must be issued by the agency under whose control the officials and personnel

operate in the 100 counties and to whom they look and expect response. More over, at times they must be told "no".

I do believe the General Assembly is cognizant of these reminders. Please let us assure all of you that we are not involved in a "turf war" with anyone. All who have observed us over the past 27 years certainly know that we have never embraced any effort to create a big agency for the sake of being big.

[Our approximate estimated cost to implement the state-to-county and other services outlined herein is: \$250,000.00 which includes two full time employees - grade 59, and minimal increases in Agency Budget for management, supplies, telephone, postage, etc.]

#### PROPOSAL #13

PROJECTED "DIAL A VOTE" - A coming phenomenon for the year 2000.

#### PROPOSED CALENDAR - LEGISLATIVE AGENDA

A. We suggest it would be appropriate to introduce, during the Short Session PROPOSAL #1, PROPOSAL #2, PROPOSAL #3, PROPOSAL #4, PROPOSAL #5. [Effective date to be January 31, 1993]

B. PROPOSAL #6, PROPOSAL #7 could be enacted but with an effective date of July 1, 1993 to accommodate counties in advance of their budget allocations. Also reasonable time would be required to properly advise public and governmental officials.

C. PROPOSAL #8 could well be introduced during the short session and coupled with a minimal appropriation to be held in "escrow" until the General Assembly could provide a meaningful total/and renewable allotment.

D. PROPOSAL #9 should be introduced in short session and made effective January 31, 1993.

E. PROPOSAL #10 We vigorously urge the General Assembly to make the effective date of this new proposal to be projected to a date certain after the State Computer proposal has been advanced. In the meantime all other preparations should be in progress.

F. PROPOSAL #12 should be drafted, introduced and carefully crafted by committee review as well as elections officials and the State Board along with its legal counsel. The ultimate effective date could be determined after introduction and while under committee review.



---

---

**APPENDIX J**

**REPORT  
TO THE  
NORTH CAROLINA LEGISLATIVE STUDY COMMITTEE  
ON  
METHODS TO IMPROVE VOTER PARTICIPATION**

**Presented  
April 7, 1992**

**By  
The Hon. Rufus L. Edmisten  
Secretary of State  
State of North Carolina**

---

---

---

---

## TABLE OF CONTENTS

Section	Page
1. EXECUTIVE SUMMARY	1
Summary of Findings	1
Recommendations	3
2. IMPROVED PARTICIPATION THROUGH IMPROVED REGISTRATION	5
Statewide Computerized Registration Systems	5
Alternative Registration Methods	7
3. IMPROVED PARTICIPATION THROUGH IMPROVED VOTER OUTREACH	10
Improved Voting Information	10
Improved Voter Education	11
Improved Understanding of Voter Needs	12
5. BUDGETARY REQUIREMENTS TO ACCOMPLISH IMPROVEMENTS	14
Immediate Funding Requirements	14
Long Term Funding Requirements	15

## **EXECUTIVE SUMMARY**

I am pleased to submit this report that has been prepared by the Department of the Secretary of State at the request of the North Carolina Legislative Study Committee on Methods to Improve Voter Participation. As requested by the Committee we have addressed possible improvements in voter participation through improved registration, including statewide computerized voter registration, and through improved voter outreach. From this research we have identified a number of improvement opportunities which we offer for consideration by the Study Committee

### **Summary of Findings**

#### **Statewide Computerized Registration Systems**

Such systems both improve and equalize the registration process in each local jurisdiction regardless of size. They lower the cost of maintaining registration information, ensure more current, accurate and consistent information, provide more comprehensive statistical data and make accurate and complete rosters, lists and labels more easily available to candidates and parties. In the seven states where statewide systems have been implemented they have been universally accepted by the local election officials.

The first step in implementation of a statewide computerized registration system is the development of a comprehensive plan, schedule and budget. This is followed by preparation of a comprehensive system design and then by development of the automated system in a phased manner.

#### **Alternative Voter Registration Methods**

There are four alternative registration methods being implemented and/or considered by other states as a means of improving registration. These are: Motor Voter, which has been implemented by 22 states including North Carolina; mail in, which has been implemented by 27 states; agency based, which has been implemented by 11 states; and election day which has been implemented by 3 states. Many states are considering these methods and the number in which they are implemented is expected to grow rapidly.

Field registration using mobile registration vehicles is another means of expanding registration. Such centers can enable citizens attending major events to immediately register. Coupled

---

---

with a computerized statewide registration system, applicant data can be immediately available at the local election offices.

Each of these alternative registration methods makes the voting process more accessible to the voter and increases registration. When coupled with a statewide computerized voter registration system the processing of applications obtained by these methods is more efficient and timely.

#### **Provision of Voting Information**

Many states have adopted ways of providing better voter information to the citizens. The information needed by citizens includes: who can register, how to register, where to register and when to register. Programs to widely distribute such information have been implemented directly by the governments and in partnership with private industry. Such programs include: providing the information on restaurant tray inserts, including the information in utility bills and displaying the information on billboards.

#### **Provision of Voter Education**

Voter education programs which have been developed in some states and are needed in North Carolina inform the voters regarding: candidates, issues, positions and access. Some states provide voter information pamphlets for each election to all affected registrants. Some have open forums and town hall debates. Others have educational programs in the schools. There are many efforts underway to simplify both the forms and the processes.

#### **Identification of Voter Needs**

The National Commission for the Renewal of Democracy is building upon the results of a recent study of the Kettering Foundation on rebuilding the connection between citizens and politics. This program, undertaken by the National Association of Secretaries of State, is directed to identifying key leverage points and defining initiatives. They will conduct fact finding meetings and provide a blueprint for establishing an open and responsive political environment.

North Carolina has an opportunity to benefit from this program by serving as center for research and as the site of one of six regional fact finding conferences that will be held as a part of this program. The results of these efforts will provide an excellent foundation on which to build our own improvement programs.

---

---

## Recommendations

Our preliminary research efforts in this extremely important area of voter participation have resulted in several actions that we believe need to be taken. These actions are:

1. Authorize the immediate initiation of the first steps to statewide computerized voter registration and provide the funding necessary to carry out these steps.

The first step is to conduct the necessary research; prepare a comprehensive system design; and develop a comprehensive plan, schedule and budget to implement a statewide computerized registration system that meets the needs of North Carolina. The budget requirement for this first phase is \$175,000.

2. Pass the current legislation to strengthen and simplify the process of registering voters at the time they obtain or renew their driver's license. Pass the legislation providing for registration by mail. Introduce and pass legislation providing an active field registration program.

These alternative methods of registration are being quickly adopted by other states and localities and are increasing registrations. Each can be implemented under our current systems. Each is also, however, greatly facilitated by a statewide computerized registration system. The state funds required to properly implement these programs are estimated to be \$50,000

3. Authorize the immediate initiation and development of both voting information and voter education programs similar to those being adopted by other states. Implement these for the 1992 general election.

We have both in-house and outside capabilities to draw on in developing such programs. Development can be accomplished by a partnership of state and local government, private industry and public organizations. The total cost is estimated to be \$300,000. The state budget requirement is approximately \$75,000.

4. Authorize the participation of North Carolina in the National Commission for the Renewal of Democracy Project Democracy program contingent on North Carolina being a focal point for research, a regional meeting and recommendations for improvement.

This effort provides a one of its kind opportunity for our state to "tune into" our citizens regarding what needs to be changed in our political environment and make our state a leader in positive improvements. The total cost of this project

---

---

nationally is \$660,000 but only \$60,000 in North Carolina state funds are required for our participation in the overall effort.

## IMPROVED PARTICIPATION THROUGH IMPROVED REGISTRATION

### Statewide Computerized Registration Systems

Statewide computerized voter registration systems have existed for some 20 years now. The first state to implement such a system was South Carolina. Today the states that have true statewide computerized voter registration systems include Kentucky, Virginia, Louisiana, Minnesota, Delaware and Alaska. Such systems have been approved by the legislatures and are being implemented in Alabama and Michigan. Several other states are currently considering such systems. It is expected that the majority of the states will have implemented such systems by the end of this century.

Under a true statewide computerized voter registration system the state agency responsible for the administration of the system maintains a central computerized file containing the records of all currently registered and purged registered voters in the State. In almost every state where these systems have been implemented each local election office is connected to that central computer by either a statewide communications network or by ordinary telephone lines.

Each local election office connected to a statewide computerized voter registration system uses one or more computer terminals or PCs to add registrants, delete registrants, change registration records and produce rosters, labels and lists of registrants. Each local office also has at least one printer to produce the various labels, lists and reports. Rosters of voters to be used at the polls on election day and other major reports are often printed at the central office on sophisticated high speed printers and then delivered to the local election offices.

In those states where statewide computerized voter registration systems have been implemented they have been universally accepted by the local election officials. In each such state they have enhanced the ability of the local election official to efficiently and effectively maintain accurate records of registered voters while allowing them to locally maintain their legally mandated authority and control over the registration process. Additional benefits cited by the states in which these systems exist include:

- Lowered local costs in entering, storing, maintaining and using voter registration information.

- 
- 
- More accurate, current and consistent registered voter information is maintained for each locality and for the state as a whole.
  - Quick, easy and accurate transfer of registration for voters who move from one jurisdiction in the state to another.
  - Complete statistical data regarding all aspects of the registration process is immediately available for each political subdivision as well as for each county and the state as a whole.
  - Complete and accurate lists of voters within a political district can be immediately available from a single local or central source even when the district is in more than one county.

Perhaps the most significant benefit of a statewide system is that it provides each local election office with the same operational and technical resources regardless of size and available operating funds. As a result, each such office has an equal opportunity to provide the very best service possible to the voting public. This consistency is not possible in a state such as North Carolina where each local jurisdiction must fend for itself and depend solely on its own local expertise and funding.

Establishment of a statewide computerized voter registration system is not a simple task. Typically it has taken a state 18 months to two years to implement such a system. Such implementation takes extremely careful planning. Rarely can all localities in the state be converted at one time and there is always a period when current local systems and the new system must be maintained simultaneously.

North Carolina should begin the initial steps towards development of a statewide computerized voter registration system. The first step in this effort should be the development of a comprehensive plan, schedule and budget. This includes surveying all local offices and documenting the current local registration systems being used. Following this we need to prepare a system definition document that describes how the system must work, system modules, hardware requirements, software requirements and staffing requirements. As a part of this effort full development and operating budgets must also be prepared.

Once the system plan and design have been completed and approved then development can begin. It is expected that development will be carried out by module. This will involve the preparation of computer programs, the design and printing of related forms and documents and the preparation of user instructions and procedures. Following development of the key

---

---



---

---

modules, implementation is expected to be carried out first on a pilot basis with a few selected local election offices. Following successful implementation and operation of these pilots then full statewide implementation will be accomplished.

The planning and development of statewide computerized voter registration carried out by the Department of the Secretary of State should be accomplished in close coordination with the State Board of Elections and the local Boards of Election in each county. It is expected that the State Board of Elections and the organizations representing the local boards of election will each appoint participants to an advisory committee to provide input and assistance in this effort.

The first step in this process, then, is to issue an appropriate legislative mandate and provide the initial planning and development funding. Once these hurdles have been overcome we are prepared to immediately proceed.

### **Alternative Registration Methods**

There are several alternative methods of registration that are being implemented by states as a means of increasing access to the registration process and in turn providing a means of improving voter participation. Those alternative methods of registration already implemented or currently being considered by states include:

- Motor Voter
- Mail In
- Agency Based
- Election Day
- Field Registration

#### **Motor Voter Registration**

North Carolina is to a certain extent already a leader in this area. We have in place legislation that permits eligible citizens to complete applications to register to vote when they obtain or renew their drivers license. We do not at this time, however, also provide an individual the opportunity to register when they license their motor vehicle.

We are one of 22 states that have "Motor Voter" legislation. There are differences, however, between our legislation and that of some other states. One difference is that we currently require a person to complete an application to register that is separate from the driver's license application. Some states have incorporated their registration application into and made it a part of their drivers license application. Since much of the information is the same on both forms our current procedure places

---

---

an unnecessary clerical burden on the state staff member processing the applicant as well as the applicant. This problem will be partially eliminated by House Bill 105 which is certainly a step in the right direction.

Under a statewide computerized registration system the manual process currently associated our "Motor Voter" registration could be substantially improved. With an automated system the data for the applicant, could be retrieved by the voter registration system as the drivers license application is processed. This applicant would then be immediately available "on line" to the correct county election office for processing and approval. The vast majority of the manual processing steps and the delay in the voter actually being put on the roles is eliminated.

### **Mail In Registration**

Currently 27 states provide the ability for a citizen to mail in their application to register to vote. Some of those states with statewide computerized voter registration systems accept these applications at the central office as well as individual local election offices. Those states accepting mailed in applications include Kentucky, Mississippi, South Carolina, Tennessee and West Virginia.

While mail in registration does not require a statewide computerized voter registration system to be effective, an automated system does facilitate the processing of such applications by providing the ability to enter the information for each applying individual centrally, automatically assign the individual to the proper county for consideration and automatically route the centrally filed application to the appropriate local election office.

### **Agency Based Registration**

Under agency based registration a citizen can apply to register at any government office. Currently there are 11 states that have implemented agency based registration legislation. There are no southeastern states that enable citizens to register at the offices of individual governmental agencies. While agency based registration does have merit, in other states, the major alternative source of voter registrations is the driver's license office. As an example, in Michigan almost 70% of people registering to vote do so when they obtain or renew their drivers license. If agency based registration was introduced in North Carolina it should perhaps be implemented after a statewide computerized voter registration system is fully implemented. This way the technology would be in place to process such applications effectively.

---

---

## **Election Day Registration**

Only three states, Maine, Minnesota and Wisconsin presently permit election day registration. In Minnesota a person who registers on election day can also vote then. There are, however, several safeguards utilized. First all individuals who have been removed from the registration rolls or denied registration are maintained on the central file of the statewide computerized voter registration system in that state. Thus, individuals who illegally register are easily identified by a quick search through the registered voter file and prosecuted. This same type of capability could be included as a part of a statewide computerized voter registration system established for North Carolina.

## **Field Registration**

Field registration involves providing convenient alternative sites where citizens can register to vote. Many local election offices already provide such opportunities by allowing individuals to register at libraries and by having registration tables at shopping centers during peak registration periods. Such additional registration opportunities can be both legally mandated and made voluntarily permissive. These opportunities can also be expanded to include major sporting and other popular public events. Mobile registration vehicles can be used for this purpose making it easy to locate such registration centers at major events and centers.

With a computerized statewide registration system, field registration staff have the ability to immediately determine the current registration status, to identify the jurisdiction in which they are eligible to register and their voting districts. Applications can be automatically routed to the proper local election office.

## IMPROVED PARTICIPATION THROUGH EXPANDED VOTER OUTREACH

### Improved Voting Information

One of the most pressing tasks in North Carolina is establishing and implementing an effective means of providing all qualified citizens in the state with the information they need to become voters. This first step must be accomplished if we are going to be counted among those progressive states that actively seek to enfranchise everyone.

There are four essential elements of information that must be made easily and readily available to every citizen. These are:

- Who can register
- How to register
- Where to register
- When to register

Other states have implemented truly innovative ways of making this information easily available. These range from having fast food restaurants print the information on tray inserts, to including such information in utility bills and displaying it on billboards. Most such programs involve both state and local public agency participation as well as major participation by private industry.

Primary responsibility for providing this information rests with state and local governments. Beyond that other public and nonprofit organizations have assumed leadership roles in ensuring that every citizen is both provided the information and given every possible opportunity to register and vote. The Department of the Secretary of State is already, working with the National Association of Secretaries of State, the Center for Policy Alternatives and other national public organizations to identify specific programs that we can draw from to implement a voter information effort that meets the specific needs of North Carolina. Through these organizations we expect to be able to very quickly draw upon the resources of those states that have such programs in place.

Because of its UCC and corporation registrations responsibilities the Department of the Secretary of State has an established relationship with North Carolina businesses. The databases used to carry out these functions and the link established with such businesses provides an excellent mechanism to get private business actively involved in any voter information program established in North Carolina. As a result, an active

---

---

program funded and carried out by a joint government and business partnership is not only possible but a near certainty.

### **Improved Voter Education**

We view voter education as the process of informing each voter about:

- Candidates
- Issues
- Positions
- Access

A number of states already have very active programs in this area. In California and Oregon, for example a voters pamphlet is prepared and mailed to every voter for each major election. This pamphlet has background information on every candidate for each office. Included for each candidate is a statement by the candidate regarding what the candidate is for and against. For each issue there is basic information about the issue as well as pro and con information. A similar booklet is prepared in New York and distributed to each household with a registered voter in it.

A somewhat different approach is taken in Vermont. There a document titled "Exercising the Franchise" is published by the Secretary of State. Included in this booklet are detailed steps for getting access to public meetings and records, initiating a petition, obtaining a hearing and amending a charter or ordinance.

The immediate need in North Carolina is to very quickly establish and implement ways for voters to be fully informed about the offices, candidates and issues being dealt with this and every election year. There are outstanding resources, within the state, in other state government organizations and nationally that we can draw on to quickly build programs to address these requirements.

Our second need is to establish a continuing program of voter education in all areas relating to their franchise. The education of our youth in the political process and the act of voting is an important means of ensuring that our adult citizens of tomorrow play an active role in protecting the democratic process this country was founded to protect. The simplification of forms, procedures and informational materials is critical. They must be easy to follow and understand by all citizens including the more than 50% who have not completed high school. Clearer and more concise materials will also be helpful to those who are much better educated but still find the information, rules and the process confusing and difficult.

---

---

Many improvement programs can be "borrowed" from other states and local jurisdictions and adapted to meet the specific needs of North Carolina. The Department of the Secretary of State has the educational organizational structure to build such programs under the direction of our Securities Division public education organization and our Publications Division. Extremely knowledgeable organizations and individuals are available both in North Carolina and outside our state to assist in developing very fine programs that could establish new national standards. All we need to proceed is an approved and legislated agenda and the required start up resources.

### **Improved Understanding of Voter Needs**

North Carolina is presently in a unique position to assume a leadership role in improving the electoral process for its citizenry in a way that can very positively impact North Carolina first and then other states and, more importantly, literally millions of voters across both this state and the country. The state is also uniquely positioned to be in the forefront of developing a thorough understanding of why citizens continue to become more negative to both politicians and the process and then using that knowledge to develop a new positive and productive partnership between the elected official and the citizenry.

This vehicle is the "Project Democracy" program of the National Commission for the Renewal of Democracy. This Commission was recently formed by the National Association of Secretaries of State. NASS has a great interest in elections since in the vast majority of states, the Secretary of State is the chief election officer for the state. The project is being carried out in cooperation with the Kettering Foundation whose recent report "Citizens and Politics: A View from Main Street" has been widely acclaimed. It is also being carried out in cooperation with the National Issues Forum "Governing America" project. Its purpose is to rebuild the connection between citizens and politics, identify the promising initiatives to accomplish this and then implement them on a state by state basis.

Since this effort is just beginning, North Carolina has an opportunity to play a major role in and become a major beneficiary of the effort. If we can provide supportive funding North Carolina can become a focal point state in these efforts to:

- Identify key leverage points for reconnecting citizens with the political process.
- Define initiatives that can be formulated and implemented to improve the electoral process.

- 
- 
- Conduct a major regional fact finding meeting involving, public officials, community and civic leaders, media representatives and a broad spectrum of the citizenship.

Our direct involvement in these efforts will provide us with significant benefits at a fraction of the cost of carrying out such a comprehensive effort alone. The knowledge regarding our own political environment and how to improve it will undoubtedly be far reaching. Areas addressed are expected to include but not be limited to:

- New voting and voter registration techniques
- Issues forums
- In-school programs
- Innovative involvement of the media
- Increased roles for the private sector
- Reform of campaign finance and disclosure

The report resulting from the efforts of this project carried out in our state will provide us with our own blueprint for electoral reform and improvement at the same time it provides a national blueprint. With this document, and the knowledge contained in it, North Carolina will be in an excellent position to establish a truly open and responsive political environment.

## BUDGETARY REQUIREMENTS TO ACCOMPLISH IMPROVEMENTS

In developing funding requirement estimates we have taken into consideration a number of important factors. These include:

- Current financial constraints of the State
- Possible opportunities for outside support
- Adaptation of existing programs in other states
- Impact of proper funding on program success

With these in mind we have developed rough cost estimates to meet both short term and long term requirements. While we have kept these estimates as low as possible we have also tried to ensure that the funding will be sufficient to properly develop and implement all recommended improvements.

### Immediate Funding Requirements

The immediate funding period is that period that begins May 1, 1992 and extends through June 30, 1993. We have set this time frame because it is extremely important that any improvements to be beneficial for the November 1992 election be initiated immediately.

The cost breakdown is as follows:

<u>Program</u>	<u>State Cost</u>	<u>Total Cost</u>
1. Statewide computerized voter registration system planning and conceptual design	\$175,000	\$175,000
2. Implementation of approved alternative registration methods	\$50,000	\$50,000
3. Development and Implementation of Voting information and voter education programs	\$75,000	\$300,000
4. Participation in Project Democracy project to identify and fulfill voter needs	60,000	\$330,000
Totals	<u>\$360,000</u>	<u>\$855,000</u>



---

---

### Long Term Funding Requirements

Long term funding requirements are estimates of the cost that will be incurred to carry forward each of these programs in the fiscal year beginning July 1, 1993.

<u>Program</u>	<u>State Cost</u>	<u>Total Cost</u>
1. Statewide computerized voter registration system development and implementation	\$800,000	\$800,000
2. Continuation and expansion of approved alternative registration methods	50,000	50,000
3. Continuation and expansion of Voting information and voter education programs	\$50,000	\$250,000
4. Implementation of Project Democracy voter needs recommendations	50,000	\$250,000
Totals	<u>\$950,000</u>	<u>\$1,350,000</u>

The \$800,000 budgeted for statewide computerized voter registration system is based on a phased implementation of the system over a three year period. Actual implementation of the system will depend on the results of the initial effort carried out the year. Actual costs will depend on the actual system designed and the extent to which local costs are borne by the state when the system is implemented.



**North Carolina General Assembly**

Legislative Services Office  
Legislative Office Building  
300 N. Salisbury Street, Raleigh, N. C. 27603-5925

GEORGE R. HALL, JR., Legislative Administrative Officer  
(919) 733-7044

M. GLENN NEWKIRK, Director  
Automated Systems Division  
Suite 400, (919) 733-6834

GERRY F. COHEN, Director  
Bill Drafting Division  
Suite 100, (919) 733-6660

THOMAS L. COVINGTON, Director  
Fiscal Research Division  
Suite 619, (919) 733-4910

TERRENCE D. SULLIVAN, Director  
Research Division  
Suite 545, (919) 733-2578

April 7, 1992

MEMORANDUM

**TO:** Members of LRC Committee on Voter Participation.  
**FROM:** William R. Gilkeson, Committee Counsel.  
**RE:** Fiscal Notes.

These are fiscal reports requested by the committee, together with the original fiscal notes on House Bills 106, 105, and 104.

Mr. Doug Carter of Fiscal Research said the original fiscal notes are still valid.

Thank you.





**North Carolina General Assembly**

Legislative Services Office  
Legislative Office Building  
300 N. Salisbury Street, Raleigh, N. C. 27603-5925

GEORGE R. HALL, JR., Legislative Administrative Officer  
(919) 733-7044

M. GLENN NEWKIRK, Director Automated Systems Division Suite 400, (919) 733-6834	GERRY F. COHEN, Director Bill Drafting Division Suite 100, (919) 733-6660	THOMAS L. COVINGTON, Director Fiscal Research Division Suite 619, (919) 733-4910	TERRENCE D. SULLIVAN, Director Research Division Suite 545, (919) 733-2571
---	---	--	--

**RECEIVED**

March 27, 1992

MAR 30 1992

GENERAL RESEARCH DIVISION

MEMORANDUM

TO: Bill Gilkeson

FROM: *D* Doug Carter

SUBJECT: Fiscal Reports on Proposed Amendments to  
HB 105 and HB 104

House Bill 105 - Motor Voter

Proposed Amendment #1 - Division of Motor Vehicles must register voters to vote in any election up to 21-working-day deadline before elections.

Fiscal Impact of this Amendment - None (Highway Fund)

Proposed Amendment #2 - Division of Motor Vehicles Driver License Examiners must be available during office hours to register anyone who is qualified to vote, regardless of whether they have Driver License business or not. (Currently only those individuals with Driver License business are allowed to register to vote).

Fiscal Impact of this Amendment - None (Highway Fund)

The Division of Motor Vehicles indicates that 130,000 plus individuals were registered to vote late year. They state that it requires an average of ten minutes to register a person to vote. Assuming registering 6 persons an hour it would require approximately 21,700 hours to register 130,000 individuals.

Assuming that one Driver License Examiner works 1,920 hours a year, it would require approximately 11 Examiners working full-time to register the 130,000 individuals.

The 1983 General Assembly enacted legislation whereby Driver License Examiners were authorized to accept applications to register voters and provided funding for 65 Driver License positions for this purpose.



March 27, 1992  
Page 2

It appears that the General Assembly has already provided sufficient Driver License positions to register everyone who comes to DMV to register to vote.

As stated in the Fiscal Note prepared on 3/22/91 on HB 105, the first year cost to implement this bill would be \$55,400 and \$110,800 for the second year. This cost is for new forms, postage and one additional personnel to handle increase in registration documents.

House Bill 104 - Same Day Voter Registration

Proposed Amendment #1 - Voters may register to vote on the election day for the election being held that day at one central place in the county and then vote at that place.

Fiscal Impact of the Amendment - \$14,000 (Local)

Assuming that the number of qualified voters wanting to register on election day to vote in the election held that day is 10% of the registered voters, additional staff of from one to three would be needed at the central location in the county to register and allow the person to vote.

Assuming the average of two additional personnel would be required in each county, a total of 200 additional personnel would be needed statewide. If the additional personnel were paid \$5 per hour for working a 14 hour day, the total cost to the Counties would be approximately \$14,000.

Proposed Amendment #2 - Same as #1 above except that the voter would not be able to vote at the central place where he registered but would have to go back to his proper voting place to vote.

Fiscal Impact of this Amendment - \$7,000 (Local)

Using the same assumptions as in proposed amendment #1, only an average of one additional personnel would be required in each county to register the qualified voters wanting to vote on the same day as the election.

Assuming the additional personnel is paid \$5 per hour for working a 14 hour day, the total statewide cost to the counties would be \$7,000.

DC:djb

K-3

N.C. GENERAL ASSEMBLY LEGISLATIVE FISCAL NOTE

Fiscal Research  
733-4910

Prepared By: Doug Carter	Date Prepared: 3-22-91	Bill No.: HB 106	Edition: 1
Approved By: Tom L. Covington	3/25/91		Rep. H.M. Michaux
Sponsor:			
Short Title: Mail-In Voter Registration			

TYPE OF FISCAL IMPACT			FUNDS AFFECTED:			
		County/	(x) General	( ) Highway	( ) Other:	(x) Local
	State	Local				
	Gov't	Gov't	State Fiscal Impact	FY	FY	FY
				91-92	92-93	
No Fiscal Impact	( )	( )	State Total Req'ments	\$77,500	\$38,750	
Increase Expenditure	(x)	(x)	Receipts/Revenues			
Decrease Expenditure	( )	( )	Net State Expend./Rev.	\$77,500	\$38,750	
			No. of Positions			
			Local Fiscal Impact	FY	FY	FY
				91-92	92-93	
Increase Revenue	( )	( )	Local Total Req'ments	\$30,000	\$30,000	
Decrease Revenue	( )	( )	Receipts/Revenues			
No Estimate Avail.	( )	( )	Net Local Expend./Rev.	\$30,000	\$30,000	
			No. of Positions			

Description of Legislation

1. Summary of Legislation - Allows voter registration by mail.

Effective Date - January 1, 1992

3. Fund or Tax Affected

4. Principal Department/Program Affected

Cost or Revenue Impact on State

	FY	FY	FY
	91-92	92-93	
1. Non-Recurring Costs/Revenues	\$77,500	\$38,500	
2. Recurring Costs/Revenues			

3. Fiscal/Revenue Assumptions

The State Board of Elections estimates that it will need \$77,500 in 1991/92 and \$38,750 in 1992/93 to implement the mail registration requirements in HB 106. This start-up costs includes the design, printing and distribution of registration forms. A recurring cost for printing of forms will vary each year according to the election cycle.

Cost/Revenue Impact on County or Local Government

	FY	FY	FY
	91-92	92-93	
1. Non-Recurring Costs/Revenues	\$30,000	\$30,000	
Recurring Costs/Revenues			

### 3. Fiscal/Revenue Assumptions

The mandated cost to the local county board of elections for registration by mail is primarily for postage. The county board of elections must send a notice of registration to each applicant by nonforwardable first class mail. We estimate 60,000 to 100,000 will mail in the form each year. Assuming 100,000 registrants each year, the cost will be approximately \$30,000 annually to the local county board of elections.

#### Sources of Data for Fiscal Note

#### Technical Considerations/Comments

N.C. GENERAL ASSEMBLY LEGISLATIVE FISCAL NOTE

Fiscal Research  
733-4910

Prepared By: Doug Carter <i>DC</i>	Date Prepared: 3-22-91	Bill No. HB 105	Edition: 1
Approved By: Tom L. Covington	<i>3/22/91</i>		Rep. H. M. Michaux
Short Title: Motor Voter			Sponsor:

TYPE OF FISCAL IMPACT			FUNDS AFFECTED:			
		County/	( ) General	(x) Highway	( ) Other:	
	State	Local			( ) Local	
	Gov't	Gov't				
No Fiscal Impact	( )	( )				
Increase Expenditure	(x)	( )				
Decrease Expenditure	( )	( )				
Increase Revenue	( )	( )				
Decrease Revenue	( )	( )				
No Estimate Avail.	( )	( )				

State Fiscal Impact		FY	FY	FY
		91-92	92-93	
State Total Req'ments		\$ 55,400	\$110,800	
Receipts/Revenues		-	-	
Net State Expend./Rev.		\$ 55,400	\$100,800	
No. of Positions				

Local Fiscal Impact		FY	FY	FY
Local Total Req'ments				
Receipts/Revenues				
Net Local Expend./Rev.				
No. of Positions				

Description of Legislation

1. Summary of Legislation

Provides for use of drivers license applications and application for special identification cards as applications for voter registration.

2. Effective Date - January 1, 1992

3. Fund or Tax Affected - Highway Fund

4. Principal Department/Program Affected - Department of Transportation - Division of Motor Vehicles.

Cost or Revenue Impact on State

	FY	FY	FY
	91-92	92-93	
1. Non-Recurring Costs/Revenues			
2. Recurring Costs/Revenues	\$55,400	\$110,800	
3. Fiscal/Revenue Assumptions			
DMV indicates to use multi-part forms they would need to replace their current field printers with high impact/heavy strike units, application programming would require outside contractual development support and they would also need to replace their insert machine and folding machine for a total start-up cost of \$820,000. However, by redesigning the form to a continuous form containing the required election and driver license information, there would be no need to replace existing field printers, insert machines or folding machines. Continuing costs would include additional cost for new forms, postage and one additional personnel to handle increase in registration documents.			

Cost/Revenue Impact on County or Local Government

FY  
88-89

FY  
89-90

FY

1 Non-Recurring Costs/Revenues

2 Recurring Costs/Revenues

3. Fiscal/Revenue Assumptions

Sources of Data for Fiscal Note

Department of Transportation - Division of Motor Vehicles

Technical Considerations/Comments

Currently all driver license examiners are authorized to register voters.



FISCAL RESEARCH DIVISION

Date March 26, 1991

FISCAL NOTE TRANSMITTAL FORM

HOUSE BILL NUMBER 106

SENATE BILL NUMBER

The attached fiscal note on the bill(s) named above is being transmitted to:

Chief Sponsor, House Rep. H. M. Michaux  
Chief Sponsor, Senate  
Fiscal Note Requested By

Chairman of the House Committee on

Chairman of the House Subcommittee on

Chairman of the Senate Committee on

Chairman of the Senate Subcommittee on

Speaker of the House, Daniel T. Blue, Jr.  
President Pro Tempore, Henson Barnes  
Chairman of the House Base Budget Appropriations Committee  
Representative David Diamont  
Chairman of the House Expansion Budget Appropriations Committee  
Representative Martin Nesbitt  
Chairman of the Senate Appropriations Committee  
Senator Marc Basnight  
Chairman of the Senate Ways and Means Committee  
Senator Kenneth C. Royall, Jr.  
Chairman of the Senate Base Budget Committee  
Senator Aaron W. Plyler

House Principal Clerks Office  
Senate Principal Clerks Office

N.C. GENERAL ASSEMBLY LEGISLATIVE FISCAL NOTE

Fiscal Research  
733-4910

Prepared By: Doug Carter <i>DC</i>	Date Prepared: 3-18-91 <i>3/19/91</i>	Bill No.: HB 104	Edition: 1
Approved By: Tom L. Covington			Rep. H. M. Michaux
Sponsor:			
Short Title: Same Day Voter Registration			

TYPE OF FISCAL IMPACT			FUNDS AFFECTED: ( ) Other:			
			( ) General	( ) Highway	( ) Local	
	County/		State Fiscal Impact			
	State Gov't	Local Gov't		FY	FY	FY
No Fiscal Impact	(x)	(x)	State Total Req'ments			
Increase Expenditure	( )	( )	Receipts/Revenues			
Decrease Expenditure	( )	( )	Net State Expend./Rev.			
			No. of Positions			
			Local Fiscal Impact			
Increase Revenue	( )	( )	Local Total Req'ments			
Decrease Revenue	( )	( )	Receipts/Revenues			
No Estimate Avail.	( )	( )	Net Local Expend./Rev.			
			No. of Positions			

Description of Legislation

1. Summary of Legislation - Allows voter registration on election day.

Effective Date - Two elections held on or after January 1, 1992.

3. Fund or Tax Affected

4. Principal Department/Program Affected - County boards of elections.

Cost or Revenue Impact on State

	FY 91-92	FY 92-93	FY
1. Non-Recurring Costs/Revenues			
2. Recurring Costs/Revenues			
3. Fiscal/Revenue Assumptions			

Cost/Revenue Impact on County or Local Government

	FY 91-92	FY 92-93	FY
1. Non-Recurring Costs/Revenues			
2. Recurring Costs/Revenues			

### 3. Fiscal/Revenue Assumptions

This bill does not require the local boards of election to increase personnel to handle same-day registration. Based on a 1989 report, Minnesota has same-day registration and experienced a 5% to 10% of eligible voters that registered on election day.

Assuming North Carolina experienced the same percentage of same-day voter registration as Minnesota in statewide elections, the local board of elections would need to either absorb the additional workload with present personnel or hire additional personnel. If additional personnel is not hired, delays in voting would probably occur at most of the state's 2,416 precincts. If the local boards of elections hired one additional worker for each precinct, the additional cost to the local boards would be approximately \$96,640.

#### Sources of Data for Fiscal Note

#### Technical Considerations/Comments

FISCAL RESEARCH DIVISION

Date March 26, 1991

FISCAL NOTE TRANSMITTAL FORM

HOUSE BILL NUMBER HB 105

SENATE BILL NUMBER

The attached fiscal note on the bill(s) named above is being transmitted to:

Chief Sponsor, House Rep. H. M. Michaux  
Chief Sponsor, Senate  
Fiscal Note Requested By

Chairman of the House Committee on

Chairman of the House Subcommittee on

Chairman of the Senate Committee on

Chairman of the Senate Subcommittee on

Speaker of the House, Daniel T. Blue, Jr.

President Pro Tempore, Henson Barnes

Chairman of the House Base Budget Appropriations Committee

Representative David Diamont

Chairman of the House Expansion Budget Appropriations Committee

Representative Martin Nesbitt

Chairman of the Senate Appropriations Committee

Senator Marc Basnight

Chairman of the Senate Ways and Means Committee

Senator Kenneth C. Royall, Jr.

Chairman of the Senate Base Budget Committee

Senator Aaron W. Plyler

House Principal Clerks Office

Senate Principal Clerks Office

K-11

# Legislative Proposal I

## Appendix L

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1991

H

1

92-RRZ-004

Short Title: Voter Participation.

(Public)

---

Sponsors:

---

Referred to:

---

1                                   A BILL TO BE ENTITLED  
2 AN ACT TO IMPROVE VOTER PARTICIPATION.  
3 The General Assembly of North Carolina enacts:  
4                                   Part 1 -- MAIL REGISTRATION  
5           Section 1.1. Chapter 163 of the General Statutes is  
6 amended by adding a new section to read:  
7 "§ 163-72.4. Registration by mail.  
8    (a) In addition to any other procedure provided by this  
9 Article, a person may apply by mail under this section to do any  
10 or all of the following:  
11                   (1) Register to vote;  
12                   (2) Change party affiliation or unaffiliated status;  
13                   (3) Report a change of address within a county;  
14                   (4) Report a change of name.  
15    (b) The State Board of Elections shall develop a registration  
16 by mail form, which shall request sufficient information to  
17 enable officials of the county where a person resides to  
18 satisfactorily process the application for any purpose permitted  
19 under subsection (a) of this section. The State Board of  
20 Elections shall print sufficient copies of the form so that they  
21 may be publicly distributed. Registration forms shall be  
22 available from the State Board of Elections and county boards of  
23 elections, and may be distributed by any person. The single form  
24 shall permit all of the purposes listed under subsection (a) of

1 this section to be carried out by filling in the appropriate  
2 information and marking boxes to indicate the action requested.

3 (c) In order to be valid, the registration form shall be  
4 signed by the applicant. To be valid for an election, the form  
5 must be postmarked at least 30 days before the election. The  
6 application form shall request the applicant's telephone number  
7 to assist the appropriate board of elections in contacting the  
8 voter if needed in processing the application. The application  
9 shall require the voter to state if the voter is currently  
10 registered to vote anywhere, and at what address, so that any  
11 prior registration can be cancelled. If that address is in the  
12 county where the voter applies to register, the application shall  
13 be processed as if it had been submitted under G.S. 163-72.2.

14 (d) The application shall ask for political party affiliation  
15 and briefly explain the law relating to party affiliation with  
16 respect to voting in primary elections.

17 (e) Reports received under this section of:

18 (1) Change in party affiliation shall be processed as  
19 if made under G.S. 163-74(b);

20 (2) Change of address within a county shall be  
21 processed as if made under G.S. 163-72.2(c); and

22 (3) Change of name shall be processed as if made under  
23 G.S. 163-69.1;

24 except for the different deadline imposed under subsection (c) of  
25 this section.

26 (f) The application made under this section shall be under  
27 oath, and any person who wilfully and knowingly and with  
28 fraudulent intent gives false information under oath shall be  
29 guilty of a Class I felony.

30 (g) Upon receipt of any or all of the following:

31 (1) An application to register;

32 (2) A change of party affiliation;

33 (3) A report of address change;

34 (4) A report of change of name

35 under this section, the county board of elections shall send to  
36 the postal address on the registration form a notice of  
37 registration, or a notice of change of party affiliation,  
38 address, or name. The notice shall include an assignment of  
39 precinct and polling place, or a reminder of precinct and polling  
40 place if the voter is reporting only a change of party  
41 affiliation or name. The county board of elections shall send the  
42 notice by nonforwardable first-class mail. If the notice is  
43 returned as undeliverable, the county board of elections shall  
44 send a second nonforwardable first-class mailing. If that notice

1 is returned as undeliverable, the county board of elections  
2 shall cancel the registration if it has been approved and shall  
3 reject it if it has not yet been approved.

4 (h) If a registration form is a duplicate of a registration  
5 already made, it shall not be processed, and the applicant shall  
6 be so notified. The notification shall include the voter's  
7 precinct and polling place.

8 (i) If the voter has listed a previous registration not in  
9 that county, the county board of elections shall treat it as an  
10 authorization to cancel the previous registration and also  
11 process it as such under the procedures of G.S. 163-72.1(c)  
12 through (e).

13 (j) The application shall require that the applicant pay the  
14 full postage required by federal law, except that if federal law  
15 provides that it may be carried without postage, the application  
16 shall contain the appropriate franking language to allow it to be  
17 carried without postage."

18 Sec. 1.2. There is appropriated from the General Fund  
19 to the State Board of Elections the sum of seventy-seven thousand  
20 five hundred dollars (\$77,500.00) for the 1992-93 fiscal year to  
21 implement the mail registration provisions of Section 1.1 of this  
22 part.

23 Sec. 1.3. Section 1.1 of this part becomes effective  
24 July 1, 1993. Section 1.2 of this part becomes effective July 1,  
25 1992.

26

27

#### Part 2 -- MOTOR VOTER

28 Section 2.1. G.S. 163-81 reads as rewritten:

29 "§ 163-81. Driver license examiners authorized to accept  
30 applications to register voters.

31 (a) Notwithstanding any other provision of law, the State Board  
32 of Elections is authorized to appoint as special registration  
33 commissioners duly appointed driver license examiners of the  
34 Division of Motor Vehicles.

35 The State Board of Elections may appoint such number of license  
36 examiners as it deems necessary as special registration  
37 commissioners, and the persons appointed shall serve at the  
38 pleasure of the State Board of Elections, and may be removed as a  
39 registration commissioner at any time for any reason satisfactory  
40 to the Board.

41 Before entering upon the duties of the office each special  
42 registration commissioner shall take the oath of office  
43 prescribed in Section 7 of Article VI of the North Carolina  
44 Constitution. drivers license examiners are ex officio special

1 registration commissioners for the purpose of this section. No  
2 additional oath is required.

3 (b) Special registration commissioners appointed under this  
4 section are authorized to accept applications to register persons  
5 who are qualified for registration regardless of that person's  
6 voting precinct or county of residence in the State. The special  
7 registration commissioners appointed pursuant to this section  
8 shall possess those qualifications set forth in G.S. 163-41(b),  
9 and shall have the same authority to accept applications to  
10 register voters as is conferred upon registration officials in  
11 this Chapter.

12 (c) The Division of Motor Vehicles shall, pursuant to the rules  
13 and regulations adopted by the State Board of Elections, afford  
14 a modify its forms so that any eligible person who applies for  
15 original issuance, renewal or correction of a driver's license or  
16 special identification card issued under G.S. 20-37.7 may, on a  
17 detachable part of the form, an opportunity to complete an  
18 application to register to vote or to update his registration if  
19 the voter has changed his address or moved from one precinct to  
20 another or from one county to another. Every application shall be  
21 under oath. The necessary forms shall be prescribed by the State  
22 Board of Elections. All applications shall be forwarded by the  
23 Department of Transportation to the appropriate county board of  
24 elections. The form must ask for the previous voter registration  
25 address of the voter, if any. If a previous address is listed,  
26 and it is not in the county of residence of the applicant, the  
27 appropriate county board of elections shall treat the application  
28 as an authorization to cancel the previous registration and also  
29 process it as such under the procedures of G.S. 163-72.1(c)  
30 through (e). If a previous address is listed and that address is  
31 in the county where the voter applies to register, the  
32 application shall be processed as if it had been submitted under  
33 G.S. 163-72.2.

34 Registration shall become effective as provided in G.S.  
35 163-67(a). Every special registration commissioner appointed  
36 under this section shall accept applications to vote in an  
37 election until the deadline established in G.S. 163-67(a), and no  
38 person who applies to that special registration commissioner  
39 shall be denied the vote in that election for failure to apply  
40 earlier than that deadline.

41 (d) The State Board of Elections is authorized to promulgate  
42 rules and regulations necessary to implement the provisions of  
43 this section."

44 Sec. 2.2. G.S. 163-80 reads as rewritten:



1 "§ 163-80. Officers authorized to register voters.

2 (a) Only the following election officials shall be authorized  
3 to register voters:

- 4 (1) Any member of a county board of elections who has  
5 been duly appointed pursuant to G.S. 163-22(c) and  
6 properly installed as required by G.S. 163-30 and  
7 163-31.
- 8 (2) The supervisor of elections of a county board of  
9 elections appointed pursuant to the provisions of  
10 G.S. 163-35.
- 11 (3) Precinct registrars and judges of election  
12 appointed pursuant to the provisions of G.S.  
13 163-41.
- 14 (4) Special registration commissioners appointed  
15 pursuant to the authority and limitation contained  
16 in G.S. 163-41(b), or serving ex officio pursuant  
17 to G.S. 163-81.
- 18 (5) Full-time and salaried deputy supervisors of  
19 elections employed by the county board of elections  
20 and who work under the direct supervision of the  
21 board's supervisor of elections appointed pursuant  
22 to the provisions contained in G.S. 163-35.
- 23 (6) Local public library employees designated by the  
24 governing board of such public library to be  
25 appointed by the county board of elections as  
26 special library registration deputies. Appointment  
27 of such deputies is mandatory for libraries covered  
28 by G.S. 153A-272; appointment is optional for other  
29 libraries. Persons appointed under this subsection  
30 shall be given the oath contained in G.S.  
31 163-41(b), and shall be authorized to accept  
32 applications to register on those days and during  
33 those hours said special deputies are on duty with  
34 their respective libraries. If, for good and valid  
35 reasons, the local public library director shall  
36 request that the county board of elections appoint  
37 'replacement' special library registration deputies  
38 before the two-year term ends, the county board of  
39 elections shall do so.
- 40 (7) Public high school employees appointed under this  
41 subdivision. A local board of education may, but is  
42 not required to, designate high school employees to  
43 be appointed by the county board of elections as  
44 special high school registration commissioners.

1           Only employees who volunteer for this duty, and who  
2           are acceptable to the county board of elections,  
3           may be designated by boards of education. A special  
4           high school registration commissioner may register  
5           voters only while on duty as a high school employee  
6           and only at times and under arrangements approved  
7           by the local school board of education. A person  
8           appointed under this subdivision shall take the  
9           oath prescribed in G.S. 163-41(b).

10       (b) All election officials authorized to register voters under  
11 authority of this section shall not be authorized to register  
12 voters who reside outside the boundaries of their respective  
13 counties except in those specific instances involving  
14 municipalities which lie within the boundaries of two or more  
15 counties and except as provided by G.S. 163-81. The State Board  
16 of Elections shall have authority to promulgate rules for the  
17 processing of voters in such instances.

18       (c) All election officials authorized by this section to  
19 register voters shall register any qualified voter without regard  
20 to political party affiliation and without discrimination in any  
21 manner whatsoever.

22       (d) The State Board of Elections shall promulgate rules for the  
23 proper training of those persons qualifying under this section as  
24 registrars."

25           Sec. 2.3. There is appropriated from the General Fund to  
26 the State Department of Transportation the sum of fifty-five  
27 thousand four hundred dollars (\$55,400.00) for the 1992-93 fiscal  
28 year to implement the voter registration provisions of Sections  
29 2.1 and 2.2 of this part.

30           Sec. 2.4. Section 2.1 and 2.2 of this part become  
31 effective on July 1, 1993, or the date on which the Division of  
32 Motor Vehicles has in place the necessary equipment to enforce  
33 those sections, whichever date is later. Section 2.3 of this part  
34 becomes effective July 1, 1992.

35

36           Part 3 -- THREE-WEEK REGISTRATION DEADLINE

37           Section 3.1. G.S. 163-67 reads as rewritten:

38       "(a) The county boards of elections shall establish, prior to  
39 January 1, 1971, a full-time system of registration, as  
40 prescribed by the State Board of Elections, under which the  
41 registration books, process, and records shall be open  
42 continuously for the acceptance of registration applications and  
43 for the registration of voters at all reasonable hours and time  
44 consistent with the daily function of all other county offices.

1 In such counties no registration shall entitle a registrant to  
2 vote in any primary, general or special election unless the  
3 registrant shall have made application not later than the ~~twenty-~~  
4 ~~first~~ sixteenth day, excluding Saturdays and Sundays,  
5 immediately preceding such primary, general or special election,  
6 provided that nothing shall prohibit registrants from registering  
7 to vote in future elections during such period.

8 When full-time registration has been established in a county,  
9 the official record of registration shall be made and kept in the  
10 form of an application to register which, as prescribed by the  
11 State Board of Elections, shall contain all information necessary  
12 to show the applicant's qualifications to register. In such a  
13 county, no person shall be registered to vote without first  
14 making a written, sworn, and signed application to register upon  
15 the form prescribed by the State Board of Elections. If the  
16 applicant cannot write because of physical disability, his name  
17 shall be written on the application for him by the election  
18 official to whom he makes application, but the specific reason  
19 for the applicant's failure to sign shall be clearly stated upon  
20 the face of the application.

21 Registrars, judges of election, and special registration  
22 commissioners appointed under the provisions of G.S. 163-41 may  
23 take registration applications from and administer registration  
24 oaths to qualified applicants without regard to the precinct  
25 residence of the registrar, judge of election, special  
26 registration commissioner, or applicant.

27 Applications to register which have been completed by persons  
28 who have taken the required oath shall be forwarded promptly, and  
29 in no case more than 72 hours after the close of registration, to  
30 the county board of elections. Failure to forward the application  
31 within 72 hours shall not disqualify an otherwise properly  
32 qualified voter from voting. An application to register shall  
33 constitute a valid registration unless the county board of  
34 elections shall notify the applicant of its rejection within 30  
35 days after its completion; provided that where the application is  
36 completed during the last 51 days prior to the election but at  
37 least 21 16 days, excluding Saturdays and Sundays, prior to the  
38 election, the notification of rejection shall be made no less  
39 than 14 seven days prior to the election or the application shall  
40 constitute a valid registration. If the application is rejected  
41 after the close of the registration books as provided in G.S.  
42 163-67(a) the board shall notify the applicant at least 14 seven  
43 days before the election that it has rejected his application.  
44 The applicant may appear before the board and, if he establishes

1 his qualifications to register prior to the election, he shall be  
2 permitted to vote. The loose-leaf binders containing the  
3 precinct records and the duplicate registration record, required  
4 by G.S. 163-65(a), shall be kept at all times in a safe place.

5 For the purpose of receiving registration applications,  
6 registrars shall attend the voting places in their precincts only  
7 on such days and at such hours as may be fixed by the county  
8 board of elections: Provided, the county board of elections shall  
9 not require registrars to be present at the voting places for  
10 this purpose on any day later than the ~~twenty-first~~ sixteenth  
11 day, excluding Saturdays and Sundays, prior to a primary or  
12 election. In its discretion, the county board of elections may  
13 require no attendance by registrars at the voting places for the  
14 purpose of receiving registration applications.

15 The county board of elections is authorized to make reasonable  
16 rules and regulations, not inconsistent with law and State Board  
17 regulations, to insure full-time registration as provided in this  
18 section."

19 Sec. 3.2. G.S. 163-69.1(b) reads as rewritten:

20 "(b) A voter whose name has been changed shall report such  
21 change of name to an official authorized to register voters under  
22 G.S. 163-80 no later than the ~~twenty-first day (excluding~~  
23 ~~Saturdays and Sundays)~~ last day for making application to  
24 register under G.S. 163-67 prior to an election, primary, or  
25 special election in order to vote in said election if the name  
26 change occurred on or before that date. Alternatively, the voter  
27 may report such change to the registrar at the polls, and, if  
28 otherwise eligible, may vote. A voter wishing to vote by  
29 absentee ballot may report the name change to the county board of  
30 elections, by mail or in person, along with that voter's  
31 application for absentee ballot; and if otherwise eligible, may  
32 vote.

33 Any report made under this section shall be made under oath,  
34 and on a form prescribed by the county board of elections. A  
35 name-change form shall be included in any mailing to a voter of  
36 an absentee ballot application form."

37 Sec. 3.3. G.S. 163-72.2(e) reads as rewritten:

38 "(e) No report filed under this section shall be effective for  
39 a primary or election unless received by the board of elections  
40 on or before the ~~twenty-first day (excluding Saturdays and~~  
41 ~~Sundays)~~ last day for making application to register under G.S.  
42 163-67 before the primary or election, except that if the report  
43 is submitted before the deadline but more information is  
44 requested, such report shall be effective for the primary or

1 election if sufficient information is received more than 14 seven  
2 days before the primary or election."

3           Sec. 3.4. G.S. 163-74(b) reads as rewritten:

4       "(b) Change of Party Affiliation or Unaffiliated Status. -- No  
5 registered elector shall be permitted to change the record of his  
6 party affiliation or unaffiliated status for a primary, second  
7 primary or special or general election after the close of the  
8 registration books immediately prior to any such election. Any  
9 registrant who desires to have the record of his party  
10 affiliation or unaffiliated status changed on the registration  
11 book shall, no later than the ~~twenty-first day (not including~~  
12 ~~Saturdays and Sundays)~~ last day for making application to  
13 register under G.S. 163-67 before the election go to the chairman  
14 or the supervisor of elections of the county board of elections  
15 or to other registration officials specified in G.S. 163-80 and  
16 request that the change be made. Before being permitted to have  
17 the change made, the chairman, supervisor of elections or other  
18 registration official shall require the registrant to take the  
19 following oath, and it shall be the duty of the elections officer  
20 to administer it:

21           (1) If the voter desires to change from one political  
22 party to another, or from unaffiliated to a  
23 political party:

24                       I, ....., do solemnly swear (or affirm)  
25 that I desire in good faith to change my party  
26 affiliation from the ..... Party (or from  
27 unaffiliated status) to the ..... Party, and  
28 that such change of affiliation be made on the  
29 registration records in the manner provided by law,  
30 so help me, God.

31           (2) If the voter desires to change his affiliation with  
32 any political party to unaffiliated status:

33                       I, ....., do solemnly swear (or affirm)  
34 that I desire in good faith to change my party  
35 affiliation with the ..... Party to unaffiliated  
36 and that such change of affiliation be made on the  
37 registration records in the manner provided by law,  
38 so help me, God.

39       Upon receipt of the required oath, the county board of  
40 elections shall immediately change the record of the registrant's  
41 party affiliation, or unaffiliated status, to conform to that  
42 stated in the oath. Thereafter the voter shall be considered  
43 registered and qualified to vote in accordance with the effected  
44 change.

1 Provided, in the event that a registrant has the record of his  
2 party affiliation or unaffiliated status changed later than the  
3 21st day (not including Saturdays and Sundays) last day for  
4 making application to register under G.S. 163-67 before a  
5 primary, the registrant shall not be entitled to vote in that  
6 primary."

7 Sec. 3.5. G.S. 163-59 reads as rewritten:

8 "§ 163-59. Right to participate or vote in party primary.

9 No person shall be entitled to vote or otherwise participate in  
10 the primary election of any political party unless he

11 (1) Is a registered voter, and

12 (2) Has declared and has had recorded on the  
13 registration book or record the fact that he  
14 affiliates with the political party in whose  
15 primary he proposes to vote or participate, and

16 (3) Is in good faith a member of that party.

17 Notwithstanding the previous paragraph, any unaffiliated voter  
18 who is authorized under G.S. 163-74(a1) may also vote in the  
19 primary if the voter is otherwise eligible to vote in that  
20 primary except for subdivisions (2) and (3) of the previous  
21 paragraph.

22 Any person who will become qualified by age or residence to  
23 register and vote in the general election or regular municipal  
24 election for which the primary is held, even though not so  
25 qualified by the date of the primary, shall be entitled to  
26 register for the primary and general or regular municipal  
27 election prior to the primary and then to vote in the primary  
28 after being registered. Such person may register not earlier  
29 than 60 days nor later than the 21st day (excluding Saturdays and  
30 Sundays) last day for making application to register under G.S.  
31 163-67 prior to the primary. In addition, persons who will  
32 become qualified by age to register and vote in the general  
33 election or regular municipal election for which the primary is  
34 held, who do not register during the special period may register  
35 to vote after such period as if they were qualified on the basis  
36 of age, but until they are qualified by age to vote, they may  
37 vote only in primary elections."

38 Sec. 3.6. G.S. 163-213.2 reads as rewritten:

39 "§ 163-213.2. Primary to be held; date; qualifications and  
40 registration of voters.

41 On the Tuesday after the first Monday in May, 1992, and every  
42 four years thereafter, the voters of this State shall be given an  
43 opportunity to express their preference for the person to be the  
44 presidential candidate of their political party.

1 Any person otherwise qualified who will become qualified by age  
2 to vote in the general election held in the same year of the  
3 presidential preference primary shall be entitled to register and  
4 vote in the presidential preference primary. Such persons may  
5 register not earlier than 60 days nor later than the ~~21st day~~  
6 last day for making application to register under G.S. 163-67  
7 prior to the said primary. In addition, persons who will become  
8 qualified by age to register and vote in the general election for  
9 which the primary is held, who do not register during the special  
10 period may register to vote after such period as if they were  
11 qualified on the basis of age, but until they are qualified by  
12 age to vote, they may vote only in primary elections."

13 Sec. 3.7. G.S. 163-288(c)(3) reads as rewritten:

14 "(3) METHOD C. -- The county board of elections shall  
15 permit the municipal board of elections to copy  
16 county registration books from the precinct binder  
17 record or from the duplicate required to be  
18 maintained by said county board of elections.  
19 During the period beginning on the ~~twenty-first day~~  
20 ~~before each municipal election (excluding Saturdays~~  
21 ~~and Sundays)~~ last day for making application to  
22 register under G.S. 163-67, the municipal board of  
23 elections shall compare the municipal registration  
24 books with the appropriate county books and shall  
25 add or delete registration certificates in order  
26 that the city and county records shall agree. The  
27 precincts established for municipal elections may  
28 differ from those established by the county board  
29 of elections."

30 Sec. 3.8. G.S. 163-283 reads as rewritten:

31 "**§ 163-283. Right to participate or vote in party primary.**

32 No person shall be entitled to vote or otherwise participate in  
33 the primary election of any political party unless he

- 34 (1) Is a registered voter, and  
35 (2) Has declared and has had recorded on the  
36 registration book or record the fact that he  
37 affiliates with the political party in whose  
38 primary he proposes to vote or participate, and  
39 (3) Is in good faith a member of that party.

40 Notwithstanding the previous paragraph, any unaffiliated voter  
41 who is authorized under G.S. 163-74(a1) may also vote in the  
42 primary if the voter is otherwise eligible to vote in that  
43 primary except for subdivisions (2) and (3) of the previous  
44 paragraph.

1 Any person who will become qualified by age or residence to  
2 register and vote in the general election for which the primary  
3 is held, even though not so qualified by the date of the primary  
4 election, shall be entitled to register while the registration  
5 books are open during the regular registration period prior to  
6 the primary and then to vote in the primary after being  
7 registered, provided however, under full-time and permanent  
8 registration, such an individual may register not earlier than 60  
9 days nor later than the 21st day last day for making application  
10 to register under G.S. 163-67 prior to the primary. In addition,  
11 persons who will become qualified by age to register and vote in  
12 the general election for which the primary is held, who do not  
13 register during the special period may register to vote after  
14 such period as if they were qualified on the basis of age, but  
15 until they are qualified by age to vote, they may vote only in  
16 primary elections."

17 Sec. 3.9. G.S. 163-288.2(a) reads as rewritten:  
18 "§ 163-288.2. Registration in area proposed for incorporation or  
19 annexed.

20 (a) Whenever the General Assembly incorporates a new city and  
21 provides in the act of incorporation for a referendum on the  
22 question of incorporation or for a special election for town  
23 officials or for both, or whenever an existing city or special  
24 district annexes new territory under the provisions of Chapter  
25 160A, Article 4A, or other general or local law, the board of  
26 elections of the county in which the proposed city is located or  
27 in which the newly annexed territory is located shall determine  
28 those individuals eligible to vote in the referendum or special  
29 election or in the city or special district elections. In  
30 determining the eligible voters the board may, in its discretion,  
31 use either of the following methods:

32 METHOD A. -- The board of elections shall prepare a list of  
33 those registered voters residing within the proposed city or  
34 newly annexed territory. The board shall make this list  
35 available for public inspection in its office for a two-week  
36 period ending on the ~~twenty-first day (excluding Saturdays and~~  
37 ~~Sundays)~~ last day for making application to register under G.S.  
38 163-67 before the day of the referendum or special election, or  
39 the next scheduled city or special district election. During  
40 this period, any voter resident within the proposed city or newly  
41 annexed territory and not included on the list may cause his name  
42 to be added to the list. At least one week and no more than two  
43 weeks before the day the period of public inspection is to begin,  
44 the board shall cause notice of the list's availability to be



1 posted in at least two prominent places within the proposed city  
2 or newly annexed territory and may cause the notice to be  
3 published in a newspaper of general circulation within the  
4 county. The notice shall state that the list has been prepared,  
5 that only those persons listed may vote in the referendum or  
6 special election, that the list will be available for public  
7 inspection in the board's office, that any qualified voter not  
8 included on the list may cause his name to be added to the list  
9 during the two-week period of public inspection, and that persons  
10 in newly annexed territory should present themselves so their  
11 registration records may be activated for voting in city or  
12 special district elections in the newly annexed territory.  
13 Notice may additionally be made on a radio or television station  
14 or both, but such notice shall be in addition to the newspaper  
15 and other required notice.

16 METHOD B. -- The board of elections shall conduct a special  
17 registration of eligible persons desiring to vote in the  
18 referendum or special election or in the newly annexed territory.  
19 The registration records shall be open for a two-week period  
20 (except Sundays) ending on the ~~twenty-first day (excluding~~  
21 ~~Saturdays and Sundays)~~ last day for making application to  
22 register under G.S. 163-67 before the day of the referendum or  
23 special election or the next scheduled city or special district  
24 election. On the two Saturdays during that two-week period, the  
25 records shall be located at the voting place for the referendum  
26 or special election or the next scheduled city or special  
27 district election; on the other days it may, in the discretion of  
28 the board, be kept at the voting place, at the office of the  
29 board, or at the place of business of a person designated by the  
30 board to conduct the special registration. At least one week and  
31 no more than two weeks before the day the period of special  
32 registration is to begin, the board shall cause notice of the  
33 registration to be posted in at least two prominent places within  
34 the proposed city or newly annexed territory and may cause the  
35 notice to be published in a newspaper of general circulation  
36 within the county. The notice shall state the purpose and times  
37 of the special registration, the location of the registration  
38 records, that only those persons registered in the special  
39 registration may vote in the referendum or special election, and  
40 that persons in newly annexed territory should present themselves  
41 so their registration records may be activated for voting in city  
42 or special district elections in the newly annexed territory.  
43 Notice may additionally be made on a radio or television station

1 or both, but such notice shall be in addition to the newspaper  
2 and other required notice."

3           Sec. 3.10. This part becomes effective with respect to  
4 all elections occurring on and after July 1, 1993.

5

6           Part 4 -- SATELLITE VOTING PRECINCTS

7           Sec. 4.1. Article 12 of Chapter 163 of the General  
8 Statutes is amended by adding a new section to read:

9       "§ 163-130. Satellite voting places.

10       A county board of elections may, upon approval of a request  
11 submitted in writing to the State Board of Elections, establish a  
12 plan whereby elderly or disabled voters in a precinct may vote at  
13 designated sites within the precinct other than the regular  
14 voting place for that precinct. The State Board of Elections  
15 shall approve a county board's proposed plan if:

16           (1) all the satellite voting places to be used are  
17 listed in the county's written request;

18           (2) the plan will in the State Board's judgment  
19 overcome a barrier to voting by the elderly or  
20 disabled;

21           (3) adequate security against fraud is provided for;  
22 and

23           (4) the plan does not unfairly favor or disfavor voters  
24 with regard to race or party affiliation."

25       Sec. 4.2. This part becomes effective January 31, 1993.

26

27           Part 5 -- MANDATED ANNUAL REGISTRATION DRIVE

28           Sec. 5.1. Article 7 of Chapter 163 of the General  
29 Statutes is amended by adding a new section to read:

30       "§ 163-82. Mandated registration drive.

31       The Governor shall proclaim as Citizens Awareness Month the  
32 month designated by the State Board of Elections during every  
33 even-numbered year. During that month, the State Board of  
34 Elections shall initiate a statewide voter registration drive and  
35 shall adopt rules under which county boards of elections shall  
36 conduct the drives. Each county board of elections shall  
37 participate in the statewide registration drive in accordance  
38 with the rules adopted by the State Board."

39       Sec. 5.2. This part becomes effective January 31, 1993.

40

41           Part 6 -- N.C. COMMISSION TO IMPROVE VOTER PARTICIPATION

42           Sec. 5.1. Chapter 120 of the General Statutes is  
43 amended by adding a new article to read:

44       § 120-155. Creation; appointment of members.

1 (a) There is created the North Carolina Commission to Improve  
2 Voter Participation.

3 (b) Members of the Commission shall be citizens of North  
4 Carolina who are interested in devising methods to encourage and  
5 facilitate the participation of qualified North Carolinians in  
6 the electoral process. Members shall be appointed as follows:

7 (1) Five shall be appointed by the Governor. Of these,  
8 the Governor shall appoint one person recommended  
9 by the North Carolina Association of Supervisors of  
10 Elections and one person recommended by the North  
11 Carolina Election Conference.

12 (2) Five shall be appointed by the Speaker of the  
13 House. Of these, the Speaker shall appoint one  
14 person recommended by the North Carolina  
15 Association of County Commissioners, one person  
16 recommended by the North Carolina League of  
17 Municipalities, and one person recommended by the  
18 State Board of Elections.

19 (3) Five shall be appointed by the President Pro Tem of  
20 the Senate. Of these, the President Pro Tem shall  
21 appoint two persons recommended by the Election  
22 Boards Association of North Carolina.

23 (c) The Speaker of the House and the President Pro Tem of the  
24 Senate shall each designate a Co-Chair of the Commission from one  
25 of his five appointees. The Co-Chairs shall call the first  
26 meeting of the Commission as soon as all members are appointed.

27 (d) Each member of the Commission shall serve a term of two  
28 years. The first term shall begin July 1, 1992. Each appointing  
29 authority shall make his appointments immediately upon the  
30 ratification of this Article.

31 § 120-156. Subsistence and travel expenses.

32 The members of the Commission who are members of the General  
33 Assembly shall receive subsistence and travel allowances at the  
34 rate set forth in G.S. 120-3.1. Members who are officials or  
35 employees of the State of North Carolina shall receive  
36 subsistence and travel allowances at the rate set forth in G.S.  
37 138-6. All other members shall be paid the per diem allowances at  
38 the rates set forth in G.S. 138-5.

39 § 120-157. Facilities and staff.

40 The Commission may hold its meetings in the State Legislative  
41 Building or the Legislative Office Building with the approval of  
42 the Legislative Services Commission. The Legislative Services  
43 Commission shall provide necessary professional and clerical  
44 assistance to the Commission. If necessary, the Commission may

1 enter into contracts for services of experts outside the  
2 legislative staff in order to fulfill its duties.

3 § 120-158. Duties.

4 (a) With regard to statewide computerized voter registration,  
5 the Commission shall:

6 (1) Design a statewide computerized voter registration  
7 system;

8 (2) Decide where the system shall be housed  
9 administratively;

10 (3) Develop a timetable for establishment of the  
11 system; and

12 (4) Recommend legislation to the General Assembly to  
13 implement subdivisions (1), (2), and (3);

14 (b) With regard to campaign regulation, the Commission shall:

15 (1) Review Articles 22, 22A, 22B, and 22C of Chapter  
16 163 of the General Statutes; and

17 (2) Recommend to the General Assembly needed changes to  
18 those Articles.

19 (c) The Commission shall report its progress to the General  
20 Assembly prior to February 1 of each year."

21 Sec. 6.2. There is appropriated from the General Fund  
22 to the North Carolina Commission to Improve Voter Participation  
23 the sum of two hundred fifty thousand dollars (\$250,000.00) for  
24 the 1992-93 fiscal year to implement the provisions of Section  
25 6.1 of this part.

26 Sec. 6.3. Section 6.1 of this part becomes effective  
27 upon ratification of this act. Section 6.2 of this part becomes  
28 effective July 1, 1992.

29 Sec. 7. This act is effective upon ratification.

## SUMMARY OF LEGISLATIVE PROPOSAL I -- 92-RRZ-004

### 1. Mail-in Registration. (based on House Bill 106)

- \* Registration application forms made available to anyone.
- \* Applicant's signature under oath, subject to Class I felony (maximum of 5 years in prison).
- \* Applicant must mail form to county board 30 days before election.
- \* County board notifies voter of approval by nonforwardable first-class mail. If mailing is returned, another one sent. If second one returned, registration is cancelled.
- \* An already-registered voter may use the mail-in form to report a change of name, address, or party affiliation.
- \* Effective July 1, 1993.
- \* \$77,500 appropriated to State Board of Elections for 1992-93. (Fiscal note says another \$38,500 would be needed for 1993-94. Fiscal note also says statewide cost to counties would be \$30,000/year.)

### 2. Motor Voter. (based on House Bill 105)

- \* Makes all DMV drivers license examiners ex officio special registration commissioners. (Now, State Board of Elections has authority to appoint them.)
- \* Makes voter registration form a detachable part of a drivers license application form.
- \* Sets the same pre-election registration deadline for DMV as for other registration officials. (Now, an earlier DMV deadline is sometimes set administratively.)
- \* Continues drivers license examiners as the only registration officials who may register anyone in the State, regardless of which county they live in.
- \* Effective July 1, 1993.
- \* \$55,400 for DOT for 1992-93 fiscal year. (Fiscal note says \$110,800 would be needed for 1993-94 fiscal year.)

### 3. Three-Week Registration Deadline. (modification of a provision in original Senate Bill 485, introduced by Sen. Hyde. The bill was ratified, but the later registration deadline was amended out in committee.)

- \* Sets registration deadline for a primary or election at 16 working days before the election, or three weeks. (Now, deadline is 21 working days before the election, or four weeks.)
  - \* Effective July 1, 1993.
  - \* No State appropriation.
4. Satellite Voting Precincts. (Based on a proposal by Mr. Alex K. Brock, Executive Secretary-Director of State Board of Elections.)
- \* Allows county boards of elections to adopt, with State Board approval, extra voting places in a precinct to accommodate the elderly and disabled of that precinct.
  - \* Outlines standards of need, specificity, security, and fairness for State Board to use in judging county requests.
  - \* Effective January 31, 1993.
5. Mandated Annual Registration Drive. (Based on a proposal by Mr. Brock.)
- \* Requires Governor to proclaim a month every even-numbered year as "Citizen Awareness Month." The State Board of Elections designates the month.
  - \* Requires State Board to initiate a statewide registration drive during that month and adopt rules by which counties must conduct the drive.
  - \* Requires every county board of elections to participate according to State Board rules.
6. North Carolina Commission to Improve Voter Participation.
- \* Establishes a statutory commission to design a Statewide Voter Registration System and to decide where the system would be housed administratively.
  - \* Also charges the Commission with studying campaign regulation.
  - \* Gives Commission 15 members:
    - 5 appointed by Governor, including one nominee from each of the two associations of county election supervisors.
    - 5 appointed by Speaker, including one nominee each from the County Commissioners Association, the League of Municipalities, and the State Board of Elections.
    - 5 appointed by President Pro Tem of the Senate, including two nominees from Election Boards Association of North Carolina.
  - \* Speaker and President Pro Tem name the Co-Chairs.

- \* Members serve for two-year terms beginning July 1, 1992.
- \* \$250,000 appropriation for 1992-93.

Legislative Proposal II  
Appendix M

GENERAL ASSEMBLY OF NORTH CAROLINA

SESSION 1991

SH

D

92-RRZ-009

THIS IS A DRAFT 29-APR-92 18:05:59

Short Title: Voting Equip/Disabled

(Public)

---

Sponsors:

---

Referred to:

---

1                                   A BILL TO BE ENTITLED  
2 AN ACT TO PROVIDE ASSISTANCE TO THE VOTER WHOSE HEARING OR SIGHT  
3 IS IMPAIRED.  
4 The General Assembly of North Carolina enacts:  
5           Section 1. There is appropriated from the General Fund  
6 to the State Board of Elections the sum of one thousand sixty-  
7 four dollars (\$1,064.00) for the 1992-93 fiscal year for TDD  
8 Equipment so that the Board may by telephone advise, assist, and  
9 communicate with the voter whose hearing or sight is impaired.  
10 This amount shall be expended for one-time set-up and for the  
11 first year of an annual service contract.  
12           Sec. 2. This act becomes effective July 1, 1992.



**SUMMARY OF LEGISLATIVE PROPOSAL II -- 92-RRZ-009**

- \* Purchase of TDD Equipment for the State Board of Elections office in Raleigh.
- \* Would allow State Board to advise, assist, and communicate with by telephone the voter whose vision or hearing is impaired.
- \* Appropriation of \$1,064 for State Board for 1992-93 fiscal year. Of that, \$800 would be for one-time set-up of the equipment, and \$264 would be for the first year of an annual service contract.
- \* Effective July 1, 1992.