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HOUSE COMMITTEE REPORT

(11)

Date Referred: March 1, 1989

FURTHER REFERRALS:

Date of Committee Action: 3/20/89

The FINANCE Committee considered: _____ HB 93

HOUS. BILL NO. 93 [VOTER REGISTRATION/DRIVER'S LICENSES]
"An Act relating to voter registration."

RECOMMENDS:

- replacing with CS HB 93 (Jud) the same title
- the attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):

- fiscal impact
- zero fiscal note (Public Safety)
- zero with analysis

APPROVES PREVIOUS:

- fiscal note(s) published: _____
- zero fiscal notes(s) published: 2/10/89 - Div. of Elect.

SIGNING DO PASS:

Ronald J. Jansen LARSEN
Jay Brown BROWN
Alto Koponen KOPONEN
Greg Ulmer ULMER
Roll E. Phillips PHILLIPS

SIGNING OTHER THAN DO PASS: (Do Not Pass, No Recommendation, Amend)

Lynn Hoffman HOFFMAN
Steve Rieker RIEKER
Key Wallis WALLIS

Ronald J. Jansen
Chairman's signature

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: Public Safety
 Title: An Act relating to voter registration BRU: Motor Vehicles
 Sponsor: Boucher Component: _____
 Requestor: House State Affairs

EXPENDITURES/REVENUES: (Thousands of Dollars) (Inflation not included)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

Since we are already registering voters at DMV field offices there will be no fiscal impact.

RECEIVED
FEB 7 1989

Prepared by: Bill Brown LEGISLATIVE FINANCE: 465-4335
 Division: Motor Vehicles Date: 02/07/89
 Approved by Commissioner: Arthur English Date: 2-7-89
 Agency: Department of Public Safety

Adopted

JAC
2/16/89

MB 93

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: An Act relating to voter
Registration
Sponsor: Boucher
Requestor: Boucher

Agency Affected: Office of the Governor
BRU: Elections
Components: I - Elections

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL						
REVENUE	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Linda Edgeworth Phone: 465-4611
Division: Division of Elections Date: _____

Approved by Commissioner: _____ Date: _____
Agency: Division of Elections

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

Adopted

STATE OF ALASKA

OFFICE OF THE GOVERNOR

No. 1

HB 93
HOUSE 2/10/89

DIVISION OF ELECTIONS
P.O. BOX AF
JUNEAU, ALASKA 99811-0105
PHONE (907) 465-4611

COMMENTS IN SUPPORT OF HB 93

Prepared by
Division of Elections
February 7, 1989

The Division of Elections has reviewed House Bill 93 and supports its provisions. It should be pointed out that for many years, the Division has enjoyed a cooperative association with the Department of Public Safety through which, most motor vehicle registration outlets already provide voter registration services.

Among the most active outlets are Juneau, Haines, Sitka, Ketchikan, Kodiak, Nome, Fairbanks, Tok, Anchorage, Eagle River and Palmer. Barrow, Bethel and Kotzebue have also been encouraged to participate. The Anchorage motor vehicle offices are scheduled for another refresher training session which is conducted about once a year. The regional supervisors report that registrations submitted through motor vehicle offices have been timely, accurate and properly processed.

In general, the Division has received positive support from the motor vehicle offices currently providing voter registration services.

February 7, 1989
Date

Sandra J. Stout
Sandra J. Stout, Director

Original sponsors: Boucher, Gruenberg,
Donley, and Goll

1 IN THE HOUSE BY THE JUDICIARY COMMITTEE

2 CS FOR HOUSE BILL NO. 93 (Judiciary)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to a duty of the director of the
7 division of elections and to voter registration by
8 the Department of Public Safety."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 * Section 1. SHORT TITLE. This Act may be known as the Motor-Voter
11 Act.

12 * Sec. 2. AS 15.07.070 is amended by adding a new subsection to read:

13 (g) The director shall provide voter registration forms prepared
14 under (b) of this section to the Department of Public Safety for
15 distribution to the public under AS 28.05.045.

16 * Sec. 3. AS 28.05 is amended by adding a new section to read:

17 Sec. 28.05.045. VOTER REGISTRATION. A state resident, who will
18 be 18 years of age or older within 90 days, who applies in an office
19 of the division of motor vehicles for a driver's license, identifica-
20 tion card issued under AS 18.65.310, or vehicle registration under
21 AS 28.10 shall at the time of application be advised by the department
22 that the resident may also register to vote. The department shall
23 use a form for voter registration prepared by the division of elec-
24 tions and shall forward completed forms to the division of elections.
25 The department shall prominently display notice of the right to apply
26 for voter registration at each place that the public may apply for a
27 driver's license, identification card, or vehicle registration.



Representative H.A. "Red" Boucher

Chairman House Committee on State Affairs • Special Committee on Telecommunications

TO: HOUSE FINANCE COMMITTEE
FROM: H.A. "RED" BOUCHER
DATE: March 20, 1989
RE: CSHB 93 (Jud)

The major feature of the "motor voter" bill is to provide additional means for people to register to vote, update their existing registration, or cancel a registration in another state -- while they are applying for a driver's license, a state identification card, or registering a motor vehicle. Motor Voter legislation has been adopted in Arizona (1983), Colorado (1985) and Michigan (1975) with an increase of 16% to the registered rolls.

The procedure for registering would not consume much time or place an excessive burden on Department of Motor Vehicle (DMV) personnel. Both Division of Elections and DMV require the same information. DMV personnel would post signs, help with the forms, and forward the forms to the Division of Elections for verification.

There is a zero Fiscal Note.

QUESTIONS AND ANSWERS ABOUT "MOTOR VOTER" LAWS

Q. What is "Motor Voter"?

A. Motor Voter is the voter registration system that registers people to vote when they get their driver's license or non-driver identification card from motor vehicle agencies.

Q. Is Motor Voter needed in a state that already has mail-in registration and/or deputization of volunteer registrars?

A. Yes. Neither postcards nor volunteer deputies reach the vast majority of eligible citizens. Motor Voter gives a chance for citizens to find and fill out the mail-in forms, or to be registered by a conveniently available deputy.

Q. Will Motor Voter skew voter registration rolls toward upper-income groups, since these are most likely to have driver's licenses?

A. Upper-income people are more likely to be registered regardless of a state's voter registration methods. Motor Voter reduces this bias, since it reaches not only the upper and middle-income groups, but a larger number of lower-income people as well: Among the poorest one-third of U. S. households, fully two-thirds own at least one motor vehicle.* In addition to reaching low-income drivers, Motor Voter reaches non-drivers who get identification cards from licensing agencies.

To reduce the income-level bias of voter registration rolls still further, Motor Voter should be supplemented by registration services at health and welfare, and employment agencies.

Q. Does Motor Voter increase the potential for vote fraud?

A. No. People who register through Motor Voter must meet positive identification requirements at least as stringent as other voter registration systems in the same state.

* Oak Ridge National Laboratory, Transportation Energy Conservation Data Book: Edition 4, chart showing "Motor Vehicle Ownership by Selected Household Characteristics, 1977."

Q. Does Motor Voter increase the "deadwood" (deceased or moved voters) on registration rolls?

A. Motor Voter reduces "deadwood," because at the same time it encourages more citizens to register, the program also gives those already registered an opportunity to change their registration address if they have moved.

Q. Does Motor Voter create longer waiting lines at driver's licensing offices?

A. During the initial implementation period, longer lines may result. Once in effect, Motor Voter saves citizens time by eliminating the necessity of another trip to another agency to register or re-register. Such trips are particularly time-consuming when the last-minute pre-election rush creates long lines at the city hall or county courthouse.

Q. Does Motor Voter make driver's licensing clerks' jobs more time consuming?

A. Experience with Motor Voter shows that the extra work required is minimal, and can usually be handled with no additional staff.

Q. Does Motor Voter result in staff layoffs in the offices of elections officials?

A. No. Elections officials still process the applications and maintain registration lists. The workload shifts from overseeing applicants filling out forms, toward processing completed forms -- because Motor Voter substantially increases total registration.

Q. How does Motor Voter deal with persons who don't want to register to vote, or are ineligible?

A. Motor Voter offers a chance to register for those who wish to do so. Persons are free to decline. Each license and registration form is designed to weed out ineligible persons such as those under 18, convicted felons, and non-citizens: the system is the same under motor voter and other registration methods.

Q. Why should government spend tax dollars on voter registration when political parties, candidates, and others do it for free?

MOTOR VOTER LAWS: MAKING PROGRESS TOWARD UNIVERSAL VOTER REGISTRATION

Introduction

by Linda Davidoff, Executive Director, Human SERVE Campaign and David D. Schmidt, Executive Director, Initiative Resource Center

Despite the voting rights gains of the 1960's, the United States has a long way to go before the ideal of a universal right to vote for all eligible citizens becomes reality. Hampered by the 50 states' patchwork of registration and purge laws, fully a third of eligible citizens are not registered to vote, and are therefore barred from voting on election day. While 85 percent of those on the registration rolls do vote, the high rate of non-registration results in an overall voting rate of only about half of all adult citizens. This is in sharp contrast to the experience of other democracies, which provide automatic, universal voter enrollment services for their citizens (see page 15).

Federal laws designed to broaden the franchise, such as requiring states to provide mail-in registration forms and to open the polls to registration on the day of election, have been stymied in Congress for a decade or more. Some states, however, have moved to eliminate registration barriers. Among the reforms adopted around the country, "Motor Voter" laws, permitting eligible citizens to register to vote at the same time they register to become licensed drivers or receive an official identification card, have been successful in increasing the number of eligible citizens who get on -- and stay on -- the voting rolls. "Motor Voter" laws have resulted in notable voter registration gains, especially in Michigan, Arizona, and Colorado.

Quietly and continuously, Motor Voter programs register hundreds of eligible citizens each day, and thousands each week. In just 18 months prior to the 1984 election, Arizona's Motor Voter program registered 112,000 citizens. In Colorado, the first year of Motor Voter, 1985-86, saw 175,000 voter registration transactions in Motor Vehicle Offices. Michigan has seen even larger gains over the decade Motor Voter has been in effect there.

The secret of Motor Voter's success in these three states is simple: Employees at driver's licensing bureaus are required to ask every adult citizen who applies for a license, renewal, or identification card if he or she would like to register to vote (or re-register at a new address).^{*} If so, the citizen fills out a registration form along with the license, renewal, or ID card form^{**}, and returns both forms to the licensing bureau employee. The licensing bureau forwards the registrations to election officials.

Human Service Agencies and Voter Registration

Motor Voter is a special case of a broader approach to voter registration in public agencies. A comprehensive voter registration system -- one that will insure voting rights for the entire eligible citizenry -- should incorporate registration services into all public agencies which serve large numbers of citizens. Since low registration rates are common in the low-income and minority communities, it is critical for registration services to be offered in those public offices which see the largest number of low-income and minority clients. These include: housing, employment, health, food stamp, and income-support offices.

Agencies at all levels of government have begun to institute voter registration services, including but not limited to, motor vehicle offices. The city of Chicago, IL and Trenton, NJ; the states of New York, Ohio, Texas, Minnesota, Montana, and Vermont; and counties in New Jersey, Texas, and California have all implemented voter registration programs in public offices. Governors and Mayors have issued Executive orders and state and city legislators have enacted programs. The strategy of public agency voter registration has been endorsed by the US Conference of Mayors, the US Conference of Black Mayors, the Joint Center for Political Studies, and the National League of Cities.

If many more states adopt Motor Voter and other effective means of including all citizens who come into contact with their public agencies on the voter registration rolls, the United States can move closer to the ideal of universal enrollment for all eligible citizens.

^{*}An ideal system would go further, providing that every citizen whose eligibility to vote is established by his or her motor vehicle license, Medicaid, or other state services application form, is automatically registered to vote.

^{**} Colorado uses a single form for driver's license and voter registration. See Appendix

Item 3

STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

February 7, 1989

SUBJECT: Sectional analysis - HB 93
TO: Representative Red Boucher
FROM: Michael F. Ford *M. F.*
Legislative Counsel

The following is a sectional analysis of HB 93:

Section 1 - Requires the director of the division of elections to provide voter registration forms to the Department of Public Safety for public distribution.

Section 2 - Requires the Department of Public Safety to advise certain people who are registering or licensing for driving purposes that they may also register to vote. Requires the department to use forms prepared by the division of elections and to prominently display notice of the right to register to vote.

MFF:gc
WKG6/095