

MARYLAND'S VOTER REGISTRATION SYSTEM AND SAME-DAY REGISTRATION



DEPARTMENT OF LEGISLATIVE SERVICES 2017

Maryland's Voter Registration System and Same-day Registration

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DEPARTMENT OF LEGISLATIVE SERVICES
OFFICE OF POLICY ANALYSIS
MARYLAND GENERAL ASSEMBLY

Warren G. Deschenaux
Executive Director

November 2017

The Honorable Thomas V. Mike Miller, Jr., President of the Senate
The Honorable Michael E. Busch, Speaker of the House of Delegates
Members of the Maryland General Assembly

Ladies and Gentlemen:

The General Assembly has approved several significant changes to the State's voter registration system in recent years, both to expand access to voter registration and improve its administration. The legislature has (1) allowed individuals to register to vote online; (2) joined the Electronic Registration Information Center to exchange information with other states to keep the voter rolls accurate and current; (3) allowed eligible individuals to register and vote on the same day at early voting centers; and (4) expanded opportunities to register to vote at State agencies. However, it is estimated that more than 500,000 Maryland residents remain eligible but unregistered to vote.

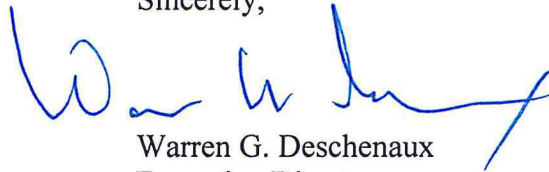
In recent years, the General Assembly has considered legislation to make further changes. Most notably, the Senate and House of Delegates approved different versions of legislation to expand same-day registration to Election Day polling places during the 2017 session, but the legislation ultimately failed. Lawmakers have also proposed registering individuals to vote when they do business with certain State agencies unless they opt out, a program commonly referred to as "automatic voter registration."

Given the attention that the General Assembly has paid to voter registration in recent years and the significant change that same-day registration on Election Day would represent, this paper is intended to serve as a resource for lawmakers in considering legislation allowing for same-day registration on Election Day and other future changes to the voter registration system. The paper consists of two parts: (1) a description of how the current voter registration system functions and achieves its primary purpose of ensuring the eligibility of voters; and (2) practical considerations relating to same-day registration.

The Honorable Thomas V. Mike Miller, Jr.
The Honorable Michael E. Busch
Members of the Maryland General Assembly
November 2017
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The Department of Legislative Services trusts that the paper will be useful to members of the General Assembly and to other persons interested in matters relating to voter registration.

Sincerely,



Warren G. Deschenaux
Executive Director

WGD/mag

Maryland's Voter Registration System and Same-day Registration

Executive Summary

Various legislative changes have been made to the State's voter registration system in recent years, both to expand access to voter registration and improve its administration. Different versions of legislation to allow for a further change, the availability of same-day registration on Election Day, were approved by the Senate and House of Delegates during the 2017 session, but the legislation ultimately failed. Given the attention that has been paid to voter registration by the General Assembly in recent years, and the significant change that same-day registration on Election Day would represent, this paper is intended to serve as a resource for the General Assembly in considering legislation allowing for same-day registration on Election Day and any other future changes to the voter registration system. The paper consists of two parts: (1) a description of how the current voter registration system functions and achieves its primary purpose of ensuring the eligibility of voters; and (2) practical considerations relating to same-day registration.

Voter Registration in Maryland

The State's voter registration system is established under State law but is subject to minimum standards imposed by federal law. While individuals can register to vote in Maryland in various ways, in 2016 most individuals registered at Motor Vehicle Administration (MVA) offices or through the State Board of Elections' (SBE) online voter registration system. The State's overall voter registration system relies significantly on the oath each individual must sign on the individual's voter registration application to ensure the individual's eligibility to register; however, the information on all voter registration applications (including those completed during same-day registration during early voting) is also verified against available government information to help ensure a voter's eligibility, and the accuracy of the information provided on the application, before an individual is registered and any vote by the individual is counted.

In addition to verifying information included on voter registration applications, State and local election officials also perform ongoing maintenance of the State's voter registration database (or list) using various sources of information to update registered voters' records and to cancel voter registrations for those voters who have died or are no longer eligible to vote. Cancellations must be completed according to different processes, depending on the source and type of information the cancellation is based on, to prevent eligible individuals' voter registration from being canceled inappropriately.

Same-day Registration

Maryland offers same-day registration during the early voting period, a practice that first took effect in the 2016 elections. To register at an early voting center, an individual must show

proof of residency. SBE uses information from MVA and other sources to generate a list of individuals who are “prequalified” to vote. These are individuals who hold a Maryland driver’s license or identification card and who are not found to be ineligible due to death or felony conviction. Holders of nonfederally compliant licenses or identification cards who cannot prove lawful presence in the United States are also not included in the list of prequalified voters. An individual who is prequalified and shows proof of residency is generally allowed to cast a regular ballot. All other individuals are required to cast a provisional ballot that is only counted if certain requirements are met. At early voting centers, same-day registrants are directed to a separate line from registered voters and are checked in by specially trained election judges. Costs of same-day registration include additional election judges and additional electronic poll books (e-poll books). E-poll books used during early voting are networked together to prevent an individual from voting more than once, but it will likely not be necessary to network the e-poll books used on Election Day if individuals are only allowed to register and cast a regular ballot at their precinct of residence.

There are currently 15 states and the District of Columbia that allow same-day registration. To ensure the security of the process, all jurisdictions require same-day registrants to show some form of identification, and many jurisdictions also require at least some same-day registrants to cast a provisional ballot that is only counted after the individual’s eligibility is verified. Maryland is one of only two states that limit same-day registration to the early voting period. Most jurisdictions allow individuals to register at all precinct polling places on Election Day, while the rest allow same-day registration only at one or more central locations within a local jurisdiction. Jurisdictions also vary in whether they use e-poll books to facilitate same-day registration and whether they network the e-poll books. Some jurisdictions report no added costs for same-day registration, while others report added costs for additional poll workers or new technology.

Voter Registration

Introduction

The primary purpose of voter registration in Maryland is to ensure that only those that are eligible are allowed to vote in elections. State and local election officials do not independently have access to information, through government databases or otherwise, that would allow them to definitively determine which individuals are eligible to vote in elections in the State at any point in time (*i.e.*, individuals that are residents of the State, are U.S. citizens, meet the minimum age requirement, etc.). Instead, election officials rely on individuals’ assurance, under penalty of perjury, that they meet the requirements to vote when they register, and officials check that information against available government data (when a person first registers and on an ongoing basis) to ensure, as best as possible, that only eligible voters are registered to vote. Election officials then use the voter registration database to determine who is permitted to cast a vote in an election.

Voter registration serves other purposes as well, such as facilitating voters' ability to affiliate with a political party, aiding in election administration planning and resource allocation, serving as a qualification for other activities (*e.g.*, running for, and serving in, office and signing election-related petitions), and serving as a data resource for political campaigns. This write-up, however, focuses on how the primary purpose of voter registration – ensuring the eligibility of voters – is accomplished in Maryland.

Use of Voter Registration in the United States and its Basis in the Law

All states except North Dakota have voter registration. Instead of voter registration, North Dakota uses a voter file of past voters and identification requirements at the time of voting to ensure voters' eligibility. With certain exceptions, federal law requires that minimum standards be met by the voter registration systems of the remaining states and the District of Columbia, under the National Voter Registration Act of 1993 (NVRA) and the Help America Vote Act of 2002 (HAVA). (In addition to North Dakota, five other states – Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming – despite having voter registration systems, are exempted from NVRA requirements because they offered same-day voter registration when NVRA was implemented in 1994 and have continued to do so.)

Some of the more significant requirements under NVRA and HAVA are that (1) voter registration be made available to individuals as a part of transactions at state motor vehicle agencies and state agencies providing public assistance or providing services to persons with disabilities; (2) states implement computerized statewide voter registration lists; and (3) efforts be undertaken to keep the lists up-to-date and accurate. Despite the NVRA and HAVA standards requiring some uniformity among the states' voter registration systems, states nonetheless retain a certain amount of discretion in how their voter registration systems are implemented. As a result, states' systems can vary in numerous ways, including the range of methods of voter registration (*e.g.*, same-day registration or online registration) made available to the states' residents and the efforts states undertake to keep their voter registration lists up-to-date and accurate.

In Maryland, the Maryland Constitution requires the General Assembly to establish a system of voter registration and prohibits an individual from voting unless the individual is registered to vote. The General Assembly has enacted various statutory provisions establishing and governing the State's voter registration system, and has made a number of changes recently, to, among other things: (1) implement online voter registration; (2) establish electronic voter registration at MVA and other agencies; (3) provide same-day registration during early voting; and (4) allow SBE to exchange data with other states in order to maintain the accuracy of the State's voter registration list.

Maryland's Voter Registration System

Administration of the System

Maryland's voter registration system is anchored by a computer system called MDVOTERS, that contains the State's voter registration database as well as software to administer the database. SBE staff oversee and coordinate the administration of MDVOTERS, but local board of elections' staff are responsible for most of the work done to add, maintain, and cancel voter registrations of voters with residence addresses in the local boards of elections' respective counties. While the MDVOTERS system helps to streamline the administration of voter registration in the State and allows for a certain amount of automated and electronic transfer of information between MVA, SBE, and the local boards of elections, no changes are made to records in the voter registration database without manual action and review by SBE or local board of elections' staff.

How Individuals are Added to the Voter Registration Database

Methods of Registration: There are multiple ways in which an individual can register to vote and be added to the State's voter registration database. Registration during a transaction at MVA is the most common way that individuals in Maryland were registered to vote in 2016 (53% of registrations), followed by registration through SBE's online voter registration system (22% of registrations). Registration at motor vehicle offices and online registration were also the top two methods of registration nationally in 2016, making up 33% and 17% of registrations, respectively.

Paper applications may be submitted, in person or by mail, to SBE, a local board of elections, or through a voter registration volunteer or distributor. Voter registration is also made available at a number of other State agencies or entities, in some cases through electronic systems similar to MVA's system, and in other cases through availability of paper applications and assistance. In 2016, same-day registration during early voting (allowing an individual to register and subsequently vote at an early voting center) was also made available to individuals for the first time.

Determining the Eligibility of Registering Individuals: As mentioned earlier, election officials do not have access to information, through government databases or otherwise, that would allow them to definitively determine which individuals are eligible to vote in elections in the State at any point in time (individuals that are residents of the State, are U.S. citizens, meet the minimum age requirement, etc.). In the absence of definitive independent information on the eligibility of each registering individual, the State's voter registration system relies significantly on the oath that each individual must sign on the individual's voter registration application, verifying that the individual meets the qualifications to register to vote. A false statement on an application is perjury and a violation of State election laws, subject to imprisonment and fines.

In addition to an applicant's oath that the information on the application is accurate and that the applicant is qualified to register to vote, the information on the application is checked against certain government information, to help ensure a voter's eligibility and the accuracy of the information provided on the application, before an individual is registered and any vote by the individual is counted. Pursuant to requirements of HAVA, an individual must provide on the voter registration application the individual's Maryland driver's license or MVA ID number, or if the individual does not have a Maryland driver's license or ID number, the last four digits of the individual's Social Security number, if the individual has one. The information on the application is then checked against the individual's MVA record or Social Security record to verify its accuracy. Individuals that do not have a Maryland driver's license, MVA ID, or Social Security number, as well as individuals whose applications are not successfully verified against the individual's MVA or Social Security record, are required to provide identification in order to become registered.

SBE also retains additional information in the MDVOTERS system that it receives on a regular basis from other government agencies regarding individuals who have died or are disqualified (*e.g.*, in prison for a felony conviction). That information is used for ongoing maintenance of the voter registration database to ensure that individuals' voter registrations are canceled if they have died or are not qualified to be a registered voter. In addition, new registrations are also checked against that information before the individual is added to the voter registration database as a registered voter. SBE also has a "street file" within MDVOTERS that contains information on street addresses in the State and whether or not addresses are residential addresses, which helps to ensure that only individuals who have provided a legitimate residential address are added to the voter registration database.

These verifications to ensure the eligibility of registering individuals are performed for all new voter registrations, before any vote by that individual is counted, including for same-day registration during early voting. Same-day registrants who have not been prequalified by election officials based on MVA and other data, must vote provisional ballots, which are counted after Election Day and after those verifications have been completed. The same-day registration process is described in more detail in the "Same-day Registration" section of this paper.

Maintaining the Accuracy and Integrity of the Voter Registration Database

Sources of Information: SBE and the local boards of elections work, on an ongoing basis, to maintain the accuracy of the voter registration database through a number of methods (often referred to as voter registration list maintenance). NVRA and HAVA require states to conduct list maintenance on a regular basis.

Information used by SBE and the local boards of elections to update or cancel voter registrations comes primarily from four categories of sources:

- the voters themselves;

- returned election mail (e.g., specimen ballots and voter notification cards) and information provided by the postal service on the returned mail;
- information received from MVA, the Maryland Department of Health (MDH), the courts, and jury commissioners on changes of name or address, deaths, felony convictions, and individuals who have indicated they are not citizens in response to a juror summons; and
- information from the Electronic Registration Information Center (ERIC), a multi-state partnership, which performs data matching using voter registration and motor vehicle licensing information from the member states as well as Social Security Administration (SSA) death records and U.S. Postal Service National Change of Address information to identify potential inaccuracies in member states' voter registration lists.

As discussed below, some of this information can be directly acted on by election officials to update or cancel voter registrations (such as information received directly from the voter), while in other cases, processes must first be undertaken in order to provide notice to or receive verification from the voter (or in certain cases the voter's family or representative) before a voter registration is canceled.

Processes Required for Updates and Cancellations: The processes for updating or canceling voter registrations are governed by State law and regulations as well as federal law. Depending on the type and source of information, the process applicable to updating or canceling a voter registration can vary. Updates to a voter registration (such as an address change), whether originating from the voter or government information generally are made without need for further verification, and a notice of the update is mailed to the voter. Cancellation of a voter registration, however, based on information on an individual's death, having potentially moved out of state, or having otherwise become disqualified, can be subject to additional processes before the voter's registration is canceled, depending on the source of the information, to ensure eligible voters' registrations are not canceled inappropriately.

The details of processing individual updates and cancellations can be complex due to the variety of circumstances that can arise, but the following processes describe the five general approaches taken to updates or cancellations of voter registrations: (1) updates made to a voter registration, with follow-up notice mailed to voter; (2) immediate cancellation of a voter registration; (3) notice mailed to voter, then cancellation if no response within two weeks; (4) notice mailed to voter, placed on inactive voter registration list if no response, then cancellation if the voter does not vote in two subsequent general elections; and (5) notice mailed to voter, verification needed before cancellation.

Updates Made to a Voter Registration, with Follow-up Notice Mailed to Voter: Information received by election officials that requires only an update to a voter registration, not a cancellation, generally is relied on to update the voter registration. However, a voter notification card is sent to the voter registration address (the new address, if it was the address that was

updated), notifying the voter of the change and allowing for the voter to correct the change if there was any error in the information, or for the return of the voter notification card by the postal service if the address change is not correct. Information that is relied on to update a voter registration may come directly from a voter or, for a name or address change (to another address within the State), from MVA, the postal service, the courts, ERIC, or even an election-related petition signed by the voter.

Immediate Cancellation of a Voter Registration: Three types of information can be relied on by elections officials to cancel a voter registration, with no further action required: (1) a signed request from a voter to have the voter's registration canceled; (2) information forwarded from out-of-state election officials that an individual has registered to vote in their jurisdiction and the individual's application indicated a prior registration in Maryland; and (3) reports of an individual's death received from MDH or the official vital statistics agency of another state or territory.

Notice Mailed to Voter, then Cancellation if no Response Within Two Weeks: In cases where information on the death of a registered voter is received from SSA (through ERIC) or information on a felony conviction of a registered voter is received from the courts, a notice is sent to the voter's address indicating that the individual's voter registration will be canceled unless the individual (or a representative, in the case of information on an individual's death received from SSA), within two weeks of the date of the letter, objects to the cancellation and shows cause why the individual's voter registration should not be canceled. This process also applies to information periodically received by election officials from jury commissioners regarding individuals who have died or are not citizens, if any such individuals are registered voters.

Notice Mailed to Voter, Placed on Inactive Voter Registration List if No Response, then Cancellation if the Voter Does not Vote in Two Subsequent General Elections: In cases where information is received, often from the postal service, that an individual has moved to an out-of-state address or has moved and the new address is unknown, a notice is sent to the individual indicating that the voter's registration will be canceled if no response is received and the individual does not vote in two subsequent general elections. The notice is sent to the new, out-of-state address or the old address, if the new address is unknown. If the voter does not respond to the notice, the voter is placed in inactive status on the voter registration list, and if the voter does not otherwise confirm to election officials that the voter continues to reside in the State and does not vote in the next two general elections, the voter's registration is canceled.

Notice Mailed to Voter, Verification Needed before Cancellation: In cases where information is received about the death of a registered voter from an obituary or other reliable source, a notice is sent to the individual's voter registration address to verify whether the voter is in fact deceased. The voter registration may not be canceled until the voter's death has been verified.

Interstate Information Sharing through ERIC: ERIC is a nonprofit organization governed by a board of directors made up of member states (currently 20 states and the District of

Columbia) that was formed in 2012 with the assistance of the Pew Charitable Trusts. The member states provide voter registration data and motor vehicle license and identification card data to ERIC, which uses that data, along with SSA death records and U.S. Postal Service National Change of Address information, to perform data matching to identify potential inaccuracies in states' voter registration lists. ERIC sends SBE reports indicating that voter registrations may need updating or cancellation based on a voter having moved or having died, and those reports are provided to, and processed by, local board of elections' staff in accordance with the applicable procedures discussed above.

Same-day Registration

Introduction

Maryland currently allows any eligible individual to appear at any early voting center in the individual's county of residence and apply to register to vote. The General Assembly authorized same-day registration during early voting in 2013, and it took effect beginning with the 2016 elections. Legislation to offer same-day registration on Election Day was considered, but not passed, in the 2017 session. It is estimated that more than 500,000 Maryland citizens are eligible but not registered to vote.

Same-day Registration in Maryland

Registration and Voting Requirements

To register, an individual must show proof of residency, which includes a Maryland driver's license or identification card, a utility bill, a bank statement, a government check, a paycheck, or other government document that has the individual's name and current address. The documents that may be used to prove residency are substantially similar to the documents required to register to vote at all other times. Any document used for proof of residency must have the individual's name and current address. A driver's license or identification card must not be expired, and any other document must be dated within the last three months.

To expedite the registration process at early voting centers, SBE generates a list of individuals who are prequalified to register to vote. An individual who is prequalified and shows proof of residency is allowed to cast a regular ballot that is counted in the early voting center. (The only exception occurs if the individual's address does not match the voter registration system's street file of residential addresses, in which case the voter will vote a provisional ballot.) If a registrant shows a Maryland driver's license or identification card as proof of residency, the bar code on the license or card is scanned and the oath and voting authority card print out with the registrant's information already filled in without the need to enter information manually.

An individual who is not prequalified but shows proof of residency casts a provisional ballot that is set aside to be counted later after SBE confirms that the individual is not ineligible based on the information available to it. Confirmation activities include verifying Social Security numbers and checking death and felony conviction records. An individual who does not show proof of residency is also required to vote a provisional ballot that will not be counted unless the individual provides proof of residency before the ballot is canvassed. All individuals who register at an early voting center are also required to sign an oath under penalty of perjury attesting that they meet all the qualifications for voter registration, including citizenship.

Early Voting Center Procedures

At each early voting center, an election judge greets people as they arrive and directs them to the same-day registration line or regular check-in line, as appropriate. This election judge is not required if the local board believes it is unnecessary and the State Administrator of Elections waives the requirement. The line for same-day registrants is separate from the line for registered voters to prevent the registration process from slowing the check-in process for registered voters. One election judge at each early voting center is primarily responsible for handling same-day registrations. Another election judge serves as a back-up for that judge. These judges are of different political parties, when practicable. A local board may designate a board employee as the primary or back-up election judge for same-day registration. If an employee is designated, the employee may not perform any other duties other than same-day registration. The election judges assigned to same-day registration may also serve as provisional voting judges, which are required at every early voting center. The individuals serving as same-day election judges are required to attend a separate training class to be instructed on the process.

E-poll books used to check in voters at early voting centers are networked together electronically and exchange information in real time with other early voting centers within each county. This means that the election judges know if an individual already registered at another early voting center and can prevent the individual from registering and voting again at a different early voting center. In addition, prequalified voters who register at an early voting center are later added electronically to the statewide voter registration database.

An individual who is already registered and has moved may update the individual's address and cast a regular ballot at an early voting center. (Again, the only exception occurs when the voter's new address does not match the voter registration system's street file of residential addresses, in which case the voter must vote a provisional ballot.) On Election Day, a voter who has moved generally must cast a provisional ballot.

An individual registering for the first time at an early voting center may register with the political party of the individual's choice and vote in that party's primary on the same day. An already registered voter may not change the voter's party affiliation and vote in a party primary on the same day. Registered voters must submit a request to change their party affiliation at least 21 days before a primary election for the change to be effective for that election.

In the 2016 primary and general elections, a total of 9,809 individuals registered at an early voting center, and an additional 10,104 updated an address. More than 60% of the new registrants at early voting centers in the 2016 elections were required to cast provisional ballots.

Costs incurred to implement same-day registration at early voting centers include additional election judges, additional e-poll books, and some one-time costs for new technology, such as bar code scanners for reading driver's licenses and identification cards. SBE also indicates that processing registration applications from same-day registrants and canvassing provisional ballots cast by same-day registrants in a timely manner requires staff, computers, and space at local boards of elections.

Same-day Registration on Election Day

A State constitutional amendment is required to implement same-day registration on Election Day in Maryland because the current constitutional language presumes that registration is closed for a period of time before Election Day. The Attorney General advised that the Maryland Constitution does not bar same-day registration during early voting. In 2017, the two houses of the General Assembly passed different versions of a constitutional amendment authorizing same-day registration on Election Day, but the legislation failed. Any constitutional amendment authorizing same-day registration would be submitted to the voters for adoption or rejection at the next election.

On Election Day, Maryland's e-poll books are not networked together outside of the polling place. SBE indicates that if same-day registration is expanded to Election Day polling places and same-day registrants are permitted to cast a regular ballot only in the precinct where they reside, it would likely not be necessary to network the Election Day e-poll books together. Under current law, during early voting an individual may cast a regular ballot at any early voting center in their county of residence, but on Election Day, an individual may only cast a regular ballot at the one precinct where they reside. Consequently, there is no need to network the e-poll books to prevent an individual from voting more than once on Election Day. However, SBE indicates that in the event that the e-poll books are networked on Election Day, the connections would be made through the cellular network, which is how the e-poll books are networked during early voting. SBE indicates that using cellular connections would be costly but would be less expensive and less administratively difficult than using the existing network connections in the buildings where Election Day polling places are located, which would require surveying all the polling places in the State and customizing the network setup for each of those polling places.

Same-day Registration in Other Jurisdictions

There are currently 15 states and the District of Columbia that allow same-day registration, according to the National Conference of State Legislatures (NCSL). In addition, Hawaii will implement same-day registration in 2018. Idaho, Maine, Minnesota, New Hampshire, Wisconsin, and Wyoming have allowed same-day registration for decades. In most states, same-day registration has been authorized legislatively, but in a few states, it has been put to a statewide

referendum. Initiatives to establish same-day registration were rejected by voters in California and Colorado in 2002. Voters rejected initiatives to repeal existing same-day registration programs in Maine in 2011 and Montana in 2014.

Other jurisdictions use a variety of measures to ensure the security of the process. All jurisdictions require prospective voters to show some form of identification, with some states requiring photo identification and others allowing other forms of identification. Many jurisdictions also require at least some same-day registrants to cast provisional ballots that are only counted once the voter's eligibility is verified. Some states send a mailing after the election to the address provided by a new registrant and refer the case to prosecutors if the mailing is returned undeliverable. Many states also perform checks to confirm a voter did not vote more than once and was eligible to vote in the election. If an irregularity is found, the case is referred to prosecutors.

States allow same-day registration at different times and places. Only Maryland and North Carolina limit same-day registration to the early voting period. A majority of jurisdictions allow individuals to register at all precinct polling places on Election Day, while the rest provide same-day registration only at one or more voting centers or at another central location within a local jurisdiction, such as the county election office or town hall. In some states, local jurisdictions determine where same-day registration is conducted, with some localities offering it at precincts and others restricting it to vote centers or another central location. Nearly all states require same-day registrants to appear at the precinct where they reside or at a central location in the local jurisdiction where they reside. Colorado allows an individual to register at any vote center in the state.

Jurisdictions also vary in the use of e-poll books to administer same-day registration. As noted above, e-poll books can be used for adding same-day registrants to the voter registration database, preventing people from voting more than once in jurisdictions that allow voters to cast ballots in more than one polling location, and managing other aspects of the registration and voting process. According to NCSL, most states have at least some jurisdictions that use e-poll books, which may be used in lieu of or in addition to traditional paper poll books. Some jurisdictions also network the e-poll books together so that they exchange information in real time, as is done at early voting centers in Maryland. However, NCSL notes that e-poll books can be costly and could be tampered with in a cyber attack. Minnesota and Michigan prohibit networking e-poll books outside the polling place for security reasons.

For each jurisdiction that allows same-day registration, **Exhibit 1** shows where same-day registration is conducted, whether the jurisdiction uses e-poll books, and whether the e-poll books are networked.

Several jurisdictions report little or no added cost for implementing same-day registration, while others report additional costs for poll workers to process new registrations or new technology, such as e-poll books. Many jurisdictions report that costs for processing registrations are simply shifted from before the registration deadline to polling places.

Exhibit 1
Same-day Registration Locations and Use of E-poll Books
In Other Jurisdictions

Jurisdiction	Same-day Locations	E-poll Books Used?	E-poll Books Networked?
California	Central locations	Varies by county	E-poll books may be networked within the county only
Colorado	Vote centers; Colorado does not have precinct polling places because it is a vote-by-mail state	Yes	E-poll books are networked statewide
Connecticut	Central location within each town	No, except as a pilot in a few towns	No
District of Columbia	At any early voting location and at precinct polling places	Yes	E-poll books are networked citywide
Hawaii	Precinct polling places and absentee polling places	No	No
Idaho	Precinct polling places	No	No
Illinois	Same-day locations vary by local jurisdiction, but may include precinct polling places and central locations	Varies by county	Some counties may network e-poll books within the county only
Iowa	Precinct polling places and central locations before Election Day	Yes	E-poll books are generally not networked, though a few counties network them within the county only
Maine	Precinct polling places and central locations before Election Day	No	No
Maryland	Early voting centers only	Yes	Yes
Minnesota	Precinct polling places	Yes	E-poll books are prohibited from being networked outside a polling location for security reasons
Montana	Central locations	No	No
New Hampshire	Town or city ward polling places	No	No
North Carolina	Central locations during early voting	Varies by county, but e-poll books are not used for same-day registration	Not known
Vermont	Precinct polling places	No	No
Wisconsin	Precinct polling places	No, although standards are being developed	No
Wyoming	Same-day locations vary by local jurisdiction, with some using vote centers and some using precinct polling places	Counties that have vote centers use e-poll books	E-poll books are networked in counties that have vote centers

e-poll books: electronic poll books

Source: National Conference of State Legislators; Pew Charitable Trusts