

# MAINE STATE LEGISLATURE

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MATTHEW DUNLAP  
SECRETARY OF STATE

STATE OF MAINE  
OFFICE  
OF THE  
SECRETARY OF STATE

January 15, 2013

Honorable John L. Tuttle, Jr.  
Chair, Joint Standing Committee on Veterans and Legal Affairs  
100 State House Station  
Augusta, Maine 04333-0100

Honorable Louis J. Luchini  
Chair, Joint Standing Committee on Veterans and Legal Affairs  
100 State House Station  
Augusta, Maine 04333-0100

Dear Senator Tuttle, Representative Luchini and Members of the Committee:

Maine election law, Title 21-A section 195, requires the Secretary of State to report annually “on the administration of the central voter registration system” (i.e. CVR). The law permits that the report may “address issues of public access to the information from the central voter registration system, taking into consideration the compelling state interests to prevent voter fraud and the potential disenfranchisement of voters and to ensure voters are not discouraged from participating in the voting process”. The following is the required 2012 report, which, unlike the reports of 2010 and 2011, is focused on the administration of the CVR itself, rather than the electoral system as a whole.

Appendix A of this report provides the background and history of implementation of the CVR, as well as current voter registration figures and a summary of CVR management and maintenance activities and statistics for 2012. This data provides valuable insight into a major tool of election administration -- indeed, the backbone -- of Maine’s voter registration, absentee voting and election results tracking and reporting system.

I would like to highlight the fact that in the 5 ½ years since full implementation of the system, Maine has gone from a completely decentralized voter registration process, involving the maintenance of disparate voter registration lists in about 500 municipalities, with no uniformity of data or automation tools, and little access to accurate voter registration data or statistics statewide; to a robust, functional and uniform voter registration software and database that allows for local control of data input, while providing central oversight and management of data accuracy. Moreover, it is worthwhile to take note that the application and database have had an extremely low incidence of system downtime.

Like any good tool, the CVR is never static. The database is being accessed and updated on a daily basis by state and local election administrators in response to information received from voters and reliable data maintenance sources such as death records and notices of cancellation from election

administrators in other jurisdictions. Likewise, the software application and system functionality undergoes an annual review to identify and implement enhancements needed to comply with new laws and procedures, and to create process efficiencies.

However, as with any tool, the CVR must be maintained and used by humans. Accordingly, the effectiveness of the CVR is dependent upon the diligence of its human users to accurately enter, maintain and report on the voter registration data it contains, as well as the voters themselves to provide complete and accurate information on the voter registration application or change forms. Accordingly, deficiencies in the voter registration data are attributable to human clerical omissions and errors. To help improve and maintain data integrity, the Elections Division personnel continually and periodically monitor CVR data; plan and execute annual system-wide, non-discriminatory data maintenance activities as required by the National Voter Registration Act (NVRA); and provide guidance and training to a constantly changing set of local election officials in 500 municipalities.

The Elections Division has several data maintenance activities planned for 2013. The first of these, an effort for the municipalities to review and cancel about 1,650 potential duplicate records, began on January 4, 2013, with a requested completion date of January 31, 2012. We also began calling the municipalities that have not completed the entry of the Voter Participation History for the November 2012 general election (i.e. who voted at the election). We hope that this project also will be completed by the end of January. Additional CVR data-related projects planned for 2013 include:

- Replacement of remaining default dates of birth with actual dates (e.g. records converted in 2007 with a 1-1-1800 date of birth);
- Review of records, with a year of birth, other than a default, indicating the voter is more than 100 years old, to either correct the record or cancel the voter if deceased;
- System-wide data maintenance using data matched from the USPS National Change of Address (NCOA) program; as well as a mass mailing to active voters who have had no activity in the system for two federal general elections;
- Comparison of the CVR street library information with the MEGIS street information to update it prior to statewide reapportionment; and
- Implementation of statewide reapportionment prior to the 2014 election cycle.

As of the conclusion of the November 6, 2012 general election, Maine had 984,724 registered voters in an "Active" status in CVR, which represents 93% of Maine's Voting Age Population of 1,053,828 persons (according to the 2010 Census). This remarkable statistic highlights the fact that Maine's voter registration process is robust and inclusive, and is facilitated by the use of the CVR by election administrators.

I look forward to working with you as you consider this report, and as our Department continues to maintain the CVR, administer other federal laws and initiatives and fulfill its ongoing obligations. As always, you may contact me at 626-8400 if I can provide you with any additional materials, answer any questions, or assist you in any way.

Sincerely,



Matthew Dunlap  
Secretary of State

# 2013 Report on the Administration of the Central Voter Registration (CVR) System

## Appendix A

### Description of the Central Voter Registration (CVR) System

The CVR is a statewide system for maintaining voter registration and election information by State and local election officials, which was implemented in compliance with the Help America Vote Act of 2002 and state law. The CVR consists of a highly-modified, commercial off-the-shelf software application (called *ElectioNet*), developed and supported by a vendor, PCC Technology Group, LLC; and an Oracle database that is maintained by the Department of the Secretary of State in the secure data center. The application is accessed by municipal clerks and registrars, as well as State elections staff, over the Internet. Updates and changes are made in real time and are immediately visible to authorized staff, as well as available for reports pursuant to the law. However, CVR is not available to municipal election officials on Election Day except for inquiries, updating absentee information, and printing reports. New voter records or changes to existing voter records must not be done on Election Day. They must be done after the election within 5 business days. This decision was made to ensure that a data entry error would not incorrectly remove a voter's record from the municipality of registration on Election Day.

Clerks and registrars in over 500 municipalities are primarily responsible for individual voter record maintenance, including: adding new voter records, updating records with address changes, party changes, or other changes; and entering voter participation history (i.e. the voters who voted at an election). The CVR is the computer system that enables these municipal clerks and registrars to maintain voter registration records and to administer key election management activities, such as issuing and tracking absentee ballots and printing the incoming voting lists for Election Day.

State election officials conduct system-wide data maintenance efforts and batch updates as allowed by law. Consequently, the success and accuracy of the CVR relies not only on the Department's performance of its system maintenance duties, but also on the accurate and timely use of the system by municipal clerks and registrars.

### History of CVR Implementation

By the spring of 2007, the Department of the Secretary of State had fully implemented the CVR, meeting the requirements of the State law and federal law. The Department successfully deployed all required CVR infrastructure, including municipal equipment and network connectivity; the CVR application, *ElectioNet*, became fully operational; voter registration data from all municipal jurisdictions was loaded into the statewide database; and election officials from all municipalities received initial training on how to use the new system.

### Benefits of the CVR

The Department and municipal election officials are able to realize the benefits of an integrated software application and database for maintaining voter registration data. Municipal election officials have a functional voter registration system that requires no local licensing or maintenance fees, and that facilitates voter registration and election activities. The CVR allows clerks and registrars to share information through the use of electronic notices, so that when a voter registers in a new municipality, the voter's old record may be updated by the election

## **2013 Report on the Administration of the Central Voter Registration (CVR) System Appendix A**

official in the new municipality, and automatically removed from the municipality of prior registration, saving the election officials both time and mailing costs. The CVR also allows the Department to more efficiently complete activities that were once left to municipalities to perform. These activities include biennial mandatory federal reporting of voter registration statistics and Election Day voting information; and the conduct of voter list maintenance functions required by the National Voter Registration Act of 1993 (NVRA). The Department, in cooperation with municipalities, has been working to identify and remove records of deceased voters, voters who have moved from their municipality of registration, and duplicate voter records.

### **Voter Registration Statistics and Activities**

As of January 2, 2013, Maine has 984,724 active status voters and 37,491 inactive status voters. Statewide, active status registered voters comprise 93% of Maine's Voting Age Population (VAP), which the 2010 census designates as 1,053,828.

In 2012, municipal election officials (Clerks and Registrars) across the State processed 63,082 new voter registrations and 486,487 registration changes (such as party enrollment changes or new addresses).

The CVR was also used to process 197,623 absentee ballot requests for the November 6, 2012 General/Referendum Election, including 4,489 ballot requests processed by the Elections Division for the Uniformed Service and Overseas Voters (UOCAVA). UOCAVA voters were able to request ballots using mail, fax, email and the online Absentee Ballot Request (ABR) service; and to return their ballots via mail, fax, or as a scanned image attached to an email. The processing of requests and issuance of ballots for almost 4,500 UOCAVA voters translated to 4,562 emails from voters, 5,576 requests in the ABR, and updated voter data from 4,421 Federal Post Card Applications (federal voter registration cards).

### **2012 Data Maintenance Statistics**

In 2012, State or municipal election officials performed individual and statewide, periodic voter list maintenance activities that resulted in records of voters being removed from the database (i.e. cancelled) for the following reasons:

- 12,074 – voters deceased
- 1,856 – duplicate records
- 3,143 – voters inactive for 2 federal general elections
- 17,368 – voters moved from the municipality of registration
- 77 – registrar hearing determined voters ineligible
- 394 – voter requested removal from list
- 34,912** – Total records cancelled due to required voter list maintenance activities

# 2013 Report on the Administration of the Central Voter Registration (CVR) System

## Appendix A

### Summary of Data Maintenance Statistics from June 2007 to the Present

The following is a summary of the data maintenance statistics from June 2007 to the present, reflecting the total number of voter records cancelled from the database to date:

- 56,016 – voters deceased
- 30,069 – duplicate records
- 75,310 – voters inactive for 2 federal general elections
- 119,849 – voters moved from the municipality of registration
- 295 – registrar hearing determined voters ineligible
- 2,242 – voter requested removal from list
- 283,781** – Total records cancelled due to required voter list maintenance activities

### Ongoing Obligations, Improvements and Enhancements

#### Help Desk

In addition to its election-specific CVR activity, the Department has ongoing responsibilities to maintain the system and provide support to its municipal partners. The Department maintains and staffs a toll-free Help Desk to provide assistance to municipal clerks and registrars, as needed, and offers annual refresher training. In 2012, there were 2,519 calls handled by the CVR Help Desk (249 more than 2011).

Almost 67% of the calls relate to entering voter registration records, tracking absentee ballots, entering election results/history, generating various reports, or responding to data requests. These calls last on average between 1 and 5 minutes. The remainder of the calls covered passwords, scanning of voter cards, hardware, maintaining municipal data such as street libraries, and a variety of other topics.

#### Enhancements

Additionally, the Department continues to work with the *ElectioNet* software vendor and municipal users to introduce new or enhanced functionality that was not required at the outset. The Department has worked with the vendor to develop, and is currently testing, a robust petition module which will streamline the certification of statewide citizen initiative and candidate petitions.

## **2013 Report on the Administration of the Central Voter Registration (CVR) System Appendix A**

### **Replacement of Site Computing Equipment**

Prior to implementation of the CVR, the Department conducted an extensive review/needs assessment of local computing equipment and capabilities, and found that nearly half of the jurisdictions had either no equipment or equipment with insufficient memory or processing speed to use the CVR application. Additionally, in order to ensure that all municipalities had the same equipment, and to facilitate the State's support of local CVR users, the State used HAVA grant monies to purchase a desktop computer, printer and peripherals to allow every municipality to perform CVR functions in a consistent manner. This equipment is now over 6 years old and the State will need to determine a plan either to refresh the equipment or require each municipality to maintain sufficient equipment in order to continue to use CVR for all required voter registration activities.