



WISCONSIN LEGISLATIVE COUNCIL
PROPOSED REPORT TO THE LEGISLATURE

SPECIAL COMMITTEE ON
ELECTION LAW
REVIEW

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Special Committee on Election Law Review

Prepared by:
Robert J. Conlin, Senior Staff Attorney
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PART I

KEY PROVISIONS

OF COMMITTEE RECOMMENDATIONS

The Special Committee on Election Law Review recommends the following proposal to the Joint Legislative Council for introduction in the 2005-06 Session of the Legislature.

LRB-3947/1, Relating to Administration of Elections; Granting Rule-Making Authority; and Providing a Penalty

LRB-3947/1, relating to administration of elections; granting rule-making authority; and providing a penalty. LRB-3947/1, does the following:

- The draft requires proof of residence to be provided whenever registration to vote is made and establishes that only the following list of items are acceptable proof of residence: (1) a current and valid Wisconsin driver's license; (2) a current and valid Wisconsin identification card; (3) any other official identification card or license issued by a Wisconsin governmental body or unit; (4) an identification card issued by an employer in the normal course of business and bearing a photograph of the card holder, but not including a business card; (5) a real estate tax bill or receipt for the current year or the year preceding the date of the election; (6) a university, college, or technical college fee, or identification card bearing a photograph of the card holder; (7) a utility bill for the period commencing not earlier than 90 days before election day; (8) a bank statement; (9) a paycheck; and (10) a check or other document issued by a unit of government.
- The draft changes the registration deadline from the 2nd Wednesday preceding the election to the 3rd Wednesday preceding the election. Under the draft, registration after this deadline is limited to persons registering in person in the office of the municipal clerk, persons registering at the polls on election day, and hospitalized persons registering via an agent.
- The draft changes the deadline for late, in-person registration in the clerk's office to 5 p.m. or the close of business, whichever is later, on the Friday before an election, rather than the day before the election.
- The draft requires that voter registration forms be completed in a legible manner, and be signed by an election official.
- The draft eliminates the requirement that voter registration forms contain prepaid return postage.
- The draft eliminates "roving registration deputies" appointed by the municipal clerk and Elections Board and instead authorizes a municipal clerk to appoint special registration deputies only for fixed registration locations, eliminates the ability of the Elections Board to appoint special registration deputies, eliminates the statutory requirement that registration be available in the office of the Register of Deeds, and requires that registration be available at the office of the county clerk.
- The draft prohibits any person from compensating any individual who gathers registrations at a rate that varies in relation to the number of voter registrations obtained. Violators are guilty of a misdemeanor and are subject to a fine of not more than \$1,000 or imprisonment for not more than six months, or both, for each offense.

- The draft requires the municipal clerk to verify any voter registration form not submitted in person by the person seeking registration in the office of the municipal clerk or in person at another approved registration location and requires the verification letter or postcard to be mailed within 10 days of receiving the registration.
- The draft requires an applicant for voter registration who possesses a driver's license issued by another state to provide the license number, issuing state, and expiration date of the license so that the Elections Board can check with that other state to determine if the person voted in that other state and this one at the same general election.
- The draft directs the Elections Board to establish a fee for a copy of the statewide voter registration list. The amount of the fee must be set to cover the cost of reproduction and the cost of maintaining the list, and the fee must be shared with local units of government.
- The draft authorizes the state Elections Board to audit same-day voter registration forms in lieu of the municipal clerk.
- The draft authorizes a registered elector or a "military elector," to apply for an absentee ballot by making a written application to the municipal clerk by facsimile transmission (fax) or electronic mail (email).
- The draft changes the deadline by which requests from most electors for absentee ballots must be received by the municipal clerk from 5 p.m. on the Friday preceding the election to no later than 5 p.m. on the 6th day immediately preceding the election.
- The draft generally provides that every request by any "military elector" must be treated as a request for an absentee ballot for all subsequent elections.
- The draft provides that a ballot cast by a "military elector," that is received by the municipal clerk after the close of the polls may, in some situations, still be counted. Under the draft, such a ballot that is received after the polls close is considered a valid ballot if it is received by the clerk by the deadline for requesting a recount and if it contains a postal service cancellation mark dated on or before the election day for which the ballot was cast. However, under the draft these ballots will not be counted unless a recount occurs.
- The draft requires all absentee ballots to be witnessed by an adult U.S citizen.
- The draft deletes the requirement that absentee ballots be sent by municipal clerks with return postage pre-paid.
- The draft provides that absentee ballots may only be sent to an elector's permanent or temporary address.
- The draft requires the municipal clerk to maintain a list, available to the public, of all of the nursing homes, community-based residential facilities, and retirement homes where an absentee ballot has been requested and when the special deputies will be visiting the facility and allows one observer from each of the recognized political parties whose candidate for governor or president received the greatest numbers of votes in the municipality at the most recent general election to accompany the deputies to observe the distribution of absentee ballots in the common areas of the facility.
- The draft authorizes the governing body of a municipality (city, village, or town) to establish an alternate absentee ballot site in lieu of the municipal clerk's office to facilitate

absentee ballot applications, voting of absentee ballots, and the return of absentee ballots prior to the close of the polls.

- The draft applies the restrictions contained in current law regarding the observation of elections to the municipal clerk's office or an alternate absentee ballot site authorized by the governing body of a municipality on any day that absentee ballots may be cast in that office.
- The draft extends the prohibitions on electioneering contained in current law to the municipal clerk's office or an alternate absentee ballot site authorized by the governing body of a municipality during times when absentee voting may be conducted in the office or at the alternate site.
- The draft permits the governing body of any municipality, by ordinance, to discontinue the canvassing of absentee ballots at polling places and instead provide for canvassing them at a centralized facility.
- The draft removes "residency" as one of the qualifications required of a circulator of petitions or nomination papers in light of a federal district court ruling which found such requirement to be unconstitutional.
- The draft requires a copy of a measure or question that will be submitted to a vote of the people on behalf of a school district to be provided to the clerk of each county having territory within the school district no later than 42 days prior to the election.
- The draft requires the Elections Board to submit a report and recommendations to the Legislature on state and local election-related contingency planning efforts and preparedness regarding natural disasters and terrorist activities that may occur at or near election time.
- The draft requires the election administration council to provide guidance to local units of government concerning the purchasing of election apparatus, ballot forms, and supplies for use in elections in this state to help ensure that competitive prices are obtained.
- The draft changes the date that election officials are appointed to December of each odd-numbered year instead of December of even-numbered years.
- Beginning with elections held in 2008, the draft requires all municipal clerks to receive election training at least once every two years and requires municipal clerks to train all pollworkers other than chief inspectors, who would continue to be trained and certified under current law, as well as special registration deputies and special voting deputies pursuant to rules developed by the Elections Board.
- The draft eliminates the minimum grade point average (GPA) requirement applicable to high school pollworkers under current law and instead authorizes school boards to develop criteria for approving students to serve as pollworkers. The draft also modifies the term of service of a high school pupil appointed to serve as an inspector.
- The draft requires a pollworker to position himself or herself at the end of the line of individuals waiting to vote at the time the polls officially close as a way to mark the end of the line.
- The draft directs the Elections Board to promulgate rules regarding the proper conduct of observers at polling places, municipal clerk's offices, or alternate absentee ballot sites, including the interaction of observers with election officials.

- The draft clarifies current law regarding election threats without making substantive changes to the law.
- The draft prohibits certain posting or distribution of election-related material during voting hours on any public property on election day near a polling place. The municipal clerk's office or an alternate absentee ballot site during hours that absentee ballots may be cast therein. For purposes of the draft, "election-related material" means any written matter which describes, or purports to describe, the rights or responsibilities of individuals voting or registering to vote at a polling place or voting by absentee ballot, except material posted or distributed by the municipal clerk or other election officials.
- The draft requires that the municipal clerk in municipalities with multiple polling places prominently post at each polling place a map of the geographic area served by each polling place for that election.
- The draft directs the Department of Corrections (DOC) to transmit electronically to the Elections Board, on a continuous basis, a list containing the names of each person who has been convicted of a felony under the laws of this state and whose voting rights have not been restored. The list is to be used to prevent felons from casting ballots. The draft also requires every person who registers to vote, to affirm specifically that he or she has not been convicted of a felony for which he or she has not been pardoned and, if so, whether the person is incarcerated or on probation, parole, or extended supervision resulting from that conviction.
- The draft provides that each municipality may appoint an additional inspector on a nonpartisan basis who serves as a greeter and substitutes for other inspectors who must leave the voting room temporarily.
- The draft sets the deadline for delivery of ballots, statements, tally sheets, lists, and envelopes by the municipal clerk to other clerks at 4 p.m. on the day after an election rather than the 2 p.m. deadline under current law.
- The draft deletes the requirement that inspectors' statements be completed in duplicate.
- The draft allows the county and municipal clerk to continue to serve on the respective board of canvassers if the clerk is a candidate as long as he or she has no opponent on the ballot, or, in the event of a recount, the office the clerk is seeking is not a subject of the recount.
- The draft requires a petition for the recall of a city, village, town, or school district officer to contain a statement of the grounds that constitute each cause for the recall. Under the draft, "cause" means official misconduct or malfeasance in office.
- The draft provides that unused ballots from an election may not be discarded or destroyed until at least the day after the last day for the filing of a recount petition for any office on the ballots.
- The draft requires the recount procedures developed by the Elections Board to require boards of canvassers in recounts involving more than one board of canvassers to consult with the Elections Board staff prior to beginning any recount to ensure that uniform procedures are used, to the extent practicable, in conducting such recounts.
- The draft requires boards of canvassers to use automatic tabulating equipment to recount ballots that are in machine-readable form unless a court finds that the petitioner has established by clear and convincing evidence that due to irregularity, defect, or mistake

committed during the voting or canvassing process the results of a recount using automatic tabulating equipment will produce incorrect recount results and that there is a substantial probability that recounting the ballots by hand or another method will produce a more correct result and change the outcome of the election.

- The draft requires the Elections Board to prepare recommendations for the Legislature with regard to random post-election audits of local election practices to be conducted in the fall of odd-numbered years. The recommendations must include recommendations on how election practices at the local level may be reviewed by election officials of other, similar-size municipalities and how such audits may be funded by the state.

PART II

COMMITTEE ACTIVITY

Assignment

The Joint Legislative Council established the Special Committee on Election Law Review by a May 21, 2004 mail ballot. The committee was directed to examine the election process and the administration of elections in the state, other than campaign financing law. The Special Committee was specifically directed to examine the implementation of the federal Help America Vote Act of 2002 (HAVA), state oversight of elections in Wisconsin, and the recount process. The Special Committee was also authorized to examine other election-related issues such as voter registration and identification, new technologies for voting, the adequacy of staffing at polling places, and the adequacy of training received by pollworkers.

Membership of the Special Committee, appointed by a July 21, 2004 mail ballot, consisted of two Senators, three Representatives, seven public members, and one nonvoting public member. A list of committee members is included as **Appendix 3** to this report.

Summary of Meetings

The Special Committee held nine meetings at the Legislative Council staff offices in Madison on the following dates:

October 13, 2004	March 23, 2005
November 17, 2004	May 2, 2005
December 15, 2004	August 4, 2005
January 5, 2005	August 25, 2005
March 2, 2005	September 29, 2005

October 13, 2004: At the first meeting of the Special Committee, the committee heard testimony from the following invited speaker:

Kevin J. Kennedy, Executive Director, State of Wisconsin Elections Board gave a presentation on HAVA and took numerous questions from the other committee members. Mr. Kennedy discussed, among other things, the important provisions of HAVA, the types of funds HAVA provides to the state, and the implementation of the statewide voter registration list. There was also a discussion of what would happen if there were a terrorist attack or natural catastrophe on election day.

November 17, 2004: Kevin Kennedy presented an overview of the election night issues of which he was aware. He said that there were two major issues concerning the elections on both the state and national levels: long lines and the conduct of observers at polling places. He commented that clearer direction was needed in the statutes on the conduct of observers. Overall, however, he noted that it was his opinion that Wisconsin ran smooth elections on election night. In general, committee members concurred.

Committee members also identified and briefly discussed a number of ways to improve the election process in Wisconsin. Staff was directed to prepare a listing of the issues discussed for the committee at the next meeting. Among the broad issues discussed were the following: absentee voting; voter registration; pollworkers; voting equipment; polling place hours; conduct at polling places by observers and others; voter identification; counting of write-in votes; and online reporting of results.

December 15, 2004: Chair Leibham gave a brief description of his experience with the recount in the 9th Senate District in 2002 and the committee spent time discussing possible modifications to the recount procedure.

The committee also discussed the possibility of early voting, and the current system of “no excuse” absentee voting. The committee requested that staff create drafts on the following issues: (1) allow requests for absentee ballots to be faxed or emailed; (2) allow an absentee ballot to be sent only to an elector’s permanent or temporary address; (3) require absentee ballots to be either returned to the clerk by mail or returned to the clerk in person; and (4) require witnesses for absentee ballots to be adult U.S. citizens.

January 5, 2005 : The committee continued discussing election issues presented in staff reports and agreed that staff should prepare drafts on the following issues: (1) time for voting absentee ballots in the clerk’s office; (2) electioneering and observation during absentee balloting in the clerk’s office; (3) “no excuse” absentee voting; (4) deadline for in-person registration; (5) public processing of absentee ballots at the polls; (6) absentee voting in nursing homes and other facilities under s. 6.875; and (7) absentee ballots for military electors.

March 2, 2005: The committee resumed discussing election issues presented in staff reports and agreed that staff should prepare drafts on the following issues: (1) fees for copies of the statewide voter registration list; (2) deadline for mail-in registration; (3) registration verification; (4) legibility of registration forms; (5) elimination of corroboration; (6) registration of homeless voters; (7) registration locations; (8) registration for HAVA purposes; (9) eliminating prepaid postage on registration cards; (10) compensation for obtaining registrations; (11) content of registration forms; (12) forms of acceptable proof of residence for registration; (13) terms of service for pollworkers; (14) high school pollworkers; (15) an election equipment oversight committee; (16) preparedness for election day disasters or attacks; (17) paper trails for voting machines; (18) qualifications of circulators; (19) manner of publicizing election events; (20) notice of school referendums; and (21) time of school district referendums.

March 23, 2005: **Sharon Robinson, Director, City of Milwaukee Department of Administration and Chair of the City of Milwaukee Election Commission Task Force** made a presentation to the committee. She described the work of the task force that is reviewing Milwaukee’s election practices; said that she expected the task force to have recommendations prepared sometime in May; noted that Mayor Barrett would welcome the chance to come before the Special Committee at that time to present the task force’s findings and recommendations; and hoped the committee would continue to be willing to work with her and the task force. She noted that the City Election Commission has been fully cooperating with law enforcement investigations and the audit by the Legislative Audit Bureau. Ms. Robinson then answered questions from members of the committee.

The committee resumed discussing the issues presented in staff reports and agreed that staff should prepare drafts on the following issues: (1) uniform poll hours; (2) alternative absentee ballot sites; (3) poll closing procedures; (4) conduct of election observers; (5) posting of election-related material at polling places; (6) election threats; (7) identification for certain voters; (8) deadline for delivery of canvass materials; (9) tallying of write-in votes; (10) inspectors’ statements; and (11) service on the board of canvassers.

May 2, 2005: Kevin Kennedy described the results of a survey of municipal clerks regarding voting by mail, after which the issue was set aside. The committee also discussed the training of pollworkers and the issues of the recall procedure, font size on ballots, creating civil penalties for violations of the election laws, and the need to examine the Governor’s proposals regarding election law reform.

The committee also gave tentative approval to, though took no formal votes on, the following drafts (with some minor amendments) that had been prepared by staff: (1) **WLC:**

0096/1, relating to requiring a witness for absentee voting to be an adult U.S. citizen; (2) **WLC: 0117/1**, relating to requesting an absentee ballot by mail; (3) **WLC: 0118/1**, relating to the mailing of absentee ballots; (4) **WLC: 0143/1**, relating to the deadline for registration to vote; (5) **WLC: 0146/1**, relating to the minimum GPA required of a high school student to be a pollworker; (6) **WLC: 0147/1**, relating to the term of a pollworker who is a high school student; (7) **WLC: 0148/1**, relating to the elimination of prepaid postage on voter registration cards; (8) **WLC: 0154/1**, relating to notice of certain school referenda; (9) **WLC: 0156/1**, relating to report on election contingency planning; (10) **WLC: 0167/1**, relating to the method of compensation of special voter registration deputies and providing a penalty; (11) **WLC: 0169/1**, relating to conducting registration at offices of the county clerk and the county election commissioners; (12) **WLC: 0170/1**, relating to the date of appointment and term of office for election officials; (13) **WLC: 0179/1**, relating to the conduct of election observers, and granting rule-making authority; (14) **WLC: 0181/1**, relating to identification required for certain voters who register by mail; and (15) **WLC: 0182/1**, relating to election threats.

Additionally, the committee requested substantive amendments to the following drafts for future consideration: (1) **WLC: 0101/1**, relating to requesting an absentee ballot by electronic mail or facsimile transmission; (2) **WLC: 0104/1**, relating to late voter registration in the municipal clerk's office; (3) **WLC: 0105/1**, relating to observation and electioneering activities in the office of the municipal clerk; (4) **WLC: 0106/1**, relating to ballots for military electors; (5) **WLC: 0107/1**, relating to late arriving military ballots; (6) **WLC: 0124/1**, relating to the recording of absentee ballots; (7) **WLC: 0126/1**, relating to absentee voting in nursing homes, qualified retirement homes, and qualified community-based residential facilities; (8) **WLC: 0145/1**, relating to requiring two registration deputies for polling place registration; (9) **WLC: 0153/1**, relating to qualification of circulators of nomination papers and petitions; (10) **WLC: 0157/1**, relating to the timing of local referenda elections; (11) **WLC: 0163/1**, relating to establishment of an election apparatus oversight committee; (12) **WLC: 0165/1**, relating to eliminating registration at high schools, through special registration deputies, and at the office of the register of deeds; (13) **WLC: 0168/1**, relating to registering to vote by mail; (14) **WLC: 0197/1**, relating to proof of residence required of certain voters and those registering to vote at the polls; (15) **WLC: 0174/1**, relating to filing of declarations of candidacy and recording of votes received by write-in candidates in certain elections; (16) **WLC: 0178/1**, relating to requiring a municipal clerk to establish a policy for the orderly closing of polling places; (17) **WLC: 0180/1**, relating to the deadline for delivery of materials from the municipal canvass to the county clerk; and (18) **WLC: 0188/1**, relating to the fee for receiving a copy of the statewide voter registration list.

The committee also agreed that the following drafts be tentatively set aside for possible future discussion: (1) **WLC: 0102/1**, relating to returning absentee ballots and providing a penalty; (2) **WLC: 0144/1**, relating to eliminating corroboration as proof of residence for voter registration; (3) **WLC: 0155/1**, relating to requiring the use of printed ballots with electronic voting systems; (4) **WLC: 0164/1**, relating to publication of election notices in local government newsletters; (5) **WLC: 0173/1**, relating to polling hours; and (6) **WLC: 0129/1**, relating to requesting and casting an absentee ballot.

Finally, the committee requested that staff prepare three additional drafts concerning the following: (1) proof of residence for all registrations; (2) marking voters with indelible ink after voting; and (3) modifying the way in which recalls of city, town, village, and school district officers are triggered.

August 4, 2005: The committee discussed issues surrounding recount proceedings and agreed to establish a subcommittee to address the issue of requiring clerks responsible for boards of canvassers in multi-district recounts to meet prior to the start of a recount to discuss common procedures to be used in the recount, a consideration of recount standards to be applied in all recounts, and resolution of the "drawdown" discussion. [The subcommittee never met.] The committee directed staff to prepare a draft requiring that municipal clerks retain unused ballots

after an election until the recount period has expired and authorize counties to collect and store such unused ballots for municipalities. The committee gave tentative approval to **WLC: 0189/1**, relating to time for sending address verification cards.

The committee suggested amendment of the following drafts: (1) **WLC: 0190/1**, relating to registration with an out-of-state drivers' licenses; (2) **WLC: 0193/1**, relating to electioneering at a polling place, the posting or distribution of election-related material, and providing for a penalty; (3) **WLC: 0195/1**, relating to election inspector statements; (4) **WLC: 0202/1**, relating to county clerks serving on the board of canvassers; (5) **WLC: 0214/1**, relating to establishing a requirement that a petition for the recall of a city, village, town, or school district officer include a statement of the grounds that constitute cause for the recall; and (6) **WLC: 0101/2**, relating to requesting an absentee ballot by electronic mail or facsimile transmission.

The committee decided to temporarily set aside the following drafts: (1) **WLC: 0194/1**, relating to registration of homeless individuals; (2) **WLC: 0198/1**, relating to establishment of satellite offices for absentee voting; and (3) **WLC: 0218/1**, relating to marking voters with indelible ink.

Milwaukee Mayor Barrett, Ms. Robinson, and Ms. Edman appeared before the committee and described a number of problems encountered by the City of Milwaukee leading up to and including election day 2004. They described the actions the city took to address those problems, including the creation of a task force to review the election law and its recommendations. Mayor Barrett, Ms. Robinson, and Ms. Edman then answered numerous questions from committee members.

August 25, 2005: Chair Leibham and several committee members met publicly in Milwaukee with staff of the City of Milwaukee Election Commission and others to discuss specific proposals concerning election law changes. At the conclusion of the meeting, committee staff was directed to prepare additional drafts relating to absentee voting, voter registration, and other issues.

September 29, 2005: The Special Committee spent nearly the entire meeting reviewing, discussing, and debating the drafts that had been prepared for committee consideration. The committee made the following recommendations on the following drafts:

Recommended for Inclusion in Final Recommendations (some with modifications)

- [WLC: 0236/1](#), relating to preservation of unused ballots.
- WLC: 0245/1, relating to the deadline for requesting an absentee ballot by mail.
- WLC: 0246/1, relating to counting absentee ballots at a central location.
- WLC: 0248/1, relating to the requirement to post maps at polling locations, and making an appropriation.
- WLC: 0250/1, relating to mandatory training for certain pollworkers, and making an appropriation.
- WLC: 0251/1, relating to lists of felons ineligible to vote at an election.
- WLC: 0252/1, relating to the number of pollworkers at certain elections.
- WLC: 0254/1, relating to standard recount procedures.
- WLC: 0256/1, relating to recounts of machine-readable ballots.
- WLC: 0104/2, relating to late voter registration in the municipal clerk's office.

- WLC: 0105/2, relating to observation and electioneering activities in the office of the municipal clerk.
- WLC: 0106/2, relating to ballots for military electors.
- WLC: 0107/2, relating to late arriving military ballots.
- WLC: 0124/2, relating to the recording of absentee ballots.
- WLC: 0126/2, relating to absentee voting in nursing homes, qualified retirement homes, and qualified community-based residential facilities.
- WLC: 0145/2, relating to requiring two registration deputies for polling place registration.
- WLC: 0153/2, relating to qualification of circulators of nomination papers and petitions.
- WLC: 0163/2, relating to establishment of an election apparatus oversight committee.
- WLC: 0165/2, relating to eliminating registration at high schools, through special registration deputies, and at the office of the register of deeds.
- WLC: 0168/2, relating to registration other than in person.
- WLC: 0178/2, relating to requiring a municipal clerk to establish a policy for the orderly closing of polling places.
- WLC: 0180/2, relating to the deadline for delivery of materials from the municipal canvass to the county clerk.
- WLC: 0188/2, relating to the fee for receiving a copy of the statewide voter registration list.
- WLC: 0197/2, relating to proof of residence required to register to vote and of certain voters appearing at the polls.
- WLC: 0101/3, relating to requesting an absentee ballot by electronic mail or facsimile transmission.
- WLC: 0190/2, relating to registration with out-of-state driver's licenses.
- WLC: 193/2, relating to electioneering at a polling place, the posting or distribution of election-related material, and providing a penalty.
- WLC: 0195/2, relating to election inspector statements.
- WLC: 0202/2, relating to the county clerk serving on the board of canvassers.
- WLC: 0214/2, relating to establishing a requirement that a petition for the recall of a city, village, town, or school district officer include a statement of the grounds that constitute cause for the recall.
- WLC: 0096/1, relating to requiring a witness for absentee voting to be an adult U.S. citizen.
- WLC: 0117/1, relating to requesting an absentee ballot by mail.
- WLC: 0118/1, relating to the mailing of absentee ballots.
- WLC: 0143/1, relating to the deadline for registration to vote.
- WLC: 0146/1, relating to the minimum GPA required of a high school student to be a pollworker.
- WLC: 0147/1, relating to the term of a pollworker who is a high school student.

- WLC: 0148/1, relating to the elimination of prepaid postage on voter registration cards.
- WLC: 0154/1, relating to notice of certain school referenda.
- WLC: 0156/1, relating to report on election contingency planning.
- WLC: 0167/1, relating to the method of compensation of special voter registration deputies and providing a penalty.
- WLC: 0169/1, relating to conducting registration at offices of the county clerk and the county election commissioners.
- WLC: 0170/1, relating to the date of appointment and term of office for election officials.
- WLC: 0179/1, relating to the conduct of election observers, and granting rule-making authority.
- WLC: 0181/1, relating to identification required for certain voters who register by mail.
- WLC: 0182/1, relating to election threats.
- WLC: 0189/1, relating to time for sending address verification cards.

Rejected

- WLC: 0102/1, relating to returning absentee ballots and providing a penalty.
- WLC: 0129/1, relating to requesting and casting an absentee ballot.
- WLC: 0144/1, relating to eliminating corroboration as proof of residence for voter registration.
- WLC: 0155/1, relating to requiring the use of printed ballots with electronic voting systems.
- WLC: 0157/2, relating to the timing of local referenda elections.
- WLC: 0164/1, relating to publication of election notices in local government newsletters.
- WLC: 0173/1, relating to polling hours.
- WLC: 0174/2, relating to filing of declarations of candidacy and recording of votes received by write-in candidates in certain elections.
- WLC: 0194/1, relating to registration of homeless individuals.
- WLC: 0198/1, relating to the establishment of satellite offices for absentee voting.
- WLC: 0218/1, relating to marking voters with indelible ink.
- WLC: 0247/1, relating to waiting time to vote, election day planning, and postelection performance reviews.
- WLC: 0249/1, relating to access to certain information on the statewide voter registration list.

The committee also approved three additional concepts to be drafted as follows:

- Provide that municipal clerks and boards of election commissioners be authorized to relocate the absentee ballot processing and absentee ballot voting function to a more accommodating location in the municipality.
- Provide that the Elections Board establish a plan for random post-election audits during the fall of odd-numbered years under which local election practices are reviewed by election

officials from peer municipalities and under which the cost of such audits are borne by the state.

- Provide that the Elections Board be authorized to do voter registration verification currently required of municipal clerks under current law as part of the Statewide Voter Registration System.

Chair Leibham indicated that he would determine how the committee's recommendations would be presented to the Joint Legislative Council (i.e., as one large bill draft or several smaller drafts) and staff would then compile the approved drafts into the appropriate packaging configuration and send the resulting draft or drafts to members, along with a mail ballot, for final approval. Subsequently, Chair Leibham decided that the approved drafts should be submitted to committee members for final approval and forwarding to the Legislative Council in one bill draft.

PART III

RECOMMENDATIONS INTRODUCED BY THE JOINT LEGISLATIVE COUNCIL

This part of the report provides background information on, and a description of, the draft as recommended by the Special Committee on Election Law Review.

Background

The Special Committee was established to review the implementation of the HAVA and state oversight of elections in Wisconsin. Additionally, the Special Committee was directed to explore the recount process. After the November elections of 2004, amid allegations of election irregularities and mismanagement in various parts of the state, the Special Committee also focused on the elections process as a whole and how that process could be improved.

As a result, the Special Committee's recommendations are wide-ranging and diverse. However, the Special Committee's recommendations can reasonably be grouped into five distinct classifications: (1) voter registration; (2) absentee ballots; (3) other pre-election changes; (4) changes affecting election day procedures; and (5) modifications and additions to post-election practices.

Considerable attention was spent discussing voter registration. As the state will require voter registration in all municipalities beginning in 2006 pursuant to HAVA, the committee explored ways to make sure the registration process is streamlined and uniform. In addition, recommendations were made to improve the reliability of registration data that will be maintained in the statewide voter registration list developed pursuant to a mandate under HAVA.

The Special Committee also spent considerable time discussing the absentee ballot process. Among other things, the Special Committee examined ways to accommodate military voters and providing more flexibility to local communities concerning where absentee ballots are counted. The Special Committee also discussed and recommended ways to make the absentee ballot process less susceptible to electioneering and fraud.

The Special Committee's discussions concerning pre-election procedures ranged from changing the qualifications required to be a circulator of nomination papers and petitions, to requiring the Elections Board to engage in contingency planning in case of a natural disaster or terror attack occurring on or near election day. The Special Committee also discussed the need for more comprehensive training for election officials.

Changes in election day procedures discussed by the Special Committee included expanding the availability of high school students to serve as pollworkers and uniform procedures for the closing of the polls when voters are waiting in line to vote. The conduct of election observers received extensive discussion as did the distribution of misleading election material by advocacy groups and others at or near a polling place. Finally, the Special Committee discussed the importance of improving the available methods for identifying felons who are ineligible to vote and preventing them from voting.

Finally, the Special Committee recognized that efforts to reform the way elections are conducted in Wisconsin cannot ignore what occurs after the votes have been cast. To that end, the Special Committee discussed the delivery and retention of various election materials, post-election audits, and improving the recount process. The Special Committee also gave significant attention to the recall process for local elective offices.

The following is a more extensive description of the provisions recommended by the Special Committee and that are contained in LRB-3947/1:

Description

VOTER REGISTRATION

Forms of Identification Required to Register to Vote

Beginning in the spring of 2006, all voters, with limited exceptions, will need to be registered before they are allowed to vote. Under current law, an elector may register in person or by mail. Generally, registration must be completed by a certain time before election day. However, a person may register in person on election day at the polls, or after the official close of registration in person in the office of the municipal clerk up until 5 p.m. or the close of business, whichever is later, on the day before the election.

A person who registers to vote at the polls on election day or in person in the municipal clerk's office after the official close of registration must show proof of residence. A document constitutes acceptable proof of residence if it includes the person's current and complete name and a current and complete residential address. The statutes provide a list of examples of documents that constitute acceptable proof of residence if they contain the person's name and address. The statutory list, which is not exhaustive, is set forth below:

1. An operator's license issued under ch. 343 (i.e., a Wisconsin driver's license).
2. An identification card issued under s. 343.50 (i.e., a Wisconsin identification card).
3. Any other official identification card or license issued by a Wisconsin governmental body or unit or by an employer in the normal course of business, but not including a business card.
4. A credit card or plate.
5. A library card.
6. A check-cashing or courtesy card issued by a merchant in the normal course of business.
7. A real estate tax bill or receipt for the current year or the year preceding the date of the election.
8. A residential lease which is effective for a period that includes election day.
9. A university, college, or technical institute fee card.
10. A university, college, or technical institute identification card.
11. An airplane pilot's license.
12. A gas, electric, or telephone service statement for the period commencing not earlier than 90 days before election day.

A person who is required to provide proof of residence under current law but who is unable to provide such proof may have his or her registration information corroborated by another elector who resides in the same municipality. The corroborating elector must then provide proof of his or her residence. In general, under current law, other persons who register to vote need not provide proof of residence.

Under current law, pursuant to requirements of HAVA, a person who registers to vote by mail and who has never voted in a federal election in his or her municipality (until December 31, 2005) or in the state (effective January 1, 2006) must present certain identification before being allowed to cast a ballot. A person who fails to do so may cast a provisional ballot and provide the identification later. The identification required under current law is: (1) a current and valid piece of identification containing a photograph of the person; or (2) a copy of a utility bill, bank statement, paycheck, or a check or other document issued by a unit of government that shows the current name and address of the person.

The draft requires proof of residence to be provided whenever an elector registers to vote. The requirement does not apply to military or overseas electors as defined by federal law. It does not alter the corroboration alternative under current law and does not extend that alternative to the new proof of residence requirements contained in the draft. An elector attempting to register at the polls on election day who cannot produce the requisite proof of residence and whose residence cannot be corroborated must be offered a chance to cast a provisional ballot.

In addition, the draft establishes one uniform list of documents, any one of which may be used as proof of residence by all applicants for registration so long as the document contains the full name and residential address of the individual. The list created by the draft is as follows:

1. A current and valid Wisconsin driver's license.
2. A current and valid Wisconsin identification card.
3. Any other official identification card or license issued by a Wisconsin governmental body or unit.
4. An identification card issued by an employer in the normal course of business and bearing a photograph of the card holder, but not including a business card.
5. A real estate tax bill or receipt for the current year or the year preceding the date of the election.
6. A university, college, or technical college fee or identification card bearing a photograph of the card holder.
7. A utility bill for the period commencing not earlier than 90 days before election day.
8. A bank statement.
9. A paycheck.
10. A check or other document issued by a unit of government.

The draft provides that a university, college, or technical college fee or identification card which does not contain the address of the student bearing the card may still be considered acceptable proof of residence if the university, college, or technical college that issued the card provides to the municipal clerk before the election a certified and current list of students who reside in housing sponsored by the university, college, or technical college showing the current address of the students and if the pollworker verifies that the student presenting the card is included on the list.

Deadline for Registration

Under current law, registration for any election must close at 5 p.m. on the second Wednesday preceding the election. Registration may be accepted after this deadline if the municipal clerk determines that the registration list can be revised to incorporate the registration in time for the election. A person may also register to vote after the official date for the close of registration. Generally, a person may register late by filing with the municipal clerk a registration form completed by the person and acceptable proof of

residence or corroboration of residence by one other elector of the municipality. The registration form must be filed in person no later than 5 p.m. or the close of business, whichever is later, on the day before the election. Unless the clerk determines that the registration list can be updated in time for the election, the municipal clerk must issue to the late-registering person a certificate addressed to the inspectors of the proper ward directing that the elector be permitted to vote. The certificate must be presented by the person to the inspectors when he or she arrives at the polling place.

The draft changes the registration deadline from the 2nd Wednesday preceding the election to the 3rd Wednesday preceding the election. Under the draft, registration after this deadline is limited to persons registering in person in the office of the municipal clerk, persons registering at the polls on election day, and hospitalized persons registering via an agent. In addition, the draft modifies the deadline for late registration in the clerk's office. Under the draft, late, in-person registration must be completed by 5 p.m. or the close of business, whichever is later, on the Friday before an election.

Legibility of Voter Registration Forms

Under current law, an elector must complete a registration form in order to register to vote.

The draft requires that the registration form be completed in a legible manner, and be signed by the election official before whom the form was completed.

Return Postage on Registration Forms

Under current law, voter registration forms are to be provided by each municipality and must be prepostpaid for return when mailed within the United States.

The draft eliminates the requirement that the forms contain prepaid return postage.

Locations for Voter Registration

Under current law, individuals may register to vote at the office of the municipal clerk, at other locations designated by the clerk, at high schools, and at the register of deeds office. In addition, current law authorizes the municipal clerk and the Elections Board to appoint special registration deputies for the purpose of registering electors of a municipality anywhere throughout the municipality--the so-called "roving registration deputies." Current law also authorizes the appointment of special registration deputies to assist in registering voters at the polls on election day and requires the appointment of special registration deputies at other locations designated for registration by the municipal clerk.

The draft eliminates the "roving registration deputies" appointed by the municipal clerk and Elections Board. Instead, the draft authorizes a municipal clerk to appoint special registration deputies only for fixed registration locations and eliminates the ability of the Elections Board to appoint special registration deputies.

The draft also creates an exemption from requiring the clerk to appoint special registration deputies for fixed registration locations established by the municipal clerk when the clerk and deputy clerks can sufficiently staff the locations. The draft also eliminates the statutory requirement that registration be available at the office of the Register of Deeds and instead requires that registration be available at the office of the county clerk.

Prohibition on Certain Payment for Voter Registration

The draft prohibits any person from compensating any individual who gathers registrations at a rate that varies in relation to the number of voter registrations obtained. Violators are guilty of a misdemeanor and are subject to a fine of not more than \$1,000 or imprisonment for not more than six months, or both, for each offense.

Verification of Pre-Election Voter Registration

Under current law, when a municipal clerk receives a voter registration form by mail, the clerk must examine the form for sufficiency. If the form is insufficient to accomplish registration or if the clerk knows or has reliable information that the proposed elector is not qualified, the clerk must notify the proposed elector and request that the elector appear at the clerk's office or other registration center to complete a proper registration or substantiate the information presented. Similarly, if the form is submitted after the close of registration, the clerk must attempt to notify the elector that registration may be completed in the clerk's office or at the polls on election day. Under current law, if the form is sufficient and the clerk has no reliable information to believe that the proposed elector is not qualified, the clerk must enter the person's name on the registration list and transmit a first class letter or postcard to the registrant identifying the registrant's proper ward or aldermanic district and polling place. If the letter or postcard is returned, the clerk must change the registrant's status to ineligible.

The draft applies these requirements to any pre-election day registration form not submitted in person by the person seeking registration in the office of the municipal clerk or in person at another approved registration location. In addition, the draft specifies that the clerk must mail the letter or postcard within 10 days of receiving the registration.

Fee for Copy of Registration List

Under current law, the fee for a copy of a public record may not exceed the actual, necessary, and direct cost of reproduction, unless a fee is otherwise specifically established or authorized to be established by law.

The draft directs the Elections Board to establish a fee for receiving a copy of the statewide voter registration list. The fee must be established by rule after consultation with county and municipal election officials. The amount of the fee must be set to cover the cost of reproduction and the cost of maintaining the list. The rules must also specify how the fees will be shared between state and local jurisdictions. The draft also authorizes the board to promulgate emergency rules to be in effect until permanent rules are promulgated.

Same-Day Voter Registration Verification by Elections Board

Under current law, after each election the municipal clerk receives a list of all electors who registered to vote on election day. Upon receipt of the list, the clerk is required to make an audit of all such electors. The audit is to be made by 1st class postcard, which is to be marked in such a way so that it will be returned to the clerk if the elector named on the card does not reside at the address given on the postcard. If the postcard is returned undelivered, the clerk is required to change the status of the elector on the registration list from eligible to ineligible and mail the elector a notice of the change in status and provide the name to the district attorney for the county where the polling place is located.

The draft authorizes the state Elections Board to perform this audit function in lieu of the municipal clerk.

Out-of-State Driver's License Holders

Under current law, the voter registration form must contain space for an individual to provide, among other things, either a valid operator's license number or the last four digits of the applicant's Social Security number.

This bill requires the form to contain a space for an applicant who possesses a driver's license issued by another state to provide the license number, issuing state, and expiration date of the license. The information would be included and maintained in the statewide voter registration system but would not be available for general public inspection. In addition, the bill requires the Elections Board, following each general election, to contact the chief election official in each other state that has issued a valid driver's

license to an elector who voted in the election and to inquire whether the elector had voted in that election in that state.

ABSENTEE BALLOTS

Requesting an Absentee Ballot by Fax or Email

Under current law, any elector who is unable or unwilling to appear at the polling place in his or her ward on election day may vote by absentee ballot. An elector seeking to vote by absentee ballot must generally make a written application to the municipal clerk. An application may be made by one of the following methods: (1) by mail; (2) in person at the office of the municipal clerk; (3) by signing a statement indicating the elector is indefinitely confined or disabled; (4) by agent when the elector is hospitalized; or (5) by delivering an application to a special voting deputy when the elector is an occupant of a nursing home and similar facilities.

The draft authorizes a registered elector, including a registered “overseas elector,” or an elector who qualifies as a “military elector,” who is unable or unwilling to appear at the polling place in his or her ward on election day to apply for an absentee ballot by making a written application to the municipal clerk by facsimile transmission (fax) or electronic mail (email). The application must contain a copy of the applicant’s original signature. When the absentee ballot is returned, the elector must enclose a copy of the absentee ballot request bearing an original signature of the elector along with the ballot. Ballots cast in contravention of this procedure are not to be counted.

Deadline for Requesting Absentee Ballot by Mail

Under current law, requests for absentee ballots made by an elector by mail must be received by the municipal clerk by 5 p.m. on the Friday preceding the election.

The draft changes the deadline for such requests to no later than 5 p.m. on the 6th day immediately preceding the election, except for applications submitted by mail by military electors and indefinitely confined voters. Under the draft, applications by mail from these electors retain the current deadline of 5 p.m. on the Friday before the election.

Absentee Ballots for Military Electors – Permanent Ballots

Under current law, “military electors” are defined to be any of the following:

- Members of a uniformed service (i.e., the U.S. Army, Navy, Air Force, Marine Corps, or Coast Guard, the Commissioned Corps of the Federal Public Health Service, or the National Oceanic and Atmospheric Administration).
- Members of the U.S. Merchant Marine.
- Civilian employees of the United States and civilians officially attached to a uniformed service who are serving outside the United States
- Peace corps volunteers.
- Spouses and dependents of the above who reside with or accompany them.

In general, and with some exceptions, a military elector is to vote in the ward or election district for the address of his or her residence prior to becoming a military elector. In general, military electors are not required to register as a prerequisite to voting in any election. A military elector may request an absentee ballot for any election, or for all elections until the individual otherwise requests or until the person no longer qualifies as a military elector. An absentee ballot application from a military elector may be received at any time. In general, as an alternative to a regular absentee ballot request form, a federal postcard registration and absentee ballot request form may be used to apply for an absentee ballot by a military

elector if the municipal clerk can determine that the applicant is qualified to vote in the election district where he or she seeks to vote and that the applicant is qualified to receive an absentee ballot as a military elector.

For military electors who are in the uniformed service and on active duty, members of the merchant marine, and the spouse and dependents of such persons who are absent because of the duty or service of the member, current law also provides that such electors may request an absentee ballot for the next two general elections. A municipal clerk must comply with such a request except that no absentee ballot may be sent for a succeeding general election if the elector's name appeared on the registration list for a previous general election and no longer appears on the registration list for the succeeding general election. Further, if the elector's address for the succeeding general election is in a municipality that is different from the municipality in which the elector resided for the first general election, current law requires the clerk to forward the request to the clerk of the municipality where the elector resides.

Currently, a municipal clerk must send a ballot, as soon as available, to each military elector who requests a ballot. However, the clerk may not send a ballot for an election if the application is received later than 5 p.m. on the Friday preceding that election. Whenever absentee ballots are sent to military electors, they must be prepared and mailed to make use of the federal free postage laws.

The draft modifies current law to provide that every request by any military elector must be treated as a request for an absentee ballot for all subsequent elections. Under the draft, if a municipal clerk receives a request for an absentee ballot from a military elector, the municipal clerk must send an absentee ballot to the elector for all elections that occur after the request is received. The draft allows a military elector to provide an alternate address on the absentee ballot application and requires the municipal clerk to send an absentee ballot to that alternate address if a ballot sent to the elector's primary address is returned as undeliverable.

The draft authorizes a municipal clerk to stop sending a ballot to a military elector in the following situations: (1) if 2 successive general elections go by and a military elector fails to return an absentee ballot for any election during that time period; (2) if the clerk is reliably informed that the elector is no longer a military elector or no longer resides in the municipality; (3) if the elector is subject to a registration requirement and his or her name no longer appears on the registration list as an eligible elector; or (4) if the elector so requests. Prior to discontinuing sending ballots to a military elector solely for the failure to return absentee ballots, the municipal clerk must notify the elector by mail that no future ballots will be sent unless the elector renews his or her absentee ballot request within 30 days. The draft also requires the municipal clerk to notify a military elector of any action to discontinue sending ballots to the elector not taken at the elector's request within five days of taking that action, if possible.

Late-Arriving Absentee Ballots From Military Electors

Under current law, absentee ballots must be returned to the municipal clerk in time for delivery to the polls before the polls close. Any ballot not delivered by this deadline may not be counted.

The draft provides that a vote cast on a ballot by a "military elector," as defined above, that is received by the municipal clerk after the close of the polls may, in some situations, still be counted. Under the draft, a vote cast on such a ballot that is received after the polls close is considered a valid vote if the ballot is received by the clerk by the deadline for requesting a recount for an office for which the vote is cast and if it contains a postal service cancellation mark dated on or before the election day for which the ballot was cast. However, under the draft these ballots will not be counted unless a recount occurs. Under the draft, a certificate envelope sent to a military elector must be clearly labeled so that when it is returned the clerk will know that it is from a military elector. If a certificate envelope that is returned by a military elector after the polls close but before the deadline for the return of such ballots has an illegible postmark, or no postmark, it is presumed that the envelope was timely mailed, unless established otherwise.

The draft directs the municipal clerk to post in his or her office on election night and on an Internet site a statement announcing the number of absentee ballots that have not been returned by military

electors by the closing of the polls. However, the posting may not include the names or addresses of any military electors.

Under the draft, if a recount petition is filed, the municipal clerk must immediately notify the appropriate board of canvassers as to the number of absentee ballots that were timely received after the polls closed and whether any absentee ballots that were sent to military electors have not been returned. If there are unreturned ballots at the time a recount petition has been filed, the draft provides that the recount may not proceed until all timely returned ballots are delivered by the clerk or 9 a.m. on the day following the last day for filing a recount petition, whichever occurs first. As soon as practicable after receiving the last late-arriving ballot but in no case later than 9 a.m. on the day following the last day for filing a recount petition, the clerk must transmit to the appropriate board of canvassers all of the late-arriving military ballots received by the clerk. When the board of canvassers conducting a recount receives late-arriving absentee ballots cast by military electors, the board must first open and record the names of the military electors whose ballots have been received. If the late-arriving ballot cast by a military elector is otherwise valid, the board of canvassers must count the ballot and adjust the original statements, certifications, and determinations. After doing so, the board of canvassers may begin the recount.

Witness for Absentee Ballots

Under current law, military and overseas voters who cast absentee ballots must have a witness who is an adult U.S. citizen. All other absentee ballots must have a witness, but the age and nationality of the witness is not specified.

The draft requires all absentee ballots to be witnessed by an adult U.S citizen.

Elimination of Prepaid Return Postage and Notice of Hours

Generally, under current law, if the municipal clerk sends an absentee ballot to an elector, the ballot must include sufficient return postage to return the ballot from anywhere within the United States.

The draft deletes this requirement that absentee ballots be sent with return postage paid. Thus, a person who seeks to return an absentee ballot by mail would be required to supply the requisite postage unless the ballot qualifies for mailing free of postage under federal law. The draft also modifies the notice that a clerk must post to include the hours that an elector can cast an absentee ballot in the clerk's office.

Absentee Ballots Sent to Permanent or Temporary Residence Only

Under current law, if an elector requests an absentee ballot, the municipal clerk must mail the ballot to the residence of the elector, unless the elector specifies a different mailing address. An elector may not specify that a ballot be sent to the address of a candidate, political party, or campaign finance registrant, unless the elector resides there. If an elector has applied for an absentee ballot and there may not be time to return the ballot, a clerk may send a ballot to a fax number or electronic mail address.

The draft specifies that absentee ballots may only be sent to an elector's permanent or temporary address.

Opening Absentee Ballots in Public

Under current law, absentee ballot envelopes must be opened at the polling place during poll hours and the ballots placed in the ballot box without disclosing how the voter voted. When the envelopes are opened, the inspector is required to publicly announce the names or serial numbers of the absent electors casting the ballots.

The draft adds language to ensure that this opening process is done so that election observers may hear and see the process.

Observation of Absentee Voting in Certain Nursing Homes and Other Facilities

Under current law, there is a separate procedure for absentee voting by residents of nursing homes, certain community-based residential facilities, and certain retirement homes. If a resident of such a facility requests an absentee ballot, the clerk will arrange a time to send two special deputies to the facility to facilitate absentee voting by the residents. The time that the deputies visit the home or facility is not announced prior to the visit.

The draft requires the municipal clerk to maintain a list, available to the public, of all of the facilities where an absentee ballot has been requested and when the special deputies will be visiting the facility. In addition, the clerk must post a notice at the facility indicating when the special deputies will be visiting. The draft also allows one observer from each of the recognized political parties whose candidate for governor or president received the greatest numbers of votes in the municipality at the most recent general election to accompany the deputies to observe the distribution of absentee ballots in the common areas of the facility. The deputies are given the same authority as the chief election inspector to monitor this observer's conduct.

Alternate Absentee Ballot Site

Under current law, persons may apply for and vote an absentee ballot at the municipal clerk's office prior to election day. In addition, absentee ballots that are not voted at the clerk's office are to be returned to the clerk's office in time for delivery to the polls before the polls close on election day.

The draft authorizes the governing body of a municipality (city, village, or town) to establish an alternate absentee ballot site in lieu of the municipal clerk's office to facilitate absentee ballot applications, voting of absentee ballots, and the return of absentee ballots prior to the close of the polls. Generally, the decision to move the absentee ballot functions to this alternate site, and the location of the alternate location, must be established no later than 14 days prior to the time when absentee ballots are available for voting at a primary, if a primary is required (generally 30 days before a September primary and 21 days before other primaries, including the Spring primary) and may expire no earlier than the day after the election following the primary. No absentee ballot functions that are to take place at this alternate site may be conducted at the municipal clerk's office so long as the alternate site is used. The draft requires notice of the alternate site to be prominently displayed in the office of the municipal clerk during the time that absentee ballots are available and requires a notice of the alternate site to be published in a newspaper along with other absentee ballot information required under current law. The draft requires the alternate site to be staffed by the municipal clerk or by employees of the clerk. Observation and electioneering laws would apply to alternate locations established under the draft.

Election Observers

Under current law, any member of the public may be present at any polling place for the purpose of observing an election, except a candidate at that election. The chief inspector at the polling place is authorized to "reasonably limit" the number of persons representing the same organization who are permitted to observe an election at the same time. In addition, the chief inspector is authorized to restrict the location of observers to certain areas at a polling place. Such an area is to be clearly designated as an observation area. Observation areas must be positioned to allow observers to readily observe all public aspects of the voting process. The statutes authorize a chief inspector to order the removal from a polling place of any observer who commits an overt act which disrupts the operation of the polling place or who engages in electioneering in violation of the law. Under the statutes, an observer may not view the confidential portion of a registration list relating to an individual who has obtained a confidential listing based on domestic abuse. However, the pollworkers must disclose to an observer, upon request, the existence of such a list, the number of electors whose names appear on the list, and the number of those electors who have voted at any point during the election. In addition, an observer may not view the certificate of an absent elector who has obtained such a confidential listing. Current law prohibits any person from refusing to obey a lawful order of a pollworker made for the purpose of enforcing the election laws; engaging in disorderly behavior at or near a polling place; or interrupting or disturbing the voting or canvassing proceedings. A person violating this prohibition may be fined not more than \$1,000, or imprisoned for not more than six months, or both.

The draft applies the above observation provisions to the municipal clerk's office or an alternate absentee ballot site authorized by the governing body of a municipality on any day that absentee ballots may be cast in that office. However, the observation provisions created by the draft would only apply to offices of municipal clerks that are located in public buildings. Accordingly, these provisions would not apply to clerks whose offices are located in their primary residences. In addition, the prohibition on a "candidate at that election" being an observer is clarified to apply to a candidate whose name appears on the ballot at the polling place or on an absentee ballot to be cast at the clerk's office or alternate site.

Electioneering

Current law prohibits an election official from engaging in "electioneering" on election day. In addition, the law prohibits any person from engaging in "electioneering" during polling hours on any public property on election day within 100 feet of an entrance to a building containing a polling place. This restriction, though, does not apply to the placement of any material on the bumper of a motor vehicle that is located on such property on election day. A municipal clerk, pollworker, or law enforcement officer is authorized to remove posters or other advertising that violates the prohibitions on "electioneering." The law defines "electioneering" as any activity that is intended to influence voting at an election. Persons who violate the above prohibitions on electioneering may be fined not more than \$1,000, or imprisoned for not more than six months, or both. In addition, any election official who is convicted of violating the electioneering prohibitions is disqualified from acting as an election official for a term of five years from the time of the conviction.

The draft extends the prohibitions on electioneering to the municipal clerk's office or an alternate absentee ballot site authorized by the governing body of a municipality during times when absentee voting may be conducted in the office or at the alternate site. Specifically, the draft prohibits the clerk, an employee of the clerk, or any other person who assists electors cast absentee ballots at those locations from engaging in electioneering activities at those locations during the hours that absentee ballots may be cast. In addition, the draft prohibits any person from engaging in electioneering activities during the hours that absentee ballots may be cast in the municipal clerk's office or at an alternate absentee ballot site on any public property within 100 feet of an entrance to a building that contains the clerk's office or the alternate site. Violations of these provisions are subject to the same penalties as provided under current law for electioneering at a polling place.

Option to Count Absentee Ballots at a Central Location

Currently, each absentee ballot must be received at the polling place serving an elector's residence no later than 8 p.m. on election night for the ballot to be counted. The municipal clerk or board of election commissioners delivers all absentee ballots received by the clerk or board to the appropriate polling places. The inspectors (pollworkers) canvass the absentee ballots, together with the other ballots, publicly on election day by marking the names of the absentee electors on the same poll list that is used to mark the names of the electors who vote in person. Any member of the public may observe the proceedings. Any elector may challenge for cause any absentee ballot that the elector knows or suspects is not cast by a qualified elector, whether the absentee ballot is cast in person at the office of a municipal clerk or board of election commissioners or the ballot is received in some other manner. Unless an absentee ballot is challenged or voted provisionally, it is not identifiable once it is counted, except that an absentee ballot may be distinguished from another ballot because it carries the initials of the municipal clerk or executive director of the board of election commissioners or a designated deputy. The inspectors at each polling place announce the results of each election when the canvass is completed on election night. Each municipal canvass must be completed by 2 p.m. on the day after each election, and each county canvass must begin no later than 9 a.m. on the Thursday following an election.

The draft permits the governing body of any municipality, by ordinance, to discontinue the canvassing of absentee ballots at polling places. Under the draft, if absentee ballots are not canvassed at polling places, a municipal board of absentee ballot canvassers, appointed by the municipal clerk, must publicly convene any time after the polls open and before 10 p.m. on election day for the purpose of counting absentee ballots. Under the draft, the board of absentee ballot canvassers does not announce the results of its count until the canvass of all absentee ballots is completed. The draft provides for the board of

absentee ballot canvassers to conduct a cross-check of absentee ballots for any potential duplication by electors who also cast ballots in person. To accomplish the cross-check, the board of absentee ballot canvassers numbers each absentee ballot as it is counted, and if the elector who casts the ballot also casts a ballot in person, the absentee ballot is not counted. The draft permits any elector to challenge any absentee ballot for cause. The draft extends the time for completion of the municipal canvass by two hours but does not extend the time by which the county canvass must begin.

PRE-ELECTION PROCEDURES

Qualifications of Circulators of Nomination Papers and Petitions

Under current law, each nomination paper and petition for an election must be circulated by a qualified elector of the jurisdiction or district in which the paper or petition is circulated. However, in *Frami v. Ponto*, 255 F. Supp. 962 (W.D. Wis. 2003), a federal district court ruled that this residency requirement is unconstitutional and prevented the state from enforcing the statutory requirement.

The draft removes the residency requirement by providing that a circulator of a nomination paper or petition must be a qualified elector of this state or a U.S. citizen age 18 or over who, if he or she were a resident of the state, would not be disqualified from voting because he or she is incompetent, a felon whose right to vote has not been restored, or involved in a wager or bet depending upon the result of the election.

Notice of School District Referendum

Currently, proposed constitutional amendments and other measures or questions to be submitted to a vote of the people must be filed with the official or agency responsible for preparing the ballots for the election no later than 42 days prior to the election at which the amendment, measure, or question will appear on the ballot.

The draft requires, in addition, that a copy of a measure or question to be submitted to a vote of the people on behalf of a school district be provided to the clerk of each county having territory within the school district no later than 42 days prior to the election.

Contingency Planning Report

The draft requires the Elections Board to submit a report and recommendations to the Legislature on state and local election-related contingency planning efforts and preparedness regarding natural disasters and terrorist activities that may occur at or near election time. The report is due on the first day of the 7th month beginning after publication of the draft as an act.

Guidance to Local Units of Government Regarding Election-Related Purchases

Under current law, the election administration council consists of members of the public and local election officials appointed by the executive director of the Elections Board. The council is to assist the Elections Board to establish the state's election administration plan under HAVA.

The draft requires the election administration council to also provide guidance to local units of government concerning the purchasing of election apparatus, ballot forms, and supplies for use in elections in this state to help ensure that competitive prices are obtained.

Term of Appointment for Certain Election Officials

Under current law, election officials are appointed for a two-year term. The appointments are made in December of each even-numbered year.

The draft changes the date that election officials are appointed to December of each odd-numbered year.

Election Official Training

Under current law, the Elections Board conducts training programs for chief inspectors (chief officials at polling places). No person may serve as a chief inspector if he or she has not been certified by the Elections Board as having met the requirements prescribed by the board for certification. The Elections Board must also prescribe requirements for maintaining certification. The Elections Board may also conduct training programs for other election officials. Municipal clerks and boards of election commissioners are required to train all election officials, and municipalities may require applicants for election official positions to take examinations. Currently, the Elections Board and municipal clerks and boards of election commissioners may appoint special registration deputies who obtain voter registrations from electors prior to the close of registration and municipal clerks may appoint special voting deputies to conduct voting at nursing homes and certain retirement homes and community-based residential facilities. Currently, the clerks and boards of election commissioners must train the deputies in accordance with rules prescribed by the Elections Board.

Beginning for elections held in 2008, the draft requires all municipal clerks to receive election training at least once every two years. The draft authorizes the board to produce and periodically update a video program and make the program available electronically through an Internet-based system for training purposes. Also, the draft requires municipal clerks to train all pollworkers other than chief inspectors, who would continue to be trained and certified under current law, as well as special registration deputies and special voting deputies pursuant to rules developed by the Elections Board. The draft provides that no person may serve as a pollworker, special registration deputy, or special voting deputy unless that person has received training required in the draft unless certain unforeseen circumstances occur. Municipalities are required to compensate election officials other than special registration deputies and special voting deputies for attendance at training sessions.

ELECTION DAY PROCEDURES

High School Pollworkers

Generally, a pupil who is 16 or 17 years of age, who is enrolled in grades 9 to 12 in a public or private school, and who has at least a 3.0 GPA may serve as an inspector (pollworker) at the polling place serving the pupil's residence. Approval of the pupil's parent or guardian and of the school principal is required. There must be at least one qualified elector of the state serving at the polling place for a pupil to be appointed and a pupil may not serve as chief inspector. The term of appointment of an inspector lasts for two years and until his or her successor is appointed and qualified.

The draft eliminates the minimum GPA requirement and instead authorizes school boards to develop criteria for approving students to serve as pollworkers. The draft also modifies the term of service of a high school pupil appointed to serve as an inspector. Under the draft, a high school pupil is appointed for one election only rather than for two years. The draft does not prohibit such a pupil from being appointed to serve at future elections.

Poll Closing Procedures When Voters Waiting to Vote

Under current law, any elector waiting to vote, whether within the polling booth or in the line outside the booth at the time the polls officially close must be permitted to vote.

The draft requires an election inspector (pollworker) to position himself or herself at the end of the line of individuals waiting to vote at the time the polls officially close as a way to mark the end of the line.

Conduct of Election Observers

Under current law, any member of the public may be present at any polling place for the purpose of observing an election, except a candidate at that election. The chief inspector at the polling place is authorized to "reasonably limit" the number of persons representing the same organization who are permitted to observe an election at the same time. In addition, the chief inspector is authorized to restrict the location of observers to certain areas at a polling place. Such an area is to be clearly designated as an

observation area. Observation areas must be positioned to allow observers to readily observe all public aspects of the voting process. The statutes authorize a chief inspector to order the removal from a polling place of any observer who commits an overt act which disrupts the operation of the polling place or who engages in electioneering. Under the statutes, an observer may not view the confidential portion of a registration list relating to an individual who has obtained a confidential listing based on domestic abuse. However, the pollworkers must disclose to an observer, upon request, the existence of such a list, the number of electors whose names appear on the list, and the number of those electors who have voted at any point during the election. In addition, an observer may not view the certificate of an absent elector who has obtained such a confidential listing. Currently, any person who refuses to obey a lawful order of a pollworker made for the purpose of enforcing the election laws, who engages in disorderly behavior at or near a polling place, or who interrupts or disturbs the voting or canvassing proceedings may be fined not more than \$1,000, or imprisoned for not more than six months, or both.

The draft directs the Elections Board to promulgate rules regarding the proper conduct of observers at polling places, municipal clerk's offices, or alternate absentee ballot sites, including the interaction of observers with election officials at polling places. The draft requires the rules to be submitted to the legislative council staff for review by the 60th day beginning after publication of the draft as an act.

Proof of Residence Required of Certain Voters

Under current law, effective January 1, 2006, a person, other than a military elector or an overseas elector, who registers to vote by mail and who has not previously voted in an election for national office in Wisconsin must provide identification, as specified by law, before being allowed to vote at an election for national office. A person who is required to provide identification before voting but who fails to do so may cast a provisional ballot which may be counted if the person subsequently presents identification before the day after the election.

The draft creates a proof of residence requirement applicable to all persons other than military or overseas electors, who do not register to vote in person in the office of the municipal clerk or other locations designated by the clerk and who have never voted in the state in any election, not just elections for national office.

Election Threats

Current law, in s. 12.09, Stats., prevents the making of various election threats. Violations of that section are punishable as a Class I felony (a fine not to exceed \$10,000 or imprisonment not to exceed three years and six months, or both). Presently, s. 12.09 is drafted as one paragraph consisting of 3 distinct components, each of which prohibits different conduct. The provision reads as follows:

No person may personally or through an agent make use of or threaten to make use of force, violence or restraint in order to induce or compel any person to vote or refrain from voting at an election; or, by abduction, duress or any fraudulent device or contrivance, impede or prevent the free exercise of the franchise at an election; or by any act compel, induce or prevail upon an elector either to vote or refrain from voting at any election for or against a particular candidate or referendum.

The draft, in order to improve the readability of the provision, repeals the provision and recreates it with three distinct subsections. The draft makes no substantive changes to the law and violations would still be subject to the same penalties as provided under current law.

Prohibition on Certain Election-Related Material

Current law defines "electioneering" as any activity which is intended to influence voting at an election. Under current law, "electioneering" is prohibited at or near the entrances to polling places on election day. Specifically, the law prohibits an election official from engaging in "electioneering" on election day. In addition, the law prohibits any person from engaging in "electioneering" during polling hours on any public property on election day within 100 feet of an entrance to a building containing a

polling place. This restriction, though, does not apply to the placement of any material on the bumper of a motor vehicle that is located on such property on election day. A municipal clerk, pollworker, or law enforcement officer is authorized to remove posters or other advertising that violates the prohibitions on “electioneering.” Persons who violate the above prohibitions on electioneering may be fined not more than \$1,000, or imprisoned for not more than six months, or both. In addition, any election official who is convicted of violating the electioneering prohibitions is disqualified from acting as an election official for a term of five years from the time of the conviction.

The draft modifies the statutory language regarding “electioneering” to provide that the prohibition on electioneering also applies to electioneering at a polling place.

In addition, the draft prohibits the posting or distribution of election-related material during polling hours on any public property on election day at a polling place or within 100 feet of an entrance to a building containing a polling place. Similarly, the draft prohibits such conduct in relation to the municipal clerk’s office or an alternate absentee ballot site during hours that absentee ballots may be cast therein. For purposes of the draft, “election-related material” means any written matter which describes, or purports to describe, the rights or responsibilities of individuals voting or registering to vote at a polling place or voting by absentee ballot. The prohibition would not apply to material posted or distributed by the municipal clerk or other election officials or to a bumper sticker on a motor vehicle. The draft authorizes a municipal clerk, election inspector, or law enforcement officer to remove or confiscate unauthorized election-related material. Finally, the draft provides that a violation of the election-related material prohibition is punishable by a forfeiture not to exceed \$100.

Map of Area Served by Polling Place

The draft requires that the municipal clerk or board of election commissioners in municipalities with multiple polling places to prominently post at each polling place a map of the geographic area served by each polling place for that election. The map must display the boundaries of the ward or wards served by the polling place for that election.

Lists of Felons Ineligible to Vote

Under current law, any person who is convicted of a felony is not eligible to vote. However, if the person is pardoned or the person completes his or her sentence, the person’s voting rights are restored. A person who is on probation, parole, or extended supervision has not completed his or her sentence. Under current law, there is no procedure that election officials must use to identify felons who are ineligible to vote and to prevent them from voting.

The draft directs the DOC to transmit electronically to the Elections Board, on a continuous basis, a list containing the names of each person who has been convicted of a felony under the laws of this state and whose voting rights have not been restored, together with the date on which DOC expects his or her voting rights to be restored. The draft directs the board to enter the information received from DOC on the statewide voter registration list and to maintain the information on that list so that the information is kept current. Under the draft, the information is open to public inspection. The draft also directs the Elections Board to enter on the poll list prepared for each election a notation after the name of any elector who is ineligible to vote on that date because the person’s name appears on the current list that DOC provides. In addition, the draft directs the board to provide for each polling place at each election a list of persons whose names do not appear on the registration list but whose names appear on the current list that DOC provides and whose addresses are located within the area served by the polling place. These lists are open to public inspection. The draft requires pollworkers to check the lists and to inform any person whose name appears on the lists that they are ineligible to register to vote or to vote. A person whose name appears on a list and who claims to be eligible to vote may still be allowed to vote, but the person must vote by ballot. The ballot is marked for later examination and it may be reviewed and discounted during a canvass or recount if the appropriate board of canvassers determines that the person who cast the ballot is ineligible to vote.

The draft also requires every person who registers to vote to affirm specifically that he or she has not been convicted of a felony for which he or she has not been pardoned and, if so, whether the person is incarcerated or on probation, parole, or extended supervision resulting from that conviction. Currently, the law requires a person who registers at a polling place only to affirm that he or she is not disqualified on any ground from voting, and does not require any similar affirmation from other late registrants. In addition, the draft directs the Elections Board to conduct a postelection audit after each election to determine whether any ineligible felons have been allowed to register and vote after the close of registration. If so, the board is directed to enter a notation reflecting this ineligibility on the registration list and to provide the names of these felons to the district attorney. Finally, the draft requires DOC to create a form for notifying individuals of their ineligibility to vote. When an inmate who is disqualified from voting is released on parole or extended supervision, the DOC must use the form to notify the person that he or she may not vote until his or her civil rights are restored. The person and a witness must sign the form. The same procedure must be followed for each probationer, and by the court every time it imposes a sentence or places a defendant on probation for a conviction that disqualifies him or her from voting.

Additional Pollworker: Greeter

Under current law, there must be at least three inspectors (pollworkers) at each polling place. Municipalities may increase that number and may appoint special registration deputies on a nonpartisan basis to register voters at polling places on election day. Inspectors must be appointed from lists containing the names of eligible electors submitted by party committeemen and committeewomen. If no names or insufficient names are submitted, inspectors are appointed on a nonpartisan basis. Certain high school pupils may also be appointed to serve as inspectors. The party whose candidate for president or governor received the most votes in the area served by the polling place at the most recent general election is entitled to one more appointment than the other party. Alternate officials must also be appointed in a sufficient number to maintain adequate staffing.

The draft provides that each municipality may appoint an additional inspector on a nonpartisan basis who serves as a greeter and substitutes for other inspectors who must leave the voting room temporarily. Under the draft, the additional inspector is not entitled to participate in the canvassing process.

POST-ELECTION PROCEDURES

Time for Delivery of Election Material

Currently, by 2 p.m. on the day after an election, the municipal clerk must deliver the ballots, statements, tally sheets, lists, and envelopes for the clerk's municipality concerning any county, technical college district, state, or national election to the county clerk. In addition, current law requires the municipal clerk to arrange for delivery of these materials concerning a school district election to the school district clerk, but does not specify a time by which that delivery must take place.

The draft sets the deadline for delivery of these materials at 4 p.m. on the day after an election.

Post-Election Inspectors' Statements

Under current law, after ballots have been counted and votes recorded at the polling place on appropriate tally sheets, inspectors' statements must be completed in duplicate, and all materials secured and routed to the appropriate clerk.

The draft deletes the requirement that inspectors' statements be completed in duplicate. Instead, under the draft, the municipal clerk must make copies of the inspectors' statement for delivery to the county or school district clerk, or both. The municipal clerk must retain the original statement.

County and Municipal Clerk Serving on Board of Canvassers

Generally, under current law, the municipal and county board of canvassers is composed of the municipal or county clerk and two appointed members. No person may serve on the board if he or she is a candidate at an election to be canvassed.

The draft allows the county and municipal clerk to continue to serve on the respective board of canvassers if the clerk is a candidate as long as he or she has no opponent on the ballot, or, in the event of a recount, the office the clerk is seeking is not a subject of the recount.

Grounds for Recall of Certain Local Elective Offices

Under current law, a petition for the recall of a city, village, town, or school district officer, in addition to other requirements, must state a reason for the recall that is related to the official responsibilities of the officer. Current law also provides for the removal of elective village, town, and school district officers and certain elective city officers, for cause, after notice and a hearing. Under current law, inefficiency, neglect of duty, official misconduct, or malfeasance in office constitute cause for removal from office.

The draft requires a petition for the recall of a city, village, town, or school district officer to contain a statement of the grounds that constitute each cause for the recall. Under the draft, “cause” means official misconduct or malfeasance in office.

Retention of Unused Ballots After an Election

The draft provides that unused ballots from an election may not be discarded or destroyed until at least the day after the latest day for the filing of a recount petition for any office on the ballots. In addition, the draft authorizes the county clerk to store any such unused ballots upon request of a municipal clerk of a municipality within the county and authorizes the county clerk to destroy the ballots pursuant to provisions of the draft.

Recount Procedures

Under current law, the state Elections Board is required to prescribe standard forms and procedures for the making of recounts. Additionally, when a recount is being conducted, if the ballots are in readable form such that automatic tabulating equipment may be used to count the ballots, the board of canvassers conducting the recount may choose to recount the ballots without the aid of automatic tabulating equipment. If automatic tabulating equipment is to be used, the equipment must be tested prior to the recount.

The draft requires the procedures developed by the Elections Board to require boards of canvassers in recounts involving more than one board of canvassers to consult with the Elections Board staff prior to beginning any recount to ensure that uniform procedures are used, to the extent practicable, in conducting such recounts. In addition, the draft requires boards of canvassers to use automatic tabulating equipment to recount ballots that are in machine readable form. The draft provides, however, that a candidate, or elector if the recount is for a referendum question, may petition the circuit court for an order requiring ballots in readable form to be counted by hand or by another method approved by the court. The petition must be filed by the close of business on the next business day after the last day for filing a petition for a recount. To prevail, the petitioner must establish by clear and convincing evidence that due to irregularity, defect, or mistake committed during the voting or canvassing process the results of a recount using automatic tabulating equipment will produce incorrect recount results and that there is a substantial probability that recounting the ballots by hand or another method will produce a more correct result and change the outcome of the election. The court with whom the petition is filed must hear the matter as expeditiously as possible, without a jury. Only if the court determines that the petitioner has made the required showing may the court order a recount of the ballots by hand or other method. The procedure created by the draft does not affect the ability of an aggrieved candidate or elector under current law to appeal the outcome of a recount to circuit court upon completion of the recount.

Post-Election Audits

The draft requires the Elections Board, by no later than December 31, 2006, to prepare recommendations with regard to random post-election audits of local election practices to be conducted in the fall of odd-numbered years. The recommendations must include recommendations on how election practices at the local level may be reviewed by election officials of other, similar-size municipalities and how such audits may be funded by the state. The recommendations must be submitted to the Legislature.

Appendix 1

Committee and Joint Legislative Council Votes

The following draft was recommended by the Special Committee on Election Law Review to the Joint Legislative Council for introduction in the 2005-06 Session of the Legislature.

- WLC: 0266/1, relating to administration of elections; granting rule-making authority; and providing a penalty was recommended by a vote of Ayes, 10 (Senator Leibham; Representatives Freese and Wieckert; and Public Members Bhend, Buechel, Dunn, Hesse, Nickolaus, Troupis, and Wittenwyler); Noes, 2 (Senator Erpenbach and Representative Schneider); and NonVoting, 1 (Public Member Kennedy).

Appendix 2

Joint Legislative Council s. 13.81, Stats.

Co-Chair

ALAN LASEE

Senate President
2259 Lasee Road
De Pere, WI 54115

Co-Chair

STEVE WIECKERT

Representative
1 Weatherstone Drive
Appleton, WI 54914

SENATORS

RONALD W. BROWN

1112 Violet Avenue
Eau Claire, WI 54701

DAN KAPANKE

1610 Lakeshore Drive
La Crosse, WI 54603

DALE SCHULTZ

Majority Leader
515 N. Central Avenue
Richland Center, WI 53581

RUSSELL DECKER

6803 Lora Lee Lane
Schofield, WI 54476

MARK MILLER

4903 Roigan Terrace
Monona, WI 53716

DAVID ZIEN

President Pro Tempore
1716 63rd Street
Eau Claire, WI 54703

SCOTT FITZGERALD

N4692 Maple Road
Juneau, WI 53039

FRED A. RISSER

5008 Risser Road
Madison, WI 53705

GLENN GROTHMAN

111 South 6th Avenue
West Bend, WI 53095

JUDY ROBSON

Minority Leader
2411 E. Ridge Road
Beloit, WI 53511

REPRESENTATIVES

JOHN AINSWORTH

W6382 Waukechon Road
Shawano, WI 54166

MICHAEL HUEBSCH

Majority Leader
419 West Franklin
West Salem, WI 54669

MARLIN D. SCHNEIDER

3820 Southbrook Lane
Wisconsin Rapids, WI 54494

MARK POCAN

309 North Baldwin St.
Madison, WI 53703

DEAN KAUFERT

1360 Alpine Lane
Neenah, WI 54956

DAVID TRAVIS

5440 Willow Road
Waunakee, WI 53597

STEPHEN J. FREESE

Speaker Pro Tempore
310 East North Street
Dodgeville, WI 53533

JIM KREUSER

Minority Leader
3505 14th Place
Kenosha, WI 53144

JOHN GARD

Speaker
481 Aubin Street, P.O. Box 119
Peshtigo, WI 54157

ANN NISCHKE

202 W. College Avenue
Waukesha, WI 53186

This 22-member committee consists of the majority and minority party leadership of both houses of the Legislature, the co-chairs and ranking minority members of the Joint Committee on Finance, and 5 Senators and 5 Representatives appointed as are members of standing committees.

Appendix 3

Election Law Review

Senator Joseph K. Leibham, **Chair**
3618 River Ridge Drive
Sheboygan, WI 53083

Representative Stephen J. Freese
310 East North Street
Dodgeville, WI 53533

Representative Steve Wieckert
1 Weatherstone Drive
Appleton, WI 54914

Joyce Buechel
Fond du Lac County
160 South Macy Street
P.O. Box 1557
Fond du Lac, WI 54935

Cindi Hesse
City of Appleton
100 North Appleton Street
Appleton, WI 54911-4799

Kathy Nickolaus
Waukesha County
1320 Pewaukee Road, Room 120
Waukesha, WI 53188-3873

Mike Wittenwyler
Godfrey & Kahn
1 E. Main Street, Ste. 500
Madison, WI 53703

Senator Jon Erpenbach
2385 Branch Street
Middleton, WI 53562

Representative Marlin D. Schneider
3820 Southbrook Lane
Wisconsin Rapids, WI 54494

Marilyn K. Bhend
Town of Johnson
1961 County Rd. A
Athens, WI 54411

Janice Dunn
Office of the Election Commission
Courthouse
901 N. 9th Street, RM G-3
Milwaukee, WI 53233-1458

Kevin J. Kennedy, Exec. Dir.
State Elections Board
17 West Main Street, Ste. 310
Madison, WI 53701

James Troupis
Michael Best & Friedrich, LLP
1 S. Pinckney Street, Ste. 700
P.O. Box 1806
Madison, WI 53701-1806

STUDY ASSIGNMENT: The committee is directed to examine the election process and the administration of elections in the state, other than campaign financing law. The special committee shall specifically examine the implementation of the federal Help America Vote Act of 2002 (HAVA), state oversight of elections in Wisconsin, and the recount process. The special committee may also examine other election-related issues such as voter registration and identification, new technologies for voting, the adequacy of staffing at polling places, and the adequacy of training received by pollworkers.

16 MEMBERS: 2 Senators, 3 Representatives, and 8 Public Members.

LEGISLATIVE COUNCIL STAFF: Robert J. Conlin, Senior Staff Attorney, Nicholas Zavos, Staff Attorney, and Tracey Uselman, Support Staff.

Committee Materials List

October 25, 2005, Mail Ballot

Bill draft on mail ballot:

[WLC: 0266/1](#), relating to administration of elections; granting rule-making authority; and providing a penalty

September 29, 2005 Meeting

- [Memorandum](#), Drafts Under Consideration (9-22-05)
- [Letter](#), submitted by Attorney Barbara Zack Quindel
- [Email](#), submitted by Sandy Ingram, City Clerk, City of Cedarburg
- [Letter](#), submitted by Kit Halloran O'Meara
- [Report](#), *An Evaluation: Voter Registration, Elections Board*, submitted by the Legislative Audit Bureau. (September 2005)
- [Report Highlights](#), *An Evaluation: Voter Registration, Elections Board*, submitted by the Legislative Audit Bureau. (September 2005)

August 4, 2005 Meeting

- [Memorandum](#), Drafts Under Consideration (7-25-05)
- Letters submitted by Paul Malishcke:
 - [Letter](#) dated May 10, 2005
 - [Letter](#) dated May 15, 2005
- [Report](#), Election 2004 Review and Recommendations by The Nation's Elections Administrators, National Task Force on Election Reform, created and sponsored by The Election Center, National Association of Election Officials
- [Report](#), Report on the Compensation, Recruitment and Training of Election Officials, submitted by Kevin Kennedy, Executive Director, Election Board (June 2005)
- [Report](#), Impediments Faced by Elderly Voters and Voters with Disabilities, submitted by Kevin Kennedy, Executive Director, Election Board (June 2005)
- [Report](#), City of Milwaukee Election Task Force Official Report (June 27-2005)
- [Letter](#), submitted by Senator Ron Brown (August 2, 2005)
- [Letter](#), Governor Jim Doyle (August 12, 2005)

May 2, 2005 Meeting

- [Memorandum](#), **Drafts Under Consideration** (4-22-05)
- [Letter](#), from Sharon Robinson, Executive Director, Election Commission, City of Milwaukee
- [Letter](#), from Janice Dunn, Office of the Election Commission
- [Press Release](#), **Governor Doyle Unveils Statewide Election Reform Package**
- [Memorandum](#), from Kevin J. Kennedy, Executive Director
- [WLC: 0165/1](#), relating to eliminating registration at high schools, through special registration deputies, and at the office of the register of deeds
- [WLC: 0167/1](#), relating to the method of compensation of special voter registration deputies and providing a penalty
- [WLC: 0168/1](#), relating to registering to vote by mail
- [WLC: 0169/1](#), relating to conducting registration at offices of the county clerk and the county election commissioners
- [WLC: 0170/1](#), relating to the date of appointment and term of office for election officials
- [WLC: 0173/1](#), relating to polling hours
- [WLC: 0174/1](#), relating to filing of declarations of candidacy and recording of votes received by write-in candidates in certain elections
- [WLC: 0178/1](#), relating to requiring a municipal clerk to establish a policy for the orderly closing of polling places
- [WLC: 0179/1](#), relating to the conduct of election observers, and granting rule-making authority
- [WLC: 0180/1](#), relating to the deadline for delivery of materials from the municipal canvass to the county clerk
- [WLC: 0181/1](#), relating to identification required for certain voters who register by mail
- [WLC: 0182/1](#), relating to election threats
- [WLC: 0188/1](#), relating to the fee for receiving a copy of the statewide voter registration list
- [WLC: 0189/1](#), relating to time for sending address verification cards
- [WLC: 0190/1](#), relating to registration with out-of-state driver's licenses
- [WLC: 0193/1](#), relating to electioneering at a polling place, the posting or distribution of election-related material, and providing for a penalty
- [WLC: 0194/1](#), relating to registration of homeless individuals
- [WLC: 0195/1](#), relating to election inspector statements
- [WLC: 0197/1](#), relating to proof of residence required of certain voters those registering to vote at

the polls

- [WLC: 0198/1](#), relating to the establishment of satellite offices for absentee voting
- [WLC: 0202/1](#), relating to the county clerk serving on the board of canvassers

March 23, 2005 Meeting

- [Memo No. 9](#), **Proposal for Consolidation of City and County Election Functions** (3-23-05)
- [WLC: 0143/1](#), relating to the deadline for registration to vote
- [WLC: 0144/1](#), relating to eliminating corroboration as proof of residence for voter registration
- [WLC: 0145/1](#), relating to requiring two registration deputies for polling place registration
- [WLC: 0146/1](#), relating to the minimum GPA required of a high school student to be a pollworker
- [WLC: 0147/1](#), relating to the term of a pollworker who is a high school student
- [WLC: 0148/1](#), relating to the elimination of prepaid postage on voter registration cards
- [WLC: 0153/1](#), relating to qualification of circulators of nomination papers and petitions
- [WLC: 0154/1](#), relating to notice of certain school referenda
- [WLC: 0155/1](#), relating to requiring the use of printed ballots with electronic voting systems
- [WLC: 0156/1](#), relating to report on election contingency planning
- [WLC: 0157/1](#), relating to the timing of local referenda elections
- [WLC: 0163/1](#), relating to establishment of an election apparatus oversight committee
- [WLC: 0164/1](#), relating to publication of election notices in local government newsletters
- [WLC: 0168/1](#), relating to registering to vote by mail
- Handouts from Sharon Robinson, Director, City of Milwaukee, Department of Administration and Chair of the City of Milwaukee Election Commission Task Force:
 - [Election Management Team](#)
 - [City of Milwaukee Election Commission Task Force](#)

March 2, 2005 Meeting

- [Memo No. 6](#), **Post-Election Issues from the November 17, 2004 Meeting** (2-23-05)
- [Memo No. 7](#), **Contents of Statewide Voter Registration List** (2-23-05)
- [Memo No. 8](#), **Recount Draw Down Procedures** (2-23-05)
- [Resolutions](#) from Village of Valders and City of Chilton regarding changes to absentee voting laws,

submitted by Representative Ziegelbauer

- [Materials](#) submitted from the City of Milwaukee Election Task Force
- [Memo](#), from Paul Malischke, regarding training of pollworkers
- [Material](#) submitted by Mike Wittenwyler, regarding election day transportation
- [Memo](#), from Janice Mueller, State Auditor, to the Joint Legislative Audit Committee, regarding proposed audit of voter registration address verification background information
- [Report](#), *2004 Presidential Election Review, Report from Non-Partisan Observers of Voting in the General Election in the City of Milwaukee on November 2, 2004*, by the Legal Committee of Milwaukee Election Protection
- [WLC: 0096/1](#), relating to requiring a witness for absentee voting to be an adult U.S. citizen
- [WLC: 0101/1](#), relating to requesting an absentee ballot by electronic mail or facsimile transmission
- [WLC: 0102/1](#), relating to returning absentee ballots and providing a penalty
- [WLC: 0104/1](#), relating to late voter registration in the municipal clerk's office
- [WLC: 0105/1](#), relating to observation and electioneering activities in the office of the municipal clerk
- [WLC: 0106/1](#), relating to ballots for military electors
- [WLC: 0107/1](#), relating to late arriving military ballots
- [WLC: 0117/1](#), relating to requesting an absentee ballot by mail
- [WLC: 0118/1](#), relating to the mailing of absentee ballots
- [WLC: 0124/1](#), relating to the recording of absentee ballots
- [WLC: 0126/1](#), relating to absentee voting in nursing homes, qualified retirement homes, and qualified community-based residential facilities
- [WLC: 0129/1](#), relating to requesting and casting an absentee ballot
- [Memo](#), from Wisconsin Coalition for Advocacy, Wisconsin Council on Developmental Disabilities, and Wisconsin Coalition of Independent Living Centers
- Packet of Materials distributed by Chair Leibham:
 - [Letter](#), from Carolyn K. Stephens
 - [Letter](#), from Mayor Carl Stolte, City of Reedsburg
 - [Letter](#), City Clerk Sandra Ingram, City of Cedarburg
 - [Resolution No. 127](#), City of West Bend
 - [Memorandum](#), from City Clerk Margaret Ciccone, Superior
 - [Resolution No. 1441](#), City of Chilton

- [Letter](#), from Senator Sheila Harsdorf
- [Letter](#), from Senator Ron Brown

January 5, 2005 Meeting

- [Letter](#) to Kevin Kennedy, from William and Mary Bunge (undated)
- [Memo](#) from Beverly Speer, Wisconsin Democracy Campaign (1-4-05)
- [Wisconsin Voter Lists](#), submitted by Barry Ashenfelter, Wisconsin Voter Lists
- [Letter](#) to Senator Ron Brown, from Don Norrell, City of Eau Claire (12-15-04)

December 15, 2004 Meeting

- [Memo No. 3](#), **Election Issues Raised by Committee Members to Date** (12-7-04)
- [Memo No. 4](#), **Pre-Election Issues From November 17, 2004 Meeting** (12-8-04)
- [Memo No. 5](#), **Election Day Issues From November 17, 2004 Meeting** (12-8-04)
- [Report of the U.S. Election Assistance Commission](#) on **Best Practices for Facilitating Voting by U.S. Citizens Covered by the Uniformed and Overseas Citizens Absentee Voting Act** (September 2004)

November 17, 2004 Meeting

- [Memo No. 2](#), **Committee Member Suggestions for Committee Discussion** (11-10-04)
- [Memorandum](#), **Voting Systems by County** (11-10-04)
 - [Enclosure](#), **Voting Systems by County**
- [Publication](#), **Election Recount Procedures, April 1991**, prepared by the Wisconsin State Elections Board

October 13, 2004 Meeting

- [Staff Brief 04-7](#), **Overview of the Election Law in Wisconsin** (10-6-04)
- [Memo No. 1](#), **Committee Member Suggestions for Committee Discussion** (10-6-04)
- [Information Memorandum 2004-2](#), **2003 Wisconsin Act 265, New Law Relating to Election Administration** (4-27-04)
- [Wisconsin State Plan: Help America Vote Act of 2002](#), prepared by the Wisconsin State Elections Board (8-19-03)
- [Summary](#), **State Requirements for Voter Identification**, prepared by the National Conference of State Legislatures (9-15-04)
- [Memorandum](#), **Proposed Changes in Election Law for Consideration by the Legislative Council Special Committee on Election Law Review**, submitted by Kevin Kennedy, Executive

Director, Wisconsin State Elections Board (10-8-04)

- [Public Law 107-252](#)
- [Summary](#) of HAVA Receipts and Initial Spending Estimates
- [HAVA Implementation Status](#) (10-12-04)
- [Election Day Manual](#)
- [Elections Directory](#)