





COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF STATE
HARRISBURG, PENNSYLVANIA
17120

SECRETARY OF THE COMMONWEALTH

Dear Fellow Pennsylvanian:

From the moment the General Assembly enacted and Governor Ridge signed the Pennsylvania Voter Registration Act (PVRA), the Pennsylvania Department of State has moved quickly to ensure implementation of Pennsylvania's new voter registration law. As a direct result of a cooperative working relationship established between this department, county election officials, and other state agencies, Pennsylvanians have enjoyed a smooth transition to the revolutionary changes in state election procedures. This report details our efforts.

Voter registration in the Commonwealth has never been easier. Under the PVRA, individuals wishing to register can do so at photo license centers operated by the Department of Transportation; facilities operated by the Departments of Health, Public Welfare, or Labor and Industry; county Clerk of Orphan's Court offices, including each marriage license bureau; or armed forces recruitment centers. Mail-in voter registration applications are also available in each county voter registration office, in many post offices, colleges and universities, and public libraries, and through many service organizations.

Governor Ridge and I believe that participation in the electoral process is the keystone of a vibrant and healthy democracy. Through the PVRA, thousands have been added to our voter registration rolls.

No act is more powerful than the act of voting, but without being registered, one cannot vote. To this end, the Pennsylvania Department of State will continue to ensure that the registration alternatives in the PVRA are given full effect. This Department will also strive to encourage greater participation in the electoral process by all eligible Pennsylvanians, and to preserve Pennsylvania's historic place in the democratic tradition.

Sincerely,

A handwritten signature in black ink, appearing to read "Yvette Kane".

Yvette Kane
Secretary of the Commonwealth

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I. INTRODUCTION

On June 30, 1995, Governor Tom Ridge signed into law Act No. 1995-25, the *Pennsylvania Voter Registration Act* (PVRA). The PVRA represents the most significant change to voter registration laws in the Commonwealth in almost sixty years and has caused a substantial increase in voter registration (*see* Appendices I through III). These changes to the administration of voter registration were precipitated by the enactment of the *National Voter Registration Act* (NVRA), Public Law 103-31 (42 U.S.C. §§ 1973gg *et seq.*)

Through the NVRA, Congress reformed registration laws and procedures in elections for federal office. The federal courts determined that the provisions of the NVRA, which expand registration opportunities and regulate procedures for maintaining accurate and current voter registration rolls, are constitutionally binding on the states for the purposes of federal elections. The Pennsylvania General Assembly passed the PVRA to provide uniform requirements for state and federal voter registration. The PVRA incorporated the requirements of the NVRA, thereby eliminating the need to maintain separate voter registration rolls for state and federal elections.

The PVRA includes the following features:

- ▶ Repeals Pennsylvania's two previous voter registration acts, the First Class City Permanent Registration Act, Act No. 1937-40, and the Permanent Registration Act for Cities of the Second Class, Cities of the Second Class A, Cities of the Third Class, Boroughs, Towns and Townships, Act No. 1937-115.
- ▶ Allows eligible citizens to make simultaneous application for voter registration when they apply for or renew their driver's licenses.
- ▶ Allows eligible citizens to make application to register to vote at selected state social service agencies and armed services recruitment offices.
- ▶ Provides for the use of non-postage paid voter registration mail applications which are not pre-addressed to the county to allow for wider distribution of voter registration applications.
- ▶ Provides new procedures to maintain the accuracy of voter registration rolls.
- ▶ Provides "fail-safe" voting procedures to prevent eligible electors from being denied the right to vote.
- ▶ Provides added flexibility to the county voter registration commissions through the use of modern technology such as computerization of voter registration records with optical imaging.

Although the NVRA became effective in Pennsylvania on January 1, 1995, implementation had not yet occurred when Governor Ridge took office. On December 22, 1994, the Commonwealth was sued by the Association of Community Organizations for Reform Now (ACORN), and on January 23, 1995, by the United States Department of Justice, to enforce compliance with the federal law. In a March 1995 ruling of the United States District Court for the Eastern District of Pennsylvania, the NVRA was upheld as constitutional, and the Commonwealth was held to be out of compliance with the law. A court order was issued requiring Pennsylvania to develop an implementation plan for bringing Pennsylvania into compliance with the NVRA, and requiring detailed monthly reports to the Justice Department outlining the Commonwealth's progress. To date, that litigation is still pending, and the Department of State, the Office of General Counsel, the Office of Attorney General, and other affected state agencies continue to work together to close the litigation.

II. IMPACT ON ELECTION ADMINISTRATION AT THE STATE LEVEL

Although the NVRA and the PVRA fundamentally changed voter registration procedures, the statutes left intact the decentralized administrative structure of the Commonwealth's voter registration operations. As under previous registration laws, the PVRA establishes a voter registration commission (commission) and staff in each county with exclusive administrative jurisdiction over the registration of electors in the county. The commissions receive and review all voter registration applications including those made at Pennsylvania Department of Transportation (PennDOT) facilities or other state agencies that afford voter registration opportunities pursuant to the PVRA. Each commission determines for itself whether voter registration applicants meet the qualifications and application requirements of the PVRA. A commission is the only administrative agency authorized to approve applications and resolve registration challenges within its county. Each commission is entrusted with keeping its own registration records and maintaining the accuracy of registration rolls.

While the burden of day-to-day registration operations continues to fall primarily on the commissions as it did under prior law, the advent of the NVRA and PVRA thrust the Department of State into the role of a leader and coordinator in the effort to implement radically new and unfamiliar registration procedures at both the state and county levels. Although the Department has no supervisory authority over the county election and registration officials, to ensure a good faith, uniform implementation of the PVRA, the Department undertook the training and coordination necessary for implementation in each of the sixty-seven counties in Pennsylvania. Additionally, because the new laws delegated important responsibility to PennDOT, an agency not acquainted with election procedures, it was incumbent on this Department to assist PennDOT in the development of procedures that would allow Pennsylvanians to apply for voter registration while applying for or renewing driver's licenses.

The Department also assumed responsibility for coordinating the efforts of other state agencies that were designated by the PVRA as voter registration agencies.

The PVRA has had a direct fiscal impact on the Department of State. Appendix IV provides a synopsis of the Department's expenditures to administer this program for fiscal year 1995-1996. However, the PVRA's greatest impact on the Department of State has been the drain on personnel resources. At various times, all staff of the Bureau of Commissions, Elections and Legislation as well as the Department's entire executive staff have been dedicated to meet implementation responsibilities. These demands have detracted from other programs and initiatives. What follows is a description of the Department's major achievements in securing implementation of the PVRA.

Coordination with County Election and Voter Registration Officials

On passage of the PVRA, the Department of State provided immediate notice and assistance to election officials for all sixty-seven counties in the Commonwealth. Copies of the new law were distributed to all counties, along with a detailed summary of the new provisions of law outlining significant changes between the old and new laws. Additionally, the Department issued advisories to all County Solicitors and President Judges of the Courts of Common Pleas explaining the new registration and voting requirements.

The Department has continued the important exchange of information established early after passage of the PVRA. Among the Department's many efforts to educate and serve as a resource to the counties are the following:

- ▶ Department of State representatives traveled the Commonwealth to offer hands-on training to all counties. In six regional seminars for county voter registration officials held between September 28 and October 4 of 1995, Department staff discussed in detail important procedural changes. Procedures authorized by the PVRA for removing voters from registration rolls and processing change of address information filed with PennDOT, procedures for electors requiring assistance in the polling place, and record keeping and reporting requirements of the Act were all addressed in detail to ensure a smooth transition for the November election. In addition, the Department prepared sample forms for use by the counties to promote uniform compliance with the new law. County officials were given the opportunity to ask questions and raise concerns regarding implementation of the Act.
- ▶ The Department wrote and distributed to all counties a draft *Implementation Manual for the Pennsylvania Voter Registration Act for County Election Officials*. The Manual describes the methods that are now available to applicants for voter registration, and provides detailed procedures to follow for processing applications, changing records when necessary, and cancelling registrations when authorized by the Act. In addition, the Manual includes forms that can be used by counties to administer the Act.

- ▶ The Secretary of the Commonwealth established a Statewide Advisory Task Force for the Implementation of the PVRA so that a smaller group of county election officials representing a cross section of all counties in the Commonwealth could voice concerns about implementation plans established by the Department of State. The bipartisan committee, which includes a representative of the County Commissioner's Association and county election and voter registration officials from different regions of the Commonwealth and from different size counties, meets several times each year to share ideas for improving implementation of the Act.
- ▶ In August of 1995, Department of State officials met with members of the County Commissioners Association of Pennsylvania at its Annual Conference. Requirements of the new law were explained to association members, and the Department exchanged ideas with the members on solutions to the practical implications of these changes to the county election and voter registration offices.
- ▶ At the 1995 Annual Pennsylvania County Election Official's Conference held in Gettysburg from September 5-8, 1995, the Department offered several seminars on administrative procedures required by the Act. County officials were encouraged to ask questions and express concerns regarding the new law. In addition, staff from PennDOT demonstrated the registration process used at each driver's license photo identification center across the Commonwealth.
- ▶ The Department of State established the *Pennsylvania Voter*, a newsletter which apprises counties of the status of implementation at the state level.

Applications Submitted to PennDOT

On the state level, the most significant impact of the NVRA and the PVRA has been to involve PennDOT and other state agencies in the voter registration application process. Under the PVRA, PennDOT is required to offer persons who apply for or renew driver's licenses an opportunity to register to vote. These applications are commonly referred to as "motor voter" applications. Units of the Departments of Public Welfare, Labor and Industry, and Health are required to offer their clients an opportunity to make application to register to vote, provide assistance to clients in completing applications, and forward completed applications to county registration commissions.

The Department of State collaborated with PennDOT to devise a plan to register Pennsylvanians to vote at photo license centers. Two options to implement the motor voter requirements of the PVRA were studied. First, a paper-based system that integrated the paper applications for licenses and for voter registration was considered. The second option consisted of an electronic voter registration application in conjunction with PennDOT's new digital driver's license photo identification card.

After a thorough examination of the options, the Departments agreed to the electronic option. The Department of State designed a system that would take the electronic voter registration information created at the driver's license centers and create

voter registration cards that are compatible with the various county registration binder books. The Department negotiated a contract with the Data Card Corporation to develop the necessary computer system, convert the electronic information received from PennDOT into individual registration cards and distribute the cards to the counties. The contract with Data Card also provides for the capability to distribute voter registration information electronically to those counties that are developing electronic registration systems. Electronic transmission to the counties will reduce the Department's costs associated with printing, handling and mailing voter registration cards.

The following procedures are followed when applying to vote at PennDOT:

- ▶ PennDOT customers arrive at a photo center with a driver's license application card that has a two-dimensional bar code printed on it. The bar code contains all of the information required for the driver's license. The bar code is scanned and the computer evaluates the age of the customer. PennDOT's computer system determines which customers will be at least eighteen years old by the date of the next election and asks whether they wish to register to vote. Customers who choose to apply for registration are asked to confirm their county of residence, to indicate a party preference (if they have one), and to type their telephone number. The applicant is advised of the penalty for furnishing false information and is asked to sign on an electronic keypad a declaration that the information is true and correct to the best of the applicant's knowledge.
- ▶ The PennDOT computer system stores the completed voter registration applications and transmits the data to the Department of State's contracted vendor where the applications are electronically sorted by county, printed, and mailed to the appropriate county registration commission.

In addition, procedures were developed to provide counties with information regarding licensed drivers who report a change of address to PennDOT. In August of 1995 the PennDOT began forwarding lists to the Department of State of licensed drivers who reported a change of address to the Bureau of Driver Licensing. The Department of State then began to forward these lists to each county along with the legal requirements for processing the changes of address. The lists are currently provided to county voter registration offices on a weekly basis.

Design and Distribution of Voter Registration Mail Applications

Prior to enactment of the PVRA, the Department of State designed, printed and distributed a new voter registration mail application (VRMA) to mirror the applications prepared by the Federal Election Commission and to comply with requirements of the NVRA. Three million of this version of the VRMA were printed. A total of two million of these forms were distributed to the Departments of Health, Public Welfare, and Labor and Industry, and all county voter registration offices.

Subsequent to passage of the PVRA, the Department designed and printed a revised VRMA to comply with requirements of the PVRA. Four million of this version of the form were printed and continue to be distributed to agencies, county voter registration offices, and persons and organizations who request them. The revised VRMAs, which are non-postage paid and not pre-addressed to a particular county, allow for wider distribution of voter registration applications. All applicants in the state can use the same form and address the application to the registration commission of their county of residence. In addition, the Department of State printed and distributed approximately 125,000 federal applications in 1995 for nonresidents of Pennsylvania in accordance with the NVRA.

Identification, Coordination and Training of Designated Agencies

After enactment of the NVRA and in anticipation of passage of the PVRA, the Secretary of the Commonwealth canvassed all state agency heads to determine which agencies were required by federal law to participate in voter registration programs.

Pursuant to the PVRA, applications and assistance in completing applications are now available at many offices operated by the Departments of Public Welfare, Health, and Labor and Industry. Additionally, applications and assistance are available from each county Clerk of Orphan's Court, including each Marriage License Bureau.

The Secretary of the Commonwealth has corresponded with other government offices to solicit their voluntary participation in making voter registration application forms available to the public.

The Department provided instruction, information and registration applications to all affected agencies. In addition, the Department instructed agency officials on the procedures required by the NVRA and the PVRA and developed procedures for transmission of applications to the appropriate county registration commission and for agency reporting of registration statistics.

List Maintenance

The voter removal procedures in Sections 906-912 of the PVRA, such as a petition to strike names, checkup of registers, and the purge for non-voting, were carried over from previous voter registration laws. However, Section 5103 of the PVRA authorizes the Secretary of the Commonwealth to suspend Sections 906-912 if it is determined that those provisions conflict with federal law. Pursuant to Section 5103, the Secretary issued a notice of the suspension of Sections 906-912 in the *Pennsylvania Bulletin* on July 15, 1995.

The effect of this suspension is that Chapter 19 of the PVRA will be the controlling provision for maintaining accurate registration rolls during such time as federal law prohibits cancellation of electors for failure to vote. Chapter 19 provides that an elector's registration cannot be cancelled except at the request of the elector, upon the death of the elector, upon confirmation that the elector has moved to a residence outside the county or in accordance with a voter removal program established by the PVRA. All counties were notified of the

suspension of Sections 906-912 and were advised of the procedures for list maintenance required by Chapter 19 of the PVRA in the *Implementation Manual* and at the regional seminars.

Regulations

Section 301(3) of the PVRA requires that the Secretary of the Commonwealth promulgate a regulation that prescribes a procedure to conduct a study of the technological needs and other aspects of the development and implementation of a statewide central registry of registered qualified voters. The regulation, which was approved by the House State Government Committee, the Senate State Government Committee, the Independent Regulatory Review Commission and the Office of Attorney General, was published as final in the October 28, 1995 *Pennsylvania Bulletin*. The regulation adopted the Commonwealth's Contracting for Services Manual as the method for obtaining the services of a consultant to perform the study required by the Act. The study is discussed in a separate section below.

The PVRA provides the Secretary with the authority to promulgate regulations necessary to implement the Act. Accordingly, the Department is in the process of drafting a comprehensive rulemaking for implementation of the PVRA. The Department intends to solicit comments on the draft rulemaking in the fall of 1996. Among other things, the rulemaking will include voter registration procedures; requirements for the transmission of voter registration applications from state agencies to county voter registration commissions; requirements relating to record-keeping and reporting; and list maintenance.

Study of a Statewide Central Registry

The Department of State awarded a contract to Election Data Services, Inc. (EDS), of Washington D.C. to conduct a Study of a Statewide Central Registry of Registered Qualified Voters. EDS surveyed the counties regarding the current level of computerization used for voter registration and plans for upgrading county computer systems. In addition, EDS conducted regional meetings, site visits and telephone interviews with state voter registration agencies and county officials. EDS has presented its final report to the Secretary, who will forward the report to members of the General Assembly by July 1, 1996.

III. IMPACT ON ELECTION ADMINISTRATION AT THE COUNTY LEVEL

The PVRA significantly impacted election administration at the county level.

The PVRA has increased the number of voter registration applications by providing greater access to registration opportunities through PennDOT and other government agencies and by making voter registration mail applications more readily available. Increases in the numbers of applications and registered voters have impacted the workload of county voter registration offices. Personnel costs have increased, particularly for counties which do not utilize computers, since the amount of paper work has increased. In some counties the application of technology authorized by the PVRA has offset some of these increased costs.

In conformance with the NVRA, the PVRA drastically changed the methods available to county registration commissions to maintain the integrity of voter registration rolls. County officials may no longer remove electors from the rolls solely for documented failure to vote. In order to maintain accurate and current registration rolls, the PVRA requires commissions to use one of two voter removal programs, the National Change of Address Program, which provides a list of residents who have notified the U. S. Postal Service that they have moved, or the mass non-forwardable confirmation mailing program, which uses a post card mailing to confirm that electors are still able to receive mail at the address on their voter registration records. County officials are required to use a forwardable mail notice in an attempt to reach an elector when information indicates that the elector has moved. As a result of the list maintenance provisions of the PVRA, postage expenses have soared.

The PVRA also authorizes county registration commissions to update registration records when an elector reports a change of address to PennDOT. Several counties have expressed concern about the accuracy of the change of address information they have received and the time required to process changes of address. Many county officials have been pleased to discover that the lists provided by PennDOT provide useful information that allows them to maintain more accurate records.

Those counties that opted to utilize technology authorized by the PVRA report that computerization has allowed them to keep pace with increased numbers of applications. In addition, counties which utilize digitized signature lists as district registers have been able to eliminate cumbersome district register binders. Technology has allowed counties to process applications more efficiently and to create reports required by the NVRA and PVRA. The Department of State intends to assist computerized counties by providing more information, such as PennDOT change of address lists, electronically.

IV. CONTINUING IMPLEMENTATION

In 1996 the Department of State has continued to work diligently to implement both the NVRA and the PVRA as follows:

- ▶ Distributing state and federal voter registration mail applications to county voter registration offices, agency offices, and organizations and individuals that request them.
- ▶ Contacting federal, state and political subdivision offices, state-related institutions of higher education, public schools and libraries to solicit interest in making voter registration mail applications available at various sites across the Commonwealth.
- ▶ Revising and standardizing the methods by which county registration offices and state agencies report voter registration statistics.

- ▶ Continuously reviewing the procedures utilized in state voter registration agencies and providing technical assistance.
- ▶ Continuing to meet and consult with the Secretary's Statewide Advisory Task Force.
- ▶ Working with the Office of General Counsel, the Office of Attorney General and other affected agencies to resolve finally the lawsuit concerning implementation of the NVRA.
- ▶ Drafting regulations for implementation of the PVRA.
- ▶ Encouraging open communication among state and local officials regarding the implementation of the Act.
- ▶ Continuing to participate in conferences for County Commissioners and county election and voter registration officials.
- ▶ Expanding voter outreach programs such as the 1996 Pennsylvania Student Presidential Mock Election and the Pennsylvania Voter Hall of Fame.

The 1996 Pennsylvania Student Presidential Mock Election encourages awareness and participation among young Pennsylvanians. The Mock Election is being co-chaired by Secretary of the Commonwealth Yvette Kane and Secretary of Education Eugene Hickok, with Governor Ridge acting as Honorary Chairman. On October 30, 1996, at participating middle, junior high, and senior high schools, Pennsylvania students will cast their votes for President of the United States. Election returns will be forwarded to the Department of State where the statewide results will be tabulated and reported to Pennsylvania Public Television Network affiliates, local and state news outlets, and CNN in Atlanta. The fundamental objectives of the Mock Election are to raise student consciousness of the electoral process and to increase the students' desire to participate in the process.

Secretary Kane is also travelling the state to promote the newly expanded Pennsylvania Voter Hall of Fame program. This program promotes voter participation by honoring those Pennsylvania citizens who have voted in fifty or more consecutive November elections. Honorees are presented with a citation, signed by the Governor and the Secretary of the Commonwealth, at a public ceremony held in their home counties.

V. RECOMMENDATIONS FOR IMPROVEMENTS TO THE ACT

Since passage of the PVRA, the Secretary of the Commonwealth, in consultation with county election and voter registration officials, has identified several areas of the PVRA and the Pennsylvania Election Code which should be amended. The amendments would alleviate administrative and financial burdens on the counties caused by the increased number of registered voters and the changes to the law regarding list maintenance.

The General Assembly should consider amendments to the PVRA which would:

- ▶ Correct inaccurate statutory references;
- ▶ Require the county's general register, the county-wide alphabetical listing of registrants, to be closed from public inspection as it was under previous voter registration laws;
- ▶ Provide a deadline for changes of address received by the Department of Transportation to ensure eligibility for the subsequent election;
- ▶ Eliminate the unnecessary transfer of registration records from county to county;
- ▶ Eliminate extraneous information on the voter's identification card;
- ▶ Eliminate the requirement that the Secretary of the Commonwealth establish fees for public lists which are prepared and distributed by the counties;
- ▶ Change the requirement that counties provide for computer inquiries concerning individual registered voters into an option, since the level of computerization varies from county to county;
- ▶ Prescribe procedures for updating the registration card for registrants requiring assistance to vote; and
- ▶ Clarify procedures for the use of list maintenance programs.

Additionally, amendments to the Election Code should be considered to accomplish the following:

- ▶ Incorporate the fail-safe voting procedures enacted by the PVRA;
- ▶ Provide for the use of a provisional ballot in cases where an elector's registration card does not appear in the district register, giving county officials the opportunity to verify the fact of the elector's registration before counting his or her ballot;
- ▶ Allow for the use of a digitized signature list to mirror those corresponding sections of the PVRA;
- ▶ Increase the allowable size of each election district from 800 to 1200 electors to accommodate the anticipated increase in voter registration;
- ▶ Increase the allowable minimum population for a voting compartment in counties using paper-based voting systems (not voting machines) from 100 to 200;

- ▶ Eliminate the requirement for counties to print a specified number of specimen ballots by allowing each county to determine its need and to maintain a sufficient supply of such ballots; and
- ▶ Provide for electors requiring assistance to sign a declaration of assistance at the time of voting, mirroring the requirements of the PVRA.

Each county has been asked to forward suggestions for further improvements to both the PVRA and the Pennsylvania Election Code to the Department of State. These recommendations will be drafted into legislative initiatives at the County Election Officials Conference in September. Recommended statutory amendments will be forwarded to the General Assembly as a legislative proposal.

VI. CONCLUSION

The advent of the NVRA and the PVRA has had a profound impact on the administration of voter registration in the Commonwealth. As this report details, the commissions have shouldered new responsibilities and incurred significantly higher costs in the day-to-day implementation of voter registration procedures. Their additional burdens are the result of enhancements in registration application methods that have increased application volume, newly required list maintenance procedures, and increases in the size of the registration rolls.

Likewise, state agencies have experienced an increase in their administrative workloads that have tested their personnel and fiscal resources. The Department of State had to assume a leadership role in coordinating implementation of the PVRA on the state and county level with a minimal increase in its complement and budget. The Department has also performed additional responsibilities with respect to rulemaking and state agency registration application procedures. Other state agencies with no prior involvement in the voter registration process, the Departments of Transportation, Public Welfare, Health and Labor and Industry, have diligently undertaken their statutory obligation to afford voter registration application opportunities to their customers.

The changes wrought by the NVRA and PVRA, and the coordinated implementation efforts of state and local officials have combined to produce a dramatic increase in the number of eligible Pennsylvanians who are registered to vote. It is yet to be determined whether the unquestionably beneficial increase in registrations will result in a higher degree of election participation by registered voters. Until a trend with respect to participation presents itself, it will be impossible to decide whether the new registration laws have accomplished the purposes for which they were enacted.

VII. APPENDICES

APPENDIX I	Voter Registration Statistics	June 30, 1995 - December 31, 1995
APPENDIX II	Voter Registration Cancellations	June 30, 1995 - December 31, 1995
APPENDIX III	Motor Voter Applications	April 1, 1995 - December 31, 1995
APPENDIX IV	Department of State Program Expenditures	

VOTER REGISTRATION STATISTICAL INFORMATION

Statistics for the period covered by this report are contained in Appendix I through III. Appendix I contains data for the voter registration methods prescribed by Section 522 (in person), Section 523 (with a PennDOT driver's license application), Section 524 (mail application) and Section 525 (at a government agency or an armed forces recruitment center) of the PVRA. Statistics list total applications received (Total Apps), duplicate applications (Dup Apps) and the number of valid registrations (Valid Apps) for each method of registration. The final columns contain calculations for all methods of voter registration including figures for the total number of applications, duplicate applications and valid applications. Total applications includes new registrations, changes of address, changes of name or party and whether they were valid, rejected or duplicates. Duplicate registrations mean those registration applications received for electors already registered. Valid registrations includes those registration applications which were deemed to be accepted by the county voter registration commissions.

Appendix II contains data relative to the number of voter registrations cancelled in the sixty-seven counties for the period covered by this report. Cancellations are listed according to the reason for cancellation including those made at the request of the elector, upon the death of the elector, upon confirmation that the elector moved or under a voter removal program.

Appendix III contains data relative to the number of voter registrations filed with driver licensing centers since the inception of "motor voter" registration in the Commonwealth pursuant to the Order of the United States District Court of the Eastern District of Pennsylvania. Appendix III covers the period of April 1, 1995 - December 31, 1995.

Statistics for Appendices I and II are based on two reports filed with the Department of State by the sixty-seven county voter registration commissions. The first reporting period was June 30, 1995 through October 10, 1995. The second report covered the remainder of calendar year 1995, October 11, 1995 through December 31, 1995. Both reports have been combined into one statistical report for the purpose of reporting to the General Assembly.

It should be noted that one requirement of the PVRA/NVRA which has impacted county election administration has been the requirement for counties to report statistics to the Department of State. Because 1995 was the first year for implementation many counties found it difficult to file comprehensive data as requested by the Department. As such, the statistics are skewed particularly with regard to the number of valid registrations since several larger counties did not provide data for either duplicate or valid registrations. Therefore, the statistics must be studied with this in mind. Counties have, however, been able to provide more accurate statistics with each additional report.

A Review of the Statistics

For the period of June 30, 1995 through December 31, 1995, there were 493,483 voter registration applications filed with the county voter registration offices. This represents a significant increase from the previous six month period when 273,439 applied for voter registration. A review of the statistics indicates the following:

- ▶ 42,309 (8.6%) applied in person at the county voter registration office in their county of residence;
- ▶ 239,475, (48.5%), applied at PennDOT utilizing "motor voter" registration;
- ▶ 190,418 (38.6%) applied through the mail;
- ▶ 20,940 (4.2%) applied at state agencies which offer public assistance, provide State-funded programs primarily engaged in providing services to persons with disabilities, each county clerk of the Orphan's Court including, Marriage License Bureaus; and
- ▶ 341 (.07%) at armed forces recruitment centers.

The statistics in Appendix I reveal that since the passage of the PVRA, "motor voter" has become the primary method of registering to vote in the Commonwealth. According to county registration officials approximately 85% of electors registered by mail prior to the passage of PVRA.

However, the statistics also indicate that there is a high amount of duplication in the motor voter application process. While not all counties provided data relative to the number of duplicate or valid registrations received, of the 37,133 duplicate applications reported, 31,436 or 85% occurred with motor voter registrations. The total number of valid motor voter registrations, however, eclipsed the previously predominant mail registration even when compared to the statistic for the total number of mail registrations filed.

The statistics relating to voter registration cancellation in Appendix II are self explanatory. However, it should be noted, that because many counties were heavily involved with processing voter registrations during the latter half of 1995, very few counties conducted a voter removal program. Thus of the 65,146 electors removed from the rolls in the last half of 1995, only 147 were removed due to a voter removal program.

Appendix III contains data for "motor voter" applications broken down by political party. This information is provided directly from the central computer system of Data Card Corporation which acts as the agent for processing these applications for both the Departments of State and Transportation. Because it is a centralized computer process, statistics can be provided by political party. It should be noted that these statistics relate to the number of applications made and not valid voter registrations.

APPENDIX I

APPENDIX I: VOTER REGISTRATION STATISTICS: JUNE 30, 1995 - DECEMBER 31, 1995

NAME	IN PERSON			PENN DOT			MAIL REGISTRATION		
	TOTAL APPS	DUP APPS	VALID APPS	TOTAL APPS	DUP APPS	VALID APPS	TOTAL APPS	DUP APPS	VALID APPS
ADAMS	1,294	0	1,294	2,213	284	1,929	790	0	790
ALLEGHENY	4,113	160	3,953	26,980	3,525	23,455	20,831	817	20,014
ARMSTRONG (1)	225	0	225	1,666	166	1,500	778	38	740
BEAVER	2,781	12	2,769	4,335	1,148	3,187	1,489	32	1,457
BEDFORD	693	22	671	547	82	465	27	8	19
BERKS	381	9	344	8,063	1,134	6,814	4,135	192	3,458
BLAIR	236	0	236	2,855	336	2,519	900	21	879
BRADFORD	410	2	408	1,191	96	1,095	523	4	519
BUCKS (2)	8	0	8	15,238	274	14,964	9,366	312	9,054
BUTLER (3)	574	10	564	3,115	1,115	2,000	1,120	10	1,110
CAMBRIA	115	12	103	2,566	345	1,784	867	61	590
CAMERON	15	0	15	74	16	58	30	1	14
CARBON	86	0	86	991	202	789	477	28	449
CENTRE	2,525	2	2,523	2,968	594	2,374	448	6	442
CHESTER	1,403	28	1,375	11,441	2,359	9,082	5,607	204	5,403
CLARION	192	0	192	624	5	619	595	0	595
CLEARFIELD	308	1	307	1,135	507	628	2,300	25	2,275
CLINTON (4)	0	0	0	535	20	515	1,163	0	1,163
COLUMBIA	62	3	59	1,104	110	994	631	25	606
CRAWFORD	110	0	110	1,658	122	1,536	1,503	61	1,442
CUMBERLAND	1,167	0	1,167	6,159	1,144	5,015	2,517	29	2,488
DAUPHIN	918	0	918	7,029	1,516	5,513	3,106	0	3,106
DELAWARE	593	15	578	10,603	3,155	7,448	12,208	326	11,882
ELK	19	1	18	350	58	292	331	8	323
ERIE	2,944	79	2,865	4,661	1,050	3,595	4,173	290	3,841
FAYETTE	219	0	219	2,442	388	2,054	655	18	637
FOREST	55	0	55	70	11	50	34	0	34
FRANKLIN	424	7	417	2,802	272	2,521	815	17	798
FULTON	0	0	0	267	47	220	173	1	172
GREENE	675	0	675	462	122	340	417	25	392
HUNTINGDON	617	2	615	411	51	360	336	7	329
INDIANA	272	9	263	1,218	44	1,174	390	32	358
JEFFERSON	331	0	331	638	117	521	168	0	168
JUNIATA	552	0	552	204	17	193	48	2	46
LACKAWANNA	1,033	30	1,003	3,131	635	2,456	2,125	133	1,982
LANCASTER	931	0	931	9,367	2,210	7,157	7,409	237	7,172
LAWRENCE	231	0	231	1,440	202	1,238	1,990	70	1,920
LEBANON	218	2	216	2,023	380	1,643	1,601	6	1,595
LEHIGH	1,105	0	1,105	7,225	864	6,179	3,854	74	3,780
LUZERNE (5)	1,804	n/p	n/p	4,299	n/p	n/p	245	n/p	n/p
LYCOMING	457	0	457	3,235	405	2,830	3,733	82	3,651
MCKEAN	0	0	0	711	10	701	158	15	143
MERCER	360	13	347	2,141	301	1,840	733	20	713
MIFFLIN	204	0	204	670	78	592	520	27	493
MONROE	530	0	530	2,367	146	2,221	3,968	7	3,911
MONTGOMERY	2,205	0	2,205	18,388	569	17,819	9,519	280	9,239
MONTOUR (6)	30	0	30	93	15	78	84	0	84
NORTHAMPTON	334	0	334	6,577	922	5,655	4,473	727	3,746
NORTHUMBERLAND	227	3	224	1,577	198	1,379	517	30	487
PERRY	2	0	2	806	141	665	62	7	55
PHILADELPHIA	2,624	n/p	n/p	19,126	n/p	n/p	53,851	n/p	n/p
PIKE	356	0	323	1,113	76	1,037	424	9	415
POTTER	141	0	141	276	34	220	218	2	216
SCHUYLKILL	764	0	764	2,134	203	1,931	2,170	62	2,108
SNYDER	18	0	18	593	90	503	360	26	334
SOMERSET	81	0	81	896	157	809	269	7	262
SULLIVAN	64	0	64	87	14	73	261	4	257
SUSQUEHANNA	758	0	758	705	52	653	499	0	499
TIOGA (6)	20	0	20	283	10	273	30	5	25
UNION	49	6	43	577	64	513	176	2	174
VENANGO	395	1	394	930	67	863	209	3	206
WARREN	207	0	207	1,905	279	1,626	709	77	632
WASHINGTON	1,553	43	1,510	4,395	430	3,965	2,332	69	2,263
WAYNE	138	0	138	1,027	263	690	482	5	481
WESTMORELAND	240	0	240	5,404	658	4,746	6,720	37	6,683
WYOMING	183	0	183	455	72	383	180	6	174
YORK	730	27	703	8,904	1,459	7,445	1,586	187	1,399
PENNSYLVANIA	42,309	499	37,321	239,475	31,436	183,786	190,418	4,816	130,692

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF STATE

APPENDIX I: VOTER REGISTRATION STATISTICS: JUNE 30, 1995 - DECEMBER 31, 1995

NAME	AT STATE AGENCIES			RECRUITMENT CENTERS			TOTALS FOR ALL APPLICATIONS		
	TOTAL APPS	DUP APPS	VALID APPS	TOTAL APPS	DUP APPS	VALID APPS	TOTAL APPS	DUP APPS	VALID APPS
ADAMS	100	0	100 *	11	0	11 *	4,408	284	4,124
ALLEGHENY	1,284	109	1,175	34	0	34	53,242	4,611	48,631
ARMSTRONG (1)	143	0	143 *	5	0	5 *	2,817	204	2,613
BEAVER	245	0	245	9	0	9	8,859	1,192	7,667
BEDFORD	108	5	104 *	0	0	0 *	1,375	117	1,259
BERKS	401	8	384	9	0	8	12,989	1,343	11,008
BLAIR	604	21	583 *	7	0	7 *	4,602	378	4,224
BRADFORD	235	7	228	0	0	0	2,359	109	2,250
BUCKS (2)	544	25	519 *	5	0	5 *	25,161	611	24,550
BUTLER (3)	123	8	115	0	0	0	4,932	1,143	3,789
CAMBRIA	176	7	158 *	0	0	0 *	3,724	425	2,635
CAMERON	9	0	9	0	0	0	128	17	96
CARBON	31	0	31 *	2	0	2 *	1,587	230	1,357
CENTRE	101	1	100	0	0	0	6,042	603	5,439
CHESTER	362	14	348 *	6	0	6 *	18,819	2,605	16,214
CLARION	88	0	88	0	0	0	1,499	5	1,494
CLEARFIELD	77	0	77 *	0	0	0 *	3,820	533	3,287
CLINTON (4)	61	0	61	1	0	1	1,760	20	1,740
COLUMBIA	46	0	46 *	7	1	6 *	1,850	139	1,711
CRAWFORD	4	0	4	20	0	20	3,295	183	3,112
CUMBERLAND	151	2	149 *	0	0	0 *	9,994	1,175	8,819
DAUPHIN	646	0	646	11	0	11	11,710	1,516	10,194
DELAWARE	689	37	652 *	26	2	24 *	24,119	3,535	20,584
ELK	46	0	46	0	0	0	746	67	679
ERIE	884	32	832 *	0	0	0 *	12,662	1,451	11,133
FAYETTE	452	2	450	2	2	0	3,770	410	3,360
FOREST	13	0	13 *	0	0	0 *	172	11	152
FRANKLIN	181	0	181	4	0	4	4,226	296	3,921
FULTON	46	1	45 *	0	0	0 *	486	49	437
GREENE	91	0	91	0	0	0	1,645	147	1,498
HUNTINGDON	13	0	13 *	2	0	2 *	1,379	60	1,319
INDIANA	220	2	218	10	0	10	2,110	87	2,023
JEFFERSON	143	1	142 *	1	0	1 *	1,281	118	1,163
JUNIATA	22	0	22	0	0	0	826	19	813
LACKAWANNA	396	0	396 *	0	0	0 *	6,685	798	5,837
LANCASTER	440	3	437	2	0	2	18,149	2,450	15,699
LAWRENCE	282	5	277 *	3	0	3 *	3,946	277	3,669
LEBANON	151	5	146	3	0	3	3,996	393	3,603
LEHIGH	143	0	143 *	0	0	0 *	12,327	938	11,207
LUZERNE (5)	305	n/p	57	n/p	n/p	n/p	6,653	n/p	57
LYCOMING	496	22	474 *	6	0	6 *	7,927	509	7,418
MCKEAN	98	2	96	0	0	0	967	27	940
MERCER	468	10	458 *	15	1	14 *	3,717	345	3,372
MIFFLIN	56	0	56	9	1	8	1,459	106	1,353
MONROE	349	0	349 *	1	0	1 *	7,215	153	7,012
MONTGOMERY	669	0	669	15	0	15	30,796	849	29,947
MONTOUR (6)	0	0	0 *	0	0	0 *	207	15	192
NORTHAMPTON	146	0	146	30	0	30	11,560	1,649	9,911
NORTHUMBERLAND	84	4	80 *	0	0	0 *	2,405	235	2,170
PERRY	46	5	41	0	0	0	916	153	763
PHILADELPHIA	6,181	n/p	n/p *	43	n/p	n/p *	81,825	n/p	n/p
PIKE	16	0	16	0	0	0	1,909	85	1,791
POTTER	43	1	41 *	0	0	0 *	678	37	618
SCHUYLKILL	100	0	100	0	0	0	5,168	265	4,903
SNYDER	119	13	106 *	0	0	0 *	1,090	129	961
SOMERSET	125	0	125	5	0	5	1,376	164	1,282
SULLIVAN	0	0	0 *	0	0	0 *	412	18	394
SUSQUEHANNA	65	0	65	0	0	0	2,027	52	1,975
TIOGA (6)	59	6	53 *	8	0	8 *	400	21	379
UNION	17	0	17	0	0	0	819	72	747
VENANGO	288	4	284 *	0	0	0 *	1,822	75	1,747
WARREN	76	0	76	0	0	0	2,897	356	2,541
WASHINGTON	284	0	284 *	9	0	9 *	8,573	542	8,031
WAYNE	144	0	138	1	0	1	1,792	268	1,448
WESTMORELAND	413	3	410 *	7	0	7 *	12,784	698	12,086
WYOMING	41	4	37	2	0	2	861	82	779
YORK	501	6	495 *	10	0	10 *	11,731	1,679	10,052
PENNSYLVANIA	20,940	375	14,090 *	341	7	290 *	493,483	37,133	366,179

ENDNOTES FOR APPENDIX I

(Numbers correspond to those beside the county name on the Statistics)

- (1) Reported a combined figure for in person registration and mail registration for the second reporting period (10/11/95 - 12/31/95).
 - (2) Data was not reported for in person voter registration for the first reporting period (6/30/95 - 10/10/95).
 - (3) Reported a combined figure for in person and mail registration for both reporting periods.
 - (4) Data was not reported for in person registration for the second reporting period.
 - (5) Reported data for in person, PennDOT, mail and agency registration for the first reporting period but only reported data for valid registrations for agency registrations thus skewing data relating to total valid agency registrations for other methods of voter registration. No information for duplicate or valid registrations was filed for the second reporting period.
 - (6) Data not reported for the first reporting period.
- n/p Data not reported for this category of information.

NOTE: In many cases the counties reported the data differently. For example, zeroes were reported as a zero, a dash (---), or not entered at all. The entries are reported as zero in this report as long as the data presented could be calculated accurately assuming the "---" or the blank entry was a zero. County Report's are available for inspection upon request.

APPENDIX II

COMMONWEALTH OF PENNSYLVANIA

DEPARTMENT OF STATE

APPENDIX II: VOTER REGISTRATION CANCELLATIONS:
JUNE 30, 1995 - DECEMBER 31, 1995

NAME	VOTER'S REQUEST	VOTER'S DEATH	MOVE CONFIRM.	VOTER RMV. PRG	TOTAL
ADAMS	16	288	460	0	764
ALLEGHENY	8	7,456	5,763	0	13,227
ARMSTRONG	5	254	108	0	367
BEAVER	3	513	304	0	820
BEDFORD	84	77	37	0	198
BERKS	3	527	324	0	854
BLAIR	57	298	232	0	587
BRADFORD	1	129	46	0	176
BUCKS (1)	472	972	1,990	0	3,434
BUTLER	43	120	325	0	488
CAMBRIA	2	172	121	0	295
CAMERON	2	47	16	0	65
CARBON	1	113	83	0	197
CENTRE	17	314	682	0	1,013
CHESTER	7	661	2,634	0	3,302
CLARION (2)	0	45	0	85	130
CLEARFIELD	2	0	101	0	103
CLINTON	3	88	87	0	178
COLUMBIA	0	271	135	0	406
CRAWFORD	1	194	190	0	385
CUMBERLAND	27	550	211	0	788
DAUPHIN (3)	n/p	n/p	n/p	n/p	0
DELAWARE	29	1,069	1,357	0	2,455
ELK	1	156	67	0	224
ERIE	0	532	451	0	983
FAYETTE	1	316	174	0	491
FOREST	6	15	14	0	35
FRANKLIN	2	177	55	0	234
FULTON	0	41	33	0	74
GREENE	0	107	86	0	193
HUNTINGDON	27	48	61	0	136
INDIANA	1	94	145	0	240
JEFFERSON	3	121	38	0	162
JUNIATA	0	20	40	0	60
LACKAWANNA	131	1,192	20	0	1,343
LANCASTER (2)	0	195	353	0	548
LAWRENCE	3	641	99	0	743
LEBANON	0	123	452	0	575
LEHIGH	7	1,276	643	0	1,926
LUZERNE (3)	n/p	n/p	n/p	n/p	0
LYCOMING	0	350	517	0	867
MCKEAN	11	4	28	0	43
MERCER	114	756	328	0	1,198
MIFFLIN	0	0	35	0	35
MONROE	190	470	401	0	1,061
MONTGOMERY (2)	452	0	0	0	452
MONTOUR (4)	15	27	22	0	64
NORTHAMPTON	0	221	0	0	221
NORTHUMBERLAND	13	349	349	0	711
PERRY (5)	1	29	84	0	114
PHILADELPHIA	23	10,366	6,641	0	17,030
PIKE (2)	0	23	59	0	82
POTTER	2	40	56	0	98
SCHUYLKILL	2	407	0	0	409
SNYDER	0	23	80	0	103
SOMERSET	19	197	45	25	286
SULLIVAN	0	6	25	0	31
SUSQUEHANNA	53	34	52	0	139
TIOGA	10	43	24	0	77
UNION (2)	0	24	14	37	75
VENANGO	0	147	62	0	209
WARREN	0	106	157	0	263
WASHINGTON	5	208	0	0	213
WAYNE	13	105	42	0	160
WESTMORELAND	0	238	125	0	363
WYOMING	12	42	90	0	144
YORK	19	2,071	409	0	2,499
PENNSYLVANIA	1,919	35,498	27,582	147	65,146

ENDNOTES FOR APPENDIX II

(Numbers correspond to those beside the county name on the Statistics)

- (1) Data not provided for Voter Removal Programs for the second reporting period (10/11/95 - 12/31/95).
- (2) Data not provided for cancellations for the first reporting period (6/30/95 - 10/10/95).
- (3) Data not provided data for cancellations.
- (4) Data not provided for cancellations the second reporting period (10/11/95 - 12/31/95).
- (5) Data not provided for cancellations for the first or second reporting period.

APPENDIX III

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF STATE

APPENDIX III

MOTOR VOTER APPLICATIONS: 4/01/95 THROUGH 12/31/95

NAME	REPUBLICAN	DEMOCRATIC	CONSTITUTIONAL	LIBERTARIAN	PATRIOT	OTHER	TOTAL
ADAMS	1062	588	11	13	5	402	2,081
ALLEGHENY	8949	12434	90	177	34	4689	26,373
ARMSTRONG	500	516	13	14	2	177	1,222
BEAVER	1091	1620	12	33	4	681	3,441
BEDFORD	394	215	4	9	2	119	743
BERKS	3658	2907	62	123	28	1584	8,362
BLAIR	1465	873	15	23	6	516	2,898
BRADFORD	549	290	10	11	6	221	1,087
BUCKS	6513	4514	72	257	42	2791	14,189
BUTLER	1646	1243	9	19	3	595	3,515
CAMBRIA	957	1308	13	17	5	363	2,663
CAMERON	38	36	1	0	0	10	85
CARBON	452	440	5	9	2	189	1,097
CENTRE	1254	872	17	32	4	674	2,853
CHESTER	5228	2671	38	149	16	2332	10,434
CLARION	294	199	3	2	2	83	583
CLEARFIELD	701	564	8	13	3	270	1,559
CLINTON	273	237	1	6	2	110	629
COLUMBIA	526	389	12	5	4	206	1,142
CRAWFORD	645	551	4	6	7	219	1,432
CUMBERLAND	2907	1384	76	72	43	1084	5,566
DAUPHIN	3244	2401	76	103	34	1371	7,229
DELAWARE	6028	3296	55	146	12	1981	11,518
ELK	270	318	6	1	3	129	727
ERIE	2482	2902	57	58	17	1123	6,639
FAYETTE	722	1348	18	10	2	280	2,380
FOREST	33	33	0	0	1	6	73
FRANKLIN	1455	786	10	21	5	584	2,861
FULTON	153	82	2	3	1	35	276
GREENE	194	380	6	10	1	72	663
HUNTINGDON	308	226	3	3	4	97	641
INDIANA	557	559	3	9	2	238	1,368
JEFFERSON	343	237	10	4	2	140	736
JUNIATA	123	76	1	2	1	32	235
LACKAWANNA	1273	1551	19	29	8	438	3,318
LANCASTER	5443	2379	56	104	30	2036	10,048
LAWRENCE	593	757	11	8	3	230	1,602
LEBANON	1383	652	18	24	13	482	2,572
LEHIGH	2894	2537	35	79	22	1376	6,943
LUZERNE	1834	1896	25	46	7	667	4,475
LYCOMING	1250	713	11	23	3	475	2,475
MC KEAN	491	305	1	7	3	124	931
MERCER	876	980	15	22	7	379	2,279
MIFFLIN	330	201	4	7	2	112	656
MONROE	1270	1110	18	51	13	640	3,102
MONTGOMERY	8231	5124	84	279	24	3411	17,153
MONTOUR	175	118	4	0	0	82	379
NORTHAMPTON	2483	2323	40	83	28	1341	6,298
NORTHUMBERLAND	673	446	15	14	5	243	1,396
PERRY	472	235	8	9	2	136	862
PHILADELPHIA	4930	11794	129	182	51	2787	19,873
PIKE	467	288	9	5	2	418	1,189
POTTER	159	82	3	0	0	42	286
SCHUYLKILL	1205	709	8	26	6	439	2,393
SNYDER	358	140	1	6	2	116	623
SOMERSET	491	386	10	6	1	132	1,026
SULLIVAN	35	26	2	0	0	19	82
SUSQUEHANNA	366	204	2	3	0	141	716
TIOGA	432	220	6	7	1	145	811
UNION	323	157	5	3	2	124	614
VENANGO	530	386	8	13	5	167	1,109
WARREN	338	262	4	4	1	156	765
WASHINGTON	1457	2023	23	30	10	579	4,122
WAYNE	515	254	4	6	1	210	990
WESTMORELAND	2759	3419	30	52	14	1198	7,472
WYOMING	227	125	2	4	0	83	441
YORK	4231	2428	42	92	21	1817	8,631
PENNSYLVANIA	103,508	90,725	1,375	2,584	592	44,148	242,932

SOURCE: DATA CARD CORP.

APPENDIX IV

APPENDIX IV

Expenditures to Implement the PVRA *

Fiscal Year 1995-96 #

Category	Expense	Notes
Personnel	\$ 130,000	1
Central Registry Study	\$ 190,459	2
Develop & Distribute Registration Cards from Applicants at PennDOT to the Counties	\$ 735,000	1,2,3,4
Printing & Shipping of Voter Registration Application Forms	\$ 223,000	1
Postage	\$ 4,000	1
Travel	\$ 5,000	1,5
Office & Computer Equipment	\$ 68,800	1,3
Total	\$ 1,356,259	

Notes:

1. Preliminary estimate. Actual amounts will be available after the close of the fiscal year.
2. Project undertaken by a contractor.
3. Includes nonrecurring start-up costs.
4. Includes postage costs to distribute voter registration costs to the counties.
5. All travel was within Pennsylvania with the exception of one trip to the National Association State Elections Official's Conference on the NVRA.

* Does not include expenditures made by other state agencies nor expenses incurred as a result of litigation.

Although this report covers the Department's activities during the calendar year 1995, the expenditures presented on this table reflect the fiscal year that started July 1995 and ends June 1996.