RULES COMMITTEE: 6/5/19
ITEM: G.2



CITY COUNCIL ACTION REQUEST			
Department(s): City Manager's Office	Date: 5/29/19	Coordination: City Clerk and City Attorney's Office	Dept. Approval: /s/ Lee Wilcox
			CMO Approval:

SUBJECT: AB 59 (Kalra) – Elections: polling places: college and university campuses

RECOMMENDED POSITION: Support

RECOMMENDED ACTION:

- 1. Adopt a position of support for AB 59 (Kalra) Elections: polling places: college and university campuses.
- 2. Recommend this item be agendized for the June 11, 2019 City Council Meeting so that the City's Legislative Representative can advocate the City's support for AB 59.

BILL SYNOPSIS:

AB 59 both amends criteria under the California Voter's Choice Act (CVCA) and sets new requirements for elections officials in all counties regarding polling places on college campuses. AB 59 would amend the CVCA to require an elections official, when developing the draft plan for the administration of elections conducted pursuant to the CVCA, to consider, at a minimum, placing a vote center location on a public or private university or college campus that has an annual enrollment of at least 10,000 students.

In addition, AB 59 requires county elections officials in both CVCA and non-CVCA counties that have a California State University (CSU) in their jurisdiction to designate at least one location on the main campus of each CSU campus within the official's jurisdiction as a vote center. The bill also directs the elections official to request the use of University of California (UC) campuses as vote centers and encourages UCs to comply with these requests. AB 59 also requires elections officials to give preference to locations on California Community College campuses and private university campuses with an annual enrollment of at least 10,000 students when locating additional vote centers and satellite offices. Each vote center or satellite office must be accessible to voters with disabilities in accordance with existing law.

IMPACTS TO CITY OF SAN JOSE:

In April, the Santa Clara County Board of Supervisors unanimously voted to adopt the CVCA for the 2020 elections. Under the CVCA, every registered voter in the county will automatically receive their ballot by mail and precinct polling places will be replaced with "vote centers" where voters can cast their ballot at a location that is convenient to them. The centers will be open up to 11 days before Election Day. The County has not stated an official position on AB 59 as it is reviewing the logistical requirements to locate a vote center on college campuses and determine the impacts of those requirements on the Santa Clara County Registrar of Voters Office (ROV), if the bill is enacted. However, ROV staff is supportive of the intent of the bill, which is to increase voting opportunities for students.

Voter turnout is consistently lower among younger voters. According to the Public Policy Institute of California, young adults (ages 18 to 34) make up 33% of the population but are only 18% of likely voters. The author of AB 59 asserts that the bill could increase turnout among younger voters by placing vital voter registrar services in high-traffic, central locations for students and the broader community. For example, after

Sacramento County adopted the CVCA in 2017, a vote center was placed at California State University in Sacramento. The Sacramento County Registrar of Voters reported that the vote center was a successful location and plans to place a vote center at the campus for the 2020 elections. Under AB 59, San Jose State University would be an eligible location for a new vote center, which would provide additional opportunities for more than 32,000 students to vote.

POLICY ALIGNMENT:

AB 59 aligns with Legislative Guiding Principle #3: "Support efforts that improve the quality of life, affordability, health, environmental protection, economic development, equity, and safety in San Jose."

SUPPORTERS/OPPONENTS:

SUPPORT

American Federation of State, County and Municipal Employees, AFL-CIO California League of Conversation Voters
Disability Rights California
Mi Familia Vota
NextGen California
Young Invincibles

OPPOSITION:

None on File

STATUS OF BILL:

AB 59 is currently in the Senate awaiting committee referral.

FOR QUESTIONS CONTACT: Alexandria Felton, Intergovernmental Relations, 408-535-8116.

Attachments:

Bill Text Committee Analysis

AMENDED IN ASSEMBLY APRIL 11, 2019 AMENDED IN ASSEMBLY MARCH 14, 2019

CALIFORNIA LEGISLATURE—2019–20 REGULAR SESSION

ASSEMBLY BILL

No. 59

Introduced by Assembly Member Kalra (Principal coauthors: Assembly Members Mullin, Cervantes, and Petrie-Norris) Cervantes, Mullin, and Petrie-Norris)

December 3, 2018

An act to amend Section 4005 of, and to add Section 12283.5 to, the Elections Code, relating to elections.

LEGISLATIVE COUNSEL'S DIGEST

AB 59, as amended, Kalra. Elections: polling places: college and university campuses.

Existing law requires the Secretary of State to annually provide every high school, community college, and California State University and University of California campus with voter registration forms. Existing law also expresses the intent of the Legislature that every eligible high school and college students receive a meaningful opportunity to register to vote.

Existing law requires, upon the request of a local elections official, that the governing body having jurisdiction over a public school building allow the school building to be used as a polling place or vote center, under specified conditions.

This bill would require that the local elections official designate at least one location on *the main campus of* each California State University-campus within the official's jurisdiction as a vote center or satellite office, as specified. This bill would also require the local

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elections official to request the use of University of California campuses as vote centers and satellite offices, as specified, and it would encourage the University of California to comply with these requests. This bill would also require a local elections official to give preference to additional locations on California Community College campuses and private university campuses for the purposes described above, and it would also encourage private universities to comply with requests to use their campuses for this purpose.

Because this bill would impose additional duties on local officials, it would impose a state-mandated local program.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 4005 of the Elections Code is amended 2 to read:
- 4005. (a) Notwithstanding Section 4000 or any other law, on or after January 1, 2018, the Counties of Calaveras, Inyo, Madera,
- 5 Napa, Nevada, Orange, Sacramento, San Luis Obispo, San Mateo,
- 6 Santa Clara, Shasta, Sierra, Sutter, and Tuolumne, and, except as
- provided in Section 4007, on or after January 1, 2020, any county
- 8 may conduct any election as an all-mailed ballot election if all of
- 9 the following apply:
- 10 (1) (A) At least two ballot dropoff locations are provided within 11 the jurisdiction where the election is held or the number of ballot 12 dropoff locations are fixed in a manner so that there is at least one 13 ballot dropoff location provided for every 15,000 registered voters 14 within the jurisdiction where the election is held, as determined
- on the 88th day before the day of the election, whichever results in more ballot dropoff locations. For purposes of this subparagraph,
- a vote center that includes an exterior ballot drop box counts only
- 18 as a single ballot dropoff location. Ballot dropoff locations shall

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comply with the regulations adopted pursuant to subdivision (b) of Section 3025.

- (B) A ballot dropoff location provided for under this section consists of a secure, accessible, and locked ballot box located as near as possible to established public transportation routes and that is able to receive voted ballots. All ballot dropoff locations shall be open at least during regular business hours beginning not less than 28 days before the day of the election, and on the day of the election. At least one ballot dropoff location shall be an accessible, secured, exterior drop box that is available for a minimum of 12 hours per day including regular business hours.
- (2) (A) The county elections official permits a voter residing in the county to do any of the following at a vote center:
 - (i) Return, or vote and return, their vote by mail ballot.
- (ii) Register to vote, update their voter registration, and vote pursuant to Section 2170.
- (iii) Receive and vote a provisional ballot pursuant to Section 3016 or Article 5 (commencing with Section 14310) of Chapter 3 of Division 14.
- (iv) Receive a replacement ballot upon verification that a ballot for the same election has not been received from the voter by the county elections official. If the county elections official is unable to determine if a ballot for the same election has been received from the voter, the county elections official may issue a provisional ballot.
- (v) Vote a regular, provisional, or replacement ballot using accessible voting equipment that provides for a private and independent voting experience.
- (B) Each vote center shall have at least three voting machines that are accessible to voters with disabilities.
 - (3) (A) On the day of the election, from 7 a.m. to 8 p.m., inclusive, and on each of the three days before the election, for a minimum of eight hours per day, at least one vote center is provided for every 10,000 registered voters within the jurisdiction where the election is held, as determined on the 88th day before the day of the election. At least 90 percent of the number of vote centers required by this subparagraph shall be open for all four days during the required times. Up to 10 percent of the number of vote centers required by this subparagraph may be open for less

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than four days if at least one vote center is provided for every 10,000 registered voters on each day.

- (B) Notwithstanding subparagraph (A), for a jurisdiction with fewer than 20,000 registered voters, a minimum of two voter centers are provided on the day of the election and on each of the three days before the election within the jurisdiction where the election is held.
- (4) (A) Beginning 10 days before the day of the election and continuing daily up to and including the fourth day before the election, for a minimum of eight hours per day, at least one vote center is provided for every 50,000 registered voters within the jurisdiction where the election is held, as determined on the 88th day before the day of the election.
- (B) Notwithstanding subparagraph (A), for a jurisdiction with fewer than 50,000 registered voters, a minimum of two vote centers are provided within the jurisdiction where the election is held.
- (C) The vote centers provided under this section are established in accordance with the accessibility requirements described in Article 5 (commencing with Section 12280) of Chapter 3 of Division 12, the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12101 et seq.), the federal Help America Vote Act of 2002 (52 U.S.C. Sec. 20901 et seq.), and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).
- (D) The vote centers provided under this section are equitably distributed across the county so as to afford maximally convenient options for voters and are established at accessible locations as near as possible to established public transportation routes. The vote centers shall be equipped with voting units or systems that are accessible to individuals with disabilities and that provide the same opportunity for access and participation as is provided to voters who are not disabled, including the ability to vote privately and independently in accordance with Sections 12280 and 19240.
- 33 (E) (i) The vote centers provided under this section have an 34 electronic mechanism for the county elections official to 35 immediately access, at a minimum, all of the following voter 36 registration data:
- 37 (I) Name.
- 38 (II) Address.
- 39 (III) Date of birth.
- 40 (IV) Language preference.

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- (V) Party preference.
- (VI) Precinct.

- (VII) Whether or not the voter has been issued a vote by mail ballot and whether or not a ballot has been received by the county elections official.
- (ii) The electronic mechanism used to access voter registration data shall not be connected in any way to a voting system.
- (5) A method is available for voters with disabilities to request and receive a blank vote by mail ballot and, if a replacement ballot is necessary, a blank replacement ballot that voters with disabilities can read and mark privately and independently pursuant to the federal Help America Vote Act of 2002 (52 U.S.C. Sec. 20901 et seq.).
- (6) (A) Except as otherwise provided for in this section, election boards for the vote centers established under this section meet the requirements for eligibility and composition pursuant to Article 1 (commencing with Section 12300) of Chapter 4 of Division 12.
- (B) Each vote center provides language assistance in all languages required in the jurisdiction under subdivision (c) of Section 12303 or Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.) in a manner that enables voters of the applicable language minority groups to participate effectively in the electoral process. Each vote center shall post information regarding the availability of language assistance in English and all other languages for which language assistance is required to be provided in the jurisdiction under subdivision (c) of Section 12303 or Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).
- (i) If a vote center is located in, or adjacent to, a precinct, census tract, or other defined geographical subsection required to establish language requirements under subdivision (c) of Section 12303 or Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.), or if it is identified as needing language assistance through the public input process described in clause (ii), the county elections official shall ensure that the vote center is staffed by election board members who speak the required language. If the county elections official is unable to recruit election board members who speak the required language, alternative methods of effective language assistance shall be provided by the county elections official.

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(ii) The county elections official shall solicit public input regarding which vote centers should be staffed by election board members who are fluent in a language in addition to English pursuant to subdivision (c) of Section 12303 and Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).

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- (iii) The county elections official shall provide notice in the sample ballot, in vote by mail materials, and on the official's internet website of the specific language services available at each vote center.
- (C) Each vote center provides election materials translated in all languages required in the jurisdiction under subdivision (a) of Section 14201 and Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).
- (D) Each vote center provides reasonable modifications and auxiliary aids and services as required by the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12101 et seq.) and the federal Rehabilitation Act of 1973 (29 U.S.C. Sec. 701 et seq.).
- (7) (A) Beginning 10 days before the election, the county elections official maintains, in an electronic format, an index of voters who have done any of the following at one of the voter centers established pursuant to this section:
 - (i) Registered to vote or updated their voter registration.
- (ii) Received and voted a provisional ballot or replacement ballot.
 - (iii) Voted a ballot using equipment at the vote center.
- (B) The index required by subparagraph (A) includes the same information for each voter as is required to be included on copies of the roster that are posted pursuant to Section 14294. The index required by subparagraph (A) shall be updated continuously during any time that a vote center is open in the jurisdiction.
- (8) (A) Beginning 29 days before the day of the election, the county elections official mails to each registered voter a vote by mail ballot packet that includes a return envelope with instructions for the use and return of the vote by mail ballot.
- (B) The county elections official delivers to each voter, with either the sample ballot sent pursuant to Section 13303 or with the vote by mail ballot packet, all of the following:
- (i) A notice, translated in all languages required under subdivision (a) of Section 14201 and Section 203 of the federal

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Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.), that informs voters of all of the following:

- (I) An all-mailed ballot election is being conducted and each eligible voter will be issued a vote by mail ballot by mail.
- (II) The voter may cast a vote by mail ballot in person at a vote center during the times and days specified in subparagraph (A) of paragraph (4) or on election day.
- (III) No later than seven days before the day of the election, the voter may request the county elections official to send a vote by mail ballot in a language other than English pursuant to Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.) or a facsimile copy of the ballot printed in a language other than English pursuant to Section 14201.
- (IV) No later than seven days before the day of the election, the voter may request the county elections official to send or deliver a ballot that voters with disabilities can read and mark privately and independently pursuant to the federal Help America Vote Act of 2002 (52 U.S.C. Sec. 20901 et seq.).
- (ii) A list of the ballot dropoff locations and vote centers established pursuant to this section, including the dates and hours they are open. The list shall also be posted on the internet website of the county elections official in a format that is accessible for people with disabilities pursuant to Section 11135 of the Government Code.
- (iii) A postage-paid postcard that the voter may return to the county elections official for the purpose of requesting a vote by mail ballot in a language other than English or for the purpose of requesting a vote by mail ballot in an accessible format.
- (C) Upon request, the county elections official provides written voting materials to voters with disabilities in an accessible format, as required by the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12101 et seq.) and the federal Rehabilitation Act of 1973 (29 U.S.C. Sec. 701 et seq.).
- (9) (A) The county elections official establishes a language accessibility advisory committee that is comprised of representatives of language minority communities. The committee shall be established no later than October 1 of the year before the first election conducted pursuant to this section. The committee shall hold its first meeting no later than April 1 of the year in which the first election is conducted pursuant to this section.

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1 (B) The county elections official establishes a voting accessibility advisory committee that is comprised of voters with disabilities. The committee shall be established no later than October 1 of the year before the first election conducted pursuant to this section. The committee shall hold its first meeting no later than April 1 of the year in which the first election is conducted pursuant to this section.

- (C) A county with fewer than 50,000 registered voters may establish a joint advisory committee for language minority communities and voters with disabilities.
- (10) (A) The county elections official develops a draft plan for the administration of elections conducted pursuant to this section in consultation with the public, including both of the following:
- (i) One meeting, publicly noticed at least 10 days in advance of the meeting, that includes representatives, advocates, and other stakeholders representing each community for which the county is required to provide voting materials and assistance in a language other than English under subdivision (a) of Section 14201 and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).
- (ii) One meeting, publicly noticed at least 10 days in advance of the meeting, that includes representatives from the disability community and community organizations and individuals that advocate on behalf of, or provide services to, individuals with disabilities.
- (B) The county elections official, when developing the draft plan for the administration of elections conducted pursuant to this section, considers, at a minimum, all of the following:
- (i) Vote center and ballot dropoff location proximity to public transportation.
- (ii) Vote center and ballot dropoff location proximity to communities with historically low vote by mail usage.
- (iii) Vote center and ballot dropoff location proximity to population centers.
- 34 (iv) Vote center and ballot dropoff location proximity to language minority communities.
 - (v) Vote center and ballot dropoff location proximity to voters with disabilities.
 - (vi) Vote center and ballot dropoff location proximity to communities with low rates of household vehicle ownership.

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(vii) Vote center and ballot dropoff location proximity to low-income communities.

- (viii) Vote center and ballot dropoff location proximity to communities of eligible voters who are not registered to vote and may need access to same day voter registration.
- (ix) Vote center and ballot dropoff location proximity to geographically isolated populations, including Native American reservations.
- (x) Access to accessible and free parking at vote centers and ballot dropoff locations.
- (xi) The distance and time a voter must travel by car or public transportation to a vote center and ballot dropoff location.
- (xii) The need for alternate methods for voters with disabilities for whom vote by mail ballots are not accessible to cast a ballot.
- (xiii) Traffic patterns near vote centers and ballot dropoff locations.
- (xiv) The need for mobile vote centers in addition to the number of vote centers established pursuant to this section.
- (xv) Voter center location on a public or private university or college campus that has an annual enrollment of at least 10,000 students.
- (C) The county elections official publicly notices the draft plan for the administration of elections conducted pursuant to this section and accepts public comments on the draft plan for at least 14 days before the hearing held pursuant to subparagraph (D).
- (D) (i) Following the 14-day review period required by subparagraph (C), the county elections official holds a public meeting to consider the draft plan for the administration of elections conducted pursuant to this section and to accept public comments. The meeting shall be publicly noticed at least 10 days in advance of the meeting on the Internet Web sites internet websites of the clerk of the county board of supervisors and the county elections official, or, if neither the clerk of the county board of supervisors nor the county elections official maintain an internet website, in the office of the county elections official.
- (ii) After the public hearing to consider the draft plan for the administration of elections conducted pursuant to this section and to accept public comments, the county elections official shall consider any public comments the official receives from the public and shall amend the draft plan in response to the public comments

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to the extent the official deems appropriate. The county elections official shall publicly notice the amended draft plan and shall accept public comments on the amended draft plan for at least 14 days before the county elections official may adopt the amended draft plan pursuant to subparagraph (E).

- (E) (i) Following the 14-day review and comment period required by clause (ii) of subparagraph (D), the county elections official may adopt a final plan for the administration of elections conducted pursuant to this section, and shall submit the voter education and outreach plan that is required by clause (i) of subparagraph (I) to the Secretary of State for approval.
- (ii) The Secretary of State shall approve, approve with modifications, or reject a voter education and outreach plan submitted pursuant to clause (i) of subparagraph (I) within 14 days after the plan is submitted by the county elections official.
- (iii) The draft plan, the amended draft plan, and the adopted final plan for the administration of elections conducted pursuant to this section shall be posted on the internet website of the county elections official in each language in which the county is required to provide voting materials and assistance under subdivision (a) of Section 14201 and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.), and the Secretary of State's internet website in a format that is accessible for people with disabilities pursuant to Section 11135 of the Government Code.
- (F) Public meetings held pursuant to this paragraph shall, upon request, provide auxiliary aids and services to ensure effective communication with people with disabilities.
- (G) Within two years of the adoption of the first plan for the administration of elections conducted pursuant to this section, the county elections official shall hold public meetings in accordance with the procedures described in subparagraphs (C) to (F), inclusive, to consider revising the first plan for the administration of elections conducted pursuant to this section. Every four years thereafter, the county elections official shall hold public meetings in accordance with the procedures described in subparagraphs (C) to (F), inclusive, to consider revising the plan for the administration of elections conducted pursuant to this section.
- (H) (i) With reasonable public notification, a county elections official may amend a plan for the administration of elections

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conducted pursuant to this section no more than 120 days before the date of an election held pursuant to this section.

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- (ii) With reasonable public notification, a county elections official may amend a plan for the administration of elections conducted pursuant to this section more than 120 days before the date of an election held pursuant to this section if the official provides at least 30 days to accept public comments on the amended plan.
- (I) The plan for the administration of elections conducted pursuant to this section, includes all of the following:
- (i) A voter education and outreach plan that is approved by the Secretary of State and that includes all of the following:
- (I) A description of how the county elections official will use the media, including social media, newspapers, radio, and television that serve language minority communities for purposes of informing voters of the upcoming election and promoting the toll-free voter assistance hotline.
- (II) A description of how the county elections official will use the media, including social media, newspapers, radio, and television for purposes of informing voters of the availability of a vote by mail ballot in an accessible format and the process for requesting such a ballot.
- (III) A description of how the county elections official will have a community presence to educate voters regarding the provisions of this section.
- (IV) A description of the accessible information that will be publicly available on the accessible internet website of the county elections official.
- (V) A description of the method used by the county elections official to identify language minority voters.
- (VI) A description of how the county elections official will educate and communicate the provisions of this section to the public, including:
- (ia) Communities for which the county is required to provide voting materials and assistance in a language other than English under subdivision (a) of Section 14201 and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.). The county elections official shall hold at least one bilingual voter education workshop for each language in which the county is required to provide voting materials and assistance in a language other than

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1 English under subdivision (a) of Section 14201 and the federal 2 Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).

- (ib) The disability community, including organizations and individuals that advocate on behalf of, or provide services to, individuals with disabilities. The county elections official shall hold at least one voter education workshop to increase accessibility and participation of eligible voters with disabilities.
- (VII) A description of how the county will spend the necessary resources on voter education and outreach to ensure that voters are fully informed about the election. This description shall include information about the amount of money the county plans to spend on voter education and outreach activities under the plan, and how that compares to the amount of money spent on voter education and outreach in recent similar elections in the same jurisdiction that were not conducted pursuant to this section.
- (VIII) At least one public service announcement in the media, including newspapers, radio, and television, that serve English-speaking citizens for purposes of informing voters of the upcoming election and promoting the toll-free voter assistance hotline. Outreach made under this subclause shall include access for voters who are deaf or hard of hearing and voters who are blind or visually impaired.
- (IX) At least one public service announcement in the media, including newspapers, radio, and television, that serve non-English-speaking citizens for each language in which the county is required to provide voting materials and assistance under subdivision (a) of Section 14201 and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.) for purposes of informing voters of the upcoming election and promoting the toll-free voter assistance hotline.
- (X) At least two direct contacts with voters for purposes of informing voters of the upcoming election and promoting the toll-free voter assistance hotline. The two direct contacts are in addition to any other required contacts including, but not limited to, sample ballots and the delivery of vote by mail ballots.
- (ii) A description of how a voter with disabilities may request and receive a blank vote by mail ballot and, if a replacement ballot is necessary, a blank replacement ballot that a voter with disabilities can mark privately and independently.

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(iii) A description of how the county elections official will address significant disparities in voter accessibility and participation identified in the report required by subdivision (g).

(iv) A description of the methods and standards that the county elections official will use to ensure the security of voting conducted at vote centers.

- (v) Information about estimated short-term and long-term costs and savings from conducting elections pursuant to this section as compared to recent similar elections in the same jurisdiction that were not conducted pursuant to this section.
- (vi) To the extent available at the time of publication, information on all of the following:
 - (I) The total number of vote centers to be established.
- (II) The total number of ballot dropoff locations to be established.
 - (III) The location of each vote center.

- (IV) The location of each ballot dropoff location and whether it is inside or outside.
- (V) A map of the locations of each vote center and ballot dropoff location.
- (VI) The hours of operation for each vote center.
 - (VII) The hours of operation for each ballot dropoff location.
- (VIII) The security and contingency plans that would be implemented by the county elections official to do both of the following:
 - (ia) Prevent a disruption of the vote center process.
- (ib) Ensure that the election is properly conducted if a disruption
- (IX) The number of election board members and the number of bilingual election board members and the languages spoken.
- (X) The services provided to voters with disabilities, including, but not limited to, the type and number of accessible voting machines and reasonable modifications at each vote center.
- (XI) The design, layout, and placement of equipment inside each voter center that protects each voter's right to cast a private and independent ballot.
- (vii) A toll-free voter assistance hotline that is accessible to
 voters who are deaf or hard of hearing, and that is maintained by
 the county elections official that is operational no later than 29
 days before the day of the election until 5 p.m. on the day after the

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election. The toll-free voter assistance hotline shall provide assistance to voters in all languages in which the county is required to provide voting materials and assistance under subdivision (a) of Section 14201 and the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.).

- (J) The plan for the administration of elections conducted pursuant to this section is posted in a format that is accessible to persons with disabilities on the internet website of the Secretary of State and on the internet website of the county elections official.
- (b) Notwithstanding Section 4000 or any other law, on or after January 1, 2018, the Counties of Calaveras, Inyo, Madera, Napa, Nevada, Orange, Sacramento, San Luis Obispo, San Mateo, Santa Clara, Shasta, Sierra, Sutter, and Tuolumne, and on or after January 1, 2020, any county may conduct a special election as an all-mailed ballot election under this section if all of the following apply:
 - (1) The county elections official has done either of the following:
- (A) Previously conducted an election as an all-mailed ballot election in accordance with subdivision (a).
- (B) Adopted a final plan for the administration of elections pursuant to clause (i) of subparagraph (E) of paragraph (9) of subdivision (a), in which case the county elections official shall complete all activities provided for in the voter education and outreach plan that is required by clause (i) of subparagraph (I) of paragraph (9) of subdivision (a) before the day of the special election.
- (2) (A) On the day of election, from 7 a.m. to 8 p.m., inclusive, at least one vote center is provided for every 30,000 registered voters. If the jurisdiction is not wholly contained within the county, the county elections official shall make a reasonable effort to establish a vote center within the jurisdiction where the special election is held.
- (B) Notwithstanding subparagraph (A), for a jurisdiction with fewer than 30,000 registered voters, the county elections official makes a reasonable effort to establish a vote center.
- (3) (A) Not less than 10 days before the day of the election, for a minimum of eight hours per day, at least one vote center is provided for every 60,000 registered voters. If the jurisdiction is not wholly contained within the county, the county elections official shall make a reasonable effort to establish a vote center within the jurisdiction where the special election is held.

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(B) Notwithstanding subparagraph (A), for a jurisdiction with fewer than 30,000 registered voters, the county elections official makes a reasonable effort to establish a vote center.

- (4) (A) At least one ballot dropoff location is provided for every 15,000 registered voters. At least one ballot dropoff location shall be located within the jurisdiction where the special election is held. All ballot dropoff locations shall be open at least during regular business hours beginning not less than 28 days before the day of the election, and on the day of the election.
- (B) Notwithstanding subparagraph (A), for a jurisdiction with fewer than 15,000 registered voters, at least one ballot dropoff location shall be provided.
- (c) Except as otherwise provided in this section, the election day procedures shall be conducted in accordance with Division 14 (commencing with Section 14000).
- (d) The county elections official may provide, at the official's discretion, additional ballot dropoff locations and vote centers for purposes of this section.
- (e) The return of voted vote by mail ballots is subject to Sections 3017 and 3020.
- (f) For the sole purpose of reporting the results of an election conducted pursuant to this section, upon completion of the ballot count, the county elections official shall divide the jurisdiction into precincts pursuant to Article 2 (commencing with Section 12220) of Chapter 3 of Division 12 and shall prepare a statement of the results of the election in accordance with Sections 15373 and 15374.
- (g) (1) (A) Within six months of each election conducted pursuant to this section or Section 4007, the Secretary of State shall report to the Legislature, to the extent possible, all of the following information by categories of race, ethnicity, language preference, age, gender, disability, permanent vote by mail status, historical polling place voters, political party affiliation, and language minorities as it relates to the languages required under subdivision (a) of Section 14201 and Section 203 of the federal Voting Rights Act of 1965 (52 U.S.C. Sec. 10101 et seq.):
- 37 (i) Voter turnout.

- 38 (ii) Voter registration.
- 39 (iii) Ballot rejection rates.
- 40 (iv) Reasons for ballot rejection.

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- 1 (v) Provisional ballot use.
- 2 (vi) Accessible vote by mail ballot use.
- 3 (vii) The number of votes cast at each vote center.
- 4 (viii) The number of ballots returned at ballot dropoff locations.
 - (ix) The number of ballots returned by mail.
- 6 (x) The number of persons who registered to vote at a vote 7 center.
 - (xi) Instances of voter fraud.
- 9 (xii) Any other problems that became known to the county 10 elections official or the Secretary of State during the election or 11 canvass.
 - (B) The report required by subparagraph (A) shall be posted on the internet website of the Secretary of State in a format that is accessible for people with disabilities pursuant to Section 11135 of the Government Code.
 - (C) The report required by subparagraph (A) shall be submitted to the Legislature in compliance with Section 9795 of the Government Code.
 - (D) If an election is conducted pursuant to this section, the county shall submit, to the extent possible, to the Secretary of State the information needed for the Secretary of State to prepare the report required by subparagraph (A).
 - (E) The Secretary of State may contract with any qualified person or organization for purposes of preparing the report required by subparagraph (A).
 - (2) The county elections official shall post on the official's internet website a report that compares the cost of elections conducted pursuant to this section to the costs of previous elections. The report shall be posted in a format that is accessible for people with disabilities pursuant to Section 11135 of the Government Code.
- 32 (h) The Secretary of State shall enforce the provisions of this 33 section pursuant to Section 12172.5 of the Government Code.
 - (i) For purposes of this section, "disability" has the same meaning as defined in subdivisions (j), (m), and (n) of Section 12926 of the Government Code.
- 37 SEC. 2. Section 12283.5 is added to the Elections Code, to 38 read:
- 12283.5. (a) Notwithstanding Section 12283, the local elections of official shall designate one location on *the main campus of* each

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California State University-campus within the official's jurisdiction as a vote center, if the official's jurisdiction conducts an all-mailed ballot election pursuant to Section 4005 or 4007, or as a satellite office offering conditional voter registration and provisional voting pursuant to Section 2170 for any election called in that jurisdiction. Each vote center or satellite office shall be accessible to voters with disabilities and shall comply with the general accessibility requirements described in Section 4005.

- (b) The local elections official shall request that the governing body having jurisdiction over any University of California campus within the official's jurisdiction authorize the use of one location on that campus as a vote center, if the official's jurisdiction conducts an all-mailed ballot election pursuant to Section 4005 or 4007, or as a satellite office offering conditional voter registration and provisional voting pursuant to Section 2170 for any election called in that jurisdiction. Each vote center or satellite office shall be accessible to voters with disabilities and shall comply with the general accessibility requirements described in Section 4005. The University of California is encouraged to comply with a request made pursuant to this subdivision.
- (c) The local elections official shall give preference to locations on California Community College campuses and private university campuses with an annual enrollment of at least 10,000 students when selecting the location of additional vote centers and satellite offices. A private university so preferred is encouraged to comply with a request made by the elections official for the university to authorize the use of one location on that campus as a vote center or satellite office.
- SEC. 3. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.

Date of Hearing: April 10, 2019

ASSEMBLY COMMITTEE ON ELECTIONS AND REDISTRICTING Marc Berman, Chair AB 59 (Kalra) – As Amended March 14, 2019

SUBJECT: Elections: polling places: college and university campuses.

SUMMARY: Requires an elections official to designate at least one location on each California State University (CSU) campus within the official's jurisdiction as a vote center or satellite office, as specified, requires an elections official to request the use of University of California (UC) campuses as vote centers and satellite offices, as specified, and encourages the UC to comply with these requests. Specifically, **this bill**:

- 1) Requires an elections official, when developing the draft plan for the administration of elections conducted pursuant to the California Voter's Choice Act (CVCA), to consider, at a minimum, placing a vote center location on a public or private university or college campus that has an annual enrollment of at least 10,000 students.
- 2) Requires a local elections official to designate one location on each CSU campus within the official's jurisdiction as a vote center, if the official's jurisdiction conducts an election pursuant to the CVCA, as specified, or as a satellite office offering conditional voter registration and provisional voting pursuant to existing law for any election called in that jurisdiction. Requires each vote center or satellite office to be accessible to voters with disabilities in accordance with existing law.
- 3) Requires a local elections official to request that the governing body having jurisdiction over any UC campus within the official's jurisdiction to authorize the use of one location on that campus as a vote center, if the official's jurisdiction conducts election pursuant to the CVCA, or as a satellite office offering conditional voter registration and provisional voting pursuant to existing law for any election called in that jurisdiction. Requires each vote center or satellite office to be accessible to voters with disabilities in accordance with existing law. Encourages the UC to comply with a request made pursuant to this bill.
- 4) Requires a local elections official to give preference to locations on California Community College (CCC) campuses and private university campuses with an annual enrollment of at least 10,000 students when selecting the location of additional vote centers and satellite offices. Encourages a private university to comply with a request made by the elections official for the university to authorize the use of one location on that campus as a vote center or satellite office.

EXISTING LAW:

- 1) Permits any registered voter to apply for and receive a vote by mail (VBM) ballot.
- 2) Allows a voter, prior to the close of the polls on election day, to vote a VBM ballot in person at the office of the elections official.
- 3) Permits a local elections official to allow a voter to vote in person at a satellite office prior to the close of the polls on election day.

- 4) Authorizes any county to conduct any election, on or after January 1, 2020, as an all-mailed ballot election if certain conditions are met, including conditions related to ballot dropoff locations, vote centers, and plans for the administration of all-mailed ballot elections.
- 5) Authorizes a person who is otherwise qualified to register to vote to complete a conditional voter registration and cast a provisional ballot during the 14 days immediately preceding an election or on election day, as specified.
- 6) Requires county elections officials to offer conditional voter registration and provisional voting at their permanent offices, and permits them to offer this type of registration and voting at satellite offices on election day and other days preceding election day.
- 7) Provides that at all elections, a voter claiming to be properly registered to vote, but whose qualifications to vote cannot be immediately established upon examination of the index of registration for the precinct or upon examination of the records on file with the county elections official, is entitled to vote a provisional ballot.
- 8) Declares the intent of the Legislature that voter registration be maintained at the highest possible level.
- 9) Requires the SOS to provide every high school, community college, and CSU and UC campus with voter registration forms annually, as specified.
- 10) Expresses the intent of the Legislature that every eligible high school and college student receive a meaningful opportunity to apply to register to vote.
- 11) Provides that a properly executed affidavit of voter registration shall be deemed effective upon receipt by the elections official if postmarked or received on or before the 15th day prior to an election to be held in the registrant's precinct.

FISCAL EFFECT: Unknown. State-mandated local program; contains reimbursement direction.

COMMENTS:

1) **Purpose of the Bill**: According to the author:

In an effort to instill college youth with a strong commitment to voting and civic participation, AB 59 prioritizes the placement of vote centers and satellite elections offices on college and university campuses. Many college voters are first-time voters or experience barriers that discourages them from exercising their right to vote, and they need a convenient place to vote or drop-off their ballot, register to vote, and other voter assistance services. AB 59 is in line with the state's commitment to increase voter turnout among our youth by placing vital voter registrar services in high-traffic, central locations for students and broader community.

2) California Voter's Choice Act: In 2016, the Legislature passed and the Governor signed SB 450 (Allen), Chapter 832, Statutes of 2016, which enacted the CVCA, which permits fourteen specified counties, starting last year, to conduct elections in which all voters are

mailed ballots, and voters have the opportunity to vote on those ballots or to vote in person at a vote center for a period of 10 days leading up to election day. Remaining counties can start using this method of elections in 2020.

Specifically, the CVCA requires, for regularly scheduled elections, one vote center for every 50,000 registered voters from the 10th day to the 4th day prior to the election, and one vote center for every 10,000 registered voters from the 3rd day prior to the election through election day, with no fewer than two vote centers. Additionally, for special elections, current law requires one vote center for every 60,000 registered voters from the 10th day to the day prior to the election, and one vote center for every 30,000 registered voters on election day, as specified.

The CVCA permits Los Angeles County, beginning January 1, 2020, to conduct elections subject to the same conditions that are generally applicable above, except that the county is not required to mail a ballot to every voter and the county must provide, for regularly scheduled elections, one vote center for every 30,000 registered voters from the 10th day to the 4th day prior to the election, and one vote center for every 7,500 registered voters from the 3rd day prior to the election through election day. Additionally, Los Angeles County is required to provide at least one vote center in each city that has at least 1,000 registered voters, as specified.

Additionally, the CVCA requires vote centers to be open for specified minimum hours of operation and requires that a voter be able to return their VBM ballot, register to vote or update voter registration, conditionally register to vote, receive and vote a provisional ballot, receive a replacement ballot, or vote using accessible voting equipment at a vote center. Vote centers must be accessible to voters with disabilities and provide language assistance consistent with current state and federal law.

Five counties (Madera, Napa, Nevada, Sacramento, and San Mateo) all conducted elections under this system last year; the remaining counties may use this system beginning in 2020. According to the SOS, the following counties will be conducting elections next year using this system: Fresno, Los Angeles, Madera, Mariposa, Napa, Nevada, Orange, Sacramento, and San Mateo. Other counties may still choose to join the list of counties conducting elections pursuant to the CVCA in 2020.

3) Criteria for Vote Centers: The CVCA established detailed criteria for an elections official to consider when developing a plan for the location of vote centers located throughout a county, such as requiring the vote center to be accessible to voters with disabilities; be located near population centers, public transportation, and low-income and language minority communities; and have access to accessible and free parking, as specified, among other considerations. This bill additionally requires an elections official to consider placing a vote center location on a public or private university or college campus that has an annual enrollment of at least 10,000 students.

In addition, this bill explicitly requires an elections official to designate one location on a CSU campus to serve as a vote center. It is unclear whether this requirement would count towards the minimum number of vote centers required to be established under the CVCA or if this vote center would be in addition to the vote centers required by the CVCA.

Additionally, is an elections official required to give preference to placing a vote center at a CSU ahead of the other preferences stated above?

4) Conditional Voter Registration and Previous Legislation: In 2012, the Legislature approved and Governor signed AB 1436 (Feuer), Chapter 497, Statutes of 2012, which established conditional voter registration, also known as "same-day" registration, in California. Specifically, current law authorizes a person who is otherwise qualified to register to vote to complete a conditional voter registration and cast a provisional ballot at the elections official's permanent office during the 14 days immediately preceding an election or on election day. After receiving a conditional voter registration, current law requires an elections official to determine the registrant's eligibility to register to vote and validate the information, as specified. If the conditional voter registration is deemed effective, the registrant's provisional ballot is included in the official canvass. Conditional voter registration went into effect on January 1, 2017, after the SOS certified VoteCal, the state's statewide voter registration database.

In 2015, the Legislature approved and the Governor signed SB 439 (Allen), Chapter 734, Statutes of 2015, which permits county elections officials to offer conditional voter registration and provisional voting at satellite offices during the entire 14 days immediately preceding election day, among other provisions.

5) Satellite Offices: As mentioned above, current law authorizes an elections official to allow a voter to vote in person and offer conditional voter registration at a satellite office prior to the close of the polls on election day. In practice, many counties provide early voting and conditional voter registration at satellite offices the weekend before and on election day. However, this practice is not standardized and varies across counties.

The CVCA has specific requirements for the number of days and hours a vote center must be open. The same requirements, however, do not apply to satellite offices. How many days and how many hours each day would a satellite office on a college or university campus be required to be operational? The author may wish to provide greater specificity about the minimum required days and hours that satellite offices required by this bill would need to be operational.

6) Sacramento County and the CVCA: As mentioned above, five counties conducted elections last year pursuant to the CVCA. In 2017, the Sacramento County Board of Supervisors adopted CVCA and the Sacramento County Registrar of Voters conducted last year's statewide elections in June and November via CVCA. At both of those elections, a vote center was placed at California State University, Sacramento (Sac State). According to data provided by the Sacramento County Registrar of Voters, during the June statewide election the Sac State vote center had 180 in-person voters and processed 30 conditional voter registrations and provisional ballots. During the November statewide election, the Sac State vote center had 1,072 in-person voters, 2,400 VBM ballots dropped off, and processed 588 conditional voter registrations and provisional ballots. According to the Registrar, the vote center at Sac State was considered to be a successful location for a vote center and the county plans to place a vote center at Sac State for the 2020 elections. The Registrar did

point out that ensuring that free parking and adequate space were available to voters at the vote center were two challenging factors.

- 7) **Definition of a College Campus and Suggested Amendment**: As noted above this bill requires an elections official to designate one location on a CSU campus as a vote center or a satellite office, as specified. There are 23 CSU campuses, however, many CSUs also offer extension or satellite offices. For example, San Francisco State University has a main campus, a downtown campus, and four satellite campuses. It is the committee staff's understanding that it is the author's intent to require a vote center or satellite office to be designated on the main campus of the CSU. Consequently, the committee and the author may wish to amend the bill to clarify that the term "CSU campus" refers to the main campus of each CSU.
- 8) State Buildings and Previous Legislation: Last year, the Legislature approved and the Governor signed AB 2540 (Mullin), Chapter 343, Statutes of 2018, which requires a governing body with jurisdiction over school buildings or other public buildings, as defined, to allow those buildings to be used as vote centers beginning up to 10 days prior to an election day, as specified. AB 2540 required the governing body having jurisdiction over a school building or public building, if an elections official specifically requests the use of the building, to allow for the school or building to be used as a vote center beginning up to 10 days before the election and continuing through election day, as well as during key dates necessary for dropoff, set-up, and pick-up of election materials, as determined by the elections official. One of the reasons why utilizing public facilities as vote centers is a sensible option is because they are generally well-known locations throughout communities, they are accessible to voters with disabilities, and equipped with internet and Wi-Fi infrastructure necessary for equipment that is needed to efficiently conduct elections pursuant to the CVCA. It is unclear, however, whether the provisions of AB 2540 apply to CSUs or CCC buildings.
- 9) Student Voter Registration Act: AB 593 (Ridley-Thomas), Chapter 819, Statutes of 2003, created the Student Voter Registration Act of 2003 which, among other things, required the SOS to provide every high school, CCC, CSU, and UC campus with voter registration forms and information describing eligibility requirements and instructions on how to return the completed form. SB 854 (Ridley-Thomas), Chapter 481, Statutes of 2007, amended the law to require every CCC and CSU that operates an automated class registration system to permit students, during the class registration process, to receive a voter registration application that is preprinted with personal information relevant to voter registration, as specified. The UC system was encouraged to comply with this provision.

Following the launch of California's online voter registration system, the Student Voter Registration Act was updated by AB 1446 (Mullin), Chapter 593, Statutes of 2014, to eliminate requirements for the SOS to provide high schools, CCC, CSU, and UC campuses with a number of paper voter registration forms consistent with the number of students enrolled, and instead required the SOS to provide voter registration forms upon request. AB 1446 also updated the voter registration process at CSU and CCC campuses that was created through SB 854 by requiring that an automated class registration system permit students to

apply to register to vote online by submitting an affidavit of voter registration electronically on the SOS's Internet Web site. According to an annual report prepared by the SOS, in 2015, 14,669 students at CCC, CSU, and UC campuses completed a voter registration application online using the process established by the Student Voter Registration Act.

Additionally, in 2016, AB 2455 (Chiu & Bonta), Chapter 417, Statutes of 2016, was signed into law and required the CSU and CCC systems, and requested the UC systems, to create a process to allow a student to submit an electronic voter registration affidavit at the time the student enrolls online at the higher education institution.

10) Secretary of State Outreach Programs: The SOS has established a variety of programs to engage voters where they live, work, or go to school. Programs geared towards youths include the California Student Mock Election program, which encourages high school and middle school students to become active voters when they are 18, and High School Education Weeks, a program to promote on-campus voter registration drives.

According to the SOS's 2018 Annual Report to the Legislature on Voter Registration, last year the SOS partnered with the California Department of Education, Superintendent of Public Instruction, to promote and coordinate Student Mock Elections throughout the state and High School Education Weeks designated in the last two weeks of April and September. Last year, the SOS had 477 schools request materials to conduct their student mock elections and the SOS's office provided ballots, student voter information guides, and other materials to participating schools.

Additionally, the SOS hosts the California Students Vote Project, a project in partnership with the California Lieutenant Governor and nonprofit organizations, which aims to increase civic engagement and voter participation among California college students. Moreover, the SOS encourages campuses to engage their students in the democratic process by conducting the College Bowl allowing all California colleges to participate in a friendly competition for the highest number of student body registered to vote.

11) **Youth Voter Registration**: According to information from the SOS's website, youth aged 18-24 years old stand out as registering at a far lower rate than any other age group. According to the 15-Day Report of Registration for the 2018 gubernatorial general election, of the nearly 78% of Californians who were registered to vote, only 12.73% were youth between the age of 17.5 to 24. Additionally, according to the 15-Day Report of Registration for the 2016 presidential general election, of the nearly 78% of Californians who were registered to vote, only 13.21% were youth between the ages of 17.5 to 24.

In its report California's Likely Voters, the Public Policy Institute of California states that young adults (ages 18 to 34) make up 33% of the population but only 18% of likely voters, while adults ages 35 to 54 are proportionally represented. In contrast, Californians age 55 and older make up 32% of the state's adult population but constitute 48% of likely voters.

12) Amendments Requested: Californians for Disability Rights, Inc. states that this bill is essential to full compliance with the CVCA, however, they believe it must be acknowledged

that community colleges, CSU and UC campuses throughout California are not universally accessible, and do not fully and completely comply with all state and federal laws and regulations. Accordingly, Californians for Disability Rights, Inc. requests that AB 59 be amended to include language requiring that community college, CSU, and UC campuses will have to demonstrate that any site selected for the establishment of a vote center or VBM drop box shall comply with all state and federal accessibility requirements.

13) **Related Legislation**: SB 72 (Umberg), requires a county elections official to offer conditional voter registration and provisional voting at all county elections officials' satellite offices and polling places, as specified. SB 72 passed out of the Senate Elections & Constitutional Amendments Committee on a 3-0 vote, and is pending in the Senate Appropriations Committee.

AB 363 (Gonzalez), requires a county elections official to provide one early voting location for every 10,000 registered voters for the three days prior to each election, as specified. AB 363 passed out of this committee on a 6-1 vote, and is pending in the Assembly Appropriations Committee.

14) **Previous Legislation**: AB 2540 (Mullin), Chapter 343, Statutes of 2018, requires a governing body with jurisdiction over school buildings or other public buildings, as defined, to allow those buildings to be used as vote centers beginning up to 10 days prior to an election day, as specified.

REGISTERED SUPPORT / OPPOSITION:

Support

American Federation of State, County and Municipal Employees, AFL-CIO California League of Conversation Voters
Disability Rights California
Mi Familia Vota
NextGen California
Young Invincibles

Opposition

None on file.

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