UNITED STATES DISTRICT COURT FOR THE SOUTHERN DISTRICT OF INDIANA INDIANAPOLIS DIVISION

INDIANA STATE CONFERENCE OF THE)
NAACP, for itself and all persons)
similarly situated,)
• • • • • • • • • • • • • • • • • • • •	j
Plaintiff,	j
·)
vs.) CASE NO: 1:09-cv-0849-TWP-DML
MICHAEL A. GARGANO, in his official)
capacity as Secretary of the Indiana Family and)
Social Services Administration, et al.)
·)
Defendants.)

SETTLEMENT AGREEMENT

I. Introduction

- A. In this action, Plaintiff alleges that Defendants are in violation of Section 7 of the National Voter Registration Act ("NVRA"), 42 U.S.C. § 1973gg-5. The parties have reached an agreement, as set forth herein, which settles this claim.
- B. Upon approval of this Agreement by the Court, Plaintiff shall file an unopposed motion to dismiss the Defendant Commissioners of the Indiana Election Commission with prejudice.
- C. The parties have agreed that this lawsuit should be certified as a class action, pursuant to Rule 23(b)(2) of the Federal Rules of Civil Procedure. The parties recognize that Rule 23(e) requires that, to settle this action as a class action, notice of the Agreement must be provided to the class and this Court thereafter must find that the Agreement is fair, reasonable, and adequate. The parties agree that the class should be defined as follows:

All residents of the State of Indiana who have applied for public assistance through FSSA/DFR, or who have requested recertification or renewal or submitted a change of address relating to public assistance through FSSA/DFR, and who claim that they were not offered the opportunity to register to vote in that transaction or claim that they were not offered assistance in

completing a voter registration application, in accordance with 42 U.S.C. § 1973gg-5.

D. Notwithstanding that Rule 23(e) will require Court approval of the settlement of this action as a class action, the parties agree that Defendants shall begin implementation of sections II and III of this Agreement immediately upon the parties signing the Agreement, except that, as provided in section III, Defendants shall implement certain provisions within specified time periods following the signing of this Agreement.

II. Indiana Election Division ("IED")

- A. IED shall continue to coordinate the State of Indiana's compliance with Section 7 of the NVRA, as required by Section 10 of the NVRA, 42 U.S.C. § 1973gg-8, and state law.
- B. IED shall continue to provide a toll-free number for Indiana residents. This number shall be publicized on the IED website.
- C. IED shall, quarterly, forward the following data (by county) for the preceding quarter to FSSA/DFR and Plaintiff's counsel: (1) the number of VRG-6 applications (form 46914) that were received; (2) the number of such applications that resulted in new registrations; (3) the number which resulted in updated registrations; (4) the number which were refused; and (5) the number that were duplicates.

III. Family and Social Services Administration ("FSSA") and Division of Family Resources ("DFR")

A. Staffing Structure

- 1. FSSA/DFR shall continue to designate a statewide NVRA coordinator to coordinate and oversee the agency's compliance with the NVRA and the provisions of this Agreement.
- 2. FSSA/DFR shall continue to designate a local NVRA coordinator for each local and/or county office to coordinate and oversee voter registration activities in that office. The local coordinator's duties shall include transmittal of voter registration forms and declinations to the county clerk and/or voter registration office, gathering and reporting voter registration data, providing support and guidance to office employees and contract personnel regarding NVRA compliance and the provisions of this Agreement, ensuring that employees and contract personnel receive required NVRA training, ensuring that voter registration signs are posted as required, and ensuring that the office maintains or has available an adequate supply of voter registration applications. Each State Eligibility Manager ("SEM") and other management

employees responsible for managing a particular FSSA/DFR office shall continue to be responsible for ensuring that their office operates in compliance with the NVRA, and shall be responsible for ensuring that the office operates in compliance with the provisions of this Agreement.

3. FSSA/DFR shall provide Plaintiff's counsel with the name of the statewide coordinator and update Plaintiff's counsel whenever a change occurs; and shall provide Plaintiff with the names and offices of the local NVRA coordinators and shall update this at the request of Plaintiff's counsel, provided that such requests may not be made more frequently than once a year.

B. Compliance Manual and Training

FSSA/DFR shall develop and implement a training policy for all employees and contract personnel with voter registration duties. In conjunction with this policy, the agency shall do the following:

- Prepare an NVRA compliance manual outlining the agency's requirements (in accord with this Agreement) concerning Section 7 of the NVRA and all related Indiana statutes which describe the procedures to be used by FSSA/DFR offices to fulfill their voter registration requirements. Prior to implementation of the manual, FSSA/DFR will submit the manual to the IED and to Plaintiffs' counsel for review and comment. The manual shall be finalized by FSSA/DFR within 60 days of the execution of this Agreement.
- 2. Provide NVRA training and a copy of the NVRA compliance manual (hard copy or electronic copy) to the designated NVRA coordinator for each county office or site, and the SEM or other management employee in charge of each county office or site, within 120 days of the execution of this Agreement. Each designated NVRA coordinator shall ensure that all employees and contract personnel responsible for voter registration activities at the coordinator's office are adequately trained and provided with a copy of the NVRA compliance manual (hard copy or electronic copy). Approximately one year after the execution of this Agreement, and annually thereafter, refresher guidance on the procedures for complying with the NVRA and this Agreement (as set forth in the compliance manual) shall be provided to all employees and contract personnel responsible for voter registration activities by making this an agenda item for a SEM unit meeting at each FSSA/DFR office. New SEMs and other management employees in charge of a county office or site, new local NVRA coordinators, and new employees and contract personnel responsible for voter registration activities shall receive the mandatory NVRA training and be provided a copy (hard copy or electronic copy) of the compliance manual as part of the agency training otherwise provided for the new position or new personnel.

- 3. FSSA/DFR shall place the NVRA compliance manual on its website after it is finalized, and forward it to Plaintiff's counsel.
- 4. FSSA/DFR shall notify all FSSA/DFR management officials, all contractor management officials, and all employees and contract personnel responsible for voter registration activities of the execution of this Agreement, including: a) a statement that compliance with the NVRA and the provisions of this Agreement is mandatory; and b) a statement detailing the procedures to be followed for on-premises and remote provision of registration forms and assistance (see subsections III.C and III.D below). A copy of this notification shall be provided to Plaintiff's counsel.

C. Provision of Forms and Assistance at FSSA/DFR Offices

As set forth herein, FSSA/DFR shall continue and supplement its procedures for distributing a combined voter registration application and notice-declination form to all individuals who visit a FSSA/DFR office to apply for benefits, seek a recertification or redetermination of benefits, or report a change of address, and offering voter registration assistance to such individuals. In implementing this policy, the agency shall do the following:

- 1. Continue to forward completed voter registration applications and notice/declination forms to the county clerk and/or voter registration office within the time prescribed by law, and utilize the Indiana Voter Registration Material Receipt or Transmittal forms (VRG-8 or VRG-9) as appropriate.
- 2. Develop uniform signage or posters to advertise the availability of voter registration opportunities and assistance. Such signage or posters shall be placed, in a clear and conspicuous manner, in the waiting room of each FSSA/DFR office visited by members of the public to apply for benefits, recertify or renew benefits, or report a change of address.

3. Receptionist/front desk:

a. When a client presents to a FSSA/DFR office, the client shall be asked to complete an individual sign-in sheet and take it to the receptionist. The sign-in sheet is attached as Exhibit A; the highlighted portion of the sign-in sheet (both as to language and layout) is mandated by this Agreement; the non-highlighted portion includes checkboxes which FSSA/DFR may alter without Plaintiff's consent (however, these checkboxes shall not refer to a client being at the office to conduct an interview for benefits). On the sign-in sheet, each client shall be asked to check boxes indicating whether she/he is there for to apply for benefits, report a change of address, or for a recertification/ redetermination, as applicable. If the client does not check any of these boxes and does not check any of the other boxes on the sign-in sheet indicating the reason for the visit, the receptionist shall ask the

- client why she/he is at the office and the receptionist shall ensure that the appropriate box on the sign-in sheet is checked.
- b. If the check box for "apply," the check box for "report a change of address," or the check box for "recertification/redetermination" is checked (by the client or the receptionist), the receptionist shall distribute (i.e., hand) to the client the VRG-6 voter registration application, indicate to the client that the form is a voter registration application, and offer assistance with voter registration (as required by law).
- c. If the client does not wish to register to vote, the receptionist shall ask the client to complete the notice/declination portion of the form. If the client does not want to register to vote and also declines to complete the notice/declination portion of the form (a "blank notice/declination form"), the receptionist shall note that on the sign-in sheet, at the bottom, by checking the statement "the client declined a VR form."
- d. Registration applications filled out by clients shall be checked for legibility and completeness by the receptionist, and completed and signed registration applications, as well as notice/declination forms completed by clients, shall be forwarded to the local NVRA coordinator for transmission to the county voter registration office as required by law.
- 4. In-person client interviews: During in-person client interviews in connection with a benefits application or a redetermination or recertification, the caseworker shall ask the client whether the client was offered the opportunity to register to vote by a receptionist in connection with the current application for benefits or the current recertification/redetermination of benefits. If not, the caseworker shall distribute the VRG-6 form to the client, offer assistance with voter registration (as required by law), and ask the client to complete the notice/declination portion of the form if the client does not wish to register to vote. Registration applications filled out by clients shall be checked for legibility and completeness by the caseworker, and completed and signed registration applications, as well as notice/declination forms completed by

For purposes of implementing this Agreement, receptionists will treat notice/declination forms as having been "completed" by clients who do not wish to register to vote so long as one of the "no" boxes on the form has been checked, regardless of whether or not a client has provided some or all of the other information requested (such as identification information). Accordingly, notice/ declination forms that only have a "no" box checked by the client, as well as forms which have a "no" box checked and also have other requested information provided, will be forwarded to the county registration offices pursuant to paragraph 3.d above, and will not be counted as blanks in implementing paragraph 3.c Should a county clerk for a particular county express a concern to FSSA/DFR about this procedure, the IED will consult with the clerk to resolve the concern.

clients, shall be forwarded to the local NVRA coordinator for transmission to the county voter registration office as required by law.²

5. Any client who is not at a FSSA/DFR office to apply/interview for benefits, obtain a recertification or redetermination, or report a change of address may request a voter registration application and, if requested, FSSA/DFR will provide an application and accept completed applications for transmittal to the county registration office.

D. Remote Provision of Voter Registration Applications

FSSA/DFR shall continue and supplement its procedures for providing a voter registration application to individuals who are not present in a FSSA/DFR office and shall do so as follows:

- 1. FSSA/DFR shall provide Indiana Voter Registration by Mail (VRG-7) forms via mail to applicants for public assistance who indicate on an online application for assistance that they would like to register to vote. The voter registration language included on the online application was modified such that the revised online application is placed into full field operation on December 20, 2010. The modifications shall be as follows. The voter registration question included in the online application shall be modified to state "If you are not registered to vote where you live now, would you like to apply to register to vote?", and the advisory following that question shall be modified to state "Applying to register or declining to register to vote will not affect the amount of assistance that you will be provided by this agency." Further, the online application shall be modified to include an advisory to the user that if the user checks "yes" in response to the voter registration inquiry, a voter registration application will be mailed to him or her, and that voter registration applications also may be obtained at FSSA/DFR offices.
- 2 FSSA/DFR shall, on its website, attach a downloadable PDF of the VRG-7 voter registration application to the downloadable PDF of the benefits application used in the "as-is" FSSA/DFR offices.
- 3 FSSA/DFR shall, on its website, provide a link to the State of Indiana's online system for voter registration, and shall publicize the IED toll-free number on its website.
- 4 Telephone client interviews: During telephone client interviews in connection with a benefits application or a redetermination or recertification, the

² Caseworkers will follow what is specified in footnote 1 as to when notice/declination forms have been "completed" by clients who do not wish to register to vote (however, caseworkers are not required by this Agreement to record or track the number of blank notice/declination forms).

caseworker shall ask the client whether the client was offered the opportunity to register to vote in connection with the current application for benefits or the current recertification/redetermination of benefits. If not, the caseworker shall ask whether the client wishes to have FSSA/DFR mail a voter registration application to the client and, if yes, the caseworker shall cause a VRG-7 voter registration application to be promptly mailed to the client.

5 Voter registration also shall be offered as follows:

- a. The documentation sent to public assistance clients for any redetermination or recertification of benefits which does not require a client interview shall include the question whether the client wants to register to vote, and a statement indicating that the client's answer will not affect the provision of public assistance benefits. If the client answers in the affirmative, FSSA/DFR shall cause a VRG-7 voter registration application to be mailed to the client promptly after the completed redetermination/recertification documentation is received by FSSA/DFR back from the client.
- b. All public assistance clients who report a change of address by telephone shall be asked whether they wish to register to vote or update their prior voter registration. If the client answers in the affirmative, FSSA/DFR shall cause a VRG-7 voter registration application to be promptly mailed to the client.
- 6. VRG-7 registration applications mailed to clients pursuant to paragraphs 1, 4, and 5 of this section shall be accompanied by the cover letter attached as Exhibit B, which was implemented on December 20, 2010.

E. Remedial Mailing

If FSSA/DFR learns that a specific client was not given the opportunity to register to vote as described in sections C and D above, FSSA/DFR shall promptly mail a VRG-7 voter registration application to the individual, offering the individual the opportunity to register to vote. The mailing shall include the cover letter attached as Exhibit C. The statewide NVRA coordinator shall maintain copies of all letters mailed pursuant to this paragraph.

F. Quality Assurance Measures

FSSA/DFR shall evaluate and monitor the agency's compliance with the NVRA, the provisions of this Agreement, and related Indiana statutes, as set forth below. If the agency determines that individual offices or employees are not complying or that action otherwise is needed to better assure compliance, the agency shall take appropriate action. FSSA/DFR shall:

- 1. Implement the tracking and reporting procedures set forth in Section G. below.
- Incorporate NVRA compliance into the performance reviews of designated FSSA county or site NVRA coordinators, the statewide NVRA coordinator, and SEMs.
- Conduct random spot checks of FSSA offices, with each office spot checked
 at least once a year, with the results of spot checks provided to Plaintiff's
 counsel in those instances where those results are provided to the FSSA/DFR
 statewide NVRA coordinator.
- 4. Incorporate NVRA compliance into the management evaluation process for the Supplemental Nutrition Assistance Program (SNAP), with reports prepared of these evaluations of NVRA compliance forwarded to Plaintiff's counsel; a summary of any corrective actions taken as a result of a SNAP management evaluation also shall promptly be forwarded to Plaintiff's counsel.
- 5. Review and analyze the data set forth in sections II.C and III.G, and take appropriate action pursuant to these analyses, if needed.
- 6. Plaintiff's counsel may identify to Defendants' counsel any offices they believe may not be in compliance with the provisions of sections III.C and III.D. Defendants' counsel shall promptly advise whether FSSA/DFR will conduct an investigation or review of any such offices to determine whether corrective actions are needed, and will communicate the results of any such investigation or review to Plaintiff's counsel. The provisions of this paragraph do not modify or limit the provisions of section VII regarding enforcement of the terms of this Agreement. Complaints from any member of the public regarding NVRA compliance also will be duly reviewed and considered by FSSA/DFR.
- 7. In addition to the summaries of corrective actions provided pursuant to paragraphs F.4 and F.6 above, FSSA/DFR shall promptly forward to Plaintiff's counsel a summary of any corrective actions taken pursuant to this Agreement when the FSSA/DFR statewide NVRA coordinator is notified of such corrective actions.

G. Tracking and Reporting

FSSA/DFR shall develop and implement procedures for tracking and reporting data as follows.

1. Distribution of registration applications at FSSA/DFR offices:

- a. Retain copies of Indiana Voter Registration Material Receipt or Transmittal forms (VRG-8 or VRG-9) transmitted by each office reflecting the number of voter registration forms and/or declinations submitted to the applicable county clerk and/or board of voter registration.
- b. Compile, by office and statewide, on a monthly basis, i) the total number of voter registration applications and the total number of completed notice/declination forms (see footnotes 1 and 2) transmitted with the VRG-8's and VRG-9's; ii) the total number of clients whose sign-in sheet at a county or local office indicated that they were there to apply for benefits, report a change of address, or request a recertification/redetermination;; and iii) the total number of instances where a receptionist recorded that the client declined to register and also declined to complete the notice/declination section (see footnote 1). This information shall be provided to FSSA's statewide NVRA Coordinator on a monthly basis.
- c. Compile, by office and statewide, on a monthly basis, the number of remedial mailings sent pursuant to section III.E.
- d. Report the data compiled pursuant to paragraphs 1.b and 1.c to Plaintiff's counsel on a monthly basis in Excel spreadsheet format, with the report for a particular month provided no later than the end of the following month.

2. Remote Distribution of Registration Applications

- a. Compile monthly, on a statewide basis, the number of voter registration forms sent in response to a "yes" answer on an on-line application requesting a voter registration form, the number of clients who checked "no" in response to the voter registration question on the on-line application, and the number who did not respond to that question by checking "yes" or "no" (i.e., blanks). This information shall be provided to FSSA's statewide NVRA Coordinator on a monthly basis.
- b. Report the data compiled pursuant to paragraph 2.a. above to Plaintiff's counsel on a monthly basis in Excel spreadsheet format, with the report for a particular month provided no later than the end of the following month.

IV. Term

This Agreement will remain in effect until April 1, 2014.

V. No Admission of Liability

By entering into this Agreement, Defendants do not admit any liability or any violation of the NVRA or any other laws.

VI. Attorneys' Fees and Expenses

Within twenty-one (21) days after the approval of this Agreement by the Court, Defendants will pay Plaintiff's counsel \$350,479.77 in full settlement of Plaintiff's claims for attorneys' fees and expenses.

VII. Enforcement

- A. The United States District Court for the Southern District of Indiana, Indianapolis Division shall have continuing jurisdiction to enforce the terms of this Agreement for its duration.
- B. Before bringing an enforcement action, Plaintiff shall provide Defendants with written notice of any claim of breach of this Agreement. Defendants shall have 30 days to respond to such notice. The parties shall then attempt to resolve Plaintiff's concerns within the following 30 days. In the event that the parties are not able to resolve their dispute within 30 days, the parties shall submit the dispute to mediation by U.S. Magistrate Judge Debra McVicker Lynch (or a mediator designated by Magistrate Judge Lynch or, if Judge Lynch is unavailable, the mediator shall be the District Judge assigned to this case or an individual designated by the District Judge). If the parties are unable to resolve the dispute through mediation, Plaintiffs may file a motion for specific performance of the Agreement within 30 days of the determination that the matter cannot be resolved by mediation.

Approved on behalf of Plaintiff, Indiana State Conference of the NAACP on this 18 day of April 2011:

By:

PROJECT VOTE

Nicole Kovite Zeitlef

Niyati Shah

737 1/2 8th Street SE

Washington, DC 20003

By:

LAWYERS COMMITTEE FOR CIVIL

RIGHTS UNDER LAW Jon M. Greenbaum

Mark A. Posner

1401 New York Avenue, N.W., Suite 400

Washington, DC 20005

By:

MINER, BARNHILL & GALLAND

Judson H. Miner Robert S. Libman

Benjamin Blustein 14 West Erie Street

Chicago, Illinois 60654

By:

DEMOS: A NETWORK OF IDEAS &

ACTION Brenda Wright

358 Chestnut Hill Avenue

Suite 303

Brighton, MA 02135

Allegra Chapman 220 Fifth Avenue, 5th Ploor New York, NY 10001 AMERICAN CIVIL LIBERTIES UNION
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Kenneth J. Falk
Gavin Rose
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By:

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE, INC.
Kim Keenan
Anson Asaka
NAACP National Office
4805 Mt. Hope Drive
Baltimore, MD 21215

By:

ADVOCATES FOR JUSTICE, CHARTERED ATTORNEYS Arthur Z. Schwartz 275 Seventh Avenue, Suite 1760 New York, N.Y. 10001 By:

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By:

ADVOCATES FOR JUSTICE AND
REFORM NOW, PC
Arthur Z. Schwartz
Schwartz, Lichten, and Bright
275 Seventh Avenue Suite 1760
New York, N.Y. 10001

On behalf of the Defendants A. Gargano, Mike Carr,³ J. Bradley King, Trent Deckard, Daniel A. Dumezich, Chair of the Indiana Election Commission, S. Anthony Long, Sarah Steele Riordan, and Jonathan J. Myers, members of the Indiana Election Commission:

Date: 4/26/2011

Betsy M. Isenberg Alex O. James

Deputy Attorneys General I.G.C.S. – 5th Floor

302 W. Washington St.

Indianapolis, IN 46204

³ Mr. Carr has replaced Ms. Boggs as Director of the Division of Family Resources.
⁴ Mr. Deckard has replaced Ms. Potesta.



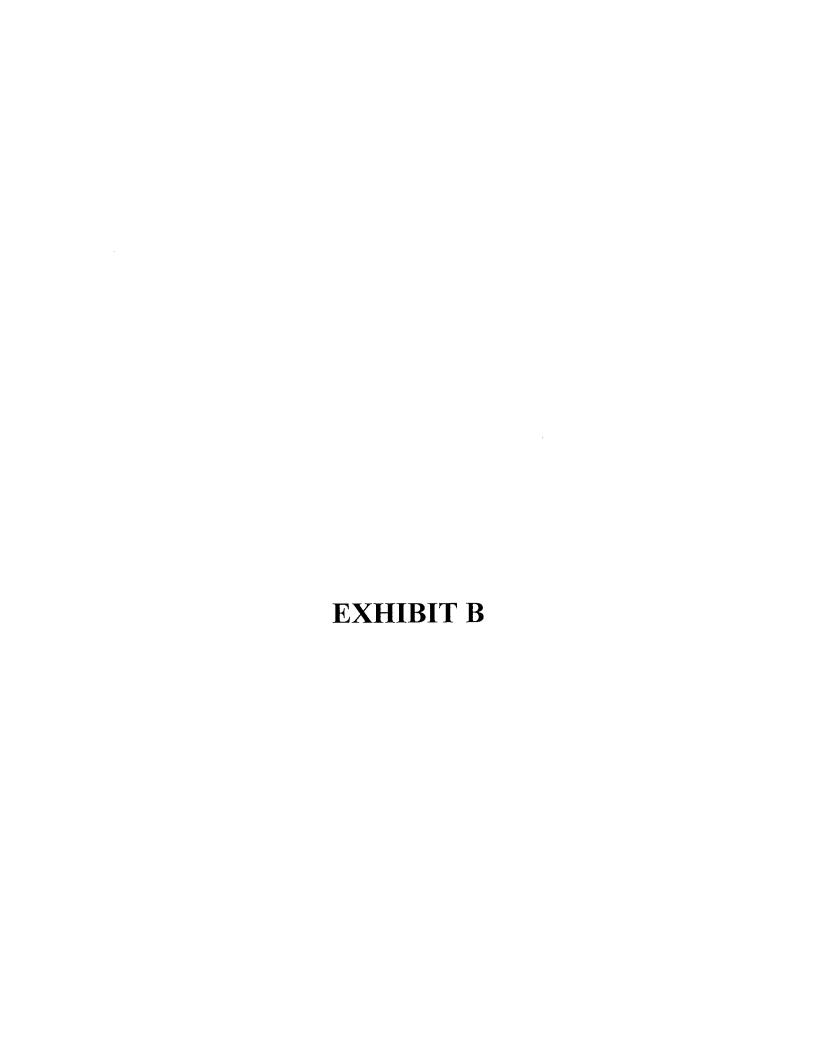
Sign-In Sheet *Please Print*

Name:	Date:
Time of Arrival:	Social Security Number (Last 4Digits Only):
☐ A ☐ R: ☐ R: If you	is box if you are visiting the office for one of the following reasons: oply for Benefits eport a Change of Address ecertification/Redetermination have checked any of these boxes, the receptionist will provide you with a stration Application. You may receive assistance in filling out the application.
Otherwise, please check	one of the below reasons for your visit:
☐ Computer II ☐ Make Copi ☐ HIP Application ☐ Send Documents II ☐ Pick up Verification ☐ Check on Status of ☐ Appeal Hearing ☐ Reschedule Appoi	mmunity Resources or Job Search) Use (Community Resources or Job Search) es of the Service Center of or Printout of Case Internate esponsibilities or Summary of Eligibility
☐ With State ☐ Sec	Appointment Time:
☐ IMPACT W ☐ IMPACT N ☐ IMPACT F ☐ Impact Wa ☐ Chi ☐ Bus ☐ Sup	rientation – Appointment Time: forkshop – Appointment Time: etwork Center – Appointment Time: follow-Up – Appointment Time: lk-In – Appointment Time: dd Care Referrals s Passes or Other Transportation Needs oportive Services – Other in Job Search, Attendance Records or Other IMPACT Documents
Other – Please Pr	ovide Reason:
505 055105 1105 0111 11	
FOR OFFICE USE ONLY: Client Declined VR Form Time Client Served: DFR Sign-In Sheet	iff Initials:

Sign-In Sheet *Please Print*

Name:	Date:
Γime of Arrival:	Social Security Number (Last 4Digits Only):
☐ Apply f ☐ Report ☐ Recerti	x if you are visiting the office for one of the following reasons: or Benefits a Change of Address fication/Redetermination hecked any of these boxes, the receptionist will provide you with a n Application. You may receive assistance in filling out the application.
Otherwise, please check one of	the below reasons for your visit:
Computer Use (C Make Copies HIP Application Send Documents to the Pick up Verification or P Check on Status of Case Appeal Hearing Reschedule Appointmer	rintout e nt nsibilities or Summary of Eligibility
☐ With State Staff ☐ Second F	intment Time:
☐ Other – Please Provide	Reason:

FOR OFFICE USE ONLY: ☐ Client Declined VR Form
Time Client Served: _____ Staff Initials: _____ DFR Sign-In Sheet



Cover Letter Pursuant to Section III.D.6 of the Settlement

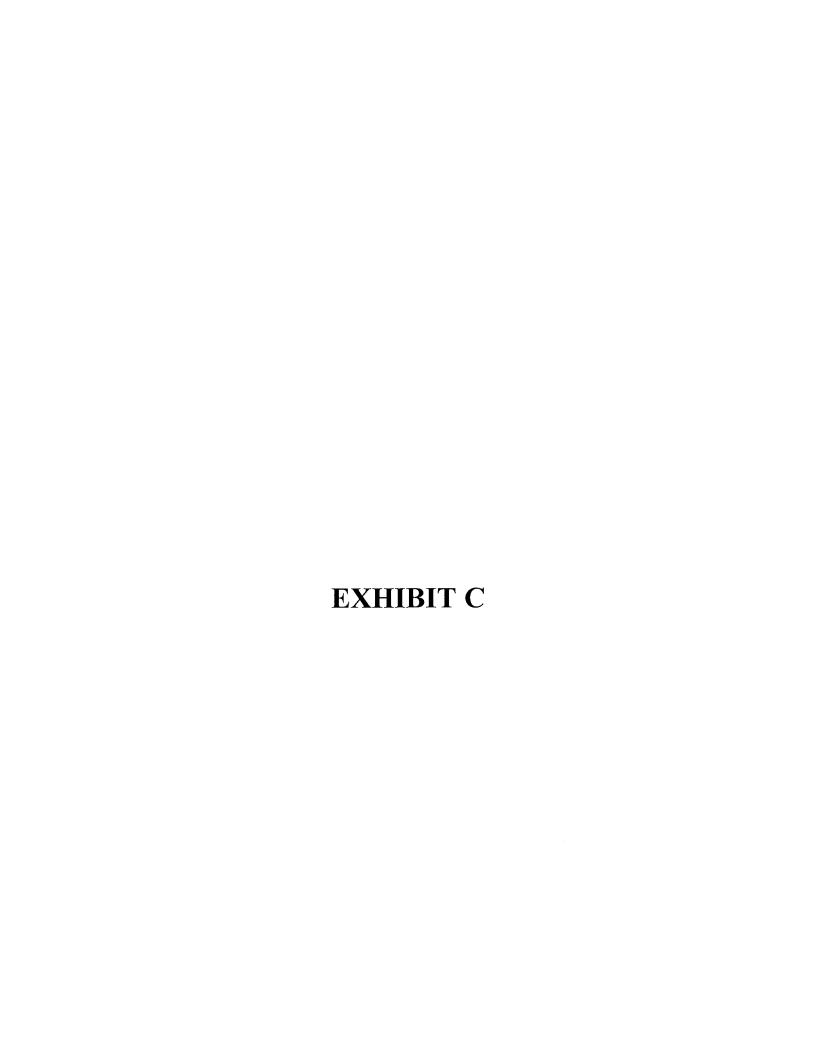
It was indicated that you or someone in your household would like to register to vote. For that reason, attached is the Indiana Agency Voter Registration Application, which is also available at: http://www.in.gov/fssa/files/VRG-7.pdf.

If you are not registered to vote, you may complete, sign, and send this form to the Voter Registration Office in the county where you live or to the Indiana Election Division at:

Indiana Election Division 302 West Washington Street Room E204 Indianapolis, IN 46204-2743

Please do not send this form to Family and Social Services Administration.

Thank you for your interest!



Remedial Mailing Cover Letter

It has come to our attention that you may not have been offered the opportunity to register to vote in connection with your application for public assistance, recertification or redetermination, or report of change of address.

For that reason, attached please find the Indiana Agency Voter Registration Application, which is also available at: http://www.in.gov/fssa/files/VRG-7.pdf.

If you are not registered to vote where you live now and would like to register to vote, you may complete, sign, and send this form to the Voter Registration Office in the county where you live or to the Indiana Election Division at:

Indiana Election Division 302 West Washington Street Room E204 Indianapolis, IN 46204-2743

Please do not send this form to Family and Social Services Administration. The receipt of this mailing does not indicate any information about your eligibility to register to vote.

Thank you for your interest!