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# Analyzing the Impacts of Automatic Voter Registration in Georgia



**CEIR**

*Supporting elections voters can—and do—trust.*

A report from  
**The Center for Election Innovation & Research**

## Who We Are

The Center for Election Innovation & Research (CEIR) is a nonpartisan nonprofit that conducts elections research and works with election officials from around the country and both sides of the aisle to support elections that voters should—and do—trust. We seek to restore trust in the American election system and promote election procedures that encourage participation while ensuring election integrity and security.

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## Executive Summary

Georgia implemented automatic voter registration (AVR) in September 2016 as part of a broader effort to make its voter registration process more efficient, convenient, and modern. AVR is generally defined as a system that registers eligible citizens to vote by automatically and electronically transferring information necessary for registration from designated government agencies to election officials so that unless an individual withholds permission for the agency to do so, that person is registered to vote. AVR also updates existing voter registration information. Georgia operates AVR through its Department of Driver Services (DDS).

This report analyzes AVR's impact in Georgia by studying trends in voter registration and turnout before and after its implementation. It draws from several data sources: records of all voter registrations in the state from 2014 to 2022 as provided by the Office of the Georgia Secretary of State, additional voter registration statistics published by the secretary's office and U.S. Election Assistance Commission, population estimates from the U.S. Census Bureau, and voting eligible population estimates from the U.S. Elections Project. The analysis reveals that in the years since AVR's implementation, the proportion of eligible Georgians who are registered to vote has increased substantially; the voter list has become more accurate and representative of the state's population; and DDS has become a major source of voter registrations in the state, consistently registering new voters and updating existing registrations at a higher rate than other registration sources.

### Key findings:

- In the first four years after AVR's implementation, the active voter registration rate increased by 20 percentage points to 98% of eligible Georgians in 2020, up from 78% in 2016 (Figure 1). This increase was likely driven by a jump in new voters registering through DDS (Figure 3).
- As the registration rate increased, the registered population became more representative of the state's population in terms of age and gender (Figures 4 and 5). Furthermore, while inactive records made up an average of 14% of the voter list in the 16 years before the implementation of AVR, the inactivity rate dropped to just 5% four years after its implementation (Figure 6).
- Since the implementation of AVR, DDS has become a major source of voter registrations in Georgia. The majority of new voter registrations are through DDS transactions (Figure 3), and DDS registration transactions consistently account for more registration transactions than non-DDS sources (Figures 7, 8, and 9).
- Recent AVR trends, including an increase in the inactivity rate and a decrease in DDS registration transactions, may be temporary effects due at least in part to the COVID-19 public health emergency and associated policy changes, as well as AVR interface changes made in 2021 and 2022.

## Introduction

Georgia implemented automatic voter registration (AVR) in September 2016 as part of a broader effort to make its voter registration process more efficient, convenient, and modern. AVR builds on the National Voter Registration Act of 1993 (NVRA), which Congress passed to, among other things, increase the number of eligible citizens who register to vote and ensure that government agencies maintain accurate voter registration rolls.<sup>1</sup> Commonly referred to as “motor voter,” the NVRA requires states to offer voter registration services at their Department of Motor Vehicles (DMV).<sup>2</sup> More specifically, the NVRA requires that “each State motor vehicle driver’s license application (including any renewal application) submitted to the appropriate State motor vehicle authority under State law shall serve as an application for voter registration with respect to elections for Federal office unless the applicant fails to sign the voter registration application.”<sup>3</sup> Additionally, any such application “shall be considered as updating any previous voter registration by the applicant.”<sup>4</sup>

The adoption of AVR is one in a series of steps taken by Georgia to modernize its voter registration system and make registration transactions easier for voters. The state began this process in 2009 by moving DDS voter registration transactions to an electronic submission format. While applicants continued to fill out a paper form, they also provided a digital signature and DDS electronically submitted the application to the Office of the Georgia Secretary of State.<sup>5</sup> In 2014, the state launched an online voter registration portal, furthering its progress toward a modernized system.<sup>6</sup> More recently, in 2019, Georgia joined the Electronic Registration Information Center (ERIC), enhancing the accuracy of its voter rolls and inviting thousands of eligible citizens to register to vote.<sup>7</sup>

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<sup>1</sup> The NVRA is also intended to (1) help government agencies implement the act’s provisions in a way that enhances voter participation and (2) protect the integrity of the electoral process. 52 U.S.C.A. § 20501 et seq.

<sup>2</sup> According to the U.S. Department of Justice, six states are exempt from the NVRA because they have had, continuously since August 1, 1994, (1) Election Day registration (Idaho, Minnesota, New Hampshire, Wisconsin, and Wyoming) or (2) no voter registration requirements (North Dakota). The remaining 44 states and Washington D.C. are covered. The NVRA’s requirements apply to federal elections, but in practice, states have extended them to state and local elections.

<sup>3</sup> 52 U.S.C.A. § 20504.

<sup>4</sup> 52 U.S.C.A. § 20504.

<sup>5</sup> Brennan Center for Justice, “VRM in the States: Georgia,” March 15, 2018, <https://www.brennancenter.org/our-work/research-reports/vrm-states-georgia>.

<sup>6</sup> Brennan Center, “VRM in the States: Georgia.”

<sup>7</sup> Office of the Georgia Secretary of State, “Secretary Raffensperger Announces Major Partnership to Enhance Voter Registration Systems,” May 22, 2019, <https://sos.ga.gov/news/secretary-raffensperger-announces-major-partnership-enhance-voter-registration-systems>. ERIC is a nonprofit organization founded in 2012 and composed of member states. It aims to improve access to registration for eligible voters and assist member states with voter list maintenance through data and cost sharing. Electronic Registration Information Center, “Home,” accessed January 31, 2023, <https://ericstates.org/>.

## Characteristics of AVR

Under AVR, information provided by an eligible citizen during an interaction with a designated government agency—most often the DMV—is automatically transmitted to election officials to create a new voter registration or update an existing one, unless the citizen withholds permission for the agency to do so. At least 22 states and the District of Columbia offer some form of AVR.<sup>8</sup> While all states verify voter eligibility as part of the AVR process, notable variations exist in terms of how they administer the process.

Several states, such as Illinois and Vermont, register eligible citizens to vote by default unless they mark a box opting-out during their interaction with the applicable government agency.<sup>9</sup> Other states, such as Connecticut and Utah, present eligible citizens with a binary “Yes/No” question asking whether they want the information they provide during the transaction to be used for voter registration purposes, giving prospective voters the option to opt-in before proceeding.<sup>10</sup> Still other states, such as Alaska and Oregon, use information provided during transactions to determine eligibility and register eligible voters, and then follow up by sending eligible citizens a mailer with the opportunity to opt-out within a specified timeframe.<sup>11</sup>

Across states, one of AVR’s key features is electronic data transfer, whereby the DMV or other applicable government agency’s database is linked to the computerized statewide voter registration system.<sup>12</sup> Because the databases are linked, the DMV can electronically and securely transmit voter registration information to election officials. Election officials can then review applications, verify the eligibility of prospective voters, and register new voters or update existing voter registration records.

## Benefits of AVR

AVR provides states with several notable benefits, including enhanced election integrity and increased voter access, leading to greater efficiency in election administration. By integrating voter registration into mundane government transactions, AVR ties voter registration activity to common life events (such as changing residences, turning 18 years old, or renewing an expiring driver’s license) instead of the political cycle. This provides a mechanism whereby voters may provide correct or update outdated voter information

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<sup>8</sup> National Conference of State Legislatures, “Automatic Voter Registration,” updated February 3, 2023, <https://www.ncsl.org/research/elections-and-campaigns/automatic-voter-registration.aspx>

<sup>9</sup> 10 ILCS 5/1A-16.1; 17 V.S.A. § 2145a.

<sup>10</sup> U.C.A. § 20A-2-108; Office of the Secretary of the State of Connecticut, Email correspondence, April 2022.

<sup>11</sup> AS § 15.07.070; O.R.S. § 247.017.

<sup>12</sup> NCSL, “Automatic Voter Registration”; Note also that the federal Help America Vote Act requires states to (1) maintain a computerized statewide voter registration system and (2) share information between the system and the state motor vehicle database to the extent required to verify the accuracy of voter registration application information. 52 U.S.C.A § 20901 et seq.

(particularly addresses) in a timely manner. For voters, not only does AVR help ensure that it is easy to register in the first place, but it also reduces the likelihood that registration records will become inactive. For the state, AVR drives a pattern of voter registration activity that is more constant and manageable than the peaks and valleys of registration activity driven by election cycles. This predictability in turn facilitates the work done by election officials to process and verify of each record.

Consistent voter registration activity also improves the overall accuracy of the voter registration list by ensuring that it is updated on an ongoing basis throughout the year and reducing the likelihood of errors associated with handwritten forms or manual data entry. Again, this has benefits for election integrity, voter access, and administrative efficiency. Greater voter list accuracy is associated with greater election integrity, as verified, up-to-date voter information can help prevent and detect double-voting or attempted voting by ineligible individuals.<sup>13</sup> Additionally, greater accuracy in voter registration lists increases the likelihood that important election mail will be delivered while simultaneously reducing the likelihood of various election day headaches, such as voters going to the wrong polling place, long lines at the polling place, and heavy reliance on provisional ballots.<sup>14</sup> A greater amount of accurate information in the voter registration list—reflected both in the increased number of active registered voters on the list and the amount of identifying pieces of information each voter record contains—also helps election officials better verify mail ballots and other voter transactions.<sup>15</sup>

Finally, by significantly streamlining the registration process, AVR can reduce certain costs associated with voter registration. In a prior study, the Delaware Department of Elections reported a \$200,000 reduction in labor costs and officials at the Delaware Division of Motor Vehicles estimated roughly \$50,000 in annual cost savings after the state shifted in 2009 to an automated registration system. Similarly, in 2010, officials in Maricopa County, Arizona—which contains Phoenix and had a population at the time larger than 23 states—estimated that one digital online voter registration application cost an average of 3 cents to process, compared with 83 cents for a paper registration form.<sup>16</sup>

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<sup>13</sup> Congressional Research Service, “Voter Registration Records and List Maintenance for Federal Elections,” published October 21, 2021, <https://sgp.fas.org/crs/misc/R46943.pdf>.

<sup>14</sup> EAC, “Helping America Vote: Voter List Maintenance,” accessed March 22, 2023, [https://www.eac.gov/sites/default/files/electionofficials/VoterList/Voter\\_List\\_Maintenance\\_Overview\\_V2\\_508.pdf](https://www.eac.gov/sites/default/files/electionofficials/VoterList/Voter_List_Maintenance_Overview_V2_508.pdf); NCSL, “Voter Registration List Maintenance,” updated March 17, 2023, <https://www.ncsl.org/elections-and-campaigns/voter-registration-list-maintenance>

<sup>15</sup> CISA, “The Importance of Accurate Voter Data When Expanding Absentee or Mail Ballot Voting,” accessed March 22, 2023, [https://www.cisa.gov/sites/default/files/publications/importance\\_of\\_accurate\\_voter\\_data\\_508.pdf](https://www.cisa.gov/sites/default/files/publications/importance_of_accurate_voter_data_508.pdf).

<sup>16</sup> Pew Charitable Trusts, “Measuring Motor Voter,” May 6, 2014, <https://www.pewtrusts.org/~media/assets/2014/05/06/measuringmotorvoter.pdf>; Pew Charitable Trusts, “Upgrading Democracy: Improving America’s Elections by Modernizing States’ Voter Registration Systems,” November 2010, [https://www.pewtrusts.org/~media/legacy/uploadedfiles/pes\\_assets/2010/upgradingdemocracyreportpdf.pdf](https://www.pewtrusts.org/~media/legacy/uploadedfiles/pes_assets/2010/upgradingdemocracyreportpdf.pdf).

## Implementation of AVR in Georgia

Georgia adopted AVR in September 2016 through a coordinated administrative effort between the Office of the Georgia Secretary of State, the Office of the Attorney General, and Department of Driver Services (DDS), the state's equivalent of a DMV.<sup>17</sup> When Georgia first implemented AVR, information provided by eligible citizens during DDS transactions was used for registration purposes by default, unless the prospective voter opted-out by selecting a checkbox onscreen. Beginning in January 2021, the system interface changed and instead presented eligible citizens with a binary "Yes/No" question during DDS transactions. In order for the information to be used for voter registration purpose under AVR, Georgians were required to respond "Yes" to this question. In March 2022, Georgia's AVR interface changed again to its current version, presenting eligible citizens with an onscreen toggle switch. If this switch is left in its default position, information provided by eligible citizens during the transaction is used for voter registration purposes; individuals can toggle the switch to opt-out of AVR if they prefer. (Appendix 1 provides screenshots of the three interfaces.)

While the interface for Georgia's AVR system has varied over time, each iteration has continued to register eligible citizens who apply for, renew, or update information on a driver's license or DDS-issued state ID card. Subsequent sections of the report discuss differences in voter registration rates corresponding to the time during which each interface was in use, keeping in mind a handful of limitations. One such limitation is the relatively truncated duration of the current AVR interface, for which only nine months of data were analyzed. Due to the shortened timeline, this report may not have fully captured the effects of the final interface change. Additionally, the COVID-19 public health emergency is a probable confounding factor in the analysis of the impacts of AVR over time. Georgia experienced a spike in COVID-19 cases in late November 2020 that did not stabilize until March 2021.<sup>18</sup> This coincided with the January 2021 change to the AVR interface. The state also implemented temporary policies in effect throughout the public health emergency (e.g., license renewal grace periods) that likely reduced contact between DDS and would-be customers.<sup>19</sup> This reduction in contact may have in turn impacted the number of DDS registration transactions and, by extension, the number of DDS AVR registrations processed during this time.

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<sup>17</sup> Office of the Georgia Secretary of State, Email correspondence, May 22, 2020.

<sup>18</sup> Georgia Department of Public Health, "COVID-19 Status Report," accessed February 3, 2023, <https://dph.georgia.gov/covid-19-status-report>.

<sup>19</sup> Office of the Governor of the State of Georgia, "Executive Order 03.25.20.01," issued March 25, 2020, <https://gov.georgia.gov/document/2020-executive-order/03252001/download>; Office of the Governor of the State of Georgia, "Executive Order 04.23.20.02," issued April 23, 2020, <https://gov.georgia.gov/document/2020-executive-order/04232002/download>.



## Verification of Voter Eligibility Under AVR

As with other voter registration methods, Georgians must verify their eligibility to vote in order to be registered under AVR.<sup>20</sup> As part of DDS registration transactions, Georgia residents must present DDS with documentation to prove their identity, residential address, and U.S. citizenship or other lawful status in the United States. Residents must also provide their full Social Security number on relevant DDS forms if they do not have a Real ID or for certain transactions that require identity verification (e.g., name change).<sup>21</sup> Once DDS verifies the individual's identity, residence in Georgia, and citizenship status, those who are citizens of voting age are presented with the option to permit their information to be used for voter registration purposes (Georgians who are age 17.5 are permitted to pre-register at this step). As in many other states with AVR, prospective voters are also required to attest to their eligibility to vote under penalty of perjury.<sup>22</sup>

Once a prospective voter attests to their eligibility and permits this information to be used for voter registration purposes under the AVR system—either by opting not to decline or through affirmative consent—it is shared with the Office of the Georgia Secretary of State as a completed voter registration application. The secretary then forwards these applications to the appropriate county boards of registrars, who confirm eligibility and add each eligible applicant's name to the list of electors for their respective precinct and voting district.<sup>23</sup>

### This Report

This report examines trends in voter registration records in Georgia before and after its implementation of AVR in 2016.<sup>24</sup> Using state voter registration data and eligible population estimates, the analysis finds that the active registration rate has increased substantially,

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<sup>20</sup> To register to vote in person or by mail, Georgians must provide their state driver's license/ID number or the last four digits of their social security number. If this identifying information is not verified with a state database, further proof of residence (e.g., copy of current valid photo ID or government document with name and address) is required. To register online, Georgians must have a valid driver's license or ID card issued by DDS with signature on file. Office of the Georgia Secretary of State, "Online Voter Registration," accessed January 30, 2023, <https://registertovote.sos.ga.gov/GAOLVR/welcometoga.do#no-back-button>; Office of the Georgia Secretary of State, "State of Georgia Application for Voter Registration," accessed January 30, 2023, [https://sos.ga.gov/sites/default/files/forms/GA\\_VR\\_APP\\_2019.pdf](https://sos.ga.gov/sites/default/files/forms/GA_VR_APP_2019.pdf).

<sup>21</sup> Georgia Department of Driver Services, "Georgia License/ID," accessed January 31, 2023, <https://dds.georgia.gov/georgia-licenseid>; Georgia Department of Driver Services, "Real ID Requirements," accessed February 6, 2023, <https://dds.georgia.gov/georgia-licenseid/general-license-topics/real-id>.

<sup>22</sup> O.C.G.A. § 21-2-221.

<sup>23</sup> O.C.G.A. § 21-2-221. Note that individuals who are currently serving a felony sentence or who have been deemed mentally incapacitated by a court are ineligible for the purposes of voter registration and voting. O.C.G.A. § 21-2-216.

<sup>24</sup> This report references "registration transactions," "DDS registration transactions," and "registrations." Registration transactions is an umbrella term that describes instances where voters register to vote or change or update an existing registration—typically at the DDS but also using other means. DDS registration transactions refer to any new voter registration or update to an existing registration through DDS. Registrations refer specifically to entries on a voter registration list.

with 92% of eligible Georgians registered with active status in 2022. Meanwhile, the voter list has become more accurate, with the inactivity rate declining to just 5% of registered voters in 2020, though it has since increased to 11% in 2022. While these changes cannot be definitively stated to be the result of AVR, the increased involvement by DDS in registering voters—providing a regular source of new registrations and timely updates to existing registrations—suggests that AVR has been a driving force in improving voter registration in Georgia.

## Data

For this report, the Center for Election Innovation & Research (CEIR) analyzed data on voter registration rates, registration sources, registration transaction types, voter demographics, active and inactive status, and voter turnout.<sup>25</sup> CEIR collected public voter registration and demographic data available online from the Office of the Georgia Secretary of State, the U.S. Census Bureau, and the U.S. Election Assistance Commission (EAC). Additionally, the secretary's office provided CEIR with monthly summaries of all registration transactions through DDS and other registration sources from January 2014 to December 2022.<sup>26</sup> Finally, this report used voting eligible population (VEP) estimates from the United States Elections Project.<sup>27</sup>

CEIR received no individual-level voter data and no personally identifiable information (PII) from the Office of the Georgia Secretary of State or any other source for this research. This report references only aggregate data that could not be used to identify any individual voter or voter record.

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<sup>25</sup> See Appendix 2 for the full list of registration sources and transaction types.

<sup>26</sup> The full dataset consists of voter registration transactions from January 2014 through December 2022. These transactions consist of new voters registering for the first time and existing voters updating their registration information, such as residential address or name (see full list in Appendix 2). At several points in this report, the time series data is split into two portions: before AVR and after its implementation. The pre-AVR portion spans a period of 32 months, from January 2014 through August 2016. During this period, the state implemented its online voter registration portal and administered the 2014 midterm election. The period after AVR's implementation spans a period of 76 months, from September 2016 through December 2022. During this period, the state administered the 2016 presidential election, the 2018 midterm election, the 2020 presidential election, and the 2022 midterm election. Election administration does not occur in a vacuum. Readers should keep in mind the asymmetrical length and historical events of these periods when considering the present analysis and its implications.

<sup>27</sup> The VEP is a measure constructed by Dr. Michael McDonald of the United States Elections Project. The voting eligible population is defined as, "the population that is eligible to vote." It is calculated by subtracting from the voting age population anyone who is ineligible to vote, including non-citizens and people with a felony conviction or status, depending upon a state's eligibility requirements. In Georgia, state law prohibits individuals who are serving a sentence for a felony conviction from registering to vote or voting (O.C.G.A. § 21-2-216). For more information on the VEP, see Michael P. McDonald, "Overview of how the voting-eligible population (VEP) is constructed," United States Election Project, accessed January 27, 2023, <https://www.electproject.org/election-data/faq/sold>.

## Findings & Analysis

### Voter Registration

Since the launch of AVR, Georgia has seen a significant increase in its number of active registered voters. At the same time, it has seen a significant increase in its active voter registration rate, defined as the percent of all eligible Georgians who are registered with active status. In addition, the registered population has come to better reflect the population at large.

These trends—likely driven primarily by the jump in new voter registrations through DDS—serve the state well in terms of election integrity, voter access, and administrative efficiency. The consistent voter registration activity underpinning these trends facilitates the work by election officials to process and verify each voter record and contributes to the overall accuracy of the voter registration list. Voters, meanwhile, are able to enter each election cycle with the knowledge that they have already completed the necessary first step toward casting their ballot.

#### Active Registered Voters

After Georgia implemented AVR in September 2016, the number of active registered voters increased by 28%, from roughly 5.4 million voters in November 2016 to just under 7 million voters by November 2022.<sup>28</sup> This increase far outpaced the 8% growth of the VEP during the same timeframe and came after more than a decade of only a slight increase in voter registration.<sup>29</sup>

As reflected in Figure 1, from 2000 to 2012, Georgia's active voter registration rate rose at an average of only two percentage points per election, from 68% of the VEP in 2000 to 81% in 2012.<sup>30</sup> After AVR's implementation, however, the active registration rate increased 10 percentage points per election, from 78% of the VEP in 2016, to 88% in 2018, to 98% in 2020. In 2022, the first election following changes to AVR's interface, the active registration rate remained high, at 92% of the VEP.

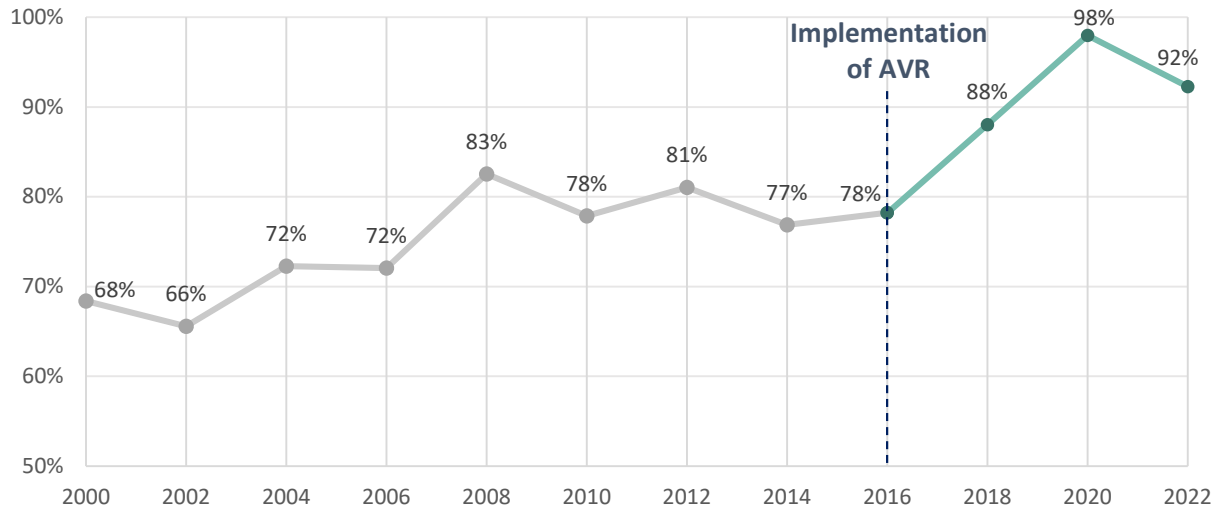
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<sup>28</sup> Office of the Georgia Secretary of State, "Active\_Voters\_by\_Race\_Gender\_and\_Age\_as\_of\_November\_1\_2016.xlsx", accessed February 7, 2023, [https://web.archive.org/web/20161108192411/http://sos.ga.gov/index.php/Elections/voter\\_registration\\_statistics](https://web.archive.org/web/20161108192411/http://sos.ga.gov/index.php/Elections/voter_registration_statistics); Office of the Georgia Secretary of State, "Election Data Hub," accessed February 7, 2023, <https://sos.ga.gov/election-data-hub>.

<sup>29</sup> Michael P. McDonald, "Voter Turnout," United States Election Project, accessed January 31, 2023, <https://www.electproject.org/election-data/voter-turnout-data>.

<sup>30</sup> McDonald, "Voter Turnout."

Figure 1. Active Registered Voters as a Percentage of VEP, 2000-2022.



Notably, the increase in Georgia’s active registration rate from 2016 to 2018 was the first time since the turn of the century that the rate increased between a presidential election and a midterm election.<sup>31</sup> Georgia’s active registration rate also compared favorably to other states. In point-of-comparison data published by the EAC as part of its 2020 Election Administration and Voting Survey (EAVS) Comprehensive Report, Georgia’s 2020 active registration rate of 98% came in a full 10 percentage points above the national average (88%).<sup>32</sup>

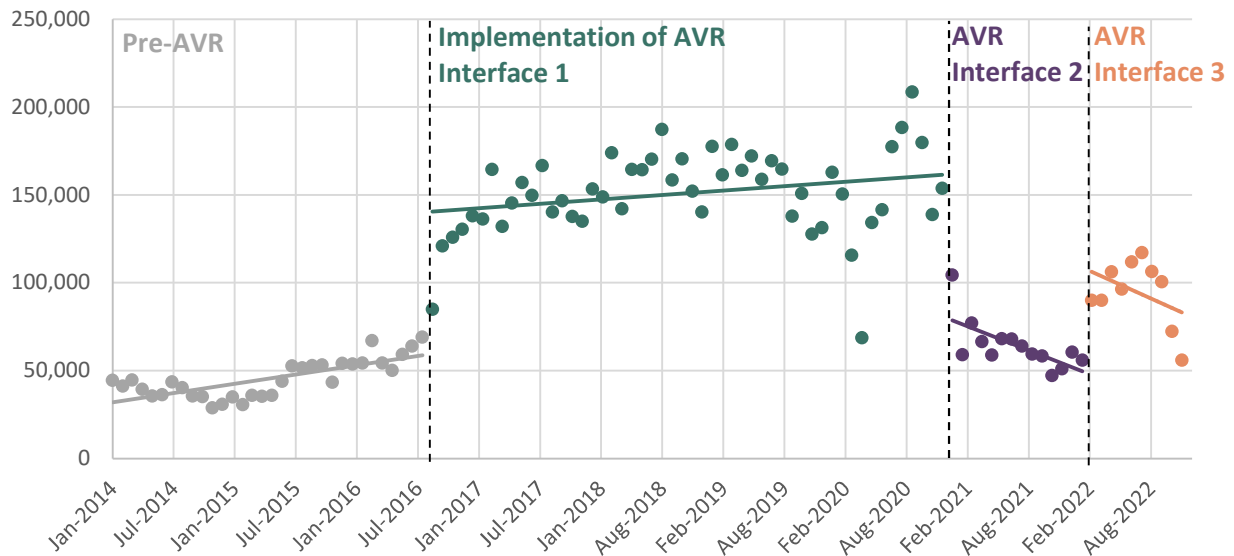
## Voter Registrations through DDS

The number of DDS transactions accompanied by a voter registration increased sharply following the initial implementation of AVR in 2016, remaining above pre-AVR trends during each iteration of the AVR interface in the subsequent years. This increase likely drove much of the growth in the active registration rate. Figure 2 below illustrates the changes in DDS registration transactions on a month-to-month basis from 2014 to 2022.

<sup>31</sup> This analysis calculates voter registration rate using active registered voters as a percentage of the VEP for that year. See Appendix 3 for the full table of active registration rates in Georgia by year.

<sup>32</sup> U.S. Election Assistance Commission, “Election Administration and Voting Survey 2020 Comprehensive Report,” August 16, 2021, [https://www.eac.gov/sites/default/files/document\\_library/files/2020\\_EAVS\\_Report\\_Final\\_508c.pdf](https://www.eac.gov/sites/default/files/document_library/files/2020_EAVS_Report_Final_508c.pdf); McDonald, “Voter Turnout.” See Appendix 4 for the full set of active registration rates by state.

Figure 2. DDS Registration Transactions, 2014-2022.



## New Voter Registrations

With a growing eligible population, the only way the voter registration rate could increase so substantially is by bringing new registrants into the fold. Indeed, as visualized in Figure 3, this is what the data show.

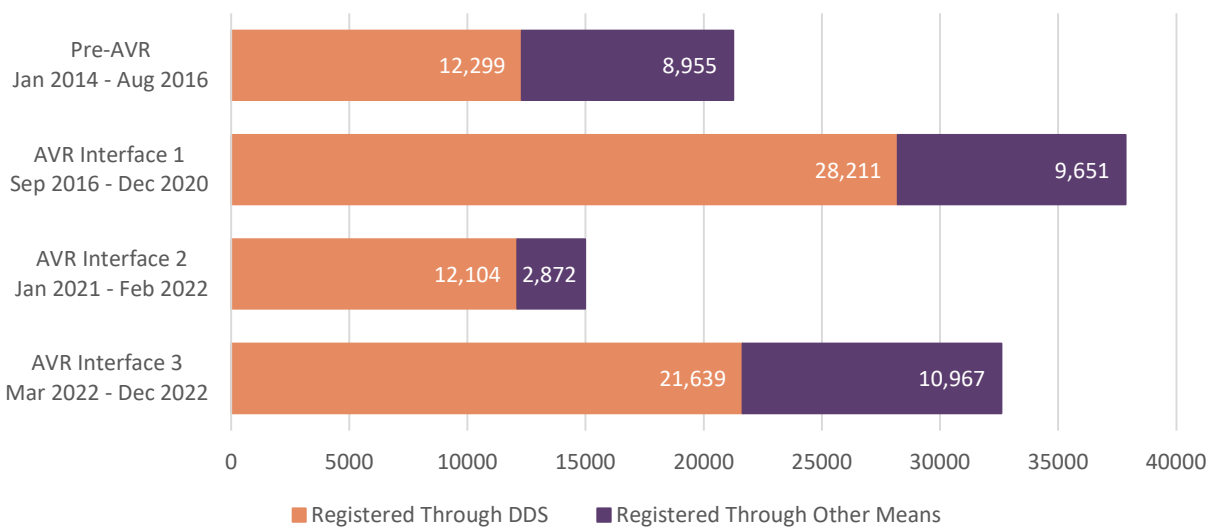
Immediately after AVR’s implementation in 2016, the median monthly number of new voter registrations increased 78% overall, with a median of 16,608 additional new voters registering each month. New registrations through DDS accounted for 96% of this increase. In fact, the median monthly number of new voters who registered through DDS more than doubled following AVR’s launch, with a median of 15,912 additional new voters registering through DDS each month—a 129% increase over the median monthly number of new registrations through DDS before the implementation of AVR.

Beginning in January 2021, coinciding both with the change in AVR interface and the first major wave of COVID-19 in Georgia, the median monthly number of new voter registrations dropped sharply across all registration methods.<sup>33</sup> However, even as this number dropped to below pre-AVR levels overall, the median monthly number of new voter registrations through DDS remained slightly above pre-AVR levels. In fact, the median monthly number of new registrations through DDS was 81% of the median monthly number of new voter registrations across all methods during the period from January 2021 to February 2022.

<sup>33</sup> Department of Public Health, “COVID-19 Status Report.”

From March 2022 to December 2022, the median monthly number of new voter registrations again increased to 32,606 across all registration methods, with a median of 21,639 new registrations each month through DDS.

Figure 3. Median Monthly New Voter Registrations, 2014-2022.



## Voter Demographics and Representativeness

As the registration rate increased under AVR, the registered population has come to better reflect Georgia’s population in at least some respects. Below, this report compares how closely the population of active registered voters reflects the voting age population (VAP) by age group and gender.<sup>34</sup> While a similar analysis of registered voters’ race and ethnicity would be of great interest, the amount of missing data and resulting methodological concerns led us to exclude it from this report.<sup>35</sup>

After AVR’s implementation, more young people registered to vote—so much so, in fact, that in recent years young people have no longer been as underrepresented in the voter

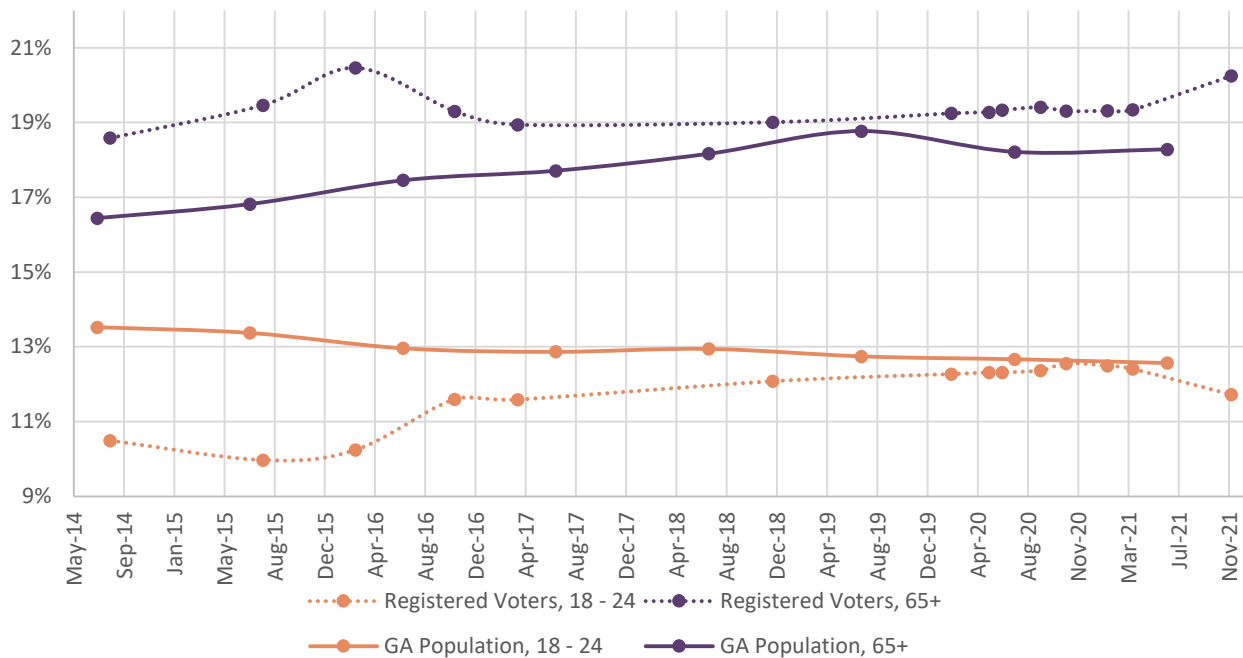
<sup>34</sup> In contrast with other analyses in this report, these analyses make use of VAP estimates from the U.S. Census Bureau in place of VEP estimates from the U.S. Election Project. This is done because U.S. Election Project VEP estimates do not include breakdowns by relevant demographic markers. Due to data limitations, VAP estimates do not exclude individuals who may be ineligible to vote by reason of citizenship status, prior felony conviction, or other factors.

<sup>35</sup> A minimum of 8% of voter registrations in each election year from 2014-2022 lacked markers for racial and ethnic identity, possibly because voters were uncertain how to respond to the question or unwilling to share that information during the registration process. Given the significance of this margin and the likelihood that the missing data is not distributed randomly across different groups, various statistical methods for estimating the missing data were considered. However, reviewed methods were either incompatible with available data or would introduce additional uncertainty into the analysis. CEIR hopes that future research will be able to examine this question in greater detail. For some recent analysis about imputing racial and ethnic data that is missing and understanding corresponding issues, see: Kosuke Imai, Santiago Olivella, and Evan T. Rosenman, "Addressing census data problems in race imputation via fully Bayesian Improved Surname Geocoding and name supplements," *Science Advances* 8, no. 49 (December 2022): 1-10, eadc9824.

file. While individuals ages 18 to 24 comprised just 10% of active registered voters in March 2016, this proportion grew following the implementation of AVR in September of that year. By December 2018, this group consistently made up between 12% and 13% of active registered voters in Georgia, in line with the proportion of this age group in the Georgia VAP at large. This trend is demonstrated by the convergence of the solid and dashed orange lines in Figure 4.

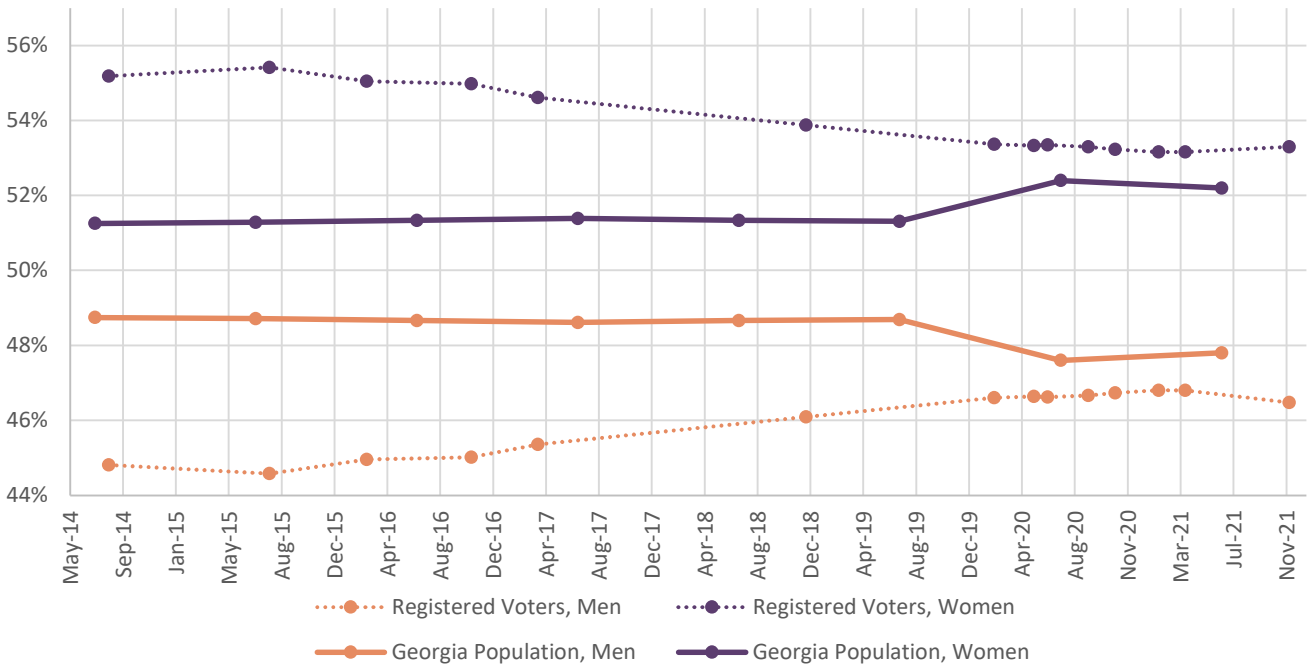
Similarly, older voters were no longer as overrepresented in the voter file as before the implementation of AVR. In March 2016, the proportion of active registered voters who were age 65 or older was 20.4%; meanwhile, Census data indicates that this age group made up only 17.5% of the VAP in July of that year. In the years following the implementation of AVR, however, these proportions converged, with this age group comprising 19% of both VAP and active registered voters by 2019. This trend is shown by the solid and dashed purple lines in Figure 4.

Figure 4. Age Comparison: Active Registered Voters v. VAP, 2014-2021.



The relative representation of men and women in the voter file also improved following the implementation of AVR. In March 2016, women made up 55% of active registered voters in Georgia, despite comprising only 51% of the state’s VAP in Census data from that year. Following the implementation of AVR, these proportions converged, so that by December 2021, women made up 52% of the state’s VAP and 53% of active registered voters. The respective proportions for men followed corresponding trends, as shown in Figure 5.

Figure 5. Gender Comparison: Active Registered Voters v. VAP, 2014-2021.



## Voter List Accuracy

Georgia’s voter list has become more accurate since the launch of AVR, with a lower inactivity rate.<sup>36</sup> This change has likely been driven by the significant climb in the number of DDS registration transactions. As discussed below, more DDS transactions lead to more contacts with election officials for voter list maintenance purposes and fewer records transferred to the inactive list. More transactions also lead to more opportunities to update outdated or incorrect voter registration records. Finally, more DDS transactions mean more pieces of identifying information (such as a driver’s license number or social security number) associated with each record, providing officials with more details to verify future voter transactions.

Maintaining accurate voter registration lists is essential to holding efficient, accessible, and secure elections. Greater accuracy translates into fewer pieces of election mail returned as undeliverable, fewer voters going to the wrong polling place, fewer complaints of long lines

<sup>36</sup> Election officials mail notices in odd-numbered years to voters with whom they have had no contact during the previous five years (e.g., voters who have not voted, updated their registration, or filed a change of address). The names of voters who do not return the notice card within 30 days are transferred to the list of inactive records. As part of the list maintenance procedure, the secretary uses the Postal Service’s National Change of Address system to identify and mail notices to voters who may have moved. Election officials also mail notices in odd-numbered years to voters with whom they have had no contact and whose records have been on the inactive list for two consecutive November general elections. The registrations of voters who do not respond are canceled and their names are removed from the inactive list. O.C.G.A. §§ 21-2-233 to 21-2-235; Office of the Georgia Secretary of State, Video conference, August 24, 2021.

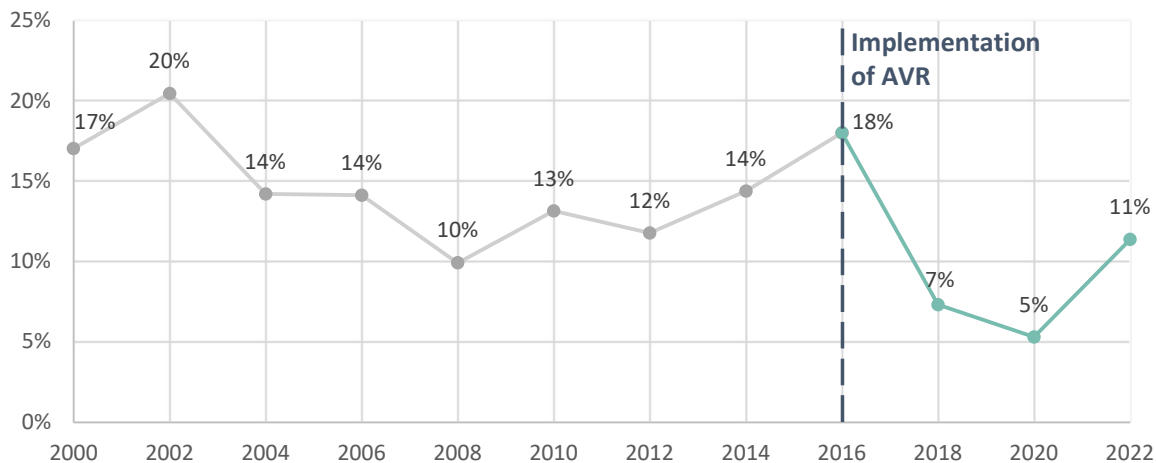


at the polling place, and less reliance on provisional ballots.<sup>37</sup> In addition, a greater amount of accurate information in the voter registration list helps election officials better verify voter transactions, including mail ballots.<sup>38</sup>

## Inactive Voter Records

After a decrease early in the millennium, Georgia’s inactivity rate was fairly stagnant, hovering mostly between 12% and 15% of total registrants from 2004 to 2014. Since AVR’s implementation, this rate has generally trended downwards. By 2020, just 5% of registered voter records were inactive—the lowest rate of any year in the dataset, excluding 2016. (The analysis excludes 2016 because Georgia did not conduct its full voter list maintenance procedure in 2015.<sup>39</sup> For this reason, there was an unusually large number of inactive records on the list the following year, as shown in Figure 6 below.) While the state’s inactivity rate has since increased to 11% in 2022, it remains below pre-AVR levels. As noted above, this increase may be at least partially attributable to the effects of COVID-19, as well as the changes to the AVR interface.

Figure 6. Inactive Records as a Percent of All Voter Registrations, 2000-2022.



<sup>37</sup> EAC, “Helping America Vote: Voter List Maintenance”; NCSL, “Voter Registration List Maintenance,”

<sup>38</sup> CISA, “The Importance of Accurate Voter Data When Expanding Absentee or Mail Ballot Voting.”

<sup>39</sup> Georgia was in the process of building the functionality of its computerized statewide voter registration system in 2015. For this reason, it did not conduct the portion of its biennial year list maintenance procedure through which it typically cancels inactive records on the list. Instead, it left inactive records on the voter list and resumed its full list maintenance procedure in 2017. Office of the Georgia Secretary of State, Video conference, August 24, 2021.

## Contact between Voters and Election Officials

Georgia election officials conduct a biennial voter list maintenance process through which they identify voters with whom they have had no contact.<sup>40</sup> After proper notice, the names of voters who do not respond may be moved to the inactive list or have their registrations canceled. This generally happens after five years of no contact or after being on the inactive list with no contact for two consecutive November general elections, respectively.<sup>41</sup>

Each DDS registration transaction through which an eligible citizen applies for, renews, or updates information on a driver's license or state ID card is considered a contact for voter list maintenance purposes, and each contact resets the clock on a voter record's transfer to inactive status or eventual cancellation.<sup>42</sup> Thus, by increasing the number of contacts that voters have with election officials through DDS transactions, AVR helps reduce the inactivity rate and improve voter list accuracy.

After the implementation of AVR, the number of DDS registration transactions increased drastically. Before AVR, the median monthly number of DDS registration transactions across the state was around 44,000. After AVR's implementation, that number more than tripled to around 150,000 before declining in early 2020 and 2021.<sup>43</sup> In fact, under AVR, registrations through DDS make up the majority of all registrations. From January 2014 to August 2016, DDS registration transactions accounted for 49% of all registrations in Georgia (Figure 7). From January 2018 to August 2020—the same segment of the election cycle four years later—DDS accounted for nearly three-quarters of all registration transactions (Figure 8).<sup>44</sup>

The staggering increase in the number of DDS registration transactions has likely been a driving force behind the reduced inactivity rate. In addition, while data on cost savings associated with AVR in Georgia was not available, prior research suggests that such a major shift in the source of registrations is likely to generate significant savings for the state in terms of paper and staff hours.<sup>45</sup>

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<sup>40</sup> In the voter list maintenance process, certain forms of voter activity count as contact, such as voting, updating one's registration, or signing a petition.

<sup>41</sup> See footnote 37.

<sup>42</sup> See footnote 37.

<sup>43</sup> This decline coincided with the COVID-19 public health emergency and subsequent DDS policy changes as well as the first AVR interface change.

<sup>44</sup> To ensure the fairest comparison possible, this analysis looks at the same length of time, in the same months, making up the same portion of the four-year election cycle from before AVR and after its launch. These two timeframes were January 2014 to August 2016 and January 2018 to August 2020.

<sup>45</sup> Pew Charitable Trusts, "Measuring Motor Voter"; Pew Charitable Trusts, "Upgrading Democracy: Improving America's Elections by Modernizing States' Voter Registration Systems"; Pew Charitable Trusts, "Online Voter Registration: Trends in development and implementation," May 13, 2015, <https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2015/05/online-voter-registration>.

Figure 7. DDS Registration Transactions, Jan 2014 - Aug 2016.

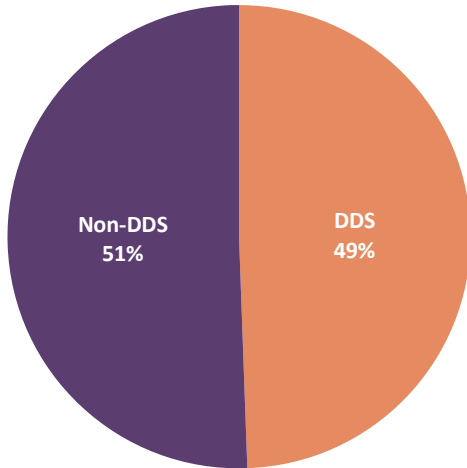
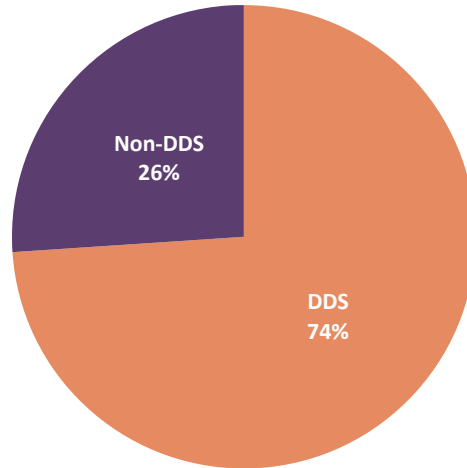


Figure 8. DDS Registration Transactions, Jan 2018 - Aug 2020.



## Information Quality

AVR also helps with voter list accuracy by providing a mechanism for people to update their voter registration records before they become outdated. For instance, when people who have moved update their address on their driver's license, they simultaneously update that information in their voter registration record unless they opt out of AVR. This helps ensure the voter rolls are current and correct, leading to greater administrative efficiencies, fewer headaches for voters, and increased confidence in election integrity.

Between AVR's implementation in 2016 and the end of 2019, there was a significant jump in two types of DDS registration transactions that capture updates to personal information in voter registration records, especially addresses. This is significant given that Americans, including Georgians, are a highly mobile population and frequent moves without address updates in registration records can drive up the number of voter records flagged as inactive.<sup>46</sup>

The first of these DDS registration transaction types involves an address update for a voter who moves from one residence to another within Georgia (known as "in-state mover").<sup>47</sup>

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<sup>46</sup> Election officials use the address on file to contact voters. Several steps in the voter list maintenance process require voters to respond to official election mail to prevent inactive status or registration cancellation. Accurate and up-to-date addresses facilitate this communication and result in fewer mailings returned as undeliverable. Conversely, inaccurate or outdated addresses may delay this communication process, resulting in more mail returned as undeliverable.

<sup>47</sup> An in-state mover is a voter who either moves (1) within the same county (known as an address change voter) or (2) to a different county (known as a transfer voter). Office of the Georgia Secretary of State, Email correspondence, October 15, 2019.

The second involves a correction or change to a voter's birthdate, Social Security number, driver's license number, or mailing address (known as "other change").<sup>48</sup>

Overall, the median monthly number of in-state move transactions grew from fewer than 32,000 before AVR to 70,607 in the years following its implementation. This increase was driven almost entirely by voters updating their address at DDS, where the increase in median monthly registration transactions accounted for 93% of the total increase throughout Georgia.

Similarly, the median monthly number of updates involving other types of changes grew by more than 23,000 transactions overall in the years following the implementation of AVR. Nearly all of the increase in these changes can be attributed to DDS, where the median monthly number of these registration transactions climbed by nearly 22,000—a more than 520% increase.

This increase in the number of registration transactions is likely partially responsible for the high percentage of voter registration records with a driver's license number or social security number, which in turn enables election officials to better verify voter transactions, such as mail ballots. As of the most recent summary data available, nearly 97% of all voter registration records in Georgia have both a driver's license number and a social security number, with nearly all of the remaining 3% having one or the other.<sup>49</sup>

## Patterns of Registration Transactions

Traditionally, registration transactions occurring through non-DDS sources, such as mail-in applications or the online voter registration portal, have spiked every two years in the months leading up to state and federal elections. DDS registration transactions, on the other hand, are tied to common events in people's lives (including moving to a new residence, turning 18 years old, or renewing an expiring driver's license) and thus occur more consistently throughout the year. In states without AVR, the significant spikes in voter registrations preceding each major election can easily become overwhelming, especially as most registrations use paper voter registration forms, which need processing right as election officials are most busy. The voter registration pattern seen in Georgia since the implementation of AVR is significantly more manageable for election officials. It minimizes the need for manual data entry in the months leading up to the election, resulting in not only lower administrative costs, but also fewer duplicate forms and data errors. This

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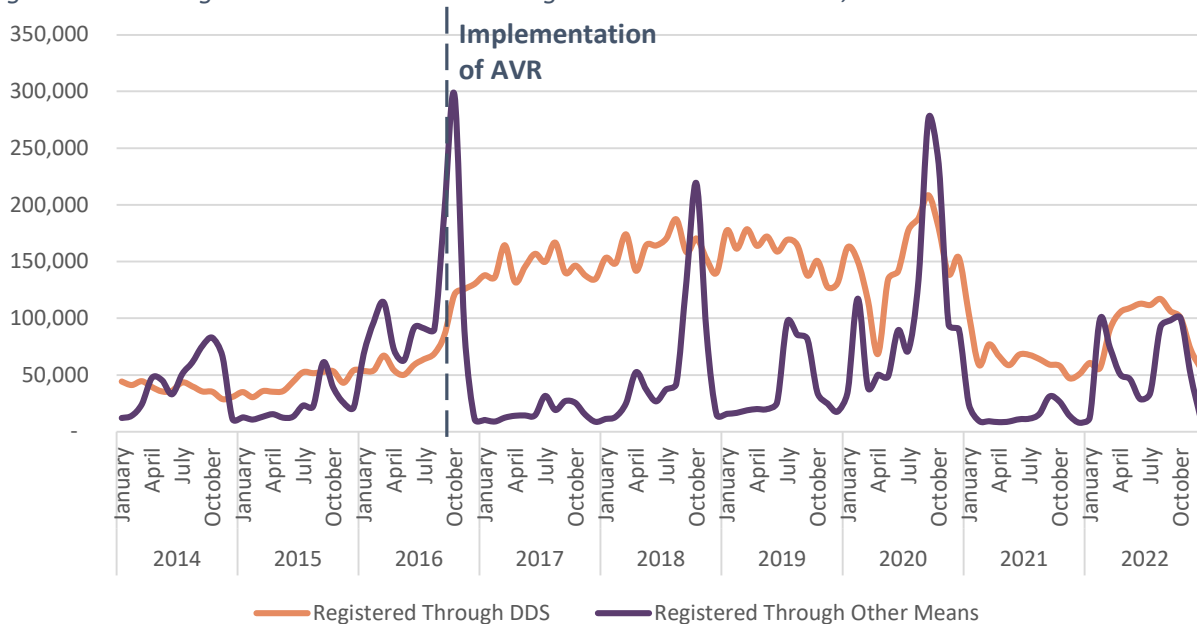
<sup>48</sup> "Other change" generally means a change or correction to a person's birthdate, Social Security number, driver's license number, or mailing address on an existing voter registration record. Office of the Georgia Secretary of State, Email correspondence, October 15, 2019; Office of the Georgia Secretary of State, Video conference, August 24, 2021.

<sup>49</sup> According to an analysis provided by the Office of the Georgia Secretary of State, as of January 31, 2023, 96.97% of all voter registration records have both a driver's license number and a social security number, 0.85% of all voter registration records have a driver's license number only, and 2.08% of all voter registration records have a social security number only. Office of the Georgia Secretary of State, Email correspondence, April 24, 2023.

increases the accuracy of each voter record, thereby maximizing the integrity and usability of the registration system as a whole.<sup>50</sup>

This pattern continued from AVR's implementation to the end of 2019 (Figure 9). During this period, not only did the number of DDS registration transactions rise considerably, but their relatively steady pace helped keep the voter list accurate by updating voter registration information in a timely manner throughout the year.

Figure 9. Voter Registration Transactions through DDS and Other Means, 2014-2022.



The sudden drop in DDS registration transactions in early 2020 aligned with the state's declaration of a Public Health State of Emergency for COVID-19 in March of that year.<sup>51</sup> Following the declaration, DDS services and requirements were curtailed by executive orders that, for example, suspended the requirement for residents who recently moved to the state to obtain a driver's license and the processing of those applications.<sup>52</sup> COVID-19 protocols also limited the number of people permitted to visit and wait for in-person services at DDS centers likely reducing contact with would-be customers—though this may have been mitigated to some extent by an increased use of online DDS services.<sup>53</sup> The

<sup>50</sup> Pew Charitable Trusts, "Upgrading Democracy: Improving America's Elections by Modernizing States' Voter Registration Systems"; Pew Charitable Trusts, "Online Voter Registration: Trends in development and implementation".

<sup>51</sup> Office of the Governor of the State of Georgia, "Executive Order 03.14.20.01," issued March 14, 2020, <https://gov.georgia.gov/document/2020-executive-order/03142001/download>.

<sup>52</sup> Office of the Governor, "EO 03.25.20.01." and "EO 04.23.20.02."

<sup>53</sup> Georgia Department of Revenue, "Motor Vehicle Customer Service - COVID-19 Guidelines," accessed January 31, 2023, <https://dor.georgia.gov/motor-vehicle-customer-service-covid-19-guidelines>; Walker County Messenger and Catoosa County News, "Driver Services says going online, DDS 2 GO are best options for licensing needs," June 18, 2020,

additional declines in DDS registration transactions in late 2020 and early 2021 also aligned with a spike in COVID-19 cases in the state as well as the first change to the AVR interface.<sup>54</sup> While there was an increase in DDS registration transactions in the months preceding the 2020 election, policy changes and COVID-19 caseloads likely contributed to the overall decline in DDS registration transactions in early 2020 and 2021. During this time, non-DDS registration transactions generally stayed in line with trends seen in previous years, with relative spikes in registration transactions in the months before the state primary and general elections.

The number of DDS registration transactions appeared to rebound somewhat in early 2022, coinciding with the final AVR interface change to an “opt-out” toggle switch. However, due to the shortened analysis period of the interface change, potential rebound effects and their impact on voter list accuracy may require more time to fully manifest.

## Conclusion

In the years since Georgia implemented AVR in September 2016, the state has seen a dramatic increase in the number of citizens who have registered to vote, and its voter list has become more accurate and representative of the state’s population in terms of age and gender. In 2022, 92% of eligible Georgians were registered with active status, and despite a recent uptick in the inactivity rate, it remains below the levels seen before AVR’s implementation.

Moreover, DDS has become a major piece of the state’s voter registration infrastructure, with registration transactions through DDS comprising a large majority of new registrations and AVR providing consistent, timely updates to existing registrations—most notably, voter address updates—throughout the year. This stands in stark contrast to other registration sources, which remain highly cyclical and closely related to peak moments in the election cycle.

These improved outcomes cannot be definitively attributed to AVR, as many factors not included in this analysis are able to affect voter registration and turnout, from candidates and current events to the weather. In addition, the coincidence of the COVID-19 pandemic and the associated policy changes in the most recent years of analysis make it difficult to fully analyze the impacts of the different AVR interfaces. However, the available evidence suggests that AVR has been a driving force in improving voter list accuracy and increasing the active voter registration rate to include nearly all eligible Georgians.

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[https://www.northwestgeorgianews.com/20atoosa\\_walker\\_news/driver-services-says-going-online-dds-2-go-are-best-options-for-licensing-needs/article\\_ce8db8b4-b1a2-11ea-b45f-b7e6f4ee8d52.html](https://www.northwestgeorgianews.com/20atoosa_walker_news/driver-services-says-going-online-dds-2-go-are-best-options-for-licensing-needs/article_ce8db8b4-b1a2-11ea-b45f-b7e6f4ee8d52.html).

<sup>54</sup> Department of Public Health, “COVID-19 Status Report.”

## Appendix 1: AVR Interfaces

The interface displayed to prospective voters varied somewhat over time. This appendix shares screenshots of those interfaces.<sup>55</sup>

### AVR Interface 1, September 2016 – January 2021.

The screenshot shows the top of a web page for the Georgia Department of Driver Services (DDS). The logo features a stylized car and the text "DDS GEORGIA DEPARTMENT OF DRIVER SERVICES". A "Log Out" button is in the top right. Below is a blue header for "License and ID Services" with subtext "License, Permit and ID Card Application" and "Step 3 of 4". The main heading is "Register to Vote". A paragraph states: "The location where the registration application was submitted and any failure to register will remain confidential and will be used for voter registration purposes only." Below this is a "NOTE" and an "OPT-OUT" checkbox.

### AVR Interface 2, January 2021 – March 2022.

The screenshot shows a "Licensing Services" header. A left sidebar lists menu items: "Review Information", "Introduction", "Current Information", "Address Information", "Current Address", "Shipping Address", "Application", and "Documents". The main content area is titled "Register to Vote" and contains the same confidentiality notice and note as Interface 1. It asks "Would you like to update your voter registration?" with "Yes" and "No" radio buttons.

### AVR Interface 3, March 2022 – Present.

The screenshot shows a "Form for License/ID/Permit" header. A left sidebar lists menu items: "Applicant Information", "Introduction", "Who are you?", "License / ID / Permit", "Update Information", and "Application Questions". The main content area is titled "Register to Vote" and contains the confidentiality notice and note. It features an "OPT-OUT" toggle switch.

<sup>55</sup> Mark Niesse, "Subtle change may have undermined Georgia automatic voter registration," The Atlanta Journal-Constitution, April 19, 2022, <https://www.ajc.com/politics/subtle-change-may-have-undermined-georgia-automatic-voter-registration/OMMTEIDWFZFBHGJ7FI63NW6HI/>; Mark Niesse (@markniesse), "How Georgia weakened automatic voter registration last year," Twitter, April 20, 2022, 8:51 A.M., <https://twitter.com/markniesse/status/1516761595065548801?t=wTBK2L0UR7ETngZSQcfiLw&s=19>.

## Appendix 2: Registration Sources & Transaction Types

The following table summarizes the sources of voter registrations and types of registration transactions included in data provided by the Office of the Georgia Secretary of State for this analysis.<sup>56</sup>

<i>Registration Sources</i>	<i>Transaction Types</i>
Department of Driver Services	New voter
Mail-In	Transfer voter*
Online Voter Registration	Name change
County	Address change voter*
Election Day	Status change
Confirmation	Name and address change
Division of Family & Children Services	Address and status change
Library	Name and status change
Department of Public Health	Name, address, and status change
High School/College	Other change
Provisional	No change
Department of Behavioral Health & Developmental Disabilities	
Military	
Federal Postcard Application	
Department of Community Health	

*\*\* Transfer voter\* and address change voter\* both indicate a voter who moved within Georgia and are combined in this analysis as "in-state mover."*

<sup>56</sup> Office of the Georgia Secretary of State, "Registration Application Statistics Reports, 2014-2022," Email correspondence, February 11, 2020, March 19, 2020, March 1, 2021, May 19, 2022, July 19, 2022, and January 9, 2023.



## Appendix 3: Active Registration Rates in Georgia by Year

The table below shows the number of active registrations and inactive records during each general election in Georgia by year, according to data provided by the state.<sup>57</sup> It also shows voting eligible population (VEP) estimates for Georgia by year, which are derived from the United States Election Project. We use the number of active registrations and VEP data to calculate the active registration rate.<sup>58</sup>

	<i>Active Registrations</i>	<i>Inactive Records</i>	<i>VEP Estimates</i>	<i>Active Registration Rate</i>
1998	3,910,740	281,967	5,326,337	73.4%
2000	3,856,676	791,534	5,639,668	68.4%
2002	3,758,718	967,365	5,731,983	65.6%
2004	4,248,802	703,153	5,878,186	72.3%
2006	4,407,118	724,914	6,115,331	72.1%
2008	5,184,912	570,838	6,281,872	82.5%
2010	5,033,307	762,229	6,464,845	77.9%
2012	5,353,013	713,948	6,606,607	81.0%
2014	5,168,664	867,827	6,725,041	76.9%
2016	5,443,046	1,194,893	6,959,963	78.2%
2018	6,428,581	507,235	7,303,056	88.0%
2020	7,233,601	405,297	7,364,716	98.2%
2022	6,955,386	858,474	7,539,404	92.3%

<sup>57</sup> Office of the Georgia Secretary of State, "Historical Voter Registration Statistics," accessed January 5, 2023, [https://web.archive.org/web/20210328004623/https://sos.ga.gov/admin/uploads/Voter\\_Registration\\_Statistics\\_03032021.pdf](https://web.archive.org/web/20210328004623/https://sos.ga.gov/admin/uploads/Voter_Registration_Statistics_03032021.pdf); Office of the Georgia Secretary of State, Email correspondence, March 21, 2023.

<sup>58</sup> McDonald, "Voter Turnout."

## Appendix 4: 2020 Active Registration Rates Across States

This table summarizes active registration rates for all 50 states. It uses the number of active voters as reported by states in the 2020 EAVS report published by the EAC and VEP estimates from the U.S. Election Project to calculate the active registration rate for each state in 2020.<sup>59</sup> States are arranged by their active registration rate, with nationwide figures included for comparison.<sup>60</sup> States categorized as having AVR are denoted with an asterisk.<sup>61</sup>

	<i>Active Registration Rate</i>	<i>Active Voters</i>	<i>VEP Estimates</i>
<i>Alaska*</i>	112.77%	595,647	528,180
<i>Maine*</i>	103.80%	1,135,008	1,093,470
<i>Kentucky</i>	100.00%	3,319,307	3,319,244
<i>New Hampshire</i>	100.00%	1,087,145	1,087,140
<i>Illinois*</i>	99.51%	9,103,542	9,148,531
<i>District of Columbia*</i>	98.34%	517,890	526,607
<i>Delaware*</i>	97.97%	711,287	725,994
<b><i>Georgia*</i></b> <sup>62</sup>	<b>97.69%</b>	<b>7,194,889</b>	<b>7,364,716</b>
<i>Michigan*</i>	95.01%	7,209,300	7,587,900
<i>Maryland*</i>	94.39%	4,142,347	4,388,734
<i>Florida</i>	94.24%	14,517,002	15,404,801
<i>Oregon*</i>	92.98%	2,944,588	3,166,794
<i>Virginia*</i>	92.72%	5,763,187	6,215,576
<i>South Carolina</i>	91.99%	3,535,061	3,842,990
<i>New Jersey*</i>	91.53%	5,896,836	6,442,755
<i>Alabama</i>	91.42%	3,438,213	3,761,001
<i>Ohio</i>	90.60%	8,073,829	8,911,864
<i>Washington*</i>	90.51%	4,892,871	5,405,804
<i>Minnesota</i>	90.37%	3,731,016	4,128,534

<sup>59</sup> EAC, “2020 EAVS Report”; McDonald, “Voter Turnout.”

<sup>60</sup> Note, the calculated active registration rates in some states are higher than 100%. This is likely due to error inherent in calculating values using estimates from different data sets. Data from different sources is collected at different times and may reflect different points in a state’s list maintenance schedule. Other factors may also vary between different data sets and across different states. For more information on EAVS data collection, see U.S. Election Assistance Commission, “Election Administration and Voting Survey 2020 Comprehensive Report,” August 16, 2021, pg. 212, [https://www.eac.gov/sites/default/files/document\\_library/files/2020\\_EAVS\\_Report\\_Final\\_508c.pdf](https://www.eac.gov/sites/default/files/document_library/files/2020_EAVS_Report_Final_508c.pdf). For more information on construction of VEP estimates, see Michael P. McDonald, “Overview of how the voting-eligible population (VEP) is constructed,” United States Election Project, accessed January 27, 2023, <https://www.electproject.org/election-data/faq/sold>.

<sup>61</sup> NCSL, “Automatic Voter Registration.”

<sup>62</sup> Note, the number of active voters reported for Georgia here differs slightly from that reported in Appendix 3. This is because this table uses data from the 2020 EAVS Report to facilitate comparison across states, while Appendix 3 relies on data provided for the 2020 general election by the Office of the Georgia Secretary of State. Since the number of active voters varies over time and data collection for the 2020 EAVS Report was open from November 2020 until July 2021, this discrepancy is unsurprising.

	<i>Active Registration Rate</i>	<i>Active Voters</i>	<i>VEP Estimates</i>
<i>Mississippi</i>	90.33%	1,982,632	2,194,780
<i>South Dakota</i>	89.86%	578,683	643,963
<i>Iowa</i>	89.80%	2,094,770	2,332,831
<i>Colorado*</i>	89.57%	3,803,762	4,246,895
<i>Rhode Island*</i>	88.84%	735,195	827,594
<i>Connecticut*</i>	88.74%	2,335,860	2,632,351
<i>Louisiana</i>	87.72%	2,963,901	3,378,891
<b><i>U.S. Nationwide</i></b>	<b>87.29%</b>	<b>209,441,338</b>	<b>239,924,038</b>
<i>Wisconsin</i>	87.23%	3,834,164	4,395,551
<i>New York*</i>	86.92%	12,362,997	14,223,694
<i>North Carolina</i>	86.72%	6,607,121	7,619,132
<i>Missouri</i>	86.43%	3,963,980	4,586,423
<i>Nevada*</i>	86.24%	1,835,401	2,128,186
<i>Vermont*</i>	85.86%	440,920	513,506
<i>Arizona</i>	85.78%	4,275,729	4,984,557
<i>Massachusetts*</i>	85.41%	4,400,254	5,151,671
<i>Kansas</i>	84.27%	1,764,949	2,094,282
<i>California*</i>	84.09%	21,795,538	25,917,882
<i>Nebraska</i>	84.04%	1,168,708	1,390,687
<i>Indiana</i>	83.65%	4,170,353	4,985,618
<i>Pennsylvania</i>	83.41%	8,280,348	9,927,102
<i>New Mexico*</i>	82.56%	1,255,669	1,520,916
<i>Tennessee</i>	82.38%	4,226,928	5,131,238
<i>Texas</i>	81.88%	15,279,870	18,660,177
<i>Montana</i>	80.40%	675,971	840,801
<i>Idaho</i>	79.28%	1,029,763	1,298,949
<i>Utah</i>	78.23%	1,713,297	2,190,033
<i>West Virginia*</i>	75.78%	1,062,685	1,402,385
<i>Hawaii*</i>	73.00%	759,971	1,041,039
<i>Oklahoma</i>	71.46%	2,021,846	2,829,329
<i>Wyoming</i>	71.10%	303,049	426,246
<i>Arkansas</i>	64.98%	1,408,061	2,166,787
<i>North Dakota</i>	N/A; Voter registration not required		574,506