

3281

2009-2010 Regular Sessions

I N A S S E M B L Y

January 23, 2009

Introduced by M. of A. KAVANAGH -- read once and referred to the Committee on Election Law

AN ACT to amend the election law, in relation to establishing an instant runoff voting method for certain local elections and providing for the repeal of certain provisions upon expiration thereof

THE PEOPLE OF THE STATE OF NEW YORK, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

1 Section 1. Legislative findings. The current system of voting often
2 results in the election of a candidate that does not have the majority
3 support of the electorate when there are three or more candidates
4 running for an elective office. Further, where there are three or more
5 candidates for an elective office, voters often will not vote for their
6 preferred candidate to avoid "wasting" their vote on a "spoiler" candi-
7 date. Rather, they will vote against a candidate they dislike, by voting
8 for a leading candidate that they perceive as the lesser of two evils.
9 The result of the current system in multi-candidate races can be the
10 election of candidates that lack majority support.

11 The instant runoff voting method provides for the majority election
12 for elective offices. Instant runoff voting gives voters the option to
13 rank candidates according to the order of their choice. If no candidate
14 obtains a majority of first-choice votes, then the candidate receiving
15 the fewest first-choice votes is eliminated. Each vote cast for the
16 eliminated candidate shall be transferred to the candidate who was the
17 voter's next choice on the ballot. The process is continued until a
18 candidate receives a majority of votes.

19 There are several potential benefits to the instant runoff voting
20 method. First, voters are free to mark their ballot for the candidate
21 they truly prefer without fear that their choice will help elect their
22 least preferred candidate. Second, it insures that the elected candidate
23 has true majority support. In addition, the instant runoff voting method
24 will (1) promote higher voter turnout, and (2) encourage positive

EXPLANATION--Matter in ITALICS (underscored) is new; matter in brackets
[] is old law to be omitted.

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1 campaigning, since candidates will seek second-choice and third-choice
2 votes from voters and will therefore be less likely to attack other
3 candidates and alienate voters that support other candidates as their
4 first choice. In situations where runoffs are already required, it will
5 eliminate the need for a second runoff election, with its increased
6 costs and lower voter turnout.

7 The instant runoff voting method has been the subject of increasing
8 interest across the nation. It has already been adopted by local refer-
9 enda in California, Vermont, and Massachusetts. It is under consider-
10 ation in many other states.

11 It is the purpose of this act to permit the use of the instant runoff
12 voting method on a trial basis in certain local elections at the option
13 of local governments in the years 2009, 2010 and 2011. This pilot
14 program would permit the state legislature to evaluate the broader
15 application of the instant runoff voting method to elections in New York
16 state.

17 S 2. The election law is amended by adding a new article 18 to read as
18 follows:

19 ARTICLE 18
20 INSTANT RUNOFF VOTING METHOD

21 SECTION 18-100. DEFINITIONS.

22 18-102. INSTANT RUNOFF VOTING METHOD AUTHORIZED IN CERTAIN
23 CASES.

24 18-104. INSTANT RUNOFF VOTING METHOD; BALLOTS.

25 18-106. INSTANT RUNOFF VOTING METHOD; PROCEDURES.

26 18-108. VOTER EDUCATION.

27 18-110. CONSTRUCTION.

28 S 18-100. DEFINITIONS. 1. "INSTANT RUNOFF VOTING METHOD" SHALL MEAN A
29 METHOD OF CASTING AND TABULATING VOTES THAT SIMULATES THE BALLOT COUNTS
30 THAT WOULD OCCUR IF ALL VOTERS PARTICIPATED IN A SERIES OF RUNOFF
31 ELECTIONS, WHEREBY THE VOTERS RANK CANDIDATES ACCORDING TO THE ORDER OF
32 THEIR CHOICE AND, IF NO CANDIDATE HAS RECEIVED A MAJORITY OF VOTES CAST,
33 THEN THE CANDIDATE WITH THE FEWEST FIRST CHOICE VOTES IS ELIMINATED AND
34 THE REMAINING CANDIDATES ADVANCE TO ANOTHER COUNTING ROUND. IN EVERY
35 ROUND, EACH BALLOT IS COUNTED AS ONE VOTE FOR THE HIGHEST RANKED ADVANC-
36 ING CANDIDATE.

37 2. "LOCAL GOVERNMENT" SHALL MEAN A COUNTY, CITY, TOWN, VILLAGE, OR
38 SCHOOL DISTRICT.

39 S 18-102. INSTANT RUNOFF VOTING METHOD AUTHORIZED IN CERTAIN CASES. 1.
40 FOR ELECTIONS TO BE HELD IN THE YEARS TWO THOUSAND NINE, TWO THOUSAND
41 TEN, AND TWO THOUSAND ELEVEN, LOCAL GOVERNMENTS ARE HEREBY AUTHORIZED TO
42 CONDUCT ELECTIONS UTILIZING THE INSTANT RUNOFF VOTING METHOD FOR THE
43 FOLLOWING ELECTIONS: (A) MEMBER OF THE BOARD OF EDUCATION IN THE CASE OF
44 A SCHOOL DISTRICT, (B) COUNTY EXECUTIVE AND COUNTY LEGISLATOR IN THE
45 CASE OF A COUNTY, (C) MAYOR AND MEMBER OF CITY COUNCIL IN THE CASE OF A
46 CITY, (D) TOWN SUPERVISOR AND MEMBER OF TOWN COUNCIL IN THE CASE OF A
47 TOWN, AND (E) MAYOR AND VILLAGE TRUSTEE IN THE CASE OF A VILLAGE.
48 "ELECTION" SHALL INCLUDE THE GENERAL ELECTION AND PRIMARY, WHERE APPLI-
49 CABLE.

50 2. IN ORDER TO IMPLEMENT THE INSTANT RUNOFF VOTING METHOD AS PROVIDED
51 IN SUBDIVISION ONE OF THIS SECTION, THE GOVERNING BODY OF THE LOCAL
52 GOVERNMENT SHALL ADOPT A RESOLUTION IMPLEMENTING THE INSTANT RUNOFF
53 METHOD AS AUTHORIZED BY THIS TITLE. SUCH RESOLUTION SHALL BE SUBJECT TO
54 A PERMISSIVE REFERENDUM.

1 3. SUCH RESOLUTION SHALL BE ADOPTED BY THE GOVERNING BOARD OF THE
2 LOCAL GOVERNMENT AT LEAST ONE HUNDRED EIGHTY DAYS BEFORE THE ELECTION
3 FOR WHICH INSTANT RUNOFF VOTING WILL BE UTILIZED.

4 4. THE PROVISIONS OF SECTIONS 18-104, 18-106, 18-108 AND 18-110 OF
5 THIS ARTICLE SHALL APPLY ONLY WHEN THREE OR MORE CANDIDATES HAVE BEEN
6 NOMINATED OR DESIGNATED FOR AN OFFICE ENUMERATED IN SUBDIVISION ONE OF
7 THIS SECTION, AND THE GOVERNING BODY OF THE LOCAL GOVERNMENT HAS ENACTED
8 A RESOLUTION IMPLEMENTING THE INSTANT RUNOFF VOTING METHOD.

9 S 18-104. INSTANT RUNOFF VOTING METHOD; BALLOTS. 1. FOR OFFICES
10 SUBJECT TO THE INSTANT RUNOFF VOTING METHOD, THE BALLOT SHALL BE SIMPLE
11 AND EASY TO UNDERSTAND AND ALLOW A VOTER TO RANK CANDIDATES FOR AN
12 OFFICE IN ORDER OF CHOICE. A VOTER MAY INCLUDE NO MORE THAN ONE WRITE-IN
13 CANDIDATE AMONG THAT VOTER'S RANKED CHOICES FOR EACH OFFICE. IF FEASI-
14 BLE, BALLOTS SHALL BE DESIGNED SO THAT A VOTER MAY MARK THAT VOTER'S
15 FIRST CHOICES IN THE SAME MANNER AS THAT FOR OFFICES NOT ELECTED BY THE
16 INSTANT RUNOFF VOTING METHOD.

17 2. INSTRUCTIONS ON THE BALLOT SHALL CONFORM SUBSTANTIALLY TO THE
18 FOLLOWING SPECIFICATIONS, ALTHOUGH SUBJECT TO MODIFICATION, BASED ON
19 BALLOT DESIGN AND VOTING MACHINE:

20 "VOTE FOR CANDIDATES BY INDICATING YOUR FIRST-CHOICE CANDIDATES IN
21 ORDER OF PREFERENCE. INDICATE YOUR FIRST CHOICE BY MARKING THE NUMBER
22 "1" BESIDE A CANDIDATE'S NAME, YOUR SECOND CHOICE BY MARKING THE NUMBER
23 "2" BESIDE A CANDIDATE'S NAME, YOUR THIRD CHOICE BY MARKING THE NUMBER
24 "3" BESIDE A CANDIDATE'S NAME AND SO ON, FOR AS MANY CHOICES AS YOU
25 WISH. YOU MAY CHOOSE TO RANK ONLY ONE CANDIDATE, BUT RANKING ADDITIONAL
26 CANDIDATES WILL NOT HURT THE CHANCES OF YOUR FIRST-CHOICE CANDIDATE. DO
27 NOT MARK THE SAME NUMBER BESIDE MORE THAN ONE CANDIDATE. DO NOT SKIP
28 NUMBERS."

29 3. A SAMPLE BALLOT FOR AN OFFICE SUBJECT TO THE INSTANT RUNOFF VOTING
30 METHOD SHALL ILLUSTRATE THE VOTING PROCEDURE FOR THE INSTANT RUNOFF
31 VOTING METHOD. SUCH A SAMPLE BALLOT SHALL BE INCLUDED WITH EACH ABSENTEE
32 BALLOT.

33 4. THE APPROPRIATE ELECTION OFFICIAL FOR A LOCAL GOVERNMENT WHERE THE
34 INSTANT RUNOFF VOTING METHOD HAS BEEN AUTHORIZED BY SAID LOCAL GOVERN-
35 MENT SHALL INSURE THAT THE NECESSARY VOTING SYSTEM, VOTE TABULATION
36 SYSTEM, OR OTHER SIMILAR OR RELATED EQUIPMENT SHALL BE AVAILABLE TO
37 ACCOMMODATE THE INSTANT RUNOFF VOTING METHOD.

38 S 18-106. INSTANT RUNOFF VOTING METHOD; PROCEDURES. THE FOLLOWING
39 PROCEDURES SHALL APPLY IN DETERMINING THE WINNER IN AN ELECTION FOR AN
40 OFFICE SUBJECT TO THE INSTANT RUNOFF VOTING METHOD:

41 1. THE FIRST CHOICE MARKED ON EACH BALLOT SHALL BE COUNTED INITIALLY
42 BY ELECTION OFFICIALS. IF ONE CANDIDATE RECEIVES A MAJORITY OF THE VOTES
43 CAST, EXCLUDING BLANK AND VOID BALLOTS, THAT CANDIDATE SHALL BE DECLARED
44 ELECTED.

45 2. IF NO CANDIDATE RECEIVES A MAJORITY OF FIRST-CHOICE VOTES CAST AT
46 THE END OF THE INITIAL COUNT, THE CANDIDATE RECEIVING THE FEWEST FIRST-
47 CHOICE VOTES SHALL BE ELIMINATED. EACH VOTE CAST FOR THE ELIMINATED
48 CANDIDATE SHALL BE TRANSFERRED TO THE CANDIDATE WHO WAS THE VOTER'S NEXT
49 CHOICE ON THE BALLOT.

50 3. CANDIDATES WITH THE FEWEST VOTES SHALL CONTINUE TO BE ELIMINATED,
51 WITH THE VOTES FOR SUCH CANDIDATES TRANSFERRED TO THE CANDIDATE WHO WAS
52 EACH VOTER'S NEXT CHOICE ON THE BALLOT UNTIL A CANDIDATE RECEIVES A
53 MAJORITY OF THE VOTES CAST, EXCLUDING BLANK AND VOID BALLOTS. WHEN A
54 CANDIDATE RECEIVES A MAJORITY OF THE VOTES CAST, THAT CANDIDATE SHALL BE
55 DECLARED ELECTED.

1 4. IF A BALLOT HAS NO MORE AVAILABLE CHOICES RANKED ON IT, THAT BALLOT
2 SHALL BE DECLARED EXHAUSTED. WHERE A BALLOT SKIPS ONE OR MORE NUMBERS,
3 THAT BALLOT SHALL BE DECLARED EXHAUSTED WHEN THE SKIPPING OF NUMBERS IS
4 REACHED. A BALLOT WITH THE SAME NUMBER FOR TWO OR MORE CANDIDATES SHALL
5 BE DECLARED EXHAUSTED WHEN THESE DOUBLE NUMBERS ARE REACHED.

6 5. IN THE CASE OF A TIE BETWEEN CANDIDATES FOR LAST PLACE, AND THUS
7 ELIMINATION, OCCURRING AT ANY STAGE IN THE TABULATION, THE TIE SHALL BE
8 RESOLVED SO AS TO ELIMINATE THE CANDIDATE WHO RECEIVED THE LEAST NUMBER
9 OF VOTES AT THE PREVIOUS STAGE OF TABULATION. IN THE CASE OF A TIE TO
10 WHICH A PREVIOUS STAGE DOES NOT APPLY, OR SUCH PREVIOUS STAGE WAS ALSO A
11 TIE, THE TIE SHALL BE RESOLVED BY DRAWING LOTS. HOWEVER, IF THE TIE
12 OCCURS WHEN THERE ARE ONLY TWO CANDIDATES REMAINING, THE TIE SHALL BE
13 RESOLVED IN ACCORDANCE WITH THE PROVISIONS OF THIS CHAPTER.

14 S 18-108. VOTER EDUCATION. WHERE A LOCAL GOVERNMENT SHALL PASS A
15 RESOLUTION AUTHORIZING THE INSTANT RUNOFF VOTING METHOD, THE GOVERNING
16 BODY SHALL CONDUCT A VOTER EDUCATION CAMPAIGN ON THE INSTANT RUNOFF
17 VOTING SYSTEM TO FAMILIARIZE VOTERS WITH THE BALLOT DESIGN, METHOD OF
18 VOTING, AND ADVANTAGES OF DETERMINING A MAJORITY WINNER IN A SINGLE
19 ELECTION. THE GOVERNING BODY SHALL USE PUBLIC SERVICE ANNOUNCEMENTS, AS
20 WELL AS SEEK OTHER MEDIA COOPERATION TO THE MAXIMUM EXTENT PRACTICABLE.

21 S 18-110. CONSTRUCTION. ALL ELECTIONS HELD BY THE INSTANT RUNOFF
22 VOTING METHOD PURSUANT TO THIS TITLE SHALL BE SUBJECT TO ALL THE OTHER
23 PROVISIONS OF THIS CHAPTER AND ALL OTHER APPLICABLE LAWS RELATING TO
24 ELECTIONS, SO FAR AS IS APPLICABLE AND NOT INCONSISTENT WITH THIS CHAP-
25 TER.

26 S 3. Severability. If any provision of this act or the application
27 thereof shall for any reason be adjudged by any court of competent
28 jurisdiction to be invalid, such judgment shall not affect, impair, or
29 invalidate the remainder of this act, but shall be confined in its oper-
30 ation to the provision thereof directly involved in the controversy in
31 which such judgment shall have been rendered.

32 S 4. This act shall take effect immediately, and shall expire December
33 31, 2012 when upon such date the provisions of this act shall be deemed
34 repealed.