



**Annual Convention Workbook May 2, 3, 2026**



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## Meeting Specifics

Saturday, May 2, 12 noon – 5 p.m. through Sunday, May 3, 8:00 a.m. – 12 noon

The Eppson Center for Seniors  
1560 N 3rd St, Laramie, WY 82072

**ZOOM LINK:** <https://us02web.zoom.us/j/2345701385?omn=88476008561>

## President's Welcome

Welcome to the 2026 State Convention of the League of Women Voters of Wyoming!

We are thrilled that you have chosen to participate in these two days, where we will be making important decisions for the 2026/2027 period.

It has been my pleasure to serve as President for the past year. Thanks to the dedication of our board, committees, and volunteers, LWV Wyoming has grown and gained increasing respect throughout the state, which I hope brings you a sense of pride and appreciation.

While we are a small group of volunteers, we remain committed to the League of Women Voters' core values and goals: ***Empowering Voters and Defending Democracy***. Despite challenges, such as GOP efforts to undermine us, our commitment remains unwavering, and our work is more vital than ever.

Recognizing these challenges empowers our members to feel emboldened and inspires them even more to actively contribute new ideas and strategies that will strengthen informed decision-making at the polls.

Over the next two days of the convention, we will discuss the 2026 elections and share ideas to support communities through education and resources. We will discuss developing stronger collaboration among local leagues to maximize impact and participation.

When I think about all that must be done, I am overwhelmed at first. But with our collective knowledge and expertise, we will get the work done as we have always done.

So, like Bette Davis said in "All About Eve", hold on, it's going to be a bumpy ride! We can, and we will.

With sincere gratitude,

In League

Linda Barton

April 26, 2026

## First Plenary Session Agenda

**Saturday, May 2 2026, 12:00 pm (noon), working lunch provided**

**ZOOM LINK:** <https://us02web.zoom.us/j/2345701385?omn=88476008561>

### CALL TO ORDER

- Welcome, Introductions, & Convention-related Announcements
- (Silent Auction, Voter Ed/other materials for local leagues)
- Linda B, President - Appoint a Secretary for the Convention
- Appoint Parliamentarian – Jamie Egolf has volunteered
- Explanation of parliamentary procedures – Parliamentarian (Jamie E. has volunteered)
- Delegate Roll Call:

League	Members On Roster 1/31/26	# of Delegates	Delegates
Campbell County	16	2	
Casper	11	2	
Cheyenne	27	3	Roz Schlitske, Karen Meister-Emerich, Deanna Davis

Fremont County	46	5	Carol Chidsey
Laramie	45	5	Sally Rafter, Sid Walter, Ollie Walter, Geri Winkel
MALs	18	3	Cindy Budge
State Board, including local league presidents			Nancy Lockwood, Dee Buckstaff, Katie Morgan, Michelle Escudero, Margaret Brown, Jamie Egolf, Lynne Ipina, Linda Barton, Sue Knesel, Liz Victor, Betsy O'Neil, Gail Symons, Susan Dong, Becky Cash, Kari Eakins (off board roles - Marguerite Herman

- Declaration of a quorum:
  - Declaration of a quorum: A quorum consists of a majority of the delegates present at the Convention
  - Voting – number of votes needed to pass motions
  - Motions other than Resolutions and Bylaw amendments - majority of the number of registered delegates present for voting
  - Motions on Resolutions – 3/5 or registered delegates present for voting
  - Motions other than Resolutions and Bylaw amendments - majority of the number of registered delegates present for voting
  - Motions on Resolutions – 3/5 or registered delegates present for voting  
Motion to adopt the agenda as presented or amended, if amended:
  - Motion to adopt consent agenda as follows (items can be pulled and moved to the regular agenda for further discussion):
- Adopt the 2026 convention rules, including motion, amendment to motion, and amendment to an amendment forms
  - Adopt 2026 parliamentary procedures
  - Authorize the State Board to approve the 2025 state convention minutes when received
  - Accept local league, committee, and other reports that are not on the regular agenda
    - Campbell County League
    - Casper County League
    - Cheyenne League
    - Fremont County League
    - Laramie League
    - Members-At-Large
- Treasurer's Report – Kate M.
  - Report of FY25 Audit Committee (Jo-Carol Ropp, Cindy Elrod)
  - Current Financial Report
  - Proposed 2026-27 Budget Explanation and Presentation
- State Board Nominations Committee Report – Executive Committee
  - State Board Officer and Director positions to be filled (officers and directors serve 2-year terms with terms beginning at the conclusion of the State Convention; Two Directors are elected at each annual state convention)
    - Vice President- currently held by Dee Buckstaff

- Treasurer- currently held by Katie Morgan
- Directors – one vacancy (we can have up to four Directors, two elected at each convention; one director’s term is ending, and one unfilled position that expires in 2026)
  - Director, currently held by Michelle Escudero
- State of Nominees for elected positions
  - Vice President- Dee Buckstaff
  - Treasurer- Cindy Budge
  - Directors – Michelle Escudero
- Nominations from the floor for all elected position vacancies
  - Nominees accept or decline nomination

\*\*\*Persons interested or willing to be appointed Directors, up to 4 positions; all are 1-year terms appointed by the State Board at the first meeting following the State Convention.

The following directors are up for re-appointment:

- Susan Dong
- Jamie Egolf
- Sue Knesel
- Gail Symons
  
- The President appoints an Election Committee
  - create ballots, if needed
  - Manage the election at the second Plenary session
- Reports not on the consent agenda
  - Legislative committee –Dee Buckstaff, Committee lead & Marguerite Herman, Lobbyist
  - Voter Services - Kari Eakins and Katie Morgan
  - Home Rule Study committee status – Jamie Egolf, Committee lead
  - Fundraising report – Margaret Brown, Dee Buckstaff
  - Membership – Katie Morgan
  - Technology – Tech Team
    - Email and web hosting project update
    - New website design

**Break (~2:30 – 2:40)**

**Reconvene 2:40 pm**

- Directions to the Board – local leagues
- Resolutions to the Board – local leagues

**New Business**

- Discussion of Open Primaries - renew our position
- Discuss reimbursement for officers’ conventions, travel, including lodging, per diem, and mileage.
- Discuss the addition of strategic text messaging (SMS) in the election season
  - No contract, pay-as-you-go.
- Board configuration discussion and review

**Adjourn First Plenary Session (~5:00 p.m.)**

- **6:00 pm** - Tour of the Wyoming Women’s History House, 317 S. 2nd St,

- **6:30 pm** - Dinner and Guest Speaker - Altitude Chophouse & Restaurant, 320 S. 2nd St. (Buffet with Sides, vegetarian option available)
- **Guest Speaker** - Christina Kuzmych, General Manager, Wyoming Public Media

**Second Plenary Session will convene promptly at 8:00 am Sunday May 3, 2026 (same location). The agenda for the Second Plenary Session follows.**

## Second Plenary Session Agenda

**Sunday, May 3, 2026, 8:00 am**

**The Eppson Center for Seniors  
1560 N 3rd St, Laramie, WY 82072**

**ZOOM LINK:** <https://us02web.zoom.us/j/2345701385?omn=88476008561>

### Call to Order

- Welcome, Introductions, Convention-related announcements – Linda Barton
- Delegate roll call – Secretary pro tem

League	Members On Roster 1/31/26	#delegates	Delegates
Campbell County	16	2	
Casper	11	2	
Cheyenne	27	4	Roz Schlitske, Karen Meister-Emerich, Deanna Davis
Fremont County	46	5	Carol Chidsey
Laramie	45	5	Sally Rafter, Sid Walter, Ollie Walter, Geri Winkel
MALs	18	3	Cindy Budge
State Board, including local league presidents	14	14	Nancy Lockwood, Dee Buckstaff, Katie Morgan, Michelle Escudero, Margaret Brown, Jamie Egolf, Lynne Ipina, Linda Barton, Karin Ebertz, Betsy O’Neil, Becky Cash

- Motion to adopt the 2027 Budget
- Motion to Elect State Board Officers and Directors (further nominations from the floor are acceptable)
- Motions to approve Resolutions to the board – to pass, need 3/5 majority of the delegates present and voting (per 2025 convention rules)
- Accept Directions to the board – by consensus, no vote necessary (per 2025 convention rules)
- LWVUS Convention - The board appointed state leader delegates

- Linda Barton
- Dee Buckstaff
- Parliamentarian Report
- **Convention Evaluation Survey** – please complete before leaving (or email to [deebuckstaff@gmail.com](mailto:deebuckstaff@gmail.com) or **mail to:**
- Dee Buckstaff, PO Box 2248, Jackson, WY 83001
- Install officers by declaration- Linda Barton
- Announcements –
- Making Democracy Work award nominations due Dec. 2026 – application form is in the Convention Book
- National Voter Registration Day is September 15, 2026 <https://nationalvoterregistrationday.org>
- Silent Auction winners - Katie Morgan
- Suggestions for places to eat lunch
- Other Announcements
- **Adjourn Second Plenary Session – (~Noon)**

### Current Board Members

OFFICE/TERM	NAME	Email Board@wyominglwv.org reaches all
President, 2025- 2027	Linda Barton**	
Vice President, 2022-2026	Dee Buckstaff**	<a href="mailto:deebuckstaff@gmail.com">deebuckstaff@gmail.com</a>
Secretary, 2025- 2027	Becky Cash	<a href="mailto:bcash109@icloud.com">bcash109@icloud.com</a>
Treasurer, 2018-2026	Katie Morgan**	<a href="mailto:pksmorgan@msn.com">pksmorgan@msn.com</a>
Elected Director, 2023-25	Margaret Brown	<a href="mailto:MargaretBrown232@outlook.com">MargaretBrown232@outlook.com</a>
Elected Director, 2022-26	Michelle Escudero**	<a href="mailto:michellelescudero@gmail.com">michellelescudero@gmail.com</a>
Appointed Director, 2023-25	Jamie Egolf	<a href="mailto:jamieegolf@qwestoffice.net">jamieegolf@qwestoffice.net</a>
Appointed Director, 2025- 2027	Susan Dong	<a href="mailto:Susandong51@gmail.com">Susandong51@gmail.com</a>
Campbell President	Liz Victor	<a href="mailto:liz.victor@williams.com">liz.victor@williams.com</a>
Casper President	Betsy O’Neill	
Cheyenne Chair	Kari Eakins	<a href="mailto:eakins.kari@gmail.com">eakins.kari@gmail.com</a>
Fremont County Chair	Linda Barton	<a href="mailto:info@leagueofwomenvotersfc.org">info@leagueofwomenvotersfc.org</a>
Laramie President	Lynne Ipiña	<a href="mailto:lynne.ipina@gmail.com">lynne.ipina@gmail.com</a> ; <a href="mailto:Ipiña@uwyo.edu">Ipiña@uwyo.edu</a>

## Proposed State Convention Rules 2026

1. ADMISSIONS – Admissions to the convention shall be limited to Members of the League of Women Voters of Wyoming and guests.
2. VOTING MEMBERS– The voting body of the convention shall be composed of:  
Authorized delegates from local leagues  
Members of the Board of Directors of LWVWY  
Authorized delegates from provisional leagues and members-at-large.
3. NON-VOTING MEMBERS- are guests of the League of Women Voters of Wyoming members and are encouraged to caucus between plenary sessions and may have the privilege of the floor.
4. DEBATE – When addressing the presiding officer to gain the floor, each person shall first state clearly their name and the name of their local league, or their membership status as a Member-At-Large (MAL). This will enable the secretary to keep a complete and accurate record of the convention.  
When speaking from the floor to a motion, the speaker will announce whether the arguments are pro or con.
5. MOTIONS, AMENDMENTS, AND RESOLUTIONS – Only voting members of the convention may introduce motions, amendments, second motions, or resolutions, or vote. All resolutions and motions shall be in writing and signed by the mover and shall be given to the secretary immediately after presentation.
6. RESOLUTIONS – Resolutions that seek the expression of the will of the convention, except for the complementary resolutions, may be entertained for consideration at the first plenary session. Resolutions must receive a three-fifths (3/5) majority of the delegates present and voting.
7. PROGRAM DIRECTIONS – Delegates presenting Program Directions for member consideration shall also provide them in writing to the Secretary of the convention. Program Directions are approved by the delegates but do not require a motion and a vote of the delegates.

### Motion Form



Date: \_\_\_\_\_

Motion Wording: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Motion Made By: \_\_\_\_\_

Seconded By: \_\_\_\_\_

Result: Yay \_\_\_\_\_ . Nay \_\_\_\_\_

Carried. Defeated. Tabled. Withdrawn.

Signed: \_\_\_\_\_

PLEASE NOTE THERE WILL BE PAPER COPIES AT THE CONVENTION

## Amendment Form



Amended Motion Made By: \_\_\_\_\_

Seconded By: \_\_\_\_\_

Amendment Wording: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Amendment Accepted by original Member? Yes No

Result: Yay \_\_\_\_\_ . Nay \_\_\_\_\_

Carried. Defeated. Tabled. Withdrawn.

PLEASE NOTE THERE WILL BE PAPER COPIES AT THE CONVENTION

### Proposed Parliamentary Procedures

These rules are contained in Robert's Rules of Order Newly Revised guide the League of Women Voters of Wyoming (LWVWY Bylaws)

The purpose of parliamentary procedure is to facilitate the action of a decision-making body. It is a logical way of proceeding to ensure the full realization of the democratic process: i.e., the maximum opportunity for participation, that the will of the majority be carried out, and the minority rights be preserved. Used correctly, it is the quickest, most logical, and efficient way of conducting business. Parliamentary procedure rules are used so that good order and reasonable decorum are maintained, and the business of the meeting goes forward. At times, the technical rules of parliamentary procedure may be relaxed as long as the meeting accomplishes its purpose, and the rights of absentees and minorities are protected. Small meetings are conducted less formally than large meetings and conventions. The presiding officer of the meeting is responsible for the appropriate use of these rules and may consult with the appointed Parliamentarian for the meeting.

#### MOTIONS:

Business is conducted by acting on Main Motions. A Main Motion must be made and seconded before discussion on the action takes place. Preferably, motions should be submitted in writing and provided to the Secretary, particularly long and involved motions.

#### AMENDMENTS to a Main Motion:

Main Motions may be amended in the following ways:

1. By adding or inserting words
2. By striking out words
3. By striking out and inserting or by substituting

An amendment must be germane to the question pending in the Main Motion: i.e., it must logically relate to it. An amendment, however, may conflict with the spirit of the original Main Motion and still be germane, and therefore in order.

An amendment is improper when:

1. It makes the affirmative of the amended question equivalent to the negative of the original question.
2. It is identical to a question previously decided by the assembly meeting.
3. It strikes out or inserts words that would leave no rational proposition before the assembly meeting.
4. It is frivolous or absurd.

5. It introduces an independent new question.

An amendment may be amended (AMENDMENT OF AN AMENDMENT):

This amendment of the second degree must apply to the amendment, however, and not simply amend another part of the original Main Motion. This is used to change, add, or omit words in the First Amendment. This motion cannot be amended.

EXAMPLE: I move we amend the motion by adding “and the president shall appoint a committee of five to implement the action.” Amendment to: the Amendment; “I move we amend the amendment by changing the word ‘five’ to ‘eight.’” The amendment of the second degree is discussed and voted on first, then the original motion.

VOTING MOTIONS AND AMENDMENTS:

The first vote is on the Amendment to the Amendment. The second vote is on the First Amendment, either as changed or as originally proposed. The third vote is on the Main Motion, either as introduced or amended.

Voting on motions is based on the votes cast except as otherwise provided for in the bylaws. Thus, a majority vote is more than half of those voting; abstentions and blank ballots are disregarded.

APPROVAL OF DECISIONS WITHOUT VOTING

By using General Consent, a formal vote can be avoided on routine matters where there is no opposition. The presiding officer says: If there is no objection...and then declares the decision made.

(Adapted from Simplified Parliamentary Procedure – Based on Robert’s Rules of Order Newly Revised, a pamphlet published by the League of Women Voters of the United States, 1979)

## President’s Report 2026

We are all aware of the challenging political climate we face today. Unfortunately, we have been unfairly labeled a partisan organization, a misconception widespread across the country. Despite this, we remain true to our core values and are committed to educating Wyoming voters, regardless of external pressures. As members of the League of Women Voters of Wyoming, we stand proud and resolute, more dedicated than ever to achieving our objectives.

2025 was not an election year, but a time to plan projects, initiatives, and strategies that will guide our future efforts and inspire continued commitment. Preparing for the 2026 midterm elections will be our priority, ensuring that we provide education and resources through every available communication channel, including social media, email, and text messaging, to help voters understand new registration requirements, deadlines, and voting details for this election season.

Reflecting on the past twelve months, we take pride in the accomplishments we've achieved:

Increased communication statewide through social media, MailChimp, print, and online media

Expanded our relationship with WyCEN and its statewide organizations. We have utilized its expertise by:

Issuing an online survey we called “Wyoming Voter Law Quiz,” to determine what our outreach strategy should be.

Consulted with us on the implementation of a statewide petition asking people to tell the 2026 legislature to vote NO on all Election Bills being put forward by the Secretary of State via the Corporations, Elections, and Political Subdivisions.

Obtained over 2,300 signatures in all 23 counties

Called all moderate GOP legislators to urge a no vote

Invited two legislators from the House and Senate to introduce us and the petitions.

Held a 9 am press conference with media, members and supporters to advocate for a no vote on all 9 election bills.

Wore Purple sashes with our logo and mission statement.

We WON

In 2025, the Campaign Legal Center (a pro bono partner for LWV) wrote and sent Governor Gordon a three-page letter urging his veto of HB 156 regarding Documentary Proof of Citizenship. Ultimately, the Governor let it pass without a signature.

**\*\*** On April 6, 2026, Equality State Policy Center and LWVWY filed an Amicus Brief against Chuck Gray, in his capacity as Wyoming SOS, in the Wyoming Supreme Court, regarding what is known as “Anti-Crossover Voting”. Specifically, these statutes at issue “impermissibly place further restrictions and barriers on Wyoming voters and elections in contravention of the declaration of rights espoused in the Wyoming Constitution.” On April 21, 2026, the Supreme Court accepted the case. It will be heard in oral arguments between June 9 and 11, 2026.

This is **CONFIDENTIAL** and cannot be discussed until it goes to court. **PLEASE DO NOT DISCUSS THIS IN ANY WAY.** We will discuss in more detail during the convention.

2026 Primary State Candidate Forums: We are partnering with Wyoming Public Media and WyoFile to host candidate forums for state offices. A committee has been working on this since late last year.

Secured dates in July at Casper College and the Laramie Library.

Details to be presented at the convention.

Invitations are underway.

In summation, thank you for your support and commitment to the state League. We will continue to advance ideas and strategies that strengthen our league and increase the credibility and respect of voters, legislators, and our communities, making us a leader in nonpartisan grassroots voting advocacy.

With sincere thanks,

In League,

Linda Barton

April 26, 2026

## Local League Reports

### League of Women Voters of Cheyenne

The League of Women Voters of Cheyenne continued our many successful projects and submitted a grant proposal for a major one in 2026. Our annual meeting on March 9 at the library ended with a surprise baby shower for Chair Kari Eakins. Our May meeting arranged by Dr. Keren Meister-Emerich, vice chair, started with a personal tour of the newly installed wayfinding and interpretative exhibit at the Wyoming Capitol. Riana Davidson, visitor services manager, took us to the first floor Suffrage Hall and highlighted the important players not only in Wyoming’s suffrage journey but also the Wyoming women firsts. Riana’s enthusiasm was contagious, and we all agreed we had to return to take a more in-depth look.

As a founding organization of the state’s Civic Season, we participated with the Wyoming State Museum in the planning of a series of June events aimed at young people, 18–35, to become more involved in civic engagement. We arranged for our youngest member, Deanna Davis, to be an intern and helped pay for her stipend. At the final event—Civic Season Festival—we hosted a voter information booth, and our member, Debra Lee, Laramie County Clerk, spoke movingly about her international election experiences.

On Wyoming Statehood Day, July 10, A League of Her Own acting troupe kicked off the state’s celebration of the 250<sup>th</sup> anniversary of the signing of the Declaration of Independence. The troupe performed “An Afternoon with Esther” about Esther Hobart Morris in the Capitol’s historic Supreme Court chambers.

Nationwide, organizations celebrated National Voter Registration Day on September 16, and the Cheyenne LWV supported the efforts of the Laramie County Clerk’s office at the Laramie County Library. Secretary Rosalind Schliske prepared a PowerPoint called Voting in America, which highlighted major voting legislation and traced the kinds of ballots used, and was shown on a loop. One popular activity was a mock election for all ages in which everyone had a chance to mark a ballot with four questions on an actual machine. The name of the library’s new cart was overwhelmingly selected as Napoleon Bonacarte. The other choices were Cart Dracula, Johnny Cartson, The Great Cartsby and George Orwheel. It was a three-vote margin in the affirmative

that pineapple belonged on pizza. By far, invisibility was considered the best superpower, winning over strength, flight and speed. The voters believed 2-to-1 that aliens were real. Finally, Reese's topped as the best Halloween candy over Kit Kats, M&Ms, Skittles, Candy Corn and Milky Way.

Member Mary Guthrie wrote the first in a series of presentations to be given after Wyoming Supreme Court oral arguments in the Capitol's historic Supreme Court chambers as part of the court's 250<sup>th</sup> celebration events. On November 12, Marguerite Herman, Lindi Kirkbride and Mary gave a lively presentation on pioneer lawyers, which the local newspaper and television station covered.

Members participated in three naturalization ceremonies on March 11, July 16 and November 13 at the federal district court, distributing Register2Vote fliers, Wyoming constitution booklets and red roses. Because of a new court liaison, the League is now given preferred seating inside the chamber.

Throughout the year, Roz researched and wrote 24 scripts honoring Wyoming women that were aired twice a month as Days of Dedication on Wyoming Public Media and heard statewide.

To mark Wyoming Day on December 10 when Wyoming's suffrage legislation was signed in 1869, a dinner meeting was held after the A League of Her Own gave an encore "Esther" presentation at the Capitol. Members toasted the women who fought for suffrage in the state.

Concluding the year, we learned our \$18,000 grant submitted on May 31 to the Wyoming Semi quincennial Planning Task Force was approved by the governor. The grant, submitted by Roz and Denise Burke, will fund a July 4, 2026, performance at the Capitol of the one-act play "The Remarkable Susan" about the 1873 trial of Susan B. Anthony for the crime of voting. After the play, 24 remarkable Wyoming women—some portrayed by themselves, others by local women—will fill the Capitol Extension, where they will distribute stickers for a children's passport. A Ken Burns-style documentary will also be produced, and the video and passport/stickers will be available to classroom teachers across the state.

*Submitted by Rosalind Schliske, Secretary, League of Women Voters of Cheyenne*



A League of Her Own acting troupe kicked off Wyoming's 250th anniversary of the Declaration of Independence celebration year on July 10 with a presentation of their play "An Afternoon with Esther."

## Cheyenne LWV makes impact in community



Beginning in November, the Cheyenne LWV began a series of presentations after oral Wyoming Supreme Court arguments in the Capitol's historic Supreme Court chambers. The first one took a look at pioneer lawyers, which was covered by KGWN-TV.



Some of those who took advantage of a special tour in May of the new suffrage exhibits at the Capitol ended their afternoon with Esther Hobart Morris.

### 2025 Annual Report



Georgia, 6, joins her grandmother, Mary Keating-Scott, to witness a naturalization ceremony on July 16. Not one to be shy, Georgia told someone in the courtroom that she was born in Berlin and she greeted a new citizen from Taiwan in Chinese. The Cheyenne League of Women Voters participated in three naturalization ceremonies 2025.

For the fourth year, the Cheyenne LWV participated in a series of Civic Season events culminating in this festival with a voter information booth on the State Museum grounds. We also conducted a mock election on whether Wyoming should keep a merit selection or to go to a system of direct election of judges. Civic Season is a nationwide event aimed at young people, 18-35 to become more involved in civic engagement.



## League of Women Voters of Casper

Small in numbers, the Casper League was nevertheless actively involved in voter outreach in 2025-2026.

### **Government & Elected Officials in Natrona County 2025-26**

Compiled by the Casper League of Women Voters and Natrona County Public Library, thanks to considerable effort by League Vice President Betsy Oneil, with printing funded by the Natrona County Health Trust, the handy pocket-sized brochure lists all elected officials in the county together with length of terms and contact information. Also included are Wyoming's national congressional delegation and the five statewide elected officials in Cheyenne. In addition, the brochure contains everything a citizen needs to know about the voting process, such as eligibility, registration, required ID, timing of primary and general elections, how to locate polling places, absentee/early voting and much more. Several hundred copies have been printed for distribution to public gathering places, businesses, libraries, etc., reviving a decade-old Casper League initiative suspended several years ago. The brochures were also delivered to the Casper Visitors' Center, and to townhalls of Evansville, Mills, Bar Nunn, as well as communities of Midwest and Edgerton. all appreciated. Now in digital format, the brochure can be readily updated.

### **Student Outreach**

Jim Brown and Betsy met with a half dozen Casper College students and their advisor on March 25 to acquaint them with the mission and history of the League of Women Voters. Those in attendance got a lot out of the discussion, and several other students have inquired about the League and its activities.

### **Voter Outreach Bookmark**

We created a bookmark designed to be distributed at public events, highlighting key information about the Casper League. The bookmark includes our mission statement, instructions on how to join, contact information, and the link to Vote411 — making it a handy reference for anyone interested in getting involved or learning more about voting resources.

### **New Members**

Several bills introduced to the 2026 Wyoming State Legislature, mandating changes in how Wyoming elections are conducted, together with the State League's well organized and well publicized opposition to most, sparked wide interest among the public. The Casper League benefited to the extent that seven new members joined, some with contributions, effectively doubling the size of our chapter.

Jim Brown  
Secretary-Treasurer

## League of Women Voters of Fremont County

This year marks our sixth year as the League of Women Voters of Fremont County, and in that time, we have accomplished a great deal. What began as a small but dedicated group has grown into a strong and respected voice for voters in our community. Today, we are 50 members strong, making us the largest League in Wyoming. That growth reflects something important: people are looking for trusted, nonpartisan information, and they want to be engaged.

Over the past year, we have worked to bring government closer to the people we serve. We hosted two public events with Mark Gordon, giving residents the opportunity to hear directly from their governor and ask

questions about the issues that matter most to them. We also organized two town halls with Chuck Gray, creating space for open and important conversations about elections, voting access, and the election process. In the fall of 2025, we expanded those conversations at the local level by hosting two additional town halls in both Lander and Riverton. These featured County Clerk Julie Freese and County Assessor Tara Berg, focusing on changing laws affecting elections and property taxes. These discussions helped draw an important connection: it is voters who ultimately shape these policies. When people vote on issues like property taxes, they are also making decisions that directly impact their communities—funding for essential services such as ambulance and fire response, snow removal, and street repairs. These town halls created space for residents to better understand not just the policies themselves, but the real-world consequences tied to civic participation. Some of the most meaningful conversations, though, happen in less formal settings. That is why we hosted a community coffee at the Lander Bake Shop—a welcoming space where people could sit down, ask questions, and simply talk about what is on their minds when it comes to our democracy.

Most recently, we held our annual meeting alongside a legislative update featuring Senator Cale Case and Representative Lloyd Larsen. They provided insight into the 2026 Legislative Session, including the challenges lawmakers faced in navigating an increasingly difficult political environment. They spoke candidly about the impact of the Freedom Caucus on the legislative process, particularly the challenges it has created for collaboration and compromise—both of which are essential to effective, good governance.

What followed was a thoughtful and engaging dialogue with community members. Attendees had the opportunity to ask questions, share concerns, and gain a deeper understanding of how decisions are being made at the state level—and how those decisions affect everyday life here in Wyoming.

And that is really at the heart of what we do.

We create space—for information, for conversation, and for connection. We help people understand not just how government works, but why their participation matters. Because in the end, democracy is not something that happens somewhere else. It happens here. It happens when people show up, ask questions, stay informed, and make their voices heard.

As we look ahead, we are preparing for the midterm elections—expanding voter registration, hosting candidate forums, and working to ensure every voice in Fremont County has the opportunity to be heard.

We are also committed to growing the League of Women Voters of Fremont County—strengthening our presence and continuing to earn the trust of the communities we serve.

Because here in Wyoming, we value independence, responsibility, and showing up when it matters.

And in a democracy, showing up is everything.

Thank you.

Linda Barton, Chair

League of Women Voters of Fremont County

## Members-At-Large

MAL Group 2026, Submitted by Dee Buckstaff

The Jackson MAL group began meeting in the fall of 2025 to identify areas where we could become more active. Susan Dong opened her home for a few meetings during which we found that our group has a strong interest in civic education and getting citizens registered to vote. We have increased our local membership and have some new non-member volunteers who have decided to dedicate their time to the League's efforts. We are currently in the planning phase for an event that will take place on June 10 at Snake River Brewery, called The Election Block Party. ShelterJH spearheaded this event. We collaborated with local groups in Jackson during the last election cycle and are now taking a more active role in the event this year. The partners are Jackson Hole Conservation Alliance, ShelterJH, Protect Our Water Jackson Hole, Wyoming Wildlife Advocates, JH Pride, Wyoming Neighbors for Housing, Snake River Brewing, and the League of Women Voters of Wyoming. The event will provide an opportunity for all candidates for local offices to speak and mingle with guests. It features a live band, "Outta Shorts", which just received a silver medal in the Best of Jackson Hole awards. We will have voter registration information as well as notaries available to help with

voter registration. Last time there were about 200 attendees, so we are hoping for an even bigger turnout this year.

We have begun planning for upcoming candidate forums and are again partnering with the Teton County Library, KHOL Jackson Hole Community Radio, Buckrail, and Jackson Hole News and Guide. I am hoping we have some exciting new candidates for office, and there is a need for us to conduct more forums this time. There are 13 new Members-At-Large in Wyoming! I attribute this increase to the publicity and success of the petition effort at the Legislature this year. Of those new members, 4 are in Teton County, 2 are in Pinedale, 2 are in Sheridan, 2 are in Shell, and 1 each in Cody, Auburn, and Worland.

The members in Teton County have shown up at the protests staged at our Town Square. At the most recent No Kings Rally on March 28, Dee Buckstaff was a featured speaker. The count at the Jackson rally was 1,100 people, and the crowd was filled with positive energy and some great signs.

On Saturday, April 25, 2026, seven members conducted a lit drop at the homes of 225 registered independents throughout the town of Jackson. We used a postcard designed by WyCEN's graphic artist. WyCEN also "cut turf" for us and provided maps and contact information for us to use during the lit drop effort. The postcard includes a QR code that links to a form where we can collect contact information and follow up with individuals.



## League of Women Voters of Campbell County

No report submitted

## League of Women Voters of Laramie

Review of the FY26 Fiscal Year (April 1, 2025 – March 31, 2025)

We are most excited about our growth in membership this past year. We gained 14 new members and look forward to engaging with them our best year in recent memory.

Summer 2025 saw us again participate in Laramie’s July 4<sup>th</sup> celebration – Freedom has a Birthday. For many years the Laramie League has had a booth engaging Laramie residents and encouraging them to become registered and vote in our election. We had a table at one local downtown Farmer’s Market to answer questions and give out voting information, and we were on the UW campus with a table for Civic Engagement Day.



We published voter encouragement ads in the Laramie Boomerang high school graduation issue, and in the UW Branding Iron graduation issue.



In November we had our Fall Luncheon and league fundraiser. This year’s program was enjoyed by all attendees, “*The Ten Essentials of a Democracy*” Phi Roberts, UW vProfessor of History Emeritus. Also in November we hosted a unit meeting open to the public, “*Wyoming’s Judicial Merit Selection Process*”, presented by Devon O’Connell, Attorney at Pence and MacMillan, former member of the Wyoming Judicial Nominating Commission and Laramie League member. Devon is happy to present her program remotely to any League group that might be interested.

Laramie League members continue to be well represented on the State Board and on several state committees, including the Tech Team, Voter Service, Legislative and Home Rule.

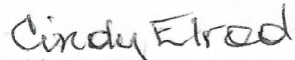


## FY 2026 Audit Report Operating Fund and Impact Fund

April 6, 2026

LWV Wyoming FY26 Audit (April 1, 2025- March 31, 2026)

We have examined the financial statements for LWV Wyoming for FY 2026 and found them to be in good order.

  
Cindy Elrod

  
Jo Carol Ropp



# March 2026 Budget Report Impact Fund

LWV Wyoming Financial Report - Ed and Impact Fund FY26	Budget	Apr 25	May 25	Jun 25	Jul 25	Aug 25	Sep 25	Oct 25	Nov 25	Dec 25	Jan 26	Feb 26	Mar 26	FY To Date	Notes
Impact Fund Account Month End Balance	\$6,560.00	\$17,894.93	\$18,139.55	\$18,137.55	\$19,617.27	\$12,117.27	\$10,517.27	\$11,029.49	\$11,848.62	\$16,148.01	\$26,148.01	\$44,222.01	\$43,993.60		1
Ending LWV Education Fund Account	\$2,163.00	\$2,112.51	\$2,112.51	\$2,112.51	\$2,309.31	\$2,309.31	\$2,309.31	\$2,209.31	\$2,209.31	\$2,209.31	\$2,017.31	\$1,975.31	\$1,975.31		3
<b>Total Accounts Balance</b>	<b>\$8,723.00</b>	<b>\$20,007.44</b>	<b>\$20,252.06</b>	<b>\$20,250.06</b>	<b>\$21,926.58</b>	<b>\$14,426.58</b>	<b>\$12,826.58</b>	<b>\$13,238.80</b>	<b>\$14,057.93</b>	<b>\$18,357.32</b>	<b>\$28,165.32</b>	<b>\$46,197.32</b>	<b>\$45,968.91</b>		
<b>INCOME</b>															
Annual Giving Ed Fund	\$300.00										\$458.00				\$458.00
Ed Fund Non Annual Fund	\$300.00	\$220.00			\$96.80										\$316.80
Contributions for Impact Fund (Non Annual Fund, Cheyenne)	\$300.00	\$1,000.00	\$96.62												\$1,096.62
Contributions for Impact Fund (Non Annual Fund, Fremont County)	\$300.00		\$150.00												\$150.00
Annual Giving Impact Fund	\$700.00							\$4.55		\$1,000.00					\$1,004.55
New Venture Digital Ad Campaign Grant	\$15,000.00	\$15,000.00													\$15,000.00
Wyoming Community Foundation Voter Ed Grant - Impact Fund	\$0.00														
Comm Found Jackson Hole Voter Ed Grant - for Teton Cnty Impact Fund	\$0.00														
Comm Found Jackson Hole Voter Ed Grant - Impact Fund	\$0.00														
Wyoming Humanities Council - Voter Ed for Fremont County	\$0.00														
America 250 Grant for Cheyenne League	\$0.00											\$16,074.00			\$16,074.00
Quiz Narrative Project	\$0.00							\$507.67	\$581.68						\$1,089.35
WyoGives - Impact Fund	\$3,000.00				\$3,573.00										\$3,573.00
Impact Fund Member Donations	\$20.00								\$242.45	\$2,698.06		\$2,000.00			\$4,940.51
Impact Fund Non Member Donations	\$0.00									\$743.97	\$10,000.00				\$10,743.97
Contributions In-Kind (See Fiscal Notes)	\$0.00														
<b>Total Income</b>	<b>\$17,080.00</b>	<b>\$16,220.00</b>	<b>\$246.62</b>	<b>\$0.00</b>	<b>\$3,669.80</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$512.22</b>	<b>\$824.13</b>	<b>\$4,442.03</b>	<b>\$10,458.00</b>	<b>\$18,074.00</b>	<b>\$0.00</b>		<b>\$54,446.80</b>
<b>EXPENSES</b>															
Ed Fund Withdrawal for Voter Services	\$0.00														
Ed Fund Withdrawal for Vote411	\$500.00														
Impact Fund Withdrawal for Digital Voter Campaign	\$22,000.00	\$7,500.00			\$2,093.28	\$7,500.00									\$17,093.28
Impact Fund Withdrawal for Fremont Cnty Voter Services	\$0.00														
Impact Fund Withdrawal for Teton Cnty Voter Services	\$0.00														
Impact Fund Withdrawal for Cheyenne League	\$100.00	\$62.73								\$51.56			\$190.00		\$304.29
Impact Fund Withdrawal for Board Training/Other Expenses	\$1,500.00						\$1,600.00								\$1,600.00
Quiz Narrative Project	\$0.00								\$5.00	\$52.83					\$57.83
Election Petition	\$0.00									\$11.00					\$11.00
Marketing	\$0.00														
SOS Annual Renewal Fee	\$0.00									\$27.25					\$27.25
Other/Miscellaneous	\$0.00	\$2.00	\$2.00	\$2.00										\$38.41	\$44.41
<b>Total Expenses</b>		<b>\$7,564.73</b>	<b>\$2.00</b>	<b>\$2.00</b>	<b>\$2,093.28</b>	<b>\$7,500.00</b>	<b>\$1,600.00</b>	<b>\$0.00</b>	<b>\$5.00</b>	<b>\$142.64</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$228.41</b>		<b>\$19,138.06</b>
<b>Note 1: Impact Fund</b>															
\$100 open account in FY24		<b>Note 2: Impact Fund</b>			<b>Note 3: Ed Fund</b>			<b>Note 4: Annual Fund Campaign</b>			<b>Note 5: Awareness/QN/Election Petition</b>				
\$2,350 Wyoming Humanities Council Voter Ed for Fremont Cnty; \$1,500 in FY24; \$850 in FY25		\$1,096.92 Cheyenne Voter Services			\$220.00 Member Donation - April			\$1,004.55			\$1,089.35 Donations to support Quiz Narrative				
FY25 \$5,000 Community Foundation of Jackson Hole Digital Voter Ed Project		\$250.00 for Fremont Cnty			\$96.80 Non Member - April						\$15,000 for Voter Awareness Digital				
FY25 \$6,500 Community Foundation of Jackson Hole Digital Voter Ed Project		\$16,074.00 Cheyenne 250 Grant			\$458 Annual Fund donations						\$17,093.28 for Voter Awareness Digital				
FY25 \$2,000 Community Foundation of Jackson Hole Teton Cnty Voter Ed		\$304.93 Cheyenne Voter Services			\$500 Vote411						\$52.83 for Quiz Narrative Facebook Ads				
FY25 \$1,200 Individual Donations for Cheyenne League;		\$1,600 - 20% of Lobbyist Contract			\$192 1/2 PMP						\$11.00 Election Petition Facebook Ads				
FY25 \$2,766.60 WyoGives for State League; \$648.06 for State League		<b>Note 2: Ed Fund</b>			<b>Note 6: Non Member Donations</b>			<b>Note 7: Member Donations</b>							
FY25 \$500, Member Donation for State League		2nd qtr statement adjustment			\$10,000 Anonymous, 1/2 State League, 1/2 Fremont Cnty			\$2,000.00 for Laramie League							
FY25 \$250 for State League, Anonymous		Balances:			\$743.97 for LWVWY			\$2,940.51 for LWVWY							
FY26 \$15,000 New Venture Grant for Digital Campaign		<b>\$16,617.69 available for LWVWY Projects</b>													
FY26 \$1,096.62 Individual Donations for Cheyenne League		<b>Dedicated:</b>													
FY26 \$5,198.06 Anon and Individual Doations For Fremont County League		<b>\$1,036.52 For State Quiz Narrative Project</b>													
FY26 \$3,573.00 WyoGives for State League		<b>\$1,175.00 for Teton County for 2026 election forums Voter Services</b>													
FY26 \$1,089.35 Quiz Narrative Project		<b>\$17,966.33 for Cheyenne League (\$16,074.00 Wyoming 250 Grant)</b>													
FY26 \$793.87 State League, Non Member		<b>\$5,198.06 for Fremont County League</b>													
FY26 \$2,698.56 State League, Members		<b>\$2,000.00 for Laramie League</b>													
FY26 \$1,004.55 Annual Fund Drive															
FY26 \$5,000.00 Anonymous for State League		<b>FY26 Total Deposits to Impact Fund: \$53,672.00</b>													
FY26 \$2,000 for Laramie League															

## FY 2026 Proposed Budget Impact Fund

7WV Wyoming FY26 Budget (Apr 1, 2026 - Mar 31, 2027)	FY26 Budget	FY26 Actual	FY27 Budget			
Impact Fund Balance FY End	\$6,560.00	\$43,993.60	\$15,442.00	LWVWY 501(c)3		
Education Fund Balance FY End	\$2,163.00	\$1,975.31	\$1,175.00	501(c)3 Funds held at LWVUS for LWVWY		
<b>Total</b>		<b>\$45,968.91</b>	<b>\$16,617.00</b>			
<b>INCOME</b>						
Ed Fund Annual Fund	\$300.00	\$458.00	\$200.00	Note 1		
Ed Fund Non Annual Fund	\$300.00	\$317.00	\$200.00			
Ed Fund 1/2 Local League PMP	\$0.00	\$192.00	\$0.00			
Impact Fund Annual Fund	\$700.00	\$1,005.00	\$1,000.00	Note 2		
Impact Fund WyoGives	\$3,000.00	\$3,573.00	\$4,000.00	Note 4		
Impact Fund Grants Digital Ad Campaigns (Young Voter)	\$15,000.00	\$15,000.00	\$0.00			
Impact Fund Donations Digital Ad Campaigns (QN/Petition)	\$0.00	\$1,089.00	\$0.00			
Impact Fund Wyoming 250 Grant for Cheyenne	\$0.00	\$16,074.00	\$0.00			
Impact Fund Donations Reserved for Cheyenne	\$0.00	\$1,097.00	\$1,000.00			
Impact Fund Donations Reserved for Fremont Couty	\$0.00	\$5,150.00	\$1,000.00			
Impact Fund Donations Reserved for Laramie	\$0.00	\$2,000.00	\$500.00			
Impact Fund Donations Reserved for Teton County	\$0.00	\$0.00	\$1,000.00			
Impact Fund Donations Reserved for Campbell County	\$0.00	\$0.00	\$500.00			
Impact Fund Donations Reserved for Casper	\$0.00	\$0.00	\$500.00			
Impact Fund Member Donations Non Designated	\$0.00	\$2,698.00	\$2,500.00			
Impact Fund Non-Member	\$2,000.00	\$5,744.00	\$2,000.00			
<b>Total Income</b>	<b>\$21,300.00</b>	<b>\$53,939.00</b>	<b>\$14,400.00</b>			
<b>EXPENSES</b>						
Ed Fund 1/2 Per Member Payment LWVUS	\$0.00	\$192.00	\$0.00			
Ed Fund Withdrawal for Voter Services	\$0.00	\$0.00	\$1,200.00	Note 1		
Ed Fund Withdrawal for Vote411	\$500.00	\$500.00	\$0.00			
Impact Fund Payment for Digital Young Voter Services Campaign	\$22,000.00	\$17,093.00	\$0.00			
Impact Fund Withdrawal for 2026 Election Voter Services	\$0.00	\$0.00	\$10,000.00	Note 5		
Impact Fund Grants to Local Leagues for Voter Services	\$0.00	\$0.00	\$2,400.00	Note 5		
Impact Fund Withdrawal from Reserved Fremont Cnty	\$0.00	\$0.00	\$5,000.00			
Impact Fund Withdrawal from Reserved Teton Cnty	\$0.00	\$0.00	\$1,000.00			
Impact Fund Withdrawal from Reserved Laramie League	\$0.00	\$0.00	\$1,000.00			
Impact Fund Withdrawal from Reserved Campbell Cnty	\$0.00	\$0.00	\$0.00			
Impact Fund Withdrawal from Reserved Casper	\$0.00	\$0.00	\$0.00			
Impact Fund Withdrawal from Reserved Cheyenne	\$100.00	\$304.00	\$2,000.00			
Impact Fund Withdrawal for Cheyenne League 250 Grant	\$0.00	\$0.00	\$16,074.00	Note 6		
Impact Fund Payment for Digital Ads for Quiz Narrative Project	\$0.00	\$58.00	\$1,000.00			
Impact Fund for Digital Ads for Election Petition	\$0.00	\$11.00	\$0.00			
SOS Annual Renewal	\$27.50	\$28.00	\$28.00			
WyoGives Enrollment Fee	\$0.00	\$0.00	\$250.00			
Impact Fund Withdrawal for Board Training/Other Expenses	\$1,500.00	\$0.00	\$1,300.00	Note 7		
Impact Fund Withdrawal for Lobbying Services	\$0.00	\$1,600.00	\$1,600.00	Note 7		
Other/Miscellaneous	\$0.00	\$44.00	\$100.00			
<b>Total Expenses</b>	<b>\$24,127.50</b>	<b>\$17,994.00</b>	<b>\$42,952.00</b>			
<b>Note 1</b>						
\$200 Annual Fund Contribution; \$300 Other Contributions	<b>Note 5</b>					
\$1,200 for a Voter Education Project for 2026 Election	\$10,000.00 for use by State Voter Services for Education					
<b>Note 2</b>	\$2,400 (\$400 each for use by local leagues and Teton County for Voter Services)					
\$1,000 estimated Annual Fund donation to Impact Fund	<b>Note 6</b>					
<b>Note 3</b>	Wyoming 250 Grant for Cheyenne to be expensed in 2026					
\$1,000 of the available \$ 1,037 for Quiz Narrative Project	<b>Note 7</b>					
<b>Note 4</b>	\$1,300 transferred to Operating Fund for two inperson and one online for National Convention					
WyoGives LWVWY Impact Fund Participation on July 15	\$1,600 Transferred to Operating Fund for 20% of Lobbying Contract					

## Committee Reports

### Fundraising

The League was invited to join a cohort of nonprofit leaders for training on fundraising through Bonterra's JumpStart program. Dee Buckstaff has been attending coaching sessions and webinars to increase her understanding of fundraising. Network for Good is the platform this program uses, and LWVWY now has its own fundraising page on the platform. It has been set up with an everyday giving campaign, and local leagues can contact Dee Buckstaff to set up specific fundraising campaigns for projects they would like to raise funds for. Margaret Brown sent out the annual fundraising letter to members, which gained us funds for use during this year's election season. It is hoped that this year, we can facilitate some conversations that will help us work

on a fundraising strategy and come up with a yearly calendar. If any members are interested in helping with this, please let Dee know at [deebuckstaff@gmail.com](mailto:deebuckstaff@gmail.com).

## Legislative Groupies

Calling all Groupies—and anyone who wants to “join” the Groupies!

Please pick a subject of interest to you—education, health costs, housing—your favorite—and follow the Interim Legislative Committee that’s dealing with the subject. Following all of the Interim Topics is a full-time job! Be sure you’re on the LSO mailing list to receive the meeting notices, agendas, materials, and minutes for that committee. Please report to the group about relevant information so others can also send messages to appropriate legislators and formulate pertinent questions for candidates.

There are LOTS of Interim Topics! (Something of interest for everyone!) Questions? Give me a call or email, Margaret Brown 307-760-7722

[margaretbrown232@outlook.com](mailto:margaretbrown232@outlook.com)

## Legislative Liason Committee

The Legislative Liaison Committee continued its work with lobbyist Marguerite Herman to keep our members informed of bills related to our priority areas and to provide direction for lobbying at the State Legislature. We continued our partnership with BillTrack50, which allowed us to track the votes and amendments on bills. The committee headed up a wildly successful petition effort. We gathered about 2500 signatures from people in every single county in Wyoming to encourage our legislators to vote no on the introduction of a bill that restricted voting access. Before the legislative session, members called legislators we identified as allies, as well as some we were not sure of. Of the bills identified, only one made it through introduction and then died during the session. We held a press conference on the opening day of the legislative session, and stories were published in WyoFile, Oil City News, WyomingNews, County 10, The Sheridan Press, and other news outlets. We were recognized on the House and Senate floors during the first day of the session.

We published an online quiz to learn more about what people do not know regarding voting in Wyoming. The quiz is still live, and we are gathering information to help us inform how to target specific issues related to voting, so we are more effective with our education efforts this year.

## Wyoming Civic Engagement Network

The League has continued its collaboration with the Wyoming Civic Engagement Network (WyCEN) and its member organizations. WyCEN has been an integral partner for the League, collaborating with the Legislative Committee on publishing the online quiz and helping distribute the petition. They helped us set up our Facebook page to allow us to advertise, which gained us more visibility throughout Wyoming. Currently, we are working with WyCEN to gain contacts and expand our membership base. There is a concerted effort throughout the organization to get more people to vote in the primary and to convince unaffiliated registered voters to choose a party so they can have a say during the primary election.

## Statewide Election Forum Committee

The LWVWY is partnering with Wyoming Public Media and WyoFile to present forums for all statewide elections: U.S. Senate, U.S. House, Governor, Secretary of State, Treasurer, Superintendent of Public Instruction, and Auditor.

The forums will be on the following days:

July 8: Casper College U.S. Senate Race

July 15 Laramie Library

July 16: Laramie Library

July 22: Casper College, Durham Auditorium

July 23: Casper College, Durham Auditorium

The forums will be held for contested races only, with a live audience, live stream, and recording. Specific forums will be assigned dates after the May 29 filing deadline closes. Individuals who have announced their candidacy will receive a *Save-the-Date* Evite.

The Statewide Candidate Forum Committee includes Michelle Escudero (Chair), Linda Barton, Dee Buckstaff, Becky Cash, Kamila Kudelska (WY Public Media), Katie Morgan, and Betsy O'Neil.

We are looking for forum volunteers to assist with setup, greet the public, and support the candidates.

Additionally, we need individuals interested in serving on the Questions and Format Committee, alongside representatives from WyoFile and Wyoming Public Media. This committee will meet virtually starting in early June and into July, most likely 1 time per week for an hour. Liz Victor is the committee chair. Please contact Michelle Escudero at [michellelescudero@gmail.com](mailto:michellelescudero@gmail.com) or 301-219-1836 if you are interested in serving as a forum volunteer or the Questions and Format Committee.

## Resolutions to the Board

### Retention of Ballot Drop Boxes

Whereas accessible and secure methods for casting ballots are vital to the integrity of our democratic process;  
Whereas ballot drop boxes provide a secure, convenient, and accessible option for voters to submit their ballots, ensuring that every voice is heard;

Whereas drop boxes help to reduce long lines and administrative burdens at polling locations, thereby promoting a smoother voting experience;

Whereas drop boxes are particularly beneficial to rural communities, individuals with mobility challenges, and those who face barriers in accessing traditional voting sites;

Whereas the Cheyenne League of Women Voters is committed to safeguarding and expanding voter access and ensuring that all eligible voters can exercise their right to vote; now, therefore, be it

*Resolved* that the Cheyenne League of Women Voters supports the retention and continued use of ballot drop boxes as an integral component of Wyoming's election system;

*Be it further resolved* that the League urges state and local election officials to maintain high standards of security, accessibility, and transparency in the management and operation of ballot drop boxes;

*Be it finally resolved* that the Cheyenne League of Women Voters will actively advocate for policies that protect and enhance voter access, ensuring that drop boxes remain a reliable, secure, and vital option for all Wyoming voters.

**Approved by the Cheyenne League of Women Voters, March 9, 2025**

**Approved by Wyoming League of Women Voters, April 27, 2025**

**Reapproved by the Cheyenne League of Women Voters, March 15, 2026**

### Enhancing Transparency in AI-Generated Content in Political Advertisements

Whereas the proliferation of artificial intelligence (AI) technologies, including generative AI, has introduced sophisticated capabilities to create or manipulate visual content in a manner that can significantly influence public opinion and the electoral process;

Whereas the undisclosed use of AI to generate or manipulate images, audio, and videos in political advertisements poses a risk to the integrity of elections by potentially misleading voters about the authenticity of such content;

Whereas the principles of transparency and accountability are foundational to the democratic process, ensuring that voters are fully informed about the origins and nature of the political advertisements they encounter; Whereas there is a growing need for legislative and regulatory frameworks to address these challenges, ensuring that political advertisements employing AI-generated or manipulated content are clearly marked to indicate their nature to the electorate;

Whereas such measures would contribute to an informed electorate, capable of discerning the authenticity of political messages and making decisions based on accurate information; now, therefore, be it *Resolved*, that the Cheyenne League of Women Voters calls upon the Wyoming League to advocate for policies and legislation at the state level that require clear labeling of political advertisements containing AI-generated or manipulated content; and

*Resolved*, that the Cheyenne League commits to promoting awareness and education among its members and the wider community about the implications of AI technologies on the integrity of the electoral process; and be it

*Finally resolved*, that this resolution be forwarded to the National League of the League of Women Voters with a call to action to prioritize the issue of transparency in AI-generated content in political advertisements as part of its advocacy agenda.

**Approved by Cheyenne League of Women Voters, April 3, 2024**

**Approved by Wyoming League of Women Voters, May 4, 2024**

**Reapproved by Cheyenne League of Women Voters, March 9, 2025**

**Reapproved by Wyoming League of Women Voters, April 27, 2025**

**Reapproved by the Cheyenne League of Women Voters, March 15, 2026**

**This resolution is based on the following:**

U.S. Senator Amy Klobuchar, D-MN, chairwoman of the Senate Committee on Rules and Administration with oversight over federal elections, and U.S. Senator Lisa Murkowski, R-AK, introduced the bipartisan AI Transparency in Elections Act to require disclaimers on political ads with images, audio, or video that are substantially generated by artificial intelligence (AI). The legislation requires political ads created or altered by AI to have a disclaimer, except when AI is used for only minor alterations, such as color editing, cropping, resizing, and other immaterial uses.

A bill introduced in the U.S. House of Representatives (H.R.3044—118th Congress (2023–2024)) by Rep. Yvette D. Clarke, D-NY-9. REAL Political Advertisements Act (Require the Exposure of AI–Led Political Advertisements Act).

<https://www.congress.gov/bill/118th-congress/house-bill/3044/titles>

To amend the Federal Election Campaign Act of 1971 to provide further transparency and accountability for the use of content that is generated by artificial intelligence (generative AI) in political advertisements by requiring such advertisements to include a statement within the contents of the advertisements if generative AI was used to generate any image or video footage in the advertisements and for other purposes.

## **Maintaining the Right to Change Political Party Affiliation Up to and Before Election Day**

Whereas the right to vote is fundamental to citizenship in these United States of America; Whereas the Constitution of the United States has been amended five times to expand suffrage to more Americans (all male citizens; no considering race, color, or previous condition of servitude; sex; no tax payment required; and age lowered to 18-year-olds);

Whereas the LWV believes that every citizen should be protected in the right to vote;

Whereas the statutes of the state of Wyoming currently allow U.S. citizens 18 years of age and older who are residents of the state, not adjudicated mentally incompetent, not convicted of a felony or have had their voting rights restored, to register to vote on Election Day;

Whereas citizens of the state of Wyoming have many obligations and pressures on their time and attention, and they are not as focused on Primary Elections, falling as they do in August, as they are on General Election Days;

Whereas citizens of the state of Wyoming must declare their party affiliation prior to the candidate filing deadline;

Whereas 67 percent of the voting age population in Wyoming were registered to vote in the 2022 General Election, and 56 percent in the 2024 General Election (64 percent were registered for the 2022 Primary Election and 54 percent for the 2024 Primary Election.);

Whereas of those percentages, fewer than 40.8 percent voted in the 2022 Primary Election and 27 percent voted in 2024 Primary Election; of these registered voters as few as 44 percent (2022) of the total voting age population voted in the General Election, 59 percent voted in the 2024 General Election. The current law (changed in 2022) denies Wyoming voters the right to change their affiliation on Election Day and thereby denies these citizens a voice in selecting the government that will affect their lives;

Whereas some voters are unaware that they will be able to vote only for nonpartisan and candidates of a single party on Primary Election Day and are unaware of these voter registration changes;

Whereas voters must be able to decide which partisan candidate to support on Primary Election Day and not be forced into a commitment before that day;

Whereas the current law requires voters to declare their party affiliation prior to the filing deadline for candidates thereby forcing voters to select party over qualified candidates (In many cases, voters will not even know who the candidates will be running before the voters are forced to declare their party affiliation.);

Whereas frequently some smaller parties in Wyoming do not have candidates for all local offices;

Whereas declaration or change in party affiliation occurs prior to voters even knowing who is seeking an office, this premature registration requirement infringes upon the Wyoming citizen's right to vote for the candidate of his/her choosing;

Whereas Wyoming has a proud tradition of voting "for the person," and creating an artificial barrier to making a voting decision prior to Primary Day violates that tradition, now, therefore be it

*Resolved*, that the League of Women Voters of Wyoming (LWVWY)

Affirms its commitment to voter education up to and before Election Day;

Recognizes the Legislature of the state of Wyoming for its current law enabling same day new voter registration in the state;

Encourages the Legislature of the state of Wyoming to keep the election process in the Great State of Wyoming transparent so that voters may select the party ballot of their choice on up to and before Election Day and not be forced to declare party affiliation before candidate filings have been announced.

**Approved by Cheyenne League of Women Voters, April 5, 2024**

**Approved by Wyoming League of Women Voters, May 4, 2024**

**Reapproved by Cheyenne League of Women Voters, March 9, 2025**

**Reapproved by Wyoming League of Women Voters, April 27, 2025**

**Reapproved by the Cheyenne League of Women Voters, March 15, 2026**

The voter registration figures are from the Wyoming Secretary of State's website

[https://sos.wyo.gov/Elections/Docs/VRStats/2024VR\\_stats.pdf](https://sos.wyo.gov/Elections/Docs/VRStats/2024VR_stats.pdf), (downloaded March 9, 2025).

## **Online voter registration**

Whereas 41 states, Washington, D.C., and Guam offer online voter registration;

Whereas an online registration system provides a secure, accessible way of registering to vote and supplements the paper-based system;

Whereas online registration provides citizens greater opportunity to register and to ensure their information is current;

Whereas online registration allows Wyoming County Clerks to verify a registrant's eligibility to register and vote before adding an applicant to the voter list;

Whereas hurdles to voter registration are a common tactic of suppressing the vote; now, therefore, be it *Resolved*, that the Wyoming Legislature adopt legislation establishing online voter registration in Wyoming.

**Approved by Cheyenne League of Women Voters, April 9, 2020**

**Approved by Wyoming League of Women Voters, June 6, 2020**  
**Reapproved by Cheyenne League of Women Voters, March 9, 2021**  
**Reapproved by Wyoming League of Women Voters, June 12, 2021**  
**Reapproved by the Cheyenne League of Women Voters, April 3, 2024**  
**Reapproved by Wyoming League of Women Voters, May 4, 2024**  
**Reapproved by the Cheyenne League of Women Voters, March 9, 2025**  
**Reapproved by Wyoming League of Women Voters, April 27, 2025**  
**Reapproved by the Cheyenne League of Women Voters, March 15, 2026**

## **Directions to the State Board from the League of Women Voters of Laramie – April 2026**

Work to promote bills written in Wyoming for Wyoming  
Aggressively pursue statewide education on new voter rules  
Consider ways to make ballot initiative process easier in Wyoming  
Recruit volunteers in places without League presence to gather local election information for Vote411  
Promote open Primary elections in Wyoming

## **Home Rule Study**

Since the last Convention, the Home Rule Committee has met weekly to discuss Home Rule amongst ourselves and with Representative Ken Chestek, who once lived and practiced law in PA, where HR was legislated. He has done a very good job of advising us. We have also invited Pete Gosar and Terri Jones, both Albany County Commissioners, to join the discussion. We have reached out to Jason Riesman, of the Wyoming County Commissioners Association (WCCA), and Justin Schilling, of the Wyoming Association of Municipalities (WAM) to secure their opinions on HR. We also spoke to Diane Sanchez, an employee of the Wyoming Association of County Officers (WACO), who reached out to survey her members on HR. The HR Committee has constructed an inventory that will be administered to state employees to garner their opinions on HR. Unfortunately, our member Lynne Ipiña became ill, and we have suspended our study until she recovers enough to join us again.

## **Legislative Report from Lobbyist**

2026 LWVWY Convention  
Legislative Report  
Marguerite Herman

The 2026 Wyoming budget session wrapped on March 11, and legislative leaders sitting as the Management Council were back on April 1 to assign interim work to the Legislature's standing and select committees. Interim work (which began in April) will lead to committee sponsorship of bills for the 2027 session. Find the approved interim topic list by clicking on "Final Interim Topics" on the top of the home page of the Legislative Service Office (LSO), [wyoleg.gov](http://wyoleg.gov). Topics are listed in the order of priority set by the Management Council. Find committee meeting information on LSO monthly [calendars](#), including reports, draft bills, and opportunities to testify via the Zoom platform. If you think there is even a remote chance you will want to "zoom" into the meeting, go ahead and register to testify by 5 p.m. the previous day. Many interim topics will be familiar from the 2026 session.

As legislative committees compiled their interim work request, members of the Joint Corporations Committee voted to try again for the election restriction bills that LWVWY successfully opposed in 2025 and 2026 – for hand counting, requiring paper ballots, limiting nursing home mail-in ballots, banning drop boxes, and so on. They are the so-called "election integrity" bills. Management Council left them on the Joint Corporations' interim list, but they are far down the list.

I asked the Management Council to help the public understand legislative action by making it the LSO's job to write the "catch titles" of bills – those short phrases at the top of a bill that are supposed to describe what the bill does. They can be downright misleading for the public, who rely on the wording to understand voting records. An example: [SF190 Election Transparency](#) in 2025. It did many things, including cutting early voting down to two weeks, but it was not a transparency bill.

Management Council unexpectedly approved an interim task force to examine the causes (and possible solutions) to the high cost of health care and health insurance in Wyoming, after an independent appeal by Rep. Lloyd Larsen of Lander. LWV of Wyoming and US are on the record as supporting efforts to make health care affordable and accessible.

Another thing to watch this interim is a demonstration created by [SF113 Election Hand Count Comparison](#), to measure the performance of machine vs. hand tabulation of a sample of actual ballots in 2026 elections. The goal is to gather accuracy and other data to test claims by some legislators that we must count ballots by hand to restore "confidence" in elections.

Late in the interim, committees will meet back at the Capitol to finalize their bills for the 2027 General Session. Among lawmakers who have announced candidacy for statewide or federal office are Sen. Barlow (Governor), Sen. Biteman (Congress), Rep. Williams (Secretary of State), and Rep. Kelly (Superintendent of Public Instruction). More may be coming.

The Freedom Caucus went into the 2026 session with a little more than half of the 62-member House and a lesser amount of the 31-member Senate as adherents. However, the Freedom Caucus seemed to lose some of its footing during budget debates and with several members involved in the embarrassing distribution of campaign donation checks on the House floor at the end of the first day of the session. Some FC House members will try to take Senate seats, so we'll see how both chambers might change in the Aug. 18 Primary. Indeed, FC leaders declared after the session that they simply needed to win more seats.

This will be Wyoming's first election season under the vote-suppressing HB156 of 2025, with two new requirements for people registering to vote: a 30-day residence requirement and new documentary proof of citizenship. Both aspects are being challenged in state court, but LWVWY will join with other civics-minded groups to help people prepare for the new requirements, which do nothing to achieve the purported goal of election integrity.

## Evaluation 2026 State Convention

Thank you for coming to LWVWY state convention. Please take a moment to share your comments about this convention and for future conventions. Leave your completed form on the table or email to [deebuckstaff@gmail.com](mailto:deebuckstaff@gmail.com).

Convention sessions: Rate on a scale of 1-5 with 5 being pleased and 1 being not pleased.

Rules and procedures

Topics/agenda items

Keeping on task/topic

Flexibility in making changes to the schedule based on member input

Invited Speakers

Comments and suggestions:

Convention Book:

What items in the book were most useful?

What materials are not needed in the book?

How could the Convention Book be improved?

Comments and suggestions:

Technology: Rate on a scale of 1-5 with 5 being pleased and 1 being not pleased

Live streaming via Zoom (Virtual)

Projections

Wi-Fi access

Comments and suggestions:

Conference facility : Rate on a scale of 1-5 scale with 5 being high

Room set up

Acoustics

Comments and suggestions:

Banquet restaurant: Rate on a scale of 1- 5 scale with 5 being high

Food

Service

Facility

Comments and suggestions:

Speaker (Christina Kuzmych) : Rate on a scale of 1-5 scale with 5 being high

Topic

Overall presentation

Comments and suggestions:

Accommodations: Rate on a scale of 1-5 scale with 5 being high

Rooms

Breakfast

Service

Amenities

Comments and suggestions:

**Auction:**

Set up, arrangement and location

Selection of items

Payment for items won

Initial pricing of items/ suggested bids

Comments and Suggestions:

Convention format preference:

In-person

Virtual

Combination/hybrid – like this convention

Suggestions for future conventions:

## Appendix

### Tragedy avoided at Civic Season Festival

**By Rosalind Schliske**

**Cheyenne League of Wyoming Voters, secretary**

You will often hear us chant, “The League always shows up.” And as an original Civic Season partner with the Wyoming State Museum for the past four years, the Cheyenne LWV was setting up its booth at the concluding festival on July 2. This year, our tent was placed a few yards behind and west of the recently erected tepee. It was like a military operation as we unloaded plastic totes filled with all sorts of patriotic swag...pencils, pinwheels, buttons, scarves, those Vote411 coasters that keep multiplying, and even our own rocks to hold down everything from the wind. Our red-checkered tablecloth was laid out; bunting was attached to the corners of the table, and our big LWV sign was affixed to the back of the tent. We were in full setup mode.

Then, suddenly, a huge black truck with tinted windows jumped the Central Avenue curb, threading its way through a small opening between a tall lamppost and the pedestrian crossing sign and metal museum sign. As the registration tent collapsed, tables and chairs designed for festival goers 30 minutes later were destroyed, their pieces scattered throughout the museum lawn. The truck seemed to grow in size as it came directly toward our booth, yet almost like a slow-motion movie.

Because the vehicle gathered up sturdy metal museum classroom chairs under its front bumper, they acted like a plow into the lawn, slowing the truck. Finally, it stopped, just kissing the tepee. I was standing a few yards away. My immediate reaction was to run toward the truck to help the driver and any passengers. However, after I took a few steps, I halted and thought, “This might be an active shooter.”

Calls went out to 911, and within minutes we were surrounded by a fire truck, ambulance and what seemed like every police car in the city. It turned out the driver had just given blood and passed out as she was going down Central. She was taken away on a stretcher. I mentioned to some of the police officers how I was embarrassed I had thought the worst. But the police said they had thought the same. All they heard on their radios was a truck had plowed into a festival crowd at the museum. We had no time to process what had happened. Melissa Leger, Mary Guthrie, Marguerite Herman, Lindi Kirkbride, Deanna Davis and I finished setting up our booth. Indeed, the show had to go on.

An absolute highlight of the festival was a presentation by LWV member and Laramie County clerk, Debra Lee, about her time conducting an election in East Timor. In 1975, Indonesia had invaded, and the locals fought the brutal occupation for 24 years. With a U.N.-sponsored agreement, Indonesia allowed the Timorese to choose their destiny in the 1999 internationally conducted referendum. Amid violence, she was there to midwife a free and fair vote. The crowd was so quiet as Debra emotionally related her experience and ultimately the workers’ emergency evacuation to Australia.

We must have still been operating on adrenaline as we packed up. I know when I returned home, I collapsed from the letdown. Then the “what ifs” began. What if people had been sitting in those chairs? What if the recently restored Liberty Bell had been hit? Or the band composed of young musicians? What if the tepee had been destroyed? What if the two food trucks and their propane tanks had exploded? What if the pine trees had caught fire? What if the museum and archives had been damaged? What if...what if...what if.

The next morning, Lindi texted the following: “Just thinking about yesterday. We witnessed a true miracle. I think we all were in a little shock, but that accident could have been tragic. Instead, we just lived our best lives in the land of the free.” Amen, sister. Voter education can be dangerous work.

## **Amicus Brief, Filed 7/11/2025, in support of Preliminary Injunction for ESPC lawsuit against Chuck Gray regarding HB 156**

(Please note this document has been shortened by taking out addresses, reference cases, and page numbers. To see the entire brief, please contact Dee Buckstaff or Linda Barton)

Marci Crank Bramlet, WSB # 7 - 5164

### **ROBINSON BRAMLET LLC**

Casper, WY 82601

Danielle Lang\*

Daniel S. Lenz\*

Kate Hamilton\*

Lucas Della Ventura\*

### **CAMPAIGN LEGAL CENTER**

Washington, DC, 20005

*Counsel of Record for Amicus Curiae*

*League of Women Voters of Wyoming*

\*Application to appear *pro hac vice* forthcoming

UNITED STATES DISTRICT COURT

DISTRICT OF WYOMING

EQUALITY STATE POLICY CENTER,

Plaintiff,

v.

CHUCK GRAY, in his official capacity as

Wyoming Secretary of State, et al.,

Defendants.

Case No. 25-cv-00117-SWS

BRIEF OF AMICUS CURIAE

LEAGUE OF WOMEN VOTERS OF WYOMING IN SUPPORT OF PLAINTIFF'S MOTION FOR

PRELIMINARY INJUNCTION

STATEMENT OF INTEREST

The League of Women Voters of Wyoming (“LWVWY” or “the League”) is a nonpartisan, grassroots, nonprofit organization dedicated to encouraging informed and active participation in government, including through civic education, get out the vote efforts, voter registration promotion, and advocacy for voters’ rights in Wyoming. LWVWY is the Wyoming affiliate of the League of Women Voters (“LWV”) which was founded in 1920 as an outgrowth of the struggle for voting rights for women. LWV has more than 500,000 members and supporters, and is organized in more than 750 communities in all 50 states and the District of Columbia. Fifty years before LWV’s founding, Wyoming became the first state in the Union to unconditionally and permanently guarantee women the right to vote and hold office when the territory’s legislature insisted that it would rather “stay out of the Union a hundred years rather than come in without the women.” Since LWVWY’s establishment in 1957, the League has grown to include five local League chapters including Casper, Cheyenne, Laramie, Campbell County, Fremont County, and at-large members in Carbon, Big Horn, Park, Sheridan, and Teton Counties. LWVWY seeks to build on Wyoming’s trailblazing legacy today by ensuring that all voters—including those from traditionally underrepresented or underserved communities, such as first-time voters, non-college youth, new citizens, communities of color, the elderly, and low-income Americans—have the opportunity and information they need to exercise their right to vote. LWVWY is participating as amicus to ensure all eligible Wyomingites can register to vote and cast a ballot.

### **INTRODUCTION**

Defying the U.S. Constitution’s longstanding protection of the fundamental right to vote, the Wyoming legislature adopted HB 156 which, for the first time, requires every voter in Wyoming to provide documentation ostensibly to prove their citizenship. The legislature did so despite failing to substantiate the widespread noncitizen voting “threat” they discussed or identifying a single case of noncitizen voting that would be addressed by HB 156. The overwhelming evidence and facts show that individuals who are not U.S. citizens do

not, and have not, voted in appreciable numbers anywhere in the United States. As with documentary proof of citizenship (“DPOC”) requirements in other states, this is a poorly made solution in search of a problem, one that this Court must carefully review to ensure its compliance with the constitutionally protected right to vote. Based on the current record, HB 156 fails this test, because it places significant burdens on and threatens to disenfranchise eligible Wyoming voters, especially those Wyomingites that face the highest burdens in exercising their suffrage rights, and is not tailored to provide any meaningful benefits to Wyoming’s electoral system. HB 156, particularly in the context of Wyoming’s other voting laws and practices, imposes these burdens while simultaneously failing to address those justifications the state claims to pursue. Accordingly, LWVWY urges this Court to grant Plaintiff’s Motion for Preliminary Injunction and all other appropriate equitable remedies.

#### ARGUMENT

I. The Anderson-Burdick framework requires careful balancing, not reflexive deference to purported state interests. The parties and amici agree that this Court should analyze HB 156 under the Anderson- Burdick framework. Properly understood, that framework requires federal courts to consider state restrictions on the right to vote carefully, mindful of the burden imposed on that right, the state’s purported justification for the restriction, and the basis of such a justification. Under binding Tenth Circuit and Supreme Court precedent, the test does not permit courts to blithely accept states’ explanations, particularly those untethered to the actual regulation, but requires a more searching examination. Secretary Gray’s suggestion, echoed by the United States, that this Court may apply rational basis scrutiny, or something similar, to burdens on the right to vote does not properly reflect the legal test required in this case. Given that the fundamental right is at stake, even those burdens which are not severe receive meaningful scrutiny.

a. The Anderson-Burdick framework requires courts to carefully examine whether a state voting regulation improperly impinges on the fundamental right to vote. The Supreme Court’s Anderson-Burdick framework, which all parties agree applies, is well-known. Federal courts reviewing challenges to state election laws shall: weigh “the character and magnitude of the asserted injury to the rights protected by the First and Fourteenth Amendments that the plaintiff seeks to vindicate” against “the precise interests put forward by the State as justifications for the burden imposed by its rule,” taking into consideration “the extent to which those interests make it necessary to burden the plaintiff’s rights.” As the Tenth Circuit recognized in *Fish*, Anderson-Burdick is a balancing (or “sliding scale”) test and, thus, eschews bright lines and requires courts to engage in “an analytical process that parallels [their] work in ordinary litigation.” To reach this “hard judgment,” courts must “identify and evaluate the interests put forward by the State as justifications for the burden imposed by its rule.” The Anderson-Burdick framework demands this level of analytical rigor because on one side of the scale sits the right to vote, which is “preservative of other basic civil and political rights.” see also *Harper v. Va. State Bd. of Elections*, (“For it is enough to say that once the franchise is granted to the electorate, lines may not be drawn which are inconsistent with the Equal Protection Clause of the Fourteenth Amendment.”). As the Court stated in *Burdick*, “[i]t is beyond cavil that ‘voting is of the most fundamental significance under our constitutional structure.’” (recognizing “plaintiffs’ strong interest in exercising the ‘fundamental political right’ to vote” (“No right is more precious in a free country than that of having a voice in the election of those who make the laws under which, as good citizens, we must live. Other rights, even the most basic, are illusory if the right to vote is undermined.”). As such, even burdens which appear “slight” on first blush are subject to scrutiny. Phrased another way, given that these cases implicate the fundamental right to vote, “[t]he Judiciary is obliged to train a skeptical eye on any qualification of that right.” (“Following *Crawford*, it appears that Justice Stevens’s plurality opinion controls, a position advocated by the Plaintiffs in the present case because it is the narrowest majority position.”); (citing only Justice Stevens’s opinion). The Tenth Circuit has applied the Anderson-Burdick framework to various election restrictions. In *Fish*, the court affirmed a district court’s permanent injunction against Kansas’s documentary proof of citizenship requirement. The court held that, given the level of disenfranchisement resulting from Kansas’s DPOC requirement and the lack of a “safety valve” (i.e. the ability to cast a provisional ballot and have it be counted by presenting an affidavit), the law created a “significant” burden on the right to vote. The court balanced those burdens on the state’s interests in “protecting the integrity of the electoral process, ensuring the accuracy of voter rolls, and preventing vote fraud.” Ultimately, the court held that such interests largely overlap and, while “legitimate in the abstract,” did not justify the restriction on the right to vote.

In *Navajo Nation v. San Juan County*, the Tenth Circuit considered a challenge to the county's school board districting plan, which included districts containing "substantially unequal populations." Here too, the court rejected the purported justification—the county's "school-community philosophy," geography, and sparse population, finding that, *inter alia*, the county had failed to demonstrate the "the extent to which the unequal districts are a necessary result" of those factors. The court of appeals has likewise applied the Anderson-Burdick framework to scrutinize, and ultimately invalidate, a Colorado law requiring unaffiliated candidates to be registered to vote. Although the relevant statute only required that the court specifically rejected the state's argument that the availability of a "byzantine" procedure by which a voter could meet with the Kansas Secretary of State or other officials, made the law less burdensome. In *Navajo Nation*, the parties disputed whether the Anderson-Burdick framework or strict scrutiny should apply. The court of appeals declined to resolve that dispute since it found that the plan failed under Anderson-Burdick's sliding scale analysis. *Id.* prospective candidate be a registered voter (and Mr. Campbell was a resident of Colorado), the court nonetheless found the law failed under Anderson-Burdick because it did "little to 'winnow out' chosen candidates" and therefore did not advance the state's regulatory interest in maintaining control over who could appear on the ballot. In other words, the court held that even a relatively slight burden cannot pass muster if it does not meaningfully serve an important state interest. ("The ease with which qualified voters may register to vote, however, does not lift the burden on speech at petition circulation time.")

These cases demonstrate the task courts face when considering constitutional challenges to state election laws. This includes, most importantly, an obligation to look beyond the state's proffered interest and examine both the bases of the interest and the extent to which the restriction on the right to vote furthers that interest. As explained in the controlling opinion in *Crawford*, "a State may not burden the right to vote merely by invoking abstract interests, be they legitimate, . . . or even compelling, but must make a particular, factual showing that threats to its interests outweigh the particular impediments it has imposed." Justice Souter, in dissent, agreed: "whatever the claim, the Court has long made a careful, ground-level appraisal both of the practical burdens on the right to vote and of the State's reasons for imposing those precise burdens." So while the Anderson-Burdick framework is flexible, and accounts for the state's interest in enacting "reasonable regulations of parties, elections, and ballots to reduce election and campaign-related disorder," courts must nonetheless examine all such regulations carefully, mindful both of the burdens imposed and state's actual interest justifying any such burden.

b. Secretary Gray and the United States improperly attempt to narrow the Anderson-Burdick test. The careful balancing and scrutiny required under Anderson-Burdick for state laws restricting the right to vote is nowhere to be found in Secretary Gray's opposition to the Motion for a Preliminary Injunction. Instead, the Secretary claims that, in the absence of a severe burden, this Court should apply something "similar or identical to rational-basis scrutiny." This proposition finds no purchase in the law. As the Tenth Circuit held in *Fish*, "Anderson-Burdick scrutiny is required even when the burden imposed by a voter-identification law has some relationship to voter qualifications and even when the burden imposed may appear slight." The court recognized that the standard is flexible and the level of scrutiny depends on the nature of the burden, and specifically rejected the notion that only severe burdens warrant a closer look. Instead, only those laws that do not burden the constitutional right to vote at all may avoid scrutiny altogether and are therefore subject to rational basis review. ("[A] rational basis standard applies to state regulations that do not burden the fundamental right to vote."). Moreover, as the Supreme Court held in *Crawford*, "even rational restrictions on the right to vote are invidious if they are unrelated to voter qualifications," which is why courts must "identify and evaluate the interests put forward by the State as justifications for the burden imposed by its rule." The Tenth Circuit has accordingly rejected the precise binary framework that the Secretary proposes. The level of scrutiny, instead, should "wax and wane with the severity of the burden imposed on the right to vote in any given case."

The Secretary does not seriously contend, nor can he, that HB 156 imposes no additional burden on the right to vote, arguing instead it amounts to a "minor inconvenience" and that the number of voters without the required documentation will be "vanishingly small." This is plainly not the case, and the new requirements of HB 156 create a substantial threat of disenfranchisement that amounts to a severe burden, as detailed by Plaintiff and described *infra*. These burdens are exacerbated by various elements of Wyoming election law that make voting more difficult and increase the risk of disenfranchisement. See *infra* Section II.a-b. But even in circumstances in

which a state law does impose a lesser burden, a searching inquiry is required, and courts examine both the stated justifications for the regulation as well as the regulation's relationship to the burdens imposed. This inquiry properly includes an investigation into the grounds of the state's justifications. And in a case like this, where the burden is more severe, the inquiry must be more involved. ("[T]he Court must not only determine the legitimacy and strength of each of those interests; it also must consider the extent to which those interests make it necessary to burden the plaintiff's rights.")

Here, Secretary Gray has made no showing of instances of voting by noncitizens, nor would HB 156 seriously address any such concerns. To the contrary, HB 156 is untethered in various ways to the illusive "problems" it purports to solve. The United States, in its weak defense of restrictive state DPOC requirements "to secure the voting process" in its Statement of Interests, also misrepresents the level of inquiry required under *Anderson-Burdick*, claiming that "[a]lmost every voting rule will impose some burden, but slight inconveniences, including the processes necessary to acquire photo identification to register or vote, do not delegitimize the State's interest in preventing fraud or seriously hinder the ability to vote." It cites *Brnovich* and *Crawford*, but neither case supports this proposition. *Brnovich*, of course, dealt with the scope of the Voting Rights Act, not a constitutional challenge to state voting rules, so its relevance is limited. And the actual language of the opinion only emphasizes that, even in that analysis, "the size of the burden imposed by a challenged voting rule is highly relevant." The same was true in *Crawford*, where the plurality repeatedly emphasized the importance of assessing the size of burden on the right to vote. The size of the burden and the extent a law actually furthers state interests are fact-specific inquiries that cannot be blithely cast aside by an assumption that all documentation requirements pass muster. The United States skips that step entirely and baldly claims that requirements to present documentation to register or vote (or obtain and present identification) will always be minimal, such that the Court need not look too carefully at the state's justifications. It repeats this fundamental error later in its brief, when it makes the conclusory statement that "requiring documentary proof of citizenship to register to vote is a valid method for a State to achieve its interests in preventing fraud and safeguarding voter confidence in elections." at The United States, in defending Wyoming's interest in "safeguarding voter confidence," quotes *Doe v. Reed* in stating that "alleged fraud, even if unproven, 'drives honest citizens out of the democratic process and breeds distrust of our government.'" quoting *Doe v. Reed*, However, the United States fails to acknowledge that Secretary Gray's unsubstantiated and repeated allegations of election fraud, in addition to the Attorney General's and President's unproven allegations of voter fraud undermine its stated interests. This assumes far too much. As the Secretary admits, *Anderson-Burdick* is a "highly fact specific inquiry[.]" This requires examination on both sides of the ledger particularly where, as here, the record establishes a substantial or severe burden on the right to vote. The United States, however, would have this Court jump to the conclusion it wants first, and avoid the rigorous inquiry and "hard judgment" the Constitution demands.

II. Secretary Gray's arguments fail to grapple with either the burdens imposed by HB 156 or its lack of tailoring. The documentary proof of citizenship requirement imposed by HB 156 creates significant new burdens on Wyomingites' right to vote. Wyoming's students, low-income, older, and disabled residents will face the largest obstacles complying with the new law, but HB 156 will make voting in Wyoming more difficult across the board and compound the difficulties created by Wyoming's already punitive registration laws. The result is a burdensome new requirement that is not remotely tailored to any state interest—real or imagined—and that accordingly fails the *Anderson-Burdick* test.

a. HB 156 significantly burdens the right to vote. HB 156 imposes new and significant burdens on the right to vote that require meaningful scrutiny. Secretary Gray attempts to cast the new requirement as a mere continuation of the prior regime of Wyoming election law. But by imposing a new documentary proof of citizenship requirement, HB 156 creates inconsistencies in the law and removes certain categories of IDs on which Wyoming voters rely to register and vote. As a result, many eligible Wyomingites will find it burdensome or even impossible to comply, even if they were able to meet the state's previous identification requirements. These burdens will not be distributed evenly, but will rather fall disproportionately on historically disenfranchised groups like student voters, low income and elderly voters, and voters with disabilities. As an organization that engages and empowers eligible voters across Wyoming, LWVWY is intimately familiar with the obstacles those communities already face in accessing the ballot and how HB 156 will compound those difficulties.

Secretary Gray minimizes the impact of the DPOC requirement, claiming that the list of acceptable DPOC under HB 156 “closely aligns with the list of documents . . . required to show identification for registering to vote and voting” prior to HB 156. But the types of documents sufficient under prior law but insufficient under HB 156 are hardly “minor exceptions.” Prior to HB 156, Wyomingites were required to present “acceptable identification” to register to vote. See W.S. 22-3-103(v) (2024); W.S. 22-1-102(a)(xxxix)(A) (2024). The list of “acceptable identification” for registration, however, includes documents which are not sufficient DPOC under HB 156, namely: “Photo Identification Card[s] issued by the University of Wyoming, a Wyoming Community College, or a Wyoming Public School”; “Identification Card[s] issued to a Dependent of a member of the United States Armed Forces”; “Voter’s Registration Card[s] from another State or County”; and “Any other form of identification issued by an official agency of the United States or a State.” Compare Registering to Vote in Wyoming: Acceptable Identification for Registering to Vote, Wyoming Secretary of State, <https://sos.wyo.gov/elections/state/registeringtovote.aspx> Comparing these two lists, Secretary Gray concludes that “the number of people who would have the necessary documents required to vote under current law but not under HB 156 is difficult to imagine.” This reflects a willful failure of imagination. Under HB156, U.S. citizens who could formerly register in Wyoming with a student ID, state or federal employment ID, military ID, or ID cards issued to military dependents can no longer rely on those documents to register to vote. HB 156 therefore imposes a significant burden on the populations who would otherwise rely on those forms of ID, such as students and low-income, elderly, and disabled voters. The court must “specifically consider” these “limited number of persons on whom the burdens” imposed by HB 156 “will be somewhat heavier.” By eliminating the ability to register and vote using student IDs, for example, HB 156 imposes a new burden on Wyoming’s students. This population is not “vanishingly small,” it includes the state’s approximately 35,000 University of Wyoming and Wyoming Community College students, as well as eligible voters still in high school.<sup>5</sup> And despite Secretary Gray’s implications, it is hardly far-fetched that Wyoming students would need to rely on their ID in order to register. Students are more likely than the average population to be away from home, increasing the likelihood that they hold a non-REAL ID out-of-state driver’s license or lack access to important documents like a birth certificate. Students nationwide face challenges voting for similar reasons, such as navigating residency rules and requesting mail-in ballots. Recognizing these unique obstacles, LWVWY has specifically targeted young Wyomingites in its efforts to increase voter registrations about the state. To that end, it has won and spent two grants on a voter registration campaign that targeted younger voters through a social media campaign using micro-influencers located across Wyoming. HB 156 frustrates this work by adding to the burdens that Wyoming’s student voters must overcome. The same goes for low-income Wyomingites. LWVWY supports voter-registration events for eligible voters in affordable housing, who disproportionately include members of families on the lower income spectrum, immigrants, and single parent households. By requiring potentially expensive DPOC, HB 156 compounds the difficulties these individuals face in registering to vote. Nearly 6% of registered voters in Wyoming lack both a passport and a birth certificate, and these rates are even higher for low-income citizens and those without a high-school diploma. These Wyoming residents will face significant cost to obtain the requisite documents. “A Wyoming birth certificate costs at least \$25 . . . [a] U.S. passport costs \$165 for an initial application and \$130 for renewal...[and] a replacement certificate of naturalization costs \$555.” The time costs of obtaining DPOC are equally significant: Individuals may have to navigate a complex bureaucracy including state, county, and municipal agencies, find notaries and “credible witnesses,” make photocopies, and submit to weekslong wait times. These hurdles will also disproportionately affect older Wyoming residents and those with disabilities, who are less likely to drive or have state-issued IDs.<sup>6</sup> In particular, people who have disabilities, are homebound, or are living in nursing homes are likely to lack the documentation required to vote under HB 156. And while these voters could previously register and vote using “Any [] form of identification issued by an official agency of the United States or a State” to confirm their identity, they will no longer be able to do so. HB 156 will make voting in Wyoming more difficult across the board. Even before HB 156 and its new and confounding DPOC requirements, Wyoming had one of the most cumbersome registration processes in the country, as one of only eight states that does not allow online voter registration. The time it takes to obtain DPOC will frustrate one of the few voter-friendly aspects of Wyoming’s registration process: same-day registration. As LWVWY knows well, most voters do not think about the documents they need to vote until right before (or on) Election Day. As a result, many voters who realize they lack the requisite documentation shortly before Election Day will not be able to vote at all, since

obtaining DPOC can take weeks. It will also deter eligible voters from registering: LWVWY has found that voters are often reticent to share highly personal information (like a certificate of naturalization) and view additional requirements as a challenge to their legitimacy and truthfulness.

Finally, HB 156 will create voter confusion (rather than instill confidence in elections) by creating two overlapping but not identical lists of documents—one for identification and one for DPOC—that voters need for different reasons while registering and voting. Currently, the Secretary of State’s webpage, “Registering to Vote in Wyoming,” details “Acceptable Identification for Registering to Vote,” listing each form of documentation that was previously sufficient to register and vote in Wyoming.<sup>8</sup> It then has a list of “Proof of United States Citizenship for Registering to Vote” (“Proof of United States citizenship may be satisfied by any of the following”) listing the forms of DPOC deemed acceptable by HB 156. As detailed above, these lists contain many of the same documents but with critical exceptions, like student IDs and “any [] form of identification issued by an official agency of the United States or a State,” which are proof of identification but not DPOC. For voters trying to figure out which type of document is necessary when, this system is hardly clearcut. Confusion in the face of conflicting requirements could easily cause eligible voters to throw up their hands and avoid the polls altogether. See *Purcell v. Gonzalez*, 549 U.S. at 4-5 (noting that “voter confusion” can create “incentive to remain away from the polls”). In all, Wyoming residents will face significant burdens obtaining the requisite documentation to comply with HB 156, with those impacts felt most acutely in communities that already struggle to participate in the democratic process. And in a state where registration is already difficult, HB 156 adds formidable new obstacles.

b. Wyoming’s Aggressive Purge Program Compounds the Burden of DPOC on Wyomingites. Wyoming has exploited its exemption from the National Voter Registration Act (“NVRA”) to create the most aggressive voter removal process in the nation, which compounds the burden imposed by HB 156 and its DPOC requirement. The NVRA generally restricts states from removing eligible voters on the basis of inactivity alone. Unbound from this requirement, Wyoming law requires county clerks to cancel the registration of any registrant who fails to vote in a single general election, including a midterm. W.S. 22-3-115. As a result, tens of thousands of Wyoming voters are purged from the voter rolls each election cycle and required to register anew to vote. Each of these voters will now be required to present DPOC to re-register. Wyoming’s process for removing “inactive” voters from the rolls is the quickest and most aggressive in the nation. After the 2022 midterm elections, for example, county clerks purged over 86,000 voters from the state’s voter rolls, representing approximately 28% of those registered as Wyoming voters. This makes Wyoming an outlier, even among states exempt from the NVRA. For example, Idaho, which has biennial purges, and New Hampshire, which previously had decennial purges, and are also exempt, purged approximately 12% and 22%, respectively, of the voters on their rolls.<sup>11</sup> From 2017 to present, the number of Wyoming voters the state purged has ranged from approximately 21,000 after presidential elections to more than 86,000 after midterms.

While a small percentage of removals reflects voters who are deceased or otherwise disqualified, most of the fluctuation in removals accounts for voters who have failed to vote in just one general election. With HB 156’s introduction of DPOC for voter registration, every two years, approximately 7% to more than 25% of formerly registered Wyoming voters, purged from the rolls for missing a single election, could have to provide DPOC in order to re-register and vote. Many of these voters, having previously registered on election day without needing DPOC, will not have the requisite documents on hand to vote. And those struggling to meet the associated burdens of providing DPOC will miss out on elections in which they seek to participate. Some that are unable to attain the requisite documents may never be able to re-register and vote in Wyoming. Others may be dissuaded from registering in the first place by the prospect of not only having to produce and share sensitive documents to register, but also having to reproduce those documents to re-register every time they sit out a general election. Thus, HB 156. condemns many Wyoming citizens to an endless cycle of having to demonstrate proof of citizenship in their state of residence. The League’s experience with Wyoming indicates an additional burden will dissuade or prevent many from registering to vote. This endless cycle of disenfranchisement is only possible because Wyoming is not subject to the safeguards of the NVRA. Congress exempted Wyoming and five other states because they had either no voter-registration requirements or, like Wyoming, offered same-day registration, meaning they had eliminated a significant obstacle to voting. Wyoming has since taken advantage of its exempt status to erect new barriers to participation, like removing voters for inactivity and the DPOC requirement in HB 156. Since at least 2014, Wyoming has remained in the

bottom half of U.S. states in terms of registered voters as a share of the voter population in Wyoming, falling as low as 49th in November of 2014 and remaining in the bottom 10 states as recently as November 2024.<sup>15</sup> Organizations like LWVWY, though deeply committed to empowering Wyomingites, are thwarted in any attempts to close this gap: Wyoming is one of only two states that bans third-party voter registration. HB 156 further cements Wyoming's place as a restrictive outlier in American democracy.

c. HB 156 is not tailored to any of the state's purported interests. Instead of offering a valid explanation of the state interest purportedly justifying the burdens imposed by HB 156 on all Wyoming voters, or how these new burdens further those interests, Secretary Gray offers a nonsensical hypothetical, imagining a person who is not a citizen of the United States, but is able (and intends) to vote in-person on election day at a polling location that does not have access to Wyoming's Statewide Voter Registration System (WyoReg), and thwarts Wyoming's registration requirements and verifications in order to unlawfully cast their vote in an election. This hypothetical fails. Voting by non-citizens is not a substantial issue, (although Secretary Gray has nonetheless repeatedly raised it as a specter threatening Wyoming elections<sup>17</sup>). Unsurprisingly, Secretary Gray is unable to provide any actual proof of widespread non-citizen voting in the state. Second, nothing about HB 156 would solve this far-fetched hypothetical problem. Under HB 156, a noncitizen could still comply and cast a ballot because driver's licenses are available to citizens and noncitizens alike and most do not have any indicator of citizenship. Moreover, the hypothetical Secretary Gray presents only demonstrates the ways HB 156 is a poor fix for an insubstantial problem. Although the Secretary wrongly asks this Court to apply rational basis, the tailoring of HB 156 could not pass muster under any meaningful review, for at least three independent reasons. First, HB 156 is over-inclusive because it is not limited to individuals for whom the State lacks proof of citizenship. As Secretary Gray admits, WyoReg provides verification of citizenship for many residents. Yet, HB 156's restrictions apply not to in-person same day registrations, where WyoReg is not necessarily available, but to all registrations. HB 156 thereby places the heavy burden of DPOC on all registrants—not just those voters who register on election day—to address the baroque hypothetical the Secretary imagines. Moreover, it requires Wyomingites to provide DPOC to the State each time they miss an election. No doubt Wyoming's voter registration system has (or could have) the capacity to keep a record that a voter previously provided DPOC after they have been purged to eliminate this nonsensical burden. Thus, even if one assumes, without evidence, that the Secretary's concern is legitimate, HB 156's design does not pass constitutional muster. Second, HB 156 is also over-inclusive because, as the Secretary concedes, there are less burdensome and more appropriately tailored mechanisms to address his hypothetical issue. This includes expanding "real-time access" to WyoReg to all counties on election day or increasing how the problem is relevant to Wyoming.) Notably, this is the same individual who was able to secure a valid Wyoming driver's license. But instead of imposing the burden on the government, HB 156 imposes the burden of verifying identification on all Wyoming voters. There are other ways the state could actually address Secretary Gray's hypothetical, including by accepting driver's license ID numbers that can be matched with state databases as is the practice in Arizona. However, it tramples over more tailored approaches and burdens more voters than is conceivably necessary.

Third, HB 156 simultaneously manages to be underinclusive in addressing the hypothetical "vulnerability," similarly demonstrating how the burden is untethered to even the purported justification. As noted above, under HB 156, a non-citizen could still use their driver's license as proof of citizenship. Even when SF 33 becomes effective in 2026, and Wyoming begins labeling driver's licenses given to noncitizens, it will take years before all existing licenses expire and are replaced. Similarly, a selective service registration acknowledgment card or a valid out-of-state ID that is consistent with the REAL ID Act, which are also available to noncitizens, are accepted as DPOC under HB 156.<sup>18</sup> Given that HB 156 accepts numerous documents that assuredly do not prove citizenship, there is no rationale for excluding student identification or other governmental identification from the list of acceptable documents. An out-of-state REAL ID driver's license no more proves citizenship than a University of Wyoming student identification. Secretary Gray offers no explanation of why some previously accepted identifications were singled out for elimination, and others were not: actual proof of citizenship was plainly not the criteria. Finally, the only instance of noncitizen voting proponents of HB 156 referenced in committee involved the use of a fraudulent birth certificate to obtain a driver's license, which HB 156 does nothing to address. See ECF No. 16 at 2. HB 156's under-inclusivity highlights the senselessness of the burdens imposed by its DPOC scheme. States may not impose any verification system they like without regard for the right to vote. For example, DNA testing could hypothetically verify identity, but at an incredible

cost and burden to citizens to address a nonexistent problem. Rather than being what Secretary Gray has dubbed the most restrictive, “ironclad” DPOC requirement in the nation, HB 156 is yet another unreasonable, needless, and poorly tailored DPOC bill that imposes a significant burden on citizens’ most sacred fundamental right under the First and Fourteenth Amendments.

**CONCLUSION**

For the foregoing reasons, amicus curiae the League of Women Voters of Wyoming respectfully requests that the Court grant Plaintiff’s Motion for Preliminary Injunction.



**MAKING DEMOCRACY WORK AWARD NOMINATION APPLICATION**

Local League:

DATE:

NAME OF NOMINEE:

ADDRESS:

PHONE NUMBER:

EMAIL:

Please provide the following information, staying to one sheet of paper:

\* Action, Project, or Program That Makes Democracy Work and Its Results (Description, years in place, numbers of participants, community support, its effects, etc.)

\* Nominee’s Contribution to the Action, Project, or Program (is this a volunteer or paid participation, years involved, improvements implemented, etc.)

\* Documentation (newspaper articles, letters of support for the nomination, if any, etc.—not required)

\* Nominee’s Biographical Information or Group’s Mission and Values

Please submit your nomination by December 1, 2026, to [deebuckstaff@gmail.com](mailto:deebuckstaff@gmail.com)

Note: The nominee should not be a League member or currently holding an elective or appointed office.

Signature: \_\_\_\_\_

## Criteria and Recognition:

The recipient(s) will be recognized at the annual meeting of the LWVWY. In addition, she/he/they will be recognized in an LWVWY news release, newsletter, website, on social media, and through other LWVWY events and communications.

Examples of individuals/organizations that have received past awards from other Leagues

Individual/organization that engages in any League advocacy item (see Impact on Issues (Google

LWVUS Impact on Issues). This includes but is not limited to: Organizations/Individuals that are advocates for/of: social justice; women's reproductive rights; libraries; homelessness; immigration; educators; journalists; climate change; civics education; sexual orientation rights; criminal justice; incarceration; death penalty; etc. Deadline for submission is December 1, 2026, to [deebuckstaff@gmail.com](mailto:deebuckstaff@gmail.com) Any individual or organization may nominate a candidate with the nomination form or facsimile. Self-nominations are accepted.

The nomination forms must be submitted by the deadline date established by the LWVWY Board of Directors. The nominations will be evaluated and ranked by a committee selected by members of the Board. Applications are evaluated and ranked on the following criteria:

- description of the individual's or organization's contributions to the community and why they should be selected,
- the extent to which their leadership and contributions improve the community and strengthen democracy,
- and how their contributions/projects promote social justice, equity, diversity, and inclusion.

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