

#### WHY 16- AND 17-YEAR-OLDS SHOULD BE ALLOWED TO VOTE IN LOCAL ELECTIONS AND BEYOND

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## THE NEW JERSEY INSTITUTE FOR SOCIAL JUSTICE

Established in 1999 by Alan V. and Amy Lowenstein, the Institute's cutting-edge racial and social justice advocacy seeks to empower people of color by building reparative systems that create wealth, transform justice and harness democratic power – from the ground up – in New Jersey. Known for our dynamic and independent advocacy aimed at toppling load-bearing walls of structural inequality to create just, vibrant and healthy communities, we are committed to exposing and repairing the cracks of structural racism in our foundation that erupt into earthquakes in communities of color. The Institute advocates for systemic reform that is at once transformative, achievable in the state and replicable in communities across the nation.

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#### **NEW JERSEY INSTITUTE FOR SOCIAL JUSTICE**

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# INTRODUCTION

In New Jersey and across America, there are fierce efforts underway to prohibit students from studying or even talking about issues of race, racism and systemic inequality, including the legacy of slavery in America.<sup>1</sup>

Following the passage of one such bill in Florida, for instance, schools are removing foundational texts from curriculum, ending courses that teach these subjects and forbidding diversity, equity and inclusion trainings.<sup>2</sup>

If ever we needed an influx of voters to lift their voices at the ballot box to respond to these attacks on truth, history and democracy, it is now.

The challenge, however, is that voter turnout in non-federal elections is exceedingly low.

Annual school board elections in 2023, for example, saw about 3-7% voter turnout in participating municipalities.<sup>3</sup> In Newark – New Jersey's largest city – turnout was a dismal 3%.<sup>4</sup> Annual non-partisan municipal elections had 4-44% voter turnout,<sup>5</sup> and the primary elections had about 4-15% voter turnout.<sup>6</sup>

To start raising these chronically low participation rates requires deep community organizing, some of which is already occurring, to register eligible voters and encourage them to vote.

However, there is more we can do.

"I believe, if given the opportunity, my peers would love to vote in school board and local elections. I've seen multiple instances where out of touch school boards have enacted policies that directly harm the education of students, resulting in backlash. Many students are really passionate about their own education and the quality of the town that they live in."

#### YENJAY HU HIGH SCHOOL STUDENT

"Our school board and local elections are the elections that will most likely impact us the most. Adults don't go to school in our towns, so they don't have to deal with the repercussions of having someone elected who isn't fit for the job."

> OLIVE STERRY HIGH SCHOOL STUDENT



It is time to bring new, younger voters into the democratic fold, particularly in elections that directly impact them.

This policy brief will outline why New Jersey should lower the voting age to 16 in local elections.

This can in time lead to a broader democracy expansion by lowering the vote age for state elections, as well.

We have an inspiring opportunity before us – to make our democracy more representative for the next generation.

Let's embrace it.

"[B]eing able to vote in local elections would allow me and other young people to have greater autonomy over our education."

> ALEXIS CHEN HIGH SCHOOL STUDENT

## THE OPPORTUNITY TO LOWER THE VOTING AGE TO 16

"The [s]tudents in the Vietnam era protested to lower the voting age to 18 because 18-yearolds were being sent off to die without a voice. Well now, 16- and 17-year-olds are being killed and attacked literally and figuratively without a seat at the table. They are pawns on the political table, without a means to protect themselves."

#### SAM ALTMAN HIGH SCHOOL STUDENT

"Since votes are private, most people wouldn't vote like their parents unless they actually believed that it was the best option."

#### ANONYMOUS HIGH SCHOOL STUDENT

Despite their age, research shows that not only are 16- and 17-year-olds "neurologically and socially mature enough to vote responsibly,"<sup>7</sup> they are equally informed about and engaged in political issues as their older counterparts.<sup>8</sup> As they enter their formative years, it is imperative that they are empowered to use that knowledge at the polls and make voting a habit.

In light of this research, it is evident that the 18-year-old age requirement is merely an artificial barrier.<sup>9</sup> Following are reasons why 16- and 17-year-olds should be allowed to vote in local elections and beyond.

First, lowering the voting age to 16 does not conflict with the New Jersey Constitution.

The New Jersey Constitution<sup>10</sup> grants an affirmative right to vote to those 18 and older – but does not prohibit voting for those who are younger. The age mentioned in the Constitution should be read as a floor rather than a ceiling.<sup>11</sup> Accordingly, New Jersey should lower the voting age for state elections through state legislation.

However, municipalities do not need to wait for the state to act. Municipalities in New Jersey can pass local laws right now regarding voting rights and elections.<sup>12</sup> Though the state's election law statutes enumerate the limited circumstances under which certain persons who otherwise meet the requirements are prohibited from voting, they do not bar anyone from voting because they are under 18.<sup>13</sup>



Furthermore, neither the New Jersey Constitution nor election law statutes state that the New Jersey State Legislature gets to determine the age for local races, which means that local governments can make this decision on their own.<sup>14</sup>

Second, by expanding access to the ballot to 16and 17-year-olds in New Jersey, who are much more diverse now than even just ten years ago,<sup>15</sup> a municipality could create a longer trend of higher turnout in local elections and be one step closer to building a robust, equitable and representative democracy. When 16- and 17-year-olds were allowed to vote for the first time in Takoma Park, Maryland in local elections, their turnout was significantly higher than the general population.<sup>16</sup> It is estimated that 17% of eligible voters under 18 turned out to vote their first election, more than double the rate of 8.5% for those 18 and older.<sup>17</sup> When you take registration rolls into account, the turnout is even more staggering. The turnout rate for registered city residents under 18 was close to 42%, four times the rate for those 18 and older.<sup>18</sup>

Third, the minimum voting age of 18 is an artificial limitation that was set after a long national fight wherein young people argued that if they were old enough to be sent to fight wars, they were old enough to vote.<sup>19</sup> This advocacy culminated in the passage of the Twenty-Sixth Amendment.<sup>20</sup>



The legal definition linking adulthood to the age of 18 should not be a deterrent for expanding our democracy.<sup>21</sup> The legal age of consent in many states,<sup>22</sup> including New Jersey, is 16,<sup>23</sup> and the compulsory school attendance age ends at 16.<sup>24</sup> Most states in our country have set the driving age at 16.<sup>25</sup> Sixteenyear-olds can make financial contributions to a political campaign, volunteer in campaigns and serve as poll workers.<sup>26</sup>

Since 2017, residents 14 and older in Freehold Borough, New Jersey have been allowed to vote in the participatory budgeting process to decide how officials spend up to \$200,000 on projects that benefit the entire community.<sup>27</sup> Other Garden State cities have adopted a similar participatory budgeting process in recent years, including Neptune City<sup>28</sup> and Asbury Park.<sup>29</sup>

Many people under 18 also have "adult" responsibilities – such as being the primary caregiver for an ailing family member, running a business or making substantial financial contributions to their households.<sup>30</sup>

Young people are affected by the same policies as adults but have no say in deciding their representatives. This is especially true for local elections such as school board elections.

School boards set policies and establish budgets for the entire school district. This includes input in teacher contracts, quality of school buildings and selecting what textbooks and programs students use.

A growing number of young people are engaging in social activism – protesting about climate change, women's and LGBTQ rights, immigration, gun control and Black Lives Matter.<sup>31</sup> However, despite exercising their First Amendment rights, they lack real power in the systems that affect them.

Everyone, including 16-year-olds, deserves the right to vote on issues that directly impact them.

"I wish I could've participated in one of my local Board of Ed elections in 2020. There were many candidates running with opinions that I didn't agree with. [T]hey believed that schools should've been maskless and fully in person when health officials argued against it."

ANONYMOUS HIGH SCHOOL STUDENT

"If kids are old enough to be forced to give birth, they should have the right to vote for or against the policies affecting them."

#### **LELAH TEKHNA** COLLEGE STUDENT

"We should lower the voting age because 16and 17-year-olds are old enough to work and be taxed, but currently have no say in laws [or] policies that affect them."

ANONYMOUS HIGH SCHOOL STUDENT

### OTHER COUNTRIES AND SOME U.S. CITIES THAT Allow 16- and 17-year-olds to vote

New Jersey's cities would not be the first to lower the voting age.<sup>32</sup> Several cities in the United States have acknowledged the need for young voters and have already lowered the voting age for their local or school board elections.<sup>33</sup>

17-Year-Olds Vote In Primaries	16-Year-Olds Vote In All Local Elections	16-Year-Olds Vote In Local Elections Only	16-Year-Olds Vote In School Board Elections Only
Connecticut Delaware District of Columbia Illinois Indiana Iowa Kentucky Maine Maryland Mississippi Nebraska New Mexico North Carolina Ohio South Carolina Utah Vermont Virginia West Virginia	Maryland • Greenbelt • Hyattsville • Riverdale Park • Takoma Park	<b>Vermont</b> • Brattleboro	California • Berkeley • Oakland

Recently, U.S. House Representative Grace Meng of New York reintroduced a bill to lower the voting age to 16 for all elections - federal, state and local.<sup>34</sup>

Additionally, numerous other countries around the world allow those under 18 to vote in certain elections.<sup>35</sup>

<b>VOTING AGE ELIGIBILITY AROUND THE WORLD</b>						
Sixteen (16)						
No Restriction	If Employed	lf Married	Local Elections Only	Other Specific Restriction		
Argentina Austria Brazil Cuba Ecuador Nicaragua	Bosnia and Herzegovina Croatia Serbia Slovenia	Dominican Republic Hungary Indonesia Philippines	Estonia Malta United Kingdom - Guernsey - Isle of Man - Jersey	<ul> <li>Belgium – European elections only</li> <li>Germany – in some local and state elections only</li> <li>United Kingdom</li> <li>Scotland - non- federal elections only</li> <li>Switzerland – state of Glarus for regional elections only</li> </ul>		
Seventeen (17)						
No Restriction	If Employed	If Married	Local Elections Only	Other Specific Restriction		
Greece North Korea Norway Timor-Leste			Israel			

# CONCLUSION

"[I] know what's going on in the school district and I know what needs to be fixed, so being able to elect people who would actually help the schools would benefit me."

#### **OLIVE STERRY** HIGH SCHOOL STUDENT

"There is no reason to think that a 16-year-old can't make an informed decision, especially when many adults vote for candidates based on little to no research. When laws are going to be [a]ffecting you directly, you should have a say in who represents you."

ANONYMOUS COLLEGE STUDENT Our democracy, and our educational system, are currently under attack. With our states and cities serving as laboratories for democracy, allowing 16- and 17-year-olds to vote in local and eventually state elections will address both these issues directly.

Lowering the voting age will increase voter turnout among those most affected by what is taught and learned in our schools. This should be paired with introducing civics to 16- and 17-year-olds, which will likely lead to more discussions between parents and children about politics and local issues, resulting in an increase in voter turnout for all.<sup>36</sup>

New Jersey's Constitution allows municipalities the authority to lower the voting age. It's time to let young people vote.<sup>37</sup> We need their voices now more than ever.



**ENDNOTES** 

<sup>1</sup> Katie Reilly, Why School Board Seats May Be the Hottest Races on Your Midterm Ballot, TIME (Nov. 3, 2022, 4:19 PM), https://time.com/6228330/ school-board-elections-midterms-2022/.

<sup>2</sup> Black history class revised in US after criticism from right, AL JAZEERA (Feb. 1, 2023), https://www.aljazeera.com/news/2023/2/1/black-history-class-revised-in-us-after-criticism-from-right.

<sup>3</sup> Albina Sportelli, *Spring 2023 school board election results: See how your North Jersey district voted*, NORTHJERSEY.COM (Apr. 26, 2023, 2:09 PM), https://www.northjersey.com/story/news/politics/elections/2023/04/25/nj-boe-school-board-election-results-2023-passaic-board-of-education-fairview/70150729007/.

<sup>4</sup> Jessie Gomez, Newark voters elect two incumbents and a newcomer to the school board, CHALKBEAT NEWARK (Apr. 27, 2023, 8:30 AM), https:// newark.chalkbeat.org/2023/4/27/23699907/newark-nj-public-schools-board-education-elections-2023-election-reactions.

<sup>5</sup> Joey Fox, *Many of Tuesday's municipal races were decided by less than one-quarter of the electorate*, NEW JERSEY GLOBE (May 10, 2023, 4:47 PM), https:// newjerseyglobe.com/local/many-of-yesterdays-municipal-races-were-decided-by-less-than-one-quarter-of-the-electorate/. "Turnout was even lower in many uncontested races. Two Cape May towns both did alright: Avalon had a turnout rate of approximately 27%, and Sea Isle City was at approximately 19%. Both towns are very small, and in Avalon, eight-term mayor Martin Pagliughi did not seek re-election, paving the way for a leadership change for the first time in 32 years. Other towns fared much worse: Haddon Township had a turnout rate of 10.5%; South Orange's was 8.7% (four years after a much higher-turnout contested election); and at the very bottom of the pack, Cedar Grove was at 4.6% and Lodi was at 4.4% (according to numbers from the Bergen Record)." <sup>6</sup> See Statewide Voter Registration Statistics Archive, DEP'T OF STATE, DIV. OF ELECTIONS, N.J. VOTER INFO. PORTAL, https://www.state.nj.us/state/elections/election-information-svrs.shtml#2023 (last visited Jul. 19, 2023). This data shows the average voter turnout for the 2023 primary election in each New Jersey county.

<sup>7</sup> See DANIEL HART AND ROBERT ATKINS, AMERICAN SIXTEEN- AND SEVENTEEN-YEAR-OLDS ARE READY TO VOTE, THE ANNALS OF THE AMERICAN ACADEMY OF POLITICAL AND SOCIAL SCIENCE (2011), https://journals.sagepub.com/doi/abs/10.1177/0002716210382395; *Lower the Voting Age for Local Elections*, FAIR VOTE, https://fairvote.org/archives/reform\_library-lower\_the\_voting\_age/ (last visited Jul. 19, 2023).

<sup>8</sup> See John Wall, Why Children and Youth Should Have the Right to Vote: An Argument for Proxy-Claim Suffrage, Children, Youth and Environments, https://doi.org/10.7721/chilyoutenvi.24.1.0108.

<sup>9</sup> See Yamiche Alcindor, *Campaign to Lower Voting Age to 16 in Local Races Ignites a Debate*, N.Y. TIMES (Dec. 9, 2015), https://www.nytimes. com/2015/12/10/us/politics/campaign-to-lower-voting-age-to-16-in-local-races-ignites-a-debate.html; *contra* Katharine B. Silbaugh, *More than the Vote:* 

16-Year-Old Voting and the Risks of Legal Adulthood, 100 B.U. L. Rev. 1689 (2020).

<sup>10</sup> N.J. Const. art. II, § 1, ¶ 3.

<sup>11</sup> See generally Gangemi v. Berry, 25 N.J. 1 (1957); Allison v. Blake, 57 N.J.L. 6 (Sup. Ct. 1894).

<sup>12</sup> See Joshua A. Douglas, *The Right to Vote Under Local Law*, 85 Geo. Wash. L. Rev. 1039 (2017). In New Jersey, municipalities are creatures of the state, but the state's constitution and legislature has entrusted them with broad powers to, among other things, "organize and regulate their internal affairs." N.J.S.A. §§ 40:69A-26 through -30.

<sup>13</sup> N.J. Const. art. II, § 1, ¶ 3.

<sup>14</sup> See NJ Const. art. II, § 1.3; N.J.S.A. 19:4-1; N.J.S.A. 40:42-4; N.J.S.A. 40:69A-30.

<sup>15</sup> More than 60% are students of color, a trend on pace with the state's growing diversity. Dana DiFilippo and Sophie Nieto-Munoz, *Teacher-student diversity gap widens in New Jersey*, New JERSEY MONITOR (Sep. 9, 2022, 7:50 AM), https://newjerseymonitor.com/2022/09/09/teacher-student-diversity-gap-widens-in-new-jersey/.

<sup>16</sup> Historic Expansion of Suffrage: 16- and 17-year-olds vote in city election, FAIR VOTE (Nov. 6, 2013), https://fairvote.org/historic-expansion-of-suf-frage-16-and-17-year-olds-vote-in-city-election/.

<sup>17</sup> Id.

<sup>18</sup> Id.

<sup>19</sup> Maggie Astor, *16-Year-Olds Want a Vote. Fifty Years Ago, So Did 18-Year-Olds*, N.Y. TIMES (May 19, 2019), https://www.nytimes. com/2019/05/19/ us/politics/voting-age.html.

<sup>20</sup> Id.

<sup>21</sup> Young Voices at the Ballot: Amplifying Youth Activism to Lower the Voting Age in 2020 and Beyond, Generation Citizen, https:// vote16usa.org/wp-content/uploads/2020/05/white-paper-5.14.20.pdf.

<sup>22</sup> Id.

<sup>23</sup> See N.J.S.A. 2C:14-2.

24 N.J.S.A. 18A:38-28 through -31.

<sup>25</sup> Id.

<sup>26</sup> How to Become a Poll Worker, DEP'T OF STATE, DIV. OF ELECTIONS, N.J. VOTER INFO. PORTAL, https://nj.gov/state/elections/pollworker.shtml#:~:tex-t=Are%20at%20least%2016%20years,to%20be%20registered%20to%20vote (last visited Jul. 19, 2023).

<sup>27</sup> Joe Strupp, *Freehold lets its residents choose what to fix around town. It's catching on*, APP (Oct. 7, 2022, 5:17 AM), https://www.app.com/story/news/local/2022/10/07/freehold-nj-participatory-budget-vote/69542391007/.

<sup>28</sup> Pete Walton, Neptune City Residents to Vote on Projects, THE COASTER (Dec. 4, 2019), https://thecoaster.net/2019/12/04/neptune-city-residents-to-vote-on-projects/.

<sup>29</sup> Kery Butch and Toni Zimmer, *Voting Underway to Determine Which Resident Driven Projects Get the Earmarked Quarter Million*, ASBURY PARK REPORTER (Mar. 24, 2023), https://asburyparkreporter.com/2023/03/voting-underway-to-determine-which-resident-driven-projects-get-the-earmarked-quarter-million/.

<sup>30</sup> Top Ten Reasons to Lower the Voting Age, NATIONAL YOUTH RIGHTS ASSOCIATION, https://www.youthrights.org/issues/voting-age/top-ten-reasons-to-lower-the-voting-age/ (last visited Jul. 19, 2023).

<sup>31</sup> See Jennifer McNulty, Youth activism is on the rise around the globe, and adults should pay attention, says author, UC SANTA CRUZ NEWSCENTER (Sep. 17, 2019), https://news.ucsc.edu/2019/09/taft-youth.html.

<sup>32</sup> See Campaigns, VOTE16USA, https://vote16usa.org/current-campaigns (last visited Jan. 19, 2023).

<sup>33</sup> See Voting Age Status Report, NATIONAL YOUTH RIGHTS ASSOCIATION, https://www.youthrights.org/issues/voting-age/voting-age-status-report/#info (last visited Jul. 19, 2023); Voting Age for Primary Elections, NCSL (Jan. 20, 2023), ncsl.org/elections-and-campaigns/voting-age-for-primary-elections.
 <sup>34</sup> Press Release, Congresswoman Grace Meng, Meng Reintroduces Legislation To Lower The Voting Age In America To 16 Years Old (Jan. 26, 2023), https://meng.house.gov/media-center/press-releases/meng-reintroduces-legislation-to-lower-the-voting-age-in-america-to-16-0.

<sup>35</sup> See Voting Age Status Report, NATIONAL YOUTH RIGHTS ASSOCIATION, https://www.youthrights.org/issues/voting-age/voting-age-status-report/#info (last visited Jul. 19, 2023); Legal Voting Age by Country, WORLDATLAS, https://www.worldatlas.com/articles/legal-voting-age-by-country.html (last visited Jul. 19, 2023); Countries where under 18s can vote, CHILD RIGHTS INTERNATIONAL NETWORK https://archive.crin.org/sites/default/files/ crin\_voting\_ages\_compiled\_0.pdf (last visited Jul. 19, 2023); Certain sources cannot confirm that the voting age has been lowered to 16 – Herzegovina, Croatia, Serbia, and Philippines.

<sup>36</sup> See Media + Voting, CENTER FOR INFORMATION & RESEARCH ON CIVIC LEARNING AND ENGAGEMENT, https://circle.tufts.edu/our-research/broadening-youth-voting (last visited Jul. 19, 2023); Lower the Voting Age for Local Elections, FAIR VOTE, https://fairvote.org/archives/reform\_library-lower\_the\_voting\_age/ (last visited Jul. 19, 2023).

<sup>37</sup> See Whelan v. New Jersey Power & Light Co., 45 N.J. 237, 251 (1965); N.J.S.A. 40:42-4.





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