SECOND REGULAR SESSION SENATE COMMITTEE SUBSTITUTE FOR

HOUSE BILL NO. 1104

96TH GENERAL ASSEMBLY

Reported from the Committee on Financial and Governmental Organizations and Elections, April 5, 2012, with recommendation that the Senate Committee Substitute do pass.

4521S.03C TERRY L. SPIELER, Secretary.

AN ACT

To repeal sections 115.427 and 115.430, RSMo, and to enact in lieu thereof two new sections relating to elections, with a contingent effective date.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section A. Sections 115.427 and 115.430, RSMo, are repealed and two new

- 2 sections enacted in lieu thereof, to be known as sections 115.427 and 115.430, to
- 3 read as follows:
 - 115.427. 1. [Before receiving a ballot, voters] Persons seeking to vote
- 2 in a public election shall establish their identity and eligibility to vote at the
- 3 polling place by presenting a form of personal identification to election
- 4 officials. ["Personal identification" shall mean only] No form of personal
- 5 identification other than the forms listed in this section shall be
- 6 accepted to establish a voter's qualifications to vote. Forms of personal
- identification that satisfy the requirements of this section are any one
- 8 of the following:
- 9 (1) Nonexpired Missouri driver's license [showing the name and a
- 10 photograph or digital image of the individual]; [or]
- 11 (2) Nonexpired or nonexpiring Missouri nondriver's license [showing the
- 12 name and a photographic or digital image of the individual]; [or]
- 13 (3) A document that satisfies all of the following requirements:
- 14 (a) The document contains the name of the individual to whom the
- 15 document was issued, and the name substantially conforms to the most recent
- 16 signature in the individual's voter registration record;
- 17 (b) The document shows a [photographic or digital image] photograph

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18 of the individual;

- 19 (c) The document includes an expiration date, and the document is not 20 expired, or if expired, **the document** expired [not before] **after** the date of the 21 most recent general election; and
- 22 (d) The document was issued by the United States or the state of 23 Missouri; or
- 24 (4) Any identification containing a [photographic or digital image]
 25 **photograph** of the individual which is issued by the Missouri national guard,
 26 the United States armed forces, or the United States Department of Veteran
 27 Affairs to a member or former member of the Missouri national guard or the
 28 United States armed forces and that does not have an expiration date.
 - 2. [The] All election authority costs associated with the implementation of the photo identification requirements of this section shall be reimbursed from the general revenue of this state by an appropriation for that purpose. If there is no appropriation and distribution of state funds, then election authorities shall not enforce the photo identification requirements of this section.
- 3. Each election authority shall post a clear and conspicuous notice at 35 each polling place informing each voter who appears at the polling place without 36 a form of personal identification that satisfies the requirements of [subsection 1 37 38 of this section that the voter may return to the polling place with a proper form of personal identification and vote a regular ballot after election judges have 39 40 verified the voter's identity and eligibility under [subsection 1 of] this section. In addition to such posting, the election judges at each polling place may also 41 inform such voters by written or oral communication of such information posted 42in the notice. Voters who return to the polling place during the uniform polling 43 hours established by section 115.407 with a current and valid form of personal 44 identification shall be given priority in any voting lines. 45
 - [3.] 4. An individual who appears at a polling place without a form of personal identification [in the form] described in [subsection 1 of] this section and who is otherwise qualified to vote at that polling place may execute an affidavit averring that the voter is the person listed in the precinct register [and that the voter], does not possess a form of personal identification specified in this section, and is unable to obtain a current and valid form of personal identification because of:
 - (1) A physical or mental disability or handicap of the voter, if the voter

54	is otherwise competent to vote under Missouri law; [or]
55	(2) The inability to pay for a birth certificate or other supporting
56	documentation that is necessary to obtain the identification required
57	to vote under this section;
58	(3) A sincerely held religious belief against the forms of personal
59	identification described in [subsection 1 of] this section; or
60	[(3)] (4) The voter being born on or before January 1, 1941.
61	Upon executing such affidavit, the individual may cast a provisional ballot. Such
62	provisional ballot shall be counted, provided the election authority verifies the
63	identity of the individual by comparing that individual's signature to the
64	signature on file with the election authority and determines that the individual
65	was eligible to cast a ballot at the polling place where the ballot was cast.
66	[4.] 5. The affidavit to be used for voting under subsection 3 of this
67	section shall be substantially in the following form:
68	"State of
69	County of
70	I do solemnly swear (or affirm) that my name is;
71	that I reside at; and that I am the person listed in the
72	precinct register under this name and at this address. I further swear (or affirm)
73	that I am unable to obtain a current and valid form of personal identification
74	because of:
75	☐ A physical or mental disability or handicap;[or]
76	☐ An inability to pay for a birth certificate or other supporting
77	documentation necessary to obtain the identification required to vote
78	under this section;
79	☐ A sincerely held religious belief; [or]
80	☐ My being born on or before January 1, 1941.
81	I understand that knowingly providing false information is a violation of law and
82	subjects me to possible criminal prosecution.
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84	Signature of voter
85	Subscribed and affirmed before me this day of, 20
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87	Signature of election official"

[5.] 6. A voter shall be allowed to cast a provisional ballot under section

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- 89 115.430 even if the election judges cannot establish the voter's identity under 90 [subsection 1 of] this section. The election judges shall make a notation on the 91 provisional ballot envelope to indicate that the voter's identity was not 92 verified. The provisional ballot cast by such voter shall not be counted unless:
- 93 (1) The voter returns to the [polling place during the uniform polling 94 hours established by section 115.407] **election authority within three days** 95 **after the election** and provides a form of personal identification that allows the 96 election [judges] **authority** to verify the voter's identity as provided in 97 [subsection 1 of] this section; and
- 98 (2) The provisional ballot otherwise qualifies to be counted under section 99 115.430.
- 100 [6.] 7. Prior to the next election held after the effective date of this section, the secretary of state shall provide advance notice of the personal 101 identification requirements of [subsection 1 of] this section in a manner 102calculated to inform the public generally of the requirement for [photographic] 103 forms of personal identification as provided in this section. Such advance notice 104 shall include, at a minimum, the use of advertisements and public service 105 announcements in print, broadcast television, radio, and cable television media, 106 as well as the posting of information on the opening pages of the official state 107 108 Internet websites of the secretary of state and governor.
 - [7.] 8. The provisions of section 136.055 and section 302.181 notwithstanding, the state and all fee offices shall provide at least one such form of the personal identification required to vote at no cost to any otherwise qualified voter who does not already possess such identification and who desires the identification in order to vote. Any applicant who requests a nondriver's license with a photograph or digital image for the purpose of voting shall not be required to pay a fee if the applicant executes an affidavit averring that the applicant does not have any other form of [photographic] personal identification that meets the requirements of [subsection 1 of] this section. The state of Missouri shall pay the legally required fees for any such applicant. The director shall design an affidavit to be used for this purpose. [However, any disabled or elderly person otherwise competent to vote shall be issued a nondriver's license photo identification through a mobile processing system operated by the Missouri department of revenue upon request if the individual is physically unable to otherwise obtain a nondriver's license photo identification. The department of revenue shall make nondriver's license

photo identifications available through its mobile processing system only at 125 126 facilities licensed under chapter 198 and other public places accessible to and frequented by disabled and elderly persons. The department shall provide 127 128 advance notice of the times and places when the mobile processing system will be 129 available. At least nine mobile units housed under the office of administration 130 shall remain available for dispatch upon the request of the department of revenue 131 to fulfill the requirements of this section.] The total cost associated with nondriver's license photo identification under this subsection shall be borne by 132 133 the state of Missouri from funds appropriated to the department of revenue for that specific purpose. The department of revenue and a local election authority 134 135 may enter into a contract that allows the local election authority to assist the department in issuing nondriver's license photo identifications. 136

- [8.] 9. The director of the department of revenue shall, by January first of each year, prepare and deliver to each member of the general assembly a report documenting the number of individuals who have requested and received a nondriver's license photo identification for the purposes of voting under this section. The report shall also include the number of persons requesting a nondriver's license for purposes of voting under this section, but not receiving such license, and the reason for the denial of the nondriver's license.
- [9.] 10. The precinct register shall serve as the voter identification certificate. The following form shall be printed at the top of each page of the precinct register: VOTER'S IDENTIFICATION CERTIFICATE Warning: It is against the law for anyone to vote, or attempt to vote, without having a lawful right to vote.
- 149 PRECINCT

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- 150 WARD OR TOWNSHIP
- 151 GENERAL (SPECIAL, PRIMARY) ELECTION
- 152 Held 20......
- 153 Date
- I hereby certify that I am qualified to vote at this election by signing my name and verifying my address by signing my initials next to my address.
- 156 [10.] 11. The secretary of state shall promulgate rules to effectuate the provisions of this section.
- [11.] 12. Any rule or portion of a rule, as that term is defined in section 536.010, that is created under the authority delegated in this section shall become effective only if it complies with and is subject to all of the provisions of

- chapter 536 and, if applicable, section 536.028. This section and chapter 536 are nonseverable and if any of the powers vested with the general assembly pursuant to chapter 536 to review, to delay the effective date or to disapprove and annul a rule are subsequently held unconstitutional, then the grant of rulemaking authority and any rule proposed or adopted after August 28, 2002, shall be invalid and void.
- [12.] 13. If any voter is unable to sign his name at the appropriate place on the certificate or computer printout, an election judge shall print the name and address of the voter in the appropriate place on the precinct register, the voter shall make his mark in lieu of signature, and the voter's mark shall be witnessed by the signature of an election judge.
- [13. For any election held on or before November 1, 2008, an individual who appears at a polling place without identification in the form described in subsection 1 of this section, and who is otherwise qualified to vote at that polling place, may cast a provisional ballot after:
- (1) Executing an affidavit which is also signed by two supervising election judges, one from each major political party, who attest that they have personal knowledge of the identity of the voter, provided that the two supervising election judges who sign an affidavit under this subdivision shall not be involved or participate in the verification of the voter's eligibility by the election authority after the provisional ballot is cast; or
 - (2) (a) Executing an affidavit affirming his or her identity; and
- (b) Presenting a form of identification from the following list:
- a. Identification issued by the state of Missouri, an agency of the state, or a local election authority of the state;
- b. Identification issued by the United States government or agency thereof;
- 188 c. Identification issued by an institution of higher education, including a 189 university, college, vocational and technical school, located within the state of 190 Missouri;
- d. A copy of a current utility bill, bank statement, government check, paycheck, or other government document that contains the name and address of the voter; or
- e. Driver's license or state identification card issued by another state. Such provisional ballot shall be entitled to be counted, provided the election authority verifies the identity of the individual by comparing that

197	individual's signature to the current signature on file with the election authority
198	and determines that the individual was otherwise eligible to cast a ballot at the
199	polling place where the ballot was cast.

- 200 14. The affidavit to be used for voting under subsection 13 of this section 201 shall be substantially in the following form:
- 202 "State of
- 203 County of
- 204 I do solemnly swear (or affirm) that my name is;
- 205 that I reside at; and that I am the person listed in the precinct
- 206 register under this name and at this address.
- 207 I understand that knowingly providing false information is a violation of law and
- 208 subjects me to possible criminal prosecution.
- 209 Signature of voter
- 210 Subscribed and affirmed before me this day of, 20....
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- 212 Signature of Election Official".
- 213 15. The provisions of subsections 1 to 5 and 8 to 14 of this section shall
- 214 become effective August 28, 2006, and this subsection shall expire September 1,
- 215 2006.]
 - 115.430. 1. This section shall apply [to primary and general elections
 - 2 where candidates for federal or statewide offices are nominated or elected and
 - 3 any election where statewide issue or issues are submitted to the voters.
 - 4 2.] in all elections. However, provisional ballots shall not be 5 available for absentee voting.
 - 6 (1) A voter claiming to be properly registered in the jurisdiction of the
 - 7 election authority and eligible to vote in an election, but whose eligibility at that
 - 8 precinct cannot be immediately established upon examination of the precinct
 - 9 register, shall be entitled to vote a provisional ballot after providing a form of
 - 10 personal identification required pursuant to section 115.427 or upon executing an
 - 11 affidavit under section 115.427, or may vote at a central polling place as
 - 12 established in section 115.115 where the voter may vote his or her appropriate
 - 13 ballot for his or her precinct of residence upon verification of eligibility or vote a
 - 14 provisional ballot if eligibility cannot be determined. The provisional ballot
 - 15 provided to a voter under this section shall be the ballot provided to a resident
 - 16 of the voter's precinct determined by reference to the affidavit provided for in this
 - 17 section. If the voter declares that the voter is eligible to vote and the election

- 18 authority determines that the voter is eligible to vote at another polling place, the
- 19 voter shall be directed to the correct polling place or a central polling place as
- 20 established by the election authority pursuant to subsection 5 of section 115.115.
- 21 If the voter refuses to go to the correct polling place or a central polling place, the
- 22 voter shall be permitted to vote a provisional ballot at the incorrect polling place,
- 23 but such ballot shall not be counted if the voter was not eligible to vote at that
- 24 polling place.
- 25 (2) The following steps shall be taken to establish a voter's eligibility to
- 26 vote at a polling place:
- 27 (a) The election judge shall examine the precinct register as provided in
- 28 section 115.425. If the voter is registered and eligible to vote at the polling place,
- 29 the voter shall receive a regular ballot;
- 30 (b) If the voter's eligibility cannot be immediately established by
- 31 examining the precinct register, the election judge shall contact the election
- 32 authority. If the election authority cannot immediately establish that the voter
- 33 is registered and eligible to vote at the polling place upon examination of the
- 34 Missouri voter registration system, or if the election judge is unable to make
 - contact with the election authority immediately, the voter shall be notified that
- 36 the voter is entitled to a provisional ballot.
- 37 (3) The voter shall have the duty to appear and vote at the correct polling
- 38 place. If an election judge determines that the voter is not eligible to vote at the
- 39 polling place at which a voter presents himself or herself, and if the voter appears
- 40 to be eligible to vote at another polling place, the voter shall be informed that he
- 41 or she may cast a provisional ballot at the current polling place or may travel to
- 42 the correct polling place or a central polling place, as established by the election
- 43 authority under subsection 5 of section 115.115, where the voter may cast a
- 44 regular ballot or provisional ballot if the voter's eligibility still cannot be
- 45 determined. Provisional ballots cast at a polling place shall be counted only if the
- 46 voter was eligible to vote at such polling place as provided in subsection 5 of this
- 47 section.

- 48 (4) For a voter requesting an absentee ballot in person, such voter shall
- 49 be entitled to cast a provisional ballot when the voter's eligibility cannot be
- 50 immediately established upon examination of the precinct registers or the
- 51 Missouri voter registration system.
- 52 (5) Prior to accepting any provisional ballot at the polling place, the
- 53 election judges shall determine that the information provided on the provisional

54 ballot envelope by the provisional voter is consistent with the identification 55 provided by such person under section 115.427.

- [3.] 2. (1) No person shall be entitled to receive a provisional ballot until such person has completed a provisional ballot affidavit on the provisional ballot envelope.
- 59 (2) The secretary of state shall produce appropriate sizes of provisional ballot envelopes and distribute them to each election authority according to their 60 tabulating system. All provisional ballot envelopes shall be printed on a 61 distinguishable color of paper that is different from the color of the regular 62 ballot. The provisional ballot envelope shall be in the form required by 63 subsection 4 of this section. All provisional ballots shall be marked with a 64 conspicuous stamp or other distinguishing mark that makes them readily 65 distinguishable from the regular ballots. 66
- 67 (3) Once voted, the provisional ballot shall be placed and sealed in a 68 provisional ballot envelope.
- [4.] 3. The provisional ballot in its envelope shall be deposited in the ballot box. The provisional ballot envelope shall be completed by the voter for use in determining eligibility. The provisional ballot envelope specified in this section shall contain a voter's certificate which shall be in substantially the following form:
- 74 STATE OF
- 75 COUNTY OF

I do solemnly swear (or affirm) that my name is; that my date of birth is; that the last four digits of my Social Security Number are; that I am registered to vote in County or City (if a City not within a County), Missouri; that I am a qualified voter of said County (or City not within a County); that I am eligible to vote at this polling place; and that I have not voted in this election.

I understand that if the above-provided information is not correct and the election authority determines that I am not registered and eligible to vote, my vote will not be counted. I further understand that knowingly providing false information is a violation of law and subjects me to possible criminal prosecution.

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87 (Signature of Voter)

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89 (Current Address)

- 90 Subscribed and affirmed before me this day of, 20.....
- 91
- 92 (Signature of Election Official)
- 93 The voter may provide additional information to further assist the election
- 94 authority in determining eligibility, including the place and date the voter
- 95 registered to vote, if known.
- 96 [5.] 4. (1) Prior to counting any provisional ballot, the election authority
- 97 shall determine if the voter is registered and eligible to vote and if the vote was
- 98 properly cast. The eligibility of provisional votes shall be determined according
- 99 to the requirements for a voter to cast a ballot in the election as set forth in
- 100 sections 115.133 and 115.135. A provisional voter ballot shall not be eligible to
- 101 be counted until the election authority has determined that:
- 102 (a) The voter cast such provisional ballot at a polling place established for
- 103 the voter or the central polling place established by the election authority under
- 104 subsection 5 of section 115.115;
- (b) The individual who cast the provisional ballot is an individual
- 106 registered to vote in the respective election at the polling place where the ballot
- 107 was cast;
- 108 (c) The voter did not otherwise vote in the same election by regular ballot,
- 109 absentee ballot, or otherwise; and
- 110 (d) The information on the provisional ballot envelope is found to be
- 111 correct, complete, and accurate.
- 112 (2) When the ballot boxes are delivered to the election authority from the
- 113 polling places, the receiving teams shall separate the provisional ballots from the
- 114 rest of the ballots and place the sealed provisional ballot envelopes in a separate
- 115 container. Teams of election authority employees or teams of election judges with
- 116 each team consisting of one member of each major political party shall photocopy
- 117 each provisional ballot envelope, such photocopy to be used by the election
- 118 authority to determine provisional voter eligibility. The sealed provisional ballot
- 119 envelopes shall be placed by the team in a sealed container and shall remain
- 120 therein until tabulation.
- 121 (3) To determine whether a provisional ballot is valid and entitled to be
- 122 counted, the election authority shall examine its records and verify that the
- 123 provisional voter is properly registered and eligible to vote in the election. If the
- 124 provisional voter has provided information regarding the registration agency
- 125 where the provisional voter registered to vote, the election authority shall make

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an inquiry of the registration agency to determine whether the provisional voter is properly registered and eligible to vote in the election.

- 128 (4) If the election authority determines that the provisional voter is 129 registered and eligible to vote in the election, the election authority shall provide 130 documentation verifying the voter's eligibility. Such documentation shall be 131 noted on the copy of the provisional ballot envelope and shall contain 132 substantially the following information:
 - (a) The name of the provisional voter;
- (b) The name of the reviewer;
- 135 (c) The date and time; and
 - (d) A description of evidence found that supports the voter's eligibility.
- 137 (5) The local election authority shall record on a provisional ballot 138 acceptance/rejection list the provisional ballot identification number and a 139 notation marking it as accepted.
- 140 (6) If the election authority determines that the provisional voter is not 141 registered or eligible to vote in the election, the election authority shall provide 142 documentation verifying the voter's ineligibility. Such documentation shall be 143 noted on the copy of the provisional ballot envelope and shall contain 144 substantially the following information:
- 145 (a) The name of the provisional voter;
- (b) The name of the reviewer;
- 147 (c) The date and time;
- 148 (d) A description of why the voter is ineligible.
- 149 (7) The local election authority shall record on a provisional ballot 150 acceptance/rejection list the provisional ballot identification number and notation 151 marking it as rejected.
 - (8) If rejected, a photocopy of the envelope shall be made and used by the election authority as a mail-in voter registration. The actual provisional ballot envelope shall be kept as ballot material, and the copy of the envelope shall be used by the election authority for registration record keeping.
- [6.] 5. All provisional ballots cast by voters whose eligibility has been verified as provided in this section shall be counted in accordance with the rules governing ballot tabulation. Provisional ballots shall not be counted until all provisional ballots are determined either eligible or ineligible and all provisional ballots must be processed before the election is certified. The provisional ballot shall be counted only if the election authority determines that the voter is

registered and eligible to vote. Provisional ballots voted in the wrong polling place shall not be counted. If the voter is not registered but is qualified to register for future elections, the affidavit shall be considered a mail-in application to register to vote pursuant to this chapter.

- [7.] 6. (1) After the election authority completes its review of the provisional voter's eligibility under subsection 5 of this section, the election authority shall deliver the provisional ballots and copies of the provisional ballot envelopes that include eligibility information to bipartisan counting teams, which may be the board of verification, for review and tabulation. The election authority shall maintain a record of such delivery. The record shall include the number of ballots delivered to each team and shall include a signed receipt from two judges, one from each major political party. The election authority shall provide each team with a ballot box and material necessary for tabulation.
- (2) If the person named on the provisional ballot affidavit is found to have been properly qualified and registered to cast a ballot in the election and the provisional ballot otherwise qualifies to be counted under the provisions of this section, the envelope shall be opened, and the ballot shall be placed in a ballot box to be counted.
- (3) If the person named on the provisional ballot affidavit is found not to have been properly qualified and registered to cast a ballot in the election or if the election authority is unable to determine such person's right to vote, the envelope containing the provisional ballot shall not be opened, and the person's vote shall not be counted. The members of the team shall follow the procedures set forth in subsection 5 of this section for rejected provisional ballots.

198 and ballots, the election authority shall tabulate the provisional votes.

- 199 [8.] 7. Challengers and watchers, as provided by sections 115.105 and 200 115.107, may be present during all times that the bipartisan counting teams are 201 reviewing or counting the provisional ballots, the provisional ballot envelopes, or 202 copies of the provisional ballot envelopes that include eligibility information 203 provided by the election authority. Challengers and watchers shall be permitted 204 to observe the determination of the eligibility of all provisional ballots. The 205 election authority shall notify the county chair of each major political party of the 206 time and location when bipartisan counting teams will be reviewing or counting 207 the provisional ballots, the provisional ballot envelopes, or the copies of the 208 provisional ballot envelopes that include the eligibility information provided by 209 the election authority.
- [9.] 8. The certificate of ballot cards shall:
 - (1) Reflect the number of provisional envelopes delivered; and
- 212 (2) Reflect the number of sealed provisional envelopes with voted ballots 213 deposited in the ballot box.
- [10.] 9. In counties where the voting system does not utilize a paper ballot, the election authority shall provide the appropriate provisional ballots to each polling place.
- [11.] 10. The secretary of state may promulgate rules for purposes of ensuring the uniform application of this section. No rule or portion of a rule promulgated pursuant to the authority of this section shall become effective unless it has been promulgated pursuant to chapter 536.
- [12.] 11. The secretary of state shall design and provide to the election authorities the envelopes and forms necessary to carry out the provisions of this section.
- 224 [13.] 12. Pursuant to the Help America Vote Act of 2002, the secretary 225 of state shall ensure a free access system is established, such as a toll-free 226 number or an Internet website, that any individual who casts a provisional ballot 227 may access to discover whether the vote of that individual was counted, and, if 228 the vote was not counted, the reason that the vote was not counted. At the time 229 an individual casts a provisional ballot, the election authority shall give the voter 230 written information that states that any individual who casts a provisional ballot will be able to ascertain under such free access system whether the vote was 231 counted, and if the vote was not counted, the reason that the vote was not 232 233 counted.

234 [14.] 13. In accordance with the Help America Vote Act of 2002, any 235 individual who votes in an election as a result of a court order or any other order 236 extending the time established for closing the polls in section 115.407 may vote only by using a provisional ballot, and such provisional ballot shall be separated 237 238and held apart from other provisional ballots cast by those not affected by the 239 order. Such ballots shall not be counted until such time as the ballots are 240determined to be valid. No state court shall have jurisdiction to extend the polling hours established by law, including section 115.407. 241

Section B. Section A of this act shall become effective only upon the passage and approval by the voters of a constitutional amendment submitted to them by the general assembly regarding the authorization of advance voting and photo identification requirements for elections by general law.

Section C. Notwithstanding any provision of section 1.140 to the contrary, the provisions of sections A and B of this act shall be nonseverable, and if any provision of section A of this act is held to be invalid for any reason, such decision shall invalidate all of the remaining provisions of sections A and B of this act.



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