

# **2026 Indiana Voter Registration Guidebook**



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# 2026 Indiana Voter Registration Guidebook

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## IMPORTANT NOTE ABOUT USING THIS GUIDEBOOK

This guidebook is a summary of the most recent voter registration requirements set forth in Indiana Code 3-7 with reference also to applicable federal laws. This publication is written primarily for local election officials who process voter registration forms and conduct elections. Others who might find this publication helpful include candidates, political parties, and members of the public and media.

This guidebook is designed to serve as a resource for voter registration issues. Although the Election Division staff has made every effort to ensure the accuracy of the information in this publication, **where your legal rights and responsibilities are involved, do not rely on this manual. Instead, review the law yourself or consult your attorney.**

We want to emphasize the importance of your compliance with applicable voter registration laws. Handling and processing voter registration applications properly can make the difference in whether someone is eligible to vote or run for office as a candidate, or not. This publication attempts to outline the process for maintaining accurate registration records as well as the more common questions asked on Election Day regarding voter eligibility issues. County officials who mishandle voter registration issues can expose the county to lawsuits, and anyone who mishandles applications can expose themselves to criminal liability.

As the consequences can be critical, we want to provide you with a clear guide to the most routine voter registration issues. Please contact the Election Division staff for help on any question or issue that may arise. We are happy to assist you and to help you prevent mistakes from happening.

Feel free to call or email us at [elections@iec.in.gov](mailto:elections@iec.in.gov) with any questions..

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# TABLE OF CONTENTS

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<b>VOTER REGISTRATION INTRODUCTION .....</b>	<b>1</b>
State Administration .....	1
County Administration .....	2
Per Diem for Clerk Who Serves as Voter Registration Officer .....	2
Resources .....	2
Indiana's Statewide Voter Registration System (SVRS) .....	2
Online Voter Registration (OVR) .....	3
System Security .....	3
Training Materials & Guides .....	4
<b>VOTER QUALIFICATIONS .....</b>	<b>5</b>
Citizenship .....	5
Age .....	5
Imprisonment .....	6
Residence .....	6
Party Affiliation .....	7
Mental Capacity .....	7
<b>REGISTERING TO VOTE .....</b>	<b>9</b>
Applying to Register to Vote .....	9
Deadline for Applying to Register to Vote .....	10
Mail-in Voter Registration Applications .....	10
Hand-delivered Voter Registration Applications .....	10
Emailed or Faxed Voter Registration Applications .....	11
Full-Service Agencies .....	11
Online Voter Registration .....	11
Voter Registration Applications Received After Statewide Deadline .....	11
Completing the Voter Registration Application .....	12
Prefilled Voter Registration Applications .....	13
Voter Identification Number .....	13
Age and Citizenship Questions .....	14
Residence .....	15
Homeless and Mobile Voters .....	15
Overseas Voters .....	15
Military & Overseas Voters .....	16
College Students .....	16
Person Committed to an Institution .....	17
Attorney General Address Confidentiality Program .....	17
Non-Residential Addresses .....	17
HAVA & State Required Residency Documentation for Certain Voters .....	17

HAVA and State Specific Residence Documentation: Voters Who Registered to Vote Using a Paper Application on or after January 1, 2003, and no later than December 31, 2005.....	18
HAVA and State Specific Residence Documentation: Voters Who Registered to Vote Using a Paper Application on or after January 1, 2006.....	18
Additional Residence Documentation Requirements and Processing of Voter Registration Applications .....	19
Additional HAVA Residence Documentation Impacts on Voting .....	20
Absentee Voting & Proof of Residency Documentation (ABS-12) .....	20
Election Day Voting & Proof of Residency Documentation.....	20
Assistance with Voter Registration Applications.....	21
Power of Attorney & Voter Registration.....	21
Handling Completed Voter Registration Applications by Certain Individuals.....	22
Online Voter Registration .....	23
<b>PROCESSING VR APPLICATIONS .....</b>	<b>25</b>
Pending Voters, Active Voters, and Rejected Applications.....	25
Incomplete Registrations.....	26
Updates to an Existing Voter Registration Record .....	27
Proof of Citizenship Requirements .....	28
Acceptable Proof of Citizenship Documentation.....	28
Ongoing Processing of Voter Registration Applications.....	28
Appealing a County Voter Registration Official's Decision on Citizenship Matters .....	29
Confidence Factor & Merging or Transferring Voter Registration Records.....	30
Missing or Inaccurate Date of Birth Information.....	31
Missing or Incomplete "Certified Statement of Acceptance" .....	31
Absentee Ballot Applications Used to Update or Correct a Voter's Registration .....	32
Name Change or Move within a Precinct Noted on Absentee Ballot Applications .....	32
Voter ID Information on Absentee Ballot Applications .....	32
Candidacy Documents Used to Update Candidate's Name on VR Record.....	33
Updates to Voter's Signature on Existing Voter Registration Record .....	34
Mailing Address Used to Send Voter Registration Documents.....	34
Scanning Voter Registration Records .....	34
Registrations Mistakenly Received by Incorrect County.....	35
<b>FULL SERVICE AGENCIES .....</b>	<b>37</b>
VRG-6 Form.....	38
Registering to Vote at the BMV .....	39
<b>MILITARY AND OVERSEAS VOTERS.....</b>	<b>41</b>
Extended Registration Deadlines for Military & Overseas Voters Using the FPCA .....	41
Overseas Voters & Indiana Residency .....	42
Military Spouse Residence.....	43
Absentee Voting for Military & Overseas Citizens .....	43
Voter ID & FPCA .....	44

SVRS Designation for Military & Overseas Voters .....	45
<b>ATTORNEY GENERAL’S ADDRESS CONFIDENTIALITY PROGRAM.....</b>	<b>47</b>
Voter ID & ABS-Attorney General .....	47
<b>VOTERS WITH PRINT DISABILITIES .....</b>	<b>49</b>
Voter ID & ABS-VPD Application.....	50
SVRS Designation for Voters with Print Disabilities .....	51
<b>FAIL SAFE PROCEDURES .....</b>	<b>53</b>
Fail Safe Procedures Where the Voter’s Name Does Not Appear on the Poll List.....	53
Mistake by County .....	53
Cancelled Voter .....	53
Receipt Showing Timely Registration at BMV or Full Service Agency.....	54
Fail Safe Procedures Where the Voter’s Name Appears on the Poll List but the Voter’s Name or Address Has Changed .....	55
Voter is on poll list but has moved within the same precinct or the voter’s name has changed .....	55
Moves Occurring Less than 30-days Before <b>Election</b> .....	55
Moves Within the Same County and Same Congressional District.....	56
Presidential Only Ballot (VRG-15 form) .....	57
Accessing Voter Registration Documents and Poll Lists after an Election .....	57
Accessing Election Records for Risk Limiting Audits (RLAs).....	57
Processing VRG-4/12 Forms.....	57
<b>VOTER LIST MAINTENANCE .....</b>	<b>59</b>
Ongoing VLM Activities .....	59
Disfranchisement of Persons Imprisoned Following Conviction.....	59
Death.....	60
Social Security Administration Death Records .....	61
Cancellation by Voter .....	61
VLM Program Background .....	62
Statewide Address Mailing Confirmation (SAMC) Notice .....	63
"Freeze Periods" .....	64
VRG-21.....	64
VLM Programs Authorized by Federal & State Law .....	64
Statewide Voter List Maintenance Mailing Program .....	64
County Voter List Maintenance Programs .....	65
Indiana Data Enhancement Association (IDEA) .....	67
Multi-State Voter Registration Information .....	68
SOS Agreement with Other States to Share Information.....	68
Full-Service Agency Declinations .....	69
Commercial Data for Voter List Maintenance .....	69
USPS National Change of Address Service .....	69
Federal District Court Jury Notice Mailings.....	70
Military/Overseas Voters with Army Post Office Addresses or Fleet Post Office Addresses .....	70
<b>COMMON QUESTIONS ABOUT VOTER REGISTRATION APPLICATIONS .....</b>	<b>71</b>

<b>VOTER HISTORY &amp; REDISTRICTING .....</b>	<b>75</b>
Posting Voter History.....	75
Make Voter Registration Update (VRG 4/12) Before Posting Voter History .....	75
Updating SVRS when Precinct or Election District Boundaries Change.....	75
Redistricting: Congressional & State Legislative Seats .....	76
Redistricting: Local Offices .....	76
Redistricting: School Board Seats .....	76
Reprecincting.....	76
Precinct “Splits” Created by Election District Boundaries .....	77
 <b>PROCESSING CANDIDATE PETITIONS .....</b>	 <b>79</b>
Required Number of Petition Signatures .....	80
Major Party Candidates for U.S. President, U.S. Senate & Indiana Governor .....	80
Minor Party or Independent Candidates .....	80
School Board Candidates .....	81
Filing Petitions of Nomination for Federal, State & Local Office .....	81
Petition of Nomination & Candidate’s Consent for School Board Office .....	82
Processing Petitions of Nomination.....	83
Petition Carriers .....	83
Review of Petitioner’s Information & Signature.....	84
Disputing a Certified or Rejected Petition of Nomination .....	87
 <b>PETITIONS FOR CONTROLLED PROJECTS AND REMONSTRANCES .....</b>	 <b>89</b>
Controlled Project Petition and Remonstrance Process.....	89
Petition to Voter Approval of Controlled Project by Referendum .....	90
Petition and Remonstrance Procedures for Scope Changes for a Controlled Project.....	91
 <b>VOTER REGISTRATION PUBLIC RECORDS .....</b>	 <b>93</b>
Public Records Requests .....	93
Attorney General’s Address Confidentiality Program for Victims of Domestic Abuse .....	94
Address Confidentiality for Elected Officials & Law Enforcement Officers.....	95
Certain Voter Registration Reports to be Provided to County Party Chairmen.....	95
Providing Requested Election and Absentee Reports .....	96
Public Records Retention.....	97
Retention of Paper Voter Registration Records.....	97
Retention of Poll Lists & Other Voter Registration Documents .....	98
Scanning Voter Registration Records .....	98
Printing Voter Registration Applications Received Electronically (OVR, BMV, ABS-VPD).....	99
 <b>VIOLATIONS AND PENALTIES .....</b>	 <b>101</b>
Investigations and Enforcement .....	101
Penalties .....	101
Crimes Against Election Workers .....	103
 <b>APPENDIX .....</b>	 <b>105</b>

# VOTER REGISTRATION INTRODUCTION

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Voter registration issues are governed by federal and state law. Indiana's voter registration laws are substantially affected by two important pieces of federal legislation: The National Voter Registration Act of 1993 ("NVRA") and The Help America Vote Act of 2002 ("HAVA").

NVRA expanded voter registration opportunities and protected voters from removal unless certain conditions were met. HAVA provided states with federal dollars to update voting systems so that voters with disabilities could vote privately and independently, and it established standards for voting systems. The two federal laws act together to require and provide guidance on the regular maintenance of the rolls of registered voters. HAVA also required states to implement a statewide voter registration system (SVRS). Indiana's SVRS links each county voter registration office to all other county voter registration offices, and to certain state and federal agencies, so county voter registration records can be updated in "real time."

The bulk of the work processing voter registration applications and maintaining accurate records is done by county voter registration officials. The Secretary of State, along with the Indiana Election Division, maintains Indiana's SVRS. The database connects all 92 counties and is accessible only by select state and county employees.

## State Administration

**The Secretary of State** is the chief election official of Indiana, except for the coordination of Indiana's responsibilities under the National Voter Registration Act (NVRA), which is a duty for the bipartisan co-directors of the Indiana Election Division. The Secretary of State is a statewide elected official, who is chosen by the voters of Indiana to serve a four-year term.

The Secretary of State has several election-related responsibilities under the federal Help America Vote Act of 2002 (HAVA) and Indiana law, including the following:

- 1) Encouraging students at colleges and universities to serve as poll workers or assistants.
- 2) Encouraging high school and home-schooled students to serve as poll workers or assistants.
- 3) Developing and implementing the Help America Vote Act (HAVA) Indiana State Plan, including the statewide voter registration system, in cooperation with the Co-Directors of the Division.
- 4) Performing the duties of the chief state election official under HAVA.
- 5) Establishing "proficiency standards" for county users of the statewide voter registration system to permit the user to access the voter registration system.

The Secretary of State works with the Co-Directors of the Indiana Election Division in maintaining a statewide voter registration system, called the Statewide Voter Registration System (SVRS). The database connects all 92 counties and is accessible only by select state and county employees.

**The Election Division of the Office of the Indiana Secretary of State** assists the Indiana Election Commission and the Secretary of State in the administration of Indiana election laws, including the following:

- 1) Overseeing and implementing the National Voter Registration Act (or "Motor Voter" law, allowing individuals to apply to register to vote at motor vehicle departments) for Indiana.
- 2) Implementing the Help America Vote Act of 2002 (HAVA) in Indiana.
- 3) Maintaining maps and legal descriptions of all precincts in Indiana.
- 4) Approving proposed precinct boundary changes for conformity with state law, subject to any challenge being filed with the IEC.
- 5) Maintaining campaign finance reports filed by candidates for state legislative and statewide offices and by political action committees and regular party committees that contribute to candidates for these offices.

- 6) Approving uniform election and registration forms.
- 7) Advising and instructing local election officials on election administration.
- 8) Publishing brochures and manuals to assist candidates, political parties, the media, and the general public in understanding election administration issues.
- 9) Accepting candidate filings for federal, statewide, state legislative, and judicial offices, including prosecuting attorneys.
- 10) Publishing election returns on the Division's website.
- 11) Providing information regarding voter registration and absentee ballot procedures to military and overseas voters.

State law requires that the Election Division staff consist of an equal number of employees from the Democratic and Republican parties (Indiana's two major political parties). The staff is divided into legal, voter registration and precinct mapping, and campaign finance departments. The Division is headed by two co-directors of opposite political affiliations, appointed by the Governor, following nomination by the major political party state chairs.

## **County Administration**

In Indiana, a county voter registration office maintains the voter registration records for the county, as part of the statewide voter registration system, and is subject to requirements established by federal and state law. The Indiana Election Division and Secretary of State do not have legal authority to change an individual's voter registration record without the permission of the county voter registration office. The state's primary role is limited to maintaining, updating, modernizing, and securing SVRS to ensure compliance with state and federal law.

The county official responsible for maintenance of the registration rolls is either the circuit court clerk ("clerk") or a separate board of voter registration ("board"), including combined boards of elections and registration created in Lake, Porter, and Tippecanoe counties by state law. The clerk is an elected official, chosen by the voters to serve a four-year term.

A board of voter registration consists of two members, who are appointed by the county chairmen of the major political parties (currently existing in Allen, LaPorte, Madison, Marion, Vanderburgh, and Vigo counties). In Lake and Porter counties, the board of elections and registration consists of the clerk and four other members split evenly between the two major political parties. (IC 3-6-5.2; IC 3-6-5.4; IC 3-6-5.6; IC 3-7-12) Tippecanoe County also has a combined board of elections and registration, though it consists of the clerk, one Democratic member, and one Republican member along with bi-partisan staff. The county voter registration office must arrange for a separate listing in each local telephone directory, under the heading of county offices. The listing must be styled "Voter Registration" and include the appropriate addresses and telephone numbers for the office. (IC 3-7-12-24)

### Per Diem for Clerk Who Serves as Voter Registration Officer

The county fiscal body may provide a circuit court clerk who serves as the county's chief voter registration official with a stipend of up to \$2,500 each year when a general election is held. A general election is only held in even-numbered years; therefore, a county clerk serving as the voter registration officer would not be eligible for a stipend in odd-numbered municipal election years or if a special election is held in an odd-numbered year. (IC 3-7-12-22)

## **Resources**

### Indiana's Statewide Voter Registration System (SVRS)

Federal law requires each state to develop a computerized voter registration system. In Indiana, the state manages the infrastructure, the counties manage the data entry and record keeping, and a voter's registration record is generally assigned one of four statuses in the statewide voter registration system:

- 1) **Pending:** A pending voter is a person who recently registered or updated their registration and must wait up to seven (7) days for their registration to be approved and become active after the mailing of the vote acknowledgement card pursuant to Indiana law;
- 2) **Active:** This status means the individual is registered to vote;
- 3) **Inactive:** While remaining registered at the address listed as their residence on their voter record, an inactive voter record may be eligible for cancellation if the person fails to vote in any election during a two federal election cycle (in other words, up to four years).
- 4) **Cancelled:** A voter with a cancelled registration record may have previously had their record moved to inactive status and then failed to update their registration record or vote in any election within two federal election cycles; or a person may have died, filed a written request for cancellation at an address, or been disenfranchised after being convicted of a crime and imprisoned.

It is possible for the same individual to have more than one registration record (an “active” record and an “inactive” record, for example) at the same time. However, no voter record is ever deleted from the statewide voter registration system. Instead, a voter record is assigned one of the four statuses noted above. This is important, as the statuses of these records are critical when applying voter fail safe laws discussed later in this *Guidebook*.

The SVRS also contains a variety of modules for users to record absentee information, create reports, enter candidate information, and enter election results. Some of this functionality is discussed in this *Guidebook* or covered in the Standard Operating Procedures (SOPs) and Step-by-Step training guides on the county portal accessed by users.

#### Online Voter Registration (OVR)

Indiana law permits a resident to register online at indianavoters.com, if the person has a current and valid Indiana credential: driver's license, Indiana ID card, or learner's permit. The Indiana credential requirement allows the person's signature to be imported from their BMV record to their Indiana registration record.

A voter who does not have an Indiana credential is still eligible to register to vote but cannot take advantage of the convenience that online registration at www.indianavoters.com provides. Instead, the individual can either 1) complete a paper voter registration form and mail or hand-deliver it to county or state voter registration officials; or 2) register at a full service agency, for example when completing a transaction for a BMV credential such as a driver's license or Indiana ID card. Details about the registration process are found later in this *Guidebook*.

#### System Security

The security of our election systems (including the statewide voter registration system) is of the utmost importance. Some of the tools and precautions being taken in Indiana to ensure secure voting include partnering with the Election Infrastructure Information Sharing and Analysis Center (EI-ISAC) and the U.S. and Indiana Departments of Homeland Security, performing risk and vulnerability testing, requiring multi-factor authentication requirements for state and county users to access the SVRS, receiving and sharing with county officials threat notifications and security advisories, installing intrusion detection systems to monitor internet traffic accessing websites and databases, and ensuring counties comply with adopting security protocols as required by state law.

An individual must use “two-factor authentication,” such as a token or other method approved by the Secretary of State and the Co-Directors of the Election Division, to access the statewide voter registration system. (IC 3-7-26.3-15) Further, each county voter registration office shall file a statement with the Election Division setting forth the name and contact information for at least one individual for the state to communicate with regarding cybersecurity issues. (IC 3-7-26.3-15) Additionally, if the federal government provides money or the general assembly appropriates funds to cover the costs of a threat protection service for cybersecurity, each county must enter into an agreement with the Secretary of State for these services to be provided by a security company designated by the Secretary of State through January 1, 2028. (IC 3-5-4-12)

State and county election officials take the security of our elections process very seriously and are working diligently to ensure that every available defense is utilized.

### Training Materials & Guides

The Secretary of State and the Co-Directors of the Indiana Election Division have developed several resources primarily for local election administrators to manage the statewide voter registration system (SVRS). These resources include Build Notes for each new enhancement to SVRS, Step-by-Step Instructions for certain processes, as well as “Standard Operating Procedures” or “SOPs” concerning the use of SVRS. These resources are published on the SVRS County Portal and should be consulted for direction and guidance.

The content of the SOPs can change frequently due to changes in state law, technical changes made to the design of the system, and new questions raised by county and state users that require clarification. As a result, the SVRS County Portal should always be consulted to ensure local administrators are following the Division’s latest advice. However, where there is conflict between the SOP and state law, state law takes precedence over the guidance in the SOP.

The Co-Directors of the Indiana Election Division have determined that SOPs, Build Notes, and Step-by-Step materials are not disclosable as public records pursuant to IC 5-14-3-4(b)(10) and IC 5-14-3-4(b)(19)(J). Requests for these materials created by and maintained by the state should be directed to the Indiana Election Division.

In addition to the resources to help county election administrators navigate SVRS, the Election Division produces publicly available guides: *Voter Registration Guidebook*, *Candidate Guide*, *Election Calendar: Election Administrator’s Edition*, *Election Administrators’ Manual*, and in municipal election years, a *Town Election Guidebook*. The guides are posted online at [in.gov/sos/elections](http://in.gov/sos/elections) under the “Election Administrator’s Portal.”

County users are required to meet the proficiency standards established by the Secretary of State to have access to the voter registration system. A county user must demonstrate to the Secretary of State and the Election Division that the user has been sufficiently trained and can properly access the system and comply with the laws governing the operation of the system.

A county voter registration office may revoke an individual’s authorization to access the system for good cause and shall file a report of the revocation with the Secretary of State and the Election Division not later than seven (7) days after the revocation is effective. (IC 3-7-26.3-35)

**County Voter Registration Officials, additional resources are available:**  
***Standard Operating Procedure GEN 5.1 User Access & Security in SVRS***



# VOTER QUALIFICATIONS

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In general, a person must be registered in order to vote in Indiana. (Ind. Const. Art. 2 § 14)

A person must meet the following requirements to be a registered voter in Indiana:

- 1) be a citizen of the United States;
- 2) be at least eighteen (18) years of age on the day of the next general or municipal election held in November or a special election;
- 3) live in a precinct continuously for at least thirty (30) days before the next election; and
- 4) not currently be imprisoned following conviction of a crime. (Ind. Const. Art. 2 § 2; IC 3-7-13-1; IC 3-7-13-4)

There are also “fail-safe” procedures under state and federal law that provide procedures for certain persons to vote even though they do not meet the residency requirement. These fail-safe procedures will be discussed in more detail later.

A registered voter who will meet the age and residency requirements on the date of the next general, municipal, or special election may vote for nominees for general election races and political party offices of precinct committeeman and state convention delegate elected at a primary election, even though the voter is not yet 18 years of age on the date that the primary election is conducted.

## Citizenship

A person who is a citizen of the United States at birth or who becomes a citizen of the United States after birth through the federal naturalization process may submit a voter registration application. Pursuant to HAVA, an applicant must answer the question “are you a citizen of the United States of America?” on the voter registration application. Procedures when an applicant leaves this question blank or answers “no” are discussed in more detail later.

## Age

A person must be at least eighteen (18) years of age on the date of the next general or municipal election held in November, or the date of a special election. However, in Indiana, **a 17-year old may register to vote if they will be 18-years old on or before the date of the next general or municipal election held in November, or the date of a special election.** Since there are no general or municipal elections in the year following the presidential election (2029, for example), some 16-year olds may also qualify to register to vote under this law if the individual will be at least 18 years of age by the date of the next general election (2030, for example). (IC 3-7-13-2)

Pursuant to HAVA, a voter registration form must ask, and an applicant must answer the question “Will you be 18 years of age on or before Election Day?” A 17-year old voter who meets the age requirement by the date of the general, municipal, or special election (general and municipal elections occur in November) should answer ‘yes’ on the registration form if they register to vote before the primary election. (Procedures to follow when an applicant leaves this question blank or answers “no” are discussed in more detail later.)

For example, John Smith was born November 1, 2008, and will turn 18 in 2026. He decides to register to vote in February 2026. John should mark ‘yes’ in the box asking if he will be 18 on or before Election Day since November’s general election will be held on November 3, 2026. His registration form should be processed by the county voter registration official, and he may then vote for the first time in the May primary election.

State law allows an eligible 17-year-old to vote in a primary election to nominate candidates for the November ballot and to vote for the political party offices of precinct committeeman and state convention delegate. A 17-year-old voter is not permitted to vote in a special election unless the person turns 18 on or before the date of the special election

and is not permitted to vote on a public question as these contests are not a nomination; rather, it is the final, determining contest. County election administrators must create a “special” 17-year-old primary election ballot that does not include the public question or special election, if applicable. A special “underage” voter special designation is also included with the voter’s record in the ePollbook or printed Election Day poll list to assist poll workers in identifying a 17-year old voter in a primary election.

## **Imprisonment**

Voter registration rules regarding a person’s eligibility to register and vote after criminal conviction vary from state-to-state. In Indiana, a person who is convicted of a crime and imprisoned following conviction does not permanently lose their right to register and vote. Instead, an individual is not entitled to register to vote or cast a ballot while imprisoned following conviction of a crime.

A person who was registered to vote before conviction and imprisonment may have their registration moved to cancelled status only if the individual is currently imprisoned after conviction. (IC 3-7-13-4; IC 3-7-46-2) County voter registration officials are assisted by the Indiana Department of Correction and local county sheriff departments in keeping track of which voters are disenfranchised by providing information on persons who are imprisoned following conviction of a crime. (IC 3-7-46)

It is important for county voter registration officials to know when the individual’s term of imprisonment ends to determine if the voter’s record should be moved to a cancelled status within SVRS. If the term of imprisonment ended before your office takes action, then the individual’s registration record status should not be moved to “cancelled” because the person is no longer currently imprisoned. Both parts of the fact analysis – convicted of a crime and currently imprisoned – must be true in order to change the voter’s registration status. Further, orders from the court may not be indicative that a person is currently imprisoned following conviction of a crime. The county sheriff or the Indiana Department of Correction will have the best information to determine the individual’s current status as it relates to imprisonment following conviction of a crime.

A disenfranchised voter’s registration is not automatically restored in Indiana. Once an individual is no longer imprisoned following conviction, the individual may register to vote, even if the person is on probation, parole, or home detention, or enrolled in a variety of community correction programs. (IC 3-7-13-5; IC 3-7-16-6)

A county voter registration office should NOT move the registration record of a person sentenced solely to time served, probation, parole, home detention, or a variety of community correction programs to cancelled status within SVRS. A person who is in jail awaiting trial or not currently serving a sentence following conviction should not have their voter registration status moved to cancelled and remains eligible to apply to register to vote and to vote. (IC 3-7-13-5; IC 3-7-13-6)

Unlike the age and citizenship questions, there is not a separate question on the voter registration application regarding imprisonment following conviction of a crime. However, the applicant is asked to affirm that the applicant is not currently in prison after being convicted of a crime when the applicant signs the voter registration application.

## **Residence**

A person who resides in a precinct continuously before a general, municipal, or special election for at least thirty (30) days before the date of the election may apply to register to vote. (IC 3-7-13-1) In other words, the person does not need to live in the precinct for thirty (30) days before registering to vote; instead, the individual must be living in that precinct for the thirty (30) days preceding the date of the next election. Our state’s 29-day statewide voter registration deadline allows for a person moving into their precinct on day 30 before the election to be registered; if not, certain fail-safes may be applicable. A person who will meet the residency requirement on the day of the next general, municipal, or special election may register and vote in the primary election. (IC 3-7-13-2)

Residence means the place: 1) where a person has the person's true, fixed, and permanent home and principal establishment; and 2) to which the person has, whenever absent, the intention of returning. (IC 3-5-2.1-90) In addition, the election code contains standards used to determine the residency of a voter, candidate, or a person holding public office. (IC 3-5-5) While this definition and these standards are helpful, there are some recurring issues raised with regard to providing information about a registration applicant's residence for those who are homeless, mobile, in college, or overseas. These issues will be discussed in detail later in the *Guidebook*.

For college students, they may only register at one of two places:

- 1) The address where they live while attending school; OR
- 2) The address where they live while not attending school.

**NOTE:** the intent of where students plan to return after attending college or during summer and winter breaks is not to be factored into the decision to approve their registration. The student may register at school, if they so choose. It is a violation of election law to challenge a voter on the basis that: 1) the voter is enrolled in an educational institution; or 2) the voter's address on the registration record is at an address which is housing provided for students by an educational institution. (IC 3-5-5-7)

If an individual is adjudged mentally ill and committed to an institution for individuals with a mental illness, the individual may state either of the following, but not both, as the individual's residence for purposes of voting:

- 1) The address of the institution where the individual has been committed; OR
- 2) The address where the individual lives when the individual is not committed to an institution.

(IC 3-5-5-17)

## Party Affiliation

While some states may require voters to affiliate with a political party at the time of registration, in Indiana, voters do NOT do so. Instead, a Hoosier voter builds a voting history over time. The vote history notes which general, municipal, or special elections the person voted in. For the primary election, the ballot selected by the voter (Democratic or Republican) to nominate candidates for the party the person affiliates with is recorded on the poll list and included on the registration record. At no time are the individual selections made by the voter stored on the person's voter registration record; vote history is simply an "X" if the person voted in a November or special election or a "D", "R", or "NP" (public question only ballot) if the voter pulled a ballot in the primary.

Often voters will contact county or state officials to be asked to change their affiliation or be removed from a mailing list attributable to a specific political party. There is no method by which a person can change their vote history (barring an error recorded by the county), and individuals should contact the political party directly to have their information removed from any mailing lists. State and county officials do not control the mailing lists of political parties.

## Mental Capacity

Unlike other states, Indiana does not have a mental capacity law, meaning that a person who may be adjudged mentally ill or otherwise incompetent may register and vote in our state. In fact, there are specific laws concerning individuals who may be confined to a mental institution that permits the individual to be registered to vote at their home address or at the institution. Further, a person's power of attorney may not determine whether an individual should be registered to vote or to cast a ballot. The power to make those decisions lies with the voter themselves.

Please see sections entitled "Person Committed to an Institution" and "Power of Attorney & Voter Registration" for more details.



# REGISTERING TO VOTE

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## Applying to Register to Vote

Hoosiers can submit a voter registration application in person, by mail, and, in certain instances, online. Absent military and overseas voters can also submit a voter registration application by fax or email when using the Federal Postcard Application (FPCA). Likewise, voters with print disabilities can submit a combined form (ABS-VPD) by fax or email to register to vote. More information about military and overseas voters and voters with print disabilities can be found later in this *Guidebook*.

A person may apply to register to vote at the following locations:

- 1) Bureau of Motor Vehicles (“BMV”) license branch while applying for or renewing a driver’s license, permit, or identification card;
- 2) public assistance office while applying for services;
- 3) certain agencies serving persons with disabilities while applying for assistance;
- 4) law enforcement offices whenever a person is applying for a license to carry a handgun;
- 5) armed forces recruitment agencies;
- 6) county voter registration offices and the Indiana Election Division; and
- 7) unemployment compensation offices while applying for services. (IC 3-7-14; IC 3-7-15; IC 3-7-16; IC 3-7-19; IC 3-7-18-2; IC 3-7-20.5-1; IC 3-7-20.5-3; IC 3-7-20.5)

A person may also apply to register using either a current and valid state (VRG-7 English, VRG-7 Spanish, VRG-11 English, or VRG-11 Spanish) or federal mail-in registration form. Absent military and overseas voters may register to vote using the Federal Post Card Application (FPCA). A voter with print disabilities may register to vote by using a combined registration/absentee application form (ABS-VPD). Voter registrations submitted on outdated forms may be rejected by county voter registration officials. (IC 3-7-22-3)

The state voter registration application can be obtained at several places, including public libraries, license branches, township trustee offices, city and town clerks' offices, county voter registration offices, clerk's offices that are in a separate location from their board of registration office, public secondary schools, and the Indiana Election Division. Current versions of the mail-in registration applications may be downloaded from the Indiana Election Division web site: [www.in.gov/sos/elections](http://www.in.gov/sos/elections) or [www.indianavoters.com](http://www.indianavoters.com). (IC 3-7-23-2; IC 3-7-31-1)

In addition to state-approved VRG-7 and VRG-11 registration forms, the National Voter Registration Act (NVRA) requires states to accept the federal voter registration application. (IC 3-7-22-2) The most recent version of the federal voter registration form can be accessed on the Election Assistance Commission's web site at [www.eac.gov](http://www.eac.gov). The federal voter registration form includes an instruction packet and is available to download in several different languages.

Paper “mail-in” registration applications may be mailed or hand-delivered by the voter or a person presenting the form on behalf of the voter. (IC 3-7-22-9) Registration forms are no longer required to be printed on card stock. (State Forms: VRG-7; VRG-7 (Spanish version); VRG-11 (mail-in registration form with specific county return address); VRG-11 (Spanish version))

Another federal form is the Federal Post Card Application (FPCA), also referred to as Standard Form 76, which is a combined registration application/absentee ballot request, available for use only by absent uniform services voters and overseas voters. The FPCA can be accessed on the Federal Voting Assistance Program's (FVAP) web site at: <https://www.fvap.gov/eo/overview/materials/forms>. Absent military and overseas voters can submit the FPCA by mail but can also transmit the form by email or fax.

Indiana law also permits voters with print disabilities to use a combined form (ABS-VPD) to register to vote and request an absentee ballot for a full calendar year (January 1 to December 31). This form can **only** be used by voters with print disabilities, which is defined in statute as an individual who is unable to independently mark a paper ballot or ballot card due to blindness, low vision, or a physical disability that impairs manual dexterity. (IC 3-5-2.1-107) This form is available to county voter registration officials and Hoosier voters at indianavoters.com.

NOTE: Unlike the FPCA or ABS-VPD, submitting a voter registration form by email or fax is not permitted when using the federal voter registration form or the state's voter registration forms (VRG-7, VRG-11).

A person with a current and valid Indiana driver's license, Indiana BMV identification card, or Indiana learner's permit can apply to register to vote online or, if applicable, submit the ABS-VPD at [www.indianavoters.com](http://www.indianavoters.com). The Indiana-issued credential is needed to register online as the electronic signature captured at the BMV is imported to the voter's registration record. Individuals without an Indiana credential may still register to vote using the paper voter registration form (VRG-7, VRG-11, federal mail-in form) and either mail or hand-deliver the registration forms to state or county voter registration officials..

### **Deadline for Applying to Register to Vote**

As a general rule, the voter registration period closes in Indiana twenty-nine (29) days before each primary, general, municipal, or special election. Absent military and overseas voters have an extended registration period that continues through the eighth day before the primary, general, municipal, or special election. Please see the "Military & Overseas Voters" section of this *Guidebook* for more details.

In an election year there are two different registration periods: pre-primary and pre-election. The pre-primary registration period runs from December 1 (or the first Monday in December if December 1 falls on a Saturday or Sunday) through the twenty-ninth day before the primary. The pre-election period runs from fourteen (14) days after the primary election through the twenty-ninth day before the general, municipal, or special election. (IC 3-7-13-10)

#### Mail-in Voter Registration Applications

Paper "mail-in" voter registration applications, such as the state's VRG-7 and VRG-11 or the federal voter registration form, can be mailed or hand-delivered. If mailed, the envelope must contain a postmark dated on or before the twenty-ninth day before a primary or general election to be processed before an election.

Mail-in voter registration applications may be sent directly to a county or may be sent to the Indiana Election Division. Mail-in voter registration applications received by the Indiana Election Division that are postmarked on or before the twenty-ninth day before the primary or general election will be immediately forwarded to each county voter registration office, and must be processed no matter how late the county voter registration office receives the application, so long as the postmark indicates that the voter registration application was placed in the U.S. mail by the twenty-ninth day before the primary or general election. (IC 3-7-33-4) The Indiana Election Division will provide a notice to the county whether the application is timely or not.

If a mail-in registration application contains no postmark, then the application must be processed prior to the election only if the registration application is *received* in the mail by a county registration office, or the election division, not later than the Monday following the close of the registration period before the election. (IC 3-7-33-4)

#### Hand-delivered Voter Registration Applications

A paper "mail-in" registration form (VRG-7, VRG-11, federal voter registration form) may also be hand-delivered to the county voter registration office or Indiana Election Division. The person hand-delivering the forms must do so not later than close of business at the county voter registration office or Indiana Election Division on the voter registration deadline. (IC 3-7-13-11)

Note: There are additional procedures to follow should someone other than the applicant hand-deliver a voter registration form to state or county voter registration officials. Please see Handling Completed Voter Registration Applications by Certain Individuals section of this *Guidebook* to learn more about the certificate of acceptance on the state voter registration form and the deadline to submit a state or federal voter registration form when accepting it on behalf of a voter to hand-deliver it.

#### Emailed or Faxed Voter Registration Applications

State law (IC 3-7-32-2) requires nearly all voter registration applications to be signed in indelible ink or pencil, which means the VRG-7, VRG-11, and federal voter registration forms cannot be faxed or emailed (IC 3-5-4-1.7). The exceptions are 1) registering to vote using the online voter registration system ([indianavoters.com](http://indianavoters.com)); 2) registering at the BMV during a credential transaction where the record is sent electronically; 3) military and overseas using the Federal Postcard Application (FPCA), and 4) voters with print disabilities using the ABS-VPD form.

#### Full-Service Agencies

Voter registration applications completed and submitted to a full-service registration agency (BMV, FSSA, DWD, DOH and law enforcement agencies upon applying for a handgun license) on or before the close of business on the twenty-ninth (29) day before the election must also be processed before the election even if the registration application is received by the county voter registration office after the twenty-ninth day before the election.

**NOTE:** Full-service registration agencies (BMV, FSSA, DWD, DOH, and Law Enforcement Agencies) do not accept completed registration application forms from the general public; rather, the agencies accept registration forms from customers who are conducting specific types of transactions with the office. For example, the BMV will submit voter registration applications for only those customers conducting a credential transaction. In other words, the customer must apply for and complete the process to secure an Indiana driver's license, Indiana ID card, or learner's permit in order for the BMV to register them to vote. For all other transactions, such as purchasing a license plate or title, BMV will provide a registration form, but the customer must submit it to the county voter registration office or the Indiana Election Division not later than the statewide voter registration deadline.

#### Online Voter Registration

Online voter registration applications, including the voter registration portion of the ABS-VPD form used by voters with print disabilities, submitted no later than 11:59 pm (prevailing local time) on the twenty-ninth day before the election must be processed before the election. SVRS is programmed to accurately reflect Eastern Time or Central Time, according to the time zone the county receiving the application is located within.

A reminder that a person registering to vote through [indianavoters.com](http://indianavoters.com) must have a valid Indiana driver's license, Indiana ID card, or Indiana learner's permit to use the online system. While the Indiana credential is a requirement to register online, it is not a requirement to register to vote using the "mail-in" paper voter registration that may be mailed or hand-delivered to the county voter registration official or Indiana Election Division. Instead, the voter may provide the last four digits of their Social Security number, if the voter does not have an Indiana credential number, or mark or write "none" if the voter does not have an Indiana credential number or a Social Security number in the identification number section of the paper registration form.

#### Voter Registration Applications Received After Statewide Deadline

A county voter registration office may receive voter registration applications during periods when registration is closed. If they do, the information contained in the late application may be entered into the statewide system when received by the county, but this application cannot be approved, and a confirmation notice may not be mailed to a "late applicant" until the voter registration period reopens after the election. The name of the late applicant must not appear on any certified list of voters prepared for the upcoming election. (IC 3-7-13-12)

A county voter registration office may not issue a certificate of error to an individual whose voter registration application was not timely filed. A county voter registration office may not approve a registration application, or update an **existing** registration record while registration is closed, except for a military voter who qualifies to register under a procedure described below, or when an approved absentee ballot application includes a name change, change of address from a voter to another address **within the same precinct** (IC 3-11-4-17.5(e)), or to correct an error or add omitted information identified when a certificate of error is issued (IC 3-7-33-5(h), for example).

The restriction on updating voter registration records when registration is closed does not apply to the county voter registration office processing information provided on precinct poll lists or VRG 4/12 forms, which are returned to the county after the polls close on Election Day. The poll lists and related documents must be resealed following the processing of this information. (IC 3-10-1-31.1)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 52.1 Processing VR Applications During Closed Period in SVRS***

## **Completing the Voter Registration Application**

A person is required to provide the following information on a voter registration application:

- 1) under HAVA requirements and state law, all registration applications must include a “yes” in response to the following two questions: 1) “Are you a U.S. Citizen?” and 2) “Will you be 18 years of age on or before the Election Day?” (See section on “Incomplete Applications” for more information.);
- 2) The applicant’s name;
- 3) Residence address (see below under “Residence”);
- 4) Birth date;
- 5) A voter identification number, which is either the voter’s Indiana credential number from their driver’s license, ID card, or learner’s permit; or the last four digits of the voter’s Social Security number, if the voter does not have an Indiana credential number; or notes “none” if voter has neither (See below under “Voter Identification Number” concerning situations when an applicant states on the application that the applicant does not have any of these voter identification numbers, or when an applicant leaves Box #13 of the application totally or partially blank.)
- 6) If the person has no residence address with a street number or name, then a description or map indicating where the person’s residence is located; and
- 7) The applicant’s signature on the statement swearing or affirming the applicant’s qualifications to vote and to the truth of the statements on the application.

The applicant’s phone number, email address, and gender may also be provided at the voter’s option. (IC 3-7-31-5; IC 3-7-34-1) Federal mail-in voter registration forms ask for party affiliation and the voter’s ethnicity, which are not required registration information in Indiana. Further, these two fields are not recorded in the statewide voter registration system for Indiana voter registration purposes. Please see Question 2 in the COMMON QUESTIONS ABOUT VOTER REGISTRATION APPLICATIONS section of this *Guidebook* about what fields are required on the voter registration application to be completed by the applicant.

In general, Indiana statute requires county voter registration officials to reject voter registration applications that are not submitted on the most recent version of the form (or a grandfathered version of a form) approved by the Indiana Election Division. (IC 3-7-31-2; IC 3-5-4-8(c)) However, county registration officials are authorized by statute to make minor modifications to registration forms approved by the Division so that the forms are compatible with the county’s record system. The county is required to file the modified forms with the Election Division prior to use. (IC 3-7-31-2; IC 3-7-32-3)

**In general, a voter is required to execute and file a registration application with an *original* or “wet” signature.**



**(IC 3-7-32-1; IC 3-7-32-2)** Except as described below, a voter registration application that contains a copy of the voter's signature is not acceptable and is incomplete. Applications without a voter's original signature are also incomplete. A voter registration application submitted in the following manner is not required to have a voter's original signature:

- 1) an application transmitted from a BMV branch to a county voter registration office through SVRS;
- 2) an application submitted through the state's online voter registration (OVR) system;
- 3) a combined voter registration and absentee application submitted by fax or electronic mail from an overseas or absent uniformed services voter (Federal Post Card Application or "FPCA", also referred to as Standard Form 76);
- 4) a combined form used by a voter with print disabilities (ABS-VPD); and
- 5) an application submitted by a voter unable to write. (IC 3-5-4-1.7; IC 3-7-32-4; IC 3-11-4-4)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 1.3 Incomplete Registrations***
- ***Standard Operating Procedure VRG 6.1 Dupes***

### **Prefilled Voter Registration Applications**

An individual may not print or prefill any part of a voter registration form that will be mailed to another individual. The registration application is "incomplete" if the county voter registration office determines that this requirement has been violated. This does not affect an individual assisting an applicant in completing a voter registration application when the applicant is physically unable to do so. (IC 3-7-32-7.5; IC 3-7-34-1.5)

### **Voter Identification Number**

Generally, an individual who applies to register to vote or applies to update an existing voter registration record must provide a "voter identification number" on the registration application. (IC 3-7-13-13; IC 3-7-31-5) The voter identification number is the individual's Indiana driver's license number, Indiana ID Card number (which is referenced only on the voter registration forms), or Indiana learner's permit number.

If an individual does not have an Indiana driver's license, Indiana ID card, or Indiana learner's permit number, the individual must provide the last four (4) digits of the individual's Social Security number when the individual registers to vote. If an individual does not have an Indiana driver's license number, Indiana ID Card number, Indiana learner's permit number, or a Social Security number, then the voter will indicate "none" on their registration form and the statewide voter registration system (SVRS), will automatically assign a number as the individual's voter identification number. (IC 3-7-13-13)

Once the voter has supplied or been assigned a voter identification number, it may not be changed unless:

- 1) the voter made an error when providing the number when the voter registered to vote;
- 2) the Indiana Election Division or a county voter registration office made an error when entering the number into the statewide system;
- 3) the voter obtains or provides an Indiana driver's license number or a partial social security number after the voter was assigned an identification number by SVRS (see below); or
- 4) the voter ceases to have an Indiana driver's license number after the voter provided that number. (IC 3-7-13-13(e))

Since many voters were registered prior to the change in law requiring a voter identification number, Indiana statute requires a precinct election officer (typically a poll clerk or a person assigned those responsibilities in a vote center county) to request this voter identification number from such voters during an election. A poll clerk is required to:

- 1) explain to a voter what a voter identification number is;
- 2) request that the voter write a voter's identification number on the poll book; and

- 3) explain that a voter is *not required* to provide a voter identification number at the polls to vote. (IC 3-7-29-1; IC 3-11-8-25.1(g))

If a voter gives a voter's identification number, then the county voter registration office shall update the voter's registration to include this information. (IC 3-10-1-31.1)

Additionally, under current system functionality, a voter must have an Indiana credential number or the last four digits of their Social Security number to access the online ABS-Mail, ABS-Travelling Board, and ABS-VPD forms at indianavoters.com. (IC 3-11-4-2) If the voter does not have either number associated to their registration record, the voter can add their Indiana credential number to their registration record using the online absentee module and the county would treat this as a correction to their registration record. The voter can access the online absentee application and submit it conditionally, pending county approval of the ID correction to their record.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 8.1 Voter Identification Numbers***
- ***Standard Operating Procedure VRG 18.2 Invalid SSN, Expired DLN, and Suspended DLN in SVRS***

## **Age and Citizenship Questions**

As implemented by Indiana law, HAVA requires that all voter registration applications contain the following two questions that the voter must affirmatively indicate on the voter registration application by checking a box "yes" or "no": 1) "Are you a U.S. Citizen?", or 2) "Will you be 18 years of age on or before Election Day?". For question (2), Election Day refers to a general, municipal, or special election. General and municipal elections occur in November. Special elections can occur in November and at other times.

Furthermore, Indiana law permits certain persons under the age of 18 to register to vote if they will be 18 on or before the date of the general, municipal, or special election. (IC 3-7-13-1) The law also permits a qualified person under 18 to become a registered voter and vote in a primary election. However, a voter under 18 may not vote on a public question if included on the primary election ballot or if a special election is conducted before the individual turns 18. (IC 3-7-13-3) When printing a pollbook for a primary or special election held before the general election, the county must identify those voters who are not yet 18, so that these voters are given the correct ballot style.

If the county voter registration office receives a registration application that is incomplete because of the failure of the applicant to answer the age and citizenship questions noted above, then the county voter registration office shall treat the application as "incomplete." Unlike some incomplete information, it is not permissible for a county voter registration official to affirm these choices over the phone with the voter. Instead, the registration application may only be processed when the applicant submits an amended voter registration form or a sworn written statement, under the penalties of perjury, to answer the incomplete age or citizen question on the original application, but not later than the twenty-ninth day before the date of the next election. (IC 3-7-34-2; IC 3-7-34-3(a)) Of course, if the applicant answers either or both of these questions "no" the registration application must be rejected.

County voter registration officials should also confirm the voter will, in fact, be 18-years old on or before the date of the November election or a special election when reviewing the voter's registration application, even if the voter answers "yes" to the question. This would include those registrations sent electronically through SVRS! The voter's date of birth is a material fact provided by the voter that is before the registration official responsible for approving the voter's registration application. To assist with this review, you may wish to hang a sign with the year a person would need to be born to turn eighteen by Election Day. For example, a sign hanging in an office for the 2026 election cycle would note that a voter would need a date of birth of not later than November 3, 2008, in order to be eligible to vote in the November 3, 2026, election.

*See procedures following “Incomplete Registrations” later in this Manual when other information has not been provided by the applicant as voters have different deadlines by which to provide other missing information.*

## **Residence**

Residence means the place: 1) where a person has the person’s true, fixed, and permanent home and principal establishment; and 2) to which the person has, whenever absent, the intention of returning. (IC 3-5-2.1-90) In addition, the election code contains standards used to determine the residency of a voter, candidate, or a person holding office. (IC 3-5-5)

While these definitions, standards, and resources are helpful, there are some recurring issues raised with regard to providing information about a registration applicant’s residence for those who are homeless, mobile, in college, overseas, or committed to an institution due to a mental illness.

### Homeless and Mobile Voters

People who have a non-traditional residence, like those who are homeless or those who live in a motor home, must still provide a location sufficient to allow local election officials to place the person in a precinct. If the person stays in more than one place, the voter registration official should ask the person to designate the location where the person usually sleeps in the county.

If the place has no street address, then have the person indicate the location by drawing a map of the location on an attached paper or writing a description of the location of the person’s residence on the state’s voter registration form (VRG-7 or VRG-11) or federal mail-in registration form in the appropriate box sufficient for the county to identify which precinct the individual resides in if the voter registration application is approved. A person with a non-traditional residence must also provide a mailing address within the county where the person resides.

**A post office box will not suffice as the residence address for purposes of establishing the precinct in which the voter must vote but it may be used as the voter’s mailing address.** (IC 3-7-37; IC 3-7-32-2.5)

With the advent of online voter registration, it is not possible to use the diagram for online applications with a non-traditional residence. These online applicants are directed to supply the intersections closest to their residence on the line marked “residence address” on the online application. Counties will then use this information to place the voter in the correct precinct and contact the applicant if further information is needed to determine the correct precinct.

An online applicant with a non-traditional residence must include a mailing address within the county where the applicant resides (such as a post office box or the address of a friend or shelter that will accept mail on the applicant’s behalf). The county shall process the application and mail the acknowledgement card or notice of disposition (if the application is rejected) to the mailing address given.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 57.2 Registration Procedures for Homeless or Mobile Voters***

### Overseas Voters

Although an overseas voter may not have a physical residence in a precinct, that voter is still entitled to vote in a precinct in Indiana. An overseas voter includes:

- 1) an absent uniformed services voter who, by reason of active duty or service in a branch of the military, is absent from the United States on the date of the election or a member of the Indiana National Guard deployed outside Indiana;
- 2) a U.S. citizen who temporarily resides outside of the U.S. but intends to return to the U.S., and
- 3) a U.S. citizen who is residing in another country and their return to the U.S. is uncertain, and, but for such

residence, would be qualified to vote in the last place in which the person resided before leaving the United States. (IC 3-5-2.1-75)

The Federal Post Card Application (FPCA), also known as Standard Form 76, is used by overseas voters to apply to register to vote. When completing the Federal Post Card Application (FPCA), the applicant must provide “the complete street address of your voting residence where you are registering to vote and requesting an absentee ballot” as this determines the precinct where the person votes. Overseas voters filing the FPCA with an Indiana voter registration official must use the address in Indiana where they last lived for at least thirty (30) days. An overseas voter does NOT need to have any current physical ties to this address; however, applicants cannot use a post office box as an Indiana residence address.

If a person is an overseas voter who indicates their “return is uncertain” and resides in another country and, but for such residence, would be qualified to vote in the last place in which the person resided in Indiana before leaving the U.S., then this overseas voter is a U.S. citizen who is still entitled to vote by virtue of his or her U.S. citizenship. In Indiana, this type of overseas voter is entitled to a **federal only ballot**. This individual is considered for election purposes to be a registered voter of the Indiana precinct where the county voter registration office is located, and the county voter registration official should register this individual at the office’s address. (IC 3-11-4-8; IC 3-5-2.1-46)

#### Military & Overseas Voters

Although an overseas voter (as defined above) may not have a physical residence in a precinct, that voter is still entitled to vote in a precinct in Indiana if the person has, at some point in their life, resided in Indiana. For example, a U.S. citizen who last resided at an Indiana address for at least 30-days before moving overseas may be registered to vote at their last Indiana residence address even if the person no longer has any connection to the address. Alternatively, if a person is the child of a parent who formerly resided in Indiana, but the child was born outside of Indiana and has never resided in this state, then that person is not qualified to register to vote in Indiana. (Article 2, Section 2 of the Constitution of the State of Indiana)

A military service member’s spouse (as defined in federal law) may elect to use the same residence as the service member regardless of the date on which the marriage occurred and notwithstanding the residency requirements for registering to vote. (IC 3-7-36-15)

**NOTE:** The FPCA provides a box where an overseas voter may mark the individual is a U.S. citizen who has **never** lived in the United States. This is the fifth box under item #1 on the FPCA. **Individuals marking this box are ineligible to register and vote in Indiana.**

Please see the “Military and Overseas Voters” chapter of this *Guidebook* or the current version of the *Indiana Military and Overseas Voters’ Guidebook* for more information.

#### College Students

College students may only register at one of two places:

- 1) The address where they live while attending school; OR
- 2) The address where they live while not attending school

NOTE: the intent of where students plan to return after attending college, or during summer and winter breaks, is not to be factored into the decision to approve their registration. They may register at school if they so choose.

It is a violation of election law to challenge a voter on the basis that:

- 1) the voter is enrolled in an educational institution or;
- 2) the voter’s address on the registration record is at an address which is housing provided for students by an

educational institution. (IC 3-5-4.5-2)

#### Person Committed to an Institution

An individual adjudged mentally ill and committed to an institution for individuals with a mental illness may state either of the following, but not both, as the individual's residence for purposes of voting:

- 1) The address of the institution where the individual has been committed; OR
- 2) The address where the individual lives when the individual is not committed to an institution. (IC 3-5-5-17)

#### Attorney General Address Confidentiality Program

Individuals enrolled in the Attorney General's Address Confidentiality Program are required to be registered to vote where the person currently resides to ensure the voter receives the correct ballot and will use a state or federal form to register to vote. (IC 3-7-31-5; IC 5-26.5-2-5; IC 5-26.5-5-2.5) However, the PO Box address provided by the Attorney General must be used for the voter's mailing address in SVRS and included on the voter's registration form. County voter registration officials may not use the Attorney General's PO Box as the voter's residence address. (IC 5-26.5-5-2.5) The voter registration record of an individual in this program must be marked confidential for a covered period ending June 30 in the fourth full year of enrollment.

Please see the "Attorney General Address Confidentiality Program" chapter later in this *Guidebook* for more information.

#### Non-Residential Addresses

Voter registration applicants may not list a post office box or commercially available mailing address as a residence address on a voter registration application. (IC 3-7-32-2.5) The voter registration application is incomplete under IC 3-7-34 if an application lists a post office box or commercial mailing address as the residence address. Further, the county voter registration official may not enter a nonresidential address in SVRS as a voter's registration address.

Additionally, SVRS includes a feature that identifies potential non-residential addresses submitted on voter registration applications. If SVRS flags an address as non-residential, the county voter registration office must conduct research on the application for registration at a potential non-residential address to determine if an individual could reside at the address or the applicant resides at a non-traditional address such as a recreational vehicle or a homeless shelter. If the county voter registration official determines that the individual resides at the address, then the voter registration application may be processed.

Not later than August 1 of each year, the county voter registration official must identify potential nonresidential addresses submitted on voter registration applications and potential nonresidential addresses in SVRS. County voter registration officials must investigate whether a non-residential address as identified by the statewide voter registration system could be a non-traditional residence address or an error in the information returned by SVRS. If the county voter registration official determines that the voter is currently registered to vote at the non-residential address, then a statewide address mailing confirmation (SAMC) must be sent to the voter. (IC 3-7-32-2.5; IC 3-7-33-5.7; IC 3-7-34-1.5; IC 3-7-38.2-7.4)

### **HAVA & State Required Residency Documentation for Certain Voters**

The section below applies to certain first time voters who submitted a paper federal or state voter registration application to register to vote, and who are required by the federal Help America Vote Act or the state specific requirement to provide additional proof of *residency*. This section should not be conflated with Indiana's voter ID law, which requires specific types of identification to verify a person's *identity* to cast a ballot on Election Day, absentee in-person at the Clerk's office or other early voting location, or submit any type of absentee application where the voter opts to provide a photocopy of their ID instead of a voter identification number.

Proof of residency requirements do not apply to a person who 1) provides an Indiana credential number (that is, driver's license, learner's permit, or state ID card number) or the last four digits of their Social Security Number that can be validated by the Indiana BMV or Social Security Administration, respectively, even if the voter submitted a paper federal or state voter registration form by mail or hand-delivery; 2) registers to vote online at indianavoters.com, including using the ABS-VPD combined form for voters with print disabilities, as the online voter registration system requires the use of a valid Indiana credential number; 3) is an absent uniformed services or overseas voter; or 4) is entitled to vote absentee under federal law due to a determination by the Indiana Election Division that a permanent or temporarily accessible polling place cannot be provided for the individual or any other reason under federal law. (IC 3-7-33-4.5(b); IC 3-7-33-4.7(a))

HAVA and State Specific Residence Documentation: Voters Who Registered to Vote Using a Paper Application on or after January 1, 2003, and no later than December 31, 2005

As implemented by Indiana law, HAVA requires that an individual or their representative who, on or after January 1, 2003, and no later than December 31, 2005, submitted a paper state or federal application to register to vote by mail or hand-delivery and who had not previously voted in a general election (or a special election for federal office) in the county as of the date the registration application is received, must provide additional residence documentation to the county voter registration office prior to voting but for the reasons noted below.

The documentation required to provide proof of residency may be either: (1) a current and valid photo identification; or (2) a current utility bill, bank statement, government check, paycheck, or government document. Proof of residency documentation must show the name and residence address of the voter at the address shown on the voter's registration. Identification documents may be submitted in the mail with the registration application; in person or by mail at the county voter registration office at a later date; or at the polls on Election Day. (IC 3-7-22-5(5); IC 3-7-33-4.5; IC 3-7-33-4.7)

Even among this group of first-time voters who register by mail, this HAVA and State specific additional documentation requirement does not apply to everyone. Specifically, this documentation requirement does not apply to:

- 1) an absent uniformed services voter;
- 2) an overseas voter; or
- 3) an individual entitled to vote absentee under federal law due to a determination by the Indiana Election Division that a permanent or temporarily accessible polling place cannot be provided for the individual, or for any other reason under federal law.

In addition to absent uniformed services voters or overseas voters whose exemptions are described above, this additional HAVA and State specific residence documentation requirement does not apply to an individual who submits a registration application that includes the individual's Indiana driver's license number or the last four digits of the individual's Social Security number if the county voter registration office matches this information in SVRS with an **existing** Indiana identification record bearing the same number, name, and date of birth set forth in the voter registration application.

HAVA and State Specific Residence Documentation: Voters Who Registered to Vote Using a Paper Application on or after January 1, 2006

If an individual submits a paper federal or state application to register to vote by mail or hand-delivery on or after January 1, 2006, and has not previously voted in a general election (or special election for federal office) anywhere within Indiana, as of the date this application is received, the individual must provide the HAVA and State specific additional documentation described above to the county voter registration office before voting but for the exceptions noted below.

In addition to absent uniformed services voters or overseas voters whose exemptions are described above, this additional HAVA and State specific documentation requirement does not apply to an individual who submits a registration application that includes the individual's Indiana driver's license number or the last four digits of the individual's Social Security number if the county voter registration office matches this information in SVRS with an existing Indiana identification record bearing the same number, name, and date of birth set forth in the voter registration application. (IC 3-7-33-4.5; IC 3-7-33-4.7)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 50.1 Processing First Time Voters in SVRS***

Additional Residence Documentation Requirements and Processing of Voter Registration Applications

If the county voter registration office determines that the applicant is required to submit additional residence documentation, but has not done so, the office shall process the voter registration application but make a notation in the statewide voter registration system that additional residence documentation is required for that voter. This notation within the system is currently "Proof of Indiana Residency Required."

Once the voter submits the residence documentation, the county voter registration office shall remove this notation on the voter's registration record and enter the following information about the documentation provided:

- 1) the date the documentation was provided;
- 2) whether the documentation was:
  - a. presented to a precinct election board by a voter voting in person at the polling place;
  - b. filed with the county voter registration office by the applicant as part of the original filing of the application to register to vote, or in a subsequent filing received by the county voter registration office;
  - or
  - c. filed with the county voter registration office by the county election board after the person applied to cast an absentee ballot; and
- 3) a brief description of the type of documentation provided.

The SVRS provides each county voter registration office with a coding system for identifying the types of residence documentation. (IC 3-7-33-4.5; IC 3-7-33-4.7; IC 3-7-27-20) This coding system is set forth below and is available in the current version of the *Election Day Handbook* produced by the Indiana Election Division:

<b>Type of Documents</b>	<b>Document Code</b>
Indiana Driver's License or Bureau of Motor Vehicles ID Card .....	<b>DL</b>
Current and Valid Photo ID .....	<b>PH</b>
Current Utility Bill .....	<b>UB</b>
Bank Statement .....	<b>BK</b>
Government Check.....	<b>GV</b>
Paycheck .....	<b>PY</b>
Other Government Document .....	<b>GD</b>

To reduce as many problems as possible at the polls, every effort should be made to obtain the residence documentation from voters required to give it prior to Election Day.

## Additional HAVA Residence Documentation Impacts on Voting

### Absentee Voting & Proof of Residency Documentation (ABS-12)

If a voter who is required to provide additional residence documentation prior to voting submits an absentee ballot application to vote absentee by mail, the county election board shall include a notice (ABS-12) in the absentee ballot envelope (inner envelope with the ballot's ABS-6 mailed to the voter). The ABS-12 informs the voter that the voter must file the additional documentation with the county voter registration office not later than the close of polls on Election Day at 6:00 p.m. (prevailing local time) for the absentee ballot to be counted.

If the absentee voter is voting before an absentee voter board (either in the clerk's office, a satellite facility, or a traveling board), the absentee voter board shall, upon accepting the completed absentee ballot from the voter, provide the voter with the ABS-12. If the voter **does** present the required residency documentation prior to receiving the absentee ballot, the county voter registration office shall immediately remove the flag from voter's registration record in SVRS to reflect that the residency documentation requirement has been met. If the voter **does not** present the required residency document before receiving the absentee ballot, the county election board shall add a notation on the absentee ballot application indicating additional HAVA and State specific documentation is required. The text of the notation must substantially conform with the language set forth in IC 3-11-10-28 and IC 3-11.5-4-3.5(c).

When an absentee voter subject to the additional residency documentation requirement returns a voted absentee ballot by mail, the county election board shall contact the county voter registration office to determine if the additional proof of residency documents have been filed with the county voter registration office by the voter. If the voter **has** filed the documents, the county election board shall add a notation to the voter's absentee ballot application indicating that the required documents have been filed and that the absentee ballot may be counted if the ballot otherwise complies with this article.

If the voter **has not** filed the documents with the county voter registration office, the county election board shall add a notation on the absentee ballot application substantially as follows: *"Absentee ballot counters: As of (insert date absentee ballot application approved) this voter was required to file additional documentation with the county voter registration office before this ballot may be counted. Check the poll list and county election board certification to see if the voter has filed this information. If not, process as a provisional ballot if the ballot otherwise complies with Indiana law."* (IC 3-11.5-4-12; IC 3-11.5-4-3.5(c))

If the absentee ballot was made provisional, then the voter's ballot will not be counted unless the voter provides the documents to the county voter registration office prior to the close of the polls on Election Day at 6:00 p.m. prevailing local time. (IC 3-7-33-4.5; IC 3-7-33-4.7; IC 3-11.7-2-1(b); IC 3-11.7-5-2(c); IC 3-11.7-5-3)

### Election Day Voting & Proof of Residency Documentation

The county voter registration office shall indicate on each precinct's poll list or electronic pollbook used on election day whether any voter on the list is required to provide additional residence documents before voting in person or by absentee ballot. (IC 3-7-29-1) The county voter registration office may continue to receive proof of residency documentation after the preparation of the poll list or downloading of information into the electronic pollbook.

**In addition, the county voter registration office shall visit the appropriate post office not later than the close of the polls on Election Day to accept delivery of mail containing proof of residency documentation.** (IC 3-11-10-11; IC 3-11.5-4-7)

All absentee ballots are counted at a central location in the county. When absentee ballot counters are preparing an absentee ballot to be counted, they must determine if the absentee voter is not required to file additional residence information with the county voter registration office under IC 3-7-33-4.5 or IC 3-7-33-4.7. If the absentee ballot



counters find that the voter has not filed the additional information required to be filed with the county voter registration office under IC 3-7-33-4.5 or IC 3-7-33-4.7, the absentee ballot shall be processed as a provisional ballot under IC 3-11.7. (IC 3-11.5-4-12)

If a voter offers to vote at the polls on Election Day, and the poll list or electronic pollbook indicates that the voter is required to present this HAVA and State specific additional residence documentation prior to voting, the poll clerk shall advise the voter that the voter must present one of the documents identified above in section (a). If a voter presents the required document, the poll clerk shall add a notation to the poll list or in the electronic pollbook indicating the type of document presented by the voter, using the statewide system document coding method described above. (IC 3-11-8-10.3(b)(5); IC 3-11-8-25.2)

**NOTE:** These documents may be presented as electronic communications (for example, using a smartphone, tablet computer, or in printed form).

After an election, the county voter registration office shall unseal the precinct election material and record on the county voter registration record information on the poll list regarding residence documentation provided by voters at the polling place prior to voting. (IC 3-10-1-31.1) This will remove the flag indicating the need to supply additional documentation for future elections.

If a voter is required to provide HAVA and State specific additional residence documentation, but does not do so at the polling place, the precinct election officials shall allow the voter to vote a provisional ballot after the voter and the officials complete the forms required for casting provisional ballots. The voter's provisional ballot, whether cast at an Election Day voting location or sent as an absentee ballot, will not be counted unless the voter provides the residency documentation to the county voter registration office prior to the close of the polls on Election Day at 6:00 p.m. prevailing local time. (IC 3-7-33-4.5; IC 3-11.7-2-1(b); IC 3-11.7-5-2(c); IC 3-11.7-5-3)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 50.1 Processing First Time Voters in SVRS***
- ***Standard Operating Procedure VRG 16.1 Absentee Log for information***
- ***Standard Operating Procedure VRG 36.1 Absentee Ballot Cancelled Due to Cancelled Registration***

## **Assistance with Voter Registration Applications**

If a voter is unable to write, the voter may ask another individual to complete the voter registration application and write the voter's name on the registration application. The voter shall make the voter's mark on the signature line of the application unless physically unable to do so (for example, "X"). (IC 3-7-32-7) The person filling out the registration application on behalf of the voter shall also write the person's own name and address on the registration application in the space provided for that purpose. If an absent uniform services voter or an overseas voter is unable to sign or mark the registration application due to a disability, any person designated by the voter may sign the voter's name on the application as long as it is signed in the presence of the voter. (IC 3-7-36-4)

## **Power of Attorney & Voter Registration**

A person's power of attorney (POA) may not execute any of the following documents related to elections and voter registration: a voter registration application; the authorization to cancel a voter registration; a declaration of candidacy; a candidate's consent to be placed on the ballot; a ballot; or an absentee ballot. (IC 30-5-5-14)

A POA is not authorized to determine whether an individual registers to vote or continues to be a registered voter (that is, cancel a voter's registration). A POA may never complete a person's absentee-by-mail ballot. Instead, the voter must request a travel board, if the voter is confined to their home or residence or unable to personally mark an absentee ballot. A POA may assist a voter with completing an absentee ballot during in-person absentee voting or

on Election Day, assuming the POA is not the voter's union representative or employer, but the PRE-3 affidavit of assistance must be completed by the voter and the POA before entering the voting booth.

This does not mean a POA cannot assist a voter with disabilities with completing certain forms or witnessing their signature or mark on an affidavit, assuming the POA is not the person's employer or union representative. However, the POA must complete the affidavit of voter assistance found on the bottom of most forms or envelopes. The POA may be required to attach or enclose a copy of the POA document each time assistance is given to the voter.

## **Handling Completed Voter Registration Applications by Certain Individuals**

Indiana has laws that govern the activities of individuals who assist applicants with the registration process and how the county voter registration office processes applications filed by certain persons other than the applicant.

A person who receives a completed state-approved voter registration application (VRG-7 or VRG-11) from the applicant must provide the applicant with a receipt (contained on the state application) as well as complete and sign the "Certified Statement of Acceptance" on the bottom of the voter registration application. (IC 3-7-31-5) This requirement does not apply to the federal voter registration mail-in form.

A person who receives a completed state or federal voter registration application from an applicant must file the application with the Election Division or the county voter registration office not later than noon (prevailing local time) ten (10) days from the date of receipt, or the voter registration deadline, whichever is sooner. This deadline to file the registration application begins on the date that the person who *initially* received a completed voter registration application from the applicant received it, even if the registration application was passed on to another individual to file. This rule applies whether the state or federal voter registration form is used. (IC 3-7-32-8)

The following individuals do not need to meet the above deadline requirement to file a voter registration form on behalf of a voter or provide a receipt and sign the "Certified Statement of Acceptance:"

- 1) A member of the applicant's household.
- 2) An applicant's attorney in fact.
- 3) An employee of a license branch who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 4) An employee of a public assistance agency who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 5) An employee of an agency serving persons with disabilities who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 6) An employee of an office designated under IC 3-7-18 who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 7) An employee of an office designated under IC 3-7-19 who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 8) An employee of the office of the department of employment and training services (DWD or Work One) who accepts and transmits a VRG-6 or VRG-7 as part of the employee's official duties.
- 9) An employee of the United State Postal Service or a bonded courier, acting in the individual's capacity as an employee of the United States Postal Service or a bonded courier company.
- 10) The Indiana Election Division acting in accordance with IC 3-7-33-3.7.
- 11) A state agency or county voter registration office receiving an application through the online voter registration system under IC 3-7-26.7.
- 12) A precinct election official (inspector, poll clerk, poll judge, etc.) acting in accordance with the official's duties.
- 13) A county voter registration official acting in accordance with IC 3-7. (IC 3-7-32-8)

**A county voter registration office may not reject the application solely on the ground that an individual who was required to file the application by noon, ten (10) days after taking custody of the application (or the registration deadline, whichever is sooner) did not comply with the requirement.** The county shall process the application if the applicant is otherwise qualified to register to vote. The county voter registration official shall provide notice of the apparent violation to the county election board for action not later than three (3) days after receipt of an application not timely filed. (IC 3-7-34-4.5)

An application accepted by an individual required to complete the “Certified Statement of Acceptance” is incomplete if the individual does not provide the individual’s name, residence address, date of receipt, or signature. (IC 3-7-34-1.5(b)) However, the county voter registration office may not reject an application that is incomplete for this reason. The county voter registration office shall promptly make one (1) effort to contact the individual who received the completed application from the voter, if possible, and one (1) effort to contact the voter to obtain the missing information. The county voter registration office must process the application even if unable to obtain the missing information. However, within three (3) days of receipt of an application with missing information on the certified statement, the county voter registration must also provide notice of the failure to the county election board for appropriate action under IC 3-6-5-31. (IC 3-7-34-4.5)

## **Online Voter Registration**

A person with a valid Indiana driver’s license, Indiana identification card, or Indiana driver’s permit may register to vote or change their registration information online at indianavoters.com. (IC 3-7-26.7)

While having an Indiana driver’s license, Indiana ID card, or Indiana driver’s permit is not necessary to use a paper “mail-in” registration form in Indiana, an Indiana credential is a requirement to use online registration system at indianavoters.com. When an applicant submits an application online, the Bureau of Motor Vehicles (BMV) compares the information submitted by the applicant with the information in the Bureau’s database listing the individuals with current and valid Indiana driver’s licenses or ID cards. If the BMV confirms that the applicant has a valid Indiana driver’s license, learner’s permit, or ID card, the completed application is submitted to the appropriate county voter registration office. A registration form submitted through the online process is not required to be signed in indelible ink or indelible pencil. Instead, the digital signature from the voter’s BMV record is transmitted and attached to the voter’s registration record, which is a reason the individual must have a valid Indiana credential to register online. (IC 3-7-32-2)

If the BMV is unable to confirm the number entered by the applicant, the applicant will receive a warning message stating that the number entered did not match state records (the exact text of the message varies from page to page within the site). An applicant will NOT be permitted to continue unless the BMV is able to confirm the credential number entered belongs to an individual. If an online applicant receives an error message, the voter may register to vote using the paper “mail-in” voter registration form following the procedures outlined in this *Guidebook*. The county voter registration official will determine the person’s eligibility and send notice to the individual voter upon processing or denying the application.

Similarly, a voter with print disabilities can submit an ABS-VPD combined form, which allows the voter to register to vote (or update their registration) and request an absentee ballot online at indianavoters.com. The applicant must have a valid Indiana credential number to use the online ABS-VPD form, and the procedures noted above are followed.

A voter registration application submitted online not later than 11:59 p.m., prevailing local time, on the 29<sup>th</sup> day before Election Day must be processed prior to the election. (IC 3-7-33-3.5) Online applications submitted after the statewide voter registration deadline will not be processed until voter registration opens again after the election.

Except as described above, the county voter registration office will process an online application in the same manner as other voter registration applications. (IC 3-7-26.7-7)

# PROCESSING VR APPLICATIONS

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The county voter registration office shall determine from the information on the voter's registration application whether the applicant is eligible to register to vote. When processing the application in SVRS, the county user shall enter the NVRA tracking number into SVRS along with the applicant's information. The NVRA tracking number is a five-digit number found in the bottom right hand corner of the voter registration application form and is used for reporting purposes to the U.S. Congress. Not all forms have a five-digit number and SVRS is designed to include the title of the form instead.

After determining that the applicant is eligible to register to vote, the county voter registration office shall then mail a Voter Registration Acknowledgement Notice (available through SVRS) by non-forwardable mail to the applicant at the mailing address provided on the registration application informing the applicant about the disposition of the application. (IC 3-7-33-5) If the application is approved, the notice must state: (1) that the application was received; (2) that the applicant is registered at the address placed on the form; (3) the name of applicant's precinct; and (4) the address of the polling place for the named precinct. (IC 3-7-33-5)

Voters often call this notice their "voter registration card," which may be re-printed by the county at the request of the registered voter. Additionally, the voter acknowledgement card can be downloaded and printed by registered voters after logging in to indianavoters.com. A county is not required to send a new notice if a polling location changes in the future (IC 3-11-8-3.2); however, a county may choose to do so to inform voters of a change in a precinct polling location in a non-vote center county.

**County Voter Registration Officials, additional resources are available:**

- ***Merge and Unmerge Step by Step in SVRS***
- ***Transfer and Duplicate Processing Step by Step in SVRS***
- ***Point Address Table Step by Step in SVRS***

## **Pending Voters, Active Voters, and Rejected Applications**

When a county voter registration office approves a voter registration application and mails an acknowledgement notice to the voter, the applicant is designated in the statewide voter registration system as a "pending voter," except in one situation described in the next paragraph. **The applicant is not officially a registered voter or added to the voter registration record as an "active voter" until the end of seven (7) days after the voter acknowledgement notice (described above) is mailed.**

**Counties MUST mail the acknowledgement card to the voter the same day it is printed from SVRS, as printing the card starts the seven (7) day pending period for the voter.**

If the voter receives the acknowledgment notice by delivery from the U.S. Postal Service and presents that notice to the county voter registration office in person before the expiration of the seven (7) day period, the county voter registration office shall change the record to indicate that the applicant is now an "active voter" and officially registered to vote at that address, even though the seven (7) day period has not yet expired. (IC 3-7-33-5(f))

If an individual who is not currently registered to vote in Indiana submits a registration application, and the acknowledgement notice is returned by the U.S. Postal Service due to an unknown or insufficient address **on or before** the deadline date for the required seven (7) day period following the mailing of the notice, the application must be denied by the county voter registration office. (IC 3-7-33-5) The denial of the application is not considered a "cancellation" since the application was not approved, and the person was not added to the voting rolls at the address specified on the application.

If an individual who is currently registered to vote in Indiana submits a new registration application to update their registration address, and the acknowledgement notice is returned by the U.S. Postal Service due to an unknown or insufficient address **on or before** the deadline date for the required seven (7) day period following the mailing of the notice, the county voter registration office must both deny the application for registration at the new address and cancel a registration at any Indiana address that the applicant stated on the application as a previous voter registration address if that previous voter registration address is outside the precinct of the address listed on the most recent registration application.

When the county voter registration office cancels the voter's record at the previous registration address, the county voter registration office must send a notice to the voter at that previous address by forwardable mail advising the voter that the application to register at the new address has been denied and that the registration record at the previous Indiana registration address listed on the registration application has been cancelled. The notice shall also indicate that, to be registered to vote, the individual must submit a new voter registration application. A voter registration application form must be sent with this notice. (IC 3-7-33-5(i))

If the acknowledgement card is returned by the U.S. Postal Service due to unknown or insufficient address **after** the seven (7) day period following the mailing of the notice, the voter may then be mailed a statewide address mailing confirmation (SAMC) notice to the voter at that address; however, the voter's registration may not be cancelled until the procedures for removing inactive voters under federal law have been completed. (IC 3-7-38.2)

If the application for registration is denied, the notice must state that the application was received, and the Notice of Disposition (available through SVRS) must state the reason(s) for denial. (IC 3-7-33-5) Federal law requires that any rejected registration application be retained for twenty-four (24) months.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure GEN\_07.2\_Auto-Activate Registrations Functionality in SVRS***
- ***Standard Operating Procedure VRG 4.2 USPS***
- ***Standard Operating Procedure VRG 10.1 Polling Place***
- ***Standard Operating Procedure VRG 13.1 Pending***
- ***Standard Operating Procedure VRG 58.2 Voter List Maintenance***

## **Incomplete Registrations**

A person is required to provide the following information on a voter registration application: (1) the applicant's name, (2) residence address, (3) birth date, and (4) a voter identification number (except where applicant does not have an Indiana driver's license, Indiana ID card, Indiana driver's permit, or social security number, and in this case, SVRS assigns a voter number to the individual). The applicant's phone number and email address may also be provided at the voter's option. (IC 3-7-31-5; IC 3-7-34-1)

In addition, under HAVA requirements and state law, all voter registration applications must include a "yes" in response to the following two questions: "(1) Are you a U.S. Citizen?" and "(2) Will you be 18 years of age on or before the Election Day?" If a voter fails to answer these questions, they may correct the application by submitting a sworn statement under the penalties of perjury to those questions. (IC 3-7-34-3)

Indiana law (IC 3-7-31-5) requires that the registration application "provide for the residence address and mailing address of the individual completing the forms." The application forms approved by the Indiana Election Division direct an individual whose mailing address is the same as the individual's residence address to write the word "SAME" in the mailing address box. If the mailing address box is instead left blank, county voter registration offices may assume that the residence and mailing address of the applicant are in fact the same and process the application without requiring the applicant to complete the mailing address box. Leaving the mailing address box blank is not a reason

make the registration form “incomplete.”

Note: Individuals enrolled in the Attorney General’s Address Confidentiality program must be registered to vote where the person currently resides. The PO Box assigned to the individual by the Attorney General’s office must be used as the voter’s mailing address. More information about this program can be found later in this *Guidebook*.

Although the statewide voter registration system includes information regarding the gender of voters (IC 3-7-26.4-8), county voter registration offices may not require an applicant to provide gender information for the application to be considered complete. Additionally, failure to mark the type of registration (new, update, name change) or include the voter’s county name, previous registration address, or former name is not a reason to make the registration form “incomplete.”

If a registration application is incomplete such that the county voter registration office is unable to make a determination of the applicant’s eligibility for registration, then the county voter registration office shall make at least one (1) attempt to contact the applicant by mail, and one (1) attempt to contact the applicant by phone (if available), in order to obtain the missing information. (IC 3-7-34-2) If the missing information is obtained from the voter, then the county voter registration office shall complete and process the application. (IC 3-7-34-3)

Certain missing information can be obtained over the phone (see FAQ section of this *Guidebook*). However, the omission of responses to the age and citizenship questions can be corrected by the applicant submitting a new registration form or a sworn statement under the penalties for perjury to answer those questions. (IC 3-7-34-3) If a voter, or a person assisting a voter, does not sign the application, the county voter registration office shall make at least one (1) effort to contact the voter, or the person who assisted the voter, to obtain the missing signature. Upon receiving the signature, the county voter registration office shall process the application.

Voters only have until the **twenty-ninth** (29<sup>th</sup>) day before the election, or the statewide voter registration deadline, to supply the answers to the age and citizenship questions in writing. (IC 3-7-34-3(a)) Voters have until the **tenth** (10<sup>th</sup>) day before the election to provide other missing “incomplete” information, including a missing signature. If the missing information is not obtained in a timely manner, then the county voter registration office must reject the application and certify the application, along with any other applications with missing information that have been rejected, to the County Election Board. (IC 3-7-34-4) If an incomplete application is rejected after attempts to cure the defect, a notice describing the reasons for rejection must be sent to the applicant at the mailing address provided on the application.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 1.3***

## **Updates to an Existing Voter Registration Record**

If the registration application is an update to an existing voter registration record for that voter, an acknowledgment notice must still be sent to the voter on the same day it is printed from SVRS, as described above. If the notice sent out in response to a registration update is returned within seven (7) days by the United States Postal Service due to “unknown or insufficient address,” then the county voter registration office must both deny the application for registration at the new address and cancel a registration at any Indiana address that the applicant stated on the application as a previous voter registration address if that previous voter registration address is outside the precinct of the address listed on the most recent registration application.

When the county voter registration office cancels the voter’s record at the previous registration address, the county voter registration office must send a notice to the voter at that previous address by forwardable mail advising the voter that the application to register at the new address has been denied and that the registration record at the previous Indiana registration address listed on the registration application has been cancelled. The notice shall also

indicate that, to be registered to vote, the individual must submit a new voter registration application. A voter registration application form must be sent with this notice. (IC 3-7-33-5(i))

If a voter submits a voter registration application with duplicate information that is already included in the voter registration file, meaning the voter provides no updated registration information like a change of address to a new precinct, then the county voter registration official can mark the application as a duplicate and no voter acknowledgement card is sent to the voter. (IC 3-7-33-5(a))

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 53.2 Handling VR Updates on Poll Book without a VRG 4/12 Form***

## **Proof of Citizenship Requirements**

Indiana has adopted procedures to provide county voter registration officials information through the statewide voter registration system to identify individuals who were issued a “temporary credential” as of the date of the individual’s last transaction with the Indiana Bureau of Motor Vehicles. This is a point-in-time check as of the date the credential (that is, Indiana driver’s license, state ID card, or learner’s permit) was issued to the voter. It may not reflect the voter’s current citizenship status.

Only those voters the BMV returns a “yes” to a temporary credential status can be sent a VRG-26 notice to request proof of citizenship documentation as outlined below. County voter registration officials may not rely upon other information or otherwise profile an individual person regarding their voter registration application to request proof of citizenship at the time of registration.

Documentation provided to show proof of citizenship under IC 3-7-38.2-7.3 is confidential and is not available for inspection by the public. (IC 3-7-38.2-7.3) Further, information regarding the voter’s temporary credential status shall be kept confidential. (IC 3-11-4-2.2)

### Acceptable Proof of Citizenship Documentation

Under Indiana law, “proof of citizenship” means one (1) or more of the following:

- 1) The voter's birth certificate or a legible photocopy of the voter's birth certificate.
- 2) The voter's United States passport or a legible photocopy of the pages of the passport that identify the voter and show the passport number.
- 3) The voter's United States naturalization documentation, a legible photocopy of the voter's naturalization documentation, or the voter's certificate of naturalization number. A voter who provides a certificate of naturalization number in lieu of the naturalization documentation has not provided proof of citizenship until the county voter registration office verifies the number with the United States Citizenship and Immigration Services or a successor agency. Indiana counties must email [verification@sos.in.gov](mailto:verification@sos.in.gov) with the voter’s certificate of naturalization number for it to be verified for further county processing.
- 4) A document or method of proof of citizenship established under the Immigration Reform and Control Act of 1986 (8 U.S.C. 1101 et seq.).
- 5) The voter's consular report of birth abroad (CRBA). (IC 3-7-38.2-7.3)

Documentation provided to show proof of citizenship under IC 3-7-38.2-7.3 is confidential and is not available for inspection by the public.

### Ongoing Processing of Voter Registration Applications

As part of the processing of a voter registration application, SVRS now identifies whether an individual had a temporary credential (that is, driver’s license, state ID card, or learner’s permit) issued to the individual at their last Indiana BMV transaction. A temporary credential in a “yes” status indicates the person may not have been a US



citizen at the time of receiving their credential; however, this is a point-in-time check and may no longer be accurate information.

Therefore, a county voter registration official shall send a VRG-26 notice requesting proof of citizenship to each individual who uses an identification number from a temporary credential issued under IC 9-24-11-5(c) or IC 9-24-16-3(f) as part of the individual's voter registration application as identified in the SVRS registration module. The VRG-26 is generated from SVRS and must be mailed the same day it is printed.

An individual who was sent a VRG-26 notice must provide one of the acceptable forms of proof of citizenship as outlined above to the county voter registration official within thirty (30) days of receiving a notice. If the individual does not provide proof of citizenship within thirty (30) days of receiving a VRG-26 notice, the county voter registration official shall reject the individual's voter registration application.

All electronically submitted voter registration applications (online voter registration, ABS-VPD, or BMV) are filtered by temporary credential status by SVRS business rules. Those where the credential number is identified as being "temporary" by the BMV are moved to the Citizenship Validation Hopper, which allows counties to determine if the VRG-26 notice should be sent to the voter. Those where the credential number is NOT identified as temporary by the BMV flow to the appropriate SVRS Hopper: OVR, ABS-VPD, or BMV.

County voter registration officials will process paper voter registration applications (VRG-7, VRG-11, FPCA, ABS-VPD, VRG-4/12, Federal VR Form) by manual data entry using the voter registration modules in SVRS. If the voter's temporary credential status equals "yes" at the time of the county review, then a VRG-26 must be generated and mailed to the voter the same day the notice is printed.

When the VRG-26 is generated (whether in the Citizenship Validation Hopper or using the manual entry for paper applications), the record is moved to the Citizenship 30-Day Hold Hopper. This hopper "holds" the records for the time period described in state law for the voter to return their proof of citizenship documentation to county voter registration officials. If the voter does not meet the deadline to return documentation, then the official shall reject the individual's voter registration application using the tools in this SVRS Hopper.

If the county does receive proof of citizenship documentation before the deadline, then the county voter registration official must document the information provided by the voter and may continue processing the registration request, if the voter is otherwise qualified.

Documentation provided to show proof of citizenship is confidential under IC 3-7-38.2-7.3 and a person's temporary credential status is confidential under IC 3-11-4-2.2. These records may not be made available for inspection by the public.

Note: A county voter registration official does not have discretion on whether to send the VRG-26 to a voter if the temporary credential status is "yes" at the time of their review, even if the official has personal information that the individual is a U.S. citizen. State law requires the VRG-26 to be sent for the voter to return an acceptable form of citizenship documentation as outlined above.

#### Appealing a County Voter Registration Official's Decision on Citizenship Matters

An individual who is unable to provide documentation as proof of citizenship under this section may appeal in person or by mail to the county election board of the county in which the person was registered to vote. After receiving a request for an appeal, the county election board shall:

- conduct a hearing;
- make a finding concerning the individual's citizenship status; and

- send a copy of its decision to the county voter registration office of the county in which the individual resides.

The request for appeal must be entered into SVRS and the VRG-27 (Notice of Hearing) sent to the voter. Voters with access to indianavoters.com may also view hearing information on their voter portal. However, if a voter's registration application was fully rejected or the existing voter's registration record was cancelled, then the voter's record cannot be accessed on the website.

A county voter registration office that receives the county election board's decision shall change the voter registration records to accurately reflect the decision of the county election board with respect to the individual.

Documentation provided to show proof of citizenship under IC 3-7-38.2-7.3 is confidential and is not available for inspection by the public.

#### **County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 58.3***

#### **Confidence Factor & Merging or Transferring Voter Registration Records**

SVRS attempts to identify potential matches to existing voter registration records when county voter registration officials receive information through various hopsers or data entry. These matches are based on a "confidence factor", which is calculated using the following point assignments:

- Full Social Security number: 40 points.
- Last four (4) digits of Social Security number: 10 points.
- Indiana driver's license or identification card number: 50 points
- Date of birth: 25 points.
- Last Name: 15 points.
- First Name: 15 points.
- Middle Name: 5 points.
- Suffix: 5 points.
- Street Address 1: 10 points.
- Zip Code (first five (5) digits): 5 points.

Notice that it is possible for a record to have a maximum confidence factor score of 180, though the best match would likely be at 140 points as the system no longer receives the full 9-digit Social Security Number. SVRS highlights the potential matched fields for county review. Please keep in mind that the confidence factor score shown to counties should not be thought of as a percentage out of 100! A voter could have a score of 70 where the full DLN matched another record (50 points) along with a last name (15) and zip code (5). This is not a 70% match; it's more like a 50% match based on a total out of 140.

Counties need to carefully review the information before them to ensure the match is correct. Do NOT assume SVRS is correct on the match. The confidence factor is provided to inform local official decision-making, not replace it.

Incorrectly merging registration records leads to confusion on election day for voters and may give the false impression that a voter registration record was improperly cancelled. It is also difficult for database administrators to revert two or more voter registration records back to their original states in SVRS, as vote history and documents among other fields need to be examined to ensure the correct information is assigned once again to the correct voter.

Additionally, counties who are asked to accept a transfer from another county must carefully review the request before accepting the match that sends their record to the new county. Failure to accept a proper match can lead to a person being registered in more than one county. Or, when counties go to audit their registration information, they may find the voter is registered in another county where no match was made to send to the “old” county. When counties identify issues where a voter is no longer registered in their county but is registered in a new Indiana county, a county authorization request must be submitted through SVRS with an “end date” identified for the voter’s record in their “old” county to be expired.

### **Missing or Inaccurate Date of Birth Information**

The Election Division is required to review and identify voter registration records that do not contain a date of birth or contain a date of birth that is at least 115 years or more. Once the information is obtained, the Election Division shall forward the information to the appropriate county voter registration office. To meet this statutory obligation, counties can access a report in SVRS at any time to identify registered voters who are at least 115 years old or missing a date of birth in the Reports Library..

If the county voter registration office determines that the individual listed on the SVRS report is the same individual listed in the statewide voter registration system, then the county shall amend the individual’s voter registration record to contain the correct date of birth and document the source of information for this correction. (IC 3-7-38.2-4) Counties can ping the BMV through SVRS for a date of birth on the voter’s BMV record, if available, and add the date of birth as a correction to the voter’s record. County officials may also look for statutorily approved resources to confirm whether the voter is deceased, such as an obituary or notice on a licensed funeral home website.

See the “Voter List Maintenance” chapter of this *Guidebook* for more information.

### **Missing or Incomplete “Certified Statement of Acceptance”**

There are additional requirements for certain individuals who assist applicants in the registration process. The VRG-7 and VRG-11 state voter registration applications have a place for an individual who accepts a completed voter registration application from the applicant to complete a “Certified Statement of Acceptance.” This statement does not apply to a federal “mail-in” registration form.

An application accepted by an individual required to complete the “Certified Statement of Acceptance” is incomplete if the individual does not provide the individual’s name, residence address, date of receipt, or signature. (IC 3-7-34-1.5(b)) However, the county voter registration office may not reject an application that is incomplete for this reason.

Instead, the county voter registration office shall promptly make one (1) effort to contact the individual who received the completed application from the voter, if possible, and one (1) effort to contact the voter to obtain the missing information. The county voter registration office must process the application even if unable to obtain the missing information. However, within three (3) days of receipt of an application with missing information on the certified statement, the county voter registration must also provide notice of the failure to the county election board for appropriate action under IC 3-6-5-31. (IC 3-7-34-4.5)

The following individuals are exempt from providing a receipt and signing the “Certified Statement of Acceptance” on the state’s voter registration forms:

- 1) A member of the applicant’s household.
- 2) An applicant’s attorney in fact.
- 3) An employee of a license branch, who accepts a VRG-6 or VRG-7 in furtherance of the employee’s official duties.
- 4) An employee of a public assistance agency who accepts a VRG-6 or VRG-7 in furtherance of the employee’s official duties.

- 5) An employee of an agency serving persons with disabilities who accepts a VRG-6 or VRG-7 in furtherance of the employee's official duties.
- 6) An employee of an office designated under IC 3-7-18 who accepts a VRG-6 or VRG-7 in furtherance of the employee's official duties.
- 7) An employee of an office designated under IC 3-7-19 who accepts a VRG-6 or VRG-7 in furtherance of the employee's official duties.
- 8) An employee of the office of the department of employment and training services (DWD) who accepts a VRG-6 or VRG-7 in furtherance of the employee's official duties.
- 9) An employee of the United State Postal Service or a bonded courier, acting in the individual's capacity as an employee of the United States Postal Service or a bonded courier company.
- 10) The Indiana Election Division acting in accordance with IC 3-7-33-3.7.
- 11) A state agency or county voter registration office receiving an application through the online voter registration system under IC 3-7-26.7.
- 12) A precinct election official acting in accordance with IC 3-6-6.
- 13) A county voter registration official acting in accordance with IC 3-7.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 1.3 Incomplete Registrations***
- ***Standard Operating Procedure VRG 20.1 Date Received for Incomplete VR Application***
- ***Standard Operating Procedure VRG 50.1 Processing First Time Voters***

### **Absentee Ballot Applications Used to Update or Correct a Voter's Registration**

Voters may submit absentee applications electronically to county officials through indianavoters.com in addition to the traditional submission of a paper form by mail, email, fax, or hand-delivery. Please review the Processing Absentee Ballot Requests from Public Site (indianavoters.com) Step by Step to better understand the system functionality to make name or address changes based on electronically submitted applications.

#### Name Change or Move within a Precinct Noted on Absentee Ballot Applications

A voter can change the name on their voter registration record using any absentee ballot application by indicating the name change on the form. (IC 3-11-4-5.1)

A voter can use any absentee ballot application to update their voter registration within the same precinct. County voter registration officials can make this update at any time. (IC 3-11-4-17.5(f))

It is not possible for a voter to change their voter registration address to an address outside of their precinct using an absentee application. Instead, the voter must submit a VRG-4/12 form with their absentee application using their current registration address (that is, the "old" address that they moved from and presumably continue to be registered) on the absentee form and using their new address on the VRG-4/12. County voter registration officials will determine whether the voter is eligible for a fail-safe that would permit them to vote one last time at their former address. (IC 3-10-11-9; IC 3-10-12-4(c))

#### Voter ID Information on Absentee Ballot Applications

Voters who want to vote by any absentee method must provide voter identification information with their absentee ballot application, including but not limited to the ABS-Mail, ABS-Traveling Board, ABS-Attorney General, ABS-In-Person, FPCA, and ABS-VPD form. Voters have two options to select from:

- 1) Provide the voter's Indiana driver's license or Indiana ID card number OR the voter's unique ID found in the statewide voter registration system on the voter's registration record OR the voter's last four digits of their Social Security number; OR

- 2) Provide a photocopy of the voter's ID, which complies with the state's photo ID law.

If a voter selects option 1, county election officials will confirm the number provided on their absentee ballot application matches the voter's registration. If the provided voter ID number is not on the voter's registration record or does not match, then county officials will validate the Indiana driver's license or Indiana ID card credential number with the Indiana Bureau of Motor Vehicles or the Social Security number with the Social Security Administration. If the voter ID number is validated through this process using a module in SVRS, then it will be added to the voter's registration record after the application is approved using a hopper in SVRS. This update is considered a correction and can be made at any time. The voter's record will not be placed into "pending" status.

If a voter selects option 2, county election officials will confirm the photocopy of the ID meets the state's voter ID law. The county voter registration official will not add or otherwise update the voter's registration using the information provided on the ID itself, including the voter's credential number, if applicable. A copy of the voter's valid photo ID must be submitted each time the voter submits an absentee application, unless the voter decides to use option (1) above instead.

However, an absentee ballot application submitted online through the Indiana Voter Portal ([www.indianavoters.in.gov](http://www.indianavoters.in.gov)) must require the voter to provide the voter's driver's license number, Indiana identification card number, the unique identifying number assigned to the voter's voter registration record, or the last four digits of the voter's Social Security number to access the absentee application. The voter is only required to provide one of these types of voter identification numbers but the voter ID number on the voter's registration must match the information entered by the voter.

If the numbers match, then the voter can access the online absentee application. If the numbers do not match, then the voter can provide an Indiana driver's license or Indiana ID card number or the last four digits of their Social Security number when prompted. The voter will be able to conditionally submit their absentee ballot application. County officials will validate the voter's supplied ID number against BMV or SSA records before the absentee ballot application is approved. If the voter ID number is validated, it will be added to the voter's registration record and the bi-partisan team will continue their review of the application. If the voter ID number cannot be validated, then the absentee ballot application will be found defective or rejected and the voter sent an ABS-24 notice. Note: Voters are not able to upload a photocopy of an ID that complies with the state's photo ID law through the online portal. (IC 3-11-4-2; IC 3-11-4-3; IC 3-11-4-5.1; IC 3-11-4-17)

Voters using the online absentee application module on [indianavoters.com](http://indianavoters.com) do not sign their absentee ballot application. The voter's signature on their voter registration record is applied to the application on the back-end. Upon completion, the voter will receive a confirmation notice and can download a copy of their submitted application. Voters should not send this copy to county officials; the application is electronically submitted for county review.

Whether submitted online or on paper, the identification number provided on the voter's absentee ballot application, or the photocopy of the identification document provided with the application, is confidential. However, the ID information is added to the voter's registration record, which is public record. A county voter registration official is only required to redact the confidential information in responding to a public records request under IC 5-14-3.

See the current version of the *Indiana Election Administrator's Manual* for more information.

### **Candidacy Documents Used to Update Candidate's Name on VR Record**

County voter registration officials must update a candidate's voter registration record with the candidate's BALLOT NAME found on the candidate document that places the candidate's name on a primary, general, municipal, or special election ballot. A candidacy document includes a declaration of intent to be a write-in candidate, a declaration of

candidacy, a nomination consent form, a certification of candidate selection to fill an early or late ballot vacancy, a certification of nomination, and a statement filed by an Indiana Supreme Court Justice, Indiana Court of Appeals judge, or a Lake, Marion, or St. Joseph superior court judge seeking to stand for retention. The ballot name has its own distinct section on the various candidate filings, including but not limited to the declaration of candidacy, petition of nomination, or candidate consent forms. (IC 3-5-7-6)

### **Updates to Voter's Signature on Existing Voter Registration Record**

A voter's signature may be updated in SVRS using a signature from a poll list, voter registration application, statewide address confirmation notice, a change of address affidavit used to return to vote at the voter's former precinct of residence one last time before transfer (VRG-4/12), or an absentee ballot application. (IC 3-7-40.5-2)

### **Mailing Address Used to Send Voter Registration Documents**

**The SVRS-generated acknowledgement notice is sent to the mailing address on the voter registration application and not to the voter's residence (registration) address.** One explanation as to why statute requires the notice to be sent to the mailing address is that the registration address could not be used to mail notices to those with non-traditional residences (such as homeless individuals). Other people, such as voters who live in small towns that do not have residential mailing delivery by the Postal Service but instead use Post Office boxes, military voters, college students, and nursing home patients, may only receive a notice if it is sent to their mailing address. (IC 3-7-33-5)

An inadequate residence address should become evident when the registration official attempts to place the applicant into a precinct. If the residence address on the application is inadequate, state statute requires the county voter registration office to attempt to process the application in the same manner as an incomplete application in an effort to cure the defect. If the effort to cure the defect is unsuccessful by the end of the tenth day before the election, the county voter registration office must reject the incomplete application and certify a list of rejected incomplete applications to the County Election Board. (IC 3-7-34-4)

If a voter does not provide a separate mailing address, the voter's residence address becomes the default mailing address.

Note: A statewide address mailing confirmation (SAMC) notice is sent by forwardable first-class mail to the mailing address on the voter's registration record. However, in the instance where a county mails a SAMC to a voter who appears to have moved out-of-state based on information received from the voter's new state, state law requires the VRG-14 (request to cancel Indiana registration) to be mailed to the voter's address in their new state. In other words, the SAMC will be sent to the voter's mailing address on their Indiana registration record and the VRG-14 will be sent to the voter's potentially new address in the other state. (IC 3-7-38.2-2.4)

### **Scanning Voter Registration Records**

A county voter registration office shall scan a paper document and attach the scanned image of the document to the voter's file in the statewide voter registration system (SVRS) if the paper document creates, amends, or cancels the voter's registration record. In addition, the county voter registration office shall scan a voter registration application that is subsequently rejected and associate it with the rejected record in the SVRS. (IC 3-7-33-8)

In addition to state or federal registration forms submitted on paper to county or state election officials, documents like the Statewide Address Mailing Confirmation (SAMC) Notice or the voter list maintenance response card sent to a voter during the bi-annual statewide list maintenance project may also need to be scanned and attached to the voter's electronic record in SVRS. If a voter uses one of these notices to update their registration within their county or authorization cancellation, then it is considered a voter registration document and needs to be properly retained in the county's paper voter registration file and an electronic copy made to add the image to the voter's SVRS record.

(NOTE: much like a regular voter registration form, these notices must be signed by the voter and, if updating a registration, the voter is to answer affirmatively to the age and citizenship questions.)

Other notices created by county or statewide voter list maintenance project that are not altering a voter's registration may be scanned and added to the voter's record in SVRS but are not required to be scanned and added.

There is no requirement in state law to print electronically submitted voter registration forms to county officials through SVRS, whether the form comes through the public facing website ([indianavoters.com](http://indianavoters.com)) or the BMV Hopper. The document is automatically created and attached to the registrant's record. However, if a county official does print the voter's online registration document for their record keeping purposes, then the printed copy needs to be preserved with the county's paper registration documents until it is appropriate to destroy the record. See the "Public Records" chapter later in this *Guidebook* for more information.

### **Registrations Mistakenly Received by Incorrect County**

If a county voter registration office receives a voter registration application from a voter that contains a registration address in Indiana, but not in the county of the voter registration office receiving the application, then the county voter registration office shall forward the application to the voter registration office of the county indicated by the residence address listed on the application on an "expedited basis" (meaning within 48 hours of receiving the incorrectly delivered form). (IC 3-7-34-9) The county voter registration office can fulfill this requirement by forwarding a scanned image of the registration to the correct county voter registration office and by forwarding the original copy to the correct county later. (IC 3-7-34-9)

The county voter registration office of the county where the voter resides must process the forwarded registration application if the county voter registration office in the incorrect county (or the full service voter registration agency) received the application on or before the close of voter registration. If the incorrect county mistakenly received the form by mail, then the same deadlines that apply to mail-in forms received by the correct county apply in this case. If the registration was not received in a timely manner, the registration is processed by the correct county voter registration office in the same manner as other applications that are not timely filed. (IC 3-7-33-4)

If a timely voter registration is received by the correct county after the poll lists have been printed, or if electronic poll books are being used, after the information has been downloaded into the electronic poll book for use on Election Day, then the county voter registration office is required to issue a certificate of error if the county voter registration office approves the application (assuming that the voter's registration has become active and no longer "pending"). (IC 3-7-34-13)

Sometimes a county may receive a federal "mail-in" voter registration form for a person living in another state. While state law does not specifically address this situation, a county may direct the application to the chief election official in that state, if possible. The Election Division can provide contact information for the other state's office. (IC 3-7-34-9)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 5.1 Applications Outside the County***
- ***Standard Operating Procedure VRG 34.2 VR Transfers and Timely Scanning of VR Cards***
- ***Standard Operating Procedure VRG 38.1 BMV Hopper Items Sent to Wrong County***





## FULL SERVICE AGENCIES

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The federal National Voter Registration Act (NVRA) requires that certain federal, state, local and nongovernmental agencies (with the agreement of the federal or nongovernmental offices) provide the following voter registration services:

- 1) Distribution of mail-in voter registration applications;
- 2) Assistance in filling out a voter registration application with each transaction in which a person applies for assistance, renewal or recertification of assistance, or a change of address, unless the applicant declines in writing; and
- 3) Transmission of all completed applications to the appropriate county voter registration within a timely manner (Indiana law requires five (5) days for all agencies except for the BMV).

Indiana has designated the following as full service voter registration agencies:

- 1) License branches (IC 3-7-14)
- 2) Each county office that administers TANF (IC 3-7-15-2)
- 3) Each county office that administers Medicaid (IC 3-7-15-2; IC 12-15)
- 4) Each county office that administers Food Stamps (IC 3-7-15-2; IC 12-14)
- 5) Each office of the Department of Health that administers WIC (IC 3-7-15-2; IC 16-35)
- 6) Agencies that serve persons with disabilities as identified by the Co-Directors of the Indiana Election Division (IC 3-7-16) (Bureau of Developmental Disabilities Services and Bureau of Rehabilitative Services)
- 7) Each unemployment compensation office (IC 3-7-18-2; IC 3-7-20.5)
- 8) A law enforcement agency (Indiana State Police; county sheriff's department; municipal law enforcement agency); (IC 3-7-18-2; IC 3-7-20.5)
- 9) Each county board of voter registration office (IC 3-7-18-2; IC 3-7-19)
- 10) Any federal or non-governmental entities designated by unanimous vote of a county election board (or which was designated in the county's NVRA implementation plan before July 1, 2013) (IC 3-7-21)

State and federal law require that anyone who applies for assistance, renews an application for assistance, or submits a change of address application at any of the above entities, shall also be provided with a voter registration form, assistance in completing the form, and transmittal of the form to the county voter registration office, unless the applicant declines to register to vote in writing. A slightly different process applies at Bureau of Motor Vehicle (BMV) license branches.

An FSSA office providing "full service" voter registration is permitted to submit voter registration applications and declinations to a county voter registration office by first class U.S. mail. (IC 12-14-1.5-6; IC 12-14-25-5; IC 12-15-1.5-6)

Local branches of some other agencies that perform registration activities, for example, local offices of the Department of Workforce Development (DWD), forward all voter registration applications and declinations to a central clearing house in DWD's state office and from there the applications are forwarded to the counties. State Forms: VRG-6 (registration application at "full service" voter registration agencies)

State law requires law enforcement offices to distribute a voter registration form whenever a person is applying for a license to carry a handgun unless the person declines in writing to register to vote. This includes each office affiliated with the Indiana state police, county sheriff, and municipal law enforcement. The following persons shall act as a "governing body" for these named entities:

- 1) The superintendent of state police.
- 2) The county sheriff.

- 3) The chief of police or comparable law enforcement officer for a municipal law enforcement agency.

For all “full-service” voter registration agencies, the persons acting as the governing body of the agency shall be responsible for the following:

- 1) Designating an individual to be responsible for performing the voter registration duties of the agency in each office of the agency where services are provided.
- 2) Providing a list of the address and telephone number of each agency office where voter registration services will be provided and each individual designated by the governing body to be responsible for performing voter registration duties.
- 3) Receiving a list of the current addresses and telephone numbers of each county voter registration office from the Election Division.
- 4) Receiving pre-addressed packets from the Election Division for law enforcement offices to transmit voter registration applications to county voter registration offices.
- 5) Receiving notification of scheduled date of each primary, general, municipal, and special election in the jurisdiction in which the election will be held. (IC 3-7-18-2; IC 3-7-20.5-1; IC 3-7-20.5-3)

**Registration applications made at any other full service agency, besides BMV, must be forwarded by the agency to the county voter registration office within five (5) days of receipt.** IC 3-7-18-19; IC 9-24-2.5-4; IC 12-14-1.5-1 (TANF); IC 12-14-25-3 (Food Stamps); IC 12-15-1.5-4 (Medicaid); IC 16-35-1.6-4 (WIC)

If a person applies to register to vote at a full service agency on or before the voter registration deadline (even if a county VR office receives it after the deadline), then the voter’s registration application should be processed as timely.

**Please note:** While full service agencies such as the state BMV or Department of Workforce Development are required to provide voter registration forms to the general public, the agencies only accept registration forms from specific customers as noted in state and federal law. In other words, the agencies cannot receive a voter registration form from the general public and submit it on behalf of the voter. Instead, the general public must submit paper registration applications to their county voter registration or the Indiana Election Division or register online at [www.indianavoters.com](http://www.indianavoters.com) using a valid Indiana driver’s license or Indiana ID card.

## VRG-6 Form

The Indiana Election Division has created a VRG-6 voter registration form for full-service agencies to use. **The VRG-6 form is not a public facing registration document and is only used for the specific transactions noted in statute at each of these agencies.** Full service agencies are to contact the Election Division should the need for a copy of the current version of the VRG-6 form arise.

While the VRG-6 form used by these agencies share a common format (with the noted exception of the BMV), the form number found in the lower right corner of the document corresponds to the specific agency. Below is a table with the name of the agency and its corresponding VRG-6 form number:

### VRG-6 Form Designations for Full Service Agencies

Form 46913 (R15/6-24)	Bureau of Motor Vehicles
Form 46914 (R10/6-24)	Public Assistance Agencies
Form 46915 (R10/6-24)	Disability Agencies
Form 46916 (R8/6-24)	Additional Designated Offices
Form 47366 (R8/6-24)	Workforce Development
Form 56699 (R/6-24)	Law Enforcement

The top half of the VRG-6 form includes a space for the person registering to vote to complete along with the full service agency point of contact. On this portion of the form, the person indicates if the person wants to register to vote or not. If the person registers to vote and marks the “yes” box, then the top half of the form is torn off and provided to the registrant as proof of registration. The lower portion, which is substantially similar to the VRG-7 and VRG-11 state voter registration form, is then forwarded to the county voter registration official.

If the individual declines to register to vote, then the person marks “no” on the upper half of the form and then the entire document is kept by the full service agency to forward on to the county voter registration official. This is the “declination” and is a confidential document kept on file by the county voter registration official pursuant to the retention schedule. (IC 3-7-27-6)

The full service agency is to send with the VRG-6 registrations or declinations a completed VRG-9 Indiana Voter Registration Material Transmittal form. If the agency hand-delivers VRG-6 registrations or declinations to the county voter registration official, then the county voter registration official is to provide the VRG-8 Indiana Voter Registration Material Receipt form to serve as a receipt.

Indiana law requires a full service voter registration agency to transmit completed paper applications and declinations to the county voter registration office within five (5) days of receipt. If a county voter registration office is not receiving a packet of applications and declinations in a timely manner, please contact the NVRA officials (Co-Directors of the Indiana Election Division). (IC 3-7-15-9; IC 3-7-16-28; IC 3-7-18-19)

Note: The BMV VRG-6 forms are submitted electronically through SVRS, including declinations. Paper VRG-6 forms from the BMV are no longer mailed or hand-delivered to county voter registration offices.

#### **County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 09.2 BMV Registrations in SVRS***

#### **Registering to Vote at the BMV**

A person must be offered the opportunity to apply to register to vote while applying for a new motor vehicle driver's license, permit, or identification card, or a renewal of any such license, permit, or identification card, at a BMV license branch. (IC 3-7-14-5) The BMV license branch forwards the registration applications and declinations directly to the county voter registration office electronically through SVRS. (IC 3-7-14-12; IC 9-24-2.5-4)

The BMV also receives voter registration applications electronically through their online services when a person renews their Indiana driver's license, Indiana learner's permit, or Indiana ID card. The voter registration records and declinations are collated at a central clearing house in the BMV's state office and from there are forwarded to county voter registration offices.

If applications accepted at the BMV during specific credential transactions contain all the information required to be supplied by the voter, but not all the information required to be supplied by the agency, then the county voter registration office shall make one attempt to obtain the missing information from the BMV. If the missing information is not obtained from the BMV within seven (7) days after the county voter registration office provides notice to the BMV, the county voter registration office must notify the Indiana Election Division. The Election Division will then contact the BMV to request that this information be provided to the county voter registration office or require the BMV to file a statement with the county voter registration office indicating why the information is not available. (IC 3-7-34-5)

The registration application must be processed whether the information is received from the BMV or not. (IC 3-7-34-6) However, if the BMV agency fails to supply the missing information, then the county voter registration office shall

certify this fact to the Indiana Election Division on an “expedited basis” (meaning within 48 hours after the county office receives the incomplete form). (IC 3-5-2.1-43; 3-7-34-7) The Indiana Election Division is then required to notify the BMV that the BMV is required to supply this missing information. (IC 3-7-34-7)

# MILITARY AND OVERSEAS VOTERS

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There are special rules relating to registration and absentee voting applicable to certain military voters. State and federal law provide an extended deadline in which to register, special application forms, and additional options for transmitting applications and ballots. In addition to the Federal Voting Assistance Program's (FVAP) website ([www.fvap.org](http://www.fvap.org)), the *Military and Overseas Voters' Guide* published by the Indiana Election Division is a good resource for local election officials and voters navigate the process outlined below.

A military voter, otherwise known as an "absent uniformed services voter," is an individual serving away from the individual's permanent residence who is also:

- 1) **a member of the Army, Navy, Air Force, Marine Corps, Coast Guard, Space Force, or other uniformed service** on active duty who, by reason of active duty, is absent from the place of residence where the member is otherwise qualified to vote;
- 2) a member of the **Merchant Marine** who, by reason of service in the Merchant Marine, is absent from the place of residence where the member is otherwise qualified to vote;
- 3) a member of the **Indiana National Guard** deployed or on assignment outside Indiana; or
- 4) **a spouse or dependent** of any of the above who, by reason of the active duty or service of the member, is absent from the place of residence where the spouse or dependent is otherwise qualified to vote.

An absent military voter might also be an overseas voter but could also be stationed stateside (within the United States) but outside of Indiana. (See Indiana Code 3-5-2.1-2 for definition of "absent uniformed services voter" and IC 3-5-2.1-100 for definition of "uniformed services.")

An "overseas voter" is defined as any of the following:

- 1) an absent uniformed services voter who, by reason of active duty or service, is absent from the United States on the date of the election;
- 2) a person who resides outside the United States and is qualified to vote in the last place in which the person was domiciled before leaving the United States; or
- 3) a person who resides outside the United States and, but for such residence, would be qualified to vote in the last place in which the person was domiciled before leaving the United States. (IC 3-5-2.1-75)

There are two types of non-military overseas voters: (1) those living overseas who intend to return to the US; and (2) those living overseas whose return to the US is uncertain. Those overseas voters who register using a Federal Post Card Application (FPCA), also referred to as Standard Form 76, are asked to check one of the boxes in item #1 (see Appendix). The significance of this distinction is covered later in this *Guidebook*.

The FPCA is a combined form, meaning it permits the voter to register to vote and request an absentee ballot for one calendar year (January 1 to December 31). Absentee voting information is covered in more detail in the current version of the *Indiana Election Administrator's Manual* and, as noted above, in the current version of the *Military and Overseas Voters' Guide*.

## Extended Registration Deadlines for Military & Overseas Voters Using the FPCA

All overseas and absent uniformed services persons can submit an application to register to vote using the Federal Postcard Application (FPCA) so long as the application is received on or before the eighth day before the election. Some recently discharged or relocated military persons and their family can register to vote up until noon (prevailing local time), Election Day. Please refer to the current version of the *Indiana Election Administrator's Calendar* or the *Military and Overseas Voters' Guide* for more details.

The county voter registration office shall process an FPCA registration application received from an overseas voter or absent uniform services voter during the period beginning on the twenty-ninth day before the election and ending on the **eighth (8<sup>th</sup>) day before the election**. (IC 3-7-36-10)

An absent uniform services voter (or the voter's spouse or dependent) who has returned to Indiana may also apply to register to vote using the VRG-7, VRG-11, Federal Voter Registration Application form, or FPCA beginning on the seventh day (7<sup>th</sup>) before Election Day and until noon (prevailing local time), on Election Day if the voter:

- 1) is otherwise entitled to vote in Indiana;
- 2) was absent from Indiana during the previous registration period;
- 3) returns to Indiana no earlier than the seventh day before Election Day but before noon (prevailing local time) on Election Day;
- 4) shows the county registration office a discharge dated on or after the beginning of the preceding registration period or a government movement order with a reporting date on or after the beginning of the preceding registration period;
- 5) completes a registration application (VRG-7, VRG-11, Federal Voter Registration Application form, or FPCA); and
- 6) signs an affidavit (ABS-13) that the voter has not voted at any other precinct in the election. (IC 3-7-36-14)

If an absent uniform services voter (or the voter's spouse or dependent) registers under these conditions then the voter is entitled to vote in the upcoming election **at the office of the circuit court clerk** any time after the voter registers **but before noon (prevailing local time), Election Day**. Many county courthouses are closed on Election Day itself, and so the county election board may designate another location by resolution for these voters who vote after noon on the day before the election and before noon on Election Day. (IC 3-7-36-14; IC 3-11-10-26)

If the person votes in the upcoming election at the office of the circuit court clerk, the voter will cast an absentee ballot and the circuit court clerk will certify that the voter registered under this statute and the circuit court clerk will attach the certification to the voter's absentee ballot envelope. (ABS-11)

The county election board delivers these certificates by courier to the precinct election boards at the polls on Election Day. The inspector attaches the certificates to the poll list in the presence of the poll clerks and the poll clerks sign a statement indicating that the inspector did so. If the person does **not** vote in the upcoming election, then the circuit court clerk delivers the voter's registration application to the board of registration (if applicable). The voter is then registered effective the first day of the next registration period. (IC 3-5-2.1-2; IC 3-7-36-14; IC 3-11-4-3; IC 3-11.5-4-8; IC 3-11.5-4-9; IC 3-11.5-4-24)

In general, a voter may not submit a registration form by fax or by electronic mail. (IC 3-5-4-1.7; IC 3-7-32-4) **However, an absent uniform services voter or an overseas voter may submit a Federal Post Card Application (FPCA), also referred to Standard Form 76, by fax or electronic mail. (IC 3-7-32-4; IC 3-11-4-4)**

## **Overseas Voters & Indiana Residency**

Although an overseas voter (as defined above) may not have a physical residence in a precinct, that voter is still entitled to vote in a precinct in Indiana if the person has, at some point in their life, resided in Indiana. For example, a U.S. citizen who last resided at an Indiana address for at least 30-days before moving overseas may be registered to vote at their last Indiana residence address even if the person no longer has any connection to the address. Alternatively, if a person is the child of a parent who formerly resided in Indiana, but the child was born outside of Indiana and has never resided in this state, that person is not qualified to register to vote in Indiana. (Article 2, Section 2 of the Constitution of the State of Indiana)

An overseas voter who resides outside of the U.S. but intends to return to the U.S. and marks this box on the FPCA must provide “the complete street address of your voting residence where you are registering to vote and requesting an absentee ballot” as this determines the precinct where the person votes. For overseas citizens this is usually the U.S. address where the person last resided in Indiana. An overseas voter does NOT need to have any current physical ties to this address; however, applicants cannot use a post office box as an Indiana residence address.

If a person is an overseas voter whose return is uncertain, is residing in another country and, but for such residence, would be qualified to vote in the last place in which the person resided in Indiana before leaving the U.S., then this overseas voter is a U.S. citizen who is still entitled to use the FPCA and is considered for election purposes to be a registered voter of the Indiana precinct where the county voter registration office is located. (IC 3-11-4-8; IC 3-5-2-24)

An overseas voter who states that the voter’s return to the U.S. is uncertain may provide the Indiana address where the person lived previously, if known. However, the county voter registration office must designate the residence address of the voter as the address of the county voter registration office when entering the voter’s record into SVRS.

**NOTE:** The FPCA also provides a box where an overseas voter may mark that the individual is a U.S. citizen who has never lived in the United States. This is the fifth box under item #1 on the FPCA. Individuals marking this box are ineligible to vote in Indiana.

### **Military Spouse Residence**

A military service member’s spouse (as defined in federal law) may elect to use the same residence as the service member regardless of the date on which the marriage occurred and notwithstanding the residency requirements for registering to vote. (IC 3-7-36-15)

### **Absentee Voting for Military & Overseas Citizens**

While military and overseas voters may use other types of absentee applications prescribed by the state of Indiana, it is strongly recommended these voters use the FPCA not only for the reasons noted above for extended voter registration deadlines but also for expanded access to vote by absentee ballot.

The FPCA combined form is good for one calendar year from January 1 to December 31, meaning the voter may be entitled to vote absentee in at least two elections (May primary election and November general or municipal election) and perhaps a special election, if one is held on a date other than the May or November elections. To vote in the primary, the FPCA must be received on or before the applicable deadline(s) and the voter must indicate which party’s ballot (Democratic or Republican) the voter wishes to receive.

A military or overseas voter using the FPCA may vote absentee by fax or email. However, a voter must waive their right to secret ballot to use this option as a bi-partisan team must remake the ballot on official ballot card stock to be read by the voting system. The county election official must transmit the ABS-9 form along with the person’s emailed or faxed ballot. The voter must also complete the ABS-9 and return it with their completed ballot. The deadline to submit an FPCA to request a faxed or emailed ballot is noon (prevailing local time), the day before Election Day. A faxed or emailed ballot must be received by the county election board not later than 6 p.m. (prevailing local time), Election Day. (IC 3-11.5-4-10)

A military or overseas voter might also request to vote-by-mail using the FPCA, and the county election official must mail the ballot anywhere in the world to the voter and provide for return postage for the completed ballot. The application deadline to vote-by-mail using the FPCA is the same as the “civilian” voter’s deadline to submit an ABS-Mail application, which is 11:59 p.m., twelve (12) days before the election. (IC 3-11-4-3) An overseas voter’s

absentee-by-mail ballot postmarked on or before Election Day may be received by the county election board not later than noon (prevailing local time), ten (10) days after the election and still be counted. (IC 3-12-1-17)

A member of the military or their spouse or dependent who marks one of those boxes on the FPCA is entitled to vote absentee by mail, fax, or email when using the Federal Post Card Application.

An overseas voter who marks the box on the FPCA noting the voter intends to return to the United States is entitled to vote absentee by mail, fax, or email when using the Federal Post Card Application. The voter is to receive a full ballot for the precinct where the person is registered to vote, delivered by the method selected by the voter.

An overseas voter who marks the box on the FPCA noting their return is uncertain is entitled to vote absentee by mail, fax, or email by virtue of his or her U.S. citizenship. In Indiana, this type of overseas voter is entitled to a **federal only ballot**. In 2026, the federal only ballot in Indiana will include the office of U.S. House of Representatives.

County election administrators are encouraged to review the current version of the *Election Administrators' Manual* for more details on handling military and overseas voter's absentee requests, including the Federal Write-in Absentee Ballot (FWAB).

## **Voter ID & FPCA**

The Federal Post Card Application (FPCA) is a combined form, allowing an individual to register to vote and request an absentee ballot for one calendar year. For this reason, the voter is prompted for a voter ID number in the registration section to comply with voter registration law that requires the voter to provide an Indiana driver's license number, Indiana ID card number, or learner's permit OR, if the voter does not have an Indiana credential, the voter's last four digits of their Social Security Number OR, if the voter does not have an SSN, to mark or write "none" in the space provided.

Additionally, a voter who wants to vote by any absentee method must provide voter identification information with their absentee application, including but not limited to the FPCA. The voter has two voter ID options to select from:

- 1) Provide the voter's Indiana driver's license or Indiana ID card number OR the voter's unique ID found in the statewide voter registration system on the voter's registration record OR the voter's last four digits of their Social Security number; OR
- 2) Provide a photocopy of the voter's ID that complies with the state's photo ID law.

If a voter selects option 1, county election officials will confirm the number provided on their absentee ballot application matches the voter's registration. If the provided voter ID number is not on the voter's registration record or does not match, then county officials will validate the Indiana driver's license or Indiana ID card credential number with the Indiana Bureau of Motor Vehicles or the Social Security number with the Social Security Administration. If the voter ID number is validated through this process using a module in SVRS, then it will be added to the voter's registration record after the application is approved using a hopper in SVRS.

A military or overseas voter using the FPCA can provide this information in section 6 of the form or county officials may review the information provided in the fields labeled on the FPCA for driver's license number or SSN. This update is considered a correction and can be made at any time. The voter's record will not be placed into "pending" status.

If a voter selects option 2, county election officials will confirm the photocopy of the ID meets the state's voter ID law. The county voter registration official will not add or otherwise update the voter's registration using the information provided on the ID itself, including the voter's credential number, if applicable. A voter must provide a copy of a valid photo ID each time an FPCA is submitted, unless the voter decides to exercise option (1) above on their new absentee application.



Whether submitted by fax, email, or mail, the identification number provided on the voter's absentee ballot application or the photocopy of the identification document provided with the application is confidential. However, the ID information is added to the voter's registration record, which is a public record. A county voter registration official is only required to redact the confidential information in responding to a public records request under IC 5-14-3.

See the current version of the *Indiana Election Administrator's Manual* for more information.

### **SVRS Designation for Military & Overseas Voters**

A voter's designation as a uniformed services voter, or overseas voters in the statewide voter registration system (SVRS) expires January 1 of the calendar year after the year the individual submitted the Federal Post Card Application (FPCA) indicating that status. (IC 3-11-4-6.2)

This "M/O flag" in SVRS is restored by county voter registration officials when the voter submits a new FPCA for the current calendar year.

**County Voter Registration Officials, additional resources are available:**

- ***Current Version of the Military and Overseas Voters' Guide***
- ***Current Version of the Election Administrators' Manual***
- ***Standard Operating Procedure VRG 51.1 Handling FPCA & ABS Attorney General Absentee Applications in SVRS***



## **ATTORNEY GENERAL'S ADDRESS CONFIDENTIALITY PROGRAM**

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Indiana law establishes an address confidentiality program for persons who are victims of domestic abuse, stalking, or sexual assault. A person who applies to the Indiana Attorney General and qualifies under this program may designate an address provided by the Attorney General as the person's address for service of process and receipt of mail. This confidentiality program does not apply automatically to every person who is granted a protective order by a court. Information about the program may be obtained by emailing [confidential@atg.in.gov](mailto:confidential@atg.in.gov).

The Attorney General's office will issue a notice to the individual regarding their enrollment in this program (see Appendix for a sample notice). The voter would bring this form to the county voter registration official to have their registration record flagged as confidential. The voter must be registered to vote at their current residence address and their mailing address must be the PO Box provided on the Attorney General's notice. (IC 3-7-31-5; IC 5-26.5-2-5; IC 5-26.5-5-2.5) The confidential flag in SVRS and on the voter's record, generally, remains for a period of four full years, ending on June 30 in the final full year.

For example, a voter's registration record is marked confidential on August 9, 2023. The flag would fall off on June 30, 2028. The period of August 9, 2023, through June 30, 2024, is not a full year and would not be part of the four year covered period. The first full year starts on July 1, 2024, and then ends on June 30, 2028, or a covered period of four years. Alternatively, the covered period for a voter who had the AG flag added to their registration record on May 1, 2023, would end on June 30, 2027. In this case, the period from May 1 to June 30, 2023, is not part of the covered period, which would start July 1, 2023, and end June 30, 2027.

Like an absent uniformed services voter, a participant in this program is entitled to an absentee ballot in any election that is conducted during the year in which the applicant applied for an absentee ballot (ABS-Attorney General). In other words, the voter only needs to submit the ABS-Attorney General form one time in a calendar year (January 1 to December 31). The absentee ballot application allows the program participant to provide the mailing address designated by the Attorney General as the mailing address for receipt of the absentee ballot. To receive an absentee ballot by mail in the primary election, the voter will need to submit the ABS-Attorney General form not later than 11:59PM, 12-days before Election Day and indicate their political party choice (Democratic or Republican) or request a Public Question Only ballot to receive a ballot.

The ABS-Attorney General Form and the name, address, telephone number, and any other identifying information relating to a program participant, as contained in a voting registration record, is confidential for purposes of Indiana's public records law. The county voter registration office may not disclose for public inspection or copying a name, an address, a telephone number, or any other information described in this subsection, as contained in a voting registration record except (1) to a law enforcement agency, upon request and (2) as directed by a court order. (IC 3-11-4-6; IC 5-26.5; IC 5-14-3-4(a)(1))

Besides this program there are no other statutes in Title 3 that permit a county to mark a registration record as confidential. Please see the "Public Records" chapter of this *Guidebook* for more information.

### **Voter ID & ABS-Attorney General**

Voters who want to vote by any absentee method must provide voter identification information with their absentee ballot application, including but not limited to the ABS-Attorney General form. The application gives voters two options to select from:

- 1) Provide the voter's Indiana driver's license or Indiana ID card number OR the voter's unique ID found in the statewide voter registration system on the voter's registration record OR the voter's last four digits of their Social Security number; OR
- 2) Provide a photocopy of the voter's ID that complies with the state's photo ID law.

If a voter selects option 1, county election officials will confirm the number provided on their absentee ballot application matches the voter's registration. If the provided voter ID number is not on the voter's registration record or does not match, then county officials will validate the Indiana driver's license or Indiana ID card credential number with the Indiana Bureau of Motor Vehicles or the Social Security number with the Social Security Administration. If the voter ID number is validated through this process using a module in SVRS, then it will be added to the voter's registration record after the application is approved using a hopper in SVRS. This update is considered a correction and can be made at any time. The voter's record will not be placed into "pending" status.

If a voter selects option 2, county election officials will confirm the photocopy of the ID meets the state's voter ID law. The county voter registration official will not add or otherwise update the voter's registration using the information provided on the ID itself, including the voter's credential number, if applicable. A voter must provide a copy of a valid photo ID each time an ABS-Attorney General is submitted, unless the voter decides to exercise option (1) above on their new absentee application

The identification number provided on the ABS-Attorney General absentee ballot application, or the photocopy of the identification document provided with the application is confidential. The ABS-Attorney General Form is a confidential form and may not be disclosed for any reason.

See the current version of the *Indiana Election Administrator's Manual* for more information.

# VOTERS WITH PRINT DISABILITIES

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A voter with print disabilities is an individual who is unable to independently mark a paper ballot or ballot card due to blindness, low vision, or a physical disability that impairs manual dexterity. (IC 3-5-2.1-107)

Voters with print disabilities are encouraged to use the combined form (ABS-VPD) for voters with print disabilities to register to vote, update their voter registration, or apply for an absentee ballot. The combined form is a benefit to voters with print disabilities as it updates a voter's registration record, expands the methods for an absentee ballot to be sent and received to include mail, fax, or email, and serves as a request for an absentee ballot for one calendar year (January 1 to December 31 of the year in which the application is approved).

A voter with print disabilities may make this request and submit an ABS-VPD form via email or fax using accessible technology developed for persons with print disabilities. Additionally, the form can be submitted online by logging in to the voter's "My Portal Page" on indianavoters.com. This online option will allow the voter to electronically file their form and the voter's registration signature on file within SVRS is applied to the created form found in the voter's documents section on the back-end of the system. The online option does require the voter to have an Indiana credential number found on their driver's license, Indiana ID card, or learner's permit to register to vote online. It also will require an existing voter to enter an Indiana credential number or last four of the voter's Social Security number, whichever is currently on the voter's record, to access the online absentee application.

When a county election board or county voter registration office receives a request for a combined form, the office that received the request for the application must send the combined form not later than the end of the first business day after the office receives the request from the voter by email or fax if an email or fax number is provided to the office. If the email address or fax number is not provided by the voter with print disabilities or the email address or fax number does not permit the office to send the application, then the application shall be sent by mail.

If filing a paper copy of the form, then the voter must be able to personally sign their name or make their mark on the combined form. It is possible for nearly any person to assist the voter in signing the combined form, except for the voter's union representative or employer. (IC 3-11-9-2-(a)) If the voter's attorney-in-fact signs the application on behalf of the voter, a copy of the power of attorney must be filed with the application. (IC 3-11-4-2(b))

Voters with print disabilities using the combined form to register to vote must submit the application not later than twenty-nine (29) days before the election. As noted above, the voter is permitted to fax or email the combined form to the Indiana Election Division or county voter registration official in addition to hand-delivery or mail. A county voter registration official cannot reject a voter registration request made by a voter with print disabilities using the combined form on the basis the document was faxed or emailed and does not contain an original, "wet" signature. Additionally, the voter can complete the form online at indianavoters.com using their Indiana credential number (driver's license, Indiana ID, or learner's permit number) and file electronically to the county's SVRS hopper. The online registration component of the ABS-VPD form must be filed not later than 11:59PM, twenty-nine (29) days before the election.

If the voter is qualified and the combined form is timely filed and approved by county election officials, the voter may be eligible to receive absentee ballots in each of the primary, general, municipal, or special elections conducted in their precinct during the calendar year. To receive an absentee ballot for the May primary election, the voter must indicate their political party preference (or non-partisan, if there is a local public question on the May ballot). Indiana law requires all voters who wish to vote in the primary election to select a Democratic or Republican Party ballot, as a voter must affiliate with one of the major political parties to participate in the primary election to nominate candidates for the November general or municipal election. Indiana law requires county election officials to rescind the absentee application portion of the voter's combined form for the remainder of the calendar year if the absentee ballot mailed

to the voter is returned as undeliverable. (IC 3-11-4-6(e)) A voter with print disabilities must submit a combined form on or after January 1 each year to renew their absentee application for the calendar year (and to make changes in registration information, if applicable).

If a voter with print disabilities selects “mail” as their ballot delivery method on the ABS-VPD form, then the application must be received not later than 11:59 p.m., twelve (12) days before the election, which is the same deadline for ABS-Mail applications.

If a voter with print disabilities selects “fax” or “email” as their ballot delivery method, then the deadline to submit the combined form to request a faxed or emailed ballot is also 11:59 p.m., twelve (12) days prior to Election Day. A voter with print disabilities requesting a fax or email ballot waives their right to secret ballot to use this option using the ABS-25 form, and a bi-partisan team must remake the ballot on official ballot card stock to be read by the voting system. The county election official must transmit the ABS-25 form along with the person’s emailed or faxed ballot. The voter must also complete the ABS-25 and return it with their completed ballot.

A mailed, faxed, or emailed absentee ballot must be received by the county election board not later than 6:00 p.m. (prevailing local time), Election Day. (IC 3-5-2.1-104; IC, 3-7-16-9.5; IC 3-11-4-5.8; IC 3-11-4-6) However, please note the special voter registration and absentee deadlines for military and overseas voters using the Federal Post Card Application (FPCA) in other sections of this *Guidebook*.

## **Voter ID & ABS-VPD Application**

The ABS-VPD form is a combined form, allowing an individual to register to vote and request an absentee ballot for one calendar year. For this reason, the voter is prompted for a voter ID number in the registration section to comply with voter registration law that requires the voter to provide an Indiana driver’s license number, Indiana ID card number, or learner’s permit OR, if the voter does not have an Indiana credential, the voter’s last four digits of their Social Security Number OR, if the voter does not have an SSN, mark or write “none” in the space provided.

Additionally, a voter who wants to vote by any absentee method must provide voter identification information with their absentee ballot application, including but not limited to the ABS-VPD form. The application gives voters two options to select from:

- 1) Provide the voter’s Indiana driver’s license or Indiana ID card number OR the voter’s unique ID found in the statewide voter registration system on the voter’s registration record OR the voter’s last four digits of their Social Security number; OR
- 2) Provide a photocopy of the voter’s ID that complies with the state’s photo ID law.

If a voter selects option 1, county election officials will confirm the number provided on their absentee ballot application matches the voter’s registration. If the provided voter ID number is not on the voter’s registration record or does not match, then county officials will validate the Indiana driver’s license or Indiana ID card credential number with the Indiana Bureau of Motor Vehicles or the Social Security number with the Social Security Administration. If the voter ID number is validated through this process using a module in SVRS, then it will be added to the voter’s registration record after the application is approved using a hopper in SVRS. This update is considered a correction and can be made at any time. The voter’s record will not be placed into “pending” status.

If a voter selects option 2, county election officials will confirm the photocopy of the ID meets the state’s voter ID law. The county voter registration official will not add or otherwise update the voter’s registration using the information provided on the ID itself, including the voter’s credential number, if applicable. A voter must provide a copy of a valid photo ID each time an ABS-VPD is submitted, unless the voter decides to exercise option (1) above on their new absentee application.

However, an absentee ballot application submitted online through the Indiana Voter Portal ([www.indianavoters.in.gov](http://www.indianavoters.in.gov)) must require the voter to provide the voter's driver's license number, Indiana ID card number, the unique identifying number assigned to the voter's voter registration record, or the last four digits of the voter's Social Security number to access the absentee application. The voter is only required to provide one of these types of voter identification numbers but the voter ID number on the voter's registration must match the information entered by the voter.

If the numbers match, then the voter can access the online absentee application. If the numbers do not, then the voter can provide an Indiana driver's license or Indiana ID card number or the last four digits of their Social Security number when prompted. The voter will be able to conditionally submit their absentee ballot application. County officials will validate the voter's supplied ID number against BMV or SSA records before the absentee ballot application is approved. If the voter ID number is validated, it will be added to the voter's registration record and the bi-partisan team will continue their review of the application. If the voter ID number cannot be validated, then the absentee ballot application will be found defective or rejected and the voter sent an ABS-24 notice. Note: Voters will not be able to upload a copy of an ID that complies with the state's photo ID law through the online portal. (IC 3-11-4-2; IC 3-11-4-3; IC 3-11-4-5.1; IC 3-11-4-17)

Voters using the online absentee application module on [indianavoters.in.gov](http://indianavoters.in.gov) do not sign their absentee ballot application. The voter's signature on their voter registration record is applied to the application on the back-end. Upon completion, the voter will receive a confirmation notice and can download a copy of their submitted application. Voters should not send this copy to county officials; the application is electronically submitted for county review.

The identification number provided on the voter's absentee ballot application, or the photocopy of the identification document provided with the application is confidential. A county voter registration official is only required to redact the confidential information in responding to a public records request under IC 5-14-3.

See the current version of the *Indiana Election Administrator's Manual* for more information.

### **SVRS Designation for Voters with Print Disabilities**

A voter's designation as a uniformed services voter, overseas voters, or a voter with print disabilities in the statewide voter registration system (SVRS) expires January 1 of the calendar year after the year the individual submitted an application for voters with print disabilities (ABS-VPD)) indicating that status. (IC 3-11-4-6.2)

This flag in SVRS is restored by county voter registration officials when the voter submits a new ABS-VPD form for the current calendar year.

### **Voters Not Qualified to Receive ABS-VPD Absentee Ballot**

Counties may receive information that a voter does not meet the legal definition of a voter with print disabilities after the combined form (ABS-VPD) is submitted. Should this occur, county voter registration officials are to process the voter registration application portion of the form, if the voter is otherwise qualified. However, the absentee application would be rejected if the absentee voter board has information that the voter does not meet the legal standard to receive an accessible absentee ballot by email. A notice of disposition would be sent to the voter if the absentee application is rejected, and the voter may re-apply for an absentee ballot by mail, travel board, or during in-person absentee voting using one of the related forms (ABS-Mail, ABS-Traveling Board, ABS-In Person or ePollbook).





# FAIL SAFE PROCEDURES

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Fail safe provisions of federal and state law permit a person to vote in specific circumstances even though the person's name does not appear on the poll list or the person's name or address is different than the name or address that appears on the poll list. These specific circumstances are described below.

## Fail Safe Procedures Where the Voter's Name Does Not Appear on the Poll List

### Mistake by County

A voter whose name does not appear on the poll list because of an error made by the county may nonetheless vote after the county "issues" a certificate of error. The voter is not required to wait until the certificate of error arrives at the polling place. In a county using an electronic poll list, the county voter registration official can transmit the certificate of error to a precinct through the electronic poll list. In a county using traditional paper poll lists, the county voter registration official can confirm the issuance of the certificate of error by phone or electronic communication with a poll worker. (IC 3-7-48-1; IC 3-7-48-2; IC 3-7-48-3; IC 3-7-48-4) (Certificate of Error available through SVRS)

A county voter registration office may issue a certificate of error at any time after the poll list for the precinct has been printed or data has been downloaded into an electronic poll book for use on Election Day. The certificate must be executed by the county voter registration officer (the circuit court clerk, the board of elections and registration, or by both members of the board of registration in a county where a separate board exists). The certificate of error must be numbered in the method prescribed by the state for entry in the statewide voter registration system.

### **County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 35.3 Certificates of Error***

### Cancelled Voter

This section applies to a scenario when a voter's name is not on the Election Day poll list, or if voting absentee not on the ePollbook used during early voting, or the voter is submitting an absentee application, but the county has a record of the voter at the address the voter claims to currently live and the SVRS record shows the registration has been cancelled.

The voter is allowed to make a written or oral affirmation to re-activate the voter's registration and vote in the precinct where that address is located. The written or oral affirmation that the voter continues to reside at the address in the precinct that was formerly shown on the county's voter registration record must be made in the presence of the inspector or one of the judges. **This fail-safe procedure can be used even if the registration records show that the voter's registration at the address was cancelled at the voter's request!** (IC 3-7-48-5)

### *Managing this Issue on Election Day*

If the voter wants to use this fail-safe procedure on Election Day in a county that uses electronic poll books at the polls or vote centers, the written affirmation by the voter is made on the VRG 4/12 and an oral affirmation by the voter may be documented by the poll clerks on the VRG 4/12. If the electronic poll book can accommodate the addition of a voter's information, the VRG 4/12 is not necessary and the poll workers can add the voter's information, and the voter will sign the electronic poll book. When the voter makes an oral affirmation, the poll clerks must write down the information on the VRG 4/12 for the voter to sign. (IC 3-7-48-5)

If the voter wants to use this fail-safe procedure on Election Day in a county that uses paper poll lists at the polls, the written affirmation by the voter is made on the VRG 4/12 and an oral affirmation can be documented in an appropriate place on the paper poll list by the poll clerks and the initialed by the poll clerks.

If this procedure is used, the precinct election board should contact the County Election Board so that the County Election Board can contact any other precinct where the voter's name may be incorrectly included on the poll list. (IC 3-7-48-6)

*Managing this Issue During Absentee Voting, including Early Voting*

If the voter wants to use this fail-safe procedure during early voting before the absentee voter board members at the circuit court clerk's office or at a satellite location, then the voter must make a written affirmation on the VRG-4/12. If the voter wishes to use the fail-safe procedure to vote by any other absentee method, including but not limited to voting by mail or travel board, then the voter must make a written affirmation on the VRG-4/12 and submit the VRG 4/12 with an absentee ballot application to confirm their registration address has not changed from the address on the voter's registration record. (IC 3-7-48-5(e))

Receipt Showing Timely Registration at BMV or Full Service Agency

The voter's name is not on the poll list but the voter appears at a polling place with a receipt from the BMV or other "full service" registration agency (VRG-6) indicating that the voter submitted a registration application at the agency before registration closed.

If the person is not on the poll list but produces a receipt of registration from an agency (like the BMV, FSSA, law enforcement agency, or DWD office) they have a right to vote a regular ballot (unless otherwise challenged) if: 1) The date on the receipt indicates the voter applied to register before registration closed (29 days before the election); **AND** 2) the county registration office either has no record of the registration application or shows that the application was received and approved. (IC 3-7-48-7)

The voter may not vote a regular official ballot if the county's records show that the registration was received and rejected unless the county voter registration office determines that the rejection was a mistake. If the county voter registration office determines that the registration application was properly rejected, the voter must be offered the opportunity to cast a provisional ballot. (IC 3-7-48-7.5)

If the county records show that the registration application **was approved**, but the voter is not on the poll book, the county voter registration office must issue a certificate of error. If the voter produces a timely receipt of registration and the county voter registration office has no record of the registration application being received, the inspector and judge must write the name and address of the voter in the poll book and require the voter to sign the poll list. The inspector and judges **MUST** add a note on the poll list to the effect:

"Permitted to vote after producing receipt per IC 3-7-48-7. Receipt stated date of application as INSERT MONTH/DAY/YEAR, which was within the registration period. Receipt stated registration office address or ID # as INSERT LOCATION, and agency employee as INSERT EMPLOYEE NAME."

Before the voter casts a ballot using this procedure, the voter must complete a registration application form (State Form VRG-7 or VRG-11, for example) and provide the completed voter registration form to the precinct election board. Each precinct election board is required to be furnished with blank voter registration applications for this purpose. The completed voter registration application is then attached to the poll list for processing later by the county voter registration office. (IC 3-7-48-7)

If the voter is allowed to vote under this procedure because the county registration office has no record concerning the person's registration application, the county voter registration office is required to notify the Indiana Election Division within seven (7) days after the election so that the election division can investigate to try to determine why the voter has a receipt but the county received no registration application. (IC 3-7-48-9)

## **Fail Safe Procedures Where the Voter's Name Appears on the Poll List but the Voter's Name or Address Has Changed**

Voter is on poll list but has moved within the same precinct or the voter's name has changed.

The voter should sign the poll book with the new address located within the same precinct or new name (for example, a new married name). The voter's registration record must be updated to include the new address or new name after the election. In counties using electronic poll books, the voter shall use a VRG 4/12 to update the voter's name or indicate a change of address within the same precinct. (IC 3-7-39-7; IC 3-7-41-2; IC 3-10-1-31.1(e))

In general, a voter who moves from one address within a precinct to another address within the same precinct may vote under a fail-safe provision by indicating their new address in the same precinct in the poll book (or on a VRG 4/12 in counties using electronic poll books). However, if a precinct is partly in a municipality and partly outside of a municipality, and a person moves within the precinct from the part of the precinct within the municipality to the part of the precinct outside the municipality, then the person may not vote a regular ballot in a municipal election under this fail-safe provision. However, the voter could request to vote a provisional ballot. (IC 3-7-39-7)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 41.1 Transfer Within Precinct on Absentee Ballot Application***

### Moves Occurring Less than 30-days Before Election

If the voter moved outside of the precinct shown on their registration record to any other precinct in Indiana less than 30-days before the election, the voter must produce, sign before the inspector or a judge, or submit with an absentee ballot application, an *Affidavit of Request for Transfer of Registration* (VRG-4/12 form) and then the voter may proceed to vote a regular or absentee ballot in the precinct of their former residence, unless otherwise challenged. (IC 3-7-48-5; IC 3-10-11-6)

However, in a municipal election year (for example, 2027), a person who moves from outside a municipality to a location inside a municipality or from within a municipality to outside the municipality may not vote in the precinct of the person's former residence in an election held entirely within the municipality. (IC 3-10-11-4) Further clarification on voters moving in or out of a municipality in a split precinct is covered in the section above. (IC 3-7-39-7)

In addition, a voter of a school corporation that changes their residence from inside the boundaries of the school corporation and to a new residence outside the boundaries of the school corporation in the final thirty (30) days before a controlled project referendum, school tax or safety tax levy referendum is not eligible to return to their former precinct of residence in the school corporation to vote on the public question. (IC-6-1.1-20-1.9; IC 6-1.1-20-3.9; IC 20-46-1-16; IC 20-46-9-16)

However, a voter in this scenario is permitted to vote on the other offices on the ballot, if otherwise qualified. County election officials where a local public question related to school corporation matters must create a ballot style where the local public question is not included on the ballot, but the rest of the offices are. In the primary, a voter in this scenario would use the "17-year old" ballot style since an underage voter is not permitted to vote in a public question election. A similar ballot style must be created for the general or municipal election to remove the school corporation-related public question for this universe of voters.

If the voter completes a VRG 4/12 under this fail safe provision, the inspector on Election Day or absentee voter board during early voting shall provide the voter with a voter registration application (state VRG-7 or VRG-11, for example) and request that the voter complete and sign the application. If the voter completes the voter registration application, the inspector or absentee voter board shall return the application to the county voter registration office.

**NOTE 1:** If the voter indicates that the voter's current residence is located within another county in Indiana, the voter is considered to have directed the county voter registration office of the county where the precinct is located to cancel the voter registration record within the county. The precinct election board shall provide the voter with a voter registration application for the voter to complete and file with the county voter registration office of the county where the voter's current residence address is located. (IC 3-11-8-25.1)

**NOTE 2:** The county that administered the election must mail the transfer affidavit (VRG-4/12) used for this purpose for a person who has moved to a precinct in another county, together with the original affidavit of registration (and any new registration application if submitted), to the county in Indiana where the person now resides within thirty (30) days after registration opens after the election. (IC 3-7-43-4) A transfer affidavit (VRG 4/12) used to transfer registration within the county must be processed after the election. (IC 3-7-39-5; IC 3-10-1-31.1(e); IC 3-11-8-25.1)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 37.1 Handling VRG 4/12 forms in SVRS***

Moves Within the Same County and Same Congressional District

*(Affidavit of Request for Transfer of Voter Registration form VRG 4/12 process)*

**In general election (or even-numbered) years,** if the voter moved outside of the precinct to another precinct that is still in the same county and congressional district, the voter must produce, sign before the inspector or a judge, or submit with an absentee ballot application, an *Affidavit of Request for Transfer of Registration* (VRG-4/12 form), and then the voter may proceed to vote a regular or absentee ballot in the precinct of their former residence, unless otherwise challenged. Federal law also allows the voter to make an “oral affirmation” of this information in the presence of the precinct election board. If this happens, the poll clerks shall reduce the substance of the affirmation to writing at an appropriate location on the poll list and initial the affirmation. (IC 3-10-12-3.4(e))

In a county using an electronic poll book, the voter may complete the VRG 4/12 or make an oral affirmation that the poll clerks document on the VRG 4/12 and initial the VRG 4/12. If the electronic poll book has the ability to do so, the oral affirmation may also be captured on the electronic poll book instead of on the VRG 4/12 and the voter will sign the electronic poll book.

If the voter completes a VRG 4/12 under this fail-safe provision, the inspector on Election Day or absentee voter board during early voting shall provide the voter with a voter registration application (VRG-7 or 11, for example) and request that the voter complete and sign the application. If the voter completes the voter registration application, the inspector or absentee voter board shall return the application to the county voter registration office.

**NOTE:** A voter who moved outside of a city or town may not return to the precinct where the voter formerly resided to vote in a municipal election. The next municipal election year is 2027. (IC 3-10-12-3.4(c)) Likewise, a voter who moved from a location outside of a city or town to a location within a city or town before a municipal election may not vote in the precinct of the person's former residence. (IC 3-10-12-3.4(d))

This fail-safe provision may also apply for certain types of public questions if the voter continues to reside within the jurisdiction in which the public question applies.

See *Appendix* for a “flow” chart outlining the scenarios above. Contact the County Election Board or Indiana Election Division for more information.

### Presidential Only Ballot (VRG-15 form)

If the voter moved from an Indiana precinct to a new residence outside of Indiana and moved less than thirty (30) days before the general Election Day in presidential election year (for example, 2028), the voter must produce, or sign before the inspector or a judge, or submit with an absentee ballot application, *an Affidavit for Presidential Voting Only* (VRG-15). Only then may the voter proceed to vote on a ballot in their precinct of their former residence. However, the voter may only be given a ballot to vote for electors for president and vice-president. (IC 3-10-10) This ballot is known as a “presidential-only” ballot and should only be given to a voter in this specific example.

**NOTE: If the person is allowed to vote with a VRG-15, then this affidavit constitutes authorization to cancel the person’s registration. (IC 3-7-43-5)** When a voter indicates at the polls that the voter’s current residence is located outside Indiana, the voter is considered to have directed the county voter registration office of the county where the precinct is located to cancel the voter registration record within the county after vote history has been posted. (IC 3-11-8-25.1(m))

### **Accessing Voter Registration Documents and Poll Lists after an Election**

Although, in general, election records are to be maintained under seal until the time for the filing of a recount or contest has expired, or if a recount or contest is filed until the recount or contest is completed, the county voter registration office may unseal the envelopes containing the poll lists and transfer affidavits (that is, the VRG-4/12) to update the registration records of the county beginning immediately after the election. The county voter registration office should also use the poll lists to update the registration record to include the voter’s voter identification number if the voter’s voter identification number is not already included in the registration record.

The poll lists must be resealed after updating the registration records as described above. (IC 3-10-1-31.1) See the “Retention of Election Records” tab of the current version of the *Election Administrator’s Manual* for additional discussion of public access to election records.

### **Accessing Election Records for Risk Limiting Audits (RLAs)**

After each election the Secretary of State may designate a county to be subject to a risk limiting audit (RLA), which is “an audit protocol that makes use of statistical methods and is designed to limit to acceptable levels the risk of certifying a preliminary election outcome that constitutes an incorrect outcome.” (IC 3-12-13-3; IC 3-12-13-4) These RLAs are conducted through the Voting System Technical Oversight Program (VSTOP). The law sealing county election records from public inspection and closure through the recount and contest filing deadline does not prevent VSTOP from conducting an RLA in the county. If a recount or contest petition is filed for an election conducted in the county and the court or Indiana Recount Commission orders the county’s election records to be impounded then the records may not be accessed by any person without authorization from the court or Commission that issued the impoundment order, subject to the limits established in law. (IC 3-12-6-19; IC 3-12-10-5)

### **Processing VRG-4/12 Forms**

A VRG-4/12 form is processed similar to other voter registration applications such as the state or federal voter registration forms. The VRG-4/12 should not be fully approved until registration re-opens after Election Day, but like other registration forms, it may be entered into SVRS and marked as incomplete until registration re-opens should a county want to enter information earlier.

The two exceptions to this rule are a name change or move within the same precinct. In these instances, it is acceptable for the county voter registration official to make a correction to the voter’s record rather than process the form as a full registration update.

The VRG-4/12 does differ some from the standard state or federal registration form. The top third of the document requires the voter or election official to mark the reason why the voter meets the requirement for a fail-safe under

law and use the VRG-4/12 to update their registration after Election Day. The voter should complete all applicable fields on the form, just as a person would with a voter registration application. If any required information is missing, then the county must follow the “incomplete” procedures under state law to gather information from the voter.

Additionally, the Election Day precinct election officer or absentee voter board must witness the voter’s signature on the VRG-4/12. The state’s notary laws apply to these individuals during the limited period when serving as a poll worker or absentee voter board member to execute election forms like the VRG-4/12.

**Once the voter’s registration information is updated in SVRS, the VRG-4/12 must be scanned and uploaded to the voter’s documents in SVRS. The paper record must then be retained like any other voter registration application until such a time the voter’s registration is cancelled at this address and then may be destroyed after waiting for the applicable period to pass according to the State Archives retention schedule for local officials.**

# VOTER LIST MAINTENANCE

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Voter list maintenance (VLM) is an ongoing process for county voter registration officials. List maintenance includes routine activities such as updating or processing new registration requests, cancelling a registration at the written request of the voter, or moving a registration status to “inactive” after following procedures set forth in state and federal law.

Work to update or register new voters or to move a registration status to “cancelled” due to the voter’s death, written request, or imprisonment following conviction of a crime can be done at any time during the election calendar. (IC 3-7-38.2-3) However, certain VLM programs that allow a county to move a registration status to “inactive” or to send a statewide address mailing confirmation (SAMC) notice must be put on hold during specific “freeze” periods before each election.

## Ongoing VLM Activities

### Disfranchisement of Persons Imprisoned Following Conviction

While this law varies from state-to-state, in Indiana, a person who is ***imprisoned following conviction*** of a crime is ineligible to vote while imprisoned and must be removed from the registration rolls. (IC 3-7-46-2; IC 3-7-13-4) To be disfranchised, the person must satisfy both conditions: 1) the person must be convicted of a crime; and 2) the person must be currently imprisoned following the conviction.

**A person who is in prison awaiting trial is not disfranchised because the person is imprisoned before conviction, not following conviction.** In addition, while a person may be subject to an order issued by a court, some orders are not considered “imprisonment” for purposes of this statute.

More specifically, a person who is:

- 1) on probation;
- 2) on parole;
- 3) subject to home detention under IC 35-38-2.5; or
- 4) placed in a community corrections program under IC 35-38-2.6;

**is eligible to register and to vote in Indiana.** (IC 3-7-13-5; IC 3-7-13-6)

Some types of community corrections programs include work release, electronic monitoring, substance abuse programs, and day reporting. Applicants in these programs are eligible to apply to register to vote. Further, an order from a court may not be the best source of information as a county voter registration official must have confirmation that the person is currently imprisoned following conviction of a crime. It is possible for a person to be convicted and released and the information not captured on an order from a court.

If a person’s registration status has been moved to cancelled status because of their imprisonment following conviction, the person may once again register as soon as the person is released from prison provided that it is during an open registration period. (IC 3-7-13-5)

NVRA requires that the office of each U.S. Attorney provide the Indiana Election Division with information about Indiana residents imprisoned following conviction of a federal crime. The Election Division must forward this information to the appropriate county. (IC 3-7-46-3)

Additionally, state law requires the Co-Directors of the Indiana Election Division to forward notice from correctional departments in other states to the appropriate county voter registration office. If the information provided to the county

voter registration office indicates that the voter is currently imprisoned following conviction of a crime, then the person is disenfranchised and the county shall cancel the voter's registration record, enter the information into SVRS, and send notice of disfranchisement (VRG-17) produced by the SVRS to the voter at the last known address of the voter. (IC 3-7-46-3.5)

State law requires that SVRS permit the state Department of Correction to provide the Indiana Election Division with an electronic list of Indiana residents who have been convicted of a crime and placed in a Department of Correction facility during the previous month. The list is made available through SVRS to county voter registration offices to permit the county offices to cancel the registration records of disenfranchised individuals on an expedited basis. (IC 3-7-46-4.1)

**In addition, each county sheriff is required to provide the county voter registration office with quarterly lists of Indiana residents who have been convicted of a crime and placed in the county jail during the previous quarter.** (IC 3-7-46-6) These lists are to be provided at least once each quarter and not later than January 31, April 30, July 31, and October 31 of each year and must contain a list of each Indiana resident who was imprisoned after conviction at any time during the previous quarter. Additionally, the county sheriff must use the VRG-1 summary sheet when providing this list. (IC 3-7-46-6) The county voter registration office shall provide any voter registration office in another county of the name and last known addresses of each person on the list from the sheriff whose last known address is in another county. (IC 3-7-46-7)

It is vitally important for county voter registration officials to confirm whether the individual convicted of a crime is currently in prison. To satisfy state law, only those individuals that are convicted of a crime and are currently in prison after conviction are to be disenfranchised. Should the county receive information after the convicted individual has already been released from prison or jail, then the voter should not be disenfranchised.

The county voter registration office shall prepare a notice to be mailed to the last known address of each person within the county who has been disenfranchised. (IC 3-7-46-8) The county voter registration office shall mail the notice to the disenfranchised person not later than the day following the day that the voter's registration has been canceled. (Notice of Disfranchisement available through SVRS; IC 3-7-46-9)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 12.1 DOC Hopper Items***
- ***Standard Operating Procedure VRG 56.2 Notice to Disenfranchised Voters***

**Death**

A county voter registration office may cancel a voter's registration due to death when notified in one of the following ways:

- 1) through the Indiana Department of Health (DOH) hopper in SVRS (populated by information provided by DOH) (IC 3-7-45-2.1);
- 2) by receiving a copy of a death certificate (IC 3-7-45-4(a));
- 3) by receiving information regarding a person who is reported deceased by the bureau of motor vehicles as provided by SVRS (IC 3-7-45-2.2);
- 4) by receiving a copy of a notice of estate administration or other notice of death (such as an obituary) published in a newspaper or on a website published by a licensed funeral director or embalmer that meets the qualifications to publish legal notices under state law (IC 3-7-45-4(b));
- 5) by receiving notice from the Indiana Election Division (IED) of death notices from the Social Security Administration (IC 3-7-45-6.1);
- 6) by receiving notice from the IED of out of state deaths through the State and Territorial Exchange of Vital Events (STEVE) (IC 3-7-45-5); and



- 7) by receiving notice from the local health department via reports filed with the county voter registration office on January 31, April 30, July 31, and October 31 of each year (IC 3-7-45-2.1).

A county voter registration office may request additional written information before cancelling a voter under (2) or (4) above if the information contained in the initial notification is not sufficient to identify the person whose registration is to be cancelled. If additional information is not given or is still insufficient to identify the person whose registration is to be cancelled, the county is not required to cancel the person's registration.

State law requires that the State Department of Health provides the Indiana Election Division with an electronic list of deceased individuals through SVRS so that a county voter registration office can cancel the voter registration records of deceased individuals on an expedited basis. (IC 3-7-45-2.1) The State Department of Health is also required to obtain information regarding death of Indiana residents occurring outside of the state and transmit those records to the county not less than on a monthly basis. (IC 3-7-45-5) Each county voter registration office shall cancel the registration of each deceased person listed in these reports. (IC 3-7-45-3)

#### Social Security Administration Death Records

On a monthly basis, the Indiana Election Division is required to obtain information regarding Indiana residents who have been identified as deceased by the federal Social Security Administration and to provide this information to a county voter registration office. (IC 3-7-45-6.1) These records are provided through the SVRS hopper.

A county voter registration office may cancel the record of a voter who is shown by Social Security Administration records (Death Master File) as deceased, unless the county determines that additional documentation is necessary before cancelling a voter record. These records are provided by the Social Security Administration to the Bureau of Motor Vehicles pursuant to an agreement between the two agencies. Death records are also provided directly to the Indiana Election Division through monthly Death Master File reports.

Please be careful when cancelling a voter registration because of a voter's death reported by the Social Security Administration. The cancellation of the registration record of a living voter mistakenly identified as deceased can result in serious difficulties for the voter. However, a voter mistakenly identified as deceased and cancelled can still vote a regular ballot if the county determines that a certificate of error should be issued. Alternatively, the voter may cast a provisional ballot if willing, which would allow the county election board to review the information on the challenge affidavit to determine if the individual was an eligible voter of the precinct.

#### **County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 3.1 Processing Deaths***

#### Cancellation by Voter

A voter may choose to cancel the voter's registration, but this request must be in writing and signed by the voter. A voter who requests cancellation should be provided with an "Authorization to Cancel Registration" available through SVRS or by using the VRG-14 form. When this authorization is signed and returned by the voter to the appropriate county voter registration office, the registration must be cancelled.

There is an exception to this requirement. The county voter registration office may rely on written information provided either directly by a voter registration office in another state or forwarded from the Election Division that was sent by the voter registration office in the other state to inquire whether the voter requested cancellation on their registration form or to initiate the voter list maintenance process.

To initiate cancellation, the out-of-state voter registration official must provide a copy of the voter's signed voter registration application, which states the person authorizes cancellation of their previous registration. Not all state

forms include an authorization to request cancellation at a previous address. Counties must confirm the out-of-state registration form includes the cancellation language, the voter's signature, and a date that indicates the out-of-state registration was filed after the voter's Indiana registration was approved. If those three elements are present, then the county may move the Indiana registration status to "cancelled."

If those elements are not present on the out-of-state form or the Indiana county did not receive or request the out-of-state form, then a statewide address mailing confirmation (SAMC) notice generated from SVRS must be sent to the voter by forwardable mail to the mailing address on their Indiana registration. (IC 3-7-38.2-5.5(e)) Additionally, the VRG-14 (request to cancel Indiana registration) must be mailed to the voter's address in their new state. Please see the "Multi-State Voter Registration Information" section below for more information.

The Indiana Election Division shall forward voter registration cancellation requests received by the Division to the appropriate county voter registration office on an "expedited basis" after the Election Division receives the cancellation. The Election Division may send a scanned image of the cancellation to the county and forward the original copy of the cancellation to the county at a later date. (IC 3-7-34-10)

A county voter registration office that receives authorization from a voter to cancel a voter's registration in another county is not required to forward a paper copy of the authorization to another county if the authorization of cancellation has been transmitted to the county listed on the voter's registration record via SVRS. The county voter registration office that received the original authorization to cancel shall retain the paper copy of the authorization until all of the following are satisfied:

- 1) The voter's registration at the residence address in the voter's registration application has been cancelled; and
- 2) The general election immediately following the cancellation of the voter's registration has occurred; and
- 3) Twenty-four (24) months have elapsed following the general election described in subdivision (2). (IC 3-7-43-6; IC 3-10-1-31.1)

## **VLM Program Background**

The NVRA and Indiana law requires that any program for the maintenance of an accurate voter registration roll "shall be uniform, nondiscriminatory, and in compliance with the Voting Rights Act of 1965." (52 USC § 20507; IC 3-7-38.2-2)

Most voter registration maintenance programs will be conducted using the statewide voter registration system established under IC 3-7-26.3. A county voter registration officer shall perform voter list maintenance on a regular basis (IC 3-7-26.3-11) and must document that required voter list maintenance activities have been performed in accordance with the law. An Affidavit of County Voter Registration Officer Concerning Voter List Maintenance (State Form VRG-21) must be filed with the Indiana Election Division not later than seventy-seven (77) days before each even-numbered year primary or general election. The VRG-21 must be filed with Election Division not later than seventeen (17) days before the municipal primary or municipal election. (IC 3-7-12-27)

The required voter list maintenance activity includes cancellation of an individual's record from the list for any of the following reasons:

- 1) the death of the individual;
- 2) the individual's confirmation that the individual resides outside of the county in which the individual is currently registered; or
- 3) an inactive voter fails to respond to a notice or otherwise act in accordance with law (52 USC § 20507) within the period prescribed by NVRA, unless the county voter registration office changed the voter's registration

status from inactive to active during that period as a result of the voter's response or other action such as voting in a qualified election or filing a new registration document.

#### Statewide Address Mailing Confirmation (SAMC) Notice

In Indiana, the notice described above in #3 is the Statewide Address Mailing Confirmation (SAMC) notice that county voter registration officials generate from SVRS and is referenced in several of the "Voter List Maintenance" sections in this *Guidebook*. The SAMC is only sent when certain conditions are met under state and federal law. Those instances are noted throughout this *Guidebook*. Indiana also uses a similar notice for its Statewide Postcard Mailing project in response to the first card (sent to all active voters) being returned as undeliverable, which is covered in detail in the "Voter List Maintenance Programs" chapter in the "Statewide Voter List Maintenance Mailer" section.

The SAMC is to be sent by forwardable, first class mail to the voter at the mailing address on their Indiana registration record. Counties are also required to provide first class return postage on the voter's return postcard. The voter has three options on their return card:

- Confirm the voter's current registration address;
- Cancel their Indiana registration due to a move out of county, including out-of-state; and
- Update their Indiana registration due to a move within the county.

The voter must sign their return SAMC card in order for the county to process the request. Additionally, a voter who wishes to update their Indiana registration must also answer the age and citizenship questions found on the form.

If the voter does not sign the SAMC or does not provide the required information on the form, then the county would treat the SAMC as a voter registration document and consider it as incomplete. Please review the "Incomplete Registrations" section in the "Processing VR Applications" chapter of this *Guidebook*.

A voter must be given at least 30 days' notice pursuant to state and federal law to respond to the SAMC. If the voter fails to respond after being provided proper notice or the SAMC is returned due to an unknown or insufficient address as defined by IC 3-5-2.1-102, then the voter's registration status may be moved to "inactive" status outside of the "freeze" period and after vote history for the current election has been applied, if applicable.

A voter's registration status may only be moved to "inactive" if the SAMC or the Statewide Voter List Maintenance mailer is returned as undeliverable, or the voter fails to respond to the notice after the 30-day notice period as long as the 30-day ends before a "freeze" period. **County voter registration officials should not be using "inactive" for any other purpose.**

A voter that is moved to "inactive" status after using the procedures described above must be moved to "active" status if the voter votes in any election after the date the registration was moved to "inactive" and within the following two federal general election cycles.

If the voter does not otherwise update their registration or does not vote in an eligible election after being made "inactive", then the voter's registration status is moved to "cancelled" after the second general election has concluded.

For example, Vickie Voter's registration status at Address A was moved to "inactive" in July 2025. Vickie may vote in the May 2026, November 2026, May 2027, November 2027, May 2028, or November 2028 elections from Address A and have her registration status moved back to "active," assuming she continues to reside at her registration address and is otherwise qualified. If Vickie did not vote in any of those elections, then her registration status would be moved to "cancelled" after the November 2028 general election.

### "Freeze Periods"

All voter list maintenance programs to move a voter's registration status to "inactive" must be completed by the county voter registration official before the "freeze deadline." Once the "freeze" period begins, no voter registration records may be placed into "inactive" status. Additionally, counties may not send the statewide address mailing confirmation (SAMC) notice during the freeze period. Counties may resume sending SAMCs and conducting voter list maintenance activities that may move a voter to "inactive" status not earlier than the day after election day and after vote history from the current election is posted in SVRS.

A voter list maintenance program conducted during an even numbered general election year must be completed not later than ninety (90) days before a federal election.

A voter list maintenance program conducted during an odd numbered municipal election year must be completed not later than twenty-nine (29) days before a municipal election or special election (other than federal office) is conducted.

A voter list maintenance program must be completed not later than ninety (90) days before the date that a special election is conducted to fill a vacancy in a federal office in a year in which a general election is not conducted. (IC 3-7-38.2-2)

However, the following voter list maintenance activities can continue during the freeze period (IC 3-7-38.2-3):

- Moving a registration status to cancelled following the death of the individual;
- Moving a registration status to cancelled following the individual's written request to cancel their Indiana registration, including but not limited to a request to cancel their Indiana registration on a returned SAMC or filed VRG-14;
- Updating a current voter's registration record through the filing of a new state or federal registration form or a SAMC return card indicating a move within the county (or, if it is a move within a precinct or a name change, using an absentee application); and
- Moving a registration status to cancelled if a voter is convicted of a crime and currently imprisoned.

Additionally, a SAMC card received during the freeze period on which a voter confirms their registration status can be used to move the voter's registration status to "active," if the record has already been moved to "inactive."

### VRG-21

The VRG-21 is a form for the county voter registration official to complete before each election to confirm the county has completed their voter list maintenance work before the freeze period began. This form must be filed with the Indiana Election Division by mail, hand-delivery, fax, or email not later than:

- 77 days before the primary or general election held in even-numbered years;
- 17 days before the primary or municipal election held in odd-numbered years;
- 77 days before a special election for federal office held any time; and
- 17 days before a special election conducted for a public question held in an odd-numbered year.

## **VLM Programs Authorized by Federal & State Law**

### Statewide Voter List Maintenance Mailing Program

The Indiana Election Division is required to conduct a state-funded residency address confirmation and outreach during each odd-numbered year. (IC 3-7-38.2-16.1) As part of this program, the state sends a non-forwardable mailing to each active voter in Indiana at their mailing address, which is then followed up by a second forwardable mailing sent to those whose first mailing was returned as undeliverable as defined in IC 3-5-2.1-102.

The registration record of those who do not respond to the second mailing or for whom the second mailing was also returned as USPS undeliverable will be marked as “inactive” at that address. An “inactive” voter remains eligible to vote at their registration address, assuming the individual continues to reside at the address or otherwise qualifies to vote under a “fail safe provision.” However, if an “inactive” voter fails to vote from that address in any one election during the period in which the next two federal general elections are conducted (November election in even-numbered years) or does not otherwise update their Indiana voter registration, then the individual’s registration record status at that address is moved to “cancelled” and the person must re-register to vote.

For example, Vickie Voter’s registration status at Address A was moved to “inactive” in July 2025. Vickie may vote in the May 2026, November 2026, May 2027, November 2027, May 2028, or November 2028 elections from Address A and have her registration status moved back to “active,” assuming she continues to reside at her registration address and is otherwise qualified. If Vickie did not vote in any of those elections, then her registration status would be moved to “cancelled” after the November 2028 general election.

This second card is substantially similar to the statewide address mailing confirmation (SAMC) notice described in the “Voter List Maintenance Information”

Later in this *Guidebook* fail-safe provisions are discussed that may apply to voters with cancelled records.

#### County Voter List Maintenance Programs

A county voter registration office is also required by state law (IC 3-7-38.2-2(d)) to conduct a voter list maintenance program administered solely at the county level. A county voter list maintenance program must comply with both federal and state laws and be uniform and non-discriminatory and in compliance with the Voting Rights Act of 1965; not result in the removal of the name of a person from the official list of voters solely due to the person’s failure to vote; and be completed before the “freeze” period begins before each election.

A county voter registration office shall conduct a voter list maintenance program within forty-eight (48) hours of receiving information that requires voter list maintenance activity. In conducting a voter list maintenance program, the county voter registration office shall mail a statewide address mailing confirmation (SAMC) to each voter whose registration has not previously been canceled or designated as inactive at the mailing address listed in the voter’s Indiana registration record and determined by the county voter registration office not to be the voter’s current residence address.

A county voter registration office may use information only from the following sources to make the determination that the voter’s registration address may have changed:

- 1) information from the National Change of Address (NCOA) program;
- 2) returned jury notices because of an unknown or insufficient address;
- 3) returned notices sent to all “active” voters (as defined in IC 3-11-18.1-2) in the county;
- 4) information from the BMV that a voter has turned in the voter’s driver’s license in another state to obtain a driver’s license there;
- 5) returned voter acknowledgement card after the expiration of the seven (7) day pending period;
- 6) returned mailing sent to all voters of a precinct advising voters of a change of precinct boundary or the precinct polling place, if the county sends a similar mailing to the voters of each precinct when a boundary or polling place is changed;
- 7) information received from the election division from the USPS National Change of Address Program;
- 8) information received from the election division from the U.S. District Courts of Northern and Southern Indiana showing the return of U.S. mail sent by the court for jury selection purposes and individuals disqualified from jury service due to citizenship status.

- 9) a declination to register sent to a county voter registration official by a full service agency using the VRG-6 form stating that the voter resides at an address different from the address on the voter's registration record;
- 10) information received from the election division as a result of a comparison between a voter registration address and commercially available data, such as data from a credit agency, as noted in IC 3-7-38.2-7.1;
- 11) information received from the secretary of state as a result of an agreement between Indiana and another state under IC 3-7-38.2-19(d)(2) indicating a voter has moved to another state (note: the VRG-14, the form used to cancel a voter's registration in Indiana, must be sent to the voter's address in their new state for this universe of voters, in addition to the SAMC sent to their Indiana mailing address on their registration record – see IC 3-7-38.2-2.4);
- 12) information received by the county voter registration office indicating that a voter has moved to another state or information received from the election division that a voter has moved to another state, including any comparisons made through the IDEA program (note: the VRG-14, the form used to cancel a voter's registration in Indiana, must be sent to the voter's address in their new state for this universe of voters, in addition to the SAMC sent to their Indiana mailing address on their registration record – see IC 3-7-38.2-2.4);
- 13) return of an absentee ballot sent by the county election board to a voter because of an unknown or insufficient address (IC 3-7-38.2-2(e));
- 14) information received by the county voter registration office that the voter may reside at a non-residential address and after investigation, the county believes the person could not reside at that address unless the person was experiencing homelessness or living in an RV, for example (in other words, a “non-traditional” voter) (IC 3-7-38.2-7.5); and
- 15) has not voted in the last two general elections (that is, the November election held in even-numbered years). (IC 3-7-38.2-2(l))

Other sources concerning voter addresses **cannot** be used in a county voter list maintenance program conducted under this law. These sources include returned mail from other government offices; returned mail received by political parties or candidates as a result of campaign activity; or information provided by a precinct committeeman or poll workers.

The SAMC generated from SVRS complies with the requirements of National Voter Registration Act (NVRA) and must be used for purposes of county-level list maintenance described above. The SAMC must include postage for the voter to respond to the notice by confirming their registration address, updating their registration within the county, or cancelling their voter registration.

Please see the “Statewide Address Mailing Confirmation (SAMC)” section above in the VLM Program Background chapter for more information on how voter registration officials are to use the mailing to move a voter's registration status to inactive or make the changes requested by the voter on the returned notice.

Another simple method to conduct voter registration maintenance permitted under NVRA and state law is to include a request to cancel a registration (VRG-14) as part of a jury questionnaire. An example of such a jury questionnaire is included in the attached appendix. Note: If a county voter registration office is advised under IC 3-7-38.2 (that is, the voter list maintenance programs) that the voter's residence may have changed, and determines that the voter is an absent uniformed services voter or an overseas voter with an address in the county's voter registration record that does not include an “APO” or “FPO” designation, then the voter registration office may disregard the notification of change of residence and is not required to act concerning the voter's registration. (IC 3-7-38.2-9)

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 58.2 Voter List Maintenance***

### Indiana Data Enhancement Association (IDEA)

The Indiana Data Enhancement Association (IDEA), a multi-state voter registration data sharing program established in Indiana provides for the following:

- Member states of IDEA are not required to pay to Indiana any fee for the processing of the data from the member state.
- Member states of IDEA are not required to engage in any activity other than actions necessary to comply with standards for voter list maintenance set forth in the order as a condition for obtaining data from Indiana or other member states.
- The method for a state to join or withdraw from IDEA.
- The tenure of the membership of each state and duration of the order.
- Any other provisions necessary for the proper and effective administration of IDEA.

Indiana shall use the confidence factors set forth in IC 3-7-38.2-5.1(c) to determine whether the name of an individual registered in that member state appears to be the same as an individual registered to vote in Indiana or any other member state; and only forward potential matches of the names of individuals in a state who meet or exceed the confidence factor threshold under IC 3-7-38.2-5.1(c).

Any registration data provided to Indiana by another state member:

- (A) is confidential under Indiana law;
- (B) must be safely secured by Indiana for the duration of a particular instance of a voter list maintenance activity; and
- (C) shall be destroyed immediately following the provision of data concerning potential duplicate voter registrations to IDEA member states.

Not later than thirty (30) days following the receipt of information indicating that a voter of Indiana may also be registered to vote in another state, the Election Division shall provide the appropriate county voter registration office with the name of the voter and any other information obtained under this subsection concerning that voter, if both of the following apply:

- 1) The first name, last name, and date of birth of the Indiana voter is identical to the first name, last name, and date of birth of the voter registered in the other state.
- 2) A comparison of the records indicates that there is a confidence factor that the records are for the same individual resulting from the accumulation of at least seventy-five (75) points based on the following criteria:
  - a. Full Social Security number: 40 points.
  - b. Last four (4) digits of Social Security number: 10 points.
  - c. Indiana driver's license or identification card number: 50 points
  - d. Date of birth: 25 points.
  - e. Last Name: 15 points.
  - f. First Name: 15 points.
  - g. Middle Name: 5 points.
  - h. Suffix: 5 points.
  - i. Street Address 1: 10 points.
  - j. Zip Code (first five (5) digits): 5 points.

The county voter registration office shall determine whether the individual:

- 1) identified in the report provided by the Election Division is the same individual who is a registered voter of the county;
- 2) registered to vote in another state on a date following the date that voter registered in Indiana; and

- 3) authorized the cancellation of any previous registration by the voter when the voter registered in another state.

If the county voter registration office determines that the voter has executed a written request authorizing an Indiana voter registration record for that vote to be canceled, then the county voter registration office shall cancel the voter registration of that voter. If the county voter registration office determines that the voter is described IC 3-7-38.2-5.5(d)(1), and (2), but has not authorized the cancellation of any previous registration, the county voter registration office shall send an address confirmation notice (that is, the Statewide Address Mailing Confirmation notice found in SVRS, or the “SAMC”) to the Indiana address of the voter. (IC 3-7-38.2-5.5(e))

#### Multi-State Voter Registration Information

From time to time, voter registration officials from other states or jurisdictions provide the Indiana Election Division or Indiana county voter registration officials with information related to former Indiana voters that may now reside and be registered to vote in a new state. Further, the Indiana Election Division may share additional information from states that may enroll in the IDEA program.

County voter registration officials cannot cancel any registration record of an Indiana registrant on the list of eligible voters disclosed through IDEA or through other information obtained from other states because of a change of residence absent:

- 1) The Secretary of State, the Election Division, or county voter registration officials' possession of a request or confirmation in writing directly from the registrant that authorizes the voter registration to be cancelled; or
- 2) The Secretary of State, Election Division, or county voter registration officials' complying with the NVRA process of:
  - a. notifying the registrant using the SAMC notice generated in SVRS, mailing it to the voter's Indiana address, and providing a postage pre-paid envelope to return the SAMC notice to the county voter registration official;
  - b. giving the registrant an opportunity to respond for a period of at least 30-days to allow the individual to update or cancel their Indiana registration; and
  - c. if no response is received by the voter within the 30-day period or the SAMC notice is returned as undeliverable by the USPS using the definition found in IC 3-5-2.1-102, then moving the voter's registration status to “inactive” and waiting until after two federal general elections to determine if the voter has voted or appeared to vote at any election conducted during that period at the address listed on the voter's registration record.

A county voter registration official may rely on written information from a voter registration office in another state to cancel the voter's registration, if the information provided by the other state to the Indiana county voter registration official or forwarded to the Indiana Election Division includes a copy of the voter's signed registration document from the other state in which the individual authorizes cancellation of the individual's previous voter registration record. Previously, Indiana's voter list maintenance law was not clear on the requirement that an Indiana county voter registration official was required to have a copy of the voter's signed authorization to cancel previous voter registration that the voter executed in the other state. (IC 3-7-38.2-5.5)

Additionally, the appendix in this *Guidebook* includes the November 19, 2021, memo from the Co-Directors and a copy of the court order regarding multi-state information shared with Indiana county voter registration officials.

#### SOS Agreement with Other States to Share Information

Not later than January 1, 2026, the secretary of state shall send a written or electronic communication to each state to request that the state or a group of states execute an agreement with Indiana to share certain information in the



possession of the secretary of state and the other state or states for the purpose of maintaining the statewide voter registration list; and identifying whether a voter of Indiana may also be registered to vote in another state. Starting in 2027, and each year thereafter, the secretary of state shall send an annual written or electronic communication to each state that has not entered into an agreement to request that the state or a group of states execute such agreement.

Before sharing information, the secretary of state shall enter into an agreement with the chief state election official designated under 52 U.S.C. 20509; or highest election official of a state that has not designated a chief state election official designated under 52 U.S.C. 20509; that any personally identifiable information of an Indiana voter is to remain confidential and shall not be shared with or sold to any person who is not an election official for the jurisdiction with which the information is shared.

If information obtained through an agreement indicates that a voter of Indiana may also be registered to vote in another state, the secretary of state shall do the following:

- 1) Enter the information received about the voter of Indiana into SVRS.
- 2) Send a written or electronic communication to the county voter registration office within which the Indiana voter's registered address is located, to notify the county voter registration office that the voter's registered address may not be the voter's current residence address; and direct the county voter registration office to send a SAMC to this voter.

The county voter registration official must send an address confirmation notice (SAMC) to the voter. (IC 3-7-38.2-2; IC 3-7-38.2-19)

#### Full-Service Agency Declinations

A county voter registration office may use a "declination" from a VRG-6 voter registration form forwarded to the county voter registration office by a full-service registration agency (WIC, for example), to send the Statewide Address Mailing Confirmation (SAMC) notice generated using SVRS to a voter, if the declination indicates that the registered voter who declined to register resides at an address different than the one currently on the registration record. (IC 3-7-38.2-2) A declination is only sent if the residence addresses are substantially different; it would not be sent if a voter has a name change or only a minor change or correction to an address.

Note: BMV declinations are shared through the "BMV Declinations" hopper in SVRS for counties to process.

#### Commercial Data for Voter List Maintenance

The Secretary of State may contract with a company to receive commercial data and transmit the data received to the co-directors of the Indiana Election Division. The co-directors of the election division (or its contractor) are required to use the commercial data supplied by the Secretary of State to identify a voter whose address may have changed since the voter last registered to vote or updated their registration record.

Beginning January 1, 2025, the information received by the co-directors of the Indiana Election Division from a comparison of commercially available data, such as a credit agency, may be used by a county voter registration official to conduct a voter list maintenance program described in IC 3-7-38.2-2 and send a statewide address mailing confirmation (SAMC) notice generated from SVRS to a voter whose residence address appears to have changed from where the voter is registered to vote. (IC 3-7-38.2-2; IC 3-7-38.2-7.1)

#### USPS National Change of Address Service

The Indiana Election Division is required to submit the names of all registered voters in Indiana to the USPS National Change of Address Service and to notify the county voter registration offices at least once each month regarding any address changes reported by the NCOA program. (IC 3-7-38.2-5; IC 3-7-38.2-8)

#### Federal District Court Jury Notice Mailings

Not later than January 31 of each even-numbered year, the state requests information from the clerks of the Northern and Southern federal district courts regarding federal jury notices returned as undeliverable and must also request information concerning individuals disqualified from jury service due to citizenship status. The Election Division shall provide this information to county voter registration officials not later than twenty-eight (28) days following the primary election. The county shall send a statewide address confirmation notice (SAMC notice) to the voter identified in the report not later than forty-two (42) days after the primary election. (IC 3-7-38.2-16)

#### **Military/Overseas Voters with Army Post Office Addresses or Fleet Post Office Addresses**

If in conducting voter list maintenance a county voter registration office is advised that a military/overseas voter's residence may have changed, and if the voter's address in the county voter registration record does not include an "APO" (Army Post Office Address) or "FPO" (Fleet Post Office) designation, then the voter registration office may disregard the notification of change of residence and is not required to act further to take the steps necessary to designate the voter's registration as "inactive." (IC 3-7-38.2-9)

# COMMON QUESTIONS ABOUT VOTER REGISTRATION APPLICATIONS

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The following is a list of frequently asked questions concerning voter registration applications.

**Question 1:** *Is the county voter registration office or the agency that sent in the application (for example, the “BMV”) responsible for attempting to obtain the missing information on the application?*

**Answer 1:** If a county voter registration office receives an incomplete voter registration form from the BMV that does not contain information required to be supplied by the BMV, the county voter registration office shall promptly make one (1) effort to contact the BMV to obtain the information. If the information is not obtained from the BMV not later than seven (7) days after the county voter registration office contacts the BMV, the county office must notify the Indiana Election Division. The Indiana Election Division shall contact the BMV to request that the information be provided to the county voter registration office or that the BMV file a statement with the county voter registration office indicating why the information is not available. (IC 3-7-34-5) If the county voter registration office obtains the information required to complete the form from the BMV, the county voter registration office shall process the form as a completed registration application. (IC 3-7-34-6) If the county voter registration office cannot obtain the information from the BMV, and the form is otherwise complete, the county voter registration office shall process the form as an incomplete registration application. (IC 3-7-34-6)

The county voter registration office shall certify to the Indiana Election Division on an “expedited basis” (meaning, within forty-eight (48) hours, as defined by IC 3-5-2.1-43) a list of the registration forms from “full-service” voter agencies that have been processed but do not contain information required to be supplied by the agencies. The Indiana Election Division shall notify the agency that the agency is required to supply the omitted information on an expedited basis to the county voter registration office. (IC 3-7-34-7)

With regard to hand-delivered or mailed applications, a county voter registration office is responsible for obtaining information from incomplete registration applications using the procedures described in “Incomplete Registration” section page #.

**County Voter Registration Officials, additional resources are available:**

- **Standard Operating Procedure VRG 1.3 Incomplete Registrations**
- **Standard Operating Procedure VRG 20.1 Date Received for Incomplete VR Application**
- **Standard Operating Procedure VRG 9.2 BMV Hopper**

**Question 2:** *Which information is essential to be provided on a voter registration application and must be completed prior to processing?*

**Answer 2:** An application is considered “incomplete” if any of the following information has not been provided by the applicant:

- the name of the applicant;
- residence address (other than the ZIP code);
- date of birth;
- the statement that the applicant is a U.S. citizen;

- the statement that the applicant will be at least 18 years of age on or before the general, municipal, or special Election Day;
- an attached map/or written description if the voter has no residence address with a street number or name;
- the voter identification number or a statement that the applicant has no voter identification number;
- the signature of the applicant on the statement swearing or affirming the applicant's qualifications to vote and to the truth of the statements on the application.

*Checking a box on the application (indicating that the applicant has no voter identification number, or that one meets the age and citizenship requirements) meets the legal standards for “making a statement.”*

An application is NOT considered “incomplete” if any of the following information has not been provided by the applicant:

- the applicant fails to state whether the application is a new registration, address change, or name change;
- the Indiana county where the applicant lives;
- gender;
- zip code;
- a previous registration address;
- a telephone number;
- an email address;
- information regarding a change of name; or the date the applicant signed the application.

If an applicant leaves box #5 (Mailing Address) blank and doesn't write the word “Same” indicating the mailing address is the same as the registration address, the county should nevertheless process the application if the registration address provided is one to which the United States Postal Service can deliver mail. These applications should be processed by the county voter registration office and either accepted or rejected, notwithstanding any of this information not being provided by the applicant.

**Question 3:** *What if a registration is submitted on the most recent registration application approved by the Division but the applicant leaves Box #12 of the state VRG-7 or VRG-11 application (which requests a voter identification number or a statement indicating that the applicant has no voter identification number) blank? What if the applicant indicates that the applicant has a voter identification number, but the number is missing from Box #12? (Note: the equivalent voter identification number box on the federal voter registration form is Box #6.)*

**Answer 3:** The application is incomplete and must be processed in accordance with the guidance provided in SOP VRG 8.1, which includes contacting the voter to supply the missing information. (IC 3-7-34)

**County Voter Registration Officials, additional resources are available:**

- **Standard Operating Procedure VRG 18.2 Invalid SS or DLN Numbers**

**Question 4:** *What if a registration is submitted on the most recent registration application approved by the Division but the age or citizenship questions have not been answered?*

**Answer 4:** If the age and citizenship questions were not answered on the original registration application, then the application is incomplete and the county voter registration office shall contact the voter to supply the missing information. The county voter registration office must process the registration application only if the applicant submits a new registration form or a sworn written statement, under the penalties of perjury, answering the age or citizenship question that was not answered on the original application not later than the twenty-ninth day before the date of the next general election. In many cases, this statement could be part of a new voter registration application.

**Question 5:** *Can any information that is deemed essential but missing on a voter registration application be filled in by the applicant over the phone?*

**Answer 5:** Yes, some missing information can be provided by the applicant over the phone. If a voter registration official is able to obtain the following information from an applicant over the phone, it can be filled in, initialed by the official, and then processed: first or last name of applicant, residence address of applicant, mailing address of applicant if USPS cannot deliver mail to the residence address, date of birth, or voter identification number or indication that voter has no voter identification number. However, a voter may not register to vote over the phone, as the county voter registration official needs the information first to be submitted in writing to comply with state law, whether that is through the paper voter registration forms, online registration, or electronic submission via the BMV credential transaction.

**Question 6:** *Does a voter who registers at a full-service site like a license branch have to provide additional proof of the voter's residence in Indiana (sometimes called "HAVA additional residence documentation")?*

**Answer 6:** Yes. Indiana state law now requires that any first time Indiana voter using a federal or state paper voter registration form, whether the form is mailed or hand-delivered, to provide proof of Indiana residency if certain conditions are not met. A first time voter using a paper registration form who uses an Indiana credential number (driver's license, learner's permit, ID card) or last four digits of their Social Security number as their voter ID number AND the number can be verified by the Indiana BMV or Social Security Administration, respectively, does NOT need to provide additional proof of residence documentation. However, if the voter's ID number does not validate with the BMV or SSA OR the voter marks "none" for a voter ID number, then this voter must provide proof of residency before being able to cast a regular ballot in any election. This requirement now applies to the paper VRG-6 form used by full-service agencies, except for the BMV as this agency submits the VRG-6 form electronically to counties.

**Question 7:** *Do county voter registration officials have to keep a copy of the proof of residency documents provided to the voter registration office?*

**Answer 7:** Yes, if the voter provides a copy of the proof of residency documentation to the voter registration office. The county voter registration office would keep copies of proof of residency documents provided by voters for twenty-four (24) months. If documents are presented by a voter at the poll site or at the county voter registration office, for example, the poll workers or voter registration officials would document the type of document presented using the statewide system coding method discussed above. This information would then be recorded on the voter's registration record.

**Question 8:** *Can I use a Statewide Address Mailing Confirmation (SAMC) to update or cancel a voter's registration record during the voter list maintenance freeze period?*

**Answer 8:** Yes, a voter who receives a SAMC can complete and return the card to update their registration record to a new address within the county where the voter is currently registered to vote or cancel their registration due to the voter moving out of the county, including moving out of state. In those instances, the county voter registration official can, during the freeze period, cancel the voter's registration at the request of the voter and update a current voter's registration record indicating a move within the county. To update the voter's registration within the county, the voter must answer the age and citizenship questions and sign the return card. If the attestation questions are not answered or the return not signed, then the SAMC return card should be treated as an incomplete registration. To cancel the voter's registration, the voter must sign the card in order for the cancellation to be effective. Should a voter return a SAMC to confirm the individual continues to reside at their registration address, then the county shall move the voter's status from "inactive" to "active," if applicable, during the freeze period. However, the SAMC return card must be signed by the voter to make this change effective.

**Question 9:** *Does the SAMC need to include pre-paid postage?*

**Answer 9:** Yes, the SAMC is to be sent by forwardable, first class mail to the voter at the mailing address on their Indiana registration record and include pre-paid postage on the voter's return document to the county voter registration official.

**Question 10:** *Do we need to mail a proof of citizenship notice (VRG-26) to a voter where the BMV returns temporary credential = "yes", even if we have facts or information that the individual is a US citizen?*

**Answer 10:** Yes. Beginning July 1, 2025, state law requires a county voter registration official to send a VRG-26 proof of citizenship documentation notice to a voter where the Indiana BMV returns a "yes" for receiving a temporary credential at their last BMV transaction. County voter registration officials must send the VRG-26 based on this information as required by state law.

**Question 11:** *Can we send a VRG-26 (Proof of Citizenship Documentation Notice) to a voter that we suspect is not a U.S. citizen, even if the BMV data shows temporary credential = no?*

**Answer 11:** No. State law requires proof of citizenship documentation only for those voters where BMV records show the voter was issued a temporary credential at their last transaction with the agency. If temporary credential = no on the SVRS screen of the voter's record, county voter registration officials must continue to process the registration if the voter is otherwise qualified.

**Question 12:** *Must the proof of citizenship documentation be an original document?*

**Answer 12:** County voter registration officials must accept photocopies of the citizenship documentation. A voter is not required to produce an original document. Documentation can be mailed or hand-delivered to the county voter registration official. However, documentation cannot be emailed or faxed to the county voter registration office.

# VOTER HISTORY & REDISTRICTING

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## Posting Voter History

Each day after absentee voting concludes at the circuit court clerk's office, a satellite office, or a vote center, the county election board shall direct that absentee vote history be uploaded from each electronic poll list into the SVRS. (IC 3-11-10-29.5) Counties that do not use electronic poll books must keep a record of absentee voting activity in SVRS. (IC 3-11-4-17)

A county voter registration official is also required by law to update a voter's vote history in SVRS not later than sixty (60) days following each election unless the county is subject to a post-election recount or contest. If a county experiences a post-election recount or contest, the county shall update SVRS not later than sixty (60) days following the conclusion of the recount or contest and the issuance of the order. (IC 3-10-1-31.2)

In a primary election within an election district in which more than one (1) political party chooses the party's nominees or in which a nonpartisan ballot is available for a voter to vote for an office or on a public question, a voter whose political party is not recorded on the poll list shall be shown on the voter's registration record as having cast an unknown ballot in that primary.

However, if a primary election within an election district in which only one (1) political party chooses its nominees and a nonpartisan ballot is not available, then a voter:

- 1) whose political party recorded on the poll list is not the political party conducting a primary within the election district;
- 2) who is indicated on the poll list as having requested a nonpartisan ballot; or
- 3) whose political party is not recorded on the poll list;

shall be shown on the voter's registration record as having cast a ballot for the political party choosing that political party's nominees in that primary election. (IC 3-10-1-31.3)

NOTE: Voter history information in SVRS is NOT a recording of how an individual voted for specific candidates. Instead, county voter registration officials record whether a person participated in the election by voting absentee or on Election Day. Additionally, in the May primary election, the county will record if a voter requested a Democratic, Republican, or non-partisan ballot. This is important information as a person's primary voting history may impact their ability to run for elected office without seeking certification from their county party chair.

## Make Voter Registration Update (VRG 4/12) Before Posting Voter History

If a voter voted one last time in a county and filed a VRG 4/12 form to transfer the voter's registration to a different county in Indiana, the county voter registration official must update the voter's vote history even after the voter's registration is transferred to another Indiana county and is canceled in the county where the voter formerly resided.

The county voter registration office is required to add to a voter's registration record in the statewide voter registration system that the voter voted in the election before the record is transferred, using the affidavit on the VRG 4/12, to reflect a change in residence to another county by the voter and the voter's registration record in the voter's former county of residence is canceled. (IC 3-7-26.3-36; IC 3-10-1-31.2)

## Updating SVRS when Precinct or Election District Boundaries Change

Every voter record is assigned to a precinct, and from there, assigned to the appropriate election districts. Over time, the precinct and election district boundaries will change, and county voter registration officials must update a voter's record in SVRS to reflect any change to precinct or election district assignment.

### Redistricting: Congressional & State Legislative Seats

The Indiana General Assembly is required to reapportion the Congressional Districts and redraw the legislative districts every ten (10) years, in the first year following the decennial census. The most recent decennial census was conducted in 2020; therefore, Congressional and state legislative district lines were redrawn in 2021.

### Redistricting: Local Offices

With the exception of Marion, Lake, Porter, and St. Joseph county, the county executive is required to reapportion the four (4) single member county council districts and three (3) county commissioner districts or certify that the current districts comply with state statute, every ten (10) years in the first year following the decennial census (meaning by December 31, 2021, for example) and file a copy of the ordinance adopting or recertifying the districts with the circuit court clerk. (IC 36-2-2-4; IC 36-2-3-4)

City and town councils, including the Indianapolis City-County Council, are required to reapportion city or town council districts, or certify current districts comply with state statute, every ten (10) years following a decennial census. For cities and towns that hold their municipal election during an odd-numbered year, redistricting must be completed during the second year after the census is taken. For any cities or towns that hold their municipal election during an even-numbered year, or during both an even-numbered and odd-numbered year, redistricting must be completed during the first year after the census is taken. For redistricting after the 2020 census, cities and town councils (as well as township boards in Marion County) must have redistricted or recertified their current districts not later than December 31, 2022. (IC 3-5-10-7; IC 36-4-6; IC 36-5-2).

City and town ordinances establishing council districts or certifying existing districts are required to be filed with the circuit court clerk of the county containing the greatest population of the city or town. (IC 36-1-6-10; IC 36-4-6-3; IC 36-4-6-4; IC 36-4-6-5; IC 36-5-2-4.1)

### Redistricting: School Board Seats

All Indiana school corporations are required to divide or recertify the school board districts every ten (10) years in the first year following a decennial census if the school has districts where only voters who reside in the district may vote for a district representative. (IC 20-23-4-35.5)

School board resolutions establishing school board districts or certifying existing districts are required to be filed with the circuit court clerk in each county where the school corporation is located. (IC 20-23-4-35.5)

### Reprecincting

County commissioners, as the county executive, (or combined boards of elections and registration or county election board in certain counties) can alter precinct boundaries pursuant to IC 3-11-1.5. While a county executive may propose precinct boundary changes at any time, the order may not go into effect:

- 1) In even numbered years - from the first day to file a declaration of candidacy in a primary election until the day after a general election.
- 2) In a year when a municipality holds an election to elect municipal officials – January 31 until the day after the municipal election. This only applies to a precinct located wholly or partially in the municipality.

The Election Division will send a memo, traditionally in mid-to-late summer each year there is an election, to county election officials to identify which counties intend to adjust existing precinct boundaries to account for changes like adding territory through an annexation where it makes sense to expand a precinct's boundaries to avoid a "split", reducing the size of a precinct because the active voter count exceeds what is permitted under state law, or combining precincts where the voter count is under the minimum active voter count or the county wants to run elections more efficiently.



Counties alerting the Election Division of their intent to participate in “reprecincting” are assigned an IED staff person, who will assist them with completing paperwork (IEC-8) and reviewing precinct boundary changes to ensure their compliance with state law. Once staff have completed their work, it is shared with the staff of the Office of Census Data for their review and approval. Then, the co-directors must agree the county proposal meets the requirements under Indiana law, which allows the county to post public notice in the newspaper to allow for written public comment to be submitted to the Election Division for a period of ten (10) days.

If there are no objections and assuming the deadline to adopt precinct changes has not passed, then the Commissioners’ order incorporating the precinct boundary changes into their records may go into effect. If there are objections filed or there is insufficient time to publish notice before the deadline to complete reprecincting work, the Indiana Election Commission will hold a hearing to allow for public comment. The Commission may then approve or deny the county’s request for precinct boundary changes.

More information about precinct boundary changes can be found in IC 3-11-1.5, generally.

#### Precinct “Splits” Created by Election District Boundaries

In limited cases, it may be possible for election districts to “split” a precinct. This can be handled in one of two ways:

- 1) Complete the reprecincting process to redraw new precinct boundaries, if legally permissible, to avoid a “split” precinct; or
- 2) Create a “split” as an administrative change within SVRS to assign voters of one precinct to the correct election districts contained within the precinct.

A “split” does not create two new precincts or otherwise alter the boundaries of the precinct. Instead, it’s a change made to the county’s precinct key within SVRS. A precinct key identifies each precinct and then breaks down which election districts (Congressional, state legislative, city/town, township, school board, etc.) are assigned to each individual precinct. The split is a purely administrative function to ensure voters are assigned to the proper election districts and receive the correct ballot style when they go to vote.

For example, three county properties in precinct 1 are annexed by Small City. Prior to this annexation, Small City was wholly contained in precinct 2. Rather than draw new precinct boundaries to transfer the three annexed county properties from precinct 1 to precinct 2, the county may choose to create a split “B” in precinct 1 to identify those three properties as within the city, but the remaining part of precinct 1 is now in split “A.” In this example, this split tells poll workers that those living in precinct 1, split A do not vote in the city election but the voters in precinct 1, split B are entitled to vote in the city election.

To create a “precinct split,” a county authorization request can be filed in SVRS for Election Division co-director approval to authorize the precinct key to be updated so that voter records can be designated in a new split precinct.

#### **County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure EM 10.2 Posting the Vote in SVRS***
- ***Standard Operating Procedure VRG 53.2 Handling VR Updates on Poll Book without a VRG 4/12 Form in SVRS.***
- ***Standard Operating Procedure VRG 58.2 Voter List Maintenance***



# PROCESSING CANDIDATE PETITIONS

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Major party candidates for certain offices (like candidates running in a primary as a candidate for nomination as President of the United States, U.S. Senator, or Governor), all minor party candidates (other than Libertarian Party candidates), all independent candidates, and all candidates for school board gain access to the ballot by gathering signatures of registered voters on petition forms. These candidates are required to submit the petitions to the county voter registration office during specified filing periods. Counties are required to certify the number of valid signatures on each petition sheet. In doing so, counties apply the standards for certifying signatures set forth in IC 3-5-6.

Candidates must always use the most current version of the form for filing. (IC 3-5-4-8) The “2026 Forms List” shared on the SVRS county portal contains the forms used in each election and includes the current version number, which is found in the upper corner of the form near the seal of the State of Indiana.

Please note: The content of a petition of nomination will vary slightly depending on the office sought, but the forms are substantially similar except for the CAN-34 used by school board candidates.

The Indiana Election Division publishes an *Indiana Candidate Guide*, which details the filing requirements for the offices on the ballot in the election cycle that year. Generally speaking, a candidate who is nominated by petition must file certified petitions of nomination, a declaration of candidacy or candidate consent form, and in most cases, a statement of economic interests no later than the final date and time set by state law for filing. Filings received after this deadline must be rejected. (IC 3-5-4-1.9)

Candidate filings must be original. No copies or faxed or scanned documents may be accepted for filing, with the exception of the “receipts” provided by certain state agencies, the clerk of the Indiana House or Representatives, and the secretary of the Indiana Senate. (IC 3-5-4-1.7; IC 3-8-2-12)

**Petition Signature must be original wet ink signatures.** Electronic signatures are prohibited on petitions such as petition used by Democratic and Republican candidates who file to run for President of the United States, United States Senator, and Governor in the May primary election; petition of nominations for school board candidates; independent or minor party candidates for elected office, and public questions. (IC 3-5-4-1.7)

Please refer to the current version of the *Indiana Candidate Guide* to learn more about the filing requirements for each office type.

It is a Level 6 felony to pay or offer to pay an individual any property based on the number of petition signatures obtained to place a candidate or public question on a ballot. An individual may continue to be paid for this political activity, but not “directly or indirectly” based on the number of signatures or applications obtained. (IC 3-14-2-1)

Finally, the state’s petition forms are two pages. The front side is used to gather petition signatures and includes fields for the petition carrier to complete; the back is used, generally, for county voter registration officials to complete their affidavit on the number of certified signatures for that specific petition. There is no state law that requires the petition forms to be double-sided or prohibits the use of a staple or paper clip to keep the two pages together. Further, if the back page is missing, a county voter registration official can print the second page and attach it to the petition, at the official’s discretion. However, the decision made to assist one candidate in this regard should be applied to all candidates.

## Required Number of Petition Signatures

Voters signing a candidate's petition must be registered to vote at the address on the petition at the time the petition is processed. Additionally, a voter is NOT considered a registered voter if their registration status is in the seven (7) day pending period required by state law. If the voter's registration status is in "pending" status at the time the petition is processed, then the county voter registration official may not certify it.

More information about "pending" status is found in this *Guidebook*.

### Major Party Candidates for U.S. President, U.S. Senate & Indiana Governor

Democratic or Republican candidates seeking nomination in a primary election for U.S. President, U.S. Senate or Indiana governor must collect at least 500 signatures of registered voters in each of Indiana's nine Congressional district for a minimum amount totaling at least 4,500 statewide. (IC 3-8-3-2; IC 3-8-2-8) This petition signature requirement never applies to Democratic or Republican candidates running for the U.S. House of Representatives.

Note: U.S. President, U.S. Senate, and Indiana Governor are not on the ballot in 2026; therefore, counties will not be processing petitions for Democratic or Republican candidates seeking their party's primary nomination in 2026.

### Minor Party or Independent Candidates

A minor party (other than the Libertarian Party), or independent candidate in Indiana is nominated for placement on the general election ballot by petition of nomination. The candidate must collect signatures of registered voters in the election district that total at least 2% of the total votes cast in the 2022 Secretary of State's race in the election district the candidate wishes to represent to have their name printed on the ballot. (IC 3-8-6-3)

Minor party and independent candidates for local office should request from the county election board the number of certified signatures to qualify for the ballot; candidates for judicial office, including prosecuting attorney, and state legislative, statewide, or federal office should contact the Indiana Election Division for this information.

The Indiana Election Division computes the number of signatures an independent or minor party candidate would need to collect when running for a countywide local office and publishes the totals in the *Indiana Candidate Guide*. However, it is important to note that county election officials should refer to the precinct-level results from the 2022 Secretary of State's race for those local offices that are not comprised of the entire county. For example, if a candidate is running for township trustee, the county election board will need to pull the November 2022 election results for those precincts within the township's boundaries and calculate the minimum threshold signature number.

Please note, however, if an independent or minor party candidate is seeking an office in an election district that is within one precinct, and the election district does not include an entire precinct, then the candidate is only required to collect five (5) signatures of registered voters within the election district on the candidate's petition of nomination form in order to be certified as a candidate for the office at the general or municipal election. (IC 3-8-6-3)

A minor party or independent candidate for federal, statewide, state legislative, or judicial office in 2026 will use the CAN-19 petition form; the CAN-21 will be used by minor party or independent candidates for local office other than candidates for judge or prosecuting attorney in 2026. Candidates belonging to the same minor party may include multiple names on the petition of nomination as long as all candidates on the petition are running statewide, in the same congressional or state legislative district, or in the same political subdivision. Independent candidates may only collect signatures on the petition of nomination forms for one independent candidate, as an independent candidate does not affiliate with a political party. (IC 3-8-6-4)

Finally, a petition of nomination is used by a minor party or independent candidate when the candidate wants their name printed on the ballot. Independent or minor party candidates may run as a write-in candidate. That process does not require a petition of nomination (CAN-3). **A write-in candidate's name is never printed on the ballot.**

### School Board Candidates

In a metropolitan school corporation, the petition must be signed by ten (10) registered voters residing in the same board member district as the nominee. (IC 20-23-7-8.1) In a community school corporation, the petition must be signed by ten (10) registered voters residing within the boundaries of the school corporation. (IC 20-23-4-29.1) Additional petition requirements may apply in some school corporations. School board member candidates should consult a personal attorney if necessary.

Note: The candidate's consent found on the petition of nomination for school board candidates has changed, effective in the 2026 election cycle. School board candidates may affiliate with a political party, be an Independent, or leave the affiliation space "blank" and the consent was updated to reflect this change in state law.

### **Filing Petitions of Nomination for Federal, State & Local Office**

Petitions of nomination for federal, state, and local office are filed with the county voter registration official for certification prior to the candidate filing the certified petitions with a declaration of candidacy or candidate consent form, unless the county has a separate bi-partisan board of registration (Allen, LaPorte, Madison, Marion, Vanderburgh, and Vigo counties, as of this writing). In those counties, the petition of nomination would be filed with the board of voter registration and then, after certification, both the petitions and a declaration of candidacy or candidate consent form would be filed with the county election board or Indiana Election Division, whichever agency is responsible for receiving the filing. Except for federal candidates, candidates for statewide, state legislative, local, school board, and judicial offices, including prosecuting attorney, must also file a statement of economic interests with the appropriate office for the filing to be perfected. (The current version of the *Indiana Candidate Guide* offers those details.)

When a county receives a petition of nomination, a "master petition" must be set-up within SVRS to assist counties with tracking the number of certified signatures. County users are able to set-up a master petition for local candidates within the SVRS module. If a county office is the first county to receive a petition of nomination for a candidate running for judicial office, prosecuting attorney, and state legislative, statewide, or federal offices, then the county should notify the state HAVA administrator so that a master petition can be set up statewide for all counties to use.

**Figure A** below shows the top third of the CAN-4 petition of nomination, which is substantially similar to other petitions of nomination with the exception of school board (CAN-34). In the space provided, the candidate should provide their name, address and office sought. The name and address of the candidate on the petition of nomination does not necessarily need to reflect the candidate's ballot name or voter registration address, though it is preferred because it is helpful to county election administrators when setting up the "master petition" in SVRS.

Remember, a candidate will file a declaration of candidacy or candidate consent form with their certified petitions, and the candidate's declaration of candidacy (or candidate consent) will have their name as the candidate wants it to appear on the ballot ("ballot name") along with their residence address to perfect their filing.



**INDIANA PETITION FOR PRIMARY BALLOT PLACEMENT AS A CANDIDATE FOR  
UNITED STATES SENATOR IN 2024**  
State Form 46434 (R15 / 6-23)  
Indiana Election Division (IC 3-8-2-8, IC 3-8-2-9(a), IC 3-6-12)

(CAN-4)

COUNTY: \_\_\_\_\_

**INSTRUCTIONS:** This petition is used to request a candidate be placed on the May 7, 2024 Democratic or Republican Primary Election Ballot for the office of United States Senator. Petitioners are not required to provide precinct/ward or Congressional district information. Except in cases of disability, the petitioner must complete this information in the petitioner's own handwriting. If assistance is provided due to disability, the assister must complete the affidavit on the reverse of this form. Each candidate must also complete a Declaration of Candidacy for Primary Nomination form (CAN-2). This petition must be filed with the appropriate county voter registration office for processing not earlier than January 10, 2024, and not later than NOON, February 6, 2024. All original, certified CAN-4 petitions, along with the CAN-2, must be filed with the Secretary of State or Indiana Election Division not later than NOON, Feb. 9, 2024.

**TO THE SECRETARY OF STATE OF INDIANA OR THE INDIANA ELECTION DIVISION:**  
Each of the undersigned represents that 1) the individual resides at the address after the individual's signature at the time this petition was processed by county voter registration officials; 2) the individual is a duly qualified registered voter in Indiana, and 3) the individual desires to be able to vote for the candidate listed below; and 4) each of the undersigned respectfully requests you to place the following name of the legally qualified candidate for United States Senator on the May 7, 2024 Primary Election Ballot as a candidate of the (check one box) ☐ Democratic Party **or** ☐ Republican Party.

CANDIDATE NAME (Note: the candidate's ballot name is established on CAN-2 form)	COMPLETE CANDIDATE ADDRESS (Does not need to match the CAN-2 form.)	OFFICE SOUGHT

In the upper corner of the form is a blank space for the county's name. It is not a requirement for candidates to collect petition signatures from voters in the same county on the same form, or for the candidate to include a county's name on the petition. However, candidates are encouraged to keep voters of the same county on one form, as it is in their best interest.

The voter registration official in the county where each petitioner resides may certify or reject the signature. For example, if the petition contained signatures of voters living in Perry and Warrick counties, the Perry County clerk may only certify signatures of those registered voters in Perry County. The candidate or candidate's representative would then collect the petition and submit the remaining signatures for Warrick County's review. Transferring petitions to multiple counties could delay in processing or result in a petition not being received by the deadline for review. (See "Filing Petitions" section below) (IC 3-8-2-9; IC 3-8-6-8)

Please note: there is an exception to the signature review of school board petitions (CAN-34) if a school corporation is located within more than one county. In this case, the CAN-34 is submitted with the county voter registration official having the greatest percentage of population of the school corporation. This voter registration official is then required to certify the signatures of all voters on the petition, even those not residing in the county of the voter registration official using the statewide search in SVRS. After certifying the petition, the clerk shall promptly certify the names of each of the candidates on the petition to the county election board of each other county in which the school corporation is located. (IC 3-8-2.5-5(b); IC 3-8-2.5-5(d))

## Petition of Nomination & Candidate's Consent for School Board Office

The CAN-34 Petition of Nomination and Consent for School Board Office is used for candidates who want to qualify for school board office. These candidates must collect at least ten (10) signatures of registered voters within the election district. (NOTE: A few school corporations in Lake County are governed by state law requiring higher numbers of certified signatures. The school district organization plan or the school corporation's attorney would be the best resource if the county voter registration office or a candidate is unsure of the number of signatures needed.)

In a **metropolitan school corporation**, the petition must be signed by ten (10) registered voters residing **in the same board member district** as the nominee. (IC 20-23-7-8.1) In a **community school corporation**, the petition must be signed by ten (10) registered voters residing within the boundaries of the school corporation. (IC 20-23-4-29.1) Additional petition requirements apply in some school corporations. School board member candidates should consult a personal attorney if necessary.

At the top of the form the candidate should include their name as the candidate would like for it to appear on the ballot, the candidate's residence address, and the office sought. These are important elements for county election officials and provide necessary guidance for building a ballot. The lower portion of the front page is substantially similar to other petitions of nomination for registered voters of the election district to sign.

Unlike the petitions used for major party candidates running for some statewide offices and petition forms used by minor party or independent candidates, the CAN-34 also serves as the candidate’s consent to run for office should she procure the required number of certified petition signatures. The back of the form requires the candidate to answer a few questions and include their notarized signature. It is not necessary for the candidate to complete the consent on each petition submitted, if the candidate intends to submit multiple petition pages. Instead, only one consent must be completed.

Finally, a school board candidate must also submit the CAN-12 Statement of Economic Interests:

- at the time of filing the CAN-34 petition for review in counties where the circuit court clerk is the county voter registration office; or
- at the time of filing the CAN-34 petition with the circuit court clerk after the petition has been reviewed by the county board of voter registration. (IC 3-8-9-5)

**Processing Petitions of Nomination**

Candidates must file petitions of nomination during specific periods of time in the election calendar. **A county voter registration official may not accept a petition before filing opens or after filing closes.** (IC 3-5-4-1.9; IC 3-8-2-10; IC 3-8-2.5-4; IC 3-8-3-1; IC 3-8-6-10). Please consult the current version of the *Indiana Election Calendar: Election Administrator’s Edition* for those specific dates and times in 2024.

Petition Carriers

State law does not set forth any requirements about who may circulate a petition to gather signatures for ballot access. For example, there is no legal requirement in Indiana that a person be a registered voter of the state to circulate a petition for signatures. Instead, it requires a petition carrier to complete an affidavit found on the petition form in the event there is an issue with the filing. Failure to complete the affidavit may result in the petition being rejected by county officials.

Before processing a candidate’s petition, a county voter registration official should first look to the bottom of the petition and confirm the petition carrier information is complete (**Figure B**). Each petition submitted to a county voter registration official must have this section completed or the petition may not be processed until it is perfected. (IC 3-6-12, generally) The petition carrier MUST including the following (IC 3-6-12-7):

- Signature
- Date signed
- Printed name
- Date of birth
- Full address, including the ZIP code

Figure B

PETITION CARRIER CERTIFICATION (Must be completed on each petition submitted for filing.)			
I affirm under the penalties for perjury that I have no reason to believe that any individual whose signature appears on this page is ineligible to sign this petition or did not properly complete and sign this page.			
CARRIER'S SIGNATURE	CARRIER'S PRINTED NAME	CARRIER'S DATE OF BIRTH (month, day, year)	DATE SIGNED BY CARRIER (month, day, year) _____, 20____
CARRIER'S FULL ADDRESS, INCLUDING ZIP CODE (number and street, city, state, and ZIP code)		Note: Indiana state law does not require a petition carrier to be an Indiana resident or registered voter of Indiana to circulate or gather petition signatures for a candidate. All fields in this certification must be completed before filing with the county closes at noon, February 6, 2024, or the petition is rejected.	

If the petition carrier does NOT comply with these requirements, voter registration officials must accept the filing but do NOT determine the validity of the signatures (IC 3-6-12-8) and give the petition carrier the best possible notice the certification is incomplete (IC 3-6-12-9). The petition carrier has until the petition filing deadline date and hour to correct the error (IC 3-6-12-9(b)). If the deadline date passes AND the petition carrier’s error has NOT been corrected, then the signatures will not count pursuant to IC 3-6-12-8.

To prevent issues with the petition carrier certification, the Division's advice for counties is to review each signature page before the petition carrier leaves or inform the petition carrier to double check their work before filing to prevent bigger hurdles later in the process.

**NOTE: A candidate circulating a petition for the candidate's placement on the ballot is considered a petition carrier for purposes of the state law requiring a petition carrier to include the carrier's information on the petition. (IC 3-6-12-2)**

#### Review of Petitioner's Information & Signature

County voter registration officials should consult IC 3-5-6, generally, for guidance on reviewing and certifying petition signatures. State law (IC 3-8-3-2; IC 3-8-2-8) requires a petitioner to include each of the following:

- Petitioner's signature
- Printed name of petitioner
- Residence address of petitioner, as noted in the statewide voter registration system at the time the petition is processed

The petition forms include a field for date of birth, but it is not a required field for the voter to complete. It is an additional data point provided to assist county voter registration officials in searching for the voter in SVRS, but a missing or inaccurate date of birth is not, by itself, a legal reason to reject a signature.

Sometimes a voter's name on the petition does not match the voter's registration record. It is the Division's advice that state law requires the name on the petition **reasonably conform** to the name on the registration record; in other words, the names need not exactly match. (IC 3-5-6-6)

The registration address on the petition must match the voter's registration address in the statewide voter registration system **AT THE TIME THE PETITION IS PROCESSED BY COUNTY VOTER REGISTRATION OFFICIALS**. If the petition and the voter's registration record do not match, then county officials must reject the person's signature on the petition and move to the next line of the form for review. (IC 3-5-6-5)

However, minor address variations are left to the county voter registration officials to determine whether to certify the voter's signature. State law provides guidance on **whether to approve a voter's signature on a petition if the voter writes** a minor or substantial variation from the voter's address on the voter registration record. One example would be how to handle a situation where a voter left off "North" on their address. (IC 3-5-6-4; IC 3-5-6-5) The county voter registration office must use their judgment based upon the specific facts in each case.

Additionally, a voter is not considered to be registered to vote at their new address while in the seven (7) day pending period as required by state law. Depending on the information provided on the petition and the timing of the registration form being filed, the voter's registration address on the petition may not match the voter's registration and therefore, the voter's signature should not be certified.

Registration officials should give consideration to the possibility that a signature may not be a perfect match with the signature on file. (IC 3-5-6-6) People get older, become ill or infirm or have a disability, which may impact their ability to write legibly. Additionally, any person can provide assistance to a petitioner who is unable to sign or make their mark (no Power of Attorney (POA) is required), including writing in their signature. In this case, check the back of the petition to see if the individual in question was provided assistance and this assistance was properly documented on the petition form (see **Figure C**).



Figure C

AFFIDAVIT OF ASSISTANCE PROVIDED TO PETITIONER(S) WITH DISABILITIES		
I affirm under the penalties for perjury that I assisted the following petitioners, due to disability, in writing the petitioner's signature, printed name, and residence address on this petition:		
Names of Petitioners Assisted by me: _____		
		_____, 20____
DATE ASSISTANCE PROVIDED (month, day, year)		
ASSISTER'S SIGNATURE	ASSISTER'S PRINTED NAME	ASSISTER'S ADDRESS (number and street, city, state, and ZIP code)

**Figure D** is an example of the signature lines from a petition prescribed by the Indiana Election Division. County voter registration officials are encouraged to use the shaded area to the right of the petitioner's signature and information to aid with certification (the content in the shaded boxes will vary depending on the type of petition of nomination).

Many county officials will also place a checkmark or an "x" on the line number (found on the far left) to aid with their county. **Please avoid marking through the entire line containing the petitioner's signature and residence information!** Should a challenge be filed, it is important that all lines on the petition remain legible for county election board or Indiana Election Commission scrutiny. The petition forms have been updated to include an "office use only" section on each line for the petitioner to complete to aid with indicating whether the individual is registered to vote, their precinct/ward, and congressional district. Counties do not need to complete this section on the form but may be helpful when executing the county's affidavit found on the back or second page of the petition.

Figure D

	SIGNATURE	PRINTED NAME First Last	DATE OF BIRTH MM/DD/YYYY	RESIDENCE ADDRESS (No P.O. Boxes) Number Street Apartment	CITY or TOWN and ZIP CODE	For Office Use Only		
						REG (Y/N)	PCT/ WARD	CD
1								
2								

When processing a petition of nomination for a major party candidate for U.S. President, U.S. Senate, or Indiana Governor seeking the party's nomination in the May primary election, the county voter registration official must include the Congressional District of each voter as provided for on the form. These candidates must collect 500 signatures in each Congressional District, and this notation is critical when determining if the candidate met this threshold.

While SVRS is designed to "attach" a voter record to a petition within the SVRS petition module, the reporting functions contained within SVRS are a guide and not the final certification made by the county voter registration official. Instead, each type of petition issued by the Indiana Election Division contains an area where the county voter registration official certifies the number of valid signatures contained on each petition, which is the official count for purposes of qualifying for a ballot. **Figure E** below is an example of such an affidavit found on one type of petition of nomination prescribed by the Indiana Election Division.

Figure E

COUNTY #1 VOTER REGISTRATION OFFICE CERTIFICATION			
I certify that, in accordance with IC 3-8-2-9, I have reviewed the registration records of the petitioners on this petition and certify the following total number to be registered voters of this County. I also certify the following Congressional District breakdown of petitioners on this petition who are registered voters.			
County:		Total Number of Valid Signatures:	
Witness my/our hand and seal this ____ day of _____, 2024, at _____ Indiana.	COUNTY SEAL HERE	Congressional District	Number of Valid Signatures
Signature 1		<input type="checkbox"/> Clerk of the Circuit Court or <input type="checkbox"/> Member of the Board of Registration (D)	
Signature 2, if applicable		<input type="checkbox"/> Member of the Board of Registration (R)	

Note the designation of the "clerk of the circuit court" or "member of the board of registration." Only a few counties in Indiana have a separate, bi-partisan Board of Registration (Allen, LaPorte, Madison, Marion, Vanderburgh, and Vigo counties, as of this writing). In those counties, the co-directors of the board of registration are to sign the certification.

For all other counties, the county clerk should sign the certification. In Lake, Porter, and Tippecanoe County, where a board of elections and registration is established, the board's director and assistant director (in Lake and Porter County), or the board's co-directors (in Tippecanoe County) are to sign the certification. (IC 3-6-5.2-6; IC 3-6-5.4-7; IC 3-6-5.6-7)

After certifying a petition of nomination, the county voter registration office may, upon the request of the candidate named on the petition, return the original petition to the candidate for filing with the appropriate office. (IC 3-8-2-10(b); IC 3-8-3-4(b); IC 3-8-6-11(e)) Candidates should leave contact information with the county voter registration office, if the candidate would like the original petitions returned to them so that they may prepare for filing with the county election board or Indiana Election Division, whichever office receives their filing under law.

If a candidate for federal, statewide, state legislative, or judicial office, including prosecuting attorney, does not provide direction to the county voter registration official on whether the petition is to be returned to the candidate or her representative, then the county voter registration official may mail certified petitions to the Indiana Election Division. However, the petitions must be received by the Election Division not later than the final date and time set for filing a declaration of candidacy.

Alternatively, a county voter registration may certify and file a petition of nomination for independent or minor party candidates with the public official authorized to place names on the ballot and the town clerk-treasurer, if the petition of nomination is for a town office, not later than the final date and time set for filing a declaration of candidacy. (IC 3-8-6-10(c))

A candidate must file the original certified petitions of nomination with at least the minimum number of certified signatures required by law for the office, and an original declaration of candidacy not later than the final date and time for filing set in state law. **(Faxed, scanned, emailed, or photocopied petitions or declaration of candidacy must be rejected for filing pursuant to state law.)**

Only in a primary election held in even-numbered years will the Indiana Election Division receive certified petitions and declaration of candidacies for U.S. President, U.S. Senator, or Indiana Governor, depending on the election cycle. The Indiana Election Division will notify the candidate if they have qualified for placement on the primary election ballot statewide. (Note: these offices are not on the ballot in 2026.)

Independent and minor party candidates for federal, statewide, state legislative, and judicial office, including prosecuting attorney, will file with the Indiana Election Division the petitions certified by the county voter registration official, a declaration of candidacy, and a receipt showing the statement of economic interests has been timely filed with the appropriate agency. The Co-Directors of the Election Division will certify to the Secretary of State the required number of signatures to achieve ballot access and the number of certified signatures filed with the Division. The Secretary of State will then certify or deny the candidate's placement on the ballot.

A petition candidate for school board or other local office (other than judge or prosecuting attorney) in a county with a separate board of registration must file the candidate's statement of economic interests (CAN-12) with the circuit court clerk after the signatures on the petitions have been certified by the board of registration. In a county that does not have a separate board of registration or board of elections and registration, the candidate's statement of economic interests (CAN-12) must be filed with the circuit court clerk at the time the candidate's petitions are filed for review and certification. (IC 3-8-9-5; IC 3-5-2.1-30)

Independent and minor party candidates running for local office will file certified petitions and a declaration of candidacy with the county election board. The county clerk must make the determination whether the candidate received a sufficient number of signatures and certify or deny the candidate's filing. If the circuit court clerk denies

the candidate's certification, then the clerk shall notify the candidate immediately by certified mail. (IC 3-8-6-12(d); IC 3-8-6-12(h))

For school board candidates, the county clerk of the county in which the petitions were filed will certify or deny the certification. If the clerk with whom the petition was filed denies certification, then the clerk shall notify the candidate immediately 1) in person, if the candidate files the petition in person; or 2) by certified mail. (IC 3-8-2.5-6)

### **Disputing a Certified or Rejected Petition of Nomination**

A candidate may file a CAN-1 challenge to dispute the county voter registration official's failure to certify individual signers as qualified petitioners or the determination by the clerk that the petition has an insufficient number of signatures. The candidate may present their evidence at a hearing called by the county election board or Indiana Election Commission, wherever the petition of nomination is filed. (IC 3-8-1-2(f); IC 3-8-2.5-6)

If the county voter registration official certifies a petition that is lacking the required petition carrier certification, a qualified person (candidate, party chair, or voter in the election district) may file a CAN-1 challenge, which requires a hearing to be conducted by the county election board or Indiana Election Commission, wherever the petition of nomination is filed. (IC 3-6-12-10)

**County Voter Registration Officials, additional resources are available:**

- ***Master Petition Step by Step in SVRS***



# PETITIONS FOR CONTROLLED PROJECTS AND REMONSTRANCES

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## **Controlled Project Petition and Remonstrance Process**

IC 6-1.1-20 establishes a procedure for a local political subdivision (city, town, township, school board, and other units of local government) to approve a controlled project, which is any project that is financed by bonds or a lease, except for certain projects delineated in IC 6-1.1-20-1.1. For certain controlled projects, there is a procedure for voters and property owners in the political subdivision to approve (petition for) or reject (remonstrant against) the controlled project. To initiate the petition and remonstrance, a petition filed by the lesser of: (1) 500 persons who are either property owners with the political subdivision or registered voters residing the political subdivision; or (2) 5% of the registered voters residing with the political subdivision, on a petition form approved by the Department of Local Government Finance (DLGF) must be filed with the county voter registration official not later than thirty (30) days after the local political subdivision publishes notice of the preliminary determination to issue bonds/enter leases for the controlled project. (IC 6-1.1-20-3.1(b)(2)-(5))

Once a petition for initiating the petition and remonstrance process is filed with the county voter registration office, the county voter registration official must determine whether each person who signed the petition is a registered voter of the political subdivision. If the county voter registration official has determined that at least five hundred twenty-five (525) persons who signed the petition are registered voters within the political subdivision, the county voter registration office is not required to verify whether the remaining persons who signed the petition are registered voters. If the county voter registration official does not determine that at least 525 registered voters have signed the petition, then not later than fifteen (15) business days after receiving the petition, the county voter registration official must forward a copy of the petition to the county auditor so the auditor can verify to the county voter registration office whether any person who signed the petition, but is not a registered voter of the political subdivision, is a property owner of any real property located in the political subdivision. The county auditor has until not later than ten (10) days after receiving a copy of the petition to complete the verification. (IC 6-1.1-20-3.1(b)(7)-(8))

If the political subdivision is not a township, the county voter registration office must file a certificate and each petition with the body that can authorize the issuance of the bonds or the execution of a lease within 35 business days of the filing of the petition requesting the petition and remonstrance process. But, if the political subdivision is a township, the county voter registration office must file a certificate and each petition with the township trustee who must present the petition(s) to the township board within 35 business days of the filing of the petition requesting the petition and remonstrance process. (IC 6-1.1-20-3.1(b)(9))

If a sufficient petition has been filed, the political subdivision must publish notice concerning the petition and remonstrance process one time no later than thirty (30) days after the date the county voter registration office files the certificate with the political subdivision. (IC 6-1.1-20-3.1(b)(10))

Beginning thirty (30) and ending sixty (60) days after the notice concerning the petition and remonstrance process is published by the political subdivision, petitions in favor of and remonstrances against the bonds or lease may be filed with the county voter registration office by an owner of property within the political subdivision or a registered voter residing within the political subdivision on a form approved by the Department of Local Government (DLGF). The Department of Local Government Finance (DLGF) designs the petition forms upon request from the county voter registration office. Each signature must be dated. Petitions and remonstrances must be filed with the county voter registration office and verified by that office by the sixtieth (60th) day after the notice concerning the process was published. (IC 6-1.1-20-3.2(b)(1))

The county voter registration official must review the petition and remonstrance forms and determine whether each person who signed the petition or remonstrance is a registered voter in the political subdivision. Not later than fifteen (15) business days after receiving a petition and remonstrance forms, the county voter registration office must forward a copy of the petition/remonstrance to the county auditor. Not later than ten (10) business days after receiving the copy of the petition/remonstrance, the county auditor must provide to the county voter registration office a statement verifying: (1) whether a person who signed the petition/remonstrance as a registered voter but who is not a registered voter is the owner of property in the political subdivision; and (2) whether a person who signed the petition/remonstrance as an owner of property does in fact own property within the political subdivision. (IC 6-1.1-20-3.2(b)(2)-(5))

Not later than thirty-five (35) days after the filing of the petitions and remonstrances containing 10,000 signatures or less, the county voter registration office must file a certificate and the petition or remonstrance with the political subdivision charged with issuing bonds or entering into leases. A county voter registration office may take an additional five (5) days to review and certify for each additional 5,000 signatures up to a maximum of sixty (60) days. (IC 6-1.1-20-3.2(b)(6))

### **Petition to Voter Approval of Controlled Project by Referendum**

For certain controlled projects, there is a procedure for voters and property owners in the political subdivision to petition for voters of the political subdivision to approve the controlled project by referendum. To initiate the referendum, a petition filed by the lesser of: (1) 500 persons who are either property owners with the political subdivision or registered voters residing the political subdivision; or (2) 5% of the registered voters residing with the political subdivision, on a petition form approved by the with the county voter registration official not later than thirty (30) days after the local political subdivision publishes notice of the preliminary determination to issue bonds/enter leases for the controlled project. (IC 6-1.1-20-3.5(b)(4)-(7))

Once a petition is filed with the county voter registration office, the county voter registration official must determine whether each person who signed the petition is a registered voter of the political subdivision. If the county voter registration official has determined that at least five hundred twenty-five (525) persons who signed the petition are registered voters within the political subdivision, the county voter registration office is not required to verify whether the remaining persons who signed the petition are registered voters. If the county voter registration official does not determine that at least 525 registered voters have signed the petition, then not later than fifteen (15) business days after receiving the petition, the county voter registration official must forward a copy of the petition to the county auditor so the auditor can verify to the county voter registration office whether any person who signed the petition, but is not a registered voter of the political subdivision, is a property owner of any real property located in the political subdivision. The county auditor has until not later than ten (10) days after receiving a copy of the petition to complete the verification. (IC 6-1.1-20-3.5(b)(8))

Not later than ten (10) business days after determining that at least 525 persons who signed the petition are registered voters or after receiving the statement from the county auditor, the county voter registration office must make the final determination of whether the lesser of 500 registered voters/real property owners or 5% of the registered voters have signed the petition. (IC 6-1.1-20-3.5(b)(9))

If the political subdivision is not a township, the county voter registration office must file a certificate and each petition with the body that has the authority to issue the bonds or execute the lease within 35 business days of the filing of the petition requesting the referendum process. But, if the political subdivision is a township, the county voter registration office must file a certificate and each petition with the township trustee who must present the petition(s) to the township board within thirty-five (35) business days of the filing of the petition requesting the referendum process. (IC 6-1.1-20-3.5(b)(10))

## **Petition and Remonstrance Procedures for Scope Changes for a Controlled Project**

In 2024, the Indiana General Assembly amended state law to add a petition and remonstrance process to a controlled project where the scope of the project changed after the controlled project was approved by a petition or remonstrance process.

If ten (10) property owners or registered voters of a political subdivision file a petition with the proper officers of a political subdivision that initiated the controlled project, contending that the scope of a controlled project approved under the petition and remonstrance process described in IC 6-1.1-20-3.1 or IC 6-1.1-20-3.2 has changed, the subdivision shall hold a public hearing to determine if a new notice and petition and remonstrance process described in IC 6-1.1-20-4.2 must be initiated.

If there is a new petition and remonstrance process, the subdivision shall give notice by publication and notify the circuit court clerk in each county where the political subdivision is located, by first class mail.

Not earlier than thirty (30) days or later than sixty (60) days after the notice is given, petitions in favor of the bonds or lease and remonstrances against the bonds or lease may be filed by an owner or owners of property within the political subdivision or a registered voter residing within the political subdivision. The Department of Local Government Finance (DLGF) designs the petition forms upon request from the county voter registration office. The voter registration office will issue the forms to voters or property owners and verify signatures. The county voter registration office and county auditor must verify the signatures on the petitions and remonstrances in the same manner as what is described in Controlled Project Petition and Remonstrance Process. (IC 6-1.1-20-4.2(b)(5)-(6))

The county voter registration office must file a certificate and the petition or remonstrance with the body of the political subdivision within thirty-five (35) business days of the filing of a petition or remonstrance containing ten thousand (10,000) signatures or less. The county voter registration office may take an additional five (5) days to review and certify the petition or remonstrance for each additional five thousand (5,000) signatures up to a maximum of sixty (60) days. The certificate must state the number of petitioners and remonstrators that are owners of property within the political subdivision and the number of petitioners who are registered voters residing within the political subdivision. (IC 6-1.1-20-4.2(b)(7))

If a petition or remonstrance is presented to the county voter registration office within forty-five (45) days before an election, the office may defer the petition or remonstrance until five (5) days after the election. (IC 6-1.1-20-4.2(b)(6))

Questions concerning the petition and remonstrance process should be directed to the Department of Local Government Finance.





# VOTER REGISTRATION PUBLIC RECORDS

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## Public Records Requests

In general, voter registration records are public records and are subject to examination and copying by the public pursuant to IC 5-14-3. Documents that are confidential and not subject to examination and/or copying by the public include:

- 1) records concerning declinations to register;
- 2) records that indicate the identity of a voter registration agency where a person registered;
- 3) voter registration records of participants in the attorney general's confidentiality program for abused persons (IC 3-7-27-6); and
- 4) proof of citizenship documents provided by a voter in response to a VRG-26 mailing.

In addition, though voter registration applications do not request a full social security number, to the extent a voter registration application or record contains a full social security number the number must be redacted except for the last four digits. (IC 5-14-3-4(a)(12))

A county voter registration office shall, with regard to voter registration information concerning voters of the county in SVRS, act in accordance with the non-discriminatory uniform policy adopted by the county election board. The policy must apply to all records maintained in the computerized list, including election administration records and absentee activity reports, and either permit a person to duplicate or obtain a copy of a computer disc or other similar record that contains voter registration information or not. Notwithstanding IC 5-14-3-8, a county election board may adopt a non-discriminatory uniform fee for production of this electronic record. (IC 3-7-27-6(c); IC 5-14-3-3(g)) **The policy should be in written form in the minutes of the county election board.**

Further, this policy cannot prevent an individual from requesting or receiving accessing individual voter registration records at the county level, which remains public information but for those individuals enrolled in the Attorney General's Address Confidentiality Program.

The county policy also cannot restrict reports or information maintained at the county level concerning voter list maintenance programs. As required under 52 USC 20507(i), a county voter registration office shall retain records concerning the implementation of programs and activities conducted for the purpose of ensuring the accuracy and currency of the voter registration list. These records include the lists of names and addresses of voters who were sent notices under the voter list maintenance program (such as the SAMC or the mailings used for the statewide VLM project) and whether the voter responded to the notice by the date of the request. VLM records must be retained for a period of two (2) years. Except for records concerning declinations to register to vote or that indicate the identity of the voter registration agency where the person registered, the county voter registration office shall make the records available for public inspection and photocopying at a reasonable cost as provided in IC 5-14-3.

**A person requesting any information out of SVRS from a county voter registration office must submit the request on State Form VRG-24.** This form requires the requesting person to agree that the information will not be used to solicit merchandise, goods, services or subscriptions. The person must also agree not to sell, loan, give away or otherwise deliver the information to any other person for a purpose other than political activities or political fund-raising activities. In addition, if there is a cost for providing copies for records, the charge must be uniform to all purchasers. (IC 5-14-3-8(d))

A county voter registration office is not required to create and provide a list, report, or record that has not otherwise been created unless state statute imposes a duty on the county voter registration office to create the list, report, or

record. However, if a list, report, or record has been created, whether required by statute or not, it is a public record and must be provided unless it is subject to some exception under the Public Records Act. (IC 5-14-3-4)

The statewide voter registration system laws (IC 3-7-26.3; IC 3-7-26.4) contain several provisions regarding requests made to the county or to the state for records or reports from the system. Certain persons (state major political party committees, for example) may purchase an annual subscription for the unrestricted voter registration file from the Indiana Election Division for all the information contained in the statewide voter registration system. All other persons may obtain a restricted copy of the list, after certain information such as date of birth and gender, has been redacted by the Division. All persons (except the Chief Justice of Indiana and the clerks of the Northern and Southern District Courts, who are entitled to purchase the list without charge for jury management) are required to pay a fee of \$5,000 per calendar year to the Indiana Election Division for the annual subscription to the unrestricted voter registration file. The Indiana Election Division is permitted to provide parts and reports from the voter registration information maintained on the statewide voter registration system to an individual to confirm that voter's registration status, and for certain purposes listed in IC 3-7-26.3-29. However, these reports may not include the date of birth, gender, telephone number, voting history, or registration date of individual voters, except when the part or report is to be provided to a person who has already paid for an annual subscription for this data. The Election Division can also provide reports which include this restricted information, but do not permit the identification of any individual voter as the result of providing the compilation. (IC 3-7-26.4-4; IC 3-7-26.4-8)

Finally, the state or a county has discretion whether to disclose administrative or technical information that would jeopardize the statewide voter registration system, or infrastructure information which would disclose the configuration of the statewide voter registration system, in response to a public records request. (IC 5-14-3-4) It is the view of the co-directors of the Indiana Election Division that this would include step-by-step training documents, build notes, contracts, and standard operating procedures created by the state. If such a request is made for these materials, please direct the requestor to the Indiana Election Division.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure GEN 1.1 Voter list Data Extraction and Dissemination***

### **Attorney General's Address Confidentiality Program for Victims of Domestic Abuse**

Indiana law establishes an address confidentiality program for persons who are victims of domestic abuse, stalking or sexual assault. A person who applies to the Indiana Attorney General and qualifies under this program may designate an address provided by the Attorney General as his or her address for service of process and receipt of mail. **This confidentiality program does not apply automatically to every person who is granted a protective order by a court.**

Like an absent uniformed services voter, a participant in this program is entitled to an absentee ballot in any election that is conducted during the year in which the applicant applied for an absentee ballot. (ABS-Attorney General) The absentee ballot application allows the program participant to provide the address designated by the Attorney General as the mailing address for receipt of the absentee ballot. The name, address, telephone number, and any other identifying information relating to a program participant, as contained in a voting registration record, is confidential for purposes of Indiana's public records law. The county voter registration office may not disclose for public inspection or copying a name, an address, a telephone number, or any other information described in this subsection, as contained in a voting registration record except (1) To a law enforcement agency, upon written request and (2) as directed by a court order. (IC 3-11-4-6; IC 5-26.5; IC 5-14-3-4(a)(1))

## **Address Confidentiality for Elected Officials & Law Enforcement Officers**

Under Indiana law, certain law enforcement officers and public officials may apply to have their home address restricted from disclosure on a “public property database website” maintained by a county, municipality, or township government. (IC 36-1-8.5-7) A “public property database website” refers to an internet website that is:

- 1) available to general public over the Internet;
- 2) does not require registration, subscription, or the creation of a user name and password to search the web site; and
- 3) connects the law enforcement officer or public official's home address to their name, so that a search of the web site for the person's name discloses the covered person's home address. (IC 36-1-8.5-5)

However, this would not entitle the person to have their address restricted or made confidential in the statewide voter registration system (SVRS). This is because under Indiana law, the SVRS database is owned and maintained by the State of Indiana through the Indiana Secretary of State and the Indiana Election Division and does not come within the law’s definition of a “public property database website.” (IC 3-7-26.3-3)

County election boards are no longer permitted to include the candidate’s address in the legal notice of primary election (CAN-9) that is published in the newspaper. The legal notice of general election (CAN-39) never required a candidate’s name or address be published, but some counties opted to do so for greater transparency. Counties may no longer provide this information on the CAN-39 form.

## **Certain Voter Registration Reports to be Provided to County Party Chairmen**

The county voter registration shall provide the following voter registration information to certain county chairmen and candidates as provided by state law:

- 1) A report containing information regarding all registration applications, excluding any confidential information, executed from the beginning of the registration period and ending sixty-five (65) days before a primary, general, or municipal election is to be forwarded not later than sixty (60) days before the election, upon request, to the Democratic, Libertarian, or Republican (bona fide political parties) party chairmen, if the party has at least one (1) candidate on the ballot in the election, and an independent candidate’s committee if the candidate is on the ballot in the election. (IC 3-7-28-2)
- 2) A report containing information regarding all registration applications, excluding any confidential information, executed from the period beginning sixty-five (65) days before a primary, general, or municipal election and ending twenty-nine (29) days before the election is to be forwarded daily and within forty-eight (48) hours of the data on which the report was created, upon request, to the Democratic, Libertarian, or Republican (bona fide political parties) party chairmen, if the party has at least one (1) candidate on the ballot in the election, and an independent candidate’s committee if the candidate is on the ballot in the election. (IC 3-7-28-3)
- 3) One (1) copy of the registered voter list prepared for the inspector of each precinct under IC 3-7-29-1 shall be furnished to the Democratic and Republican county chairmen, after the county election board receives a written request from the chairman. The copy shall be furnished to the county chairman as soon as the lists are prepared. (IC 3-7-28-4)
  - As soon as the registered voter list is prepared, a copy shall be furnished upon written request to the county chairman of any political party that has at least one (1) candidate on the ballot in the next election; the committee of a candidate whose name will appear on the ballot in the next election; and the county chairman of any other bona fide political party. (IC 3-7-28-5)
    - To qualify as a bona fide political party under IC 3-7-28-5, a political party must file a certification with the clerk of the circuit court of the county that the political party is a bona

fide political party together with verifiable factual representations to support the certification. (IC 3-7-28-6)

- **NOTE:** Notwithstanding IC 5-14-3-3(f), additional copies of the registration lists for the inspectors of each precinct shall be kept open to the public for inspection and copying in the same manner as other public records under IC 5-14-3 at the office of the circuit court clerk or board of registration as soon as the registration lists are completed. (IC 3-7-28-7)
- 4) A list of voters who are mailed voter list maintenance notices under IC 3-7 is to be provided to the following upon request: 1) Democratic and Republican county party chairmen, and 2) the chairmen of a bona fide political party of the county or 3) an independent candidate's committee, if the independent candidate is on the ballot for the next election to be conducted in the county. (IC 3-7-28-8)
- 5) Following the mailing of voter list maintenance notices and the cancellation of a voter's registration under IC 3-7, a master list of precincts showing all persons whose registrations have been cancelled is to be provided to the following upon request: 1) Democratic and Republican county party chairmen, and 2) the chairmen of a bona fide political party of the county or an independent candidate's committee, if the independent candidate is on the ballot for the next general election to be conducted in the county. (IC 3-7-28-9; IC 3-7-28-10) The master list of copies shall be prepared and furnished not later than fifteen (15) days after a voter's registration has been canceled under the voter list maintenance program. (IC 3-7-28-11)
- 6) A list of deceased persons whose registrations have been canceled is to be provided to the following upon request: 1) Democratic and Republican county party chairmen, and 2) the chairmen of a bona fide political party of the county or an independent candidate's committee, if the independent candidate is on the ballot for the next election to be conducted in the county. A request filed for this report may state that the list is to include only cancellations made by the county voter registration office within a period specified in the request. (IC 3-7-28-12)
- 7) A list of disfranchised voters (that is, individuals who were cancelled following imprisonment after conviction of a crime) whose registrations have been canceled is to be provided to the following upon request: 1) Democratic and Republican county party chairmen, and 2) the chairmen of a bona fide political party of the county or an independent candidate's committee, if the independent candidate is on the ballot for the next general election to be conducted in the county. A request filed for this report may state that the list is to include only cancellations made by the county voter registration office within a period specified in the request. (IC 3-7-28-13)
- 8) A list of the names and addresses of all voters whose registrations have been canceled under IC 3-7 is to be provided to the following upon request: 1) Democratic and Republican county party chairmen, and 2) the chairmen of a bona fide political party of the county or an independent candidate's committee participating in a primary, general, or municipal election. Upon request, the county voter registration office shall report cancellations daily and within forty-eight (48) hours after the day the cancellations were made, until Election Day. A request filed for this report may state that the list is to include only cancellations made by the county voter registration office within a period specified in the request. (IC 3-7-28-14)

### **Providing Requested Election and Absentee Reports**

In a vote center county, the county vote center plan must include the method and timing of providing voter data to those who are entitled to receive the data under Title 3. Data shall be provided to all persons entitled to the data without unreasonable delay. (IC 3-11-18.1-4(16)) In a non-vote center county, the county election board must establish a plan setting forth the method and timing for providing absentee reports to a person entitled under state law to

receive the report, such as a county party chair, without unreasonable delay. (IC 3-6-5-17.3)

Additionally, a county must provide absentee activity reports produced by the statewide voter registration system (SVRS) and other election day reports not later than 10 a.m., noon, 2 p.m., and 4 p.m. local time on election day. However, the county election board may adopt a policy by unanimous vote to provide the reports at alternative times on election day. (IC 3-7-27-6.5)

A political party or independent candidate who is eligible to appoint a watcher to the polls in a county under IC 3-6-8 is entitled to receive reports that can be generated from the county's electronic pollbook system. (IC 3-11-8-10.3(b)(8)(B))

## **Public Records Retention**

A county voter registration office receives many documents in the performance of its duties. These records must be retained for a period of time specified by the NVRA and Indiana statute. Also, a county commission on public records may have adopted a retention schedule pursuant to IC 5-15-6 that may apply to the retention and destruction of public records. However, this retention schedule could not provide for the destruction of records earlier than dates specified by federal or state statute applicable to the records in question.

### Retention of Paper Voter Registration Records

The county voter registration office shall retain a voter's paper registration records associated with the address at which the voter is registered to vote until all of the following are satisfied:

- 1) the voter's registration at the residence address in the voter's registration application has been cancelled; and
- 2) the general election immediately following the cancellation of the voter's registration has occurred; and
- 3) twenty-four (24) months have elapsed following the general election described in (2) above.

For example, if a voter's registration is cancelled July 1, 2024, the voter's paper registration records associated with the voter's registration at that address may be disposed of as provided in state law and the county's retention schedule after November 3, 2026. Alternatively, if the voter's registration was cancelled on September 30, 2023, then the cancelled registration can be disposed of after November 3, 2026. (IC 3-10-1-31.1) In the example, the general election immediately following the cancellation of the voter's record was held in November 2024 and 24-months after that election is November 2026.

**It is critically important to always keep both the original voter registration application and any later documentation related to that registration to update or cancel a person's registration, such as a VRG 4/12, Statewide Address Mailing Confirmation (SAMC) Notice, or Statewide VLM-Voter Response Card, for any voter who is "active" or "inactive" until the registration is cancelled.**

Once cancelled for any reason (death, request for cancellation, voter list maintenance programs, and imprisonment following conviction), most of the documents concerning the cancelled registration (including but not limited to VRG 4/12; VRG-7; VRG-11; VRG-14; federal voter registration form; statewide address confirmation notice [SAMC]; a voter completed voter response card [VRC under the statewide voter list maintenance program in IC 3-7-38.2-17] must be kept by the county voter registration official until the following are satisfied:

- 1) The voter's registration at the residence address in the voter's registration application has been cancelled; and
- 2) The general election immediately following the cancellation of the voter's registration has occurred; and twenty-four (24) months have elapsed following the general election described in (2) above. (IC 3-10-1-31.1)

### Retention of Poll Lists & Other Voter Registration Documents

Other documents that must be kept for two (2) years after the next general election following the date the document was created or received are:

- 1) rejected registration applications;
- 2) declinations to register to vote using the VRG-6 form from full-service agencies;
- 3) reports regarding persons who have been imprisoned following conviction from the county sheriff, Department of Correction or any court;
- 4) reports regarding the death of any person used to cancel that person's registration received from the State Department of Health or any local health official;
- 5) any postcard, list or other information received or created during the course of a voter list maintenance program (other than a completed voter response card to update or cancel a person's registration such as the VRC from the statewide voter list maintenance program or SAMC notice);
- 6) any document that identifies the full service voter registration agency where an applicant completed a voter registration application;
- 7) certificates of error; and
- 8) any report from the Indiana Election Division or other source from out of state regarding the cancellation of a registration due to a voter moving out of state. (IC 3-7-27-6)

County voter registration offices must keep the **poll lists** after Election Day once they are used to update voter registrations based upon activities occurring on Election Day. Poll lists must be retained for at least twenty-two (22) months after the election before they are destroyed. However, for convenience's sake, these records may be batched with the records that may be destroyed after twenty-four (24) months. Further, a county may decide it is easier to batch records for destruction according to the year to which they pertain. For example, a policy might state all documents that pertain to the 2024 election may be destroyed on January 1, 2027, which is longer than the minimum 22-month requirement for primary or general election materials such as ballots, poll lists, and tabulator printouts.

Though not a voter registration document or form, **minutes from the county election board meetings** and certified election results may never be destroyed. Original records must remain on file with the county election official in perpetuity.

### **Scanning Voter Registration Records**

A county voter registration office shall scan a paper document and attach the scanned image of the document to the voter's file in the statewide voter registration system (SVRS) if the paper document creates, amends, or cancels the voter's registration record. In addition, the county voter registration office shall scan a voter registration application that is subsequently rejected and associate it with the rejected record in the SVRS. (IC 3-7-33-8)

In addition to state or federal registration forms submitted on paper to county or state election officials, documents like the Statewide Address Mailing Confirmation (SAMC) Notice or the voter list maintenance response card sent to a voter during the bi-annual statewide list maintenance project may also need to be scanned and attached to the voter's electronic record in SVRS. If a voter uses one of these notices to update their registration within their county or authorization cancellation, then it is considered a voter registration document and needs to be properly retained in the county's paper voter registration file and an electronic copy made to add the image to the voter's SVRS record. (NOTE: much like a regular voter registration form, these notices must be signed by the voter and, if updating a registration, the voter is to answer affirmatively to the age and citizenship questions.)

Other notices created by a county or statewide voter list maintenance project that are not altering a voter's registration may be scanned and added to the voter's record in SVRS but are not required to be.

## **Printing Voter Registration Applications Received Electronically (OVR, BMV, ABS-VPD)**

There is no requirement in state law to print an online registration form submitted electronically to county officials through SVRS, whether through the online portal to the OVR Hopper or by the BMV to the BMV Hopper. The document is automatically created and attached to the registrant's record. However, if a county official does print the voter's online registration document for their record keeping purposes, then the printed copy needs to be preserved with the county's paper registration documents until such a time it is appropriate to destroy the record per the retention schedule.

**County Voter Registration Officials, additional resources are available:**

- ***Standard Operating Procedure VRG 27.1 Voting History on Voter Registration Applications***
- ***Standard Operating Procedure VRG 48.1 Storage and Retention Requirements for Paper VR forms***
- ***Current Version of Election Administrator's Manual on "Retention of Election Records"***





# VIOLATIONS AND PENALTIES

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## Investigations and Enforcement

**A county election board may investigate and rule on questions concerning reported voter registration law violations.** If the county election board has substantial reason to believe that a violation of the voter registration laws has or will occur, the board may conduct an evidentiary hearing to resolve the issue. The county election board has the power to subpoena witnesses, and question those witnesses under oath. If, after affording due notice and an opportunity for a hearing, the county election board believes that an act constitutes or will constitute a violation, the board may take whatever action it deems proper under the circumstances. This includes referring the matter to the attorney general for civil action, such as an injunction, or to the county prosecuting attorney for criminal prosecution. (IC 3-6-5-31; IC 3-14-5-3)

**With one exception, Indiana law requires that a county election board forward all challenge affidavits returned by precinct election officers following the close of the polls to the prosecuting attorney who will forward the affidavits to the foreman of the grand jury when the jury is next in session.** Those challenge affidavits issued due to a voter needing to provide additional HAVA residence documentation for certain first time voters need not be transmitted to the grand jury. (IC 3-14-5-1) The grand jury is required to inquire into the truth or falsity of the affidavits, and to file a report of the results of its inquiry with the court. **Indiana law requires that a county election board also mail a copy of these affidavits to the Secretary of State of Indiana. (IC 3-14-5-2(c)(2))**

The prosecuting attorney shall preserve the affidavits and envelopes and return the affidavits and envelopes to the circuit court clerk after the completion of any proceeding resulting from the investigation of the affidavits or envelopes. (IC 3-14-5-2(f))

## Penalties

Indiana election law provides that the following offenses are Level 6 felonies, which subjects a person to up to two and one half years of imprisonment, a \$10,000 fine, or both, upon conviction. The laws cited below should be studied carefully, since they may contain requirements or exemptions that are not set forth in detail here:

- 1) Conspiring with an individual for the purpose of encouraging the individual to submit a false application for registration. (IC 3-14-2-1)
- 2) Paying or offering to pay an individual for doing any of the following: (A) applying for an absentee ballot; (B) casting an absentee ballot; (C) registering to vote; or (D) voting. (IC 3-14-2-1)
- 3) Accepting payment of property for doing any of the following: (A) applying for an absentee ballot; (B) casting an absentee ballot; (C) registering to vote; or (D) voting. (IC 3-14-2-1)
- 4) Knowing that an individual is ineligible to register to vote or to vote and doing either of the following: (A) soliciting the individual to complete an absentee ballot application; or (B) soliciting the individual to submit an absentee ballot application to a county election board. (IC 3-14-2-2.5)
- 5) Knowingly voting or offering to vote at an election when the person is not registered or authorized to vote. (IC 3-14-2-9)

- 7) Except when permitted under certain “fail safe procedures”, knowingly voting or offering to vote in a precinct except the one in which the person is registered and resides or knowingly making a false statement to a poll worker or when signing a poll list concerning the voter’s name, residence address or voter identification number. (IC 3-14-2-11)
- 8) Knowingly voting or applying to vote in a name other than the person’s own. (IC 3-14-2-12)
- 9) Having voted once at an election, knowingly applying to vote at the same election in the person’s own name, or any other name. (IC 3-14-2-12)
- 10) Knowingly hiring or soliciting another person to go from one precinct to another for the purpose of voting at an election when the person hired or solicited is not a voter in the precinct. (IC 3-14-2-13)
- 11) Allowing a person to vote who is not entitled to vote, or by use of an unauthorized procedure if a precinct election officer or public official. (IC 3-14-2-14)
- 12) Knowingly omitting to perform a duty imposed by the election code if a precinct election officer or public official. (IC 3-14-4-3)
- 13) Paying an individual any property based on the number of petition signatures obtained to place a candidate or public question on a ballot. (An individual may continue to be paid for this political activity, but not “directly or indirectly” based on the number of signatures obtained.) (IC 3-14-2-1)
- 14) Paying or offering to pay an individual any property based on the number of voter registration applications obtained by the individual. (An individual may continue to be paid for this political activity, but not “directly or indirectly” based on the number of applications obtained.) (IC 3-14-2-1)
- 15) Except for casting a replacement ballot in accordance with the Indiana election code, knowingly or intentionally voting more than one (1) ballot in the same election. (IC 3-14-2-31)

Indiana election law provides that the following offenses are a Class A misdemeanor, which subjects a person to up to one year of imprisonment, a \$10,000 fine, or both, upon conviction:

- 1) Refusing to receive and record a petition of nomination when presented in accordance with the election laws, or suppressing such a document that has been duly filed. (IC 3-14-1-1)
- 2) Recklessly destroying or failing to file or deliver to the proper office a voter registration affidavit or form of registration in accordance with IC 3-7 after the affidavit or form has been executed. (IC 3-14-2-5(b))
- 3) Knowingly, intentionally, or recklessly releasing or removing any registration materials or information contained in the statewide voter registration system from the county voter registration office, except when release or removal is necessary to comply with IC 3-7, or for the destruction of the materials under IC 5-15-6 (the record retention statutes. (IC 3-14-2-6)
- 4) Recklessly voting at an election, unless the person is a registered voter under the requirements of IC 3-7 at the time of the election. (IC 3-14-2-10)

Indiana election law provides that the following offense is a Class C infraction, which subjects a person to a judgment of up to \$500: When a person, knowing that a person is not a voter and will not be a voter at the next election, applies

for registration or procures registration for a voter. This offense is a Class A misdemeanor if it is committed knowingly or intentionally and the person has a prior unrelated adjudication or conviction for this violation within the previous five (5) years. (IC 3-14-1-2)

## **Crimes Against Election Workers**

A person who threatens an election worker commits a Level 6 felony. An “election worker” means a precinct election officer or poll worker, a county election board member, a county board of elections and registration member, a board of voter registration member, a circuit court clerk, a circuit court clerk employee, a town election board member, a student poll worker appointed by a county election board under IC 3-6-6-39, a polling location challenger or pollbook holder, a poll watcher, an absentee voter board member, an absentee ballot counter, or an absentee courier.

“Threatening an election worker” occurs when a person communicates a threat to an election worker with the intent that the election worker engage in conduct against the election worker’s will or be placed in fear of retaliation for a prior lawful act relating to an election. This statute does not apply to an offense that occurs at a health facility.

A person who with the intent to obstruct or interfere with an election worker or voter in the chute who knowingly or intentionally engages in obstruction or interferes with an election worker or a voter in the chute on election day or during early voting, except at a health facility as defined in IC 16-18-2-167, commits a Level 6 felony.

A person who knowingly and intentionally injures an election worker in the exercise of the election worker’s duties or because the election worker has exercised the election worker’s duties, except at a health facility as defined in IC 16-18-2-167, commits a Level 6 felony.

A person who communicates a threat, as defined in IC 35-45-2-1, to an election worker with the intent that the election worker engage in conduct against the election worker’s will or be placed in fear of retaliation for a prior lawful act relating to an election, except at a health facility as defined in IC 16-18-2-167, commits the crime of threatening an election worker, a Level 6 felony. (IC 3-14-3-4; IC 3-14-3-18)



# APPENDIX

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## Resources:

Sample Notice to Certain Voters Required to Provide Additional Documentation  
Sample Jury Questionnaire with Voter Registration Questions  
Fail Safe Decision Diagrams for Voters Moving Within or Out of State  
Public Access Counselor Opinion regarding VRG-24  
Public Access Counselor Opinions regarding CEB Uniform, Non-Discriminatory Policy to Release Full County VR File  
Court Order Issuing Permanent Injunctions Regarding Voter List Maintenance  
Sample Attorney General Address Confidentiality Program Notice

## Commonly Used Voter Registration Forms:

Below is a list of voter registration forms used in Indiana. Copies of these forms are no longer included in this *Guidebook*, as these forms may be updated at any time during the election year. Instead, county voter registration officials and voters should visit [in.gov/sos/elections](http://in.gov/sos/elections) and select the “Election Administrator’s Portal” link. On this page, a link is available to direct you to the current version of all election forms, including those listed below. Alternatively, the state’s Forms Management agency maintains current versions of these forms at [forms.in.gov](http://forms.in.gov).

- Affidavit of Request to Update Voter Registration at Time of Requesting Ballot (VRG-4/12)
- Indiana Registration by Mail Application (VRG-7)
- Indiana Registration by Mail Application – Spanish (VRG-7 Spanish)
- Indiana Voter Registration Material Receipt (VRG-8)
- Indiana Voter Registration Material Transmittal (VRG-9)
- Authorization to Cancel Registration (VRG-14)
- Affidavit of County Voter Registration Officer Concerning Voter List Maintenance (VRG-21)
- Application for County Voter Registration Computerized Data (VRG-24)
- Proof of Citizenship Notice and Instruction (VRG-26)
- County Election Board Hearing Notice; Proof of Citizenship (VRG-27)
- Uniformed Services Voter Registration Certificate (ABS-11)
- Affidavit for Late Voter Registration by Absent Uniformed Services Voter (ABS-13)
- Federal Registration Form
- Federal Registration and Absentee Ballot Request (for military and overseas voters) (FPCA; Standard Form 76)
- Voters with Print Disabilities Combined Voter Registration and Absentee Ballot Application (ABS-VPD)

**NOTE: The Voter Registration Acknowledgment Notices (VRG-10 and VRG-13a); the Authorization to Cancel Registration (VRG-14); the Notice of Disfranchisement (VRG-17); the Statewide Address Confirmation Mailing (SAMC) Notice; and the Certificate of Error (VRG-22) are available in an electronic format within SVRS for county users only.**





**IMPORTANT NOTICE**  
**PLEASE READ CAREFULLY AND RESPOND PROMPTLY**



Dear

Thank you for registering to vote by mail. Under a new federal law, if you submitted your application to register to vote through the mail after January 1, 2003, you must present the HAMILTON County registration office with a copy of a personal identification document before your ballot can be counted in the next election.

If you believe you have received this notice in error, please check one of the following exemptions, sign this notice, and return the notice to the HAMILTON County Voter Registration Office.

☐ I previously voted in a general election in HAMILTON County in the following year (check one)  
☐ 2022    ☐ 2020    ☐ 2018    ☐ 2016    ☐ Other \_\_\_\_\_

☐ If I was registered to vote under a different name at that election, my name was: \_\_\_\_\_

☐ I am a military voter, the spouse of a military voter, or a dependent of a military voter, who is currently outside of Hamilton County

☐ I am an overseas voter who is currently outside of the United States

☐ I did not register to vote by mailing a voter registration application to your office.

Signature of Voter

Printed Name of Voter

Date Signed (MM/DD/YY)

If you do not qualify for one of the exemptions mentioned above, please come into the county voter registration office to present one of the documents listed below OR return this notice by mail (HAMILTON COUNTY VOTER REGISTRATION, JUDICIAL CENTER ONE HAMILTON COUNTY SQUARE SUITE 106 NOBLESVILLE, IN 46060) or FAX (317-770-8877) with a photocopy of one of the following documents:

**Do NOT mail this office an original copy of any document.**

**The document must have your name and current residence address PRINTED on the document:**

- Current and valid photo identification, such as your Indiana driver's license
- Current utility bill
- Current bank statement
- Current government check
- Current paycheck
- Other government document that shows your name and address

**PLEASE NOTE:**

**If you are required to present this documentation to the Hamilton County Voter Registration Office, we encourage you to do so now, if possible, and at least 30 days BEFORE election day.**

If you do not do so, you will be asked by the poll workers at your precinct to present this documentation.

If you do not present the poll worker with this documentation, you will still be allowed to vote. If you present your documentation to the county voter registration office before the polls close at 6 pm local time, your ballot will be counted.

If you do not present this document before the close of the polls, your ballot will NOT be counted since you have not complied with the requirements under the new federal law.

If you have further questions, please contact:

HAMILTON COUNTY VOTER REGISTRATION  
JUDICIAL CENTER  
NOBLESVILLE, IN 46060  
317-776-9632

**Thank you for your assistance!**





# Sample Jury Questionnaire

Name \_\_\_\_\_

Address \_\_\_\_\_

Zip Code \_\_\_\_\_ Telephone \_\_\_\_\_

## Qualifications:

ARE YOU A CITIZEN OF THE UNITED STATES? YES ☐ NO ☐

ARE YOU 18 YEARS OF AGE OR OLDER? YES ☐ NO ☐

ARE YOU A RESIDENT OF \_\_\_\_\_ COUNTY? YES ☐ NO ☐

DO YOU READ, WRITE, SPEAK AND UNDERSTAND  
THE ENGLISH LANGUAGE? YES ☐ NO ☐

DO YOU HAVE A PHYSICAL OR MENTAL DISABILITY  
THAT WOULD INTERFERE WITH OR  
PREVENT JURY SERVICE? YES ☐ NO ☐

ARE YOU UNDER A SENTENCE IMPOSED FOR AN  
OFFENSE? YES ☐ NO ☐

ARE OUR VOTING RIGHTS REVOKED? YES ☐ NO ☐

HAVE YOU SERVED AS A JUROR IN \_\_\_\_\_ COUNTY  
IN THE PAS YEAR? YES ☐ NO ☐  
IF SO, LIST THE MONTH \_\_\_\_\_

ARE YOU UNDER A GUARDIANSHIP DUE  
TO A MENTAL INCAPACITY? YES ☐ NO ☐

## Statutory Exemptions: CHECK BOX TO CLAIM EXEMPTION.

☐ AGE 65 OR OLDER

## Deferral:

☐ DUE TO PERSONAL HARDSHIP I AM UNAVAILABLE FOR JURY SERVICE AT THIS TIME, BUT WOULD BE AVAILABLE  
WITHIN THE NEXT TWELVE (12) MONTHS.

I WOULD BE AVAILBLE THE MONTH OF \_\_\_\_\_  
THE JUDGE WILL ADDRESS ANY OTHER REASON YOU SHOULD BE EXCUSED IN COURT ON THE DAY YOU APPEAR FOR  
JURY SERVICE.

IF YOU ARE NOT A RESIDENT OF \_\_\_\_\_ COUNTY, DO YOU WANT TO CANCEL YOUR VOTER REGISTRATION?  
YES ☐ NO ☐

I AFFIRM UNDER PENALTIES OF PERJURY THAT THE ANSWERS TO ALL QEUSTIONS ARE TRUE AND CORRECT.

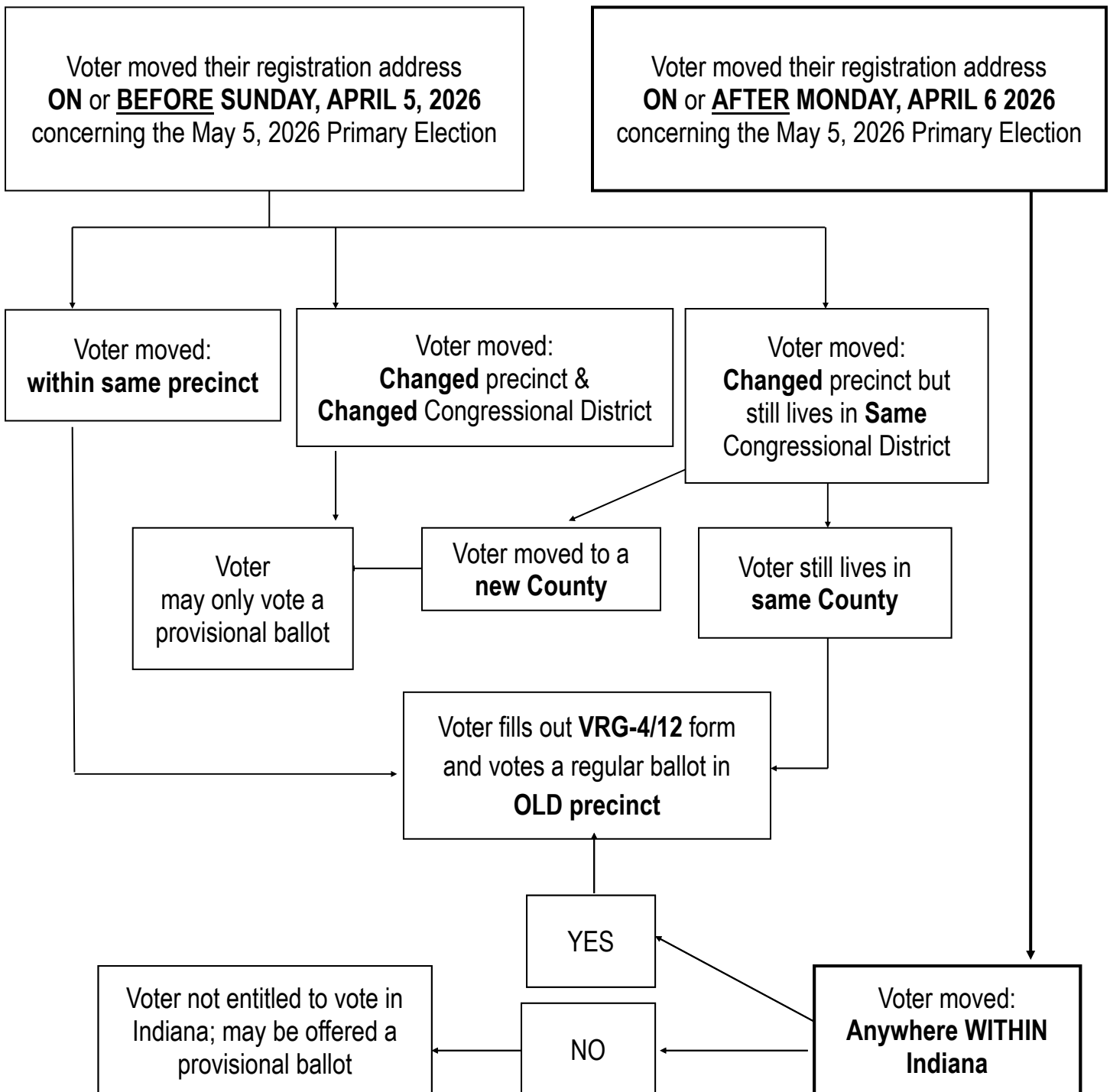
Date \_\_\_\_\_

Signature \_\_\_\_\_



# PRIMARY ELECTION (May 5, 2026)

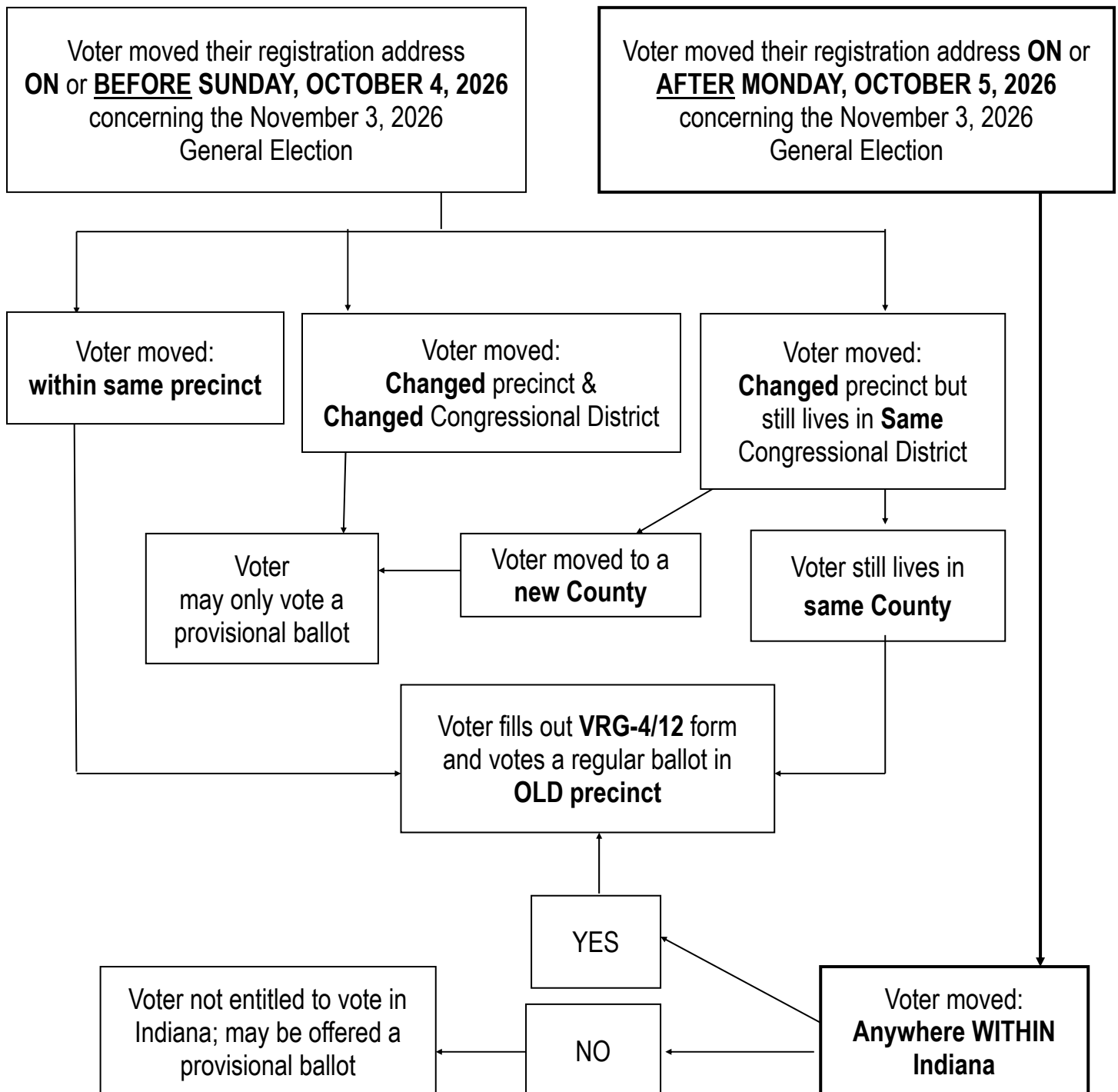
Voter Moved **WITHIN** the State of Indiana



**DISCLAIMER:** In some circumstances a voter who moves may not be able to cast a vote for all candidates or on all public questions in their precinct of former residences. Please contact your county election board for additional guidance. If a voter moves out of state he or she is NOT eligible to go back to their old Indiana polling place one last time to vote in the primary election.

# GENERAL ELECTION (November 3, 2026)

## Voter Moved WITHIN the State of Indiana



**DISCLAIMER:** In some circumstances a voter who moves may not be able to cast a vote for all candidates or on all public questions in their precinct of former residences. Please contact your county election board for additional guidance. If a voter moves out of state he or she is NOT eligible to go back to their old Indiana polling place one last time to vote in the general election.

## PUBLIC ACCESS TO ELECTION RECORDS

### General rules

Generally, the Access to Public Records Act (“APRA”) (*Ind. Code § 5-14-3*) provides that all records maintained by a public agency are public records, but some may be confidential or disclosable at the discretion of the agency. All public records that do not fall into the statutory exceptions must be made available for public inspection and copying. (*See I.C. § 5-14-3-3*)

The APRA is a general statute; any specific statutes regarding access to specific records supersede the APRA. Title 3 contains provisions related specifically to election materials and voter registration records.

An agency cannot declare records confidential absent statutory authority or rule-making authority specifically allowing the agency to classify records confidential. (*See I.C. § 5-14-3-4(a)(2)*)

The agency may not deny access because the person refuses to state the purpose of the request. The agency may ask the purpose of the request but may not demand to know unless the agency can deny access on the basis of a statutory limitation on to whom or for what purpose the record may be disclosed. (*See I.C. § 5-14-3-3(a)*)

If a public record is partially disclosable, the public agency must separate or redact the nondisclosable material and disclose the rest of the record. (*See I.C. § 5-14-3-6(a)*)

An agency may not disclose a social security number contained in the records of a public agency. (*See I.C. § 5-14-3-4(a)(12)*) The last four digits do not constitute a social security number.

### Election materials (\*applies to elections held after December 31, 2003)

The general rule for retention of election materials is that they must be retained for 22 months from the date of the election. (*See I.C. § 3-10-1-31.1(c)*) Any record concerning an issue in litigation must be retained until the controversy is resolved, subject to court orders.

The general rule for election materials is that they are available for public inspection and copying after the period for filing and recount and contest has expired. (*See I.C. § 3-10-1-31.1(c)*) This includes poll lists, applications for absentee ballots, ballot envelopes, tally sheets, and the computer programs used to tabulate votes.

Exceptions to public inspection and copying:

- Unused ballots may be disposed of after the time for filing a petition for recount or contest has expired. One ballot and one provisional ballot must be preserved. (*See I.C. § 3-11-3-31*)
- Affidavits challenging a voter as an illegal voter must be opened and copied. The copy must be sent to the secretary of state. The original must be resealed and delivered to the foreman of the grand jury. (*See I.C. § 3-14-5-2*) This includes provisional ballot affidavits. (*See I.C. § 3-14-5-2*)
- Provisional ballot materials indicating whether a voter’s ballot was counted and if not, the reason why not, must be maintained as confidential. (*See I.C. § 3-11.7-6-3*)
- If an order is issued under *I.C. § 3-12-6-19*, *I.C. § 3-12-11-16*, or *42 U.S.C. 1973*, continued preservation of the confidentiality of the records is required.
- If a petition for a recount or contest is filed, the election material remains confidential until completion of the recount or contest. (*See I.C. § 3-10-1-31.1(d)*)

Ballots remain confidential even after the period for filing a petition for recount or contest has expired. (*See I.C. § 3-10-1-31.1(c)*)

If a county voter registration office determines that the inspection and copying of precinct election material would reveal the political parties, candidates, and public questions for which an individual cast an absentee ballot, the county voter registration office shall keep confidential only the part of the election material necessary to protect the secrecy of the voter's ballot. (*See I.C. § 3-10-1-31.1(f)*)

Upon delivery of the poll lists, the voter registration office may unseal the envelopes containing the poll lists for the purposes of cancellation, transfer, name change, or addition of a registration. Upon completion of inspection, the poll list shall be preserved with the ballots and other election materials. (*See I.C. § 3-10-1-31.1(e)*)

### **Voter registration records**

Generally, voter registration affidavits or forms must be available at reasonable times for public inspection, transcription, and copying. (*See I.C. § 3-7-27-12*)

If a county conducts a voter list maintenance program, the county must retain the related records for two years. The records must be available for inspection and copying. (*See I.C. § 3-7-27-6*)

Exceptions to public inspection and copying of voter registration records:

- Records concerning declinations to register to vote
- Records that indicate the identity of a voter registration agency where a person registered
- Registration records of participants in the attorney general's confidentiality program for abused persons

A county voter registration office shall act in accordance with a nondiscriminatory uniform policy adopted by the county election board with regard to voter registration information concerning voters of the county maintained on a computerized system. The policy must either permit a person to obtain a copy of the electronic voter registration information or not permit a person to obtain a copy of the information. (*See I.C. § 3-7-27-6(c)*)

A person who requests computerized voter information under this subsection must provide a written statement the person will not use the information to solicit merchandise, goods, services, or subscriptions or sell, loan, give away, or otherwise deliver the information to any other person for a purpose other than political activities or political fundraising activities. State Form VRG-24 must be used.

A county voter registration office is not required to create and provide a list or record that has not otherwise been created unless state statute imposes a duty on the agency to create the list or record. But if a list has been created, even if not required by statute, it is a public record and access to it must be provided unless it is excepted from disclosure under the APRA. (*See I.C. § 5-14-3-3*)

If section 3 of the APRA (the right to inspect and copy records) conflicts with Ind. Code 3-7 (voter registration laws), I.C. 3-7 applies. (*See I.C. § 5-14-3-3(h)*)

Original voter registration records (e.g. paper applications) must be retained as long as that voter is a registered voter, whether active or inactive. Upon cancellation of the registration, the 22-month retention begins.

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**OPINION OF THE PUBLIC ACCESS COUNSELOR**

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JAMES A. O'BRIEN,  
*Complainant,*

v.

ST. JOSEPH CNTY BD OF VOTER REGISTRATION,  
*Respondent.*

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Formal Complaint No.  
19-FC-18

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Luke H. Britt  
Public Access Counselor

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BRITT, opinion of the Counselor:

This advisory opinion is in response to a formal complaint alleging the St. Joseph County Board of Voter Registration violated the Access to Public Records Act.<sup>1</sup> Attorney Jamie C. Woods filed an answer on behalf of the board. In accordance with Indiana Code § 5-14-5-10, I issue the following opinion to the formal complaint received by the Office of the Public Access Counselor on February 18, 2019.

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<sup>1</sup> Ind. Code §§ 5-14-3-1 to -10

## **BACKGROUND**

This complaint concerns a dispute over access to the voting histories of two members of the St. Joseph County Parks Board.

On January 17, 2019, James A. O'Brien filed public records requests with both the St. Joseph County Board of Voter Registration and the St. Joseph County Clerk seeking the following:

A copy of vote histories identifying whether the following individuals voted in primary elections from 2008 through and including 2018 and reflecting whether said individuals voted in the Democrat or Republican primary for each respective year: Mr. Larry A. Catanzarite; Dr. Virginia Calvin.

Catanzarite and Calvin are both members of the St. Joseph County Parks Board. O'Brien says he is interested in reviewing these records because he believes, and intends to prove that Catanzarite and Calvin are both Democrats; and thus, their appointments to the parks board are at odds with a law that requires appointees to be from different political parties.<sup>2</sup> O'Brien says without these records there is no way for a member of the public to determine a board member's party affiliation.

In a letter dated February 8, 2019, the Board partially denied O'Brien's request. The Board relied on a resolution adopted by the St. Joseph County Election Board on May

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<sup>2</sup> O'Brien does not cite any statutory authority for this claim. Presumptively he is referencing Ind. Code § 36-10-3-4(d).



22, 2017. According to the Board, the resolution—authorized and adopted in accordance with Indiana Code section 3-7-27-6(c)—allows it to withhold certain electronically stored poll book information. As a result, the Board withheld from disclosure the records responsive to O’Brien’s request for the years 2016 and 2018. The Board contends that it provided O’Brien the records requested for the two individuals for the years 2008 to 2014, which O’Brien does not dispute.

O’Brien filed a formal complaint with this office ten days later.

On March 4, 2019, the Board filed an answer disputing O’Brien’s claim that its denial violated the Access to Public Records Act. Essentially the Board’s answer mirrors the reasoning it used in the original, partial denial of O’Brien’s request: the local election board adopted a resolution in accordance with a state statute that authorizes the board to withhold the requested records.

## **ANALYSIS**

### **1. The Access to Public Records Act**

APRA states that “(p)roviding persons with information is an essential function of a representative government and an integral part of the routine duties of public officials and employees, whose duty it is to provide the information.” Ind. Code § 5-14-3-1. The St. Joseph County Board of Voter Registration is a public agency for the purposes of the APRA; and thus, subject to the Act’s requirements. Ind. Code § 5-14-3-2(n). As a result, any person has the right to inspect

and copy the Board's disclosable public records during regular business hours unless the records are protected from disclosure as confidential or otherwise exempt under the APRA. *See* Ind. Code § 5-14-3-3(a).

## **2. Individual Voter History Records**

This matter concerns access to individual voter history records. This office previously addressed this issue in *Opinion of the Public Access Counselor*, 14-FC-247 (2014).

Indiana Code section 3-7-27-6(c) allows a county voter registration office to pass a uniform non-discriminatory policy to allow or disallow a requester from seeking a duplicate copy or wholesale access to a voter registration list (see subsection (a)).

As noted in 14-FC-247, this subsection applies to a voter registration list, but not necessarily *individual* voter history by name. Presumably, the statute exists to protect the integrity of a system as a whole and defers to local government the discretion to allow access to a copy the list or not.

Contrast this with the prohibition on requests for voter history made to the Indiana Election Division. *See* Ind. Code § 3-7-26.4-8(c). This subsection, however, is SVRS-specific and only applies to the State Election Division and not individual counties. As evidenced by the release of paper voter history records to the requester in this case, voter histories are not confidential on the local level.

Therefore the policy passed by St. Joseph County is perfectly legitimate to deny access to lists of wholesale information extrapolated from the Voter Registration History. It does

not apply, however, to reasonably particular requests for individual entries.

Here, the requester asked for voter history information for two specific, named individuals. While the Board provided pre-2014 information, he was denied recent data. This Office agrees that there would be no other way to verify voting histories of individuals if the county policy is applied to individual entries. I have also verified that the Indiana Election Division does not consider county level voter history data to be confidential and the policies were intended to only apply to duplicate copy of lists or copies of systems.

### **CONCLUSION**

Based on the foregoing, it is the opinion of the Public Access Counselor that the St. Joseph County Board of Voter Registration may deny copies of the voter registration list or access to wholesale system registration, but must receive and fulfill reasonably particular requests for individual entries.

A handwritten signature in black ink, appearing to read 'LH Britt', with a stylized flourish at the end.

Luke H. Britt  
Public Access Counselor





## STATE OF INDIANA

### Indiana Election Division

J. Bradley King, Co-Director  
Angela M. Nussmeyer, Co-Director

Indiana Election Division  
302 West Washington Street, Room E204  
Indianapolis, Indiana 46204-2767  
Phone: (317) 232-3939  
Fax: (317) 233-6793

## MEMO

To: County Voter Registration Officers

From: Co-Directors J. Bradley King and Angela M. Nussmeyer

Date: November 19, 2021

Re: Court Order Issuing Permanent Injunctions Regarding Voter List Maintenance

The Southern District of Indiana United States District Court issued two permanent injunctions on November 2, 2021, concerning what is legally necessary to cancel a registration record of an Indiana voter because of a change of residence. Copies of these two orders are attached.

State law required the co-directors of the Indiana Election Division to establish the Indiana Data Enhancement Association (IDEA) pursuant to IC 3-7-38.2-5.1. With the litigation resolved, other states, who join IDEA, may provide Indiana with voter registration information to help identify if a person may be registered in Indiana and the IDEA-enrolled state.

Not later than thirty (30) days following the receipt of information indicating that a voter of Indiana may also be registered to vote in another state, the Election Division shall provide the appropriate county voter registration office with the name of the voter and any other information obtained concerning that voter, if both of the following apply:

- (1) The first name, last name, and date of birth of the Indiana voter is identical to the first name, last name, and date of birth of the voter registered in the other state.
- (2) A comparison of the records indicates that there is a confidence factor that the records are for the same individual resulting from the accumulation of at least seventy-five (75) points based on the following criteria:
  - (A) Full Social Security number: 40 points.
  - (B) Last four (4) digits of Social Security number: 10 points.
  - (C) Indiana driver's license or identification card number: 50 points.
  - (D) Date of birth: 25 points.
  - (E) Last Name: 15 points.
  - (F) First Name: 15 points.
  - (G) Middle Name: 5 points.
  - (H) Suffix: 5 points.
  - (I) Street Address 1: 10 points.
  - (J) Zip Code (first five (5) digits): 5 points.

From time to time, voter registration officials from other states or jurisdictions provide the Indiana Election Division or Indiana county voter registration officials information related to former Indiana voters that may now reside and be registered to vote in a new state.

When receiving information from IDEA, IED, or another state or jurisdiction outside of Indiana, the county voter registration office shall determine whether the individual:

- (1) identified in the information provided in a report from IDEA or another state or jurisdiction is the same individual who is a registered voter of the county;
- (2) registered to vote in another state on a date following the date that voter registered in Indiana; and
- (3) authorized the cancellation of any previous registration by the voter when the voter registered in another state.

If the county voter registration office determines that the voter is described in IC 3-7-38.2-5.1(d), the county voter registration office shall cancel the voter registration of that voter. This may include reaching out to the voter registration official in the other state or jurisdiction outside of Indiana to request a copy of the individual's voter registration in the other state or jurisdiction.

If the county voter registration office determines that the voter is described by IC 3-7-38.2-5.1(d)(1) and (2) but has not authorized the cancellation of any previous registration, the county voter registration office shall send an address confirmation notice (SAMC) to the Indiana address of the voter.

**The U.S. District Court for the Southern District in Indiana has ordered that county voter registration officials cannot cancel any registration record of an Indiana registrant on the list of eligible voters disclosed through IDEA or through other information obtained from other states because of a change of residence absent:**

- 1) The Secretary of State, the Election Division, or county voter registration officials' possession of a request or confirmation in writing directly from the registrant that authorizes the voter registration to be cancelled; or
- 2) The Secretary of State, Election Division, or county voter registration officials' complying with the NVRA process of:
  - a. notifying the registrant using the SAMC notice generated in SVRS, mailing it to the voter's Indiana address, and providing a postage pre-paid envelope to return the SAMC notice to the county voter registration official;
  - b. giving the registrant an opportunity to respond for a period of at least 30-days to allow the individual to update or cancel their Indiana registration; and
  - c. if no response is received by the voter within the 30-day period or the SAMC notice is returned as undeliverable by the USPS using the definition found in IC 3-5-2-49.7, then moving the voter's registration status to "inactive" and waiting until after two federal general elections to determine if the voter has voted or appeared to vote at any election conducted during that period at the address listed on the voter's registration record.

A request or confirmation comes “directly from the registrant” if the registrant personally generates the request or confirmation, even if that request or confirmation is received by the Secretary of State, Election Division, or county voter registration official from someone other than the registrant.

While this litigation was underway, the Election Division did not forward voter registration information received from other states until these legal issues were clarified and the law resolved. Now that this case is resolved, we will be forwarding this information from other states to your office.

Some individual voter registration records may have already been made “inactive” as a result of the statewide mailing conducted earlier in 2021. In some of those cases, the court order may permit you to proceed to cancel the registration record based on the receipt of a request to do so from the voter. In other cases, the court order permits you to send an address confirmation notice (SAMC), but you may not wish to do so since the voter’s failure to respond to the second notice will not alter the November 2024 date before which you cannot cancel this registration record. If you have questions regarding this matter, please contact our office.

Enclosures (2)





UNITED STATES DISTRICT COURT  
SOUTHERN DISTRICT OF INDIANA  
INDIANAPOLIS DIVISION

COMMON CAUSE INDIANA,

Plaintiff,

v.

CONNIE LAWSON, in her official capacity as Secretary of State of Indiana, J. BRADLEY KING, in his official capacity as Co-Director of the Indiana Election Division, and ANGELA M. NUSSMEYER, in her official capacity as Co-Director of the Indiana Election Division,

Defendants.

Case No. 1:17-cv-3936-TWP-MPB

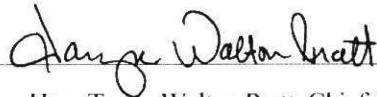
**PERMANENT INJUNCTION**

The Court ISSUES A PERMANENT INJUNCTION prohibiting Defendants from implementing Ind. Code § 3-7-38.2-5.5(f) and from otherwise authorizing Indiana county voter registration officials to cancel any registration record of the Indiana registrant on the list of eligible voters because of a change in residence absent: (1) Defendants' or Indiana county voter registration officials' possession of a request or confirmation in writing directly from the registrant that authorizes the voter registration to be cancelled; or (2) Defendants or county voter registration officials complying with the NVRA-prescribed process of (a) notifying the registrant, (b) giving the registrant an opportunity to respond, and then (c) waiting until after two federal general elections to determine if the voter has voted or appeared to vote at any election conducted during that period at the address listed on the voter's registration record.

For purposes of this order, a request or confirmation comes “directly from the registrant” if the registrant personally generates the request or confirmation, even if that request or confirmation is received by Defendants or Indiana county voter registration officials from someone other than the registrant.

Defendants shall give notice of the existence and terms of this injunction to Indiana county voter registration officials.

Date: 11/2/2021

A handwritten signature in black ink, reading "Tanya Walton Pratt", written over a horizontal line.

Hon. Tanya Walton Pratt, Chief Judge  
United States District Court  
Southern District of Indiana

Distribution to all electronically  
Registered counsel of record via  
AM/ECF

IN THE  
UNITED STATES DISTRICT COURT  
SOUTHERN DISTRICT OF INDIANA  
INDIANAPOLIS DIVISION

INDIANA STATE CONFERENCE )  
OF THE NATIONAL ASSOCIATION )  
FOR THE ADVANCEMENT OF )  
COLORED PEOPLE (NAACP) and )  
LEAGUE OF WOMEN VOTERS OF )  
INDIANA, )

Plaintiffs, )

v. )

CONNIE LAWSON, et al., )

Defendants. )

Civil Action No. 1:17-cv-02897-TWP-MPB

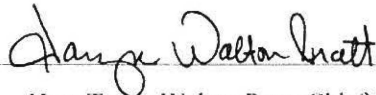
**PERMANENT INJUNCTION**

The Court ISSUES A PERMANENT INJUNCTION prohibiting Defendants from implementing Ind. Code § 3-7-38.2-5.5(f) and from otherwise authorizing Indiana county voter registration officials to cancel any registration record of the Indiana registrant on the list of eligible voters because of a change in residence absent: (1) Defendants' or Indiana county voter registration officials' possession of a request or confirmation in writing directly from the registrant that authorizes the voter registration to be cancelled; or (2) Defendants or county voter registration officials complying with the NVRA-prescribed process of (a) notifying the registrant, (b) giving the registrant an opportunity to respond, and then (c) waiting until after two federal general elections to determine if the voter has voted or appeared to vote at any election conducted during that period at the address listed on the voter's registration record.

For purposes of this order, a request or confirmation comes “directly from the registrant” if the registrant personally generates the request or confirmation, even if that request or confirmation is received by Defendants or Indiana county voter registration officials from someone other than the registrant.

Defendants shall give notice of the existence and terms of this injunction to Indiana county voter registration officials.

DATE: 11/02/2021

A handwritten signature in black ink, reading "Tanya Walton Pratt", written over a horizontal line.

Hon. Tanya Walton Pratt, Chief Judge  
United States District Court  
Southern District of Indiana

Distribution to all electronically  
Registered counsel of record via  
AM/ECF

302 W. Washington St., 5<sup>th</sup> Floor  
Indianapolis, IN 46204



Email: [confidential@atg.in.gov](mailto:confidential@atg.in.gov)  
Phone: (317) 232-0490

**NOTICE TO GOVERNMENT ENTITY OF  
ADDRESS CONFIDENTIALITY PROGRAM PARTICIPANT**  
Authority: Indiana Code § 5-14-3-4; §§ 5-26.5-5-2.5, 2.6; § 36-1-8.5-9(b)

**Privacy Notice for Program Participant**

The information you provide on this form will be confidential and maintained as private data. You are being asked to provide certain information on this form for the purpose of ensuring that any information in the recipient government entity's public files that could reveal where you live, work, or go to school are not shared publicly without your signed consent.

**Address Confidentiality Program Participant Name as it Appears in the Government Entity's Records:**

\_\_\_\_\_

**Program Participant's Date of Birth:** \_\_\_\_ / \_\_\_\_ / \_\_\_\_

**Program Participant's Phone Number:** (\_\_\_\_) \_\_\_\_ - \_\_\_\_

**Participant's Real Address: NOTE – Only provide if government entity already has your residential address on file:**

**Street Address:** \_\_\_\_\_

**City:** \_\_\_\_\_ **State:** \_\_\_\_\_ **Zip:** \_\_\_\_\_

**Expiration Date of Program Participation:** 06 / 30 / \_\_\_\_\_

**By Law, this Governmental Entity Must Send ALL Mail Correspondence to the Participant at their ACP Address. Address must include Lot #.**

P.O. Box 2345, Lot # \_\_\_\_\_  
Indianapolis, IN 46206-2345

**If a physical address for the Participant is required, you must use the following:**

302 W. Washington Street  
IGCS W568 # \_\_\_\_ (Participant lot number)  
Indianapolis, IN 46204

**Signature:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
*Signature of Adult Participant, Parent, or Guardian*

## INSTRUCTIONS FOR GOVERNMENT ENTITIES

Indiana's Address Confidentiality Program (ACP) was enacted in July of 2001, and allows victims of many offenses, specifically domestic violence, sexual assault, stalking, harassment, human trafficking, intimidation and/or invasion of privacy, to maintain a confidential address through the Office of the Indiana Attorney General. Indiana Code § 5-26.5 *et seq.* allows ACP participants to utilize their unique P.O. Box number in lieu of their physical residential address, work address, and/or school address on state issued driver's licenses, ID cards, automobile registrations, and most other public and personal records.

The ACP applies to a "governmental entity," defined under I.C. § 35-31.5-2-144 as:

- (1) the United States or any state, county, township, city, town, separate municipal corporation, special taxing district, or public school corporation;
- (2) any authority, board, bureau, commission, committee, department, division, hospital, military body, or other instrumentality of any of those entities; or (3) a state assisted college or state assisted university.

You must accept an ACP participant's assigned P.O. Box address, without requiring the participant to also provide any address that could be used to physically locate them, including their actual home, work, or school address, either as a substitute or in addition to their ACP P.O. Box address, or as a condition of receiving a service or benefit, unless the service or benefit would be impossible to provide without knowledge of the ACP participant's physical location. I.C. §§ 5-26.5-5-2.5, 2.6.

A government entity may not knowingly disclose a participant's residential, school, or work address without the participant's written consent. I.C. § 5-14-3-4(a)(1); §§ 5-26.5-1-2, 5-26.5-5-2.6.

If the government entity is the court system, the participant's residential, school, or work address may not be disclosed absent judicial order and only after notice to the participant and the Office of the Attorney General. I.C. §§ 5-26.5-5-6(a), (b).

If the government entity is the Bureau of Motor Vehicles, please refer to the **BMV Standard Operating Procedure Manual** regarding participants in the ACP.

It is a Class A infraction for a public employee, a public official, or an employee or officer of a contractor or subcontractor of a public agency to knowingly or intentionally disclose information classified as confidential by state statute. I.C. § 5-14-3-10.

**Questions? Please contact the ACP Program!**

**Ellen Fuller**

Program Administrator, Address Confidentiality Program

Office of the Attorney General

Email: [confidential@atg.in.gov](mailto:confidential@atg.in.gov)

Telephone: (317) 232-0490