

Chapter 7: ABSENTEE VOTING

Directive 2022-11

Section 7.01 Definition

An absentee voter is any qualified voter who votes by mail or in person prior to Election Day.¹

Section 7.02 Eligibility

Any qualified voter whose registration information is current may request and vote an absentee ballot at any election without stating a reason.²

Section 7.03 Application

A qualified voter who wishes to cast an absentee ballot must either

1. Submit an application in writing to the board of elections of the county in which the voter resides; or
2. Appear in-person at the board of elections office or other site designated early in-person absentee voting and request to vote absentee.

A qualified elector who wants to receive and cast an absentee ballot in person at the board of elections office or other location designated for early in-person absentee voting must

1. Announce their full name and current address to the election officials and must provide one of the valid forms of identification that are acceptable for voting purposes on Election Day or
2. Submit a completed written application containing their driver license number or the last four digits of their Social Security number; or
3. A copy of the elector's current and valid photo identification, a copy of a military identification, or a copy of a current utility bill, bank statement, government check, paycheck, or other government document, other than a notice of voter registration mailed by a board of elections under R.C.[3503.19\(C\)\(1\)\(c\)](#), that shows the name and address of the elector.

¹ [R.C. 3509.02](#).

² [R.C. 3509.02](#).



While there is no required form for an application for an absentee ballot, the Secretary of State's Office makes available prescribed forms specific to each type of absentee vote

ABSENTEE BALLOT APPLICATIONS

County boards of elections are prohibited from mailing unsolicited absentee ballot applications to any voter.³

Boards of elections are not prohibited from placing absentee ballot applications on the board's website or in various public places (e.g., libraries, etc.). A request in writing in any form, a verbal request in person or by phone, or the completion of some manner of automated form of application (telephonic or web-based) initiated by an individual voter constitutes a proper request for an absentee ballot application and is not prohibited.

REQUIRED FIELDS

Generally, an absentee ballot application in any form is sufficient if it contains **ALL** of the following pieces of information:⁴

1. The voter's name;
2. The voter's signature;⁵
3. The address at which the voter is registered to vote;
4. The voter's date of birth;
5. **ONE** of the following:
 - The voter's driver license number;
 - The last four digits of the voter's Social Security number; or
 - A copy of a current and valid photo identification, a military identification, or a current (within the last 12 months) utility bill, bank statement, government check, paycheck, or other government document (other than a notice of voter registration mailed by a board of elections) that shows the voter's name and address.
6. A statement identifying the election for which the absentee ballot is requested;
7. A statement that the person requesting the ballot is a qualified elector;⁶
8. If the request is for a primary election ballot, the voter's party affiliation; and

³ [R.C. 3501.05](#).

⁴ [R.C. 3509.03](#).

⁵ Generally, signing or affixing a signature to an election-related document requires a person's written, cursive-style legal mark written in that person's own hand. However, a voter with a disability may personally affix their signature through the use of a reasonable accommodation, including the use of assistive technology or an augmentative device such as a signature stamp. See [R.C. 3501.011](#), [3501.382\(F\)](#) and related [OAG 2015-012](#).

⁶ Under [R.C. 3503.01](#), a voter's qualifications to vote are determined as of the date of the election.



9. If the voter desires a ballot to be mailed to the elector, the address to which that ballot shall be mailed.

Certain types of absentee voters must provide additional information in order to receive an absentee ballot, as discussed below. All absentee ballot applications, except the Federal Post Card Application (FPCA) used by absentee voters who are uniformed services or overseas citizens (UOCAVA), are valid for a single election only.⁷ All other voters must reapply for an absentee ballot prior to each election in which the voter wishes to vote by absentee ballot.

APPLICATION IN-PERSON (NO WRITTEN APPLICATION)

For early in-person absentee voters that prefer to vote in-person (without filling out an absentee ballot application)⁸, the following are forms of identification which are acceptable for voting purposes on Election Day and now are acceptable forms of identification for early in-person absentee voting:

- An unexpired Ohio driver license or state identification card with present or former address so long as the voter's present residential address is printed in the official list of registered voters for that precinct;

Note: An Ohio driver license or state identification card with an old or former address IS ACCEPTABLE as a valid form of identification necessary to cast a regular ballot when the voter's current address is printed in the pollbook.

- A military identification;

Note: Military identification cards or copies of such cards must be accepted whether or not they contain the voter's name or address. However, it still must allow a precinct election official to determine that it is the military ID card of the person who is presenting it for the purpose of voting.

- A photo identification issued by the United States government or the State of Ohio, that contains the voter's name and current address and that has an expiration date that has not passed;
- An original or copy of a current utility bill with the voter's name and present address;

Note: A utility bill is a statement of fees owed and/or paid for services. It may be a printout of an electronically transmitted statement for services owed, paid, or a regular paper copy. A utility bill includes, but is not limited to, water, sewer, electric, heating, cable, Internet, telephone and cellular telephone services.

⁷ [R.C. 3509.02](#); [R.C. 3509.03](#).

⁸ Please note that this is still an option for those who prefer to fill out an application and/or take the ballot home with them.



- An original or copy of a current bank statement with the voter's name and present address;
- An original or copy of a current government check with the voter's name and present address;
- An original or copy of a current paycheck with the voter's name and present address; or
- An original or copy of a current other government document (other than a notice of voter registration mailed by a board of elections) that shows the voter's name and present address.

For utility bills, bank statements, government checks, paychecks, and other government documents, "current" is defined as within the last 12 months. "Other government document" includes license renewal and other notices, fishing and marine equipment operator's license, court papers, or grade reports or transcripts. "Government office" includes any local (including county, city, township, school district and village), state or federal (United States) government office, branch, agency, commission, public college or university or public community college, whether or not in Ohio.⁹

PROVISIONAL BALLOTS

Early in-person voting is a form of absentee voting under Ohio law.¹⁰ If a voter previously submitted an absentee ballot application to receive a ballot by mail and appears to vote early in-person at the board of elections or early vote center, the voter does not need to vote provisionally (presuming no other reason for provisional voting applies).¹¹

As a reminder, if a voter submitted a valid application for an absentee ballot (either by mail or in person), that voter must be flagged in the voter registration system and the pollbook.¹² If such a voter appears to vote on Election Day at their polling location, they must cast a provisional ballot, even if they did not receive or return their ballot.¹³

⁹ [R.C. 3505.18](#); [Chapter 7 of the Ohio Election Official Manual](#); [Directive 2008-80](#).

¹⁰ [R.C. 3509.051](#).

¹¹ See [R.C. 3505.181](#) for the reasons that a voter may be required to vote provisionally.

¹² This does not apply to Safe at Home address confidentiality program participants per [R.C. 111.44](#).

¹³ [R.C. 3509.09\(B\)](#).



Section 7.04 Absentee Voting

ABSENTEE VOTING BY MAIL

To cast an absentee ballot by mail, voters apply using Ohio Secretary of State [Form 11-A](#) or any written application containing all the required information mentioned previously. Voters may submit applications to receive an absentee ballot by mail beginning January 1st of the election year or 90 days before the election, whichever is earlier, and ending 12:00 p.m. noon the Saturday before Election Day.¹⁴

Boards may begin mailing absentee ballots to those who have requested them on the first day after the close of voter registration before Election Day and may continue mailing absentee ballots as they receive valid applications up until 12:00 p.m. noon the Saturday before Election Day.¹⁵

A voter who receives an absentee ballot by mail may return it to the office of the board of elections through the mail or by personal delivery:

1. Return by Mail

- a. The absentee ballot must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day.¹⁶
- b. If the absentee ballot does not have a postmark, it must be received at the board of elections office no later than 7:30 p.m. on Election Day.
- c. A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.¹⁷

2. Return by Personal Delivery

A voter may deliver the absentee ballot personally or may have a family member¹⁸ deliver the absentee ballot by the close of polls on Election Day at the office of the board of elections only. No one may return a voted absentee ballot to a precinct polling location.¹⁹

¹⁴ [R.C. 3509.03](#).

¹⁵ [R.C. 3509.01](#); [R.C. 3509.03](#).

¹⁶ [R.C. 3509.05\(B\)\(1\)](#).

¹⁷ [R.C. 3509.05\(B\)\(2\)](#). See also, 39 CFR 501.01.

¹⁸ [R.C. 3509.05\(A\)](#); "Family member" includes spouse, domestic partner, mother, father, step-mother, step-father, mother-in-law, father-in-law, brother, sister, step-brother, step-sister, half brother, half sister, brother-in-law, sister-in-law, grandmother, grandfather, aunt, uncle, child, step-child, son-in-law, daughter-in-law, or other family member living in the same household.

¹⁹ [R.C. 3509.05\(A\)](#).



USE OF REMOTE BALLOT MARKING SYSTEM.

A voter with a qualifying disability under the Americans with Disabilities Act (ADA) may timely submit a completed application to receive an absentee ballot by mail and request to mark their absentee ballot using a county's remote ballot marking system. A qualifying voter must provide all of the information required for an absentee ballot application and the following:

1. A statement that the person has a qualifying disability under the Americans with Disabilities Act ("ADA");²⁰
2. A statement that the person needs to use the remote ballot marking system to mark independently their ballot; and
3. The email address to which the board can deliver the person's ballot; and
4. The address to which the voter wants the Identification Envelope – Statement of Voter (Secretary of State [Form 12-A](#)) mailed to the voter, if that address is different from the voter's registration address.

The voter may use Secretary of State [Form 11-G](#) for this purpose. The form is located on the Secretary of State's website, and each board of elections must make it available upon request. If a voter submits a written absentee ballot application to a board of elections on a form other than the Secretary of State [Form 11-G](#) but indicates on the application that they have a disability and wants to use the remote ballot marking system, the board must make reasonable efforts to obtain any additional information necessary to process the application and make the remote ballot marking system available to the voter.

Once the board receives a timely and complete application from a voter, the board must transmit the following promptly to the voter via email to the email address provided by the voter:

1. A link through which the voter may access and mark their ballot using the remote ballot marking system;
2. Secretary of State [Form 12-A](#) (Identification Envelope – Statement of Voter)²¹;
3. Secretary of State [Form 12-N](#) (Instructions to Voters Using a Remote Ballot Marking System); and
4. Any additional instructions prepared by the board of elections or the vendor that the voter might need to utilize the remote ballot marking system.

²⁰ A board of elections must accept as true the voter's statement that they have a qualifying disability under the ADA. Under no circumstances may a board of elections require a voter to provide documentation of their disability or any information beyond what is requested on [Secretary of State Form 11-G](#).

²¹ Each board must use the version of [Secretary of State Form 12-A](#) that appears on the Secretary of State's website, because that version of the form is compliant with Web Content Accessibility Guidelines (WCAG) 2.0 and is a fillable PDF.



If a board of elections receives a notice of delivery failure for the email, the board must verify that it attempted to send the email to the email address provided, and, if so, the board must contact the voter immediately to obtain a valid email address. The voter must provide any alternate email address to the board in writing using a separate written application for an absent voter's ballot. If the board is unable to obtain a valid email address for a voter by 12:00 p.m. noon on the Saturday before Election Day, the board must transmit the ballot to the voter by regular, U.S. Mail.

The board also must send the voter an absentee ballot identification envelope and statement of voter (Secretary of State [Form 12-A](#)) and an absentee ballot return envelope (Secretary of State [Form 12-F](#)) via regular U.S. Mail on the same day that the board emails the link and instructions to the voter. The identification envelope and absentee ballot return envelope must be sent either to the voter's registration address or to the address requested by the voter on the voter's written application, if the voter has requested that the envelopes be sent to an alternate address.

As with all absentee ballot identification envelopes, boards of elections are required to pre-print the voter's name and address (at which the voter is registered to vote) on the voter's identification envelope prior to mailing it to the voter. In addition to pre-printing the voter's name and address (at which the voter is registered to vote) on the envelope, the board also must indicate the location that the voter needs to sign the statement of absentee voter by punching two small holes with a hole puncher – one on the "X" following "Signature" and one at the end of the signature line. This will allow the voter to detect – by touch – where they need to place their signature.

A voter can mark their ballot by accessing the remote ballot marking system through the link provided to the voter. Each board of elections must work closely with its remote ballot marking system vendor to assist a voter with troubleshooting and resolving any issues. Each board of elections also must work closely with its vendor to provide detailed step-by-step instructions for a voter to follow to access and use the system.

After marking the ballot, the voter must print it and enclose it in an envelope using one of the following methods:

1. The voter may complete electronically, print, and sign the Identification Envelope – Statement of Voter (Secretary of State [Form 12-A](#)) that the board emailed to the voter and enclose it with the voter's ballot in any envelope provided by the voter.
2. The voter may complete and sign the Identification Envelope – Statement of Voter (Secretary of State [Form 12-A](#)) that the board mailed to the voter and enclose their ballot in the Identification Envelope.

The voter may return their voted ballot to the board of elections by mail or by personal delivery:



1. Return by Mail

- The absentee ballot must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day.²²
- If the absentee ballot does not have a postmark, it must be received at the board of elections office no later than 7:30 p.m. on Election Day.
- A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.²³

2. Return by Personal Delivery

A voter may deliver the absentee ballot personally or may have a family member²⁴ deliver the absentee ballot by the close of polls on Election Day at the office of the board of elections only. No one may return a voted absentee ballot to a precinct polling location.²⁵

ABSENTEE VOTING IN PERSON

UNIFORM HOURS STATEWIDE FOR EARLY IN-PERSON ABSENTEE VOTING

Early in-person absentee voting begins on the first day after the close of voter registration before Election Day for all types of absentee voters.²⁶

All boards of elections must adopt the following as their business hours for early in-person absentee voting:²⁷

1. Elections Conducted in Even Years (excluding special elections)

a. Presidential General Election

Weeks One and Two of Voting

Voting begins the day after the close of registration for the election. Boards must be open for early in-person absentee voting on any holiday established by state or federal law.

²² [R.C. 3509.05\(B\)\(1\)](#).

²³ [R.C. 3509.05\(B\)\(2\)](#). See also, 39 CFR 501.01.

²⁴ [R.C. 3509.05\(A\)](#); "Family member" includes spouse, domestic partner, mother, father, step-mother, step-father, mother-in-law, father-in-law, brother, sister, step-brother, step-sister, half brother, half sister, brother-in-law, sister-in-law, grandmother, grandfather, aunt, uncle, child, step-child, son-in-law, daughter-in-law, or other family member living in the same household.

²⁵ [R.C. 3509.05\(A\)](#).

²⁶ [R.C. 3509.01](#); [R.C. 3511.10](#).

²⁷ Settlement agreement, *NAACP v. Husted*, (Case No. 2:14-CV-404). See also *Ohio Democratic Party, et. al v. Jon Husted, et. al* (U.S. Supreme Court Case No. 16A223).



- 8:00 a.m. to 5:00 p.m. on each weekday
(Monday through Friday)

Week Three of Voting

Boards must be open for early in-person absentee voting during the hours listed below, including on any holiday established by state or federal law.

- 8:00 a.m. to 6:00 p.m. on each weekday
(Monday through Friday)
- 8:00 a.m. to 4:00 p.m. on Saturday
- 1:00 p.m. to 5:00 p.m. on Sunday

Week Four of Voting

Boards must be open for early in-person absentee voting during the hours listed below, including on any holiday established by state or federal law.

- 8:00 a.m. to 7:00 p.m. on each weekday
(Monday through Friday)
- 8:00 a.m. to 4:00 p.m. on the Saturday before Election Day
- 1:00 p.m. to 5:00 p.m. on the Sunday before Election Day

Week of Election Day

- 8:00 a.m. to 2:00 p.m. on the Monday before Election Day

b. Presidential Primary and Gubernatorial General Elections

Weeks One and Two of Voting

Voting begins the day after the close of registration for the election. Boards must be open for early in-person absentee voting on any holiday established by state or federal law.

- 8:00 a.m. to 5:00 p.m. on each weekday
(Monday through Friday)

Week Three of Voting

Boards must be open for early in-person absentee voting during the hours listed below, including on any holiday established by state or federal law.

- 8:00 a.m. to 5:00 p.m. on each weekday
(Monday through Friday)
- 8:00 a.m. to 4:00 p.m. on Saturday



Week Four of Voting

Boards must be open for early in-person absentee voting during the hours listed below, including on any holiday established by state or federal law.

- 8:00 a.m. to 7:00 p.m. on each weekday
(Monday through Friday)
- 8:00 a.m. to 4:00 p.m. on the Saturday before Election Day
- 1:00 p.m. to 5:00 p.m. on the Sunday before Election Day

Week of Election Day

- 8:00 a.m. to 2:00 p.m. on the Monday before Election Day

2. Elections Conducted in Odd Years, Special Elections, and Primary Elections (excluding presidential primary elections)

Weeks One, Two and Three of Voting

Voting begins the day after the close of registration for the election. Boards must **not** be open for early in-person absentee voting on any holiday established by state or federal law.

- 8:00 a.m. to 5:00 p.m. on each weekday
(Monday through Friday)

Week Four of Voting

Boards must be open for early in-person absentee voting during the hours listed below. Boards must not be open for early in-person absentee voting on any holiday established by state or federal law.

- 8:00 a.m. to 7:00 p.m. on each weekday
(Monday through Friday)
- 8:00 a.m. to 4:00 p.m. on the Saturday before Election Day
- 1:00 p.m. to 5:00 p.m. on the Sunday before Election Day

Week of Election Day

- 8:00 a.m. to 2:00 p.m. on the Monday before Election Day

If there are any in-person absentee voters waiting in line when voting ends on a particular day during the early in-person absentee voting period, the early in-person absentee voting location shall be kept open until those voters who were in line when the location closed for the day have cast a ballot.²⁸

²⁸ [R.C. 3509.01\(B\)\(3\)](#).



Boards must place signage at their office (and at their early in-person absentee voting location if that location is different from their office) alerting voters to this schedule.

EARLY IN-PERSON ABSENTEE VOTING LOCATION

Boards of elections may accommodate early in-person absentee voting at the board office, or may designate another location for that purpose.²⁹ If the board chooses to designate an alternate location for early in-person absentee voting, early in-person absentee voting may occur only at that location, and that designated location must comply with all applicable requirements and prohibitions for polling locations.³⁰ Boards of elections having designated another location for early in-person absentee voting may not issue absentee ballots to voters, other than by mail, from the board office.

Boards of elections operating an alternate site for early in-person absentee voting before the election may accept the return of absentee ballots to such alternate site in addition to the board of elections office, but may only allow early in-person absentee voting at one location.

EARLY IN-PERSON ABSENTEE VOTING BALLOT ISSUING AND RETURN PROCEDURES

1. Identification Requirements

A qualified elector who chooses to receive and cast an absentee ballot early in-person may do either of the following:

- Provide one of the valid forms of identification that is acceptable for voting purposes on Election Day.³¹
- Provide the last four digits of their Social Security number or their Ohio driver licenses number on a completed [Form 11-A](#).³²

If the voter completes a [Form 11-A](#) and provides their driver's license number or last four digits of their Social Security Number for identification, the board must verify that it matches the information contained in the board's voter registration records.

2. Receiving and Casting a Ballot

The board must provide a signature book to be signed by the early in-person absentee voter³³ after the board has verified the eligibility of the voter. The board then must verify the voter's signature, identify the correct ballot style for the voter, and issue an absentee ballot to the voter. A voter who applies

²⁹ [R.C. 3501.10\(C\)](#).

³⁰ [R.C. 3501.11\(Z\)](#).

³¹ [R.C. 3509.051\(A\)\(1\)](#). See Section 1.03 of this Chapter for valid forms of identification.

³² [R.C. 3509.051\(A\)\(2\)](#).

³³ [R.C. 3509.051\(C\)](#).



for and receives an absentee ballot in person may vote the ballot immediately or may take that ballot home to complete at a later date. An early in-person absentee voter who is issued an optical scan ballot must mark the ballot at the board of elections office or other site designated for early in-person absentee voting and insert the voted ballot into the scanner to cast it. An early in-person absentee voter casting their ballot on a DRE or touchscreen interface must mark and cast the ballot using the voting machine. The board is not required to issue, and an early in-person absentee voter is not required to complete, an Identification Envelope – Statement of Voter (Secretary of State [Form 12-A](#)), if the voter is casting their ballot at the board of elections office or other site designated for early in-person absentee voting.³⁴

If an absentee voter chooses to take the ballot home, the board **must** provide the absentee voter a return mailing envelope and Identification Envelope – Statement of Voter (Secretary of State [Form 12-A](#)).³⁵ A voter who receives an absentee ballot in person and takes the ballot home to vote may return it to the office of the board of elections through the mail or by personal delivery:

Return by Mail

- The absentee ballot must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day.
- If the absentee ballot does not have a postmark, it must be received at the board of elections office no later than 7:30 p.m. on Election Day.
- A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.³⁶

Return by Personal Delivery

A voter may deliver the absentee ballot personally or may have a family member³⁷ deliver the absentee ballot by the close of polls on Election Day at the office of the board of elections only. No one may return a voted absentee ballot to a precinct polling location.³⁸

³⁴ [R.C. 3509.051\(B\)](#).

³⁵ See [Chapter 5, Section 1.04, of the Ohio Election Official Manual](#).

³⁶ [R.C. 3509.05\(B\)\(2\)](#). See also, 39 CFR 501.01.

³⁷ [R.C. 3509.05\(A\)](#); "Family member" includes spouse, domestic partner, mother, father, step-mother, step-father, mother-in-law, father-in-law, brother, sister, step-brother, step-sister, half brother, half sister, brother-in-law, sister-in-law, grandmother, grandfather, aunt, uncle, child, step-child, son-in-law, daughter-in-law, or other family member living in the same household.

³⁸ [R.C. 3509.05\(A\)](#).



CURBSIDE VOTING

Curbside voting is the process followed when a person who is physically unable to enter a polling location, including the early voting location, can send another person into the polling location to inform election officials of their desire to vote. Boards should clearly display information regarding parking for curbside voting and explain eligibility requirements for curbside voters.

When election officials are made aware of the name of a voter who is physically outside of the polling location, but is physically unable to enter the polling location, the following should be done:

- One of the election officials checks the pollbook for the name of the voter.
- If the voter is a qualified elector, the election official places the voter's name and address on a blank sheet of paper.
- Two election officials of different political parties take the sheet containing the voter's name and address outside the polling location to the voter.
- The voter confirms the name and address are correct.
- The voter provides appropriate identification for voting purposes.
- The voter's identification is examined.
- The voter signs the sheet containing their name and address.
- The two election officials return the sheet containing the voter's signature to the polling location and attempt to verify the voter's signature in the pollbook.
- The two election officials should verify that the voter's signature substantially conforms to the voter's signature in the pollbook.
- The two election officials record that the voter is a curbside voter if the voter does not physically sign the pollbook.
- The two election officials determine the type of ballot to be issued to voter.
- The two election officials obtain the paper ballot and the appropriate ballot envelope or secrecy sleeve.
- The two election officials take the appropriate ballot (regular or provisional) and corresponding envelope or secrecy sleeve to the voter located outside the polling location.
- The two election officials provide instructions to the voter on how to mark the ballot.
- The voter marks the ballot and places it in the appropriate envelope or secrecy sleeve (if a provisional ballot, the voter must complete the Identification Envelope



– Provisional Affirmation ([Form 12-B](#)) and be given a copy of the Provisional Ballot Notice ([Form 12-H](#)).

- The two election officials take the appropriate envelope or secrecy sleeve containing the corresponding voted ballot back into the polling location and place it in the appropriate ballot container. The board should scan the ballots cast curbside when and where it also scans any other ballots placed in an emergency slot. Boards should adopt a policy that determines whether such ballots are scanned centrally or in the board of elections or early in-person vote center..

If a voter who wishes to utilize the curbside voting process is unable to sign their name:

- The two election officials witness the voter’s mark on the sheet containing the voter’s name and address that was taken outside the polling location.
- The two election officials return the sheet containing the voter’s mark to the polling location.
- The two election officials record next to the voter’s name in pollbook “Curbside Voter – Unable to Sign.”

If a voter who wishes to utilize the curbside voting process is unable to mark their ballot:

- The two election officials follow the procedures for a voter who wishes to cast a ballot (regular or provisional) and is unable to mark their ballot.

STEPS FOR VOTING EARLY IN-PERSON ABSENTEE AFTER THE VOTER APPLIED FOR AN ABSENTEE BALLOT BY MAIL

If a voter previously submitted an absentee ballot application to receive a ballot by mail and appears to vote early in-person at the board of elections or early vote center, the voter does not need to vote provisionally (presuming no other reason for provisional voting applies).³⁹

If the voter has not returned their mailed absentee ballot, the board of elections must record in its voter registration system that the original ballot is spoiled. In addition, the board must ask the voter to return the spoiled ballot for tracking purposes. If the voter returns their original ballot, the board must place it in a container designated for spoiled ballots. However, a voter does not need to return their original absentee ballot in order to cast a regular early in-person absentee ballot.

³⁹ See [R.C. 3505.181](#) for reasons that a voter may be required to vote provisionally.



If a voter tears, soils, defaces, or erroneously marks a paper ballot before casting it, the voter may return the ballot and receive a replacement. A voter who received one ballot in the mail and another as an early in-person absentee voter may receive only one more replacement paper ballot. The voter cannot receive a replacement ballot after that voter's ballot has been cast. Replacement ballots are not necessary for an electronically displayed ballot on a voting machine, because the voter has the ability to change their selections before casting the ballot.⁴⁰

ABSENTEE VOTING UNDER SPECIAL CIRCUMSTANCES

Ohio law provides some guidelines for other types of absentee voting under special circumstances.

DISABILITY OR CONFINEMENT

A voter who has a disability or is confined and cannot vote at a polling location on Election Day or in person at the board office due to personal illness, physical disability, infirmity, or confinement may vote by absentee ballot.⁴¹ This includes voters who are confined to a nursing home, jail, or workhouse. An absentee voter who has a disability or is confined applies using Secretary of State [Form 11-F](#) or any written application containing all the required information plus the nature of the voter's illness, physical disability, infirmity, or confinement.

Voters with a disability or who are confined may submit applications to receive an absentee ballot beginning January 1st of the year or 90 days before the election, whichever is earlier, and ending 12:00 p.m. noon on the Saturday before Election Day.

A voter who has a disability or is confined may receive and return an absentee ballot by mail or in person through two boards of elections employees:

Return by Mail

- The absentee ballot must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day.
- If the absentee ballot does not have a postmark, it must be received at the board of elections office no later than 7:30 p.m. on Election Day.
- A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.⁴²

⁴⁰ See [R.C. 3505.23](#) and [R.C. 3509.051\(E\)](#).

⁴¹ [R.C. 3509.08\(A\)](#).

⁴² [R.C. 3509.05\(B\)\(2\)](#). See also, 39 CFR 501.01.



Receipt and Return by Two Board of Elections Employees

- ❑ The two boards of elections employees, each belonging to different major political parties, may deliver an absentee ballot to a voter who has a disability or is confined, and return the ballot to the board office.
- ❑ The two board employees must be present during delivery, voting, and return of the ballot and must subscribe to that fact on the absentee ballot identification envelope ([Form 12-C](#)).⁴³

An absentee voter who has a disability or is confined and who also is required to vote a provisional ballot due to a change of address or change of name may vote a provisional absentee ballot.⁴⁴ [Form 11-I](#) is the absentee ballot application prescribed for this purpose. No other type of absentee voter may vote provisionally by absentee ballot.

UNFORESEEABLE HOSPITALIZATION

An absentee voter who is confined to a hospital or whose minor child is confined to a hospital due to an accident or unforeseeable medical emergency occurring after the absentee voting by mail application deadline of 12:00 p.m. noon on the Saturday before Election Day may vote by absentee ballot.⁴⁵ Any such voter applies using Secretary of State [Form 11-B](#) or any written application containing all the required information plus the hospital at which the applicant or the applicant's minor child has been admitted, the date of the applicant's or the applicant's child's admission to the hospital, and the offices for which the applicant is qualified to vote.⁴⁶

Voters with an unforeseeable hospitalization may submit applications beginning after 12:00 p.m. noon on the Saturday before Election Day and ending at 3:00 p.m. on Election Day.

An absentee voter with an unforeseeable hospitalization within the county may receive and return the absentee ballot through a family member, or through two boards of elections employees.⁴⁷

If the hospitalization is out of county, the absentee voter may receive and return the absentee ballot through a family member or by mail.⁴⁸

⁴³ [R.C. 3509.08\(A\)](#).

⁴⁴ [R.C. 3503.16\(G\)](#).

⁴⁵ [R.C. 3509.08\(B\)\(1\)](#).

⁴⁶ [R.C. 3509.08\(B\)\(2\)](#).

⁴⁷ [R.C. 3509.08\(B\)\(2\)](#).

⁴⁸ [R.C. 3509.08\(B\)\(2\)](#).



Receipt and Return by a Family Member

- ❑ A family member⁴⁹ of the voter may deliver the absentee ballot to the voter, and return the voted absentee ballot to the board of elections office by the close of polls on Election Day.⁵⁰ A voter's family member may not return a voted absentee ballot to a precinct polling location.

Receipt and Return by Two Boards of Elections Employees

- ❑ Two boards of elections employees, each belonging to different major political parties, may deliver a ballot to an absentee voter who is hospitalized or whose minor child is hospitalized within the county.⁵¹ The two board employees must be present during delivery, voting, and return of the ballot, and must subscribe to that fact on the Absentee Ballot Identification Envelope ([Form 12-C](#)).

Receipt and Return by Mail

- ❑ If the hospital is located outside the county in which the voter is registered to vote, the board may mail the absentee ballot.⁵²
- ❑ The absentee ballot must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day.
- ❑ If the absentee ballot does not have a postmark, it must be received at the board of elections office no later than 7:30 p.m. on Election Day.
- ❑ A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.⁵³

⁴⁹ [R.C. 3509.05\(A\)](#); "Family member" includes spouse, domestic partner, mother, father, step-mother, step-father, mother-in-law, father-in-law, brother, sister, step-brother, step-sister, half brother, half sister, brother-in-law, sister-in-law, grandmother, grandfather, aunt, uncle, child, step-child, son-in-law, daughter-in-law, or other family member living in the same household.

⁵⁰ [R.C. 3509.08\(B\)\(2\)](#).

⁵¹ [R.C. 3509.08\(B\)\(2\)](#).

⁵² [R.C. 3509.08\(B\)\(2\)](#).

⁵³ [R.C. 3509.05\(B\)\(2\)](#). See also, 39 CFR 501.01.



UOCAVA VOTERS

Both federal and state laws govern absentee voting by uniformed services and overseas United States citizens. The Uniformed and Overseas Citizens Absentee Voting Act (UOCAVA)⁵⁴ and the Military and Overseas Voter Empowerment (MOVE) Act⁵⁵ are federal laws enacted to protect the rights of United States citizens to vote in federal elections while they are serving in the uniformed services or residing overseas. The Ohio General Assembly has incorporated those federal protections into the Ohio Revised Code and has extended them to state and local elections.⁵⁶

The following voters are UOCAVA Voters:⁵⁷

A uniformed services voter is:

- A member of the active or reserve components of the U.S. Army, Navy, Air Force, Marine Corps, or Coast Guard;
- A member of the National Guard and the organized militia who is on activated status;⁵⁸
- A member of the merchant marine, the commissioned corps of the Public Health Service or the National Oceanic and Atmospheric Administration; or
- A spouse or dependent of any of the above.

An overseas voter is:

- A person who is considered by Ohio law to be a resident of the state, but currently is living outside the U.S. Before leaving the U.S., the voter was last eligible to vote in Ohio or would have been eligible to vote in Ohio had the voter been 18 years of age or older; or
- A person who was born outside the U.S., but who has a parent or guardian who last resided and was last eligible to vote in Ohio before leaving the U.S.

UOCAVA voters apply for absentee ballots using the Federal Post Card Application (FPCA) or by filing a written request with the board of elections containing all the following required information:

- The voter's name;
- Signature;
- Address at which registered to vote in Ohio;

⁵⁴ 52 U.S.C.A. § 20301.

⁵⁵ Subtitle H ("Military Voting") of Title V of the National Defense Authorization Act for Fiscal Year 2010, Public Law 111-84 (2010).

⁵⁶ Amended Substitute House Bill 48 (2010) and Amended Substitute House Bill 224 (2011).

⁵⁷ [R.C. 3511.01](#).

⁵⁸ The Ohio organized militia consists of Ohio citizens who are members of the Ohio National Guard, the Ohio Naval Militia, and the Ohio Military Reserve. [R.C. 5923.01](#).



- Date of birth;
- Acceptable form of identification;
- The election(s) for which the voter is requesting ballots;
- Statements that the voter is a qualified elector, an absent UOCAVA voter, and that the voter or the voter's parent or guardian, if applicable, resided in Ohio for at least 30 days prior to commencing service or leaving the U.S.;
- The voter's party affiliation (primary elections only);
- The method by which the voter wishes to receive a ballot (mail, email, or fax); and
- The mailing address, email address, or fax number at which the voter wishes to receive the ballot.⁵⁹

Only UOCAVA voters may submit absentee ballot applications by mail, email, fax, or in person.⁶⁰ Applications by mail, email, or fax must be received by the board by 12:00 p.m. noon on the Saturday before the election.⁶¹ An application delivered in person to the office of the board of elections must be received by the close of polls on Election Day.⁶²

In addition, relatives of UOCAVA voters may apply for absentee ballots on the UOCAVA voter's behalf if the UOCAVA voter is already registered to vote by using Secretary of State [Form 11-E](#) or the FPCA.⁶³ A relative must submit the form on behalf of the registered UOCAVA voter in person or by mail to the county board of elections office.

The FPCA serves both as a voter registration form if the voter is not already registered or needs to update their registration and a request for absentee ballots. An FPCA used to register or update the registration of a qualified UOCAVA voter must reach election officials no later than 30 days before the election in order to be valid.⁶⁴ If a voter applies for an absentee ballot using an FPCA, that request is a request for absentee ballots for every election in that year, unless the voter specifically notes that they are requesting a ballot only for a single election in the year.⁶⁵ If the board receives an absentee ballot application that is not an FPCA, and it is clear that the applicant is a UOCAVA voter under Ohio law, the board must provide the voter the same accommodations as if the voter had applied using an FPCA.⁶⁶

⁵⁹ [R.C. 3511.02\(A\)](#).

⁶⁰ [R.C. 3503.19\(B\)](#); [R.C. 3511.021\(A\)\(2\)](#).

⁶¹ [R.C. 3511.04\(B\)](#).

⁶² [R.C. 3511.10](#). In instances where UOCAVA applications are received on or close to Election Day pursuant to this section, the board of elections must make best efforts to transmit the ballot to the voter in order for the voter to complete and return it such that it may be counted.

⁶³ [R.C. 3511.02\(C\)](#); Relatives include "spouse, father, mother, father-in-law, mother-in-law, grandfather, grandmother, brother or sister of the whole blood or half blood, son, daughter, adopting parent, adopted child, stepparent, stepchild, daughter-in-law, son-in-law, uncle, aunt, nephew, or niece."

⁶⁴ 52 U.S.C.A. § 20302.

⁶⁵ [R.C. 3511.02](#).

⁶⁶ [R.C. 3509.10](#).



If the UOCAVA voter is using the FPCA to register to vote or to update their registration, an emailed or faxed copy of a signed form is acceptable under the law to register an eligible voter.

In regard to UOCAVA voters, each county must complete the following tasks:

1. Prepare Two Notices of Elections for Voters Using the Federal Write-In Absentee Ballot

Each board of elections must prepare two election notices for each precinct for use with the Federal Write-In Absentee Ballot.⁶⁷ A uniformed services or overseas voter may request a copy of this notice to be sent via mail, fax, or email.⁶⁸ If the board of elections maintains an internet website, the board must post the initial notice and the updated notice on its website.⁶⁹

Please refer to Secretary of State [Form 120](#) for an election notice template.

a. Initial Notice

The board must make available an initial notice at least 100 days before each regularly scheduled election and as soon as possible before an election that is not regularly scheduled. This initial notice must contain the following:

- A list of all federal, state, and local offices the board expects to be on the ballot;
- A list of all questions and issues the board expects to be on the ballot; and
- Specific instructions on how a uniformed services or overseas voter must indicate their choice on the Federal Write-In Absentee Ballot.

b. Updated Notice

After the date on which the ballot form is certified, and no later than 46 days before each election, the board of elections must make available an updated notice with the following information:

- A list of certified candidates for each office on the ballot;
- A list of all certified questions and issues on the ballot; and
- Specific instructions on how a uniformed services or overseas voter must indicate their choice on the Federal Write-In Absentee Ballot.

⁶⁷ [R.C. 3511.16](#).

⁶⁸ [R.C. 3511.16\(B\)](#).

⁶⁹ [R.C. 3511.16\(C\)](#).



2. Transmit UOCAVA Ballots on the 46th Day Before Each Election

On the 46th day before each election—even if the 46th day falls on a day the board is not regularly open for business—each board must transmit an absentee ballot to every UOCAVA voter who has filed a valid application with the board as of January 1st of that year or 90 days before the election, whichever is earlier, to receive an absentee ballot by mail, email, or fax. UOCAVA ballots must be transmitted on the 46th day. **This is a mandatory deadline.** Boards must have the necessary personnel on site to accept UOCAVA applications, review them for validity, and issue ballots on the 46th day prior to the election.

UOCAVA voters may receive absentee ballots by mail, email, or fax. Each UOCAVA voter should designate on the application form the manner in which the voter prefers to receive the ballot. If the UOCAVA voter does not express a preference on the application, the board of elections must deliver the absentee ballot via standard mail.⁷⁰

All uniformed services and overseas voters may vote a complete ballot—all federal, state, and local candidate and issue contests—of the Ohio precinct in which the voter resided immediately before leaving Ohio for military service or to reside overseas. A person who moves from Ohio to a location outside the United States without becoming a resident of another state does not lose Ohio residency, and is therefore eligible to vote on all candidate and issue contests.⁷¹

When the board transmits a ballot to a UOCAVA voter, it must provide the following items:

- Ballot;
- Secretary of State [Form 12-A](#) (Identification Envelope with Statement of Voter);
- Secretary of State [Form 12-K](#) (Instructions to Uniformed Services or Overseas Voters); and
- Secretary of State [Form 12-J](#) (Ballot Tracking for Military and Overseas Voters-Notification of PIN).

When sending a ballot to a UOCAVA voter via email, it is sufficient to attach the ballot to the email in .pdf form generated from the election management system (“EMS”). The actual ballot issued to the UOCAVA voter will be the one

⁷⁰ [R.C. 3511.021\(A\)\(2\)](#).

⁷¹ [R.C. 3503.02\(G\)](#). Note: A non-UOCAVA voter who moves from Ohio to another state within the U.S and resides there for four years or more still is deemed to have lost their residence in Ohio; [R.C. 3503.02\(F\)](#). In the Classification portion of the FPCA, there are separate checkboxes. Under Ohio law, all UOCAVA voters are treated similarly and are issued a complete ballot, regardless of which box they check.



used when remaking the ballot upon return. It will have a stub.

If the board receives more than one absentee ballot request from a UOCAVA voter and has already issued that voter a ballot, the board may not transmit another ballot to the same voter unless the voter's subsequent request states the voter submitted an initial request more than 30 days before the election, but has not received a ballot as of the 15th day before the election. The board must also ensure that it has not received a voted ballot from that voter.⁷²

Federal Write-In Absentee Ballot ("FWAB")

The FWAB may be used by a UOCAVA voter to vote for all federal, state, and local offices, questions, and issues in every election.⁷³

The voter will download the FWAB from the Federal Voting Assistance Program website at www.fvap.gov and complete the ballot with the information the board provides in the election notices explained above.

The FWAB is meant to serve as a backup ballot for a UOCAVA voters who made a timely application for, and did not receive, an absentee ballot. A FWAB can be counted only if the voter requested an absentee ballot by the deadline of noon on the Saturday before Election Day.⁷⁴ If, after mailing the FWAB to the board of elections, the voter receives the requested absentee ballot, the voter may vote the ballot and return it to the board of elections. If the board receives the voter's valid absentee ballot by the 10th day after the election, it must count the absentee ballot and not the FWAB.

The declaration accompanying a FWAB may be used simultaneously to register the person to vote for the next election if it is received no later than 30 days before the election. If the UOCAVA voter who submits a FWAB to the board of elections after that point and is not already a registered Ohio voter, the ballot cannot count. However, the declaration will serve to register an otherwise eligible voter to vote in future elections.⁷⁵

3. Enter UOCAVA Voter Data into the Centralized Ballot Tracking System (CBTS)

The Centralized Ballot Tracking System (CBTS) allows UOCAVA voters to track the status of their absentee ballots.⁷⁶ When the board receives a valid FPCA or Secretary of State [Form 11-E](#), it must enter the voter into the CBTS to create a voter record. The CBTS will automatically generate a unique, personal identification number (PIN) for the voter. The board must provide the voter

⁷² [R.C. 3511.08](#).

⁷³ [R.C. 3511.14](#).

⁷⁴ 52 U.S.C.A. § 20303 and [R.C. 3511.02](#).

⁷⁵ [R.C. 3511.14\(B\)](#).

⁷⁶ [R.C. 3511.021\(B\)](#).



notification of the assigned PIN, which the voter will use to log in and view ballot status. Secretary of State [Form 12-J](#) may be used to notify a voter of their assigned PIN and to inform the voter how to access the CBTS website and track the ballot.

Once the board creates a voter record, it is required to update and maintain the accuracy of that record. Each absentee ballot record must be updated with the following information:

- Date the board received the FPCA or Secretary of State [Form 11-E](#);
- Date the board transmitted the blank absentee ballot to the voter;
- Date the board received the voted absentee ballot;
- What errors, if any, the board detected on the absentee ballot ID envelope; and
- Whether the absentee ballot was counted.

All CBTS records must be updated completely before the official canvass is completed.

If you do not have a copy of the CBTS manual, please contact the Secretary of State's Elections Division.

SAFE AT HOME VOTERS

Substitute House Bill 359 from the 131st General Assembly created an address confidentiality program, known as the "Safe at Home" program, for victims of crimes, such as domestic violence, human trafficking, rape, sexual battery, and menacing by stalking. The Ohio Secretary of State's Office administers this program and is responsible for creating an absentee ballot application and identification envelope for participants of the program. To protect their confidentiality, a participant in the program must vote *only* absentee by mail, using their identification number on the absentee ballot application and identification envelope instead of their address.⁷⁷ A participant with questions regarding how to request and receive an absentee ballot without compromising the confidentiality of their address should contact the Safe at Home Program at the Secretary of State's Office at 1-614-995-2255.

⁷⁷ [R.C. 3509.04\(B\)](#).



Section 7.05 Processing Absentee Ballot Applications

PRE-PRINTING ONLY NAME AND ADDRESS ON ABSENTEE BALLOT APPLICATION

In the required fields of any type of absentee ballot application, the board may pre-print only a voter's name and address before mailing to a voter who requests it.⁷⁸ None of the other required pieces of information on any type of absentee ballot application shall be completed by election officials on a voter's behalf, unless the voter requests assistance and is a voter with a disability or with literacy challenges.⁷⁹

PROHIBITION ON PRE-PAYING POSTAGE ON ABSENTEE BALLOT RETURN

No board is permitted to pre-pay return postage for any type of absentee ballot application.⁸⁰

SUBMISSION BY FAX OR EMAIL

Only UOCAVA voters may submit absentee ballot applications by mail, email, or fax.⁸¹

Non-UOCAVA absentee ballot applications must be mailed or delivered to the board of elections in person. A board may not accept or process a non-UOCAVA absentee ballot application received by fax or email.

INCOMPLETE APPLICATIONS

If the board receives an application for an absentee ballot that does not contain all the required information listed above, the board must promptly notify the voter of the additional information required to complete the application and ask the voter to submit a new, complete application containing all required information.⁸²

Boards must utilize telephone numbers and email addresses to contact the voter to notify the voter that additional information is required to provide an absentee ballot. However, if electronic contact is not possible, boards must notify the voter by mail that additional information is required.⁸³

In the event that an absentee ballot application from a UOCAVA voter is missing some

⁷⁸ [R.C. 3509.03\(F\)](#).

⁷⁹ [R.C. 3505.24](#); [R.C. 3509.03](#); [R.C. 3511.02\(F\)](#); [R.C. 3511.10](#).

⁸⁰ [R.C. 3509.03](#); [R.C. 3511.02\(E\)](#). This prohibition does not affect UOCAVA voters' use of the USPS Official Absentee Balloting Materials postage-paid envelope if they choose to return their FPCAs through the USPS.

⁸¹ [R.C. 3503.191\(B\)](#); [R.C. 3511.021\(A\)\(2\)](#).

⁸² [R.C. 3509.04\(A\)](#).

⁸³ [R.C. 3509.03](#); [R.C. 3509.04\(A\)](#); [R.C. 3509.04\(B\)](#).



of the required information or that the board of elections is unable to open the file in which the voter transmitted the FPCA, the board must contact the voter immediately, using the quickest and most effective available means of communication. Boards must attempt to contact the voter using all the contact information provided on the form and must ask the voter to resubmit a complete application containing all required information.

The board may not return an original incomplete application of any type to the voter, as once an application is received at the board office, it is a public record. In addition, election officials may not complete an application's missing information on behalf of the voter. The voter must personally complete any missing information on the application, unless the voter has paperwork on file with the board of elections to receive assistance from a designated attorney-in-fact.⁸⁴

ABSENTEE BALLOT APPLICATION PROVIDED TO THE INCORRECT COUNTY

If the board of elections receives an absentee ballot application intended for another county, the board must transfer the original application to the correct county within five days of receipt or on the same day if the application is received within the last week of early voting. The application(s) must be accompanied by a transmittal form cover page. The transmittal form must contain the name and contact information of the board, the transmission date, and the number of applications transferred. The board may also include a list of applicants whose forms are included in the transmittal packet. Additionally, the board must retain a copy, in either paper or electronic format, of the original application as well as the transmittal form.

ISSUING BALLOTS

Absentee voting begins 46 days⁸⁵ before each election for UOCAVA voters only and on the day after the close of registration before each election for all other types of absentee voters.⁸⁶ Due to the earlier start date for UOCAVA voting, boards must have ballots proofed and ready to mail prior to the 46th day before each election.

Once the board receives an application that meets the requirements explained above, it must provide the voter with the correct ballot for the voter's precinct, based on the voter's residence address.

⁸⁴ [R.C. 3501.382](#); [R.C. 3509.03](#); [R.C. 3511.02](#).

⁸⁵ [R.C. 3511.04](#).

⁸⁶ [R.C. 3509.01\(B\)](#).



OUTSOURCING ABSENTEE BALLOT PROCESSING

Boards of elections may not outsource the printing and mailing of absentee ballots to vendors or any other third party unless the board receives prior written authorization from the Director of Elections, conditioned upon submission of appropriate quality assurance procedures. A board of elections must submit the request no later than 60 days before each election absentee ballot printing and mailing will be outsourced.⁸⁷ To request authorization, the board must follow the steps outlined below:

1. In a public meeting and no later than 70 days before an election, board members must vote to outsource the printing and mailing the absentee ballots.
2. Before selecting a vendor, the board of elections must consider any action, appearance of impropriety, or political bias that the choice of vendor might impute to the board.
3. The board of elections must prepare a draft contract reviewed by the county prosecutor. The contract must include the following conditions (or substantially similar terms and conditions):
 - The board of elections must provide ballot image files (typically in .pdf format), absentee voting instructions, envelopes, and any additional inserts no later than the 46th day prior to Election Day.
 - The vendor must provide a complete physical proof of all absentee ballot styles and a sample of the complete mailing to the board of elections for review and proofing prior to production. The complete mailing proof must include the ballot, the instructions, the absentee identification envelope, the absentee return envelope, the mailing envelope, and any additional inserts the board may include with the ballot. As a best practice, the vendor should provide the physical proofs no later than the 42nd day prior to Election Day.
 - The board must approve the proofs the vendor provided or promptly inform the vendor of any necessary changes. If changes are necessary, the vendor must provide new proofs, and the board must approve them before the vendor produces any ballots for distribution to voters. As a best practice, the board should approve final proofs by the 40th day prior to Election Day to allow adequate time for production.
 - No later than the 39th day prior to Election Day, the board must send all absentee voter data files to the vendor. The vendor must acknowledge receipt of the data files.

⁸⁷ If a board of elections is conducting elections which overlap one another, the board is permitted to make a request for more than one election at the same time.



- ❑ No later than the 35th day prior to Election Day, the board must send subsequent absentee voter data files to the vendor. The vendor must acknowledge receipt of the data file(s).
- ❑ No later than the 29th day prior to Election Day, the board must send subsequent absentee voter data files to the vendor. The vendor must acknowledge receipt of the data file(s).
- ❑ On the first day of absentee voting ([see current year elections calendar](#)), the vendor must complete the printing, insertion, and addressing, and deliver for distribution the absentee ballots for all records contained in any absentee voter data file received from the board of elections by the 39th day before the election.
- ❑ No later than the 24th day prior to Election Day, the vendor must complete the printing, insertion, and addressing, and deliver for distribution the absentee ballots for all records contained in any data files received by the 29th day before the election from the board of elections.
- ❑ If the board sends absentee voter data files to the vendor between the 28th and 16th day prior to Election Day, the vendor must acknowledge receipt and process the data file(s). The vendor must complete the printing, insertion, and addressing of the absentee ballots. Additionally, vendors must deliver all absentee ballots for distribution within 48 hours of receiving the data file(s), including weekends or holidays.
- ❑ If the board sends absentee voter data files to the vendor between the 15th day and the Friday immediately prior to Election Day, the vendor must acknowledge receipt and process the file(s). The vendor must complete the printing, insertion, and addressing of the absentee ballots. Vendors must deliver all absentee ballots for distribution within 24 hours of receiving the data file(s), including on weekends or holidays.
- ❑ On the Saturday prior to Election Day, the board of elections must print and mail all outstanding absentee ballots associated with timely submitted applications.
- ❑ If the county has multiple elections with overlapping deadlines in the election cycles that prevent the board from meeting the above deadlines, the board must work with the vendor to produce a mutually agreeable adjusted schedule for the latter election(s) and submit it to the Secretary of State for approval 90 days prior to the election in which modifications are necessary.



- The print vendor must supply to the board of elections a detailed audit report of each ballot that was produced and delivered to the USPS within 12 hours of the ballots being delivered to the USPS.
 - The print vendor must ensure no voter receives duplicate ballots.
 - The print vendor must maintain operation seven days a week and operate during all federal holidays that occur between the first day of absentee voting and the Saturday prior to Election Day, if necessary, to fulfill the contract and order on the timeline established in the contract.
 - The vendor must commit the human resources, technology, and supplies to fulfill the contract and order on the timeline established in the contract.
 - The vendor must agree not to assign responsibility to any subcontractor, unless the contract lists the name and contact information for each subcontractor who will perform the terms of the contract.
4. The board of elections must include the following information in its request for authorization to outsource the printing and mailing of absentee ballots:
- A copy of the draft contract with the vendor and confirmation that the county prosecutor reviewed it. The contract must contain the requirements set forth above.
 - The name and contact information of the print vendor located in Ohio who will print and mail the absentee ballots.
 - The name and contact information for any subcontractor who is responsible for maintaining the terms of the contract, if not the print vendor directly. Any subcontractor that prints ballots must be located in Ohio.⁸⁸
 - The method in which the .pdf artwork for the ballots and the absentee data files will be provided. Vendor should include the method they use to transfer files in a secure way.
 - The type of data that will be provided to the vendor each day, which must include the following:
 - Absentee and/or county voter registration ID number;
 - Voter's name;
 - Voter's registration address;
 - Mailing address (if applicable); and
 - Precinct/Split information and/or ballot style information.

⁸⁸ [R.C. 3505.13](#).



- The actual service-level agreement for production and mailing of the absentee ballots that details the amount of time, after receiving the absentee data files, that the ballots will be mailed. See service-level agreement information above.
- The type of first-class postage (pre-sorted, bulk mail, stamps, etc.) and whether Intelligent Mail Barcode (IMb) tracing will be used for the delivery of the ballots. USPS recommends that all trays and sacks with mailings of ballot materials affix Tag 191, Domestic and International Ballots, and envelopes should be marked with the Official Election Mail logo.
- The process by which absentee ballots will ultimately be transmitted to the USPS and the USPS facility that will accept the mailing of the absentee ballots.
- The process for proofing any cross-reference/relationship tables that are provided to the vendor to ensure the correct ballot is associated with each precinct/split. The plan must detail that a sample data file will be provided to the printer and each type of ballot produced and proofed to ensure the cross-reference tables correctly produce the ballot for each voter to the appropriate address.
 - Vendor must provide proof that each precinct/split has been tested.
 - Vendor must test all other printed documents such as voter instructions, withdrawal notices, etc.
 - Vendor must test the proper printing of the delivery address, including, when a mailing address is provided in the data (address on identification envelope must be different than the mailing address).
 - Vendor must proof and test the pre-printing of the name and voter registration address of the voter and voter ID.
- A plan to address the testing of all ballot styles across all precincts and splits. The vendor shall provide a full set of ballots to the board, including every ballot type for every precinct and split. The board must test each ballot produced using the ballot scanning equipment prior to approving the proof for production. The board must ensure that all precincts or precinct splits with more than one ballot sheet are correctly produced to ensure that the voter receives the proper ballot.
- A copy of the daily audit process. That process must allow for a cross-reference of the data with the absentee data provided to the vendor. The vendor must provide the board with digital proofs that are reviewed for accuracy to ensure the correct ballot is being provided to the voter.



- ❑ The process used to update the board's voter registration system using the report provided by the print vendor. Vendor reports must include the dates the ballots were mailed.
- ❑ A plan to address the mailing of the ballots in the seven days before Election Day, including how the vendor will fulfill same day requests, if the vendor is fulfilling the printing and mailing of absentee ballots during this period.
- ❑ Written assurances from the vendor that they have the human resources, technology, and supplies to fulfill the contract and order on the timeline established in the contract, based on the volume of absentee ballot requests anticipated in the election.

PROHIBITION ON CANCELLING REQUESTS

A board of elections may not cancel a valid absentee ballot application once a voter submits it to their board of elections. Once a board of elections processes a complete absentee ballot application, it must issue the ballot (unless the board receives notice after accepting the application that the voter moved to another precinct, the voter is deceased, or is otherwise ineligible to cast the ballot). However, a voter may decide not to cast their absentee ballot and vote early in person or request a replacement absentee ballot to be sent by mail. If the voter appears to vote on Election Day at their polling location, they must cast a provisional ballot.⁸⁹

IDENTIFICATION ENVELOPE AND PRE-PRINTING ONLY NAME AND ADDRESS

Ohio law requires boards of elections to provide an identification envelope with the absentee ballot (Forms [12-A](#) and [12-C](#)).⁹⁰ State law permits boards of elections to pre-print the voter's name and address (at which the voter is registered to vote) on the identification envelope unless the voter has a confidential voter registration record.⁹¹ None of the other required pieces of information on any type of absentee ballot application shall be completed by election officials on a voter's behalf, unless the voter requests assistance and is a voter with a disability or literacy challenges.⁹²

Boards of elections are instructed to pre-print the voter's name and address (at which the voter is registered to vote) on the voter's identification envelope prior to providing it to the voter. Boards of elections may fulfill this requirement by pre-printing the voter's name and address directly onto the identification envelope, by pre-printing the voter's name and address onto a sticker or label and then affixing the sticker or label to the identification envelope, or by some other method which accomplishes this purpose.

⁸⁹ [R.C. 3509.09\(B\)](#).

⁹⁰ [R.C. 3509.04](#); [R.C. 3511.05](#).

⁹¹ [R.C. 111.42](#); [R.C. 3511.02\(F\)](#).

⁹² [R.C. 3505.24](#); [R.C. 3509.04](#); [R.C. 3511.05\(E\)](#); [R.C. 3511.10](#).



When a voter's name is placed anywhere on the identification envelope by a board of elections (i.e., other than in the blanks identified for this purpose on Forms [12-A](#) or [12-C](#)), the name portion of the statutory requirement for the identification envelope to contain the voter's name⁹³ is satisfied.

The statutory prohibition against pre-printing information other than the voter's name and address does not limit a board from printing other information helpful to the board in administering its duties (e.g., voter identification number, ballot style, precinct, party-affiliation, municipality or other jurisdictions, bar codes, etc.). However, the board shall not pre-print the address of a participant in the Safe at Home program.⁹⁴

PROHIBITION ON PAYING RETURN POSTAGE ON AN ABSENTEE BALLOT

No board is permitted to pre-pay return postage for any absentee ballot.⁹⁵

MAILING CONSIDERATIONS AND INSTRUCTIONS

These instructions implement several administrative practices that are intended to increase the operational likelihood that ballots received after Election Day, if otherwise valid, can be included in the official canvass of the election. The instructions are based on close collaboration between state and local election officials in Ohio and the U.S. Postal Service.

USPS-expected level of service for point-to-point delivery of First-Class Mail is 2 to 5 days, and under ordinary circumstances, First-Class Mail in machinable letter-size envelopes is postmarked in an automated process versus flat-size envelopes, which generally receive a lower percentage of postmarks.

While no single operational or administrative action provides a complete remedy to the situation, the implementation of several administrative practices may increase the operational likelihood that ballots received after Election Day, if otherwise valid, can be included in the official canvass of the election. Therefore, boards of elections must implement the following:

- Include with every absentee ballot (except those issued and cast in person) the notice prescribed by the Secretary of State's Office, [Form 12](#). A board of elections may print the SOS-prescribed notice on other instructional material that the board already inserts into its absentee ballot packets (e.g., on the back of Secretary of State [Form 12](#), "Instructions to Absentee Voters").
- USPS highly recommends that all county boards of elections use letter-size

⁹³ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)](#).

⁹⁴ [R.C. 3509.04](#).

⁹⁵ [R.C. 3509.04](#); [R.C. 3511.04](#). This prohibition does not affect UOCAVA voters' use of the USPS Official Absentee Balloting Materials postage-paid envelope to return their ballots through the USPS.



courtesy reply envelopes.⁹⁶ As noted above, use of this envelope size will increase the operational likelihood that the ballot receives a postmark. However, even letter-size envelopes could be treated as flats depending on the weight of the absentee ballot return envelope, which includes the ballot sheets enclosed in an identification envelope. We cannot know how many sheets will be necessary to accommodate ballot length from one election to the next. The use of letter-size envelopes (depending on ballot length) will increase the likelihood of postmarking in most counties for most elections. Boards of elections not already using letter-size courtesy reply envelopes must carefully consider whether continuation of this practice for the presidential general election is in the best interest of its county's voters given the recommendation from USPS.

- USPS recommends that boards of elections contact and leverage available Postal resources that support election mail coordination, mailpiece design, mailing preparation and entry activities and coordinating mailpiece delivery and pickup.

For assistance with mailpiece design, contact a Mailpiece Design Analyst (MDA) by calling the MDA Support Center at (855) 593-6093 (hours of operation are Monday – Friday, 7 am - 5 pm CT) or by sending your request by email to mda@usps.gov. Please contact and develop a relationship with your local Election Mail Coordinator.

- USPS recommends that all trays and sacks with mailings of ballot materials affix Tag 191, Domestic and International Ballots. This bright green tag provides a high degree of visibility on ballot mail as it enters Postal processing centers. These tags are available by contacting an USPS Election Mail Coordinator (see above).
- Boards of elections must use First-Class Mail postage rather than standard or non-profit postage rates when paying for the delivery of outbound absentee ballots. Use of USPS-approved practices to maximize postage discounts for First-Class Mail (e.g., presort First-Class Mail) are encouraged.
- Remember, USPS requires that the balloting materials for all types of absentee ballots, whether disseminated in hardcopy or electronically, must indicate in a prominent location the proper amount of First-Class Mail postage that must be paid. This information must be included in the balloting materials (i.e., on the ballot instructions, mailing instructions, or the envelope) with the marking "First-Class Mail postage must be applied."
- Alternatively, the marking "Apply First-Class Mail postage here" may be printed in the upper-right corner of the address side of the envelope used by the voter to return the ballot to election officials. USPS will also accept approved variations of

⁹⁶ This recommendation does not contemplate the use of #10 business envelopes. In fact, USPS regulations allow a letter size envelope to be up to 6½ inches in height, 11½ inches wide, and ¼ inch thick. This maximum size is substantially larger than a #10 business envelope.



the above markings. Additionally, balloting materials must indicate, in a prominent location, the specific amount of First-Class Mail postage required for the return of the ballot to election officials. The marking requirements will not apply to balloting materials that are qualified under the special exemptions specified by USPS.⁹⁷

Postage Evidencing – The term “postage evidencing system,” as used in [R.C. 3509.05\(B\)\(2\)](#), refers to postage meters or private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.⁹⁸ As such, absentee ballots bearing postage affixed by a postage meter or through a PC Postage company cannot be accepted after Election Day, even if postmarked by the day before Election Day.

- All other forms of postage are acceptable for post-election receipt by the board of elections, including postage labels obtained at a USPS customer service window or from a USPS Self-Service Kiosk.
- Furthermore, please note that postage labels (i.e., Postage Validation Imprint, or PVI) obtained at a USPS customer service window or through a Self-Service Kiosk meet the USPS definition of a “postmark,” meaning no other forms of postmarking are necessary. Receiving a postmark through the retail window PVI or the Self-Service Kiosk postage label are the USPS-preferred methods for ensuring that postmarking occurs on ballots being mailed within a week of Election Day.

Often when USPS processes mail, an ID Tag, in the form of a fluorescent bar code, is printed by USPS on the back of the envelope or flat. While the data contained in the ID Tag bar code is largely informational for USPS operations, it contains a date/timestamp. The ID Tag is not considered a postmark by USPS.⁹⁹ However, it is common sense to use whatever date/time information is provided by USPS on the physical envelope to qualify for counting any otherwise valid absentee ballot.

- Therefore, for purposes of [R.C. 3509.05\(B\)](#) only, whenever an official USPS postmark is not present or is not legible, but a readable ID Tag is printed on the envelope, the board of elections must obtain a bar code reader to decode the ID Tag on the envelope. In these instances, if the date/timestamp contained in the ID Tag is no later than the day before Election Day (and the exceptions of [R.C.](#)

⁹⁷ USPS Domestic Mail Manual 703.8.1.2.

See also, <http://about.usps.com/election-mail/election-mail-resources.htm>.

⁹⁸ See 39 CFR 501.01.

⁹⁹ https://about.usps.com/handbooks/po408/ch1_003.htm.



[3509.05\(B\)\(2\)](#) regarding postage evidencing systems are not present), the board shall proceed with determining whether or not the absentee ballot is otherwise eligible using the ID Tag as a proxy for a postmark.

- The Secretary of State's Office purchased scanners to support boards of elections on a scheduled basis. Please contact your assigned regional liaison to schedule the use of a scanner before your official canvass.

STEPS FOR SENDING A REPLACEMENT BALLOT BY MAIL

Boards of elections may receive requests for replacement ballots from absentee voters who did not receive their ballot in the mail, made a mistake, defaced their ballot, or have another reason for wanting a replacement ballot. A board may provide a voter with up to two replacement absentee ballots.¹⁰⁰ A replacement absentee ballot may be sent only to the address included on the original application. A voter who requests that the ballot be mailed to a different address must complete a new absentee ballot application that includes that new address.¹⁰¹

Additionally, no voter may receive a replacement ballot after the voter's absentee ballot is scanned or entered into the automatic tabulating equipment.¹⁰²

If a voter indicates that they want the board to mail a replacement absentee ballot, the board must go through the following steps:

1. If a voter made a mistake or the mailed ballot was defaced, ask the voter to return the ballot to the board for tracking purposes, if the voter still has the ballot. The voter should fold the ballot for privacy and not seal it within the identification envelope. Assure the voter that only one ballot will be counted.
2. If a voter did not receive a ballot or lost their ballot, identify when the last ballot was issued. Inform the voter of the date when the ballot was issued and that the USPS estimates first-class election mail requires two to five days to arrive in the mail.¹⁰³ Depending on when the voter makes the replacement ballot request, caution them if there may not be enough time to deliver the replacement absentee ballot by mail to the voter. The board should inform them of other options for voting, such as voting early in-person or at their polling location on Election Day.

¹⁰⁰ This is consistent with the law governing replacement ballots on Election Day. See [R.C. 3505.23](#) — "In no case shall more than three ballots be issued to a voter."

¹⁰¹ [R.C. 3509.03](#).

¹⁰² [R.C. 3509.051\(E\)](#).

¹⁰³ [State and Local Election Mail — User's Guide](#).



3. If the voter still requests the board to mail a replacement absentee ballot, the board must promptly issue the replacement ballot and clearly document electronically when the replacement ballot was issued.

The board of elections may count only one ballot per voter. If the voter marks and returns more than one ballot, the board must count only the first ballot received. It is a felony to vote more than once in the same election.¹⁰⁴

POLL LIST TO IDENTIFY ELECTORS REQUESTING ABSENT VOTER'S BALLOT.

The board must mark the name of each registered elector in the precinct who requested an absentee ballot for that election.¹⁰⁵ If a voter who is marked in the pollbook as having requested an absentee ballot appears at a precinct polling location to vote on Election Day, the voter will be required to cast a provisional ballot.¹⁰⁶

ABSENTEE BALLOT STATUS LOOKUP

- Through each board of elections website, absentee voters in the county must be permitted to identify the status of their absentee ballot from the date of application to the date the ballot was accepted for counting. Specifically, each board website must provide the voter with the following information:
 - The date the voter's absentee application was approved;
 - The date the voter's approved absentee application was processed by the board of elections (i.e., the date the board of elections mailed the ballot or otherwise issued it);
 - The date the voter's voted absentee ballot was received by the board of elections; and
 - The date the voter's voted absentee ballot was accepted for counting (or, if not accepted for counting, the reason it was determined to be ineligible for counting and the deadline by which the voter may correct any deficiency).

This search functionality must be available to voters beginning at least the 46th¹⁰⁷ day before an election through the 35th day after that same election. [For more information on voter access to information, please refer to Chapter 17 Miscellaneous Duties.](#)

¹⁰⁴ [R.C. 3599.12\(A\)\(2\).](#)

¹⁰⁵ This does not apply to Safe at Home address confidentiality program participants per [R.C. 111.44](#).

¹⁰⁶ [R.C. 3509.09.](#)

¹⁰⁷ [R.C. 3511.04.](#)



Section 7.06 Processing Absentee Ballots

All absentee ballots must be returned by mail or in person to the office of the board of elections. No ballot may be returned by fax or email. **Ohio law prohibits the electronic return of an absentee ballot and the processing or counting of any ballot returned electronically.**¹⁰⁸

The board must examine each returned absentee ballot envelope for eligibility before the board may remove the ballot from the envelope.

Boards of elections may begin processing, but not tabulating, absentee ballots not earlier than the day following the close of voter registration.¹⁰⁹ "Processing" includes:

- Determining whether a UOCAVA voter signed the ballot and submitted it for mailing not later than 12:01 a.m. on Election Day.¹¹⁰ If the board receives the ballot within the timeframe discussed in the next section, it shall be deemed to have been submitted for mailing by 12:01 a.m. on Election Day;
- Confirming that the board received the ballot by the close of polls on Election Day at the office of the board of elections if delivered in person, or by the 10th day after Election Day if delivered by mail. **Please note that a postmark is not required in order for a UOCAVA ballot to be valid.** The board must count an otherwise valid UOCAVA ballot regardless of whether it contains a timely postmark, a late postmark, or no postmark;¹¹¹
- Opening absent voter's ballot envelopes that have been examined and accepted as valid. If a ballot is not sealed in the identification envelope, avoid looking at the markings on the ballot, place the ballot in the identification envelope, and seal it.¹¹²
- Determining whether the stub is still attached;
- Preparing the absent voter's ballot for scanning; and
- Scanning of the absent voter's ballot using automatic tabulating equipment at a central counting station;¹¹³ and identifying absent voter's ballots that cannot be "read" or are "rejected" by the ballot scanning device to determine whether the ballot needs to be remade so that it can be read by the scanner. This includes remaking of UOCAVA ballots transmitted by email or fax.

¹⁰⁸ [R.C. 3511.021\(A\)\(4\).](#)

¹⁰⁹ [R.C. 3505.27.](#)

¹¹⁰ [R.C. 3511.11\(C\).](#)

¹¹¹ [R.C. 3511.11\(C\).](#)

¹¹² [R.C. 3511.11\(A\).](#)

¹¹³ In no circumstance may any board initiate the human-readable reporting of election results from absentee ballots processed prior to 7:30 p.m. on Election Day. [R.C. 3505.26.](#)



Apart from those presenting valid identification and voting in-person immediately, Ohio law requires all absentee voters to place their ballot in the ID envelope and seal the envelope. The board of elections must clearly indicate that the ballot must be sealed within the ID envelope in order to count. If the board receives an absentee ballot that is not sealed in its identification envelope, the board must seal the envelope. If the ballot is not inside the identification envelope, avoid looking at the markings on the ballot, and place the ballot in the identification envelope and seal it.

At the close of early in-person absentee voting each day, a bipartisan team of board of elections' employees must secure all pollbooks, voting equipment, voted ballots, and ballot boxes. The pollbooks, voting equipment, voted ballots, and ballot boxes must be stored in a manner that prevents unauthorized access. Prior to the start of early in-person absentee voting each day, a bipartisan team of board of elections' employees must inspect all voting equipment and ballot boxes to ensure that all tamper-evident seals are intact. The board must program its voting equipment to utilize all available security features, such as the use of a password to open or close the equipment. As a reminder, each board must ensure that when any voting machine is powered-down after the close of early in-person absentee voting each day, the machine does not tabulate any votes cast on it.

INCOMPLETE OR NON-CONFORMING IDENTIFICATION ENVELOPE¹¹⁴

Whenever a board of elections receives an absentee ballot identification envelope that is missing required information or that contains information that does not conform to the voter's registration record, and the board of elections cannot determine the voter's eligibility without the missing or nonconforming information (see Section 1.07 below), the board of elections must promptly contact the absentee voter to give the voter an opportunity to supplement the voter's identification envelope so the voter's ballot can be tabulated. The board must meet this requirement by issuing Secretary of State [Form 11-S](#) to the voter.¹¹⁵ Boards must include a courtesy reply envelope (pre-addressed return envelope) with every Secretary of State [Form 11-S](#) issued. When a telephone number or email address is available, boards must use that contact information to quickly notify the voter about the deficiency on their ID envelope. The voter must provide the necessary information in writing on [Form 11-S](#), either by in person delivery or by mail.¹¹⁶

¹¹⁴ Please note that pursuant to a court order, if the nature of the non-matching information is such that an absentee voter provided the number above their picture and not the driver license number (two alphabet letters followed by six numbers), the Board must notify the voter of such error by telephone or in writing, within 2 business days of receiving the application or voted ballot. The voter so notified must be permitted to appear in person at the office of the Board to provide the correct information. In the case of a returned absent voter's ballot, the voter shall have until the 10th day after the election to provide this information to enable their ballot to be counted. See [Directive 2008-80](#).

¹¹⁵ See Election Official Manual Chapter 5, pages 30-32 and 35-37

¹¹⁶ [R.C. 3509.06\(D\)\(3\)\(b\)](#)



Secretary of State [Form 11-S](#) provides spaces for a board of elections to print the voter's name and registration address, and to identify for the voter the specific information that is missing or in error (the "nature of the defect") on the voter's absentee ballot identification envelope. The voter need only provide the information that cures the defect when returning a completed [Form 11-S](#) and does not need to sign and date [Form 11-S](#), unless the voter's signature on the voter's absentee ballot identification envelope was omitted or did not reasonably match the voter's signature on file with the board of elections.

In the event that the board issues [Form 11-S](#) because the voter's driver license number or last four digits of the voter's Social Security number provided on the identification envelope does not match the information as recorded in the statewide voter registration database, and the voter completes and returns [Form 11-S](#) with the same information provided on the identification envelope, the board must review its voter registration records – including original paper records if necessary – prior to the 10th day before the election to determine whether the mismatch is a result of data entry error.

Whenever a voter has requested the voter's absentee ballot to be mailed by the board of elections to an address other than the address at which the voter is registered to vote, and the voter's absentee ballot identification envelope is "defective," the board must issue [Form 11-S](#) to both the address at which the voter is registered to vote and the address to which the voter had requested the voter's absentee ballot be mailed by the board.¹¹⁷

Boards of elections must adhere to the following schedule when reviewing completed absentee ballot identification envelopes and issuing [Form 11-S](#) to absentee voters:

- ❑ [Form 11-S](#) must be issued not later than two business days after a "defective" absentee ballot identification envelope is received by the board from the start of absentee voting through the third Saturday prior to an election;
- ❑ [Form 11-S](#) must be issued not later than one calendar day after a "defective" absentee ballot identification envelope is received by the board of elections between the third Monday and last Friday prior to an election; and
- ❑ [Form 11-S](#) must be issued on the same day that a "defective" absentee ballot identification envelope is received by the board of elections between the Saturday prior to an election and through the 6th day following an election.

For purposes of this section, "issued" means that [Form 11-S](#) has been presented by the board of elections to the USPS, with accurate first-class postage affixed by the board of elections necessary for first-class delivery.

¹¹⁷ Regardless of whether the voter requested assistance in casting the absentee ballot, if a voter requests assistance to supplement the voter's identification envelope the board of elections must send two employees, not of the same political party, to the voter to provide assistance. *Ray v. Franklin County Board of Elections* Case No. 2:08-CV-1086, 2008 WL 4966759 (S.D. Ohio Nov. 17, 2008).



It is not necessary for a board to provide [Form 11-S](#) to an absentee voter whose ballot was received by the board of elections after 7:30 p.m. on Election Day and is postmarked later than the day prior to the election.

Once an absentee voter has completed [Form 11-S](#), the voter may return it to the board of elections in person, by mail or other private delivery service (e.g., UPS, FedEx, etc.), or by any person authorized by state law to return the voter's absentee ballot.¹¹⁸

In the case of voters with disabilities or UOCAVA voters, all county boards of elections must provide reasonable accommodations, as follows:

- ❑ Voters with Disabilities – Regardless of whether the voter requested assistance in casting the absentee ballot, if a voter requests assistance to supplement the voter's identification envelope, the board of elections must send board employees, not of the same political party, to the voter to provide assistance.¹¹⁹
- ❑ UOCAVA Voters – A UOCAVA voter's board of elections must provide notice to the voter in the same manner in which the voter requested transmission of the ballot by the board to the voter (i.e., by email, facsimile, or by mail, if application was made by mail or in person).

A completed [Form 11-S](#) must be received by the board of elections by the 7th day after an election,¹²⁰ or be post-marked by the 7th day after the election and received by the board of elections by the 10th day after the election, in order to cure the voter's defective absentee ballot identification envelope and have the ballot included in the official canvass, which may begin on the 11th day following the election.

Section 7.07 Mandatory Step-by-Step Process for Counting Absentee Ballots

STEP 1: DETERMINE WHETHER THE BALLOT WAS TIMELY SUBMITTED:

An absentee ballot returned in person to the board of elections office must be delivered by 7:30 p.m. on Election Day.¹²¹ The ballot also may be returned to the board's designated location for early in-person absentee voting at any time during early in-person absentee voting.

An absentee ballot returned via mail must be postmarked no later than the day before Election Day and received at the board of elections office no later than the 10th day after Election Day. If the absentee ballot returned via mail does not have a postmark, it

¹¹⁸ [R.C. 3509.05\(A\)](#).

¹¹⁹ *Ray v. Franklin County Board of Elections* Case No. 2:08-CV-1086, 2008 WL 4966759 (S.D. Ohio Nov. 17, 2008).

¹²⁰ [R.C. 3509.06\(D\)\(2\)\(b\)](#).

¹²¹ [R.C. 3509.05](#).



must be received at the board of elections office no later than 7:30 p.m. on Election Day.

A postmark does not include mail sent using a postage evidencing system, including a postage meter or postage from private companies that dispense postage through the internet (e.g., Stamps.com), known as the PC Postage program.¹²²

Note that a postmark is not required in order for a UOCAVA ballot to be valid. The board must count an otherwise valid UOCAVA ballot regardless of whether it contains a timely postmark, a late postmark, or no postmark.¹²³

- If the absentee ballot was not timely submitted, the board must reject the absentee ballot.¹²⁴
- If the absentee ballot was timely submitted, proceed to Step 2.

STEP 2: DETERMINE WHETHER THE VOTER HAS PROVIDED THE MINIMUM REQUIRED INFORMATION:

In order for an identification envelope to be opened and the absentee ballot to be counted, the absentee voter must provide sufficient information on the absentee ballot ID envelope to identify the voter and to determine that the voter was eligible to cast the ballot.¹²⁵

At a minimum, an absentee voter must provide:¹²⁶

1. **Name;**¹²⁷
2. **Signature;**¹²⁸ **and**
3. **Proper Identification:**¹²⁹
 - The voter's driver license number;¹³⁰
 - The last four digits of the voter's Social Security number;¹³¹ or
 - A copy of a current and valid photo identification, a military identification, or a current (within the last 12 months) utility bill, bank statement, government check, paycheck, or other government document (other than a notice of voter registration mailed by a board of elections) that shows the voter's name and address.¹³²

¹²² [R.C. 3509.05\(B\)\(2\)](#). See also 39 CFR 501.01.

¹²³ [R.C. 3511.11\(C\)](#).

¹²⁴ [R.C. 3509.07](#).

¹²⁵ [R.C. 3509.07\(C\)](#).

¹²⁶ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)](#); [R.C. 3509.07\(A\)](#).

¹²⁷ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)\(3\)\(a\)\(i\)](#).

¹²⁸ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)\(3\)\(a\)\(iv\)](#).

¹²⁹ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)\(3\)\(a\)\(v\)](#).

¹³⁰ [R.C. 3509.06\(D\)\(3\)\(a\)\(v\)\(I\)](#).

¹³¹ [R.C. 3509.06\(D\)\(3\)\(a\)\(v\)\(II\)](#).

¹³² [R.C. 3509.06\(D\)\(3\)\(a\)\(v\)\(III\)](#).



- It is important to note that the board of elections is required to pre-print the voter's name as it appears in the voter registration record onto the absentee ballot identification envelope. Occasionally, a voter may strike through and write a name on the identification envelope that is different from the name preprinted by the board using the voter's name as it appears in the voter registration record. Ohio law does not permit an absentee ballot identification envelope to be used as a voter registration update form (change of name form). If the absentee voter's name on the absentee identification envelope or Secretary of State [Form 11-S](#) does not match the name in the voter's registration record, the board must reject the absentee ballot.¹³³
- The absentee voter's signature must correspond with the signature that appears in the voter's registration file. If the absentee voter's signature on the absentee identification envelope or Secretary of State [Form 11-S](#) does not correspond with the signature in the voter's registration record, the board must reject the absentee ballot.
- The absentee voter must provide a form of proper identification.

Note: The absentee voter is not required to provide the same form of identification they provided when registering to vote. If an identification data field in the county voter registration system (CVRS) or statewide voter registration database (SWVRD) is blank, the information contained on an absentee identification envelope, provided under penalty of falsification, may be entered into the CVRS to complete the voter's registration record both in the CVRS and SWVRD. In any instance of deficiency, the Board must carefully review its voter registration records to determine if an error on the part of the board of elections is the result of the deficiency before it ever rejects any ballot.

If the absentee voter has not provided a form of proper identification on the absentee identification envelope or Secretary of State [Form 11-S](#), the board must reject the absentee ballot.¹³⁴

- If the absentee voter has provided their name, signature, and a form of proper identification on the absentee identification envelope or Secretary of State [Form 11-S](#), and the board can confirm the absentee voter's eligibility,¹³⁵ proceed to Step 4.
- If the absentee voter has provided their name, signature, and a form of proper identification on the absentee identification envelope or Secretary of State [Form 11-S](#), and the board cannot confirm the absentee voter's eligibility, the board must reject the absentee ballot.

¹³³ [R.C. 3509.07\(B\)](#).

¹³⁴ [R.C. 3509.07\(F\)](#).

¹³⁵ [R.C. 3509.07\(A\) and \(C\)](#).



State [Form 11-S](#), but the board cannot determine the absentee voter's eligibility, proceed to Step 3.

STEP 3: DETERMINE WHETHER VOLUNTARY INFORMATION PROVIDED ON THE ABSENTEE IDENTIFICATION ENVELOPE CONFIRMS THE VOTER'S ELIGIBILITY.

Only if the board of elections cannot confirm that the absentee voter was eligible to cast the ballot based on the required information the absentee voter provided, may it look at the voluntary information provided on the absentee ballot identification envelope.

1. **Residence Address**¹³⁶ - Pursuant to *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016), failure to complete the address field on an absentee identification envelope is not a reason to reject an absentee ballot.¹³⁷ If sufficient information is present for the board of elections to confirm that the voter is eligible to vote the ballot that was cast, the ballot must be counted. If the voter has a confidential voter registration record (i.e., they are a participant in the Safe at Home program), that voter need only provide their program participant identification number.

It is important to note that the board of elections is required to pre-print the voter's address as it appears in the voter registration record onto the absentee ballot identification envelope. See, paragraph E.1. of Section 1.05, above. Occasionally, a voter may strike-through and write an address on the identification envelope that is different from the address preprinted by the board using the voter's registration record. Ohio law does not permit an absentee ballot identification envelope to be used as a voter registration update form (change of address form). If the absentee ballot identification envelope indicates that the voter's registration information is out-of-date and that the voter is required to vote a provisional ballot (i.e., the address written by the voter is outside of the precinct in which the voter is registered), the absentee ballot cannot be counted;¹³⁸

When reviewing addresses, remember that the U.S. Postal Service assigns a mailing address (e.g., Columbus) that is not the same as the political subdivision (i.e., City, Village, or Township) in which the voter resides (e.g., the City of Bexley). The political subdivision, ZIP Code, and/or city (as assigned by the USPS) are generally not relevant to this determination.

¹³⁶ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.06\(D\)\(3\)\(a\)\(ii\)](#).

¹³⁷ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016).

¹³⁸ [R.C. 3509.07\(C\)](#).



The voter’s address is sufficient when the number and street is in the county (e.g., 2598 Ruhl Avenue) regardless of the City and ZIP code (except when the same address exists in two different precincts within the same county).

The following examples assume the ballots were cast in a polling location in Franklin County:

Street No. & Name	City / ZIP	Political Subdiv.	In County?	Valid?
2598 Ruhl Ave.	Columbus, 43209	Bexley	Yes	Yes
2598 Ruhl Ave.	Bexley, 43209	Bexley	Yes	Yes
63 Pinebrooke	Westerville, 43082	Westerville	No	No

Under no circumstances shall a board of elections use any database other than the county’s voter registration system (CVRS) or the statewide voter registration database (SWVRD) when determining whether or not the address on an absentee ballot identification envelope is valid. Specifically, boards of elections may not use the property records of a County Auditor or County Treasurer or any maps of a County Engineer to determine whether or not an absentee ballot identification envelope is valid.

If a board of elections must use the voter’s address to confirm a voter’s eligibility, it must not require technical precision in a voter’s completion of the address field. Boards should consider technical mistakes (such as inverting digits)¹³⁹ and be aware that technical mistakes in providing one’s address may not be cited as reasons to reject an absentee ballot.

2. **Date of Birth** - Pursuant to *NEOCH v. Husted*, 837 F.3d 612 (6th Circuit 2016), failure to complete the date of birth field on an absentee identification envelope is not a reason to reject an absentee ballot.¹⁴⁰ If sufficient information is present for the board of elections to confirm that the absentee voter is eligible to vote the ballot that was cast, the ballot must be counted. A board of elections may never reject an absentee ballot for the sole reason that the date of birth is missing, insufficient, or incomplete.

If a board of elections must use date of birth to confirm a voter’s eligibility, it must not require technical precision in a voter’s completion of the date of birth field. Technical mistakes in providing one’s date of birth (such as accidental transposition of month and year numerals, mistakenly writing the current date, or inverting digits) may not be cited as reasons to reject an absentee ballot.¹⁴¹

- If the board could not determine the absentee voter’s eligibility from the properly provided required information, and the voluntary information on

¹³⁹ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016).

¹⁴⁰ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016).

¹⁴¹ *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016).



the absentee identification envelope does not allow the board to confirm the absentee voter's eligibility, the board must reject the absentee ballot.¹⁴²

- If the board could not determine the absentee voter's eligibility from the properly provided required information, but the voluntary information on the absentee identification envelope allows the board to confirm the absentee voter's eligibility, proceed to Step 4.

STEP 4: OPEN ELIGIBLE ABSENTEE BALLOTS AND CONFIRM CONTENTS.

- If the eligible absentee ballot contains more than one ballot of any kind, or any voted ballot that the voter was not entitled to vote, the board must reject the absentee ballot.¹⁴³
- If Stub A is detached from the eligible absentee ballot, the board must reject the absentee ballot.¹⁴⁴
- If the correct ballot is enclosed in the absentee identification envelope along with Stub A, the board must count the ballot.

The board must endorse the back of the identification envelope of any absentee ballot that was not eligible with the words "Not Counted," along with the reason the ballot was not counted,¹⁴⁵ and retain the rejected ballot pursuant to established retention schedules.

All valid absentee ballots returned by the close of polls on Election Day, whether returned in person or by mail, must be included in the unofficial canvass.

Valid absentee ballots received after the close of polls on Election Day through the 10th day after the election, including ballots whose identification envelopes were insufficient but were cured by the 7th day following the election, must be included in the official canvass.

¹⁴² *NEOCH v. Husted*, 837 F.3d 612 (6th Cir. 2016); [R.C. 3509.07\(A\)](#).

¹⁴³ [R.C. 3509.07\(D\)](#).

¹⁴⁴ [R.C. 3509.07\(E\)](#).

¹⁴⁵ [R.C. 3509.07](#).



Section 7.08 Eligibility of Former Ohio Residents to Vote by Absentee Ballot in Ohio in a Presidential Election

In order to cast a ballot for President and Vice-President from the Ohio precinct in which the voter resided prior to moving to another state, a former Ohio resident must:¹⁴⁶

1. Be qualified to vote in Ohio, with the exception of residence and registration. The former resident must be a United States citizen who will be at least 18 years old as of the day of the Presidential Election; have resided in Ohio for at least 30 consecutive days immediately before moving from Ohio; and have been otherwise eligible to vote in Ohio before moving from Ohio. Therefore, the voter may not be currently incarcerated for a felony conviction, have been adjudicated incompetent to vote by a court, or have been twice convicted of violations of Ohio's election laws;
2. Have moved to another state from their Ohio residence not more than 90 days before the day of the Presidential Election;
3. Not be registered to vote in the new state of residence; and
4. Complete a Certificate of Intent to vote in a Presidential Election, under penalty of elections falsification.

A former Ohio resident who satisfies the requirements listed above may vote in Ohio for President and Vice-President, but not for any other offices or issues.¹⁴⁷ The voter may cast an absentee ballot by mail, an absentee ballot in person at the board office or other designated location during the early in-person absentee voting period, or a ballot in person on Election Day at the Ohio precinct polling location where the voting residence was located at the time the voter moved from Ohio to another state.

CERTIFICATE OF INTENT TO VOTE IN A PRESIDENTIAL ELECTION

An eligible former resident must complete two copies of the Certificate of Intent to Vote in a Presidential Election ([Form 107-A](#))¹⁴⁸ and file them in person or by mail with the board of elections of the county where the individual was last a qualifying former resident of Ohio.¹⁴⁹

¹⁴⁶ [R.C. 3504.01.](#)

¹⁴⁷ [R.C. 3504.01.](#)

¹⁴⁸ [R.C. 3504.02.](#)

¹⁴⁹ If the voter has a confidential voter registration record (i.e., is a participant in the Safe at Home program), the applicant may include the applicant's program participation identification number instead of the applicant's address or precinct in the Certificate of Intent. [R.C. 3504.02.](#)



The Certificates of Intent must be filed no later than the 30th day before the general election at which the President and Vice-President are elected.¹⁵⁰

NOTICE TO SECRETARY OF STATE

A board of elections that receives a valid and timely-filed Certificate of Intent to Vote in a Presidential Election from any former Ohio resident must send one of the copies of that form to the Ohio Secretary of State's Elections Division no later than the 25th day before the day of the presidential election.¹⁵¹

ABSENTEE BALLOT FOR FORMER OHIO RESIDENT

An eligible former Ohio resident may request and receive an absentee ballot by mail or in person if the former Ohio resident timely files the Certificates of Intent and timely submits an absentee ballot application. An application for an absentee ballot by mail must be received by the appropriate board of elections by 12:00 p.m. noon on the Saturday before the election. The voter may request the ballot to be mailed to the voter's new residence. The residential address of the voter on the application must be the voter's voting residence at the time the voter moved from Ohio to another state. All other identification requirements for both the application and the identification envelope apply.

ELECTION DAY VOTING FOR FORMER OHIO RESIDENT

On Election Day, former Ohio residents must vote at the precinct and polling location where their voting residence was located at the time the voter moved from Ohio to another state. The pollbook or poll list must be marked "Former Resident's Presidential Ballot" to indicate any former Ohio residents at that precinct and/or polling location who have filed a Certificate of Intent to Vote in a Presidential Election.¹⁵²

A former Ohio resident must sign their name in the pollbook.¹⁵³ All other Election Day voter identification requirements apply.

TYPE OF BALLOT FOR FORMER OHIO RESIDENT

To provide "President and Vice-President Only" ballots to former Ohio residents who have timely filed a Certificate of Intent to Vote in a Presidential Election, boards of elections must issue a centrally counted, optical scan, paper ballot from the correct precinct's ballot of the voter's former Ohio voting residence.

After the former Ohio resident has marked the ballot, the ballot must be placed in an envelope (identification envelope for absentee ballots or an envelope created

¹⁵⁰ [R.C. 3504.02.](#)

¹⁵¹ [R.C. 3504.05.](#)

¹⁵² [R.C. 3504.04.](#)

¹⁵³ [R.C. 3504.01;](#) [R.C. 3504.04.](#)



specifically for Election Day former Ohio resident voters) and the envelope must be clearly labeled “Former Ohio Resident’s Presidential Ballot.”

Prior to the official canvass, the board must remake the ballot for only the contest for President and Vice-President of the United States, as former Ohio residents are not eligible to cast a vote for any other contest. Once remade, the former Ohio resident’s presidential ballot¹⁵⁴ may be tabulated.

¹⁵⁴ [See Chapter 8 Canvassing the Votes for more information.](#)