

**Department of Legislative Services**  
Maryland General Assembly  
2019 Session

**FISCAL AND POLICY NOTE**  
**First Reader**

Senate Bill 606 (Senator Hester)  
Education, Health, and Environmental Affairs

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**Election Law - References to Absentee Voting in Public Communications -  
Voting by Mail**

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This bill requires the State Board of Elections (SBE) and the local boards of elections to refer to absentee ballots as “vote-by-mail” ballots and absentee voting as “voting by mail” in all communications with voters and the general public.

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**Fiscal Summary**

**State Effect:** The bill is not expected to materially affect State finances.

**Local Effect:** The bill is not expected to materially affect local government finances.

**Small Business Effect:** None.

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**Analysis**

**Current Law/Background:** An individual may vote by absentee ballot except to the extent preempted by federal law. An absentee ballot may be requested in writing (there are State and federal forms that can be used) or online through the SBE website. The voter may choose to receive the ballot by mail, by fax, through the Internet, or by hand at a local board of elections office. The voter may return the ballot by mailing it, postmarked on or before election day, or delivering it to the local board of elections in person by the close of polls on election day.

For information on the level of use of absentee voting by voters in recent elections, see the **Appendix – Early and Absentee Voting**.

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## Additional Information

**Prior Introductions:** None.

**Cross File:** HB 322 (Delegate Palakovich Carr, *et al.*) - Ways and Means.

**Information Source(s):** State Board of Elections; Baltimore City; Harford, Montgomery, and Wicomico counties; Department of Legislative Services

**Fiscal Note History:** First Reader - February 10, 2019  
mag/hlb

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Analysis by: Scott D. Kennedy

Direct Inquiries to:  
(410) 946-5510  
(301) 970-5510

## Appendix – Early and Absentee Voting

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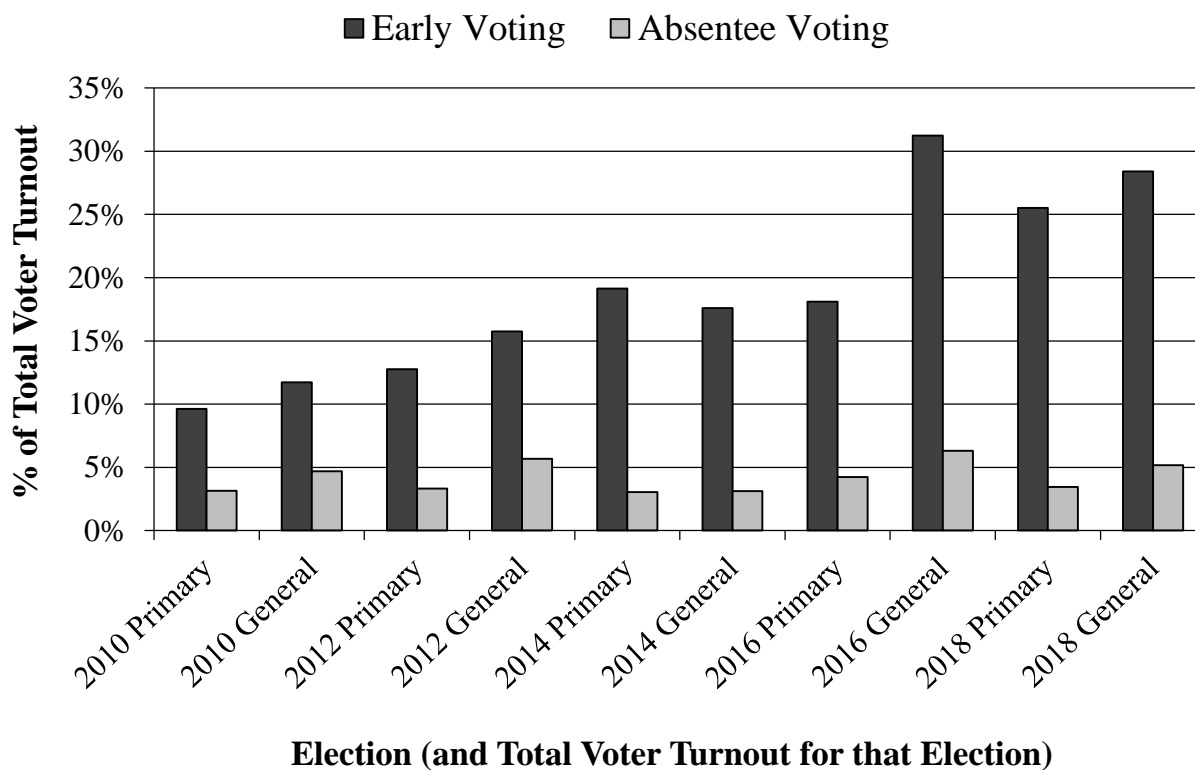
### *In Maryland*

Maryland voters have the option of voting at an early voting center prior to Election Day or by absentee ballot, as alternatives to voting at a polling place on Election Day. In-person early voting at early voting centers was first implemented in 2010, and “no excuse” absentee voting (not requiring a reason that a voter cannot vote in person) was first allowed in 2006.

**Exhibit 1** shows that, as a percentage of overall turnout in the 2010 through 2018 elections, use of early voting has been generally increasing, surpassing 25% in recent elections, and use of absentee voting has been between 3% and 7%.

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**Exhibit 1**  
**Maryland Early and Absentee Voting Turnout**  
**2010-2018**



Source: State Board of Elections; Department of Legislative Services

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Chapters 157 and 158 of 2013 increased the number of early voting centers and the length of the early voting period, and Chapter 288 of 2016 further increased the number of centers. **Exhibit 2** and **Exhibit 3** show the changes made by Chapters 157 and 158 and Chapter 288. The number of early voting centers in each county, for the 2018 general election, is shown in **Exhibit 4**. A voter may vote at any early voting center in the voter's county of residence. In addition, pursuant to Chapters 157 and 158, an individual has been able to both register to vote (or change his/her voter registration address) and vote at an early voting center since 2016.

Chapters 157 and 158 also expanded and clarified the methods by which a voter may request and receive an absentee ballot. An absentee ballot must be requested in writing (there are State and federal forms that can be used) or, pursuant to Chapters 157 and 158, a request can be submitted online through the State Board of Elections website. The available methods for a voter to receive an absentee ballot are (1) by mail; (2) by facsimile transmission; (3) through the Internet; or (4) by hand during an in-person transaction. To return an absentee ballot, a voter may either mail in the completed ballot, postmarked on or before Election Day, or deliver it to the local board of elections in person by the close of polls on Election Day.

#### *In Other States*

Research by the National Conference of State Legislatures (NCSL) indicates that 39 states and the District of Columbia offer some form of in-person early voting, and 28 states and the District of Columbia permit no excuse absentee voting. Colorado, Oregon, and Washington conduct all elections by mail.

The timing and length of early voting periods varies among the early voting states. According to NCSL, the average starting time for early voting is 22 days before an election. NCSL indicates that the average length of early voting periods across the states is 19 days and early voting typically ends just a few days before Election Day.

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**Exhibit 2  
Early Voting Centers**

<b>Prior to Chs. 157/158</b>		<b>Under Chs. 157/158</b>		<b>Under Ch. 288 (Current Law)</b>	
<b>Registered Voters in a County</b>	<b>Early Voting Centers</b>	<b>Registered Voters in a County</b>	<b>Early Voting Centers*</b>	<b>Registered Voters in a County</b>	<b>Early Voting Centers*</b>
< 150,000	1	< 125,000	1	< 125,000	1
150,000-300,000	3	125,000-300,000	3	125,000-200,000	3
> 300,000	5	300,000-450,000	5	200,000-300,000	4
		> 450,000	8	300,000-450,000	7
				> 450,000	11

\*In addition to these required centers, each county may establish one additional early voting center if the State Board of Elections, in collaboration with the local board of elections, and the governing body of the county agree to establish an additional center. Chapter 288 limited this option to apply only to counties with less than 200,000 registered voters.

Source: Department of Legislative Services

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**Exhibit 3**  
**Early Voting Days and Hours**

**Prior to Chs. 157/158**

**2010 Elections**

*Days (6)*

Second Friday before the election through Thursday before the election, excluding Sunday

*Hours*

10 a.m.-8 p.m. (each day)

**2012 Elections**

*Days (6)*

Second Saturday before the election through Thursday before the election

*Hours*

10 a.m.-8 p.m. (Saturday; Monday-Thursday)  
12 noon-6 p.m. (Sunday)

**Under Chs. 157/158 (Current Law;  
no changes were made by Ch. 288)**

**2014 and Future Elections**

*Days (8)*

Second Thursday before the election through Thursday before the election

*Hours*

Presidential general election:  
8 a.m.-8 p.m. (each day)

All other elections:  
10 a.m.-8 p.m. (each day)

Source: Department of Legislative Services

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**Exhibit 4**  
**Early Voting Centers in Each County**

<b><u>Jurisdiction</u></b>	<b><u>Registered Voters (December 2018)</u></b>	<b><u>Early Voting Centers 2018 General Election</u></b>
Allegany	43,436	1
Anne Arundel	394,529	7
Baltimore City	393,029	7
Baltimore	561,443	11
Calvert	66,605	1
Caroline	20,495	1
Carroll	123,565	2
Cecil	66,398	1
Charles	114,818	2
Dorchester	21,611	1
Frederick	177,016	4
Garrett	20,006	2
Harford	183,711	4
Howard	220,609	4
Kent	13,232	1
Montgomery	670,134	11
Prince George's	589,433	11
Queen Anne's	36,364	2
St. Mary's	71,937	1
Somerset	13,307	1
Talbot	27,291	1
Washington	97,010	1
Wicomico	62,847	1
Worcester	39,280	1
<b>Total</b>	<b>4,028,106</b>	<b>79</b>

Source: State Board of Elections

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