

Department of Legislative Services  
Maryland General Assembly  
2025 Session

FISCAL AND POLICY NOTE  
First Reader

House Bill 91  
Ways and Means

(Delegate R. Long, *et al.*)

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Elections - In-Person Voting - Proof of Identity

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This bill requires that each individual seeking to vote in person prove the individual's identity by presenting to an election judge (1) a valid government-issued photo identification or (2) a valid nongovernment-issued photo identification and a current utility bill, bank statement, paycheck, government check, or other government document that states the voter's name and address. A voter who is unable to provide the allowable forms of identification must vote a provisional ballot. The bill also prohibits willfully and knowingly voting or attempting to vote under a false form of identification, with violations subject to existing criminal penalties.

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Fiscal Summary

**State Effect:** General fund expenditures increase by at least \$275,000 in FY 2026 and at least \$250,000 in FY 2027 through 2029, as discussed below. The bill's criminal penalty provisions are not expected to materially affect State finances.

**Local Effect:** Local government expenditures increase for voter outreach and additional election judges, pollbook equipment, local board staff, provisional ballot materials, and canvassing personnel, as discussed below. The bill's criminal penalty provisions are not expected to materially affect local government finances. **This bill imposes a mandate on a unit of local government.**

**Small Business Effect:** None.

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## Analysis

**Current Law:** For each individual who seeks to vote, an election judge has to:

- locate the voter's name in the election register or inactive list;
- establish the voter's identity by requesting that the voter state his or her month and day of birth and comparing the response to the information in the election register;
- verify the address of the voter's residence, unless the voter's personal information has been deemed confidential by the local board of elections, in which case an alternative verification method, established by the State Board of Elections (SBE), must be conducted; and
- have the voter sign a voting authority card.

Upon completion of those procedures, a voter is entitled to vote a regular ballot. If a voter's name is not found on the election register or the inactive voter list, the voter is referred to vote a provisional ballot.

**State Fiscal Effect:** General fund expenditures are expected to increase by at least \$275,000 in fiscal 2026 for costs associated with (1) additional statewide voter outreach prior to the 2026 gubernatorial primary election, regarding the voter identification requirement and (2) SBE's redevelopment of procedures/materials and efforts to train local board of elections staff. General fund expenditures also increase for additional pollbooks and pollbook printers, as discussed below.

SBE indicates that costs of additional voter outreach are expected to total at least \$500,000 for direct voter contact (mail, email, and text message), radio and television advertising, and digital communication efforts. In accordance with the State's current cost-sharing with the local boards of elections, these additional statewide voter outreach costs are assumed to be split evenly between SBE and the local boards. Similar voter outreach costs are expected to be incurred in fiscal 2027 through 2029 for outreach prior to the 2026 gubernatorial general election and 2028 presidential elections but will subsequently diminish as voters become more accustomed to the requirement.

SBE also estimates that expenditures increase by \$25,000, in fiscal 2026 only, to (1) redevelop election judge procedures, training materials, and polling place signs and (2) train local board of elections staff. Consistent with how costs are shared between SBE and the local boards of elections, SBE generally pays for expenses that are not directly attributable to any one local board but benefit all local boards.

General fund expenditures further increase for additional pollbooks and pollbook printers to the extent local boards of elections need them (it is expected that at least some will), to

mitigate additional time added to the voting process by the voter identification requirement. It is assumed that the costs of the additional pollbooks are shared by the State and the local boards of elections in accordance with current cost-sharing. The number of additional pollbooks and pollbook printers needed statewide cannot be reliably estimated at this time; however, *for illustrative purposes*, if an additional pollbook and pollbook printer is needed at 25% of election day polling places and at each early voting center, SBE costs increase by approximately \$300,000 in fiscal 2026 only.

**Local Fiscal Effect:** Expenditures are expected to increase for local boards of elections for the 2026 gubernatorial primary election and future elections to account for costs of voter outreach and additional election judges, pollbook equipment, local board staff, provisional ballot materials, and canvassing personnel. As previously noted, local boards of elections (1) are assumed to be responsible for one-half of the amount of the costs of additional statewide voter outreach (at least \$250,000 in fiscal 2026 through 2029) and (2) also pay for one-half of the costs for any additional pollbooks and pollbook printers (which, under the illustrative example in the State Fiscal Effect above, total \$300,000, for the counties collectively, in fiscal 2026 only).

Based on information provided by a small number of counties, additional costs beyond the statewide voter outreach costs and any pollbook equipment costs may vary from relatively minimal in some counties to more significant in others, depending on a county's approach to implementing the bill's requirement.

As examples of potential additional costs (beyond statewide voter outreach and pollbook equipment costs), (1) in Harford County, costs of \$170,000 in fiscal 2026, and ongoing amounts in future years, are expected to be incurred, consisting of compensation for additional provisional judges, staff, and canvassers as well as provisional ballot applications and local voter outreach and (2) in Talbot County, costs of \$34,000 in fiscal 2026 and 2027 (and lesser ongoing amounts in future years) are expected to be incurred, consisting of compensation for additional election judges, one additional office staff, attorney's fees associated with additional canvassing, provisional ballot applications, and local voter outreach.

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## **Additional Information**

**Recent Prior Introductions:** Similar legislation has been introduced within the last three years. See HB 192 and SB 772 of 2024; HB 35 and SB 567 of 2023; and HB 113 of 2022.

**Designated Cross File:** None.

**Information Source(s):** Harford, Kent, Talbot, and Worcester counties; Maryland Association of Counties; Maryland State Board of Elections; Department of Legislative Services

**Fiscal Note History:** First Reader - January 26, 2025  
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Analysis by: Arnold H. Adja

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