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## Maine Town & City Clerks' Association

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Local Government Center • 60 Community Drive  
Augusta, Maine 04330-9486  
1-800-452-8786 (In Maine) • 207-623-8428

Date: April 7, 2025  
To: Senator Craig Hickman, Senate Chair  
Representative Laura Supica, House Chair  
And members of the Veterans and Legal Affairs Committee

From: Patti Dubois, Chairperson, Legislative Policy Committee  
Maine Town and City Clerks' Association  
Ashley Rand, Vice Chairperson, Legislative Policy  
Committee Maine Town and City Clerks' Association

Re: LD1149 – An Act to Require an Individual to Present Photographic Identification for  
the Purpose of Voting

Position: Neither For Nor Against

The Maine Town & City Clerks' Association is neither for nor against LD 1149 and we thank you for the opportunity to outline our points for your committee.

Although our members acknowledge that requiring identification to vote isn't unreasonable, the changes in processes and procedures detailed in this bill have far-reaching implications. Changes in available options for absentee voting, along with deadlines to request an absentee ballot could disenfranchise voters, which is something that clerks who administer elections try desperately to avoid. Of note throughout the bill is the incorrect reference to the registrar, rather than the clerk, regarding election administration.

Members have reviewed the bill in detail and have provided the following concerns:

### CHALLENGES:

- There will be significantly more challenged ballots due to voters not providing an ID when voting. Since the warden must complete the process for challenges, it becomes unmanageable in larger communities where some polling places have multiple check-in lines.
- Religious objection affidavits that are not completed at the polls have up to 4 days to come into the office, which would appear to require that voter to be challenged at the polls.
- The process detailed to submit the religious objections to the Secretary of State's office who will verify it to the BMV data, then must share the result of this verification with the clerk. What is the timing of this process, and how will it be completed when results must be finalized to the SOS within 3 days?
- The religious objection affidavits are invalid if the last 4 of the social security number doesn't match CVR or if BMV has issued a photo ID. It appears that all of these will be challenged.

**Representing Over 400**



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- The challenged ballots from no ID provided appear to be handled differently than other challenges, since they have 4 days to appear. If these are counted like other challenged ballots on election night, how would those be pulled from the totals if found to be invalid? If they're not counted on election night, how/when/where will they be tallied? Will we need to bring back election staff to conduct subsequent tallying? Currently, challenged ballots are only considered in a recount when the number could impact the result.

### FREE ID PROVIDED

- There are provisions in this bill to allow those with no IDs to have access to free IDs; however, there will still be a small segment of the population that won't be able to understand how to get their free ID, however simple it may seem, or won't be able to travel anywhere to get their ID. The very citizens that need this service the most will have the most difficulty navigating it.

### PHOTO IDENTIFICATION ALLOWED

- The types of allowable IDs no longer includes out-of-state IDs, school IDs, college IDs, birth certificates. This may provide challenges to a segment of the population.
- How will voters who have changed their name but haven't updated their IDs be handled? Will their ballots need to be challenged?

### ABSENTEES

- Requires a challenged ballot if the signature on the AB doesn't match the VR signature. There appears to be no ability to cure this.

### DROP BOX

- Language says drop box must be placed outside the registrar's office, rather than the clerk's office
- Requires a D & R election official to empty the drop box, and no one else.
- There is no supervision of the election officials by the clerk in this process.
- Do both D & R have keys to the ballot box? What keeps one from accessing without the other?
- How will drop boxes be emptied on the weekends? There would be no access to the municipal office unless the clerk is involved. Larger communities need to empty the box on weekends as they fill up during larger elections.
- This limits the number of drop boxes to one, which is problematic for the few municipalities who have opted for two. Voters who have opted to use the drop boxes in these communities may rely on the location that is being removed and find that they are unable to return their voted absentee ballots by the deadline.

### ABSENTEE BALLOT REQUESTS

- Limits absentee ballot requests to the voter in person or the voter by mail and removes the option of telephone requests and Immediate Family member requests. This would be problematic for some voters who are elderly or disabled and may result in disenfranchising a segment of the voting population by eliminating these options.



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- The application contains the Maine driver's license or Maine ID number OR a copy of their ID. Why? Would clerks be required to verify this information? If so, how?
- Absentee requests could be submitted as early as January 1<sup>st</sup> of the election year, which would mean that we could be managing absentee requests for three or even more elections at one time.
- The deadline to request an absentee ballot would move back to 7 days before election day (Tuesday), from 3 business days before (Thursday).
- Ongoing absentee ballot requests would be repealed before it is fully implemented.

### ISSUANCE OF ABSENTEE BALLOTS

- This details that ballots are delivered by special delivery mail, air mail or regular mail. How would that be determined? By request of the voter? By timing of the issuance?

### ID ENVELOPE

- Increased costs for materials, printing and mailing as an enclosure
- ID envelope must be filled in by the voters, but there is no language about what happens if it's incomplete and/or inaccurate.
- Sec. 22 says that the ballots are sealed and placed in the ID envelope. Unsure why since we must send a return envelope for the ballot.
- ID envelope can be returned by the voter or an immediate family member, but it appears that returned AB envelopes can only be delivered by the voter? If the ID envelope is returned separately from the AB envelope, we will have to organize separately then match them up later. This sounds simple, but voters will have trouble navigating this.

### RETURNED ABSENTEE BALLOTS

- Absentee stubs don't exist on our current ballots. Registrars do not handle absentee ballots.
- Aide certificates that are not completed require the voter to contact them to correct, rather than the clerk. Voters who require an aide are unlikely going to be able to handle this task.
- Warden must work with a clerk from a different party when processing absentee ballots. Wardens serve without party affiliation in Maine.

The Maine Town & City Clerks' Association appreciates the opportunity to share its testimony with the Committee. Should any questions arise, please feel free to contact me at (207)680-4210 or by email: [pdubois@waterville-me.gov](mailto:pdubois@waterville-me.gov).