



★ VIRGINIA ★
DEPARTMENT *of* ELECTIONS

the Handbook

Chapter 13

Provisional Ballots

August 2025

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13. PROVISIONAL BALLOTS

REQUIRED FORMS Provisional Voter Notice (ELECT-653N) Provisional Vote Envelope (ELECT-653) Precinct Provisional Ballots Log (ELECT-653LOG) Provisional Votes Pollbook (SBE-653p) ID Confirmation Statement (ELECT-643ID)	ADDITIONAL RESOURCES Virginia's What-Ifs U.S. Election Assistance Commission, EAC Advisory 2005-2006: Provisional Voting and Identification Requirements (2005) Department of Elections Voter Identification List
REFERENCE Help America Vote Act (HAVA) 52 USC Chapter 209 Code of Virginia, Chapter 6, Article 4 Code of Virginia §2.2-3700 et seq. (VA Freedom of Information Act) Training Standards for Officers of Elections Same Day Registration Processes and Procedures (ELECT Guidance) Enhanced Results Virginia Use Procedures: Election Results¹ VERIS Step-by-Step: Voter History (See User Guides page on VERIS) ²	REGULATIONS 1VAC20-40-10 Definitions 1VAC20-60-60 Provisional Votes

13.1 CHAPTER ORGANIZATION

"In simplest terms, provisional voting represents the right of an individual, to reserve their right to vote and postpone the voter eligibility determination to a time when more perfect or complete information may be provided."³

Federal and state laws require polling locations to provide provisional ballots on election days to ensure that eligible Virginians have an opportunity to cast a vote. Officers of election should be trained to provide provisional ballots if a voter states, but officials cannot verify, that they are eligible or did not already vote, and in the rare circumstance a court extends polling hours past 7:00 pm.

This chapter provides an overview of the proper provisional ballot procedures to be used before, during, and after Election Day. First, §13.2 discusses preparing provisional ballots for Election Day. Next, §13.3 outlines when a provisional ballot should be issued. §13.4 details the specific reasons a provisional ballot may be offered: such as, lack of acceptable ID or the voter's name missing from the pollbook (which includes Same Day Registration). §13.5 outlines general procedures election officials should follow when issuing a provisional ballot. §13.6 discusses the provisional ballot meeting, and how the voter's eligibility to vote will be determined. §13.8 discusses how provisional ballot election results and turnout are reported. §13.9 closes the chapter by outlining certain requirements regarding provisional ballot notification and voter credit.

¹ Contact General Registrar if unable to access.

² *Id.*

³ U.S. Election Assistance Commission, [EAC Advisory 2005-006](#).



13.2 PREPARATIONS FOR ELECTION DAY

Complete the following the Friday before Election Day:



- **Provide public notice of the date and time of the provisional ballots meeting and canvass**
Notice of the date, time, and location at which the provisional ballots meeting and the canvass will be held must be given by the electoral board at least *three working days* prior to the meeting date.⁴
- **Train officers of election**
Hold the training session for chief and assistant chief officers of election no more than thirty but no less than three days before the election.⁵ The training must include procedures that officers of election must follow to offer an eligible voter a provisional ballot.⁶ All precinct chiefs and assistant chiefs must be trained to:
 - offer provisional voting as required pursuant to state and federal law,
 - secure additional ballots or envelopes when needed, and
 - ask the provisional voter, regardless of reason, to complete a voter registration application.⁷

Resources: You can use the *What Ifs* reference sheet, Provisional Vote Envelope, Precinct Provisional Ballot Log, Envelope 1A, and Envelope #8 to train officers of election.

- **Stock**
Each polling place must have sufficient ballots, Provisional Ballots Logs, provisional ballot envelopes, voter registration applications, and Provisional Voter Notice forms (ELECT-653N).⁸

13.3 WHEN TO PROVIDE A PROVISIONAL BALLOT

The right to cast a provisional ballot is created in Section 302 of the Help America Vote Act (HAVA). Pursuant to HAVA, when an individual declares that he or she is a registered and eligible voter in a federal election, that individual “shall be permitted to cast a provisional ballot” if (1) their name does not appear on the official list of eligible voters or (2) “an election official asserts that the individual is not eligible to vote.”⁹

This right to receive a provisional ballot is contingent upon only one thing (per Section 302(a)(2)), the individual’s execution of a written affirmation that he or she is both a registered and eligible voter for the election at issue.¹⁰

⁴ See [§2.2-3707](#).

⁵ See [§24.2-115](#).

⁶ See SBE Policy [Training Standards](#).

⁷ See [§24.2-653\(A\)](#).

⁸ See [§§24.2-643\(B\)](#) (requiring provisional ballots be used at the polls) and [24.2-653\(A\)](#) (requiring provisional ballots, provisional ballot envelopes, provisional ballots log, and written notice be used at the polls).

⁹ See HAVA [§302\(a\)](#).

¹⁰ See *Sandusky Co. Democratic Party v. Blackwell* [387 F3d 565, 574](#) (6th Cir. 2004).



“[T]he primary purpose of HAVA was to prevent on-the-spot denials of provisional ballots to voters deemed ineligible to vote by poll workers. Under HAVA, the only permissible requirement that may be imposed upon a would-be voter before permitting that voter to cast a provisional ballot is the affirmation contained in [42 U.S.C.] §15482(a): that the voter is a registered voter in the jurisdiction in which he or she desires to vote, and that the voter is eligible to vote in an election for federal office.”¹¹

Provisional voting works only if the right to vote a provisional ballot is always available whenever a voter’s eligibility is in question.¹²

13.3.1 Provisional ballots for Split Precincts

Any voter assigned to a split precinct who believes he was provided a ballot for the incorrect election district may request to vote a provisional ballot for the district he was assigned to by the general registrar and the district he believes is the correct election district. This option must be requested prior to casting any vote. The voter will submit a provisional ballot for both election districts. Your election officers should treat the provisional as they would any other provisional ballot. Your electoral board will make the determination as to which provisional vote is valid. The provisional reason code for this situation should be 6: *OTHER*.

13.4 HOW TO COMPLETE A PROVISIONAL BALLOT ENVELOPE

The provisional envelope features one side for Same Day Registration (“SDR”) voters (which also serves as a Voter Registration Application) and another side for non-SDR voters. Only one side of the envelope will be used.

Below are examples of the sections for completion by the officer of election on the SDR and Non-SDR sides of the provisional ballot envelope. The listed reasons are circled for the provisional ballot being cast. The officer of election must mark the appropriate reason for issuing the ballot in order for the ballot to be considered complete.

¹¹ *Id.*

¹² See EAC Advisory [2005-006](#).



Election Officer Use

Select a Reason

- ☐ #3 Voting after hours due to court order
- ☐ #4 Vote by mail - no ballot to surrender
- ☐ #5 Shown on pollbook as already voted
- ☐ #6 Other _____
- ☐ #7 Voter does not have required ID and declined to complete the ID Confirmation Statement

Comments

**Election Officer
Signature**

X

NOTE: You can mark more than one reason. If the voter who is missing a proper identification document and casting a provisional ballot for:

- Reason #1, the officer of election should answer “No” to the question “Did voter show ID or complete ID Confirmation Statement?”
- Reasons #3-6, the officer of election should also mark reason #7: “Voter does not have required ID and declined to complete ID Confirmation Statement.”¹³

13.4.1 Reason #1 – Same Day Registration or Voter’s name is NOT in pollbook

Sometimes an officer of election may not be able to find the voter’s name in the pollbook. When this occurs, the officer of election should double check the voter’s name and precinct.

- **Check the voter’s name.**
 - Ask the voter for correct spelling of name or if there has been a recent name change.¹⁴
 - Check for the voter’s name at the end of the alphabetical section of the pollbook or on any separate listing provided by the registrar.¹⁵

¹³ See *What-Ifs*, Problem 14.

¹⁴ See *What-Ifs*, Problem 14.

¹⁵ See *Id.*



- **Check the voter's precinct.**

- Check the street file records, alpha roster, electronic pollbooks, or other such materials provided to determine if the voter is in the correct precinct.
- If the voter is found to be in the incorrect precinct, inform the voter that the voter file indicates that they are currently registered to vote at {current address}. Advise the voter that in Virginia, a ballot will only be counted at the polling location where she is registered. However, inform the voter that they may cast a provisional ballot at the current polling location.

If it is confirmed that voter's name is not in pollbook, the officer of election should follow *Same Day Registration Processes and Procedures*¹⁶ to determine whether the voter is eligible to vote under Mover's Rules, or if the voter should vote provisionally using SDR.

13.4.2 Reason # 3 – Polling Hours Extended by Court Order



A court may issue an order extending the hours the polls are to be open. If this occurs, both the general registrar and chief election officers will be made aware of the court order. **In this circumstance, any voter who was not in line when the polls would have closed (but for the court order, i.e. 7:00 pm) must vote by a provisional ballot.**¹⁷

NOTE: All provisional ballots cast after the normal polling hours for Reason #3 must be kept **separate** from other ballots and recorded in a separate provisional ballots pollbook.¹⁸ Do not record them in the regular pollbook.¹⁹ The Provisional Ballot Log will serve as the pollbook for these ballots.²⁰ The officers should start a new log page and not mix these entries with those for provisional voters during normal hours.²¹ You must keep these votes separate so that if a higher court reverses the order extending hours, officials can determine which ballots were cast during regular hours and which ballots were cast during the extended hours.

13.4.3 Reason # 4 – Voter on Absentee Ballot List Appears at Regular Polling Place or Central Absentee Precinct; Voter Says Absentee Ballot Lost, not Received, or Returned Spoiled, Damaged, or Unused – On or before Election Day

Sometimes a voter's name may appear on the Absentee Ballot (AB) list. If a voter whose name is on the AB list appears at his assigned polling place or the Central Absentee Precinct (CAP), the officers of election should check the final absentee applicant list to determine whether the voter has *returned* an absentee ballot.²² The AB list should indicate if a ballot was returned either marked or unmarked.²³

¹⁶ See *SDR Processes and Procedures* §§ 20.3 and 20.4

¹⁷ See §24.2-653(C). See also HAVA, [52 U.S.C. §21082\(c\)](#).

¹⁸ See §24.2-653(C).

¹⁹ See §24.2-653(C).

²⁰ See *What-Ifs*, Problem 14.

²¹ See §24.2-653(C).

²² See *What-Ifs*, Problem 19.

²³ See §§24.2-708 (requiring general registrar to mark on the absentee list ballots returned unmarked) and [24.2-710](#) (requiring general registrar to mark the absentee list ballots returned marked).



- **If the AB list shows *no ballot returned*:**
 - On Election Day, offer the voter a provisional ballot.²⁴ Please note that during the early voting period, this voter could sign and complete the gold form and vote a regular ballot rather than a provisional ballot.²⁵
 - Mark reason #4 on the provisional ballot envelope, which includes the required statutory statement of non-receipt or loss of the absentee ballot.
- **If the AB list shows a ballot *was returned*:**
 - If the ballot was **returned unvoted** to the electoral board or general registrar before Election Day, the voter must be allowed to vote a regular ballot if this information can be confirmed. If the ballot's return cannot be confirmed, the voter may only be provided with a provisional ballot.²⁶
 - **If the ballot was returned with marks and/or unfit for voting to the electoral board or general registrar before or on Election Day**, the voter must be allowed to vote a regular ballot.
 - If the ballot's return cannot be confirmed, the voter must vote a provisional ballot.²⁷
 - **If the ballot was returned with marks and/or unfit for voting to the officers of election at the correct polling place or CAP on Election Day**, the voter must be allowed to vote with a regular ballot in his or her precinct.²⁸
- The voter should provide one form of required ID, including the ELECT-643-ID statement. If ID is not provided, the checkbox stating "Voter ALSO did not present required identification" should be marked.
- The officer must select Reason # 4 if the ballot was not received or was lost, if applicable.²⁹
- This provisional ballot should be counted if the voter is still a qualified voter, and the local electoral board verifies the voter *did not also* have a voted absentee ballot *counted*.³⁰

13.4.4 Reason # 5 – The Voter is listed in the pollbook as “Having Already Voted”

A person who attempts to vote but is listed in the pollbook as having already voted *must* be given a provisional ballot to vote if the voter insists that they have not already voted during the current election.³¹

²⁴ See §§24.2-653.1 (voters who did not receive or lost absentee ballots), 24.2-708 (voters who did not receive or lost absentee ballots, or return of unmarked ballot cannot be confirmed), 24.2-711 (officers must apply 653.1 and 708 when voter on absentee list who has not returned an unused ballot offers to vote). See also *What-If's*, Problem 14.

²⁵ See §24.2-708(B)(1).

²⁶ See §24.2-708(A).

²⁷ See §24.2-708(C).

²⁸ See §24.2-708(C).

²⁹ See *What-If's*, Problem 14.

³⁰ See §24.2-663 (ballots from voters who have already cast a vote in that election cannot be counted).

³¹ See §24.2-651.1.



The provisional ballot should be counted if the local electoral board concludes that the voter is eligible to have their vote counted.³² This situation most often arises when two people bear the same name and have the same address (e.g. Zebediah Rutherford Jackson and Zebediah Rutherford Jackson Jr.), but it does also happen in other instances. The provisional ballot should count only if:

- an officer of election is able to attest to the fact that they marked the wrong voter, AND
- no evidence exists that either person attempted to actually vote twice.

13.4.5 Reason # 6 – Other: Casting a Provisional Ballot for a Reason Not Listed

This reason is used in circumstances where an unforeseen circumstance or emergency causes either a regular ballot to be unavailable or it is not clear that the voter should be allowed to cast a regular ballot. Some of the situations that can arise include electronic pollbook failure,³³ registration equipment malfunctions, or an insufficient amount of traditional ballots.

The ballot should be counted if the voter should have been permitted to cast a regular ballot when they attempted to vote on Election Day.³⁴

13.4.5.1 Electronic pollbook is inoperable or inaccessible

Provisional voting is required if electronic pollbooks become inaccessible or inoperable at a precinct, and no alternate list or pollbook is available.³⁵ The officers of election at the location must keep a written list of those who cast provisional ballots due to this occurrence.³⁶

13.4.6 Identification – The Voter Fails to Provide Proper ID



All people attempting to vote in-person must present identification before being issued a regular ballot. A list of acceptable IDs can be found on ELECT's website.³⁷ Any person failing to present acceptable ID may either sign an ID Confirmation Statement confirming their identity or must be given a provisional ballot.³⁸

If a voter does not have any of the acceptable ID listed above, the voter may sign an ID Confirmation Form attesting to their identity. If a voter signs this form, they may vote a traditional ballot.

If a voter is designated in the pollbook with an "H" by their name, they must meet the HAVA standard for IDs.

³² See §24.2-663 (ballots from voters who have already cast a vote in that election cannot be counted).

³³ See §24.2-611(E).

³⁴ See §24.2-653(B).

³⁵ See §24.2-611.

³⁶ See §24.2-611(E) (discussing form of pollbooks).

³⁷ See §24.2-643(B). See ELECT, [Voter Identification List](#) for complete list of acceptable identification.

³⁸ *Id.*



Officers of election should select reason #7 for voters voting provisionally only due to failure to show proper ID and refusal to sign the ID Confirmation Statement. If voter voting provisionally for reasons #1-6 also fails to provide proper ID and sign the ID Confirmation Statement:

- For SDR voters, officer of election should select reason #1 and answer “No” to question “Did voter show ID or complete ID Confirmation Statement?”
- For non-SDR voters, officer of election should select reason voter is voting provisionally (#3-6) and reasons #7.³⁹

Provisional ballots cast due to lack of ID will only be counted if the voter submits a copy of the necessary ID or a completed ID Confirmation Statement prior to noon on the third day following the election (if the third day is a holiday, the voter will have until the next business day).⁴⁰ A voter may submit the required document by USPS or commercial mail delivery, fax, e-mail, or in person.⁴¹ The voter may also request to extend the provisional ballot meeting to the next day for up to ten calendar days for a general election or up to six calendar days for a primary election for Reasons #1-6.⁴²

13.4.6.1 *HAVA ID Required/ID Copy not sent with Absentee Ballot*

All voters must provide proper identification if their vote is to be counted. If a voter has a HAVA ID requirement, requested an absentee ballot⁴³ and returns the absentee ballot but does not include a photocopy of one of the acceptable forms of IDs described above, the ballot must be treated as if it were a provisional ballot.⁴⁴

Voters are instructed not to seal the copy of their ID inside the oath envelope containing the voted ballot. The officer should check to see if a copy of a HAVA ID is enclosed with the ballot in the B security envelope (but without fully opening the envelope or looking at the ballot).

If no HAVA ID is returned, the officers should reseal the envelopes from the voter (signing and dating the seal) and place the set in the large **1A** envelope to transmit to the electoral board.

The officers may want to attach a note to the outside of the voter's envelope stating “No HAVA ID.” In this instance, the voter is not present to sign a statement; thus, the smaller Provisional Ballot Envelope with the voter's statement should not be used.

³⁹ See *What-Ifs*, Problem 14.

⁴⁰ See §24.2-653(B).

⁴¹ *Id.*

⁴² See §§ 24.2-653.01(A) and 24.2-532(primary canvass lasts 6 days.)

⁴³ See HAVA, 52 U.S.C. §21083(b). See also §24.2-706(4).

⁴⁴ See HAVA, 52 USC §21083(b)(2)(B).



13.4.7 Voter Who has Moved



An otherwise qualified voter who moves *within* Virginia may return to *vote normally* in his or her former precinct under either of the following scenarios ***unless his or her registration has been transferred or cancelled:***⁴⁵

- The voter moved from one precinct to another within the Commonwealth since the last November general election.
- The voter moved since the second previous federal general election, and the voter moved within the same locality and within the same congressional district.⁴⁶

NOTE: A move within the precinct does not affect the voter's ability to vote in that precinct as long as the voter is still registered.⁴⁷

13.5 ELECTION DAY: GENERAL PROVISIONAL BALLOT PROCEDURES

13.5.1 Provide Voter Registration Application

As a best practice, officers of election should offer a voter registration application to each voter voting provisionally, regardless of reason.⁴⁸

13.5.2 Required to Provide Official Provisional Ballot Information



The officer of election must provide certain information to each person who casts a provisional ballot.⁴⁹ A supply of Provisional Voter Notice forms (ELECT-653N) should be available at each precinct, and should be preprinted with all the required information:⁵⁰

- That a determination of his right to vote will be made by the local electoral board;
- The time, date, and location the electoral board will meet to consider provisional ballots;
- That the voter has the right to be present at the meeting;
- The voter has until noon on Friday following the election to provide ID information;⁵¹
- The voter has a right to request an extension of time (as deemed reasonable by the electoral board and not to exceed ten days) to provide information to the board on issues other than ID;⁵² and
- The email address, fax number, and mailing address of the office which will accept ID submissions, if at issue.

The officer must also check the appropriate reason(s) the ballot was voted provisionally. Any voter without the required identification should be supplied with the Provisional Voter Notice.⁵³

⁴⁵ See Va. Const. [Art. II, §1](#) (allowing voters who moved from one precinct to another in Virginia to continue to vote in their old precinct as provided for by state law).

⁴⁶ See [§24.2-401](#).

⁴⁷ See *What-Ifs*, Problem 5.

⁴⁸ See [§24.2-653\(A\)](#).

⁴⁹ See HAVA, [52 USC §21082\(a\)\(5\)\(A\)](#). See also [§24.2-653\(A\)](#).

⁵⁰ See [§24.2-653\(B\)](#).

⁵¹ *Id.*

⁵² See [§24.2-653.01\(A\)](#).

⁵³ See [§24.2-643\(B\)](#).



This form alerts the voter to the fact, if they did not provide valid identification or sign the ID Confirmation Statement at the polling place, their ballot will not be counted unless a copy of the required identification or completed ID Confirmation Statement is submitted to the electoral board by noon on the third day following the election, and gives detailed instructions on how to make such a submission. Refer to the Forms Warehouse *Election Management, Provisional* folder for an outline of documents.

NOTE: If the third day falls on a holiday, the voter will be given an extension until noon the next business day per Va. Code § 1-210.

13.5.3 How-to Guide for Provisional Vote Envelope and Ballot



All provisional voters must provide an acceptable ID or sign an ID Confirmation Statement.⁵⁴ For a voter casting a provisional ballot under Reason #1 who does not provide an acceptable ID or sign the ID Confirmation statement, the officer of election should select “NO” to the question under the reason code that asks “Did voter show ID or complete ID Confirmation Statement?”. For a provisional voter using Reason #3-6 who does not provide an acceptable ID or sign an ID Confirmation Statement, the officer of election should also select Reason #7: “Voter does not have required ID and declined to complete ID Confirmation Statement.”

The officer of election fills in the number/name of the precinct in the top right corner of the Provisional Envelope on the side determined to be used for that voter (SDR or non-SDR). The officer of election then gives this envelope to the voter and explains that the voter must enter all required information on only that side of the envelope. The officer must verify that the voter has provided all information requested and have the voter fill in any missing information. The officer should request that the voter complete the envelope before giving the ballot to the voter.⁵⁵

Next, the officer of election gives the provisional vote envelope and the ballot (or ballot set) to the voter, instructs the voter to place the voted ballot(s) inside the envelope, seal the envelope and return the sealed envelope to the officer.⁵⁶

When the voter returns the sealed envelope to the officer, the officer must read to the voter the Affirmation/Statement of Voter on the side of the provisional envelope completed by the voter. After the Affirmation/Statement is read, the voter must sign the envelope.

In the section titled ELECTION OFFICER, the officer must check the appropriate reason(s) the voter is casting a provisional ballot and sign where indicated.⁵⁷

⁵⁴ See §24.2-653(A).

⁵⁵ See *What-Ifs*, Problem 14.

⁵⁶ See §24.2-653(A). See also *What-Ifs*, Problem 14.

⁵⁷ See *What-Ifs*, Problem 14.



**Regulation Note**

1VAC20-60-60: Provisional Votes. The general registrar or electoral board may, but is not required to, attempt to contact people who voted provisionally to remind them that they have until noon on the third day following the election to provide a copy of the required identification.



Same Day Registration Provisional Ballot

Voter resides in this precinct but is not on this precinct's pollbook**SDR**

Precinct # _____

Primary elections—Party ballot ☐ D ☐ R**Starred (*) Items are required.** If you do not complete all of the items that are marked with *, your application may be denied.

1 * ☐ Yes ☐ No I am a citizen of the United States of America

* Full social security number _____ ☐ SSN never issued

* Date of Birth (MM/DD/YYYY) ____ / ____ / ____

* Gender _____

2 * Last Name _____ Jr. Sr. II III IV (Circle one) Other (write in) _____

* First Name _____ * Middle Name _____ ☐ None

* Residence Address (May not be a P.O. Box) _____ Apt. _____

* City/Town _____ * ZIP Code _____

Email _____ Phone _____ - _____ - _____

3 * ☐ Yes ☐ No I have been convicted of a felony or judged mentally incapacitated and disqualified to vote.
☐ Yes ☐ No If yes, has your right to vote been restored?

4 ☐ I am an active-duty uniformed services member, spouse or dependent; or an overseas citizen.
☐ I am providing a mailing address (below) because my residence address cannot receive mail or I am homeless.
☐ I am providing a Virginia P.O. Box (below) to protect my residence address from public disclosure because I or a household member is/has:
☐ An active or retired law enforcement officer, judge, magistrate, U.S. or Virginia Attorney General attorney.
☐ Been granted a court issued protective order.
☐ In fear for personal safety from being threatened or stalked by another person.
☐ A participant in the Virginia Attorney General's Address Confidentiality Program.
☐ Been approved to be a foster parent.
☐ A current or former state or local election official, their employee, or Commonwealth elector for president or vice president.

My mailing address
 (Complete only if you have checked a box in this section) _____

5 ☐ I am currently registered to vote in another state. Name of state _____

6 ☐ I am interested in being an officer of election (poll worker) on Election Day. Send me information.

7 * **AFFIRMATION:** I swear/affirm, under felony penalty for making willfully false material statements or entries, that the information provided on this form is true and that, to the best of my knowledge, I am eligible to vote in this election. I authorize the cancellation of my current registration and I hereby affirm that I have read the Privacy Act Notice and Warning. (See other side of envelope for Privacy Act Notice and Warning.)

► * Signature X Today's date ____ / ____ / ____
 (MM/DD/YYYY)

☐ By checking this box, I affirm both that I am an individual with physical disabilities and the Affirmation Statement above. Pursuant to Article II, § 2 of the Constitution of Virginia, individuals with physical disabilities are not required to sign the application for voter registrations.

Election Officer Use

☐ #1 Same Day Registration (not on pollbook)
 Time: _____ a.m. p.m. (circle one)

☐ Yes ☐ No Did voter show ID or complete ID Confirmation Statement?

Comments

Election Officer Signature X

Office/Electoral Board Use

Voter ID # _____

Adjudication ☐ Count ☐ Do not count

Voter Identification

1. If the voter returns with the proper identification, check this box and sign ☐ X

2. Attach a copy of the identification document.

ELECT-653-English-07/2024



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 DEPARTMENT of ELECTIONS

08/2025

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Provisional Ballot - All other provisional reasons

Precinct # _____

*Voter is on this precinct's pollbook*Primary elections—Party ballot ☐ D ☐ R**Starred (*) Items are required.** If you do not complete all of the items that are marked with *, your vote may not count.

1	* Last Name _____	Jr. Sr. II III IV (Circle one)	Other (write in) _____
	* First Name _____	* Middle Name _____	<input type="checkbox"/> None
2	* Date of Birth (MM/DD/YYYY) ____ / ____ / ____		
3	* Social Security Number ____ - ____ - ____		
	Last 4 digits required <small>Providing your full Social Security number may help determine your eligibility to vote.</small>		
4	* Residence Address (May <u>not</u> be a P.O. Box) _____		Apt. _____
	* City/Town _____	* ZIP Code _____	
	If address is different than voter registration record, provide the date you moved (MM/DD/YYYY) ____ / ____ / ____		
5	Email _____ Phone ____ - ____ - ____		

6 Statement of Voter

To the best of my knowledge, I am a registered voter of this locality, and I am eligible to vote in this election. I hereby affirm that I have read the Privacy Act Notice and Warning.

▶ * Signature **X**

Today's date ____ / ____ / ____
(MM/DD/YYYY)

Privacy Act Notice: This form requires personal information, including information related to your Social Security number, for identification purposes and to prevent fraud. Federal law (the Privacy Act and Help America Vote Act) and state law (the Virginia Constitution, Article II, § 2; Title 24.2 of the Code of Virginia; and the Virginia Government Data Collection and Dissemination Practices Act) authorize collecting this information and restrict its use to official purposes only. Failure to provide the requested information may prevent determining your eligibility to vote and result in your provisional ballot not being counted.

Warning: Intentionally making a materially false statement on this form constitutes the crime of election fraud, punishable as a felony in Virginia. Violators may be sentenced up to 10 years in prison, or up to 12 months in jail and/or fined up to \$2,500.

Election Officer Use**Select a Reason**

- ☐ #3 Voting after hours due to court order
- ☐ #4 Vote by mail - no ballot to surrender
- ☐ #5 Shown on pollbook as already voted
- ☐ #6 Other _____
- ☐ #7 Voter does not have required ID and declined to complete the ID Confirmation Statement

Comments

Election Officer
Signature

X**Staff/Electoral Board Use**

Voter ID # _____

Adjudication ☐ Count ☐ Do not count

Voter Identification

- If the voter returns with the proper identification,
check this box and sign ☒ **X** _____
- Attach a copy of the identification document.

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13.5.4 Precinct Provisional Ballot Log



The officer of election must complete the Precinct Provisional Ballot Log, available from ELECT, with all the requested information, marking the box under the number(s) corresponding to the reason(s) the provisional ballot was issued.⁵⁸

If the voter provides additional information, you can include details as listed below:

- the person said he or she submitted an application at a DMV location, or submitted a change of address to the registrar's office;
- the date the voter submitted a registration application and method by which it was submitted; and
- any other information the registrar requests to help research the voter's registration status.⁵⁹

If the voter claims to have submitted an application at a DMV or other NVRA designated agency, the officers should include the agency name, location, and the voter's estimate of the date of submission to enable ELECT to look up the voter's record. If the voter has a receipt for his or her registration from the DMV or the agency, that should also be noted.

The Precinct Provisional Ballot Log must be placed inside the Envelope #8 so that the registrar can use this information to research the claim made by the person offering the provisional ballot. This log will also be used in the days following the election by the electoral board to track the determination of all provisional ballots offered in the locality.

⁵⁸ *Id.*

⁵⁹ *Id.*



Provisional Ballot Log**GR/Satellite Office:**

Election Date: _____ Log Date(s): _____

Election Type: _____

Locality: _____

Place in Envelope 8**What to do at the end of the day**

Enter the total number of Provisional Vote envelopes for each reason code.

			Totals
Voter's name IS NOT on pollbook. Voter:	1	Same Day Registration (or not on pollbook)	
Voter's name IS on the pollbook, and voter:	3	is voting after normal poll closing time due to court order	
	4	applied for an absentee ballot, but does not have the ballot	
	5	is shown in the pollbook as already having voted	
	6	Other (any reason not captured in the other codes)	
	7	Voter did not show required ID and declined to complete ID confirmation statement	

What to do during the day

Copy information from the Provisional Vote envelopes below

1	Voter name	SSN# last 4	Reason code
	Last name _____ Middle _____	_____	1 3 4 5 6 7
	First name _____ Suffix _____	Notes	
	Address		
	City/town _____, State _____ Zip code __ __ __		
	Birth year only	Phone number	
	_____-_____-_____-	(_____-_____-_____-) _____	
2	Voter name	SSN# last 4	Reason code
	Last name _____ Middle _____	_____	1 3 4 5 6 7
	First name _____ Suffix _____	Notes	
	Address		
	City/town _____, State _____ Zip code __ __ __		
	Birth year only	Phone number	
	_____-_____-_____-	(_____-_____-_____-) _____	
		Registrar use only	
		Was this vote counted? YES NO	
		Why not?	
		Date:	

**If polling hours were extended by court order**

After the polls close and the provisional ballot envelopes are removed by the officers from the emergency ballot box, two officers of election representing different parties must complete this process:

- Two officers, one from each party, should separate any provisional ballots with Reason #3 checked (other reasons may also be checked); one stack of envelopes should have reason #3 checked on *all* the envelopes, and one stack should *not* have Reason #3 checked on any.



- Count the number of sealed Provisional Votes (green envelopes) cast during normal hours (i.e. Reason #3 is NOT checked on any of the envelopes) and place in the 1A envelope.
 - Officers of election may want to place a rubber band around those ballots cast in the Provisional Vote Envelope only due to reason #7. These ballots require no further investigation by the registrar.
 - Localities may opt for using separate 1A Envelopes for different categories of provisional voters (e.g., a separate 1A Envelope for SDR voters).
- Put the Precinct Provisional Ballot Log for the provisional ballots cast during normal hours in Envelope #8.
- Enter the number of green envelopes with ballots cast during normal hours on Line 1 on the back of the 1A envelope ("NONE" may be entered if applicable OR officers may be instructed to complete the Officer Certification to Reuse Empty Provisional Ballot Envelope 1A).
- Sign the certification on the back of the 1A envelope (TWO OFFICERS).
- Seal the 1A envelope with a label, signing and dating the label (TWO OFFICERS).

If polling hours were extended by court order, TWO OFFICERS representing different parties must repeat the above procedures to count the green envelopes with Reason #3 checked (other reasons may also be checked); put those envelopes for the provisional ballots cast *after* normal hours in the 1B envelope; complete, sign, and seal the 1B envelope.

13.6 ELECTORAL BOARD'S PROVISIONAL BALLOT MEETING

13.6.1 When to Meet

The electoral board is required to meet at the circuit clerk's or general registrar's office on the day after the election at or before 5:00 pm.⁶⁰ ELECT recommends that the meeting begin by noon on the day after the election to determine the qualifications of persons who cast provisional votes before beginning the canvass. The time selected must be included in the required Provisional Voter Notice form (ELECT-653N) given to each provisional voter at the polls.⁶¹

Please note that if the locality has Same Day Registration Applications (SDRs) for the election, the provisional ballot meeting shall not be completed until after the SDR Duplicate report is made available and reviewed. This is due to the possibility of multiple registrations/provisional ballots. The statewide deadline for processing all Same Day Voter Registration (SDR) applications is 5:00 pm on the third day after the election, with the SDR Duplicate Report being run by ELECT

⁶⁰ See *What-If's*, Problem 14.

⁶¹ See [§24.2-653\(B\)](#).



and forwarded to localities the fourth day after the election. Results from the canvass cannot be certified and submitted to ELECT until all ballots have been addressed.

13.6.2 Where to Meet

The electoral board must hold the meeting “at the clerk’s or general registrar’s office of the [locality] for which they are appointed” and they “may adjourn to another room of sufficient size in a public building.”⁶² You must clearly provide the address of the location selected in the required Provisional Voter Notice given to each provisional voter at the polls.⁶³

13.6.3 Who Must Attend



All members of the electoral board should be present for this meeting and the canvass of the election. In the event one member is unable to attend, two members constitute a quorum⁶⁴ and may proceed to determine the qualifications of persons who cast provisional votes.

- Should the secretary of the electoral board be unable to attend the meeting, the two remaining Board members must decide who will serve as “acting secretary.”⁶⁵ Please see Chapter 2 (Local Electoral Boards) for more information.
- All official documents related to processing provisional votes and the canvass must be signed by the Secretary or acting Secretary and all other present board members. Only those members of the board present during the entire process are required to legally sign any official document.
- The general registrar must appear at the meeting with the documentation necessary to confirm the eligibility of provisional voters.

13.6.4 Who is Permitted to Attend

Limited attendance is permitted at the provisional ballot meeting only for the following individuals:

- Persons who cast provisional ballots who wish to present evidence or request an extension (while the person’s ballot is adjudicated).
- Legal counsel and representatives of the person who cast the provisional ballot (while the person’s ballot is adjudicated).
- One authorized representative of each political party or independent candidate in a general or special election or one authorized representative of each candidate in a primary election who is a qualified voter anywhere in the Commonwealth must be allowed to attend the provisional meeting but cannot participate in the process. Each such representative must present a written statement signed by the county or city party chair, the independent candidate, or the primary candidate as appropriate. Such chair or candidate may serve as his or her own representative and they may not be asked to submit a written statement

⁶² See §24.2-671.

⁶³ See §24.2-653(B).

⁶⁴ See §24.2-107.

⁶⁵ See §24.2-106.



- authorizing himself or herself.⁶⁶ If the representative presents the required documentation, the general registrar must permit them to observe the meeting.
- Appropriate staff and legal counsel of the electoral board.⁶⁷

13.6.5 The Meeting

The provisional ballot meeting is a “meeting” of the electoral board; thus, the Virginia Freedom of Information Act applies with the exception of the requirement for the meeting to be open to the general public. The purpose of the Code provision requiring limited attendance is to protect the private information of provisional voters. It provides for transparency in the process, though, by allowing for authorized observers.

- Prior to beginning the meeting, the electoral board should have the #1A (and, if used, the #1B) provisional votes envelopes for **all** precincts.
- A provisional voter may ask that the meeting be extended to the next day (for up to three workdays for ID provisional voters (Reason #7)⁶⁸ and ten calendar days for Reason #1-6 provisional voters) to provide evidence or information.⁶⁹ The electoral board may grant an extension that it deems reasonable to determine the status of the provisional vote.⁷⁰
- If the provisional ballot meeting is adjourned, the canvass may still proceed on schedule.
- **The canvass cannot be completed until the provisional ballot meeting is totally completed and adjourned.**

13.7 DETERMINE THE QUALIFICATION OF ALL PROVISIONAL VOTERS BEFORE OPENING ANY INDIVIDUAL ENVELOPES

To protect voter privacy, the local electoral board should determine the eligibility of all provisional voters before opening any of the provisional ballot envelopes.

- The electoral board should open, one precinct at a time, the #1A envelope (and, if used, the #1B envelope) marked “provisional votes.” The local electoral board has the discretion to make a determination as to whether a voter is eligible under Virginia law. The local electoral board should proceed to determine the qualifications, one by one, without opening the green envelopes, of each person who cast a ballot in a green provisional ballot envelope.
 - The first qualification is that the person be registered to vote.
 - Second, the person must have been legally eligible to vote in the precinct in which the vote was cast.⁷¹

The general registrar should provide any information available to determine if the voter casting a provisional ballot was legally eligible to vote in the precinct and submitted a copy of a valid ID if required.

⁶⁶ See [§24.2-653.01\(B\)](#).

⁶⁷ See [§24.2-653.01\(B\)](#).

⁶⁸ See [§24.2-653.01\(A\)](#).

⁶⁹ *Id.*

⁷⁰ *Id.*

⁷¹ See [§24.2-653.01\(C\)](#).



NOTE: The electoral board or general registrar must keep a detailed list of the provisional ballots counted and not counted for three reasons:

1. The general registrar must notify, in writing, those voters whose provisional ballots were not counted, giving the reason the provisional ballot was not counted.⁷²
2. This information will be entered into VERIS in order to apply voting credit for the counted ballots and generate appropriate correspondence.
3. The votes from the counted ballots and turnout data from all the provisional ballots must be entered into Enhanced Results. The general registrar shall report for each precinct in his locality the total number of provisional ballots cast, the number determined to be valid by the electoral board, and the results of such valid provisional ballots by voters assigned to such precinct no later than 5:00 pm on the tenth day after the election⁷³ using the Enhanced Results Virginia Use Procedures.



Law Note

Beginning July 1, 2025, general registrars must report provisional election results by precinct. As localities were previously only reporting summary provisional results for the locality, consideration should be taken into how this change affects all current provisional processes. Ensure emphasis is given to these changes in processes when training officers of election and office staff and during the provisional ballot meeting.

The registrar should mark the original Precinct Provisional Ballot Log to indicate if the ballot was counted and the reason for the determination. The registrar should also make and retain a copy of the ballot log for records. The *original* Precinct Provisional Ballot Log must be returned to Envelope #8, to be sealed and stored in the clerk's office.⁷⁴

13.7.1 Person Determined Not Qualified

For persons determined not qualified to have their votes counted, the following steps should be taken:

1. The green envelope must remain sealed.⁷⁵
2. Mark the ballot as disqualified across the front of the unopened green envelope and explain why the ballot has been disqualified (for example: not qualified (felon, etc.), not legally eligible to vote in the precinct, voter did not provide required ID).
3. Return the voter's sealed, green envelope to the 1A (or 1B, if used) envelope for that precinct marked "provisional votes."
4. Note on the 1A (or 1B) envelope the number of green envelopes for disqualified persons remaining at the conclusion of the determination for that precinct.

⁷² See [§24.2-653.01\(C\)](#). See also HAVA, [52 U.S.C. §21082\(a\)\(5\)\(A\)](#).

⁷³ See [§24.2-667.1\(B\)](#).

⁷⁴ See [§24.2-653.01\(E\)](#).

⁷⁵ See [§24.2-653.01\(C\)](#).



13.7.2 Person Determined Qualified

One provisional vote pollbook is used for the city or county. The pollbook should be marked with the name of the city or county (or town) and the words “provisional votes.” Voters who have been determined qualified, should be marked in the provisional votes pollbook.⁷⁶

- **Special Procedures for Provisional Voting Reason #3:** The 1B envelopes should have been used if polling place hours were extended by court order. If the court order has not been overturned when the provisional ballots are otherwise ready to be counted, the provisional ballots counted from the 1B envelope must be entered in a **separate pollbook** marked with the county, city or town name (and congressional district if split) and “votes cast after normal voting hours.” Votes cast after normal voting hours (after-hours ballots) must be kept separate and cannot be mixed with ballots cast during normal voting hours.⁷⁷ Ballots cast during normal voting hours should be completed first. The electoral board should both verify that the ballot box is empty and seal the counted ballots cast during normal voting hours for delivery to the clerk (below), before beginning to count the ballots cast after normal voting hours.

NOTE: The general registrar, working with ELECT, may search the DMV or NVRA agency record to determine if the provisional voter has any records pertaining to registration.

If proof is presented that indicates the person submitted an application or attempted to register or change their registration at the DMV or another NVRA agency *prior* to the close of books, the voter submitted a completed application at the polls on election day, and the registrar determines from that application that the voter was qualified to vote in that precinct, the **provisional ballot must be counted by the electoral board.**

13.7.2.1 Steps for Qualified Provisional Ballots

1. Open the green envelope of the voter determined to be qualified.
2. Place the ballot in the appropriate ballot box without any further inspection than to assure that only a single ballot or ballot set has been cast and that the ballot is a genuine ballot, without looking at the printed inside of the ballot.⁷⁸
3. Place the *opened, empty* green envelopes for each precinct in the 1A (or 1B, if used) envelope for that precinct.
4. Note on the envelope the number of green envelopes contained therein for persons determined to be qualified.

13.8 Reporting Provisional Ballot Data in Enhanced Results

Pursuant to §24.2-667.1(B), general registrars must report to the Department of Elections for each precinct in their locality: the total number of provisional voter turnout (counted and not counted) for

⁷⁶ See §24.2-653.01(C).

⁷⁷ See §24.2-653(C).

⁷⁸ See §24.2-653(B).



both early voting and in-person voters as well as the number of qualified (counted) provisional votes cast as determined after the provisional ballot meeting.⁷⁹ These results must be [inputted no](#) later than 5:00 p.m. on the tenth day following a general election. Provisional Ballot election results and turnout must be reported to the Department in Enhanced Results, the software used by ELECT for election night reporting. Detailed instructions on reporting data in Enhanced Results can be found in the Enhanced Results Virginia Use Procedures, which are located in ELECT's internal Learning Management System (LMS), in the Enhanced Results Training Materials course.

Provisional ballots are reported in Enhanced Results in three ways:

1. Turnout by reason code (all provisional ballots – accepted and rejected)
 - a. Early Voting SDR Turnout (Reason Code #1)
 - b. Election Day SDR Turnout (Reason Code #1)
 - c. Other Turnout (Reason Code #s 3, 4, 5, 6)
 - d. No ID Turnout (Reason Code #7)
2. Turnout by precinct (all provisional ballots – accepted and rejected)
3. Election Results (ballots cast and votes) by precinct (accepted ballots only)
Note that Va. Code §24.2-667.1 changed in 2025 (SB 1044) to require election results to be reported by precinct. Previously, localities were only reporting summary election results for provisional ballots.

13.8.1 Election Night Provisional Counts

Before election night the general registrar or their office staff should determine the number of early voting provisional envelopes they have for the locality, broken down by reason code.

On election night, precincts are to report to the general registrar's office how many provisional envelopes they have, broken down by reason code.

The general registrar or their office staff are to combine the precinct data to give them the total number of Election Day provisional envelopes, broken down by reason code, then add the broken down early voting envelope totals. Note: Early Voting SDR and Election Day SDR should not be combined. For all other reason codes, combine early voting and election day.

The grand total number of provisional envelopes for the locality, broken down by reason code, is to be reported in Enhanced Results, in the Statistics Entry – Provisional Turnout Totals page.

13.8.2 After the Provisional Ballot Meeting

Following the adjudication of the provisional ballots during the canvass, the general registrar must report the provisional ballots data into Enhanced Results. **All data must be entered in Enhanced Results no later than** the tenth day by 5:00 p.m. following the election for general elections, no later than the sixth day by 5:00 p.m. following a primary election, and by the deadline determined by the Department of Elections for special elections.

⁷⁹ See [§24.2-667.1](#).



13.8.2.1 *Statistics Entry – Provisional Turnout Totals Page*

The initial election night provisional counts entered in Enhanced Results in the Statistics Entry – Provisional Turnout Totals page should be reviewed and appropriate corrections made if necessary to ensure all provisional ballots (accepted and rejected) are accounted for.

13.8.2.2 *Voter Turnout Entry Page – Provisional Column*

All provisional ballots (accepted and rejected) are reported by precinct in the Voter Turnout Entry page in the Provisional Column. Note that early voting and election day ballots are **not** reported separately, **nor** are they reported in any other voting method column.

13.8.2.3 *Detailed Results Entry – Precinct Pages – Provisional Column*

Beginning July 1, 2025⁸⁰ – Election Results (ballots cast and votes) for **accepted** provisional ballots only are reported by precinct in the Detailed Results Entry individual precinct pages, in the provisional column. Note that early voting and election day ballots are **not** reported separately, **nor** are they reported in any other voting method column.

13.9 NOTIFICATION AND VOTER CREDIT



After the determination of all provisional ballots by the electoral board, the registrar must enter all provisional ballot information into VERIS for individual voters in order to apply voting credit and issue correspondence to voters whose provisional ballots were not counted.

13.9.1 Enter Individual Voter Information

A provisional voter may have an inactive status, cancelled registration, or not be in VERIS at all. The registrar must search and manually add information regarding the provisional ballots in VERIS for each provisional voter. Refer to *VERIS Step-by-Step Voter History* for more information on modifying voter history.

A voter with a provisional ballot that was not counted must have the reason for this determination entered in VERIS to produce the appropriate required correspondence for mailing.⁸¹ For persons already registered, VERIS will automatically generate letters when their record is updated to indicate the provisional ballot was not counted. For persons not registered who have not completed a registration application, the notification letter should include a voter registration application and inform the person that if they wish to be eligible to vote in future elections, they must complete the application and return it in the pre-addressed envelope provided before the close of the books for the next election in the county or city.

For a provisional voter with a cancelled registration, the registrar must reinstate the individual's voter registration, enter the provisional voting information, and change any relevant information.

⁸⁰ See [SB1044](#) and [§24.2-667.1\(B\)](#).

⁸¹ See [§24.2-653\(B\)](#).



If a voter submitted an application for a different locality, the application should be copied and provided to the other locality, so the person can be registered.

A voter who did not submit an application or the application submitted was incomplete should have a voter registration application included in his/her mailing. To add information regarding non-registrants, the registrar should add the non-registered individual's information under "Non-Registrant Provisional" in VERIS.

Refer to the *VERIS Step-by-Step Voter History* for more information on modifying voter history.

