

SENATE SUBSTITUTE FOR  
HOUSE BILL NO. 5141

A bill to amend 1954 PA 116, entitled  
"Michigan election law,"  
by amending sections 765 and 765a (MCL 168.765 and 168.765a),  
section 765 as amended by 2018 PA 603 and section 765a as added by  
2018 PA 123, and by adding section 764d.

**THE PEOPLE OF THE STATE OF MICHIGAN ENACT:**

1           **Sec. 764d. (1) Notwithstanding any provision of law to the**  
2 **contrary and subject to subsections (2) and (12), not less than 75**  
3 **days before the day of an election, the clerk of a city or township**  
4 **may do any of the following:**

5           **(a) Enter into an agreement with the clerk of another city or**  
6 **township, or with the clerks of more than 1 city or township,**  
7 **located in the same county as that city or township to establish a**



1 combined absent voter counting board to count the absent voter  
2 ballots for each participating city or township.

3 (b) Enter into an agreement with the clerk of another city or  
4 township located in the same county that authorizes the clerk of 1  
5 participating city or township to process and count the absent  
6 voter ballots for both participating entities by utilizing the  
7 absent voter counting board of that participating city or township.

8 (c) Enter into an agreement with the clerk of the county in  
9 which that city or township is located to establish an absent voter  
10 counting board to count the absent voter ballots for that city or  
11 township. If a city or township has boundaries located in more than  
12 1 county, the clerk of the city or township shall only enter into  
13 an agreement under this subdivision with the county clerk of the  
14 county in which the majority of the electors of the city or  
15 township reside.

16 (2) Except as otherwise provided in this subsection, an absent  
17 voter counting board established under subsection (1) must not be  
18 used for the first time at a general November election. For the  
19 November 3, 2020 general November election, an absent voter  
20 counting board may be established under subsection (1) and used for  
21 the first time if either of the following occurs:

22 (a) An agreement is entered into under subsection (1) (a) or  
23 (b) and at least 1 of the clerks participating in the agreement has  
24 previously operated an absent voter counting board.

25 (b) An agreement is entered into under subsection (1) (c) .

26 (3) An agreement entered into under subsection (1) (b) or (c)  
27 must comply with the established approval procedures of the  
28 governing body of each county, city, or township involved, or if  
29 established approval procedures do not exist, the agreement must be



1 approved by resolution of the governing body of that county, city,  
2 or township.

3 (4) The bureau of elections shall do both of the following:

4 (a) Develop model language to be used by county, city, and  
5 township clerks for agreements entered into under subsection (1).

6 (b) Develop procedures to implement this section.

7 (5) Except as otherwise provided in this subsection, if the  
8 clerk of a city or township enters into an agreement under  
9 subsection (1), the clerk of that city or township shall file the  
10 agreement with the county clerk of the county in which that city or  
11 township is located no later than 74 days before the election at  
12 which the agreement applies. For an election occurring before  
13 January 1, 2021, the clerk of a city or township who enters into an  
14 agreement under subsection (1) is not required to file the  
15 agreement with the county clerk if all of the following apply:

16 (a) The electronic voting system used by the county can be  
17 programmed to accommodate an absent voter counting board formed  
18 under subsection (1).

19 (b) The county clerk agrees that the electronic voting system  
20 used by the county can be altered after completion of the ballot  
21 programming.

22 (c) The appropriate board of election commissioners publicly  
23 tests the electronic tabulating equipment as required under section  
24 798.

25 (6) If the clerk of a city or township enters into an  
26 agreement under subsection (1) and that agreement covers more than  
27 1 election, the agreement must allow any participating clerk to  
28 terminate the agreement by giving 84 days' written notice to each  
29 of the other participating clerks. If the clerk terminating the



1 agreement is a city or township clerk, the clerk must also file the  
2 notice of termination with the county clerk of the county in which  
3 that city or township is located no later than 2 business days  
4 after the date of termination. If the clerk terminating the  
5 agreement is a county clerk, the clerk must also file the notice of  
6 termination with the bureau of elections no later than 2 business  
7 days after the date of termination.

8 (7) For a combined absent voter counting board established  
9 under subsection (1)(a), all of the following apply:

10 (a) The board of election commissioners of each participating  
11 city or township must appoint at least 1 election inspector to that  
12 combined absent voter counting board not less than 21 days or more  
13 than 40 days before the election at which those election inspectors  
14 are to be used. Sections 673a and 674 apply to the appointment of  
15 election inspectors to a combined absent voter counting board.

16 (b) The agreement entered into under subsection (1)(a) must  
17 designate the place for the combined absent voter counting board to  
18 count the absent voter ballots. Section 662 applies to the  
19 designation and prescribing of the combined absent voter ballot  
20 counting place in which the combined absent voter counting board  
21 performs its duties.

22 (c) The agreement entered into under subsection (1)(a) must  
23 establish the time at which the election inspectors of the combined  
24 absent voter counting board report for duty.

25 (8) For an absent voter counting board established under  
26 subsection (1)(c), all of the following apply:

27 (a) The board of election commissioners of the city or  
28 township entering into an agreement under subsection (1)(c) shall  
29 appoint at least 1 election inspector to the absent voter counting



1 board and the county board of election commissioners of that county  
2 shall appoint at least 1 election inspector to the absent voter  
3 counting board not less than 21 days or more than 40 days before  
4 the election at which those election inspectors are to be used.  
5 Sections 673a and 674 apply to the appointment of election  
6 inspectors to the absent voter counting board.

7 (b) In consultation with the parties to an agreement under  
8 subsection (1)(c), the county board of election commissioners shall  
9 designate the place for the absent voter counting board to count  
10 the absent voter ballots. Section 662 applies to the designation  
11 and prescribing of the absent voter ballot counting place in which  
12 the absent voter counting board performs its duties.

13 (c) In consultation with the parties to an agreement under  
14 subsection (1)(c), the county board of election commissioners shall  
15 establish the time at which the election inspectors of the absent  
16 voter counting board report for duty.

17 (9) The election inspectors appointed to an absent voter  
18 counting board established under subsection (1) shall comply with  
19 section 733(2) regarding election challengers.

20 (10) If the clerk of a city or township enters into an  
21 agreement under subsection (1), any absent voter ballot received by  
22 that city or township clerk after 4 p.m. on the day before an  
23 election must not be delivered to the absent voter counting board  
24 but must instead be delivered to the voting precinct of the elector  
25 on election day to be processed and counted.

26 (11) The provisions of section 765a(8) to (13) apply to an  
27 absent voter counting board established under subsection (1).

28 (12) For an election occurring before January 1, 2021, the  
29 clerk of a city or township may enter into an agreement under



1 subsection (1) not less than 23 days before the day of the election  
 2 if all of the following apply:

3 (a) The electronic voting system used by the county can be  
 4 programmed to accommodate an absent voter counting board formed  
 5 under subsection (1).

6 (b) The county clerk agrees that the electronic voting system  
 7 used by the county can be altered after completion of the ballot  
 8 programming.

9 (c) The appropriate board of election commissioners publicly  
 10 tests the electronic tabulating equipment as required under section  
 11 798.

12 (13) This section does not abrogate the duties or  
 13 responsibilities of a city or township clerk for conducting  
 14 elections under this act. **In addition, this section does not**  
 15 **provide any additional duties or responsibilities for the secretary**  
 16 **of state for conducting elections under this act.**

17 Sec. 765. (1) A clerk who receives an absent voter ballot  
 18 return envelope containing the marked ballots of an absent voter  
 19 shall not open that envelope before delivering the envelope to the  
 20 board of election inspectors as provided in this section. The city  
 21 or township clerk shall safely keep in his or her office until  
 22 election day any absent voter ballot return envelopes received by  
 23 the clerk before election day containing the marked ballots of an  
 24 absent voter.

25 (2) Before the opening of the polls on election day or as soon  
 26 after the opening of the polls as possible, the clerk shall deliver  
 27 the absent voter ballot return envelopes to the chairperson or  
 28 other member of the board of election inspectors in the absent  
 29 voter's precinct, together with the signed absent voter ballot



1 applications received by the clerk from any voters of that precinct  
2 and the clerk's list or record kept relative to those absent  
3 voters. However, if higher numbered ballots are used under section  
4 717, the clerk shall retain the applications and lists in his or  
5 her office and shall keep the applications and lists open to public  
6 inspection at all reasonable hours. Absent voter ballots must not  
7 be tabulated before the opening of the polls on election day.

8 (3) The city or township clerk, or authorized designee of the  
9 clerk, shall call for and receive absent voter ballots from the  
10 post office at which the city or township clerk regularly receives  
11 mail addressed to the city or township clerk on election day. Any  
12 envelopes containing absent voter ballots that are received from  
13 the post office or from voters who voted by absentee ballot in  
14 person in the clerk's office on election day must be delivered to  
15 the board of election inspectors or, **except as otherwise provided**  
16 **in section 764d**, the absent voter counting boards to be tabulated.

17 (4) If a marked absent voter ballot is received by the clerk  
18 after the close of the polls, the clerk shall plainly mark the  
19 envelope with the time and date of receipt and shall file the  
20 envelope in his or her office.

21 (5) On or before 8 a.m. on election day, the clerk shall post  
22 in the clerk's office or otherwise make public the number of absent  
23 voter ballots the clerk distributed to absent voters and the number  
24 of absent voter ballot return envelopes containing the marked  
25 ballots of absent voters received by the clerk before election day  
26 and to be delivered to the board of election inspectors or the  
27 absent voter counting boards under this act. On or before 9 p.m. on  
28 election day, the clerk shall post in the clerk's office or  
29 otherwise make public the number of absent voter ballot return



1 envelopes containing the marked ballots of absent voters received  
2 by the clerk on election day and delivered to the board of election  
3 inspectors, under subsection (3), along with the total number of  
4 absent voter ballot return envelopes containing the marked ballots  
5 of absent voters received by the clerk both before and on election  
6 day and delivered to the board of election inspectors or the absent  
7 voter counting boards under this act. As soon as possible after all  
8 precincts in the city or township are processed, the clerk shall  
9 post in the clerk's office or otherwise make public the number of  
10 absent voter ballot return envelopes containing the marked ballots  
11 of absent voters received by the election inspectors at the  
12 precincts on election day, along with the total number of absent  
13 voter ballot return envelopes containing the marked ballots of  
14 absent voters received in the city or township for that election.  
15 This subsection applies only to elections in which a federal or  
16 state office appears on the ballot.

17       Sec. 765a. (1) ~~If~~ **Subject to section 764d, if** a city or  
18 township decides to use absent voter counting boards, the board of  
19 election commissioners of that city or township shall establish an  
20 absent voter counting board for each election day precinct in that  
21 city or township. The ballot form of an absent voter counting board  
22 must correspond to the ballot form of the election day precinct for  
23 which it is established. After the polls close on election day, the  
24 county, city, or township clerk responsible for producing the  
25 accumulation report of the election results submitted by the boards  
26 of precinct election inspectors shall format the accumulation  
27 report to clearly indicate all of the following:

- 28       (a) The election day precinct returns.  
29       (b) The corresponding absent voter counting board returns.





1 (c) A total of each election day precinct return and each  
2 corresponding absent voter counting board return.

3 (2) ~~The~~ **Subject to section 764d, the** board of election  
4 commissioners shall establish the absent voter counting boards. ~~The~~  
5 **Subject to section 764d, the** board of election commissioners shall  
6 appoint the election inspectors to those absent voter counting  
7 boards not less than 21 days or more than 40 days before the  
8 election at which they are to be used. Sections 673a and 674 apply  
9 to the appointment of election inspectors to absent voter counting  
10 boards under this section. The board of election commissioners  
11 shall determine the number of ballots that may be expeditiously  
12 counted by an absent voter counting board in a reasonable period of  
13 time, taking into consideration the size and complexity of the  
14 ballot to be counted pursuant to the guidelines of the secretary of  
15 state. Combined ballots must be regarded as the number of ballots  
16 as there are sections to the ballot.

17 (3) If more than 1 absent voter counting board is to be used,  
18 the city or township clerk shall determine the number of electronic  
19 voting systems or the number of ballot boxes and the number of  
20 election inspectors to be used in each of the absent voter counting  
21 boards and to which absent voter counting board the absent voter  
22 ballots for each precinct are assigned for counting.

23 (4) In a city or township that uses absent voter counting  
24 boards under this section, absent voter ballots must be counted in  
25 the manner provided in this section and, **except as otherwise**  
26 **provided in section 764d,** absent voter ballots must not be  
27 delivered to the polling places. ~~The~~ **Subject to section 764d, the**  
28 board of election commissioners shall provide a place for each  
29 absent voter counting board to count the absent voter ballots.



1 Section 662 applies to the designation and prescribing of the  
 2 absent voter counting place or places in which the absent voter  
 3 counting board performs its duties under this section, except the  
 4 location may be in a different jurisdiction if the county provides  
 5 a tabulator for use at a central absent voter counting board  
 6 location in that county. The places must be designated as absent  
 7 voter counting places. Except as otherwise provided in this  
 8 section, laws relating to paper ballot precincts, including laws  
 9 relating to the appointment of election inspectors, apply to absent  
 10 voter counting places. The provisions of this section relating to  
 11 placing of absent voter ballots on electronic voting systems apply.  
 12 More than 1 absent voter counting board may be located in 1  
 13 building.

14 (5) The clerk of a city or township that uses absent voter  
 15 counting boards shall supply each absent voter counting board with  
 16 supplies necessary to carry out its duties under this act. The  
 17 supplies must be furnished to the city or township clerk in the  
 18 same manner and by the same persons or agencies as for other  
 19 precincts.

20 (6) ~~Absent~~ **Subject to section 764d, absent** voter ballots  
 21 received by the clerk before election day must be delivered to the  
 22 absent voter counting board by the clerk or the clerk's authorized  
 23 assistant at the time the election inspectors of the absent voter  
 24 counting boards report for duty, which time must be established by  
 25 the board of election commissioners. ~~Absent~~ **Except as otherwise**  
 26 **provided in section 764d, absent** voter ballots received by the  
 27 clerk before the time set for the closing of the polls on election  
 28 day must be delivered to the absent voter counting boards. Absent  
 29 voter ballots must be delivered to the absent voter counting boards



1 **or combined absent voter counting boards** in the sealed absent voter  
2 ballot return envelopes in which they were returned to the clerk.  
3 Written or stamped on each of the return envelopes must be the time  
4 and the date that the envelope was received by the clerk and a  
5 statement by the clerk that the signatures of the absent voters on  
6 the envelopes have been checked and found to agree with the  
7 signatures of the voters on the registration cards or the digitized  
8 signatures of voters contained in the qualified voter file as  
9 provided under section 766. If a signature on the registration card  
10 or a digitized signature contained in the qualified voter file and  
11 on the absent voter ballot return envelope does not agree as  
12 provided under section 766, if the absent voter failed to sign the  
13 envelope, or if the statement of the absent voter is not properly  
14 executed, the clerk shall mark the envelope "rejected" and the  
15 reason for the rejection and shall place his or her name under the  
16 notation. An envelope marked "rejected" must not be delivered to  
17 the absent voter counting board **or combined absent voter counting**  
18 **board** but must be preserved by the clerk until other ballots are  
19 destroyed in the manner provided in this act. The clerk shall also  
20 comply with section 765(5).

21 (7) This chapter does not prohibit an absent voter from voting  
22 in person within the voter's precinct at an election,  
23 notwithstanding that the voter may have applied for an absent voter  
24 ballot and the ballot may have been mailed or otherwise delivered  
25 to the voter. The voter, the election inspectors, and other  
26 election officials shall proceed in the manner prescribed in  
27 section 769. The clerk shall preserve the canceled ballots for 2  
28 years.

29 (8) The absent voter counting boards **and combined absent voter**



1 **counting boards** shall process the ballots and returns in as nearly  
 2 as possible the same manner as ballots are processed in paper  
 3 ballot precincts. The poll book may be combined with the absent  
 4 voter list or record required by section 760, and the applications  
 5 for absent voter ballots may be used as the poll list. The  
 6 processing and tallying of absent voter ballots may commence at 7  
 7 a.m. on the day of the election.

8 (9) An election inspector, challenger, or any other person in  
 9 attendance at an absent voter counting place **or combined absent**  
 10 **voter counting place** at any time after the processing of ballots  
 11 has begun shall take and sign the following oath that may be  
 12 administered by the chairperson or a member of the absent voter  
 13 counting board **or combined absent voter counting board**:

14 "I (name of person taking oath) do solemnly swear (or affirm)  
 15 that I shall not communicate in any way any information relative to  
 16 the processing or tallying of votes that may come to me while in  
 17 this counting place until after the polls are closed."

18 (10) The oaths administered under subsection (9) must be  
 19 placed in an envelope provided for the purpose and sealed with the  
 20 red state seal. Following the election, the oaths must be delivered  
 21 to the city or township clerk. Except as otherwise provided in  
 22 subsection (12), a person in attendance at the absent voter  
 23 counting place **or combined absent voter counting place** shall not  
 24 leave the counting place after the tallying has begun until the  
 25 polls close. A person who causes the polls to be closed or who  
 26 discloses an election result or in any manner characterizes how any  
 27 ballot being counted has been voted in a voting precinct before the  
 28 time the polls can be legally closed on election day is guilty of a  
 29 felony.



1 (11) Voted absent voter ballots must be placed in an approved  
2 ballot container, and the ballot container must be sealed in the  
3 manner provided by this act for paper ballot precincts. The seal  
4 numbers must be recorded on the statement sheet and in the poll  
5 book.

6 (12) Subject to this subsection, a local election official who  
7 has established an absent voter counting board **or combined absent**  
8 **voter counting board**, the deputy or employee of that local election  
9 official, an employee of the state bureau of elections, a county  
10 clerk, an employee of a county clerk, or a representative of a  
11 voting equipment company may enter and leave an absent voter  
12 counting board **or combined absent voter counting board** after the  
13 tally has begun but before the polls close. A person described in  
14 this subsection may enter an absent voter counting board **or**  
15 **combined absent voter counting board** only for the purpose of  
16 responding to an inquiry from an election inspector or a challenger  
17 or providing instructions on the operation of the counting board.  
18 Before entering an absent voter counting board **or combined absent**  
19 **voter counting board**, a person described in this subsection must  
20 take and sign the oath prescribed in subsection (9). The  
21 chairperson of the absent voter counting board **or combined absent**  
22 **voter counting board** shall record in the poll book the name of a  
23 person described in this subsection who enters the absent voter  
24 counting board **or combined absent voter counting board**. A person  
25 described in this subsection who enters an absent voter counting  
26 board **or combined absent voter counting board** and who discloses an  
27 election result or in any manner characterizes how any ballot being  
28 counted has been voted in a precinct before the time the polls can  
29 be legally closed on election day is guilty of a felony. As used in



1 this subsection, "local election official" means a county, city, or  
2 township clerk.

3 (13) The secretary of state shall develop instructions  
4 consistent with this act for the conduct of absent voter counting  
5 boards **or combined absent voter counting boards**. The secretary of  
6 state shall distribute the instructions developed under this  
7 subsection to **county**, city, and township clerks 40 days or more  
8 before a general election in which absent voter counting boards **or**  
9 **combined absent voter counting boards** will be used. A **county**, city,  
10 or township clerk shall make the instructions developed under this  
11 subsection available to the public and shall distribute the  
12 instructions to each challenger in attendance at an absent voter  
13 counting board **or combined absent voter counting board**. The  
14 instructions developed under this subsection are binding upon the  
15 operation of an absent voter counting board **or combined absent**  
16 **voter counting board** used in an election conducted by a county,  
17 city, or township.

