

**HOUSE . . . . . No. 4022**

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The Commonwealth of Massachusetts

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In the Year Two Thousand Twelve  
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An Act reforming election laws.

*Whereas*, The deferred operation of this act would tend to defeat its purpose, which is to improve the administration of elections in the commonwealth, therefore, it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1           SECTION 1. Chapter 51 of the General Laws is hereby amended by inserting after  
2 section 17 the following section:-

3           Section 17A. Every member of the board of registrars and election commission and any  
4 other person responsible for the administration of the election laws in a city or town shall attend  
5 annual training conducted by the office of the state secretary on the applicable state and federal  
6 election laws and regulations.

7           SECTION 2. Chapter 51 of the General Laws is hereby amended by inserting after section  
8 36 the following section:-

9           Section 36A. The state secretary shall publish on the internet, in a manner accessible to  
10 the public, an affidavit of voter registration in a printable electronic document format. This

11 document shall be a valid affidavit of voter registration under this chapter. The state secretary  
12 shall post the electronic document in every language provided for in section 36.

13           The electronic affidavit of voter registration shall give registrants the option to enter data  
14 directly into the form prior to printing out the affidavit or to print a blank form and manually  
15 enter information. The registrant shall personally sign and mail, transmit or otherwise deliver the  
16 completed affidavit of voter registration form to the appropriate city elections department or  
17 town clerk's office; provided, however, that the registrant may mail, transmit or otherwise  
18 deliver the form to the state secretary who shall cause it to be delivered to the appropriate city  
19 elections department or town clerk's office.

20           SECTION 3. Section 42 of said chapter 51 of the General Laws, as appearing in the  
21 2010 Official Edition, is hereby amended by inserting after the word "chapter", in line 2, the  
22 following words:- by any person at least 16 years of age or older.

23           SECTION 4. Section 47A of said chapter 51, as so appearing, is hereby amended by  
24 adding the following sentence:- If such person is at least 16 years of age and has not attained the  
25 qualification of age, the affidavit of registration shall be re-examined by the registrar until such  
26 person will, on or before the day of the next preliminary, primary, special or general election or  
27 town meeting, attain full age, at which time the registrar shall enter such person's name in the  
28 current annual register of voters.

29           SECTION 5. Chapter 54 of the General Laws is hereby amended by inserting after  
30 section 109 the following section:-

31 Section 109A. (a) For the purposes of this section, “audited precinct,” shall mean any  
32 precinct selected in accordance with subsection (c) for the purpose of conducting audits as  
33 provided in this section.

34 (b) An audit shall be conducted pursuant to this section following any biennial state  
35 election, state primary preceding a biennial state election, presidential primary, or special general  
36 election for senator in congress or representative in congress.

37 (1) Following a biennial state election in which the office of governor is contested, or  
38 a state primary preceding such biennial state election, each precinct selected pursuant to  
39 subsection (c) shall conduct a hand-counted audit of: (i) races for the following offices in which  
40 more than one candidate’s name appears on the ballot: governor, representative in congress,  
41 senator in congress, if such office appears on the ballot, and two of the following offices chosen  
42 by random drawing: representative in the general court, senator in the general court, state  
43 secretary, attorney general, auditor, treasurer, and lieutenant governor, if such office appears on  
44 the ballot; and (ii) one statewide ballot question, if any appear on the ballot, chosen by random  
45 drawing.

46 (2) Following a biennial state election in which the candidates of each party for  
47 president and vice president appear on the ballot, or a state primary preceding such biennial state  
48 election, each precinct selected pursuant to subsection (c) shall conduct a hand-counted audit of:  
49 (i) races for the following offices in which more than one candidate’s name appears on the ballot:  
50 president and vice president, representative in congress, senator in congress, if such office  
51 appears on the ballot, representative in the general court, and senator in the general court; and (ii)  
52 one statewide ballot question, if any appear on the ballot, chosen by random drawing.

53           (3)     Following a presidential primary or special general election for representative in  
54 congress or senator in congress, each precinct selected pursuant to subsection (c) shall conduct a  
55 hand-counted audit of each race in which more than one candidate's name appears on the ballot  
56 in that precinct.

57           (4)     If a valid petition for a recount is made pursuant to section 135 for a race subject  
58 to audit by this section, then the votes for that race shall not be audited in any precinct named in  
59 the petition; provided, however, that if an audit is has commenced in a precinct when the valid  
60 petition for a recount is made, the audit in said precinct shall be suspended. The audit of the race  
61 in question shall proceed in any precinct selected pursuant to subsection (c) not included in the  
62 petition for a recount.

63           (5)     Any random drawing required by this subsection shall be conducted by the state  
64 secretary. Such drawing will occur at the same time and place as the drawing required by  
65 subsection (c).

66           (c) The precincts to be audited shall be chosen in a random, publicly verifiable, non-  
67 computerized drawing supervised by the state secretary within 48 hours after polls are closed.  
68 The drawing shall be fully observable to the public and representatives of each political party  
69 and shall use a procedure that can be easily understood to be random by members of the public.  
70 Notice of the time and place of the drawing shall be given at least 10 days in advance of the  
71 election on the electronic website of the state secretary. The number of precincts selected to be  
72 audited in this drawing shall be equal to 3 per cent of all precincts in the commonwealth,  
73 rounded up to the next highest whole number; provided, however, that if the audit is prompted by  
74 a special general election for representative in congress, the number of precincts selected to be

75 audited in this drawing shall be equal to 3 per cent of all precincts subject to that special election,  
76 rounded up to the next highest whole number.

77 (d) (1) The board of registrars or election commission in each municipality where 1 or  
78 more precincts selected to be audited are located shall conduct the audit. The board of registrars  
79 or election commission may employ tally clerks for the purpose of counting the ballots. Audits  
80 shall commence not later than 2 business days following the random drawing of precincts  
81 supervised by the state secretary and shall continue on each successive business day or other day  
82 at the discretion of the board or commission in each municipality. The time and place of the  
83 audits in each municipality where one or more precincts selected to be audited are located shall  
84 be publicly announced in advance. The audits shall be performed in full public view and  
85 conducted pursuant to the procedures for hand counts of ballots in sections 135 and 135A.

86 (2) The state secretary shall issue uniform written training materials for audit personnel to  
87 each municipality in the commonwealth at least 10 days prior to any election that will be audited  
88 pursuant to this section.

89 (3) Notwithstanding any general or special law or rule or regulation to the contrary, for  
90 the purpose of conducting the audit the board or commission shall unseal the envelopes or  
91 containers containing the ballots. The board or commission shall, when the audit is complete,  
92 enclose all the ballots in their proper envelopes or containers, seal each envelope or container  
93 with a seal provided therefor, and certify upon each envelope or container that it has been opened  
94 and again sealed in conformity to law.

95 (4) Voter intent shall be the standard for counting votes. Individuals charged with  
96 tabulating votes during the audit shall disregard the omission or inaccuracy of initials, the

97 omission, inaccuracy or misspelling of given names, and the misspelling of surnames, if the  
98 intent of the voter to express a preference for any particular individual can be ascertained. Such  
99 statements of voters shall be counted, tabulated and entered, together with any other votes cast,  
100 on official audit report forms provided by the state secretary.

101 (e) Upon completion of the audit in each municipality the board of registrars or election  
102 commission shall record each race audited in each precinct on a separate audit report form  
103 provided by the state secretary. The registrars shall submit the completed audit report forms to  
104 the state secretary no later than the fourteenth day following the election. An audit report form  
105 shall provide for the entry of:

106 (1) the number of votes for each candidate, or each yes and no vote and the blank votes  
107 and over votes as recorded in the audit hand count;

108 (2) the election night tallies reported for each candidate or each yes and no vote and the  
109 blank votes and over-votes for the same ballots that were counted in the audit;

110 (3) the differences between the audit hand count results and the election night tallies for  
111 each candidate, yes and no question and blank votes;

112 (4) The number of votes for each contest for which voter intent is discernible but that are  
113 not marked by the voter according to the instructions provided to the voters under section 48 and  
114 any explanatory notes related thereto; and

115 (5) Any additional notes on perceived causes of discrepancies.

116 (f) Upon receipt of the results of the audit, the state secretary shall calculate the total  
117 number of votes for each candidate and ballot question as recorded in the audit hand count and

118 shall compare this total to the sum of the originally reported votes for each candidate and ballot  
119 question in the audited precincts. When such comparison reveals a discrepancy between the  
120 hand-counted audit and the originally reported tally of the audited precincts the discrepancy shall  
121 be analyzed to ascertain its cause. The state secretary shall oversee the analysis and shall publish  
122 the findings and make the findings available online, along with the factual information on which  
123 such findings were based, within 180 days.

124 (g) If there is a discrepancy between the results reached pursuant to an audit and  
125 originally reported tallies, the hand count of the official paper ballots conducted pursuant to the  
126 audit shall be the official vote of record and the board of registrars or election commission shall  
127 amend each precinct tally sheet, official return book and check list delivered to the office of the  
128 registrars.

129 (h) If there is a discrepancy between the results reached in a precinct pursuant to an audit  
130 and the originally reported tallies in that precinct in any audited race or any audited ballot  
131 question that reasonably leads to doubt about the accuracy of election results, the state secretary  
132 may order audits of such additional precincts, offices, or ballot questions as shall be necessary to  
133 ensure that the election results are accurate.

134 (i) (1) Upon receipt of the results of the audit, the state secretary shall make information  
135 in the audit reports publicly available on a precinct-by-precinct basis as soon as practicable, but  
136 no later than 10 days after receipt of the audit report form, in both human and machine readable  
137 formats, such as a spreadsheet or comma-separated-value file. This information shall also be  
138 posted on the electronic website of the state secretary.

139           (2) The state secretary shall publish the results of the audit in the report required by  
140 section 133 or in some other document in which the results of the audit can easily be compared  
141 with the number of votes received by each candidate for nomination and for election for a state  
142 and federal office.

143           (3) The audit and publication of the results thereof shall be completed prior to the time  
144 the commonwealth shall make a final determination concerning the appointment of its  
145 presidential electors.

146           (j) The state secretary shall promulgate rules and regulations to implement the  
147 requirements of this section.

148           SECTION 6. Costs incurred under Section 5 of this act shall be paid by the state using  
149 funds available to the commonwealth pursuant to sections 101 to 106 and 251 to 258 of the  
150 federal Help America Vote Act of 2002, 42 U.S.C. sections 15301 to 15306, inclusive, as it may  
151 be amended, and 42 U.S.C. sections 15401 to 15408, inclusive, as it may be amended. The state  
152 secretary shall amend the state plan required under section 253(b) of the Help America Vote Act  
153 of 2002, 42 U.S.C. section 15403(b) to include post election audits.

154           SECTION 7. Notwithstanding any general or special law to the contrary, the state  
155 secretary shall promulgate rules and regulations under section 109A of chapter 54 of the General  
156 Laws on or before July 6, 2012.

157           SECTION 8. Sections 1, 3, and 4 of this act shall take effect on April 1, 2013.

158           SECTION 9. Section 2 of this act shall take effect 60 days after the effective date of this  
159 act.

160 SECTION 1. Chapter 51 of the General Laws is hereby amended by inserting after  
161 section 17 the following section:-

162 Section 17A. Every member of the board of registrars and election commission and any  
163 other person responsible for the administration of the election laws in a city or town shall attend  
164 annual training conducted by the office of the state secretary on the applicable state and federal  
165 election laws and regulations.

166 SECTION 2. Chapter 51 of the General Laws is hereby amended by inserting after section  
167 36 the following section:-

168 Section 36A. The state secretary shall publish on the internet, in a manner accessible to  
169 the public, an affidavit of voter registration in a printable electronic document format. This  
170 document shall be a valid affidavit of voter registration under this chapter. The state secretary  
171 shall post the electronic document in every language provided for in section 36.

172 The electronic affidavit of voter registration shall give registrants the option to enter data  
173 directly into the form prior to printing out the affidavit or to print a blank form and manually  
174 enter information. The registrant shall personally sign and mail, transmit or otherwise deliver the  
175 completed affidavit of voter registration form to the appropriate city elections department or  
176 town clerk's office; provided, however, that the registrant may mail, transmit or otherwise  
177 deliver the form to the state secretary who shall cause it to be delivered to the appropriate city  
178 elections department or town clerk's office.

179 SECTION 3. Section 42 of said chapter 51 of the General Laws, as appearing in the  
180 2010 Official Edition, is hereby amended by inserting after the word "chapter", in line 2, the  
181 following words:- by any person at least 16 years of age or older.

182 SECTION 4. Section 47A of said chapter 51, as so appearing, is hereby amended by  
183 adding the following sentence:- If such person is at least 16 years of age and has not attained the  
184 qualification of age, the affidavit of registration shall be re-examined by the registrar until such  
185 person will, on or before the day of the next preliminary, primary, special or general election or  
186 town meeting, attain full age, at which time the registrar shall enter such person's name in the  
187 current annual register of voters.

188 SECTION 5. Chapter 54 of the General Laws is hereby amended by inserting after  
189 section 109 the following section:-

190 Section 109A. (a) For the purposes of this section, "audited precinct," shall mean any  
191 precinct selected in accordance with subsection (c) for the purpose of conducting audits as  
192 provided in this section.

193 (b) An audit shall be conducted pursuant to this section following any biennial state  
194 election, state primary preceding a biennial state election, presidential primary, or special general  
195 election for senator in congress or representative in congress.

196 (1) Following a biennial state election in which the office of governor is contested, or  
197 a state primary preceding such biennial state election, each precinct selected pursuant to  
198 subsection (c) shall conduct a hand-counted audit of: (i) races for the following offices in which  
199 more than one candidate's name appears on the ballot: governor, representative in congress,  
200 senator in congress, if such office appears on the ballot, and two of the following offices chosen  
201 by random drawing: representative in the general court, senator in the general court, state  
202 secretary, attorney general, auditor, treasurer, and lieutenant governor, if such office appears on

203 the ballot; and (ii) one statewide ballot question, if any appear on the ballot, chosen by random  
204 drawing.

205 (2) Following a biennial state election in which the candidates of each party for  
206 president and vice president appear on the ballot, or a state primary preceding such biennial state  
207 election, each precinct selected pursuant to subsection (c) shall conduct a hand-counted audit of:  
208 (i) races for the following offices in which more than one candidate's name appears on the ballot:  
209 president and vice president, representative in congress, senator in congress, if such office  
210 appears on the ballot, representative in the general court, and senator in the general court; and (ii)  
211 one statewide ballot question, if any appear on the ballot, chosen by random drawing.

212 (3) Following a presidential primary or special general election for representative in  
213 congress or senator in congress, each precinct selected pursuant to subsection (c) shall conduct a  
214 hand-counted audit of each race in which more than one candidate's name appears on the ballot  
215 in that precinct.

216 (4) If a valid petition for a recount is made pursuant to section 135 for a race subject  
217 to audit by this section, then the votes for that race shall not be audited in any precinct named in  
218 the petition; provided, however, that if an audit is has commenced in a precinct when the valid  
219 petition for a recount is made, the audit in said precinct shall be suspended. The audit of the race  
220 in question shall proceed in any precinct selected pursuant to subsection (c) not included in the  
221 petition for a recount.

222 (5) Any random drawing required by this subsection shall be conducted by the state  
223 secretary. Such drawing will occur at the same time and place as the drawing required by  
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225 (c) The precincts to be audited shall be chosen in a random, publicly verifiable, non-  
226 computerized drawing supervised by the state secretary within 48 hours after polls are closed.  
227 The drawing shall be fully observable to the public and representatives of each political party  
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232 rounded up to the next highest whole number; provided, however, that if the audit is prompted by  
233 a special general election for representative in congress, the number of precincts selected to be  
234 audited in this drawing shall be equal to 3 per cent of all precincts subject to that special election,  
235 rounded up to the next highest whole number.

236 (d) (1) The board of registrars or election commission in each municipality where 1 or  
237 more precincts selected to be audited are located shall conduct the audit. The board of registrars  
238 or election commission may employ tally clerks for the purpose of counting the ballots. Audits  
239 shall commence not later than 2 business days following the random drawing of precincts  
240 supervised by the state secretary and shall continue on each successive business day or other day  
241 at the discretion of the board or commission in each municipality. The time and place of the  
242 audits in each municipality where one or more precincts selected to be audited are located shall  
243 be publicly announced in advance. The audits shall be performed in full public view and  
244 conducted pursuant to the procedures for hand counts of ballots in sections 135 and 135A.

245 (2) The state secretary shall issue uniform written training materials for audit personnel to  
246 each municipality in the commonwealth at least 10 days prior to any election that will be audited  
247 pursuant to this section.

248 (3) Notwithstanding any general or special law or rule or regulation to the contrary, for  
249 the purpose of conducting the audit the board or commission shall unseal the envelopes or  
250 containers containing the ballots. The board or commission shall, when the audit is complete,  
251 enclose all the ballots in their proper envelopes or containers, seal each envelope or container  
252 with a seal provided therefor, and certify upon each envelope or container that it has been opened  
253 and again sealed in conformity to law.

254 (4) Voter intent shall be the standard for counting votes. Individuals charged with  
255 tabulating votes during the audit shall disregard the omission or inaccuracy of initials, the  
256 omission, inaccuracy or misspelling of given names, and the misspelling of surnames, if the  
257 intent of the voter to express a preference for any particular individual can be ascertained. Such  
258 statements of voters shall be counted, tabulated and entered, together with any other votes cast,  
259 on official audit report forms provided by the state secretary.

260 (e) Upon completion of the audit in each municipality the board of registrars or election  
261 commission shall record each race audited in each precinct on a separate audit report form  
262 provided by the state secretary. The registrars shall submit the completed audit report forms to  
263 the state secretary no later than the fourteenth day following the election. An audit report form  
264 shall provide for the entry of:

265 (1) the number of votes for each candidate, or each yes and no vote and the blank votes  
266 and over votes as recorded in the audit hand count;

267 (2) the election night tallies reported for each candidate or each yes and no vote and the  
268 blank votes and over-votes for the same ballots that were counted in the audit;

269 (3) the differences between the audit hand count results and the election night tallies for  
270 each candidate, yes and no question and blank votes;

271 (4) The number of votes for each contest for which voter intent is discernible but that are  
272 not marked by the voter according to the instructions provided to the voters under section 48 and  
273 any explanatory notes related thereto; and

274 (5) Any additional notes on perceived causes of discrepancies.

275 (f) Upon receipt of the results of the audit, the state secretary shall calculate the total  
276 number of votes for each candidate and ballot question as recorded in the audit hand count and  
277 shall compare this total to the sum of the originally reported votes for each candidate and ballot  
278 question in the audited precincts. When such comparison reveals a discrepancy between the  
279 hand-counted audit and the originally reported tally of the audited precincts the discrepancy shall  
280 be analyzed to ascertain its cause. The state secretary shall oversee the analysis and shall publish  
281 the findings and make the findings available online, along with the factual information on which  
282 such findings were based, within 180 days.

283 (g) If there is a discrepancy between the results reached pursuant to an audit and  
284 originally reported tallies, the hand count of the official paper ballots conducted pursuant to the  
285 audit shall be the official vote of record and the board of registrars or election commission shall  
286 amend each precinct tally sheet, official return book and check list delivered to the office of the  
287 registrars.

288 (h) If there is a discrepancy between the results reached in a precinct pursuant to an audit  
289 and the originally reported tallies in that precinct in any audited race or any audited ballot  
290 question that reasonably leads to doubt about the accuracy of election results, the state secretary

291 may order audits of such additional precincts, offices, or ballot questions as shall be necessary to  
292 ensure that the election results are accurate.

293 (i) (1) Upon receipt of the results of the audit, the state secretary shall make information  
294 in the audit reports publicly available on a precinct-by-precinct basis as soon as practicable, but  
295 no later than 10 days after receipt of the audit report form, in both human and machine readable  
296 formats, such as a spreadsheet or comma-separated-value file. This information shall also be  
297 posted on the electronic website of the state secretary.

298 (2) The state secretary shall publish the results of the audit in the report required by  
299 section 133 or in some other document in which the results of the audit can easily be compared  
300 with the number of votes received by each candidate for nomination and for election for a state  
301 and federal office.

302 (3) The audit and publication of the results thereof shall be completed prior to the time  
303 the commonwealth shall make a final determination concerning the appointment of its  
304 presidential electors.

305 (j) The state secretary shall promulgate rules and regulations to implement the  
306 requirements of this section.

307 SECTION 6. Costs incurred under Section 5 of this act shall be paid by the state using  
308 funds available to the commonwealth pursuant to sections 101 to 106 and 251 to 258 of the  
309 federal Help America Vote Act of 2002, 42 U.S.C. sections 15301 to 15306, inclusive, as it may  
310 be amended, and 42 U.S.C. sections 15401 to 15408, inclusive, as it may be amended. The state  
311 secretary shall amend the state plan required under section 253(b) of the Help America Vote Act  
312 of 2002, 42 U.S.C. section 15403(b) to include post election audits.

313           SECTION 7. Notwithstanding any general or special law to the contrary, the state  
314 secretary shall promulgate rules and regulations under section 109A of chapter 54 of the General  
315 Laws on or before July 6, 2012.

316           SECTION 8. Sections 1, 3, and 4 of this act shall take effect on April 1, 2013.

317           SECTION 9. Section 2 of this act shall take effect 60 days after the effective date of this  
318 act.