



Texas Secretary of State
ELECTIONS DIVISION



Special Forms of Voting

Fall Webinar Series 2026



Agenda

Limited Ballots

Provisional Ballots

Fail-Safe Voting



Texas Secretary of State
ELECTIONS DIVISION

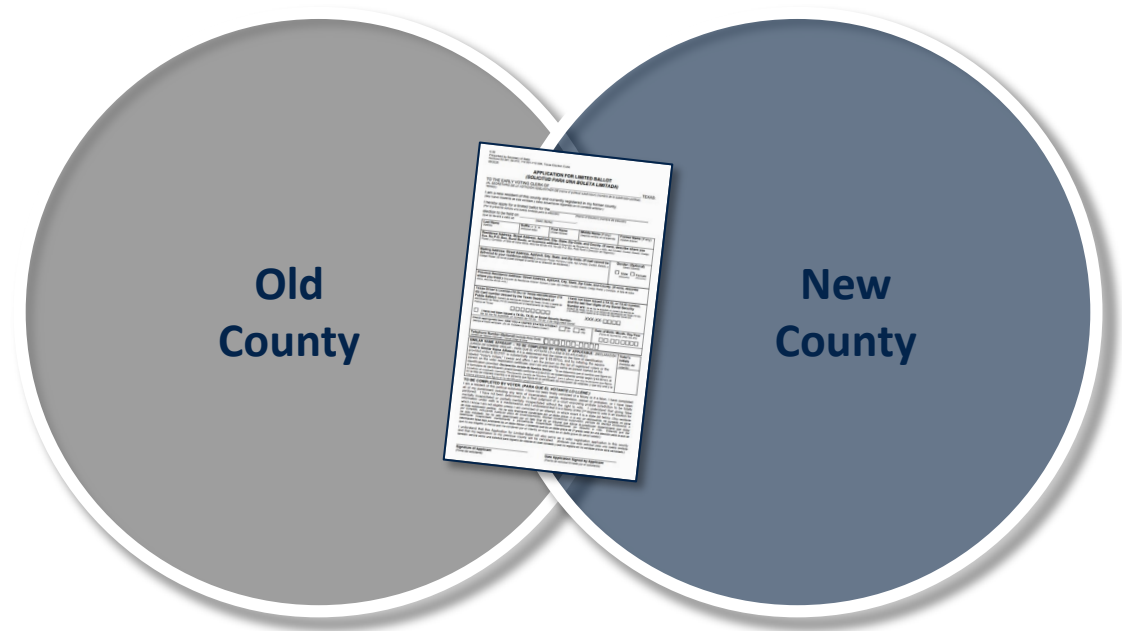


Limited Ballots



Limited Ballots – When Are They Used?

- Limited ballots are used when a voter has their Texas registration in a county ***other than*** their new county of residence
- Limited ballots are ***only*** an option during ***early voting***—they cannot be used on election day
- Personal appearance limited ballots are ***only*** available at the main early voting polling place [Chapters 111 and 112]]





Limited Ballots – Who Can Use One?

To vote a limited ballot, a voter must:

- Be eligible to vote in the county of registration if they still lived there
- Be registered to vote in the county of former residence at the time the person:
 - Offers to vote in the new county of residence, or
 - Submitted a voter registration application in their new county of residence, and
- Their registration will not be effective in their new county of residence by election day [Sec. 112.002]



Limited Ballots – Personal Appearance

- A personal appearance limited ballot can **ONLY** be voted during early voting by personal appearance and **ONLY** at the main early voting polling place
 - Limited ballots are **NOT** available on election day
 - Limited ballot are **NOT** available at branch locations
- Remember, your Notice of Election must clearly designate which location is the main early voting location, so voters know where to go for limited ballots





Limited Ballots – Voting in Person

- For step-by-step procedures for processing a voter casting a limited ballot in person, please review Secretary of State [Advisory No. 2026-24: Limited Ballot Voter and District Chart](#)

Election Advisory No. 2026-24

To: County Elections Officers (County Clerks/Elections Administrators/Tax Assessors-Collectors)

From: Christina Adkins, Director of Elections *CHA*

Date: September 1, 2026

RE: Limited Ballot Voters and District Chart (Chapters 111 and 112, Texas Election Code)

A registered voter who has moved from the county in which he or she is registered, to a new county of residence in Texas, and who will not be registered to vote in the new county on or before November 3, 2026, may be eligible to vote a "limited ballot."

Limited ballots may be voted in-person or by mail in the new county of residence in the upcoming November 3, 2026 Election under the following conditions:

- The person seeking to vote a limited ballot would be eligible to vote in the former county of residence on election day if still residing there;
- The person seeking to vote a limited ballot is registered to vote in the former county of residence at the time the person (1) offers to vote in the new county of residence or (2) applies for registration in the new county; and
- The person's voter registration is not effective in the new county of residence on or before election day.

Time for Casting Limited Ballot

Eligible voters may vote a limited ballot **only** during the early voting period, which is Monday, October 19, 2026 through Friday, October 30, 2026 for the November 3, 2026 Election.



Limited Ballots – Voting by Mail

- Limited ballots are available to voters who are voting by mail
- Voters **must** meet the eligibility requirements to vote by mail
 - Ask the voter to complete:
 - [An Application for Limited Ballot](#) (Form 5-36) and
 - [An Application for Ballot by Mail](#) (Form 6-1)

5-36
Prescribed by Secretary of State
Sections 63.001, 64.012, 112.001-112.005, Texas Election Code
09/2025

APPLICATION FOR LIMITED BALLOT
(SOLICITUD PARA UNA BOLETA LIMITADA)

TO THE EARLY VOTING CLERK OF _____, TEXAS:
(AL SECRETARIO DE LA VOTACIÓN ADELANTADA DE (name of political subdivision) (nombre de la subdivisión política), TEXAS.)

I am a new resident of this county and currently registered in my former county.
(Soy nuevo residente de este condado y estoy actualmente registrado en mi condado anterior.)

I hereby apply for a limited ballot for the _____
(Por la presente solicito una boleta limitada para la elección) (Name of Election) (nombre de elección)

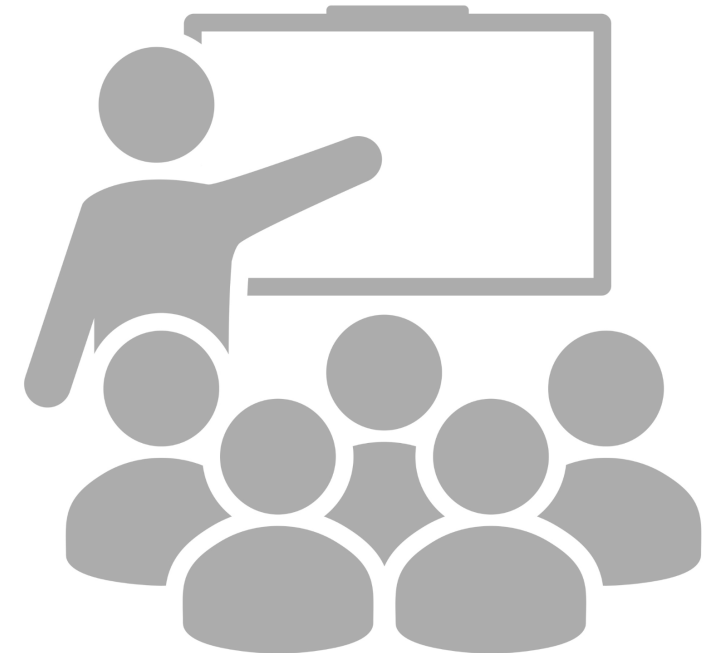
election to be held on _____
(que se llevará a cabo el) (date) (fecha)

Last Name (Apellido)	Suffix (if Sr., Jr., III) (incluya el sufijo)	First Name (Primer Nombre)	Middle Name (if any) (Segundo nombre (si corresponde))	Former Name (if any) (Apellido anterior)
Residence Address: Street Address, Apt./Unit, City, State, Zip Code, and County. (If none, describe where you live. No P.O. Box, Rural Route, or business address.) Dirección de Residencia: Número y calle, Apt./Unidad, Ciudad, Estado, Código Postal, y Condado. (A falta de estos datos, describa dónde vive. No use P.O. Box, Ruta Rural o Dirección de Negocios.)				
Mailing Address: Street Address, Apt./Unit, City, State, and Zip Code. (If mail cannot be delivered to your residence address.) Dirección Postal: Número y calle, Apt./Unidad, Ciudad, Estado, y Código Postal. (Si no se puede entregar el correo en su dirección de residencia.)				Gender: (Optional) Género (Opcional) ☐ Male (Masculino) ☐ Female (Femenino)
Previous Residence Address: Street Address, Apt./Unit, City, State, Zip Code, and County. (If none, describe where you lived.) Dirección de Residencia Anterior: Número y calle, Apt./Unidad, Ciudad, Estado, Código Postal, y Condado. (A falta de estos datos, describa dónde vivía.)				
Texas Driver's License (TX DL) or Texas Identification (TX ID) Card number (issued by the Texas Department of Public Safety): Número de licencia de conducir de Texas (TX DL) o tarjeta de identificación de Texas (TX ID) (expedida por el Departamento de Seguridad Pública de Texas)			I have not been issued a TX DL or TX ID number, and the last four digits of my Social Security Number are: No se me ha expedido un número de licencia de conducir de Texas (TX DL) ni un número de identificación de Texas (TX ID), y los últimos cuatro dígitos de mi número de Seguridad Social son	
☐ I have not been issued a TX DL, TX ID, or Social Security Number. No se me ha expedido un número de TX DL, TX ID, o de Seguridad Social.			XXX-XX-XXXX	
Check appropriate box: ARE YOU A UNITED STATES CITIZEN? (Marque el cuadro apropiado: ¿Es Ud. Ciudadano(a) de los Estados Unidos?) ☐ Yes (Sí) ☐ No (No)				
Telephone Number (Optional): (Número de Teléfono (Opcional):)				



Limited Ballot Reminders

- The limited ballot application is a voter registration application and will update the voter's registration to your county (assuming they are otherwise eligible)
- Train your early voting workers, even those at the branch locations, on the difference between limited ballots and provisional ballots
 - One of the biggest complaints we receive from voters is that they go to a polling location and the worker did not inform the voter of their options or where to go to vote a limited ballot





Limited Ballot Reminders

- Do **NOT** send voters back to their old county to vote!
 - There is no such thing as “fail-safe” voting for these voters
 - The only way they can legally vote is to vote a limited ballot in their new county during early voting
- Do **NOT** present a provisional ballot as the only option to these voters during early voting
- They are eligible to vote a limited ballot*

**If the voter is offering to vote on election day, they are too late for a limited ballot*



Texas Secretary of State
ELECTIONS DIVISION



Provisional Ballots



Provisional Ballots – HAVA Requirements

In 2002, the Help America Vote Act required that provisional ballots be offered to:

- Any voter that declares that they are a registered and eligible voter of the precinct in which they are appearing; and
- Any voter whose eligibility is called into question by an election official (such as shown to have voted early by mail)

HAVA
HELP AMERICA
VOTE ACT

52 U.S.C. § 21082



Provisional Ballots – Texas Election Code

- Texas law echoes the federal requirements, but also adds that a voter may vote provisionally if they do not have the required photo identification

Tex. Elec. Code § 63.011

Sec. 63.011. PROVISIONAL VOTING. (a) A person to whom Section 63.001(g) or 63.009 applies may cast a provisional ballot if the person executes an affidavit stating that the person:

(1) is a registered voter in the precinct in which the person seeks to vote; and

(2) is eligible to vote in the election.

(a-1) A person to whom the early voting clerk was required to provide an early voting ballot by mail under Section 86.001 and who did not vote early by mail may cast a provisional ballot on election day if the person executes an affidavit stating that the person:

(1) is a registered voter in the precinct in which the person seeks to vote; and

(2) did not vote early by mail.

(b) A form for an affidavit required by this section must be printed on an envelope in which the provisional ballot voted by the person may be placed and must include:

(1) a space for entering the identification number of the provisional ballot voted by the person; and

(2) a space for an election officer to indicate whether the person presented a form of identification described by Section 63.0101.

(b-1) The affidavit form may include space for disclosure of any necessary information to enable the person to register to vote under Chapter 13. The secretary of state shall prescribe the form



Provisional Ballots – When Do You Use It?

- Provisional ballots can be offered during early voting **AND** election day
- Provisional ballots should be offered at **ALL** early voting polling places (main + branch locations) and **ALL** election day polling places
 - *NOTE:* Unlike limited ballots, a voter does not have to drive to the main early voting location to vote a provisional ballot





Why Are Provisional Ballots Important?

- A provisional ballot **helps** the voter when:
 - The voter went to DPS to obtain/update a license but the registration information was not transmitted to SOS
 - There is an error on the list of registered voters (such as city annexed land and did not provide an updated map)
 - The voter's registration application is smudged or contains poor handwriting
 - A registration update was timely post-marked but was delivered to the VR after the OLRV was printed
 - A voter registered to vote through a VDR, but the VDR did not turn in the application (contact VDR for delivery)



Why Are Provisional Ballots Important?

- We often hear from voters that provisional ballots “do not matter” or that an election worker said that their provisional ballot “will not count”
 - **This is not true!** Provisional ballots often end with a voter’s ballot being counted
- By casting a provisional ballot—even if it’s not accepted for counting—the person will become a registered voter





Provisional Ballot Procedures

**A provisional ballot
must be offered to:**

- A voter who does not provide an acceptable form of identification
- A voter whose name on their identification is not substantially similar to the name on the OLRV
- A voter whose identity cannot be verified by the identification presented
- A voter who has received a disability exemption, but does not have a voter registration certificate indicating such exemption
- A voter whose name does not appear on the list of registered voters and does not have a registration certificate, but states they are a registered and eligible voter of the precinct



Provisional Ballot Procedures

**A provisional ballot
must be offered to:**

- A voter who has applied for a ballot by mail, but has not yet properly cancelled the mail ballot application
- A voter who votes during the polling hours that are extended by a state or federal court
- A voter who is registered to vote but attempting to vote in a precinct other than the one in which the voter is registered
- A voter who is on the precinct list of registered voters, but whose registered residence address is outside the political subdivision for which the voter is seeking to vote
- Other _____ (with an explanation)



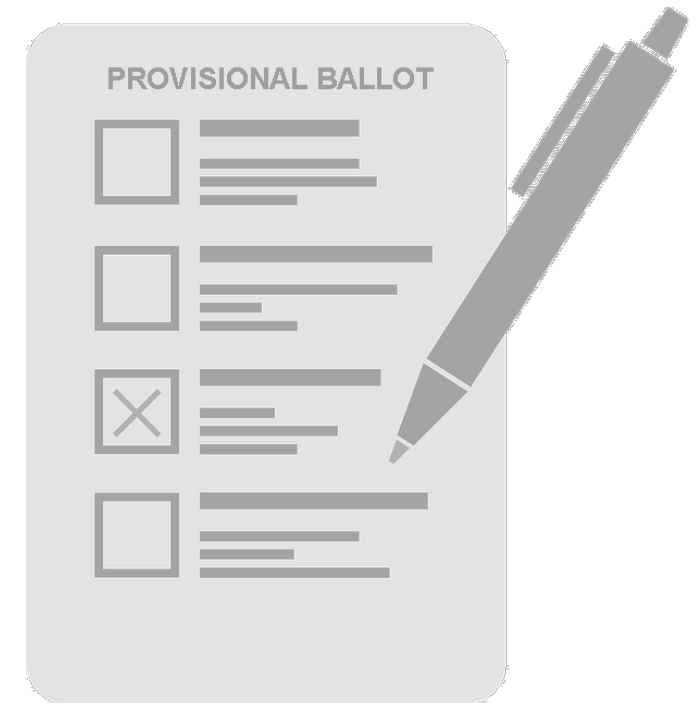
Provisional Ballot Procedures

- If a voter fits into one of the categories on the previous slides, the election worker shall inform the voter of their right to cast a provisional ballot
 - If the voter does not appear on the list of registered voters, the election worker may assist the voter in determining if they are registered in another precinct (use an e-Pollbook or call the Voter Registrar)
- If the voter believes they are registered, the election judge **must** ask if the voter registered, or updated their registration, at DPS
- If voter went to DPS, the election judge **must** note this and the approximate date that the voter went to DPS on the green Affidavit of Provisional Voter envelope



Provisional Ballot Procedures

- If the voter is not appearing on the list of registered voters, the election worker should inform the voter that the ballot will be counted if it is determined they are a registered voter of the precinct
- If voter is casting a provisional ballot due to lack of an acceptable or supporting identification, the election worker should inform the voter that the ballot will only be counted if the voter appears at the Voter Registrar's office and:
 - Shows acceptable identification (List A or List B), or
 - Executes a temporary affidavit (if applicable, [Form 21-8](#)) or permanent exemption (if applicable, [Form 21-7](#))





Provisional Ballot – Polling Place Procedures

- **After notifications:**
 1. Voter should complete a green Affidavit of Provisional Voter envelope on the front side
 2. Election judge should complete their portion on the reverse side, and **sign it**
 3. Election judge should add voter's name to List of Provisional Voters/Early Voting List of Provisional Voters
 4. Election judge should add name of voter to combination form/poll list, and indicate they are a provisional voter
 5. Voter should sign the combination form/poll list
 6. The election judge should provide a Notice to Provisional Voter to the voter



Texas Secretary of State
ELECTIONS DIVISION



Processing a Voter Who Has Moved Within the County (Fail-Safe Voting)



Fail-Safe Voting – Residency Requirements

Upon approval of a registration application, a voter's registration becomes effective on the 30th day after submission [Sec. 13.143]

An election officer must ask a voter at check-in if the voter's residence address on the list of registered voters is current [Sec. 63.0011]

- If the voter's registration is not current due to a change of residence within the county of registration, the voter may vote at the precinct of their former residence
 - Political subdivision elections → Voter must still reside in the political subdivision
 - Less-than-countywide election → Voter must still reside in territory covered by election



Fail-Safe Voting – Residency Requirements

Additionally, a voter who has changed their residence address to another election precinct in the county but does not have effective registration in the new precinct may vote in the election precinct of the voter's former residence until that registration in the new precinct becomes effective [Sec. 11.004]



Fail-Safe Voting – Procedure for Accepting Voter

A voter who has changed their residence address within their county of registration but has not updated their voter registration or for whom the updated registration will not be effective for election day must execute a Statement of Residence (Form 21-6)

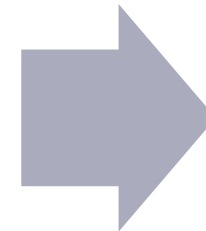
To receive a full ballot, the voter must still reside in the political subdivision after changing residence addresses (for a political subdivision election) or in the territory covered by the election (for a less-than-countywide election ordered by a county authority or the governor)

For this reason, we recommend that ballot styles be created/programmed for all geographic combinations in the county



Fail-Safe Voting – Other Considerations

- These procedures for voting only apply to precinct-based counties on election day
 - Because a voter may vote at any early voting location in the county of registration, this procedure would occur at **ANY** early voting location regardless of the precinct of the voter's current or former residence address
 - Similarly, for countywide polling place counties, a voter can vote at any polling place in the county of registration on election day
 - This procedure would occur at **ANY** countywide polling location regardless of the precinct of the voter's current or former residence address.



Fail-safe
voting **NOT**
available
for voters who
have moved
outside the
county of
registration



Fail-Safe Voting – Additional Resources

- For step-by-step procedures for fail-safe voting, please see the following resources:
 - Secretary of State [Advisory No. 2025-16: Processing a Voter Who Has Moved Within a County \(Fail-Safe Voting\)](#)
 - Fail-Safe Voting [Webinar](#) and [Slides](#) on the Training and Educational Resources webpage

The thumbnail shows the cover and first page of Election Advisory No. 2025-16. The cover is dark blue with the Texas Secretary of State Elections Division logo and a white star. The title is "Processing a Voter Who Has Moved within the County (Fail-Safe Voting)". The first page is white with a blue header. It includes the title "Election Advisory No. 2025-16", the date "October 14, 2025", and the author "Christina Adkins, Director of Elections". The document is addressed to "All Election Officials". The first section is "Introduction", which states that the advisory is intended to advise counties and local political subdivisions on the proper procedures for processing voters who have changed their residence address within their county of voter registration. The second section is "Residency Requirements for Voting", which states that if a voter's registration is not current due to a change of residence within the county of registration, the voter may vote at the precinct of their former residence. It also lists two bullet points: "Political subdivision elections → Voter must still reside in the political subdivision" and "Less-than-countywide election → Voter must still reside in territory covered by election".

Election Advisory No. 2025-16

To: All Election Officials
From: Christina Adkins, Director of Elections *CHA*
Date: October 14, 2025
RE: Processing a Voter Who Has Moved Within the County (Fail-Safe Voting)

Introduction

This Advisory is intended to advise counties and local political subdivisions on the proper procedures which must be followed by election workers at the polling place to process voters who have changed their residence address within their county of voter registration, but who have not updated their voter registration residence address or who have submitted a change of residence address within the county that will not be effective by election day. Additionally, this advisory will include scenarios and guidance on the law concerning these procedures and issues that may arise.

All statutory references in this advisory are to the Texas Election Code ("the Code"), unless otherwise indicated.

Residency Requirements for Voting

Section 13.143 of the Code provides that, if a voter registration application is approved, that registration becomes effective on the 30th day after the date the application is submitted to the voter registrar. The procedures addressed below pertain to circumstances where a voter has moved within their county of voter registration but has either failed to update their voter registration with their new residence address or has submitted a change of residence address to update their voter registration that will not be effective for an upcoming election.

- If the voter's registration is not current due to a change of residence within the county of registration, the voter may vote at the precinct of their former residence.
- Political subdivision elections → Voter must still reside in the political subdivision
- Less-than-countywide election → Voter must still reside in territory covered by election



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	When They Are Used	When They Are Available	Where They Are Available	What Voter Can Vote On	Impact on Voter Registration
Limited Ballots	When a voter has a Texas registration in a county other than their new county of residence	Early voting ONLY	Only at the main early voting polling place	Races and propositions their old county and new county have in common	Updates voter registration to new county
Provisional Ballots	When there is some issue with the voter that requires further investigation (VR status or ID issue)	Early voting and election day	All early voting and election day locations	The ballot style the voter is presenting to be eligible for	Updates voter registration
Fail Safe Voting	When a voter has a Texas registration and has moved within their county within 30 days of election day	Early voting and election day	All early voting locations and election day location associated with previous residence (for precinct based county)	Varies depending on where the voter moved to	Updates voter registration



Available Support



WEBINARS



TRAINING



RESOURCES

elections@sos.texas.gov

800-252-VOTE • 512-463-5650

sos.texas.gov