Report

Voter ID Laws

Updated July 02, 2025

Related Topic: Elections

Note: NCSL does not run elections and cannot provide legal advice. If you are a voter looking for assistance, contact your local election official. You can find your local election official's website and contact information by using this database from the US Vote Foundation.

Introduction

Thirty-six states have laws requesting or requiring voters to show some form of identification at the polls. The remaining 14 states and Washington, D.C., use other methods to verify the identity of voters. Most frequently, other identifying information provided at the polling place, such as a signature, is checked against information on file. See NCSL's Voter Verification Without ID Documents.

Proponents argue increasing identification requirements can prevent in-person voter impersonation and increase public confidence in the election process. Opponents say there is little fraud of this kind, that the burden on voters unduly restricts the right to vote and that the laws impose unnecessary costs and administrative burdens on elections officials. All voters, regardless of the type of verification required by the states, are subject to perjury charges if they vote under false pretenses. See "State-by-State In-Effect Voter ID Requirements" (Table 2 below) for citations and details on which IDs are accepted and what happens when a voter does not have ID.

Please note that this page reflects the current voter ID laws for in-person voting, not absentee/mail voting. More details can be found on the map and two tables below.

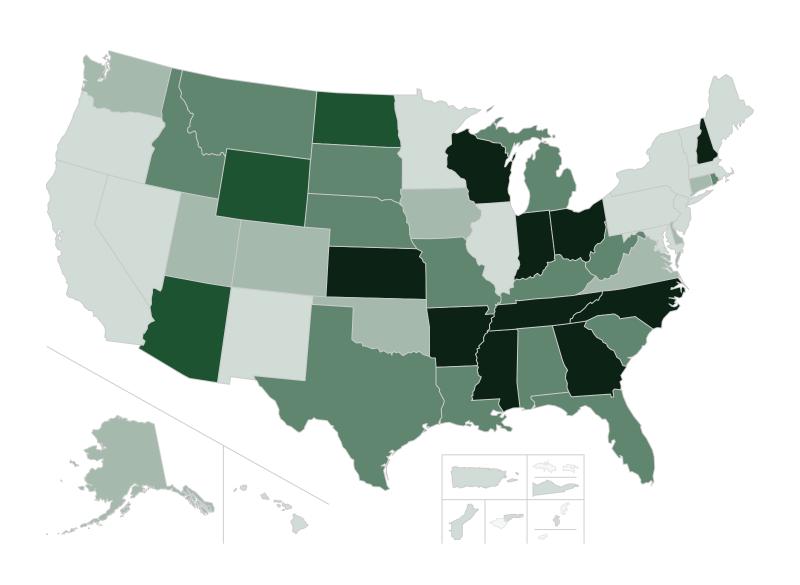
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Key Takeaways

Thirty-six state laws request or require voters to show some form of identification at the polls.

Fourteen states and Washington, D.C., do not require any documentation to vote at the polls.

Voter Identification Laws in Effect





Variations in Voter Identification Laws

NCSL categorizes voter ID laws in two ways: what type of ID is required (photo or non-photo) and what actions are available for voters who do not have ID (strict or non-strict). These two categorization schemes can and do

overlap.

Photo vs. non-photo identification

Some states request or require voters to show an identification document that has a photo on it, such as a driver's license, state-issued identification card, military ID, tribal ID and many other forms of ID. Other states accept non-photo identification such as a bank statement with name and address or other document that does not necessarily have a photo. Using this categorization for laws that are **in effect as of April 2025**, 23 states ask for a photo ID and 13 states also accept non-photo IDs. (To see this difference, look at the **columns** in Table 1.)

Procedures for when a voter does not have identification

If a voter fails to show the ID that is asked for by law, states provide alternatives. These laws fit two categories, non-strict and strict. (To see this difference, look at the **rows** in Table 1.)

- Non-strict: At least some voters without acceptable identification have an option to cast a ballot that will be counted without further action on the part of the voter. For instance, a voter may sign an affidavit of identity, or poll workers may be permitted to vouch for the voter. In some of the "non-strict" states (Colorado, Florida, Missouri, Montana, Oklahoma, Rhode Island, Utah and Vermont), voters who do not show required identification may vote on a provisional ballot. After the close of Election Day, election officials will determine (via a signature check or other verification) whether the voter was eligible and registered, and therefore whether the provisional ballot should be counted. No action on the part of the voter is required.
- Strict: Voters without acceptable identification must vote on a provisional ballot and also take additional steps after Election Day for it to be counted. For instance, the voter may be required to return to an election office within a few days after the election and present an acceptable ID to have the provisional ballot counted. If the voter does not come back to show ID, the provisional ballot is not counted.

See State-by-State Details on In-Effect Voter ID Requirements (Table 2, below) for specifics.

Table 1: Voter Identification Laws In Force in 2025

	Photo ID	Non-Photo ID
Strict	Arkansas Georgia Indiana Kansas Mississippi New Hampshire North Carolina Ohio Tennessee Wisconsin [5]	Arizona North Dakota [6] Wyoming [3]
Non-Strict	Alabama [1] Florida	Alaska Colorado

Idaho	Connecticut
Kentucky	Delaware
Louisiana	Iowa
Michigan	Oklahoma [2]
Missouri	Utah
Montana	Virginia
Nebraska	Washington
Rhode Island	
South Carolina [4]	
South Dakota	
Texas	
West Virginia	

- [1] Some might call Alabama's law a *strict photo identification* law, because voters who don't show a photo ID will generally be asked to cast a provisional ballot and then must bring the required ID to an election office by 5 p.m. on Friday after Election Day. However, there is an alternative: Two election officials can sign sworn statements saying they know the voter.
- [2] Some prefer to call Oklahoma a *photo* voter ID state, because most voters will show a photo ID before voting. However, Oklahoma law also permits a non-photo voter registration card issued by the appropriate county elections board to serve as proof of identity in lieu of photo ID.
- [3] Some might call Wyoming's law a *strict photo* ID state, because most voters will show a photo ID before voting. However, until Dec. 31, 2029, Wyoming will accept Medicare and Medicaid identification cards as valid forms of ID for voting, neither of which contain a photo.
- [4] South Carolina has a photo ID requirement, but this requirement is waived in select circumstances. See details in Table 2, below.
- [5] Wisconsin enacted in 2011 a strict photo voter ID law. It has been implemented, even as legal challenges have proceeded through the courts. In July 2016 a federal court ruled that the law was unconstitutional, and that an alternative to showing an ID, such as signing an affidavit attesting to identity, must be permitted. Then in August 2016 an appeals court ruled that the law could be implemented as long as the state keeps its pledge to provide temporary free IDs to those in need, and to publicize the law. Until the state says otherwise, NCSL will leave Wisconsin in the "strict photo voter ID" category.
- [6] North Dakota enacted a voter ID law in 2013 and amended this law in 2015, then once again in 2017. The 2015 law was challenged in 2016 and the federal judge issued a temporary order that some sort of "fail-safe," like an affidavit, be an option until such time as the court makes an official ruling on the challenge. This temporary order changed North Dakota to a non-strict state in 2016. In 2017, HB 1369 was enacted allowing voters who do not present an ID at the polls to cast a ballot that is set aside until the voter presents valid identification. This moved North Dakota once again into the strict non-photo ID category. There are some alternative options for voters without identification in special categories, though. See Table 2 below for details.

Exceptions to Voter Identification Requirements

Most states with strict voter identification requirements make some exceptions. These exceptions may include people who:

• Have religious objections to being photographed (Indiana, Kansas, Mississippi, Nebraska, New Hampshire, North Carolina, South Carolina, Tennessee, Texas and Wisconsin).

- Are indigent (Indiana and Tennessee).
- "Have a reasonable impediment" to getting an ID (Nebraska, North Carolina, South Carolina).
- Do not have an ID due to a recent natural disaster (North Carolina, Texas).
- Are victims of domestic abuse, sexual assault or stalking and have a "confidential listing" (Wisconsin).

Table 2: State-by-State Details of In-Effect Voter Identification Requirements

State	Acceptable Forms of ID	Voters Without ID
Alabama §17-9-30	 Valid Alabama driver's license or non-driver ID card. Valid photo voter ID card or other valid ID card issued by any state or the federal government, as long as it contains a photo. Valid U.S. passport. Valid government employee ID card with a photo. Valid student or employee ID card issued by a college or university in the state, provided it includes a photo. Valid U.S. military ID card containing a photo. Valid tribal ID card containing a photo. 	Vote a provisional ballot or vote a regular ballot if s/he is identified by two election officials as an eligible voter on the poll list, and both election workers sign a sworn affidavit so stating. If voting a provisional ballot, the voter has until 5 p.m. on the Friday after the election to bring the required ID
Alaska §15.15.225	 Official voter registration card. Driver's license. Birth certificate. Passport. Hunting or fishing license. Current utility bill, bank statement, paycheck, government check or other government document with 	An election official may waive the identification requirement if the election official knows the identity of the voter. A voter who cannot exhibit a required form of identification shall be allowed to vote a questioned ballot.

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State	Acceptable Forms of ID the voter's name and	Voters Without ID
Arizona §16-579(A)	 the voter's name and address. Valid Arizona driver's license. Valid Arizona non-driver identification. Tribal enrollment card or other form of tribal identification. Valid U.S. federal, state or local government issued identification. Utility bill dated within 90 days of the election. Bank or credit union statement dated within 90 days of the election. Valid Arizona vehicle registration. Indian census card. Property tax statement. Vehicle insurance card. 	An elector who does not provide the required identification shall receive a provisional ballot. Provisional ballots are counted only if the elector provides identification to the county recorder by 5 p.m. on the fifth business day after a general election that includes an election for federal office, or by 5 p.m. on the third business day after any other election.
	Recorder's certificate.	

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State	Acceptable Forms of ID	Voters Without ID
Arkansas Arkansas Constitution, Amendment 51, § 13;	A voter shall verify registration by presenting a document or identification card that:	A voter who did not present a required document or identification card may cast a provisional ballot. The ballot will
Arkansas Code § 7-1-101 § 7-5-201 § 7-5-305	 Shows the name of the person to whom the document or identification card was issued. Shows a photograph of the 	be counted only if the voter presents acceptable identification to the county clerk or election board by noon the Monday following the election.
§ 7-5-308 § 7-5-324	 Shows a photograph of the person to whom the document or identification card was issued. 	
§ 7-5-409 § 7-5-412	 Is issued by the United States, the state of Arkansas, or an accredited postsecondary educational institution in the state of Arkansas. 	
	If displaying an expiration date, is not expired or expired no more than four (4) years before the date of the election in which the voter seeks to vote.	
	 Or, submitting with an absentee ballot in an election, a runoff election, or a school election a copy of a document or identification card that complies with the requirements of subdivision (b)(1)(A)(i) of this section. 	
	Documents and identification cards that comply with the requirements include without limitation:	
	 Driver's license. Photo identification card. Concealed handgun carry license. 	
	United States passport.	

State	Acceptable Forms of ID	Voters Without ID
	Employee badge or identification document issued by an accredited postsecondary educational institution in the state of Arkansas.	
	United States military identification document.	
	Public assistance identification card if the card shows a photograph of the person to whom the document or identification card was issued.	
	• Voter verification card under § 7-5-324.	
	A document or identification card may be presented in a digital format on an electronic device if it complies with other requirements and has been approved or issues by the U.S., the state of Arkansas or an accredited post-secondary educational institution.	
Colorado §1-1-104(19.5) and 1-7- 110	 Colorado driver's license. Colorado Dept. of Revenue ID card. 	An eligible elector who is unable to produce identification may cast a provisional ballot.
NOTE: Since the passage of HB 1303 in 2013, most CO voters now vote by mail. However, at least one location is open on Election Day for inperson voting, and the ID requirement spelled out here applies to those voters.	 U.S. passport. Employee ID card with photo issued by the -U.S. government, Colorado state government, or political subdivision of Colorado. Pilot's license. U.S. military ID with photo. Copy of a current utility bill, bank statement, government check, paycheck, or other government document that 	The designated election official shall attempt to verify that an elector who cast a provisional ballot is eligible to vote. The designated election official or designee shall complete the preliminary verification of the elector's eligibility to vote before the ballot is counted. (§1-8.5-105)

State	Acceptable Forms of ID	Voters Without ID
	shows the name and address of the elector.	
	Medicare or Medicaid card.	
	 Certified copy of birth certificate. 	
	 Certified documentation of naturalization. 	
	 Student ID card with photo issued by a higher education institution in Colorado. 	
	Veteran ID card.	
	ID card certifying tribal membership issued by federally recognized tribal government.	
Connecticut	Social Security card.	Elector shall, on a form prescribed by
§9-261	Any other preprinted form of identification which shows the elector's name and either the elector's address, signature or photograph.	the secretary of the state, write the elector's residential address and date of birth, print the elector's name and sign a statement under penalty of false statement that the elector is the elector whose name appears on the official checklist.
Delaware	Photo ID.	In the event the voter does not have
Tit. 15, §4937	Utility bill.	proof of identity with them, he or she shall sign an affidavit of affirmation
	Paycheck.	that he or she is the person listed on
	 Any government document with voter's name and address. 	the election district record.
Florida	One of the following current and	If the elector fails to furnish the
§101.043	valid picture identifications:	required picture identification with
2.3.13	Florida driver's license.	signature as required, the elector shall be allowed to vote a provisional ballot.
	 Florida ID card issued by the Dept. of Highway Safety and Motor Vehicles. 	The canvassing board shall determine the validity of the ballot by determining whether the elector is

State	Acceptable Forms of ID	Voters Without ID
	 U.S. passport. Debit or credit card. Military identification. Student identification. Retirement center identification. Neighborhood association ID. Public assistance identification. Veteran health identification card issued by the U.S. Department of Veterans Affairs. A license to carry a concealed weapon or firearm. Employee identification card issued by any branch, department, agency, or entity of the federal government, the state, a county, or a municipality. If the picture identification does not contain the signature of the elector, an additional identification 	entitled to vote at the precinct where the ballot was cast and that the elector had not already cast a ballot in the election. Florida uses signature matching. The voter signs the provisional ballot envelope. That signature is compared to the signature in the voter registration records. If they match, the ballot is counted.
	that provides the elector's signature shall be required.	
Georgia §21-2-417	 Georgia driver's license, even if expired. ID card issued by the state of Georgia or the federal government. Free voter ID card issued by the state or county. U.S. passport. Valid employee ID card containing a photograph from any branch, department, agency, or entity of the U.S. Government, Georgia, or any 	A voter without one of the acceptable forms of photo identification can vote on a provisional ballot. He or she will have up to three days after the election to present appropriate photo identification at the county registrar's office in order for the provisional ballot to be counted.

State	Acceptable Forms of ID	Voters Without ID
	county, municipality, board, authority or other entity of this state. Valid U.S. military identification card. Valid tribal photo ID.	
Idaho §34-1106(2), 34-1113, 34- 1114	 Idaho driver's license. Idaho ID card. Passport. ID card, including a photo, issued by an agency of the U.S. government. Tribal ID card, including a photograph. Concealed carry weapon license. 	A voter may complete an affidavit in lieu of the personal identification. The affidavit shall be on a form prescribed by the secretary of state and shall require the voter to provide the voter's name and address. The voter shall sign the affidavit. Any person who knowingly provides false, erroneous or inaccurate information on such affidavit shall be guilty of a felony.
Indiana Ind. Code §3-5-2-40.5, 3-10-1-7.2 and 3-11-8-25.1	 Specific forms of ID are not listed in statute. ID must be issued by the state of Indiana or the U.S. government and must show the following: Name of individual to whom it was issued, which must conform to the individual's registration record. Photo of the person to whom it was issued. Expiration date (if it is expired, it must have an expiration date after the most recent general election; military IDs and tribal IDs are exempted from the requirement that ID bear an expiration date). Must be issued by the United States or the state of Indiana. 	Voters who are unable or decline to produce proof of identification may vote a provisional ballot. The ballot is counted only if (1) the voter returns to the election board by noon on the Monday after the election and: (A) produces proof of identification; or (B) executes an affidavit stating that the voter cannot obtain proof of identification, because the voter: (i) is indigent; or (ii) has a religious objection to being photographed; and (2) the voter has not been challenged or required to vote a provisional ballot for any other reason.

State	Acceptable Forms of ID	Voters Without ID
	 Identification issued by an educational institution may not be used for voting (effective July 1, 2025). 	
Iowa Code §49.78, §48A.7A, §48A.10A, §49.81	 lowa driver's license. lowa nonoperator's identification card. U.S. passport. U.S. military card. Veteran's identification card. A current and signed voter identification card. Tribal ID card or other tribal enrollment document which contains a photograph, signature and valid expiration date. 	A person who is registered to vote but is unable to present a form of identification listed may present any of the following: a. A current voter identification card that contains the voter identification number if the voter identification card is signed before the voter presents the card to the election official. b. Other forms of identification sufficient to establish identity and residence dates, or describe terms of residency current to, within forty-five days prior to presentation:
	Note: The Secretary of State's Office is required to provide a voter identification card to all active registered voters who do not have one of the five forms of identification at the time of passage of the bill (HB 516 in 2017). Going forward, county auditors will be required to issue voter identification cards to newly registered voters who do not possess a valid form of ID, as prescribed by the Secretary of State's Office. In 2018, voters will be asked for ID and anyone who does not have necessary ID will be asked to sign an oath verifying their identity, and will be allowed to cast a regular ballot.	 (a) Residential lease. (b) Property tax statement. (c) Utility bill. (d) Bank statement. (e) Paycheck. (f) Government check. (g) Other government document. A person who is registered to vote but is unable to present a form of identification listed above, may establish identity and residency in the precinct by written oath of a person who is also registered to vote in the precinct. The attesting registered voter's oath shall attest to the stated identity of the person wishing to vote and that the person is a current resident of the precinct. The oath must

State	Acceptable Forms of ID	Voters Without ID
	In 2019, voters without the necessary ID will be offered a provisional ballot and can provide ID up until the time of the county canvass of votes (Monday after election day).	be signed by the attesting registered voter in the presence of the appropriate precinct election official. A registered voter who has signed two oaths on election day attesting to a person's identity and residency as provided in this subsection is prohibited from signing any further oaths as provided in this subsection on that day. If a voter cannot meet any of the above options, the voter may cast a provisional ballot.
Kansas §25-2908, 25-1122, 25-3002, and 8-1324(g)(2)	The following forms of identification are valid if they contain the name and photograph of the voter and have not expired. Expired documents are valid if the bearer is aged 65 or older. • Driver's license issued by Kansas or another state. • State identification card. • Government-issued concealed carry handgun or weapon license. • U.S. passport. • Employee badge or identification document issued by a government office or agency. • Military ID. • Student ID issued by an accredited postsecondary institution in Kansas. • Government-issued public assistance ID card.	A voter who is unable or refuses to provide current and valid identification may vote a provisional ballot. To have his or her ballot counted, the voter must provide a valid form of identification to the county election officer in person or provide a copy by mail or electronic means before the meeting of the county board of canvassers.
Kentucky	A document issued by the Commonwealth Kentucky	If a voter is unable to provide photo proof of identification they must sign a

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State	Acceptable Forms of ID	Voters Without ID
Ky. Rev. Stat. § 117.001 Ky. Rev. Stat. § 117.228	with the name and photo of the individual for whom the document is issued. • A document issued by the United States with the name and photo of the individual for whom the document is issued. • A document issued by the U.S. Department of Defense, a branch of the uniformed services, the Merchant Marine or the Kentucky National Guard with the name and photo of the individual for whom the document is issued. • A document issued by A public or private college, university or postgraduate technical or professional school located within the U.S. with the name and photo of the individual for whom the document is issued. • A document issued by any city government, county government, county government, county government, consolidated local government or unified local government located in Kentucky with the name and photo of the individual for whom the document is issued.	voter affirmation form, provide reason for lack of identification and provide one of the following documents: • Social Security card • County-issued identification card • Any identification card with photo and name • Food stamp identification card

State	Acceptable Forms of ID	Voters Without ID
Louisiana §18:562	 Louisiana driver's license. Louisiana special ID card. Military ID with photo. Other generally recognized picture identification. 	If the applicant does not have identification, s/he shall sign an affidavit to that effect before the commissioners, and the applicant shall provide further identification by presenting his current registration certificate, giving his date of birth or providing other information stated in the precinct register that is requested by the commissioners. However, an applicant that is allowed to vote without the picture identification required by this Paragraph is subject to challenge as provided in R.S. 18:565.
Michigan §168.523	 Michigan driver's license. Michigan personal identification card. 	An individual who does not possess, or did not bring to the polls, photo ID, may sign an affidavit and vote a regular ballot.
	A voter who does not possess either of the above may show any of the following, as long as they are current:	
	Driver's license or personal identification card issued by another state.	
	Federal or state government- issued photo ID.	
	• U.S. passport.	
	Military ID with photo.	
	 Student ID with photo-from a high school or accredited institution of higher education. 	
	Tribal ID with photo.	
Mississippi	Driver's license.	An individual without ID can cast an
§23-15-563	Photo ID card issued by a branch, department, or entity	affidavit ballot which will be counted if the individual returns to the appropriate circuit clerk within five

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State	Acceptable Forms of ID	Voters Without ID
	 of the State of Mississippi. United States passport. Government employee ID card. Firearms license. Student photo ID issued by an accredited Mississippi university, college or community/junior college. United States military ID. Tribal photo ID. Any other photo ID issued by any branch, department, agency or entity of the United States government or any state government. Mississippi Voter Identification Card. 	days after the election and shows government-issued photo ID. Voters with a religious objection to being photographed may vote an affidavit ballot, which will be counted if the voter returns to the appropriate circuit clerk within five days after the election and executes an affidavit that the religious exemption applies.
Missouri §115-427	 Nonexpired Missouri driver's license. Nonexpired or nonexpiring Missouri nondriver's license. A nonexpired United States passport. Another photo ID issued by the United States or the state of Missouri which is either not expired or expired after the date of the most recent general election. *If the driver or non-driver license has expired after the most recent general election, it is an acceptable form of voter ID. 	If ID is not presented, the voter votes on a provisional ballot and must return that day before 7 p.m. to show ID. A provisional ballot is also counted if the signature on a voter's provisional ballot envelope is determined by a local election authority to match the signature on the voter's registration record.
Montana §13-13-114	Driver's license.	If the identification presented is insufficient to verify the elector's identity and eligibility to vote or if the

State	Acceptable Forms of ID	Voters Without ID
	 School district or postsecondary education photo identification. Tribal photo identification. Concealed carry permit. Two alternative forms of identification, one of which must have a photo: Current utility bill, bank statement, paycheck, notice of confirmation of voter registration, government check, or other government document that shows the elector's name and current address. A photo student ID issued by a Montana university system school or a school that is a member of the National Association of Intercollegiate Athletics. 	elector's name does not appear in the precinct register, the elector may sign the precinct register and cast a provisional ballot. Montana uses signature verification to verify the eligibility of provisional ballots. If the voter's signature on the provisional ballot affirmation matches the signature on the voter's registration record, the ballot is counted. (§13-15-107(2))
Neb. Rev. Stat. § 32-103, 32-318.01, 32-914	 Nebraska driver's license. Nebraska ID card Nebraska political subdivision ID (state, county, city, school, etc.) Nebraska college or university ID. A valid United States passport. A United States military card. A tribal ID with photo. A record from a hospital, assisted living facility, provider agency for disability services or intermediate care facility. 	A voter that fails to produce a valid form of identification must fill out a provisional voter identification verification envelope. The voter shall sign the certification under penalty of election falsification.

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regardless of expiration date. Photo ID card issued by the NH director of motor vehicles. Voter ID card issued under R.S. 260:21. U.S. armed services photo ID card. U.S. passport, regardless of expiration date. Valid student ID card. Any other valid photo ID issued by federal, state, county or municipal government. Any other photo ID that is determined to be legitimate by the supervisors of the checklist, the moderator, or the town or city clerk, provided that if any person authorized to challenge a voter under RSA 659:27 objects to the use of such photo identification, the voter shall be required to execute a qualified voter affidavit as if no identification was presented. Verification of the voter's identity by a moderator or supervisor of the checklist or clerk of a town, ward or city (not a ballot clerk).	son's identity may be verified by derator or supervisor of the list or the town or city clerk. If the visor of the checklist determines he voter's qualifications and ty are established, the voter shall owed to vote. If the supervisor of necklist determines that the signalifications and identity have een established, the voter shall evaluate allowed to vote. A voter not ed to vote as a result of the mination of the supervisor of the list may take an immediate all to the superior court as ded in RSA 654:12, V. Seter does not have a valid photo fication, the ballot clerk shall in the voter that he or she may tree a challenged voter affidavit. It is the voter has a religious tion to having his or her photo in the moderator will take his or noto and affix it to the affidavit.	

returned as undeliverable must be turned over to the attorney general, who shall investigate for voter fraud.

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State	Acceptable Forms of ID	Voters Without ID Notice from any voter receiving such a letter that s/he did not vote is also forwarded to the attorney general for investigation. The secretary must also turn over to the attorney general a list of all voters who fail to respond to the letter to confirm that they voted.
North Carolina	 Any of the following that is valid and unexpired, or has been expired for one year or less: A North Carolina driver's license. A special identification card for nonoperators or other form of non-temporary identification issued by the Division of Motor Vehicles of the Department of Transportation. A United States passport. A North Carolina voter photo identification card of the registered voter. A student identification card issued by a constituent institution of The University of North Carolina, a community college, or eligible private postsecondary institution. An employee identification card issued by a state or local government entity, including a charter school. A driver's license or special identification card for nonoperators issued by another state, the District of Columbia, or a territory or commonwealth of the United States, but only if the voter's voter registration was within 90 days of the election. 	If a voter cannot produce the required identification, the registered voter may cast a provisional ballot that will only be counted if the voter brings an acceptable form of identification to the county board of elections no later than the end of business on the business day prior to the canvass.

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State	Acceptable Forms of ID Any of the following, regardless of whether the identification contains a printed expiration or issuance date: • A military identification card issued by the United States government. • A Veterans Identification Card issued by the United States Department of Veterans Affairs for use at Veterans Administration medical facilities. • A tribal enrollment card issued by a State or federal recognized tribe. • An identification card issued by a department, agency, or entity of the United States government or this State for a government program of public assistance. • Any expired form of identification allowed in this subsection presented by a registered voter having attained the age of 65 years at the time of presentation at the voting place, provided that the identification was unexpired on the registered voter's 65th birthday.	Voters Without ID
North Dakota §16.1-05-07	Identification must provide: • Legal name. • Current residential street address in North Dakota. • Date of birth. A valid form of identification is:	If an individual is not able to show a valid form of identification but asserts qualifications as an elector in the precinct in which the individual desires to vote, the individual may mark a ballot that must be securely set aside in a sealed envelope designed by the secretary of state. After the ballot is set aside, the individual may show a

State	Acceptable Forms of ID	Voters Without ID
	 Driver's license. ID card issues by the North Dakota department of transportation. ID issued by tribal government to a tribal member residing in the state. If an individual's valid form of ID does not include the required information or the information is not current, the identification must be supplemented by one of the following that provides the missing or outdated information: Current utility bill. Current bank statement. Check issued by a federal, state or local government. Paycheck. Document issued by a federal, state or local government. Authorized university document for voters using a student photo ID card. 	valid form of identification to either a polling place election board member if the individual returns to the polling place before the polls close, or to an employee of the office of the election official responsible for the administration of the election before the meeting of the canvassing board occurring on the sixth day after the election. Each ballot set aside under this subsection must be presented to the members of the canvassing board for proper inclusion or exclusion from the tally. The following forms of identification are valid for individuals living under special circumstances who do not possess a valid form of identification: • For an individual living in a long-term care facility, a long-term care certificate prescribed by the secretary of state and issued by a long-term care facility in this state. • For a uniformed service member or immediate family member temporarily stationed away from the individual's residence in this state, or a resident of the state temporarily living outside the country, a current military identification card or passport. • For an individual living with a disability that prevents the individual from traveling away from the individual from traveling away from the individual's home, the signature on an absentee or mail ballot application from another qualified elector who, by signing, certifies the applicant is a qualified elector.

State	Acceptable Forms of ID	Voters Without ID
Ohio § 3501.01 § 3505.181	 Current and valid photo identification, defined as a document that shows the individual's name and current address, includes a photograph, includes an expiration date that has not passed, and was issued by the U.S. government or the state of Ohio. United States passport or passport card. A United States military identification card, Ohio national guard identification card, or United States department of veterans affairs identification card. A front and back copy of an individual's photo identification-for a United States passport, an image of the passport's identification page that includes the individual's name, photograph, and other identifying information and the passport's expiration date. 	For a provisional ballot to be eligible to be counted when cast by an individual who does not have photo identification because the individual has a religious objection to being photographed, the individual must complete an affidavit of religious objection. If the individual does not complete the affidavit at the time of casting the provisional ballot, the individual must appear at the office of the board of elections within four days after the day of the election and complete the affidavit. For a provisional ballot to be eligible to be counted when cast by any other individual who does not have or is unable to provide photo identification to the election officials, the individual who cast that ballot, within four days after the day of the election, must appear at the office of the board of elections and provide photo identification.
Oklahoma 26 O.S. 7-114	 "Proof of identity" shall mean a document that satisfies the following: Shows a name that substantially conforms to the name in the precinct registry. Shows a photograph. Includes an expiration date that is after the date of the election. 	A provisional ballot cast by a voter who declines or is unable to produce proof of identity shall only be considered verified and approved for counting if the voter's name, residence address, date of birth, and driver's license number or last four digits of Social Security number as provided on the affidavit match what is in the registration database.

State	Was issued by the United States, state of Oklahoma, or a federally recognized Indian tribe or nation. A voter registration card issued by the appropriate county elections board may serve as proof of identity without meeting all of the above requirements.	Voters Without ID
Rhode Island §17-19-24.2	A valid (unexpired or expired within the last 6 months) document showing a photo of the person to whom it was issued, including: Rhode Island driver's license. Rhode Island voter identification card. U.S. passport. Identification card issued by a U.S. educational institution. U.S. military identification card. Identification card issued by the U.S. government or state of Rhode Island. Government-issued medical card.	If the person claiming to be a registered and eligible voter is unable to provide proof of identity as required, the person shall be allowed to vote a provisional ballot pursuant to section 17-19-24.2. The local board shall determine the validity of the provisional ballot pursuant to section 17-19-24.3. Summary of section 17-19-24.3: The local board shall examine each provisional ballot application to determine if the signature matches the signature on the voter's registration. If the signatures match, the provisional ballot shall count. If the signatures do not match, the ballot shall not count and shall be rejected as illegal.
South Carolina §7-13-710	 South Carolina driver's license. Photo ID card issued by the South Carolina Dept. of Motor Vehicles. Passport. Military ID bearing a photo issued by the federal government. 	From the State Election Commission's web site: If you have a reasonable impediment to obtaining photo ID, you may vote a provisional ballot after showing your nonphoto voter registration card. A reasonable impediment is any valid reason, beyond your control, which created an obstacle to obtaining photo ID. Some examples include:

State	Acceptable Forms of ID	Voters Without ID
	South Carolina voter registration card with a photo. Voters who have a reasonable impediment to obtaining photo ID may show a non-photo voter registration card in lieu of photo ID, sign an affidavit attesting to the impediment, and cast a provisional ballot.	 Religious objection to being photographed. Disability or illness. Work schedule. Lack of transportation. Lack of birth certificate. Family responsibilities Election within short time frame of implementation of photo ID law (Jan. 1, 2013) Any other obstacle you find reasonable. To vote under the reasonable impediment exception: Present your current, nonphoto registration card at the polling place. Sign an affidavit stating why you could not obtain a photo ID. Cast a provisional ballot that will be counted unless the county election commission has reason to believe your affidavit is false. If you do NOT have photo ID and do NOT have a reasonable impediment to obtaining one, or you simply forgot to bring it with you to the polls, you may still vote a provisional ballot. However, for your vote to be counted, you must provide one of the photo IDs to the county election commission prior to certification of the election (usually Thursday or Friday after the election).
South Dakota §12-18-6.1 and 6.2	 South Dakota driver's license or nondriver identification card. U.S. passport. 	If a voter is not able to present a form of personal identification as required, the voter may complete an affidavit in lieu of the personal identification. The affidavit shall require the voter to provide his or her name and address.

State	Acceptable Forms of ID	Voters Without ID
	 Photo ID issued by an agency of the U.S. government. Tribal ID card, including a photo. Student ID card, including a photo, issued by an accredited South Dakota school. 	The voter shall sign the affidavit under penalty of perjury.
Tennessee §2-7-112 (c)	 Tennessee driver's license. Photo ID issued by the federal or Tennessee state government. Photo ID issued by Tennessee Dept. of Safety. U.S. passport. U.S. military ID with photo. Tennessee handgun carry permit with photo. 	If a voter is unable to present the proper evidence of identification, then the voter will be entitled to vote by provisional ballot in the manner detailed in the bill. The provisional ballot will only be counted if the voter provides the proper evidence of identification to the administrator of elections or the administrator's designee by the close of business on the second business day after the election. However, "A voter who is indigent and unable to obtain proof of identification without payment of a fee or who has a religious objection to being photographed shall be required to execute an affidavit of identity on a form provided by the county election commission and then shall be allowed to vote." §2-7-112(f)
Texas Election Code §63.001 et seq.	 Texas driver license or personal identification card issues by the Department of Public Safety (DPS). Texas Election Identification Certificate issued by DPS. Texas license to carry a handgun issued by DPS. U.S. military identification card containing the person's 	Voters who do not possess an acceptable form of photo ID and cannot obtain one of the forms of acceptable photo ID listed due to a reasonable impediment, may present a supporting form of ID and execute a Reasonable Impediment Declaration, noting the voter's reasonable impediment to obtaining an acceptable form of ID.

25, 10.55 AW	VOICE ID I	Laws
State	Acceptable Forms of ID	Voters Without ID
State	Acceptable Forms of ID photograph. U.S. citizenship certificate containing the person's photograph. U.S. passport. With the exception of the U.S. citizenship certificate, the identification must be current or have expired no more than four years before being presented for voter qualification at the polling place.	Supporting forms of ID that can be presented if the voter does not possess one of the forms of acceptable photo ID and cannot obtain one due to a reasonable impediment: • Valid voter registration certificate. • Certified birth certificate (must be an original). • Copy of or original current utility bill. • Copy of or original bank statement. • Copy of or original government check. • Copy of or original paycheck. • Copy of or original government
		document with your name and an address (original required if it contains a photograph) After presenting a supporting form of ID, the voter must execute a Reasonable Impediment Declaration. If a voter possesses an acceptable form of photo ID but does not have it at the polling place, the voter will still be permitted to vote provisionally. The voter will have six (6) days to present an acceptable form of photo identification to the county voter registrar or the voter's ballot will be rejected. Voters with a disability who do not have an acceptable form of photo ID
		may also apply with the county voter registrar for a permanent exemption. Voters who have a consistent religious objection to being photographed and voters who do not present any form of acceptable photo identification as a

State	Acceptable Forms of ID	Voters Without ID
		result of certain natural disasters as declared by the President of the United States or the Texas Governor, may vote a provisional ballot, appear at the voter registrar's office within six (6) calendar days after election day, and sign an affidavit swearing to the religious objection or natural disaster, in order for your ballot to be counted.
Utah §20A-1-102(83), 20A-3- 104	 Current valid Utah driver's license. Current valid identification card issued by the state or federal government. Utah concealed weapon permit. U.S. passport. Current valid U.S. military ID card. Bureau of Indian Affairs card. Tribal treaty card. Tribal ID card. OR Two forms of ID that bear the name of the voter and provide evidence that the voter resides in the precinct. 	The voter may cast a provisional ballot as provided by §20A-3-105.5 §20A-4-107 states that a county clerk may verify the identity and residence of a voter who fails to provide valid voter identification "through some other means."
Virginia §24.2-643(B)	 Voter confirmation documents. Valid United States passport. Valid Virginia driver's license or ID card Any valid student ID Any other identification card issued by a government agency of the commonwealth, 	Except for first time voters covered by HAVA, any voter who does not show one of the forms of ID specified shall be allowed to vote a regular ballot after signing a statement under penalty of perjury verifying their identity. A voter who does not show ID or sign a statement shall be offered a provisional ballot.

State	Acceptable Forms of ID	Voters Without ID
	 one of its political subdivisions, or the United States. Employee identification card containing a photograph of the voter and issued by an employer of the voter in the ordinary course of the employer's business. Copy of current utility bill, bank statement, government check, paycheck, or other government document containing voter's name and address. 	
Washington §29A.40.160(7)NOTE: Most Washington voters now vote by mail. However, county auditors are required to open at least one vote center where voters can cast a ballot in person, and the ID requirement spelled out here applies to those voters.	The county auditor shall require any person desiring to vote at a voting center to either sign a ballot declaration (generally in locations where ballots are scanned) or provide identification (generally in counties where voting is done electronically, although even in these counties the auditor can verify a voter's signature to a signature on record). If identification is used it must be valid photo identification, such as:	Any individual who desires to vote in person but cannot provide identification shall be issued a provisional ballot, which shall be accepted if the signature on the declaration matches the signature on the voter's registration record.
	 Driver's license. State identification card. Student identification card. Tribal identification card (not required to include a residential address or an expiration date). Employer identification card. 	

State	Acceptable Forms of ID	Voters Without ID
West Virginia W. Va. Code §3-1-34	 West Virginia driver's license or ID card. Valid driver's license issued by another state. U.S. passport. Valid employee identification card with photo issued by the U.S. government or state of West Virginia. Valid student identification card issued by an institution of higher education in West Virginia or high school in West Virginia. Valid military identification card with photo issued by the United States. Valid voter registration card with a photograph issued by a county clerk in the State of West Virginia. 	If the person desiring to vote is unable to furnish a valid identifying document, or if the poll clerk determines that the proof of identification presented by the voter does not qualify as a valid identifying document, the person desiring to vot shall be permitted to cast a provision ballot after executing an affidavit affirming his or her identity. The provisional ballot is entitled to be counted once the election authority verifies the identity of the individual be comparing that individual's signature to the current signature on file with the election authority and determines that the individual was otherwise eligible to cast a ballot at the polling place where the ballot was cast.
	• In lieu of providing a valid identifying document, a registered voter may be accompanied at the polling place by an adult known to the registered voter for at least six months. That adult may sign an affidavit on a form provided to clerks and poll workers by the Secretary of State, which states under oath or affirmation that the adult has known the registered voter for at least six months, and that in fact the registered voter is the same person who is present for the purpose of voting. For the affidavit to be considered valid, the adult shall present a	

State	Acceptable Forms of ID	Voters Without ID
	 valid identifying document with his or her name, address, and photograph. A poll worker may allow a voter, whom the poll worker has known for at least six months, to vote without presenting a valid identifying document. 	

2/25, 10:39 AM	Voter ID Laws	
State	Acceptable Forms of ID	Voters Without ID
Wisconsin Wis. Stat. §5.02(6m) and 6.79(2)(a) Wisc. Const. Art. 3 § 1(m) In 2025, SJR 2 was referred to voters and passed creating a constitutional requirement for a photo ID to vote.	 Wisconsin driver's license. ID card issued by a U.S. uniformed service. Wisconsin nondriver ID. U.S. passport. Certificate of naturalization issued not more than two years before the election. ID card issued by a federally recognized Indian tribe in Wisconsin. Student ID card with a signature, an issue date, and an expiration date no later than two years after the election. Photo ID card provided by the Veteran's Health Administration. All of the above must include a photo and a name that conforms to the poll list. If the ID presented is not proof of residence, the elector shall also present proof of residence. Wisc. Const. Art. 3 § 1(m) In 2025, SJR 22 was referred to voters and passed creating a constitutional requirement for a photo ID to vote 	An elector who appears to vote at a polling place and does not have statutory ID shall be offered the opportunity to vote a provisional ballot. An elector who votes a provisional ballot may furnish statutory ID to the election inspectors before the polls close or to the municipal clerk no later than 4 p.m. on the Friday following Election Day.

 Wyoming driver's license. Tribal identification card issued by the governing body of the Eastern Shoshone tribe of Wyoming, the Northern Arapaho tribe of Wyoming or other federally recognized Indian tribe. A Wyoming identification card. A valid United States passport. A United States military card. A driver's license or identification card issued by another state or US territory. Student ID card with a photograph issued by the University of Wyoming, a Wyoming community college or a Wyoming public school . A valid Medicare insurance card (until Dec. 31, 2029). A valid Medicaid insurance card (until Dec. 31, 2029) 	An elector who appears to vote at a polling place and does not have statutory ID shall be offered the opportunity to cast a provisional ballot. An elector who votes a provisional ballot must furnish statutory ID to the county clerk by the close of business on the day following the election.
	 Tribal identification card issued by the governing body of the Eastern Shoshone tribe of Wyoming, the Northern Arapaho tribe of Wyoming or other federally recognized Indian tribe. A Wyoming identification card. A valid United States passport. A United States military card. A driver's license or identification card issued by another state or US territory. Student ID card with a photograph issued by the University of Wyoming, a Wyoming community college or a Wyoming public school . A valid Medicare insurance card (until Dec. 31, 2029). A valid Medicaid insurance

First Time Voters

In addition to the laws governing what identification all voters must show at the polls, first time voters may face additional requirements. The federal Help America Vote Act (section 15483(b)(2)(A)) mandates that all states require identification from first-time voters who register to vote by mail and have not provided verification of their identification at the time of registration. The act lists a "current and valid photo identification" or "a copy of a current utility bill, bank statement, government check, paycheck, or other government document that shows the name and address of the voter" as acceptable forms of ID.

Digital ID

In recent years, states have introduced digital options for driver's licenses and IDs. These IDs are often accessed through phone applications. Some states statutorily permit the use of digital IDs to vote, while other states prohibit them.

States that allow digital IDs as an acceptable form of identification to vote:

- Arkansas (Ark. Code Ann. 7-1-101(40)(B), enacted in 2019)
- Colorado (Colo. Rev. Stat § 1-1-104, enacted in 2023)
- Louisiana (La. Rev. Stat § 40:1321, enacted in 2018)

States that prohibit digital IDs as an acceptable form of identification to vote:

- Georgia (Ga. Code § 21-2-417, enacted in 2025)
- Tennessee (Tenn. Code Ann. § 2-7-112, enacted in 2025)

News

- In 2025, Montana enacted SB 267 permitting photo student IDs issued by a Montana university system school or a school that is a member of the National Aassociation of Intercollegiate Athletics as a valid form of identification to vote.
- In 2025, West Virginia enacted HB 3016 requiring a photo ID to vote. The state previously required non-photo ID.
- In 2025, Wisconsin voters approved a constitutional amendment enshrining existing photo ID requirements in the state constitution.
- In 2025, Indiana enacted SB 10 specifying that identification issued by an educational institution cannot be used for voting.
- In 2024, New Hampshire enacted HB 1569 removing the state's processes to cast a provisional ballot without photo ID. New Hampshire is one of 6 states exempt from the National Voter Registration Act and the Help America Vote Act's provisional ballot requirements.
- In 2023, Nebraska enacted LB 514 requiring photo identification to cast a ballot beginning April 1, 2024.
- In 2023, Idaho enacted HB 124 removing student IDs as a valid form of identification to vote.
- In 2023, Wyoming enacted HB 79 allowing valid concealed carry permits as acceptable identification to vote.
- In 2023, the North Carolina Supreme Court reversed its decision from the previous lower court ruling that struck down the state's voter ID law in 2018. This restores the state's voter ID law brought forth by SB 824 from 2018.
- In 2023, Ohio enacted HB 458, which established a photo ID requirement. This moves Ohio from the strict non-photo category to the strict photo category.
- In 2022, the North Carolina Supreme Court upheld a lower court ruling that struck down the state's voter ID law in 2018.
- In 2022, Nebraska voters approved Initiative 432, which established a photo ID requirement and, once implemented, will make Nebraska the 36th state with a voter ID requirement.
- In 2022, Missouri enacted HB 1878, which established a photo ID requirement and removes the sworn affidavit as an alternative to presenting a photo ID. The bill allows an election authority to verify a voter's identity by comparing the voter's envelope signature to the voter's signature on file. This moves Missouri from non-strict non-photo ID to non-strict photo ID.
- In 2021, Kentucky enacted HB 574 which specified photo identification requirements to vote, moving the state from ID requested; photo not required to photo ID requested.
- In 2021, Wyoming enacted HB 0075, which is the first voter ID law in the state.

• In 2021, Montana enacted SB 169, which requires voters without a state, military, tribal ID, or passport to provide two forms of alternative ID, one of which must include a photo. This bill also adds concealed carry permits to the list of accepted voter IDs.

- In 2021, Arkansas enacted HB 1112, which removes the sworn affidavit as an alternative to presenting a photo ID. This moves Arkansas from non-strict to strict photo ID. Arkansas also passed HB 1244, which removes the exemption from showing a photo ID for those with sincere religious beliefs preventing them from taking a photograph.
- In March 2019, North Carolina passed legislation delaying the implementation of their new voter ID provisions until 2020. The law, however, was struck down in 2021, though an appeal is likely.
- In July 2019, Hawaii's HB 1248 repealed the statute requiring voters to present identification if requested by a precinct official.
- In November 2018, voters in two states, Arkansas and North Carolina, approved ballot measures to amend the state constitution to require photo voter identification. North Carolina's law was struck down in 2022.
- On May 5, 2017, Iowa enacted HB 516, which establishes a non-strict non-photo ID requirement. It establishes five types of ID that are accepted (see Table 2 for details) which all include a photo, but also includes a provision that requires the Secretary of State's Office to provide existing active registered voters that do not have one of the valid types of ID with voter identification cards. Going forward, county auditors will provide newly registered voters who do not have a valid ID with voter identification cards.
- On April 24, 2017, North Dakota enacted HB 1369, putting it once again into the strict non-photo ID category. The law permits those who do not bring ID to the polls to cast a ballot that is "set aside" until the voter presents valid ID. Valid ID must be presented before the Canvass, six days after the election. The bill also allows voters to present alternative documents, such as utility bills or bank statements, if the ID presented does not contain all required information. And, voters in special categories such as voters who live in long-term care facilities, voters with disabilities, and military voters may provide alternative forms of identification. In September 2018, the 8th Circuit U.S. Court of Appeals put the district court order on hold. And, in October 2018, the U.S. Supreme Court declined to intervene in a challenge to the North Dakota voter identification law. The 2017 strict non-photo ID requirement is in place for the 2018 midterm election.
- On March 24, 2017, Arkansas enacted HB 1047, which reinstituted a non-strict, photo voter ID requirement that goes into effect 90 days after passage. A judge had blocked the implementation of the law, but in May, the Arkansas Supreme Court stayed the ruling and allowed the law to be in effect while they considered the case. In October 2018, the Supreme Court further ruled that the law will remain in effect during the 2018 midterm election.
- On March 24, 2017, Idaho enacted a bill adding a concealed carry weapon license as a form of acceptable ID.
- On April 1, 2016, West Virginia enacted HB 4013, which creates a non-strict, non-photo voter ID requirement that goes into effect in 2018. The legislation also included the establishment of automatic voter registration.
- In 2013, North Carolina passed a strict ID requirement, which was amended by the legislature in 2015 to fall into the non-strict category. Even so, the law was struck down by a federal court in July 2016, and the U.S. Supreme Court declined to hear the case in May 2017. For now, North Carolina does not require voters to show an identification document at the polls.
- In July 2016, a federal court ruled that Wisconsin's strict voter ID law was unconstitutional, and that an alternative to showing an ID, such as signing an affidavit attesting to identity, must be permitted. Then in August 2016 an appeals court ruled that the law could be implemented as long as the state keeps its pledge to provide temporary free IDs to those in need, and to publicize the law. Until the state says otherwise, NCSL will leave Wisconsin in the "strict photo voter ID" category.

Voter Verification Without ID Documents

NCSL summary of statutory requirements for voter verification in states with non-documentary ID requirements.

Related Resources

Updated March 11, 2025

NCSL Election Resources

The NCSL elections team provides a variety of resources on election issues, including but not limited to 50-state surveys on state laws, legislation databases, a monthly elections newsletter, enactment summaries and other publications.

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Updated September 02, 2025

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