
STATE OF FLORIDA HAVA PLAN

2006 UPDATE



As required by the
HELP AMERICA VOTE ACT
OF 2002 (HAVA)



KURT S. BROWNING
SECRETARY OF STATE
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HAVA PLAN 2006 UPDATE

TABLE OF CONTENTS

Introduction from Secretary Kurt S. Browning	2
Introduction.....	3
Element #1 – A. Section 301 Voting Systems.....	7
Element #1 – B. Section 302 Provisional Voting and Voting Information	19
Element #1 – C. Section 303 Voter Registration	27
Element #2 – Local Government Payments and Activities	38
Element #3 – Voter Education, Election Official Training, Poll Worker Training.....	44
Element #4 – Voting System Guidelines and Process	61
Element #5 – Election Fund	63
Element #6 – Proposed Budget	65
Element #7 – Maintenance of Effort	75
Element #8 – Performance Goals and Measures	77
Element #9 – Complaint Procedures	86
Element #10 – Title I Budget and Activities	88
Element #11 – State Management	93
Element #12 – Changes to State Plan	95
Element #13 – HAVA Planning Committee and Procedures	103
State of Florida HAVA State Plan Chart	107
Appendices.....	110



KURT S. BROWNING
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STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 2

INTRODUCTION BY THE CHIEF ELECTION OFFICER

I am pleased to present the 2006 Update to Florida's HAVA State Plan in accordance with the Help America Vote Act. This state plan represents Florida's ongoing long-range plans for implementing the election reforms initiated by HAVA for federal elections.

This most recent revision is the product of the thoughtful guidance, dedication and input of former Secretary Sue M. Cobb and the new HAVA Planning Committee that she appointed in September 2006. Chaired by former Secretary of State Jim Smith, the 13-member Committee included individuals from various constituency groups and governmental interests. At the time, I served on the Committee in my capacity as the Supervisor of Elections for Pasco County. The Committee was tasked with revising the plan to reflect compliance with HAVA and include substantive changes and updates on ongoing activities since the Plan's last update in June 2004. In the interim of finalizing and submitting the 2006 update to the HAVA State Plan, Secretary Cobb's term expired and I was honored by being appointed as her successor.

The HAVA State Plan (2006 Update) complies with section 253(b)(1) regarding conditions for receipt of funds, with section 254(a) regarding description and material changes to the State Plan from prior fiscal years, and with section 255 regarding development and filing of the State Plan. This update also weaves in non-substantive changes (e.g. corrections to spelling, punctuation, reformatting, etc.).

Most importantly, this plan projects a budget for HAVA activities through Fiscal Year 2010-11. The projected budget recognizes that Supervisors of Elections have a continuing need for funds to provide voter education and to recruit and train qualified poll workers. As the Chief Election Officer, I am committed to working with and supporting our Supervisors as we continue to ensure that elections in Florida are a model for the rest of the nation.

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KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 3

Introduction

Since the aftermath of the General Election of 2000, Florida has led the nation in its election reform efforts to ensure that every registered voter should have the opportunity to vote and to ensure that every vote counts.

The goal is perfection. Reaching that goal in an ever changing democracy and within a diverse population is an ongoing task that requires constant experimentation and learning. The people and the leadership of Florida have dedicated themselves to this course of action.

The struggle for improving our election process occurs in many ways. Citizens have increased their involvement by serving on local and State election task forces, researching new voting technologies, debating new standards for poll worker training, increasing voter education opportunities, and registering new voters. The people of Florida continue to make election reform a top priority.

The leadership of Florida has also acted decisively. Florida has enacted legislative and local reforms that lead the nation. These reforms include cutting-edge voting system standards, millions of dollars for new voting technology, expanded voter education efforts, and thousands of newly trained poll workers. Statewide polls taken the day of the 2002 and 2004 General Elections found that Floridians gave high marks to the election reform changes including a 91% "excellent-good" rating for poll workers and an 88% confidence rating from voters that their votes will count. These results are not "perfect," but Florida is moving in a positive direction to make all facets of the election process better each time an election is held.

With the passage and signing of the Help America Vote Act of 2002 (HAVA) on October 29, 2002, election reform is spreading throughout the nation. The new federal law asks States to develop election reform plans that will improve election administration in many areas. Florida embraces the new federal law and hopes that other States will use it as an opportunity to share new election reform ideas and practices with one another.

The people of Florida have learned many things about election reform. Yet, there are enduring principles which are reflected within many recommendations and changes of Florida's election reform efforts. These principles were developed by Florida's first task force in the aftermath of the 2000 General Election:

Enduring Principles of Elections

- **Elections are first and foremost acts of millions of individual people: citizens who register and vote; candidates who offer themselves and their platforms for public judgment; poll workers who put in long days at precincts; and election officials who**



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 4

supervise the process. Honest, responsible, intelligent people will make most technology systems work well.

- **Voting should be a simple, convenient and friendly process that encourages each citizen to express his or her choices.**
- **Voting systems should be designed to determine voter intent, to the extent that is humanly possible.**
- **Voting methods for statewide and national elections should meet uniform standards and national standards for fairness, reliability and equal protection of voting opportunity.**
- **Elections must meet two competing objectives: certainty (making every vote count accurately) and finality (ending elections so that governing can begin).**
- **While voting should be individual and private, procedures for counting and challenging votes should be open, transparent, and easily documented to ensure public confidence in the results.**

Fulfilling the promises of these enduring principles will require continued vigilance and action. With this HAVA Plan, Florida continues its journey to mount an increasingly open and fair system of determining the will of the people.

The Help America Vote Act of 2002 (Public Law 107-252 – October 29, 2002) requires all States to develop and implement a statewide plan. Specifically section 254 requires the state plan to include and describe the following thirteen primary elements:

Element 1.

How the State will use the requirements payment to meet the requirements of Title III, and, if applicable under section 251(a)(2), to carry out other activities to improve the administration of elections.

Element 2.

How the State will distribute and monitor the distribution of the requirements payment to units of local government or other entities in the State for carrying out the activities described in paragraph (1), including a description of—

- A) *The criteria to be used to determine the eligibility of such units or entities for receiving the payment; and*
- B) *The methods to be used by the State to monitor the performance of the units or entities to whom the payment is distributed, consistent with the performance goals and measures adopted under paragraph (8).*

Element 3.

How the State will provide for programs for voter education, election official education and training, and poll worker training which will assist the State in meeting the requirements of Title III.



Element 4.

How the State will adopt voting system guidelines and processes which are consistent with the requirements of section 301.

Element 5.

How the State will establish a fund described in subsection (b) for purposes of administering the State's activities under this part, including information on fund management.

Element 6.

The State's proposed budget for activities under this part, based on the State's best estimates of the costs of such activities and the amount of funds to be made available, including specific information on —

- A) The costs of the activities required to be carried out to meet the requirements of Title III;*
- B) The portion of the requirements payment which will be used to carry out activities to meet such requirements; and*
- C) The portion of the requirements payment which will be used to carry out other activities.*

Element 7.

How the State, in using the requirements payment, will maintain the expenditures of the State for activities funded by the payment at a level that is not less than the level of such expenditures maintained by the State for the fiscal year ending prior to November 2000.

Element 8.

How the State will adopt performance goals and measures that will be used by the State to determine its success and the success of units of local government in the State in carrying out the plan, including timetables for meeting each of the elements of the plan, descriptions of the criteria the State will use to measure performance and the process used to develop such criteria, and a description of which official is to be held responsible for ensuring that each performance goal is met.

Element 9.

A description of the uniform, nondiscriminatory State-based administrative complaint procedures in effect under section 402.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 6

Element 10.

If the State received any payment under Title I, a description of how such payment will affect the activities proposed to be carried out under the plan, including the amount of funds available for such activities.

Element 11.

How the State will conduct ongoing management of the plan, except that the State may not make any material change in the administration of the plan unless the change —

- A) Is developed and published in the Federal Register in accordance with section 255 in the same manner as the State plan;*
- B) Is subject to public notice and comment in accordance with section 256 in the same manner as the State plan; and*
- C) Takes effect only after the expiration of the 30-day period which begins on the date the change is published in the Federal Register in accordance with subparagraph (A).*

Element 12.

In the case of a State with a State plan in effect under this subtitle during the previous fiscal year, a description of how the plan reflects changes from the State plan for the previous fiscal year and of how the State succeeded in carrying out the State plan for such previous fiscal year.

Element 13.

A description of the committee which participated in the development of the State plan in accordance with section 255 and the procedures followed by the committee under such section and section 256.



ELEMENT 1. USE OF TITLE III REQUIREMENTS PAYMENTS

A. VOTING SYSTEMS

Section 251(b)(1): How the State will use the requirements payment to meet the requirements of Title III, and, if applicable under section 251(b)(2), to carry out other activities to improve the administration of elections.

For update, refer to 2009 HAVA State Plan Update-Element 1 and Table 12.1 in Element 12.

1. Introduction

Following the 2000 General Election, the people of Florida made a concerted effort to improve all facets of its election procedures, standards and voting systems. The first major changes were the recommendations advanced by the 2001 Governor's Select Task Force on Election Procedures, Standards and Technology followed by the passage of the Florida Election Reform Act of 2001. A central component of Florida's new election law mandated the replacement of punch card voting systems, lever machines, paper ballots and central count optical scanning systems with precinct tabulated Marksense voting systems or the Direct Recording Electronic (DRE or "touch screen") voting systems. The new voting systems were put into service to reduce voter error, to improve tabulation accuracy, and to restore voter confidence in Florida's elections.

Florida has adopted voting system standards which meet and exceed 2002 Voting System Standards (VSS) established by the Federal Election Commission. Florida's voting system standards are reviewed every two years to determine whether they are adequate and effective in carrying out fair and impartial elections. The Bureau of Voting Systems Certification within the Department of State has statutory authority to adopt rules which establish minimum standards for voting systems purchased and used in Florida. The Bureau is currently in the process of reviewing and comparing Division rules on voting system standards against the 2005 Voluntary Voting Systems Guidelines adopted by the Elections Assistance Commission. The federal guidelines augment and update the 2002 VSS and take effect December 2007.

Florida's 67 counties have authority to purchase and to maintain the appropriate certified voting system for their registered voters. Following the 2000 General Election, the State of Florida provided \$24 million to assist counties in purchasing new certified voting systems. For the fiscal year 2004-05 the Florida Legislature additionally appropriated \$11.6 million to assist Supervisors of Elections with purchasing DREs in order to provide one accessible voting system at each polling place. For the fiscal year 2005-06 the Legislature appropriated \$13,406,163 to reimburse sixteen counties that acquired accessible voting systems prior to July 1, 2004. In addition, there were eight counties that received a total of \$63,215 as reimbursement for existing DREs that were not included in the fiscal year 2004-05 appropriations.



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

Only two types of voting methods are certified for use in Florida’s 67 counties— Direct Recording Electronic (DRE or “touch screen”) voting systems and Marksense with precinct-based tabulation. There are three manufacturers who have certified voting systems for use in Florida: Diebold Election Systems, Inc. (DESI); Elections Systems and Software, Inc. (ES&S); and Sequoia Voting Systems, Inc. (SP).

The following chart details the types of voting systems used in Florida, the respective manufacturer, and the number of counties using the voting systems.

**Voting Systems and Number of Counties in Use
 For Precinct and Absentee Voting***

Florida Certified Voting System	Precinct Equipment	Accessible Equipment	Central Count Method	Counties
Diebold Voting System Release 1-18-19, Version 2	AccuVote OS	AccuVote TSx DRE	Optical scan	22
Diebold Voting System 2005 B (Blended) + (Plus Audio)	AccuVote OS	AccuVote TSx DRE	Optical scan	9
ES&S Voting System Release 4.5, Version 1	Optech III P Eagle	iVotronic DRE	Optical scan	7
ES&S Voting System Release 4.5, Version 2	Model 100	iVotronic DRE	Optical scan	14
ES&S Voting System Release 4.5, Version 2	iVotronic DRE	iVotronic DRE	Optical scan	11
Sequoia AVC “Edge” Voting System Release 4.3.320	Edge I DRE	Edge I DRE	Optical scan	4

*Current for time period October 2006

The Help America Vote Act of 2002 (HAVA) establishes new minimum requirements for administering federal elections. These new voting system requirements are found in Title III of the federal law. The new requirements shape the performance and the administration of voting systems. Florida is in compliance with these new federal directives and these are addressed in the HAVA State Plan. Section 301(a) of HAVA requires that Florida’s voting systems meet the following requirements by January 1, 2006:



2. Section 301(a) Voting System Standards and Requirements

a. Section 301(a)(1)(A)i.: Do Florida's voting systems permit the voter to verify in a private and independent manner the votes selected by the voter before the ballot is cast and counted as required?

Yes, and no further actions are required.

Section 101.5606(1), *Florida Statutes*, states that no voting system in Florida shall be approved by the Department of State unless it "permits and requires voting in secrecy."

The Florida Voting System Standards (Rule 1S-5.001, Florida Administrative Code, rev. 01/05) state that "the voter must be able to review the candidate selections, which he or she has made. Prior to the act of casting a ballot, the voter must be able to change any selection previously made and confirm the new selection." Additionally, these standards state that the voting function standards applicable to all Electronic Voter Interfaces must provide "after the initial instructions, which the system requires election officials to provide to each voter, the voter should be able to independently operate the voter interface through the final step of casting a ballot without assistance."

b. Section 301(a)(1)(A)(ii): Do Florida's voting systems provide the voter with the opportunity in a private and independent manner to change the ballot or correct any error before the ballot is cast and counted (including the opportunity to correct the error through the issuance of a replacement ballot if the voter was otherwise unable to change the ballot or correct the error)?

Yes, and no further actions are required.

Section 101.5606(12), *Florida Statutes*, requires that electronic voting systems should "permit each voter to change his or her vote for any candidate or upon any question appearing on the official ballot up to the time that the voter takes the final step to register his or her vote and to have the vote computed." Additionally, the Florida Voting System Standards state that "the voter must be able to review the candidate selections, which he or she has made. Prior to the act of casting a ballot, the voter must be able to change any selection previously made and confirm the new selection."

Section 101.5608(2)(b), *Florida Statutes*, requires that "[a]ny voter who spoils his or her ballot or makes an error may return the ballot to the election official and secure another ballot, except that in no case shall a voter be furnished more than three ballots. If the vote tabulation device has rejected the ballot, the ballot shall be considered spoiled and a new ballot shall be provided to the voter unless the voter chooses to cast the rejected ballot. The election official, without examining the original ballot, shall state the possible reasons for the rejection and shall provide instruction to the voter pursuant to Section 101.5611, *Florida Statutes*. A spoiled ballot shall be preserved, without examination, in an envelope



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 10

provided for that purpose. The stub shall be removed from the ballot and placed in the envelope.”

Section 101.5611(1), *Florida Statutes*, requires that the “Supervisor of Elections shall provide instruction on the proper method of casting a ballot for the specific voting system utilized in that jurisdiction. Such instruction shall be provided at a place which voters must pass to reach the official voting booth.”

c. *Section 301(a)(1)(A)(iii): If the voter selects votes for more than one candidate for a single office, do Florida’s voting systems: (1) notify the voter that the voter has selected more than one candidate for a single office on the ballot; (2) notify the voter before the ballot is cast and counted of the effect of casting the multiple votes for the office; and (3) provide the voter with the opportunity to correct the ballot before the ballot is cast?*

Yes, and no further actions are required.

Section 101.5606(3), *Florida Statutes*, requires voting systems to immediately reject “a ballot where the number of votes for an office or measure exceeds the number which the voter is entitled to cast or where the tabulating equipment reads the ballot as a ballot with no votes cast.” Subsection (4) of that same section requires systems using paper ballots to accept a rejected ballot if the voter chooses to cast the ballot after it has been rejected, but the ballot will record no vote for any office that has been over voted or under voted.

Section 101.5608(2)(b), *Florida Statutes*, provides that “Any voter who spoils his or her ballot or makes an error may return the ballot to the election official and secure another ballot, except that in no case shall a voter be furnished more than three ballots. If the vote tabulation device has rejected the ballot, a ballot shall be considered spoiled and a new ballot shall be provided to the voter unless the voter chooses to cast the rejected ballot. The election official, without examining the original ballot, shall state the possible reasons for the rejection and shall provide instruction to the voter pursuant to s. 101.5611. A spoiled ballot shall be preserved, without examination, in an envelope provided for that purpose. The stub shall be removed from the ballot and placed in an envelope.”

Section 101.5611(1), *Florida Statutes*, requires that the “Supervisor of Elections shall provide instruction on the proper method of casting a ballot for the specific voting system utilized in that jurisdiction. Such instruction shall be provided at a place which voters must pass to reach the official voting booth.”

The Florida Voting System Standards (Rule 1S-5.001, F.A.C.) state that “the system must prevent the voter from over voting any race.” In addition, “there must be a clear, identifiable action, which the voter takes to ‘cast’ the ballot. The system must make clear to the voter how to take this action, such that the voter has minimal risk of taking the action accidentally, but when the voter intends to cast the ballot, the action can be easily



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 11

performed.” The standards also state that “Marksense systems shall reject blank ballots and ballots with overvoted races. Electronic voter interfaces shall prevent a voter from overvoting a race, and shall provide a means of indicating, to the voter, any races that may have been undervoted before the last step necessary to cast the ballot.”

d. Section 301(a)(1)(B): Does Florida’s mail-in absentee and mail-in ballot process meet the requirements of subparagraph (A)(iii) by: (i) establishing a voter education program specific to that voting system that notifies each voter of the effect of casting multiple ballots for an office; and (ii) providing the voter instructions on how to correct the ballot before it is cast and counted (including instructions on how to correct the error through the issuance of a replacement ballot if the voter was otherwise unable to change the ballot or correct any error)?

Yes, and no further actions are required.

The Florida Legislature amended Section 101.65, *Florida Statutes*, to require the instructions for absentee voters to include the following language:

Mark only the number of candidates or issue choices for a race as indicated on the ballot. If you are allowed to “Vote for One” candidate and you vote for more than one candidate, your vote in that race will not be counted.

In addition, Rule 1S-2.032, *Florida Administrative Code (F.A.C.)*, (Uniform and General Election Ballot Design) instructs all voters on how to correct their ballots and how to request a replacement ballot if the voter is unable to change or correct the original ballot. The instructions for how to correct the error through issuance of a replacement ballot are:

If you make a mistake, don’t hesitate to ask for a new ballot. If you erase or make other marks, your vote may not count.

The HAVA Planning Committee (2003) also suggested that absentee voters should be given clear notification that the deadline for submitting absentee ballots is by 7:00 p.m. of election night and that mailing the ballot may not ensure that it will arrive in time to be counted. Section 101.65, *Florida Statutes*, requires the printed instructions to include the following statement:

1. VERY IMPORTANT. In order to ensure that your absentee ballot will be counted, it should be completed and returned as soon as possible so that it can reach the Supervisor of Elections of the county in which your precinct is located no later than 7 p.m. on the day of the election.

e. Section 301(a)(1)(C): Does Florida’s absentee and mail-in ballot process preserve the privacy of the voter and the confidentiality of the ballot?



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 12

Yes, and no further actions are required.

Section 101.65, *Florida Statutes*, requires Supervisors of Elections to enclose with each absentee ballot a separate printed instruction form, a secrecy envelope, a Voter's Certificate and a mailing envelope. The instructions provide the following guidelines:

- Mark your ballot in secret as instructed on the ballot. You must mark your own ballot unless you are unable to do so because of blindness, disability, or inability to read or write.
- Place your marked ballot in the enclosed secrecy envelope.
- Insert your secrecy envelope into the enclosed mailing envelope which is addressed to the supervisor.

Section 101.68(2)(d), *Florida Statutes*, details the policy and procedure local canvassing boards are to follow for handling absentee ballots to ensure that the confidentiality of the ballot is maintained.

f. *Section 301(a)(2)(A): Do Florida voting systems produce a record for audits?*

Section 301(a)(2)(B): Do the voting systems produce a permanent paper record with a manual audit capacity?

Section 301(a)(2)(C): Is the paper record produced in subparagraph (A) available as an official record for any recount conducted with respect to any election in which the system is used?

Yes, and no further actions are required.

The HAVA Planning Committee (2003) determined through research conducted by staff, through testimony offered by Congressional staff, and through testimony given by staff from the Division of Elections that Florida complies with the HAVA audit requirement. Florida voting system standards require DRE machines to maintain a random sorted file of ballot images for every vote cast, and they also have to maintain detailed logs for each election from the time they are first programmed for an election until the results are copied to archival media. Certified voting systems in Florida are required to print out a paper tape of summary totals in each precinct. The paper record is produced to reconcile the consolidated totals for the county in the event of a recount.

Staff from the Division of Elections testified before the HAVA Planning Committee (2003) that Florida's State and local security measures make it highly unlikely any tampering could take place with the voting systems. In addition, staff also testified that Florida's certified voting systems are tested in public forums for logic and accuracy before the election. There are also thorough procedural and security controls in place at the local level to safeguard against someone tampering with the voting systems. The Division of Elections' staff cited Rule 1S-2.015(5)(m)3.a., *F. A. C.*, relating to minimum election security procedures which requires the "printing of precinct results and results from



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 13

individual tabulating devices” for every election. In addition, the Florida Legislature has authorized the Department of State to promulgate rules which would require supervisors to check those paper totals against electronic totals during machine recounts. The following statutes and rules lay the groundwork for Florida’s ability to comply with the audit requirements of HAVA:

Section 101.015(5)(a), *Florida Statutes*, requires the Department of State to adopt rules which establish standards for voting systems, including audit capabilities. Pursuant to that authority, the Florida Voting System Standards (Rule 1S-5.001, F.A.C., last rev. 01/05 but under current bi-ennial review):

- Provides general functional requirements of voting systems which “shall include the capability to produce records, generated by the system components, or in some cases, by the system operators from which all operations may be audited. Except for the storage of vote images, which shall be maintained in a random sequence, the records shall be created and maintained in the sequence in which the operations were performed.”
- Requires precinct count systems to provide a means for obtaining a printed report of the votes counted on each voting device, and to provide a means for extracting this information to a transportable memory device or data storage medium.
- Requires the generation of reports by the system to be performed in a manner which does not erase or destroy any ballot image, parameter, tabulation or audit log data. The system shall provide a means for assuring the maintenance of data integrity and security for a period of at least 22 months after the closing of the polls.

Section 101.5606(11 & 13), *Florida Statutes*, requires the Department of State to approve only voting systems that are capable of automatically producing precinct totals in printed, marked, or punched form or a combination thereof. The voting systems must be capable of providing records from which the operating system of the voting system may be audited.

Section 102.166(5)(d), *Florida Statutes*, requires the Department of State to adopt detailed rules prescribing additional recount procedures for each certified voting system which shall be uniform to the extent practicable. Rule 1S-2.031, F.A.C., addresses at a minimum, the following areas:

- Security of ballots during the recount process
- Time and place of recounts
- Public observance of recounts
- Objections to ballot determinations
- Record of recount proceedings



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 14

- Procedures relating to candidate and petitioner representatives

g. Section 301(a)(3)(A): Does Florida have certified voting systems for individuals with disabilities, including non-visual accessibility for the blind and visually impaired, in a manner that provides the same opportunity for access and participation (including privacy and independence) as for other voters?

Section 301(a)(3)(B): Does Florida meet the requirement in subparagraph (A) through the use of at least one direct recording electronic voting system or other voting system equipped for individuals with disabilities at each polling place?

Yes, and no further actions are required.

Prior to the enactment of HAVA, the Secretary of State appointed the 2001 Select Task Force on Voting Accessibility to conduct a comprehensive review of Florida's election laws and procedures relative to the obstacles for voters with disabilities and to develop solutions for overcoming those obstacles. The Task Force recommended legislation to ensure that such voters could fully exercise their right to a secret ballot, as guaranteed by section 1 of article VI of the Florida Constitution. In 2002, many of the Task Force's recommendations of the task force were passed by the Legislature and signed into law. (See Chapter 2002-281, *Laws of Florida*). Several sections of the law, including sections setting forth specific standards that voting systems must meet, did not become effective immediately, however. They were made contingent on further appropriations by the Legislature, in expectation of the receipt of federal funding as now provided in HAVA.

Although HAVA's definition of what constitutes a voting system as found in Section 301(b), is comprehensive, it did not specifically define the standards necessary for making a voting system accessible to persons with disabilities. Florida had already performed the difficult and time consuming work of defining what makes a Florida voting system accessible for persons with disabilities. Those accessible voting systems standards are found in Section 101.56062, *Florida Statutes* (Chapter 2002-281, *Laws of Florida*). Moreover, the intent of the Legislature to comply fully with Federal requirements is clearly set out in section 101.56063, *Florida Statutes*, as follows:

It is the intent of the Legislature that this state be eligible for any funds that are available from the Federal Government to assist states in providing or improving accessibility of voting systems and polling places for persons having a disability. Accordingly, all state laws, rules, standards, and codes governing voting systems and polling place accessibility must be maintained to ensure the state's eligibility to receive federal funds. It is the intent of the Legislature that all state requirements meet or exceed the minimum federal requirements for voting systems and polling place accessibility.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 15

Accordingly, the HAVA Planning Committee (2004) recommended that the Division require that all new certified voting systems comply with the requirements of Section 101.56062, *Florida Statutes*. That section requires any voting system certified in the state to have the capability to include an accessible voter interface device that would allow the system to meet 14 categories of accessible standards. This section also mandated that at least one accessible voter interface device actually be installed in each precinct in elections after July 1, 2005. The section was later amended in 2005 to require the installation of at least one accessible voter interface device be in each polling place in lieu of each precinct. This change conformed to language in HAVA. Further, any purchase of a voting system by a governmental entity after July 1, 2004 is required to include a contract for future upgrades and sufficient equipment to meet the general standards and the accessibility standards for certifying voting systems under section 101.5606 and section 101.56062, *Florida Statutes*, respectively.

The 2004 Florida Legislature triggered the accessibility standards found in Section 101.56062, *Florida Statutes*, (Chapter 2002-281, Laws of Florida) by making HAVA funds available to counties through the Department of State. The language read as follows:

From the funds in Specific Appropriation 2871I, \$11,600,000 shall be distributed by the Department of State to county Supervisors of Elections for the purchase of Direct Recording Equipment (DRE) or other state approved equipment that meets the standards for disability requirements which is accessible to persons with disabilities to ensure that each county has one accessible voting system for each polling place.

The funds were distributed according to the number of machines that are accessible for persons with disabilities that were needed in order for each county to have one per polling place. No Supervisor of Elections was to receive any funds until the county Supervisor of Elections certified to the Department of State: 1) the number of precincts in the county; 2) the number of polling places in the county; 3) the number of voting machines the county has that meet the disability requirement; 4) the county's plan for purchasing the DREs; and 5) the date that the county anticipates being in compliance. The Department of State determined the number of DREs needed in each county based on the certifications provided by the Supervisors of Elections. Any county that received funds from Specific Appropriation 2871I and was not in compliance with the accessibility requirements in Section 301(a)(3) Title III of the Help America Vote Act by January 1, 2006, was required to return those funds to the State.

In January 2006 the Division of Elections surveyed each of the 67 Supervisors of Elections to determine whether counties had accessible voting systems for each polling place or if signed contracts were in place to acquire accessible voting systems in the event delivery had yet not taken place. Two counties did not have signed contracts for purchasing



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 16

accessible voting systems by January 1, 2006. Both counties had to return the funds pursuant to the conditions of the memorandum of agreement between the Department of State and the Supervisors of Elections as well as language included in the Appropriations Act. In 2006, the Florida Legislature re-appropriated the funds to redistribute the voting systems assistance funds to those two counties. Pursuant to language in the Appropriations Act, distribution of the funds was contingent upon the Department of State receiving a certificate from each county certifying that "accessible voting equipment meeting the requirements of section 301(a) of Title III of the Help America Vote Act had been delivered, accepted by the county, and was ready for use in an election."

The HAVA Planning Committee (2004) also encouraged the Legislature to continue to support accessible voting for persons with disabilities by mandating that provisional ballots for voters with disabilities be provided to them by a system that meets the requirements of Section 101.56062, *Florida Statutes*, by January 1, 2006. Section 101.048, *Florida Statute* specifically states "...the Supervisor of Elections may, and for persons with disabilities shall, provide the appropriate provisional ballot to the voter by electronic means that meet the requirements of section.101.56062, as provided for by the certified voting system."

Florida is currently in compliance with HAVA requirements for accessibility equipment. By 2004, all three vendors (Diebold Election Systems, Inc., Elections Systems and Software, Inc., and Sequoia Voting Systems, Inc.) had certified accessible voting equipment with audio ballot capability. By 2005, two of the three vendors being used in Florida had certified accessible voting equipment with the electronic provisional ballot capability. The third vendor obtained certification for their system with the electronic provisional ballot capability in January 2006.

The HAVA Planning Committee (2004) also discussed polling place accessibility even though this topic is not required to be addressed in the HAVA plan. It was noted that the State of Florida had taken the initiative to contract with the Disability Relations Group to help it comply with HAVA. In addition, the Division of Elections applied for polling place accessibility funding with the U.S. Department of Health and Human Services (HHS). To date, the Department has received four grants from HHS for a total amount of \$2,203,909.

Several members of the HAVA Planning Committee (2004) noted there is a sense of urgency to bring polling places into compliance. One Committee member referred to a United States Supreme Court decision that required government to comply with the Americans with Disabilities Act. The HAVA Planning Committee (2004) recommended that the State of Florida address the polling place issue quickly by asking the Governor to provide emergency funding to bring polling places into ADA compliance.

The HAVA State Planning Committee (2006) recommends that the Florida Legislature encourage vendors to continue to develop enhancements and new technologies that meet or



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 17

exceed federal and state requirements for accessibility in voting systems and polling places. For example, legislation could be enacted that provides for limited provisional certification and use of innovative hardware and software for voting systems that have not yet been proven to meet full certification requirements. The Committee also encourages the Division of Elections to continuously review and update voting systems certifications standards that allow for new technologies to be appropriately certified for use in elections.

Section 101.294, *Florida Statutes*, now states that vendors may not provide an uncertified voting system, voting system component or voting system upgrade. In addition, vendors are required to provide the local governing body or Supervisor of Elections with a sworn certification that the voting system, voting system component or voting system upgrade being provided has been certified by the Division of Elections.

h. Section 301(a)(3)(C): Will Florida purchase voting systems with funds made available under Title II on or after January 1, 2007, that meet the voting system standards for disability access (as outlined in this paragraph)?

Yes, and no further actions are required.

i. Section 301(a)(4): Does Florida have certified voting systems that provide alternative language accessibility pursuant to the requirements of Section 203 of the Voting Rights Act of 1965 (42 U.S.C. 1973aa-1a)?

Yes, and no further actions are required.

In order to be certified for use in Florida, DRE voting systems must provide alternative language accessibility for all interfaces in order to meet the requirements of Section 203 of the Voting Rights Act of 1965 (42 U.S.C. 1973aa through 1a). Additionally, the Florida Voting System Standards (Rule 1S-5.001, F.A.C., rev. 01/05) require that all configurations must support all voter interface functions at a minimum, in English, Spanish, and Haitian Creole. Counties using Marksense voting systems must meet the requirements of Section 203 of the Voting Rights Act by printing ballots in the required languages.

j. Section 301(a)(5): Does Florida have certified voting systems that comply with the error rate standards established under section 3.2.1 of the voting systems standards issued by the Federal Elections Commission which are in effect on the date of the enactment of this Act?

Yes, and no further actions are required.

Florida Voting System Standards meet the error rate established by the 1990 Federal Elections Commission and is in compliance with HAVA requirements. The Division of Elections is committed to periodic update of its voting systems standards which are under current review. Although not bound by guidelines adopted by the Election Assistance



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 18

Commission, to the extent reasonably feasible and logistically adopted by the Election Assistance Commission, the Division of Elections will review its standards against the 2005 Voluntary Voting System Guidelines (effective 2007) and to the extent reasonably feasible, logistically possible and compliant with state law, the Division shall consider those standards and any subsequent standards in any update to its state standards.

k. Section 301(a)(6): Has Florida adopted uniform and nondiscriminatory standards that define what constitutes a vote and what will be counted as a vote for each category of voting systems used in the State?

Yes, and no further actions are required.

Section 102.166(4)(a), *Florida Statutes*, states that “a vote for a candidate or ballot measure shall be counted if there is a clear indication on the ballot that the voter has made a definite choice.” Subsection (b) further requires the Department of State to “adopt specific rules for each certified voting system prescribing what constitutes a ‘clear indication on the ballot that the voter has made a definite choice.’ The rules may not:

- Exclusively provide that the voter must properly mark or designate his or her choice on the ballot; or
- Contain a catch-all provision that fails to identify specific standards, such as ‘any other mark or indication clearly indicating that the voter has made a definite choice.’”

Rule 1S-2.027, *F. A. C.*, entitled “Clear Indication of Voters Choice on a Ballot” provides specific standards for determining votes on optical scan ballots.

3. 2006 Auditor General Findings

In 2006, the Auditor General conducted an operational audit on the Department of State’s administration of the Federal Help America Vote Act of 2002 during the period July 1, 2004 through February 28, 2006, and other select activities through May 23, 2006. See Report 2006-194, “Department of State - Help America Vote Act (HAVA) and the Florida Voter Registration System (FVRS) - Operational Audit.” In Finding #1: Voting System Certification Checklist, the Auditor General states that the Department had implemented voting system certification procedures that incorporated the requirements included in Section 101.5606, *Florida Statutes*. However, the report notes that a procedure was not in place to evidence for the public record that the voting systems being certified had met the requirements of Florida law.

The Division of Elections web site provides public access to information on all certified voting system vendors by system title, county, vendor or precinct voting method. In addition, the Department has drafted a document (Florida Voting Systems certification Checklist & Test Record) that could provide a mechanism to document the Department’s processes performed relating to Section 101.5606, *Florida Statutes*.



ELEMENT 1. USE OF TITLE III REQUIREMENTS PAYMENTS

B. PROVISIONAL VOTING AND VOTING INFORMATION

How the State will use the requirements payment to meet the requirements of Title III, and, if applicable under section 251(b)(2), to carry out other activities to improve the administration of elections.

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Section 302(a) Provisional Voting Requirements

The Help America Vote Act of 2002 (HAVA) requirements for provisional voting state that if an individual declares that he or she is a registered voter in the jurisdiction in which he or she is attempting to vote but his or her name does not appear on the official list of eligible voters, the individual is permitted to cast a provisional ballot.

a. *Section 302(a)(1): Do Florida's election laws require election officials at the polling place to notify individuals that they may cast a provisional ballot?*

Yes, and no further actions are required.

Section 101.031(2), *Florida Statutes*, states that the Supervisor of Elections in each county shall post at each polling place in the county the Voter's Bill of Rights and Responsibilities. Included in the Voter's Bill of Rights is the right of each registered voter to cast a provisional ballot, if his or her registration *or identity* is in question. The Division of Elections' Polling Place Procedures Manual (DS-DE 11) instructs poll workers to read informational signs that appear in print on the walls of the polling place and to offer magnifying sheets for visually impaired voters. Additionally, pursuant to Section 101.043(3), *Florida Statutes*, (effective January 1, 2006), persons who fail to provide photo identification and signature must be allowed to cast a provisional ballot.

b. *Section 302(a)(2): Do Florida's election laws state that any person attempting to vote whose name does not appear on the official list of eligible voters be permitted to cast a provisional ballot at the polling place upon the execution of a written affirmation by the individual that they are: (A) a registered voter in the jurisdiction in which the individual desires to vote; and (B) eligible to vote in that election.*

Yes, and no further actions are required.

Section 101.048, *Florida Statutes*, states that any voter claiming to be properly registered and eligible to vote at a particular precinct, but whose eligibility cannot be determined or whose eligibility is challenged by any person, will be given a provisional ballot. A Provisional Ballot Voter's Certificate and Affirmation must be completed by the individual



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 20

casting a provisional ballot indicating that he or she is registered to vote and is a qualified voter of the county in which he or she is attempting to vote, and has not previously voted in the election. If it is determined that the person voting the provisional ballot was not registered or entitled to vote at the precinct where the person cast a vote in the election, the provisional ballot shall not be counted and the ballot shall remain in the envelope containing the Provisional Ballot Voter's Certificate and Affirmation and the envelope shall be marked "Rejected as Illegal."

Currently, in Florida, in order for provisional ballots to count they must be cast in the precinct in which the voter is registered. This means that votes for President, U.S. Senate or other statewide officials such as Governor and Attorney General, would not be counted if a voter cast a provisional ballot at a wrong precinct. Section 302 of HAVA does not specify what constitutes the appropriate jurisdiction for casting and counting a provisional ballot. The section requires: If an individual states that [s/he] is a registered voter in the jurisdiction in which the individual desires to vote and that the individual is eligible to vote in an election for Federal office, but the name of the individual does not appear on the official list of eligible voters for the polling place...such individual shall be permitted to cast a provisional ballot...

- (2) The individual shall be permitted to cast a provisional ballot at that polling place upon the execution of a written affirmation ...stating that the individual is—
- (A) A registered voter in the jurisdiction in which the individual desired to vote; and
 - (B) Eligible to vote in that election.

The HAVA State Plan Committee (2006) finds that the issue before the Committees in 2003 and 2004 regarding the definition of jurisdiction for purposes of determining whether someone is in the appropriate place to vote has since been resolved by the Florida Legislature and the courts. They have determined that jurisdiction refers to precincts and that in order to vote a provisional ballot a person must be in his or her designated precinct location.

c. Section 302(a)(3): Do Florida's election laws require a completed provisional ballot be given to an appropriate State or local election official to determine whether the individual is eligible under State law to vote?

Yes, and no further actions are required.

Section 101.048(1), *Florida Statutes*, states that all provisional ballots are placed in a secrecy envelope and then sealed in a provisional ballot envelope. All provisional ballots shall remain sealed in their envelopes for return to the Supervisor of Elections.

Section 101.048, *Florida Statutes*, was amended in 2005 (effective January 1, 2006) in several places to permit a person casting a provisional ballot to have the right to present written evidence supporting his or her eligibility to vote to the Supervisor of Elections by



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 21

not later than 5 p.m. on the 3rd day following an election. Section 101.111, *Florida Statutes*, permits any elector or poll watcher to challenge the eligibility of any elector, including one who casts a provisional ballot, by filing an oath, using a specified form.

Section 101.048(2)(a), *Florida Statutes*, states the county canvassing board shall examine each provisional ballot envelope, other evidence presented by the provisional voter and any evidence presented by a challenger to determine by a preponderance of the evidence if the person voting that ballot was entitled to vote at the precinct where the person cast a vote in the election and that the person had not already cast a ballot in the election.

d. Section 302(a)(4): Is the provisional ballot counted if the appropriate State or local election official determines the individual is eligible under State law to vote?

Yes, and no further actions are required.

Section 101.048(2)(b)1., *Florida Statutes*, states that if it is determined that the person was registered and entitled to vote at the precinct where the person cast a ballot, the canvassing board will compare the signature on the provisional ballot envelope with the signature on the voter's registration record and, if it matches, will count the ballot.

e. Section 302(a)(5)(A): Are the individuals who cast a provisional ballot given written information that states that any individual who casts a provisional ballot will be able to ascertain whether the vote was counted and, if not, the reason that the vote was not counted?

Yes, and no further actions are required.

Subsections (5)-(6) of section 101.048, *Florida Statutes*, provide that each person casting a provisional ballot shall be given written instructions and information on how to determine whether his or her vote was counted.

f. Section 302(a)(5)(B): Has the appropriate State or local election official established a free access system to provide this information to individuals casting provisional ballots?

Yes, and no further actions are required.

Subsections (5) and (6) of Section 101.048(5), *Florida Statutes*, require each Supervisor of Elections to establish a free access system that allows each person who casts a provisional ballot to determine whether his or her provisional ballot was counted in the final canvass of votes and, if not, the reasons why:

(5) Each person casting a provisional ballot shall be given written instructions regarding the person's right to provide the Supervisor of Elections with written evidence of his or her eligibility to vote and regarding the free access system established pursuant to subsection (6). The instructions shall contain information on how to access the system and the information the voter will



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 22

need to provide to obtain information on his or her particular ballot. The instructions shall also include the following statement: "If this is a primary election, you should contact the Supervisor of Elections' office immediately to confirm that you are registered and can vote in the general election."

(6) Each Supervisor of Elections shall establish a free access system that allows each person who casts a provisional ballot to determine whether his or her provisional ballot was counted in the final canvass of votes and, if not, the reasons why. Information regarding provisional ballots shall be available no later than 30 days following the election. The system established must restrict information regarding an individual ballot to the person who cast the ballot.

It is recommended that each county, as a minimum, provide to voters who cast provisional ballots written notification by mail informing them of whether their ballot was counted and, if not, why it was not counted. Supervisors of elections are also strongly encouraged to develop a toll-free number or access to this information via the Internet. Each Supervisor of Elections has established the free access system for his or her county.

g. Section 302(a)(5)(B) Has the appropriate State or local official established procedures to protect the security, confidentiality and integrity of the personal information collected and stored by the free access system, restricting access to the individual who cast the ballot?

Yes, and no further actions are required.

Section 101.048, *Florida Statutes*, requires the free access system established by the Supervisors of Elections to restrict access to information regarding an individual ballot to the person who cast the ballot.

2. Section 302(b) Voting Information Requirements

HAVA requirements for voting information state that the appropriate State or local election official shall cause voting information to be publicly posted at each polling place on the day of each election for Federal office.

a. Section 302(b)(2)(A): Is a sample version of the ballot that will be used for that election posted?



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 23

Yes, and no further actions are required.

Section 101.20, *Florida Statutes*, states that two sample ballots shall be furnished to each polling place by the officer whose duty it is to provide official ballots. The sample ballots shall be in the form of the official ballot as it will appear at the polling place on Election Day. Sample ballots shall be open to inspection by all electors in any election.

b. Section 302(b)(2)(B): Is information regarding the date of the election and the hours during which polling places will be open posted on election day?

Yes, and no further actions are required.

Currently, all cards that are posted in accordance with section 101.031, *Florida Statutes*, in polling places include the hours the polls will be opened. Section 101.031, *Florida Statutes*, requires the Department of State, or in case of municipal elections the governing body of the municipality, to print, in large type on cards, instructions for the electors to use in voting. Each Supervisor of Elections shall send a sufficient number of these cards to the precincts prior to an election. The election inspectors shall display the cards in the polling places as information for electors. The cards shall contain information about how to vote and such other information as the Department of State may deem necessary.

Currently, all sample ballots posted in polling places in accordance with section 101.20(1), *Florida Statutes*, include the date of the election. Section 101.20(1), *Florida Statutes*, states that two sample ballots shall be furnished to each polling place by the officer whose duty it is to provide official ballots. Sample ballots shall be open to inspection by all electors in any election, and a sufficient number of reduced-size ballots may be furnished to election officials so that one may be given to any elector desiring same.

d. Section 302(b)(2)(C): Are instructions on how to vote, including how to cast a vote and how to cast a provisional ballot posted on Election Day?

Yes, and no further actions are required.

Section 101.031, *Florida Statutes*, states the Department of State, or in case of municipal elections the governing body of the municipality, shall print, in large type on cards, instructions for the electors to use in voting. It shall provide not less than two cards for each voting precinct for each election and furnish such cards to each supervisor upon requisition. Each Supervisor of Elections shall send a sufficient number of these cards to the precincts prior to an election. The election inspectors shall display the cards in the polling places as information for electors. The cards shall contain information about how to vote and such other information as the Department of State may deem necessary.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 24

In addition, section 101.5611, *Florida Statutes*, requires the Supervisor of Elections to provide instructions at each polling place on the proper method for casting a ballot for the specific voting system used in that jurisdiction.

Section 97.026, *Florida Statutes*, amended in 2002, states the intent of the Legislature that all forms required to be used under Florida's elections laws shall be made available, upon request, in alternative formats. It was further amended, in 2005 (effective January 1, 2006), to permit the Department of State to adopt rules to administer this provision. The Department produces, upon request, instructions and forms in alternative formats.

The Division of Elections distributes periodically to all 67 counties posters that include instructions to voters that are to be displayed at each polling place on Election Day. A copy of the poster in English and Spanish is included in Appendices A-B. In Miami-Dade County, the posters are printed in English, Spanish and Creole. These posters inform voters about what specific forms of identification are acceptable, when they would need to vote a provisional ballot, instructions on how to cast a provisional ballot, and instructions on how to provide written evidence of eligibility. Effective as of January 1, 2006, sections 101.031, and 101.043, Florida Statutes, now provide that a voter can no longer prove his or her identify by signing an affidavit. Specific forms of identification are required without which the person must be allowed to vote a provisional ballot.

e. Section 302(b)(2)(D) Are instructions for mail-in registrants and first-time voters under section 303(b) posted on Election Day?

Yes, and no further actions are required.

Under Section 101.031(1), *Florida Statutes*, the Department of State is required to print, in large type on cards, instructions for the electors to use in voting. The election inspectors shall display the cards in the polling places as information for electors. The cards shall contain information about how to vote and such other information as the Department of State may deem necessary. The cards must also include the list of rights and responsibilities afforded to Florida voters.

The Division of Elections distributes periodically to all 67 counties posters that provide instructions to mail-in registrants and first-time voters. A copy of the poster in English and Spanish is included in Appendices A-B. In Miami-Dade County, the posters are printed in English, Spanish and Creole.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 25

f. *Section 302(b)(2)(E): Is general information on voting rights, including information on the right of an individual to cast a provisional ballot posted on Election Day?*

Yes, and no further actions are required.

Section 101.031(2), *Florida Statutes*, last amended in 2005, requires the Supervisor of Elections in each county to post at each polling place the Voter's Bill of Rights and Responsibilities. The Voter's Bill of Rights states that each registered voter in this State has the right to:

1. Vote and have his or her vote accurately counted.
2. Cast a vote if he or she is in line at the official closing of the polls in that county.
3. Ask for and receive assistance in voting.
4. Receive up to two replacement ballots if he or she makes a mistake prior to the ballot being cast.
5. An explanation if his or her registration or identity is in question.
6. If his or her registration or identity is in question, cast a provisional ballot.
7. Written instructions to use when voting, and, upon request, oral instructions in voting from elections officers.
8. Vote free from coercion or intimidation by elections officers or any other person.
9. Vote on a voting system that is in working condition and that will allow votes to be accurately cast.

g. *Section 302(b)(2)(E): Is contact information posted for voters who allege their rights have been violated?*

Yes, and no further actions are required.

As indicated before, the Department of State is required to print, in large type on cards, instructions for the electors to use in voting. The election inspectors shall display the cards in the polling places as information for electors. The cards shall contain information about how to vote and such other information as the Department of State may deem necessary. The cards must also include the list of rights and responsibilities afforded to Florida voters.

Additionally, the Division of Elections has updated and reprinted the Voter's Bill of Rights and Responsibilities, as modified in 2005, on to the posters. These posters are distributed to all 67 counties and displayed at each polling place on Election Day. The posters have been updated to provide voters with contact information if they believe their voting rights have been violated. The specific instruction states: *You may have other voting rights under state and federal laws. If you believe your voting rights have been violated, please contact Florida Department of State, Division of Elections, 1-877-868-3737, a toll-free number.*

A copy of the poster in English and Spanish is included as Appendices C and D. In Miami-Dade County, the posters are printed in English, Spanish and Creole.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 26

h. Section 302(b)(2)(F): Is information on laws regarding prohibitions on acts of fraud and misrepresentation posted?

Yes, and no further actions are required.

Section 101.5611(2), *Florida Statutes*, requires the Supervisor of Elections to post at each polling place a notice that reads: "A person who commits or attempts to commit any fraud in connection with voting, votes a fraudulent ballot, or votes more than once in an election can be convicted of a felony of the third degree and fined up to \$5,000 and/or imprisoned for up to 5 years."

i. Section 302(c) Are individuals who vote in an election as a result of a court order or any other order extending the time established for closing the polls by a State law required to cast a provisional ballot? This provisional ballot must be separated and held apart from other provisional ballots cast by those not affected by the order.

Yes, and no further actions are required.

Section 101.049, *Florida Statutes*, permits, under special circumstances, any person voting in an election after the regular poll-closing time pursuant to a court or other order extending the statutory polling hours to vote a provisional ballot. Once voted, the provisional ballot shall be placed in a secrecy envelope and sealed in a provisional ballot envelope. All such provisional ballots will remain sealed and transmitted to the Supervisor of Elections separate and apart from all other ballots. The supervisor shall ensure that late-voted provisional ballots are not commingled with other ballots. Provisions related to persons with disabilities were added in 2005 (effective January 1, 2006) and are described in another section of this report.

j. Section 302(d): The effective date for complying with the Provisional Voting and Voting Information requirements is on and after January 1, 2004.

The Provisional Voting and Voting Information Requirements were completed as required by HAVA on January 1, 2004.



ELEMENT 1. USE OF TITLE III REQUIREMENTS PAYMENTS

C. VOTER REGISTRATION

How the State will use the requirements payment to meet the requirements of Title III, and, if applicable under section 251(b)(2), to carry out other activities to improve the administration of elections

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

The Help America Vote Act of 2002 (HAVA) establishes minimum requirements for a single, centralized, computerized statewide voter registration list that will serve as the single system for storing and managing the official list of registered voters throughout the State. The basis for developing and maintaining a single registration system is (1) to ensure with accuracy and timeliness that all eligible voters can vote and (2) to ensure that all ineligible persons cannot vote.

The Florida Legislature authorized the Secretary of State to create and administer a statewide voter registration system as required by HAVA. In addition, the Florida Legislature authorized the Secretary of State to delegate voter registration duties and records maintenance activities to voter registration officials whose responsibilities shall be performed in accordance with state and federal law. These changes were effective January 1, 2006.

2. Computerized Statewide Voter Registration List Requirements

a. *Section 303(a)(1)(A)(i)-(vii) through 303(a)(5): Does Florida's existing statewide database meet requirements for implementing and maintaining a single, uniform, official, centralized, interactive computerized statewide voter registration list defined, maintained, and administered at the State level that contains the name and registration information of every legally registered voter in the State and assigns a unique identifier to each legally registered voter in the State and includes information specified in HAVA?*

Yes, and no and further actions are required.

Florida Voter Registration System Implementation

The Department of State began designing a new statewide voter registration system in 2003 which would comply with HAVA. The new system known as the Florida Voter Registration System (FVRS) is designed to interface and operate with the 67 county voter registration systems to maintain a single, uniform, official, centralized, interactive computerized voter registration system. The local Supervisor of Elections is responsible for updating voter registration information, entering new voter registrations, and acting as the



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 28

official custodian of voter registration documents at the county level. In addition, each local Supervisor of Elections ensures that list maintenance duties are conducted in accordance with Section 98.015, 98.065, and 98.075, *Florida Statutes*. However, the Secretary of State, as chief election officer, is responsible for implementing, operating, and maintaining the statewide voter registration system as required by HAVA (Section 98.035, *Florida Statutes*).

The FVRS became fully operational in January 2006 and complies with all of HAVA requirements under Section 303 (a) as follows:

- i. The FVRS is the single uniform, official, centralized, interactive statewide voter registration system for storing and managing the official list of registered voters throughout the State (Section 98.035, *Florida Statutes*).
- ii. The FVRS contains the name and registration information of every legally registered voter in the state (Section 98.035, *Florida Statutes*).
- iii. The FVRS provides each legally registered voter in Florida with a unique identifier (Section 98.035, *Florida Statutes*).
- iv. The FVRS is coordinated with other agency databases including the Department of Health, the clerk of the circuit court, the United States Attorney's office, the Department of Law Enforcement, the Board of Executive Clemency, the Department of Corrections, and the Department of Highway Safety and Motor Vehicles (Section 98.093, *Florida Statutes*).
- v. Any authorized election official in Florida, including any authorized local election official, may obtain immediate electronic access to the voter registration information in the FVRS (Sections 97.012 and 98.015, *Florida Statutes*).
- vi. All voter registration information obtained by authorized local election officials in Florida is electronically entered into FVRS on an expedited basis at the time the information is provided to the local official (Section 97.053 and 98.015, *Florida Statutes*).
- vii. The Secretary of State as chief election officer provides support as may be required so that local election officials are able to enter information (Section 97.012, *Florida Statutes*).
- viii. The FVRS serves as the "official" voter registration list for the conduct of all elections for Federal office in the Florida (Section 98.035, *Florida Statutes*).



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 29

In order to oversee further the voter registration requirements of HAVA and the Florida law, the Secretary of State established the Bureau of Voter Registration Services in 2005. The Bureau of Voter Registration Services has four management areas:

- Office of Bureau Chief: Manages the overall operations of the Bureau and FVRS.
- Voter Services Section: Processes voter registrations and enters data into the FVRS.
- The Compliance and Regulation Section: Assesses county and agency records to perform credible and reliable checks on potential ineligible voters.
- NVRA Section: Coordinates operations of the 1993 National Voter Registration Act and the Florida Voter Registration Act.

3. Computerized List Maintenance

a. *Section 303(a)(2): Does Florida have the appropriate State or local election official to perform various list maintenance functions on a regular basis including a removal process in accordance with NVRA of 1993?*

Does Florida have a process in place to remove ineligible voters from the list of eligible voters that complies with Section 8 of 42 U.S.C. 1973?

Does Florida's FVRS list maintenance procedure ensure that each registered voter's name will appear on the list, that duplicate names are eliminated from the list, and that only persons who are not registered or who are not eligible to vote are removed from the computerized list?

Yes, and no further actions are required.

Computerized List Maintenance

The FVRS is maintained according to the HAVA requirements to ensure that the names and registration information of every legally registered voter in the State are on the computerized list. Only supervisors of elections are authorized to remove voters who are not eligible. Two primary maintenance processes occur to ensure that the voter registration records are accurate and current.

Each of Supervisor of Elections is required to conduct a bi-ennial general list maintenance program in a nondiscriminatory manner and in compliance with the Voting Rights Act of 1965, the National Voter Registration Act of 1993, and the Help America Vote act of 2002 (Section 98.065, *Florida Statutes*). This list maintenance process includes actions such as incorporating changes of address notices and requests, designating inactive voters, and removing voters from the list. At the state level, the Bureau of Voter Registration Services also conducts daily list maintenance activities pursuant to Section 98.075, *Florida Statutes*,



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 30

in a uniform, nondiscriminatory manner and in compliance with the Voting Rights Act of 1965, the National Voter Registration Act of 1993, and the Help America Vote Act of 2002. This process culminates with activities by the local supervisors of elections who make the final determination of whether to remove an ineligible registrant from the computerized list. The Bureau initially identifies duplication registrations for subsequent resolution and removal by the local supervisors of elections. The Bureau also identifies through credible and reliable checks of comparative data obtained from various state agencies those registrants who have been adjudicated mentally incapacitated and their right to vote have not been restored, and who have been convicted of a felony and whose rights have not been restored before forwarding the information to the supervisors of elections for removal of those voters in accordance with Section 98.075, Florida Statutes. All other registrants who may be ineligible based on other criteria such as age, lack of U.S. citizenship, fictitious name, or non-legal residence) are similarly subject to the notice and removal process in Section 98.075, Florida Statutes, regardless of the source of the information in accordance with the HAVA requirement to ensure against removing eligible voters in error.

4. Technological Security of Computerized List

Section 303(a)(3): Does Florida have the appropriate State or local official to provide adequate technological security measures to prevent the unauthorized access to the FVRS?

Yes and no further actions are required.

a. Technological Security of Computerized List/Risk Management

Pursuant to the requirements of chapter 282, *Florida Statutes*, the Department of State, as is required of all agencies, conducts, and periodically updates, a comprehensive risk analysis to determine the security threats to data and information technology resources within the department and its divisions and bureaus. The Florida Voter Registration System (FVRS) is now included as a part of that risk analysis. The risk analysis information is confidential and exempt from the provisions of Section 119.07(1), *Florida Statutes*, except to the Auditor General so that he or she may perform post-auditing duties.

In 2006, the Department of State requested that the Auditor General conduct an operational audit of the Florida Voter Registration System. In response to certain findings highlighted in the subsequently issued Auditor General's report, entitled "*Department of State-Help America Voter Act (HAVA) and the Florida Voter Registration System (FVRS)-Operational Audit*," (Report No. 2006-194), the Department completed a baseline risk assessment of FVRS in June 2006. Additionally, the Department took other major steps in response to the report including the creation of a system security plan and the execution of a memorandum of understanding between the Department of State and each of the 67 county Supervisors of



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 31

Elections regarding information security issues and protocols. The Department has designated a chief information security manager for FVRS who provides assistance or guidance as needed to local system security administrators in each of those counties and is developing a formal training program.

Additionally, the Department is reviewing its overall and local Information Technology (IT) recovery disaster and regional response plans known collectively as "COOP plans" for purposes of ensuring full integration of the FVRS system into such plans. The Department is periodically updating technological security policies at the department level and updating authorization procedures. Moreover, the Department continues to develop improved capabilities for documenting all FVRS users and access.

b. IT Governance Model

The Department of State is providing adequate technological security measures to prevent unauthorized access to the Florida Voter Registration System in accordance with section 303(a)(3) of the Help America Vote Act and in a manner consistent with the U.S. Elections Assistance Commission's "Voluntary Guidance on Implementation of Statewide Voter Registration Lists, July 2005" At a minimum, the Department has established standard technological security and access protocols for FVRS to protect the voter registration data from unauthorized and illegal access, modification and disclosure, particularly in consideration of data designated as confidential and/or exempt under Florida's Public Records Law. As an added security measure, the FVRS has been designed to track and record complete transactional history within the database for purposes of subsequent audit and accountability. For recovery and restoration purposes, a full backup of all FVRS data is performed on a daily basis and such tape copy is stored in a protected off-site location.

c. Data Integrity

The Department continues to improve on its measures to ensure the integrity of the FVRS data. For example, it has improved its systematic ongoing match process for identifying duplicate records each time a new voter registration applicant is entered into FVRS. Working in conjunction with the Florida Department of Law Enforcement, the Department will expand, as time and resources permit, its systematic 'credible and reliable review' process to existing registered voter records in order to identify potentially ineligible persons based on initial comparisons against felony conviction data. The Department continues to use other agency databases to conduct data matching and verification functions associated with the voter registration process. Also as part of the Department's responsibility to oversee the process for ensuring accurate and current registration records in FVRS, the Department is reviewing and will review periodically bi-annual certifications filed by the respective Supervisors of Elections regarding their efforts to conduct registration list maintenance and registration record maintenance activities based on address changes and grounds for ineligibility, respectively.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 32

5. Minimum Standards for Accuracy of State Voter Registration Records

Section 303(a)(4): Does Florida have a minimum standard of accuracy for voter registration records which removes registrants consistent with the NVRA of 1993 who have not responded to notices and who have not voted in 2 consecutive general elections for Federal office? Does Florida have safeguards to ensure that eligible voters are not removed in error from the FVRS?

Yes, and no further actions are necessary.

The FVRS is updated regularly as required by HAVA to remove registrants who are ineligible to vote consistent with the National Voter Registration Act of 1993. The Florida Legislature put in safeguards to ensure that eligible voters are not removed in error as required by HAVA (Sections 98.065 and 98.075 *Florida Statutes*). Additionally if any person is removed erroneously or illegally from the FVRS, the name of the elector shall be restored by a voter registration official upon satisfactory proof, even though the registration period is closed (Section 98.081, *Florida Statutes*).

Excerpted below are the statutory notice and due process procedures that a Supervisor of Elections must follow before he or she can remove ineligible voters who have been adjudicated mentally incapacitated and have not had their voting rights restored, or who have been convicted of a felony and whose rights have not been restored:

Section 98.075(7), Florida Statutes-- PROCEDURES FOR REMOVAL

(a) If the supervisor receives notice or information pursuant to subsections (4)-(6), the supervisor of the county in which the voter is registered shall:

1. Notify the registered voter of his or her potential ineligibility by mail within 7 days after receipt of notice or information. The notice shall include:

a. A statement of the basis for the registered voter's potential ineligibility and a copy of any documentation upon which the potential ineligibility is based.

b. A statement that failure to respond within 30 days after receipt of the notice may result in a determination of ineligibility and in removal of the registered voter's name from the statewide voter registration system.

c. A return form that requires the registered voter to admit or deny the accuracy of the information underlying the potential ineligibility for purposes of a final determination by the supervisor.

d. A statement that, if the voter is denying the accuracy of the information underlying the potential ineligibility, the voter has a right to request a hearing for the purpose of determining eligibility.

e. Instructions for the registered voter to contact the Supervisor of Elections of the county in which the voter is registered if assistance is needed in resolving the matter.

f. Instructions for seeking restoration of civil rights following a felony conviction, if applicable.

2. If the mailed notice is returned as undeliverable, the supervisor shall publish notice once in a newspaper of general circulation in the county in which the voter was last registered. The notice shall contain the following:

a. The voter's name and address.

b. A statement that the voter is potentially ineligible to be registered to vote.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 33

c. A statement that failure to respond within 30 days after the notice is published may result in a determination of ineligibility by the supervisor and removal of the registered voter's name from the statewide voter registration system.

d. An instruction for the voter to contact the supervisor no later than 30 days after the date of the published notice to receive information regarding the basis for the potential ineligibility and the procedure to resolve the matter.

e. An instruction to the voter that, if further assistance is needed, the voter should contact the Supervisor of Elections of the county in which the voter is registered.

3. If a registered voter fails to respond to a notice pursuant to subparagraph 1. or subparagraph 2., the supervisor shall make a final determination of the voter's eligibility. If the supervisor determines that the voter is ineligible, the supervisor shall remove the name of the registered voter from the statewide voter registration system. The supervisor shall notify the registered voter of the supervisor's determination and action.

4. If a registered voter responds to the notice pursuant to subparagraph 1. or subparagraph 2. and admits the accuracy of the information underlying the potential ineligibility, the supervisor shall make a final determination of ineligibility and shall remove the voter's name from the statewide voter registration system. The supervisor shall notify the registered voter of the supervisor's determination and action.

5. If a registered voter responds to the notice issued pursuant to subparagraph 1. or subparagraph 2. and denies the accuracy of the information underlying the potential ineligibility but does not request a hearing, the supervisor shall review the evidence and make a final determination of eligibility. If such registered voter requests a hearing, the supervisor shall send notice to the registered voter to attend a hearing at a time and place specified in the notice. Upon hearing all evidence presented at the hearing, the supervisor shall make a determination of eligibility. If the supervisor determines that the registered voter is ineligible, the supervisor shall remove the voter's name from the statewide voter registration system and notify the registered voter of the supervisor's determination and action.

(b) The following shall apply to this subsection:

1. All determinations of eligibility shall be based on a preponderance of the evidence.

2. All proceedings are exempt from the provisions of chapter 120.

3. Any notice shall be sent to the registered voter by certified mail, return receipt requested, or other means that provides a verification of receipt or shall be published in a newspaper of general circulation where the voter was last registered, whichever is applicable.

4. The supervisor shall remove the name of any registered voter from the statewide voter registration system only after the supervisor makes a final determination that the voter is ineligible to vote.

5. Any voter whose name has been removed from the statewide voter registration system pursuant to a determination of ineligibility may appeal that determination under the provisions of s. 98.0755.

6. Any voter whose name was removed from the statewide voter registration system on the basis of a determination of ineligibility who subsequently becomes eligible to vote must reregister in order to have his or her name restored to the statewide voter registration system.

Additionally, in order to monitor the supervisors of elections' voter registration records maintenance activities, supervisors are required to file bi-annual reports on the activities conducted during the first 6 months and the last 6 months of the year. These certification reports must include the number of persons to whom notices were sent pursuant to subsection (7) of section 98.075, *Florida Statutes*, the number of persons who responded to the notices, the number of notices returned as undeliverable, the number of notices



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 34

published in the newspaper, the number of hearings conducted, and the number of persons removed from the statewide voter registration systems and the reasons for such removals. If the department determines that a supervisor has not satisfied the requirements of Section 98.075, *Florida Statutes*, the department shall satisfy the appropriate requirements for that county. A supervisor of elections' failure to comply with these requirements constitutes a violation of Section 104.051, *Florida Statutes*.

A voter may appeal the determination of ineligibility as outlined in Section 98.0755, *Florida Statutes*. The appeal must be filed in the circuit court of the county where the person was registered. The notice of appeal is subject to the time and manner requirements in the Florida Rules of Appellate Procedure and acts as supersedeas. Trial in the circuit court is de novo and governed by the rules of that court. Unless the person can show that his or her name was erroneously or illegally removed from the statewide voter registration system, or that he or she is indigent, the person must bear the costs of the trial in the circuit court. Otherwise, the cost of the appeal must be paid by the Supervisor of Elections.

6. Verification of Voter Registration Information

Section 303(a)(5): 1. Does Florida's voter registration application process require either a driver's license number or last four digits of the social security number? 2. Does Florida's voter registration application process assign the applicant with a unique identification number which identifies the applicant for voter registration purposes? 3. Does Florida have a process to determine whether the information provided by the voter registration applicant is sufficient to meet the requirements of HAVA, in accordance with State law? 4. Do Florida's Secretary of State and the Executive Director of the Department of Highway and Safety Motor Vehicles have an agreement to match voter information in their respective databases? 5. Does the Executive Director of the Department of Highway Safety and Motor Vehicles have an agreement with the Commissioner of Social Security under 205(r)(8) subparagraph C?

Yes, and no further actions are necessary.

Florida has a uniform statewide voter application which requires the driver's license number or the last four digits of the social security number (Section 97.052, *Florida Statutes*). FVRS assigns each applicant an unique identifier for purposes of processing their applications. (Section 97.053, *Florida Statutes*).

Florida has a process to determine whether the information provided by the voter registration applicant is sufficient to meet the requirements of HAVA, in accordance with State law (Sections 97.053 and 97.057, *Florida Statutes*). The Florida Department of State entered into an agreement with the Florida Department of Highway Safety and Motor Vehicles to match and verify the accuracy of the information on the voter registration application. In turn, under HAVA, the Executive Director the Department of Highway Safety and Motor Vehicle entered into an agreement in November 2005 with the



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 35

Commissioner of Social Security Administration to verify that the last 4 digits of the social security numbers provided on the applications. The Department of State is in the process of updating its agreement with the Department of Highway Safety and Motor Vehicles to reflect the transition from development and implementation of the Florida Voter Registration System to its maintenance and operation (Section 97.057, *Florida Statutes*).

7. Deadline for Computerized Statewide Voter Registration List

Section 303(d)(1)(A): Can Florida meet HAVA's requirement to have operational a computerized statewide voter registration list, as defined by HAVA?

Yes and no further actions are required.

The State practically could not meet the initial January 1, 2004 deadline. Substantial professional and technical work was required to design and establish a computerized statewide voter registration list that meets HAVA's standards. Pursuant to Section 303(d)(1)(B) and Chapter 2003-415, *Laws of Florida*, the State sought a waiver from the Federal Election Commission (FEC) and the Elections Assistance Commission (the successor to the FEC) to extend the deadline from January 1, 2004, to January 1, 2006, based on the State's certification that it could not meet the deadline for good cause and the reasons for its failure to meet such deadline. The Election Assistance Commission granted the waiver and the State of Florida met the January 2006 deadline for establishing a computerized statewide voter registration list.

8. Requirements for Voters Who Register By Mail

a. Section 303(b)(1) through (4): Does Florida meet HAVA's identification requirements for a voter who registers by mail and has not previously voted in an election for Federal office in the State or registers by mail, has not previously voted in the jurisdiction and is in a State that does not have a computerized statewide voter list that meets HAVA's requirements?

Yes, and no further actions are required.

Because many voters register by mail instead of in-person, the procedures used for mail registration are also an important component of establishing and maintaining a complete and accurate statewide voter registration list. Section 303(b) of HAVA requires that a state's mail voter registration system be administered in a "uniform and nondiscriminatory manner" and establishes minimum requirements for such a system.

Persons who register by mail and have not voted in an election for federal office must provide identification prior to voting. If the State is able to match the voter's driver's license number or Social Security number against an existing State record bearing the same number, name and date of birth, further identification by the voter is not required.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 36

HAVA Sections 303(b)(2)(i) through (ii) require that a first-time voter who votes *in person* may be identified by 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. A voter who votes *by mail* may include with the ballot a copy of a current and valid photo identification or a copy of the other documents listed for the voter who appears in person. An exception is made in HAVA Section 303(b)(3) for mail registrants who provide a copy of required identification at the time of registering, for mail registrants whose driver's license number or last 4 digits of the Social Security number are matched with an existing State record, and for mail registrants who vote under the Uniformed and Overseas Citizens Absentee Voting Act, the Voting Accessibility for the Elderly and Handicapped Act, or under some other provision of Federal law (in which case the specific standards of those acts must be met).

The following sections of Florida law conform to HAVA's mail registration and other voter registration requirements:

- Section 97.052(3)(f), *Florida Statutes*, requires a statement with the uniform statewide voter registration form that informs the applicant that if the form is submitted by mail and the applicant is registering for the first time, the applicant will be required to provide identification prior to voting for the first time.
- Section 97.053(5)(a) & (b), *Florida Statutes*, permits the use of a valid Florida driver's license number or the identification number from a Florida identification card issued under Section 322.051, *Florida Statutes*, for purposes of voter registration.
- Section 97.0535, *Florida Statutes*, specifies at length the requirements for identification that a first-time voter can use and complies with other HAVA requirements outlined previously.
- Section 101.043, *Florida Statutes*, permit a voter to submit to a poll worker at the time of voting a current and valid picture identification with a signature.

b. Section 303(b)(4): Does Florida meet HAVA's requirement for language in the mail voter registration form under Section 6 of the National Voter Registration Act of 1993?

Yes, and no further actions are required.

HAVA requires that mail voter registration forms under Section 6 the National Voter Registration Act shall include the following:



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 37

“(i) The question ‘Are you a citizen of the United States of America?’ and boxes for the applicant to check to indicate whether the applicant is or is not a citizen of the United States.

(ii) The question ‘Will you be 18 years of age on or before election day?’ and boxes for the applicant to check to indicate whether or not the applicant will be 18 years of age or older on election day.

(iii) The statement ‘If you checked ‘no’ in response to either of these questions, do not complete this form.’

(iv) A statement informing the individual that if the form is submitted by mail and the individual is registering for the first time, the appropriate information required under this section must be submitted with the mail-in registration form in order to avoid the additional identification requirements upon voting for the first time.”

Florida’s statewide uniform voter registration application complies with HAVA’s mail voter registration form developed under section 6 of the National Voter Registration Act of 1993. The application adopted through Rule 1S-2.040, Florida Administrative Code pursuant to Section 97.052, Florida Statutes, is available by request from the Division of Elections, by download at: <http://election.dos.state.fl.us> or by contacting any local Supervisor of Elections office.



Element 2. Local Government Payments and Activities

Section 254(a)(2): How the State will distribute and monitor the distribution of the requirements payments to units of local government or other entities in the State for carrying out the activities described in paragraph (1), including a description of—

(A) the criteria to be used to determine the eligibility of such units or entities for receiving the payment; and

(B) the methods to be used by the State to monitor the performance of the units or entities to whom the payment is distributed, consistent with the performance goals and measures adopted under paragraph (8).

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

The Florida Legislature has broad constitutional authority for appropriating federal and State funds annually through the appropriations bill which is eventually signed by the Governor into law. During the annual appropriations process, the Florida Legislature assesses the needs of the State and makes policy and budget decisions which impact every level of government including local government.

The funding of elections in Florida is primarily a local government responsibility since the constitutional authority for running elections rests with the local Supervisor of Elections. Funding authority for elections resides with the Boards of County Commissioners. Each of Florida's 67 Boards of County Commissioners receives a budget request from the Supervisor of Elections and then the Board makes policy and budget decisions based upon county priorities.

Prior to HAVA, there was one major exception. Following the controversial 2000 General Election, the Governor and the citizens of Florida asked the Legislature to enact broad election reforms which included providing State financial assistance to local governments. Over a two-year period, the Legislature provided over \$32 million in State funds to supplement local election budgets and to quicken the pace of election reform in Florida. Most of the State funds were appropriated to the Boards of County Commissioners using two different formulas for accomplishing distinct policy goals—to replace voting systems designated to be decertified and to enact comprehensive voter education programs in every county.

The funding formula used to upgrade voting systems had two important policy goals—to provide a minimum voting system standard of precinct-based optical scanning systems throughout Florida and to provide funding assistance to small counties with very small tax bases. The resulting formula achieved that policy goal and was as follows:



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 39

- Small Counties (population 75,000 or below) received \$7,500/precinct
- Large Counties (population 75,001 and above) received \$3,750/precinct

The Legislature used a different formula to provide State funds for voter education and poll worker recruitment and training. This formula was based upon taking available State funds and distributing them on a per registered voter basis per county. The resulting formula was determined by taking approximately \$6,000,000 in available State funds and dividing it by the number of registered voters during the 2000 General Election and appropriating that money on a pro-rata basis to each county. The resulting appropriation provided \$5,949,375 to counties to fund comprehensive voter education programs and poll worker recruitment and training programs. The combined State and local efforts led to greater voter satisfaction during the 2002 General Election.

Pursuant to the appropriation, the Florida Legislature required each county Supervisor of Elections to submit a detailed description of the plans to be implemented and also a detailed report on the success of the voter education effort. These reports were sent to the Division of Elections and subsequently compiled by the Division into a report sent to the Governor and Florida Legislature.

While the State funds were widely valued, the counties still provided a majority of funding for election reform efforts. According to the 2002 Governor's Select Task Force on Election Procedures, Standards and Technology, a survey of 33 county governments revealed they spent nearly \$110 million toward new voting systems before the 2002 primary and general elections.

2. Distribution of Payments

The HAVA Planning Committee clearly recognizes its advisory role in election reform and acknowledges the authority of the Florida Legislature to make funding decisions for Florida. During the HAVA Planning Committee (2003) discussions, members proposed several recommendations that would provide funding for units of local government. The recommended payments to local government are listed below:

- **Replacement and Reimbursement for Punch Card and Lever Machines**

The HAVA Planning Committee (2003) recommended that the estimated \$11.74 million received pursuant to Section 102 of HAVA be distributed by the Florida Legislature to the State and to the counties on a pro-rated basis for their respective contributions to replace punch cards and lever machines during the 2001-2002 and 2002-2003 fiscal years.¹ The Florida Legislature acted in 2003 to distribute Section 102 federal funds in the amount of \$11,581,377 to the State of

¹ The 2003 General Appropriations Act passed by the Legislature required the Department of State to transfer all amounts eligible for reimbursement under Section 102 of HAVA to the State's Working Capital Fund.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 40

Florida and not the counties. The \$11,581,377 reimbursement is almost one-half the amount the State of Florida invested to replace outdated voting machines between 2001 and 2003.

- **Accessible Voting Systems for Voters with Disabilities**

The HAVA Planning Committee (2003) recommended that HAVA funds should be distributed to counties during the 2004-05 fiscal year to help them meet Section 301 Title III accessibility requirements by the January 1, 2006 deadline. The estimated amount to comply with this requirement was \$11.6 million and the funds would be distributed according to the number of machines accessible for persons with disabilities needed for each county to have one per polling place. The Division of Elections would have the responsibility for determining eligibility of counties receiving HAVA funds. Secondly, the HAVA Planning Committee (2003) recommended that HAVA funds be distributed as a reimbursement on a pro-rated basis to local governments that purchased accessible voting systems and components during the 2001 and 2002 fiscal years.

In the fiscal year 2004-05 the Legislature appropriated \$11.6 million to assist Supervisors of Elections (SOEs) with purchasing DREs in order to provide one accessible voting system at each polling place. Those appropriated funds were distributed to SOEs that had not acquired accessible voting systems by July 1, 2004. There were 51 counties that did not have accessible voting systems at that time. The Division of Elections distributed the funds to fifty-one (51) Supervisors of Elections for this purpose pursuant to the terms of a memorandum of agreement.

In the fiscal year 2005-06 the Legislature appropriated funds to reimburse counties that acquired accessible voting systems prior to July 1, 2004. Funds in the amount of \$13,406,163 were distributed to the sixteen counties that had purchased accessible voting systems prior to July 1, 2004. The appropriation was included in the fiscal year 2005-06 General Appropriations Act, specific appropriation 2931. In addition, there were eight counties that received a total of \$63,215 as reimbursement for existing DREs that were not included in the fiscal year 2004-05 appropriations. The funds were distributed according to the number of machines that are accessible for persons with disabilities that were needed in order for each county to have one per polling place.

No Supervisor of Elections was to receive any funds until the county Supervisor of Elections certified to the Department of State:

- 1) the number of precincts in the county;
- 2) the number of polling places in the county;
- 3) the number of voting machines the county has that meet the disability requirement;
- 4) the county's plan for purchasing the DREs; and
- 5) the date that the county anticipates being in compliance.

In January 2006 the Florida Department of State's Division of Elections surveyed each SOE to determine whether counties had accessible voting systems for each polling place or if signed



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 41

contracts were in place to acquire accessible voting systems in the event delivery had yet not taken place. Two counties, Leon and Union, did not have signed contracts for purchasing accessible voting systems by January 1, 2006. Both counties had to return the funds pursuant to the conditions of the memorandum of agreement between the Department of State and the Supervisors of Elections as well as language included in the Appropriations Act.

The Legislature re-appropriated the voting systems assistance funds for redistribution to Leon and Union counties during the fiscal year 2006-07. Pursuant to language in the Appropriations Act, distribution of the funds was contingent upon the Department of State receiving a certificate from each county certifying that "accessible voting equipment meeting the requirements of section 301(a) of Title III of the Help America Vote Act had been delivered, accepted by the county, and was ready for use in an election." The Department of State received the required certificates from Leon and Union County Supervisors of Elections in July 2006 and issued state warrants to each SOE to redistribute the funds.

- **Statewide Voter Education Program**

For the fiscal year 2003-04, the Florida Legislature appropriated a total of \$2,976,755 to be made available to each county for voter education programs. The distribution was based on a funding level per individual voter multiplied by the number of registered voters in each county for the 2002 General Election. To determine the funding level per individual voter, the Division of Elections divided the total amount of funds appropriated in FY 2003-04 by the total number of registered voters in the State of Florida for the 2002 General Election. The HAVA Planning Committee (2004) also recommended that local governments receive \$3,000,000 for comprehensive voter education efforts for the fiscal year 2005-06.

For each fiscal year 2004-05 and 2005-06, local governments received \$3 million for comprehensive voter education efforts. For the fiscal year 2004-05, the Department distributed an amount to each eligible Supervisor of Elections equal to the funding level per voter multiplied by the number of registered voters in the county for the 2004 Presidential Preference Primary. The Department determined the funding level per voters in the state for the 2004 Presidential Preference Primary. The HAVA Planning Committee (2003) had recommended that local governments receive a total of \$9 million dollars (\$3 million each fiscal year) for comprehensive voter education efforts for the fiscal year 2005-06. HAVA funds for voter education were to be distributed using a similar formula as used in 2003-04. The Division of Elections should be responsible for determining eligibility of any county for the receipt of State or federal funds used in HAVA election reform activities.

For the fiscal year 2006-07, the Florida Legislature appropriated \$2 million to distribute to Supervisors of Elections to assist with voter education activities. Each county was required to provide matching funds of 15%.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 42

Funds for voter education programs were distributed to county Supervisors of Elections for the following purposes: mailing or publishing sample ballots; conducting activities pursuant to the Standards for Nonpartisan Voter Education as provided in Rule 1S-2.033, F.A.C.; print, radio, or television advertising to voters; and other innovative voter education programs, as approved by the Department of State. No Supervisor of Elections received any funds until the county Supervisor of Elections provided to the Department of State a detailed description of the voter-education programs, such as those described above, to be implemented.

In June 2006, the Auditor General conducted an operational audit on the Department of State's administration of the federal Help America Vote Act of 2002 during the period July 1, 2004 through February 28, 2006. See Auditor General Report 2006-194, Department of State Help America Vote Act (HAVA) and the Florida Voter Registration System (FVRS). The report indicated in Finding #7 (voter education) that "one county failed to include four of the five voter education elements contained in the Standards for Nonpartisan Voter Education." The Department of State responded to the Auditor General's report by stating its understanding that HAVA funds paid to counties under the voter education program are not required to be expended for all elements shown in the Department's rule applicable to minimum standards for voter education. For some of the smaller rural counties, the amount of HAVA funds received for voter education programs is insufficient to cover the full costs of all elements in the rule. In these instances, the counties must provide the additional funds needed to implement all voter education activities listed in the rule. Therefore, the Department has not required counties to include each element in the rule in their voter education plans. They have been required to include only the other education activities that will be paid for with HAVA funds.

In addition, the Auditor General Report noted that the activities reported in the expenditure report for one county included an activity that was not included in the county's Plan which was submitted to the Department, though these expenditures would have been allowable. The Department has since updated its voter education procedures to more closely monitor each county's activities as shown in the respective voter education reports following each general election to make sure that the required elements are completed. In addition, the Department will closely compare county-planned activities with actual voter education activities. The Department is also in the process of developing procedures to follow when discrepancies are noted between *planned* and *actual* voter education activities. These procedures will be included in any future memorandums of agreement between the Department and SOEs in which funding is provided to SOEs contingent upon approval of a plan.

In order for a county Supervisor of Elections to be eligible to receive state funding for voter education, each county certified that they would provide matching funds for voter education in the amount equal to fifteen percent of the amount to be received from the state. Additionally, to be eligible, a county must segregate state voter education distributions and required county matching dollars in a separate account established to hold only such funds. Funds in this account must be used only for the activities for which the funds were received. Any funds remaining in



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 43

the fund at the end of the fiscal year shall remain in the account to be used for the same purposes for subsequent years or until such funds are expended.

The Auditor General's Report 2006-194 also noted in Finding #7 (Voter Education) "the expenditure report for one county failed to delineate, as required by the standard reporting form, the State and county funds expended. The Auditor General recommended that the Department ensure that all plans are in compliance with Department rules and Agreements and that voter education expenditures correspond with detailed descriptions in the Plans. In addition, the Auditor General recommended the Department ensure that the matching expenditures are reported separately on the expenditure report. In response, the Department is revising the language in its memorandum of agreements with the SOEs to require that counties report the expenditures made with HAVA funds separately from expenditures made with county funds. Any future agreements between the Department and SOEs to distribute funds to the counties will include the revised language.

The Division of Elections monitors the performance of the contract agreements entered into between the State and each county, in accordance with State procedures. Each county must meet the contractual requirements before payment is approved. Standard auditing procedures for monitoring the use of federal funds are used for the receipt and the distribution of HAVA funds. These standard procedures may include random program audits by the Department of State's Inspector General as well as an annual audit by the Florida Auditor General's office to ensure funds are being expended for the authorized purposes.

- **Payments to Other State Entities**

Through the 2005-06 fiscal years, the Division of Elections recommended that the Department of Highway Safety and Motor Vehicles and the Florida Department of Law Enforcement also receive HAVA funding to assist in the development of the new statewide voter registration system. The Division of Elections entered into a contractual agreement with these other state-level departments and monitors the contracts in accordance with standard auditing procedures for monitoring the use of federal funds. The Divisions will maintain contracts with these two agencies to ensure the accuracy of the voter registration records/information stored in the statewide voter registration system.



Element 3. Voter Education, Election Official Education & Training, Poll Worker Training

Section 254(a)(3): How the State will provide for programs for voter education, election official education and training, and poll worker training which will assist the State in meeting the requirements of Title III.

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

A wide array of national and State task force reports have highlighted the need for a more informed electorate. To achieve this goal, voters, election officials, and poll workers must receive better information and training. Florida assigns the primary responsibility for these daunting tasks to the Department of State and the county Supervisors of Elections. Following election 2000, the Legislature has more clearly delineated the role of each in improving the education of voters, election officials, and poll workers.

The Florida Election Reform Act of 2001 (Chapter 2001-40, Laws of Florida) set deadlines, included a wide array of topics to be addressed by State and county election officials, granted rule making authority to the Department of State, and established a procedure for measuring the effectiveness of the programs and making recommendations to the Governor and the State Legislature. Various acts passed during the 2002-2006 legislative sessions broaden the scope of voter education responsibilities, more definitively spell out voter rights, and ensure that Florida's electoral system conforms to the Americans with Disabilities Act of 1990. Each of these changes has been communicated to election officials at all levels and to the public at-large.

Under Section 98.255, *Florida Statutes*, all 67 county Supervisors of Elections are required to file voter education plans with the Division of Elections in the Department of State in order to qualify for State funds. The Department of State, as directed by the Legislature, also established minimum standards for nonpartisan voter education to be met by each county (Rule 1S-2.033, Florida Administrative Code, "Standards for Nonpartisan Voter Education," effective May 30, 2002).

Significant changes to Florida's election laws and the advent of new voting equipment have also made poll worker education a high priority—as recognized in the Florida Election Reform Act of 2001. Florida's counties have restructured their poll worker training programs. State law now requires Supervisors of Elections to cast their poll worker recruitment nets wider, as the number of poll workers needed escalates in a fast-growing state. Section 102.014, *Florida Statutes*, directs the Division of Elections to "develop a statewide uniform training curriculum for poll workers" and dictates that "each supervisor shall use such curriculum in training poll workers"



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 45

(effective January 1, 2006). The Florida State Poll Workers Training Manual is currently in the final stages of production. A draft of the training manual was distributed at the Florida State Association of Supervisors of Election's summer conference and ideas from this manual are already being implemented in some counties.

2. Voter education: *Section 254(a)(3). How will the State of Florida provide for programs for voter education which will assist the State in meeting the requirements of Title III?*

a. **Introduction:** Voter education in Florida is a joint responsibility of the Department of State and the 67 county Supervisors of Elections. Both levels of government play a role in designing, implementing, and evaluating voter education activities. Both must constantly react to election-related legislation passed by the Florida Legislature.

The State of Florida has adopted extensive voter education requirements and funded county voter education programs (\$6,000,000 in 2001, \$2,976,755 for fiscal years 2003-04, and \$3,000,000 for fiscal year 2004-05). The HAVA Planning Committee (2003) recommended and the state approved an additional \$3 million for the fiscal year 2005-06. For the fiscal year 2006-07, \$2 million was appropriated by the Legislature for voter education.

Each of the 67 county supervisors of elections is required to file "a detailed description of the voter-education programs" in order to receive state funds (Section 98.255, *Florida Statutes*) There are four broad categories of voter education for which these funds may be used: mailing or publishing sample ballots; conducting activities described in the Standards for Nonpartisan Voter Education provided in Rule 1S-2.033, *F.A.C.*; for print, radio, or television advertising to voters; and for other innovative voter education programs, as approved by the Department of State. An analysis of the 2006 county plans shows that most are using their funds for a wide variety of activities within each broad category. Examples include:

Sample Ballots: printing; mailing; distribution of audio sample ballots on CD.

Nonpartisan Voter Education: registration displays in various types of locations; educational brochures; pamphlets; newsletters; pencils; utility bill stuffers; postcards, voter education packets; signs & banners; informational flyers; distribution of buttons, lapel pins, magnets, fans, key chains, jar openers, coloring books, tape measures, bags, bumper stickers, bookmarks, calendars, pens, posters, "I voted" stickers, and other novelty and promotional items featuring voting-oriented information; conducting school elections on county voting equipment; purchasing accessible equipment to use for public demonstrations; promotions for early and absentee ballot voting; voter guides; community events booths; an Electronic Message board constantly updated by the supervisor.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 46

Media Advertising (print & electronic): public service announcements; special programs on availability and use of voting equipment; educational videos (e.g., “First Vote”) to be aired on public education and/or government access stations; voter preparedness guides; registration count-downs; billboards; targeted radio spots (age, race/ethnicity); digital ads to be aired at movie theatres; public service ads for condo associations and other organizations with closed circuit television outlets; infomercials; bus & taxi ads; newspaper ads and inserts; crawlers on local television channel.

Innovative Programs: website design and maintenance; new software for website and newsletter construction; interactive web sites; multi-cultural and multi-lingual (Spanish, Creole, and Portuguese) outreach; registration contests in area high schools; blinking marquee in front of the courthouse; business marquee program; portable signs; murals on local buildings; phone lines for public to use to contact supervisor’s office on election night; mock Internet student elections; development of a countywide audio program for non-readers; participation in local television stations’ Voter Help lines; kiosk locations to show public how new voting equipment works.

County voter education plans filed with the Division of Elections in the Secretary of State’s office are filled with creative approaches. These outreach mechanisms are designed by the elections supervisors to: (1) Better inform their county’s residents about registration and voting; and, (2) Reduce the levels of voter error and confusion that existed during the 2000 election cycle. The approaches used by the 67 individual counties vary considerably, reflecting differences in their demographic and socioeconomic composition (e.g., population size, land area, rural-urban location, age, race/ethnicity, education), county funding levels, and media availability. For example, small counties (under 100,000) are more likely than larger ones to use their voter education funds for the basics—printing and mailing sample ballots, mailing voter guides, and notifying voters of changes in precinct locations. Larger counties (100,000+) are more likely than smaller ones to spend their funds on radio and television advertising, supervisor participation in media programs and events, targeting college students, voter registration workshops, demonstrating voting equipment, and innovative programs.

Section 98.255(1), *Florida Statutes*, directed the Department of State to “adopt rules prescribing minimum standards for nonpartisan voter education” by March 1, 2002. The standards address (but are not limited to):

- (1) Voter registration;
- (2) Balloting procedures for absentee and polling place;
- (3) Voter rights and responsibilities;
- (4) Distribution of sample ballots; and,
- (5) Public service announcements.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 47

In developing the rules, the Department was instructed to “review current voter education programs within each county of the state.” The Department of State adopted Rule 1S-2.033, *F.A.C.*, Standards for Nonpartisan Voter Education on May 30, 2002.

Section 98.255(2), *Florida Statutes*, requires each Supervisor of Elections to “implement the minimum voter education standards” and “to conduct additional nonpartisan education efforts as necessary to ensure that voters have a working knowledge of the voting process.” Under Florida law, voter education must constantly be evaluated and new recommendations for improvements must be made. Section 98.255(3)(a), *Florida Statutes*, requires that “by December 15 of each general election year, each Supervisor of Elections shall report to the Department of State a detailed description of the voter education programs implemented and any other information that may be useful in evaluating the effectiveness of voter education efforts.” Section 98.255(3)(a) requires the “Department of State, upon receipt of such information, [to] prepare a public report on the effectiveness of voter education programs and [to] submit the report to the Governor, the President of the Senate, and the Speaker of the House of Representatives by January 31 of each year following a general election.” Section 98.255(3)(c) directs “the Department of State [to] reexamine the rules adopted pursuant to subsection (1) and consider the findings in the report as a basis for adopting modified rules that incorporate successful voter education programs and techniques, as necessary.”

b. Supervisors of Elections’ Role: Minimum Nonpartisan Voter Education Standards

The Department of State’s “Standards for Nonpartisan Voter Education,” Rule 1S-2.033, *F.A.C.*, requires the following voter education practices by county Supervisors of Elections:

Comprehensive Voter Guide: Contents-- Department of State Rule 1S-2.033, *F.A.C.*, Standards for Nonpartisan Voter Education, requires Supervisors of Elections to create a Voter Guide which shall include: how to register to vote; where voter registration applications are available; how to register by mail; dates for upcoming elections; registration deadlines for the next primary and general election; how voters should update their voter registration information such as changes in name, address or party affiliation; information on how to obtain, vote and return an absentee ballot; voters’ rights and responsibilities pursuant to Section 101.031, *Florida Statutes*; polling information including what times the polls are open, what to bring to the polls, list of acceptable IDs, what to expect at the polls; instructions on the county’s particular voting system; supervisor contact information; and any other information the supervisor deems important.

Voter Guide: Extensive Distribution--Department of State Rule 1S-2.033(1)(b), *F.A.C.*, requires Supervisors of Elections to “provide the Voter Guide at as many places as possible within the county including: agencies designated as voter registration sites pursuant to the National Voter Registration Act; the supervisor’s office; public libraries;



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 48

community centers; post offices; centers for independent living; county governmental offices; and at all registration drives conducted by the Supervisor of Elections.”

Voter Guide, Sample Ballot, & Website Consistency Required--Department of State Rule 1S-2.033(2), *F.A.C.*, states that: “If a supervisor has a website, it must take into account all of the information that is required to be included in the Voter Guide. In addition, when a sample ballot is available, the website must provide either information on how to obtain a sample ballot or a direct hyperlink to a sample ballot.”

Targeted Voter Education: High School Students--Florida’s Department of State Rule 1S-2.033(3), *F.A.C.*, instructs the Supervisors of Elections to work with county school boards to develop voter education and registration programs for high school students. Specifically, the rule requires that “At least once a year in each public high school in the county, the supervisor shall conduct a high school voter registration/education program. The program must be developed in cooperation with the local school board and be designed for maximum effectiveness in reaching and educating high school students.”

Targeted Voter Education: College Students--Florida’s Department of State Rule 1S-2.033(4), *F.A.C.*, dictates that “At least once a year on each college campus in the county, the supervisor shall provide a college registration/education program. This program must be designed for maximum effectiveness in reaching and educating college students.”

Targeted Voter Education: Senior Citizens and Minority Groups--Department of State Rule 1S-2.033(7), *F.A.C.*, requires Supervisors of Elections to “conduct demonstrations of the county’s voting equipment in community centers, senior citizen residences, and to various community groups, including minority groups.” Rule 1S-2.033(8), *F.A.C.*, specifically instructs the supervisors to use minority media outlets to provide more information to voters.

Targeted Voter Education: Individuals and Groups Sponsoring Voter Registration Drives--Department of State Rule 1S-2.033(6), *F.A.C.*, specifically instructs Supervisors of Elections to “provide, upon reasonable request and notice, voter registration workshops for individuals and organizations sponsoring voter registration drives.” Section 98.015(9), Florida Statutes, states that “each supervisor must make training in the proper implementation of voter registration procedures available to any individual, group, center for independent living, or public library in the supervisor’s county.”

Posting of Educational Materials on Voter Rights and Responsibilities--Department of State Rule 1S-2.033(5), *F.A.C.*, requires Supervisors of Elections to “post the listing of the voters’ rights and responsibilities pursuant to Section 101.031, Florida Statutes, at the supervisor’s office.” Section 101.031(2), Florida Statutes, spells out the specific format of the Voter’s Bill of Rights and Responsibilities to be posted by the Supervisor of



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 49

Elections at each polling place. Effective January 1, 2006, the list of voter's rights spells out each registered voter's right to "an explanation if his or her registration or identity is in question" and the right to cast a provisional ballot "if his or her registration or identity is in question."

The Department of State, or in the case of municipal elections, the governing body of the municipality, is required "to print, in large type on cards, instructions for electors to use in voting," including the list of rights and responsibilities and other information about how to vote deemed necessary by the Department of State—Section 101.031(1), *Florida Statutes*. At least two cards shall be provided to each precinct.

Posting of Instructions At Polling Place On The Voting System--Section 101.5611(1), *Florida Statutes*, requires each Supervisor of Elections "to provide instruction at each polling place regarding the manner of voting with the system. In instructing voters, no precinct official may favor any political party, candidate, or issue. Such instruction shall show the arrangement of candidates and questions to be voted on." The supervisor must also "provide instruction on the proper method of casting a ballot for the specific voting system utilized in that jurisdiction." The law requires that "such instruction shall be provided at a place which voters must pass to reach the official voting booth."

Having Information on Proposed Constitutional Amendments At Polling Place--Section 101.171, *Florida Statutes*, requires the Department of State to print and furnish to each Supervisor of Elections "a sufficient number of copies of the amendment either in poster or booklet form" and requires the supervisor to "have a copy thereof conspicuously posted or available at each polling room or early voting area upon the day of election."

Posting Information About Penalty for Vote Fraud--Section 101.5611(2) requires each Supervisor of Elections to post a notice at each polling place that reads "A person who commits or attempts to commit any fraud in connection with voting, votes a fraudulent ballot, or votes more than once in an election can be convicted of a felony of the third degree and fined up to \$5,000 and/or imprisoned for up to 5 years."

Educating Voters About Polling Place and Precinct Changes, Revised Voter Identification Cards--Department of State Rule 1S-2.033, F.A.C., mandates that Supervisors of Elections "shall provide notice of changes of polling places and precincts to all affected registered voters. This notice shall include publication in a newspaper of general circulation as well as posting the changes in at least ten conspicuous places in the county. If the supervisor has a website, the supervisor shall post the changes on the website. The supervisors shall also widely distribute a notice that if a voter does not receive a revised voter identification card within 20 days of the election the voter should contact a specific number at the supervisor's office to obtain polling place information."



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 50

Voter Education Through the Media--Department of State Rule 1S-2.033(8), F.A.C., requires Supervisors of Elections to interface with the media to better inform the electorate. Supervisors are to “participate in available radio, television and print programs and interviews, in both general and minority media outlets, to provide voting information.”

Voter Education Includes But is Not Limited to Nonpartisan Voter Education--Beginning in 2003, the State Legislature has expanded its definition of voter education activities for which counties may receive state funds. There are now four broad categories of voter education for which counties may use state funds: mailing or publishing sample ballots; conducting activities described in the Standards for Nonpartisan Voter Education provided in Rule 1S-2.033, F.A.C.; for print, radio, or television advertising to voters; and for other innovative voter education programs, as approved by the Department of State.

Disseminating Information to Staff, Voters, and Poll Workers

County Supervisors of Elections must constantly update information disseminated to the public, poll workers, and their own staff to conform to state legislative mandates and HAVA requirements.

- Section 101.65, *Florida Statutes*, requires separate printed instructions to be enclosed with each absentee ballot on how to mark and return a ballot. (This was necessary to meet Section 301(a)(1)(B) HAVA requirements.)
- Section 97.0535, *Florida Statutes*, requires county Supervisors of Elections to inform persons registering to vote by mail that if they are registering for the first time, they will be required to provide identification prior to voting the first time.
- Section 101.6923, *Florida Statutes*, spells out the format for printed instructions that are mailed to a voter who has not provided the identification or information required by Section 97.0535, *Florida Statutes*, to the supervisors of elections by the time the absentee ballot is mailed. Effective January 1, 2006, included in the instructions is language clarifying the form of name-and-photograph identification that is acceptable under Florida law (unless excepted): “United States passport; employee badge or identification; buyer’s club identification; debit or credit card; military identification; student identification; retirement center identification; neighborhood association identification; or public assistance identification.”
- Section 101.048(5), *Florida Statutes*, requires county Supervisors of Elections to give written instructions regarding the free access system that allows each person who casts a provisional ballot to determine whether his or her provisional ballot



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 51

was counted in the final canvass of votes and, if not, the reasons why. This is consistent with Section 302(a)(5)(A)&(B) HAVA requirements.

- Section 101.64, *Florida Statutes*, requires county Supervisors of Elections to alert the absentee voter to “Please Read Instructions Carefully Before Marking Ballot and Completing Voter’s Certificate.” Under the law, a person casting an absentee ballot is no longer required to have his/her signature witnessed.
- Section 101.657, *Florida Statutes*, requires each elector voting early to complete an Early Voting Voter Certificate. The law spells out the format of the Early Voting Voter Certificate. A person casting an early vote is no longer required to have his or her signature witnessed.

A number of counties have used their state voter education funds to update materials available at the polling place as well as information (brochures, posters, signs, videos, public service announcements) distributed throughout the county.

c. State Role: Disseminating Information to Voters and Election Officials

• Voter Education through the Internet

The Division of Elections’ website (<http://election.dos.state.fl.us/>) offers extensive information regarding registration, elections (dates, district maps, results, Division reports, forms, publications, press releases, voter turnout, Supervisor of Elections’ contact information), voter fraud, voting systems, laws/opinions/rules, candidates and committees, the initiative petition process, and other helpful government links. Prominently displayed on the Web Site home page is information on: the Voter Assistance Hotline Toll Free Number—for the general public and for people using Text Telephone (TTY); the Florida Voter Fraud Hotline Toll Free Number; Direct Recording Equipment Voting Systems; Public Logic and Accuracy Test Dates; Voting System Security Procedures Enhancements; Early Voting and Absentee reports; a direct link to the Help America Vote Act and the HAVA Planning Committee’s activities and recommendations; Florida Identification Requirements for the 2006 Election Cycle; 2006 Florida Registration and Voting Guide (in English and Spanish); Early Voting Locations. The site also has a link to The Advocacy Center for Persons With Disabilities, Inc. and to the results of an Election Night Voter Report Card (Survey) on the Conduct of Election 2004, along with a 2006 Proposed Constitutional Amendments Booklet (in English and Spanish), calendars of key election dates, and reporting dates for candidates, parties, and political committees.

• Voter Education About Fraud

Section 97.012(12), *Florida Statutes*, requires the Secretary of State to “...provide election fraud education to the public.”



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 52

- Voter Education Media Campaign: Get Out The Vote Foundation

During the 2004 election cycle, the Division of Elections of the Florida Department of State contracted with the Get Out The Vote Foundation, a nonprofit arm of the Florida State Association of Supervisors of Elections, to (1) “coordinate an extensive campaign to educate and inform voters on the use of touch screen voting systems;” (2) to develop a plan and informational materials to conduct a statewide voter information campaign to encourage people to register and vote.

Specifically, in FY 2003-04, the Division of Elections entered into a contract with the Get Out The Vote Foundation, Inc., in the amount of \$247,500. The Foundation hired two well-known communications firms (Ron Sachs Communications and CoreMessage, Inc.) to produce voter education materials for statewide distribution. The two firms jointly produced a half-hour television news magazine-type program called “Before You Vote” designed to inform voters about new voting rules and procedures and new electronic voting machines. The program was distributed to all TV stations and cable companies in Florida for broadcast at two time periods—before both the August primary election and the November general election. Prevention of errors on election day was the primary goal of the program. The bipartisan team also produced eight 30-second TV public service announcements—four each in English and Spanish. These spots-- “Make Freedom Count”--were designed to encourage voters to vote early or by absentee ballot. An additional contract in the amount of \$24,750 was issued to the Get Out The Vote Foundation to create media kits full of facts and figures for all 67 county Supervisors of Elections to use as they interface with the media.

The 2006 campaign, titled “Vote 2006: Make Freedom Count,” features monthly themed activities beginning in February: Register at Work Month, Register at School Month, Register at Your Local Merchants Month, Register at Your House of Worship Month, Register Online Month, and Encourage People to Vote (August, September, & October).

- Procedures for Constant Analysis of Voter Education Effectiveness

Section 98.255(3)(a), *Florida Statutes*, requires Supervisors of Elections to file a report by December 15 of each general election year with the Department of State. This report is “a detailed description of the voter education programs implemented and any other information that may be useful in evaluating the effectiveness of voter education efforts.” Section 98.255(3)(b), *Florida Statutes*, requires the Department of State to review the information submitted by the Supervisors of Elections and “prepare a public report on the effectiveness of voter education programs” and to “submit the report to the Governor, the President of the Senate, and the Speaker of the House of Representatives by January 31 of each year following a general election.”



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 53

Further, Section 98.255(3)(c), *Florida Statutes*, instructs the Department of State to use “the findings in the report as a basis for adopting modified [voter education] rules that incorporate successful voter education programs and techniques as necessary.” This procedure was first used in the 2002 election cycle. The Division of Elections requested each Supervisor of Elections to list in detail the voter education programs conducted during the 2002 election cycle and the approximate cost of each program. The supervisors were asked to rank the effectiveness of each program on a scale of 1 to 5, with 5 being the highest possible rank. On January 31, 2003, the Florida Department of State, Division of Elections, submitted its “Report on Voter Education Programs During the 2002 Election Cycle Pursuant to Section 98.255(3), *Florida Statutes*.” (The Report is posted on the Division of Elections Web Site.) The report concluded that “most supervisors ranked the county voter education programs as 4 or 5 in effectiveness in reaching the target community.” (There were ten broad categories of voter education programs: sample ballots; elementary/middle school/high school/university and community college outreach; websites; miscellaneous promotional materials; public appearances/television and movie theatre advertisements; banners and billboards, radio and public transport advertisements; newspapers and mailers; voting system demonstrations; outreach to minority, disabled and senior communities; and voter registration drives.)

The Department of State made three recommendations in its post-election 2002 report:

- (1) The Legislature should provide funding, contingent upon appropriations from Congress through the Help America Vote Act, to the counties for voter education efforts. The Florida Legislature did this in its FY 2003-04 and FY 2004-05 appropriations bills.
- (2) The Legislature should require sample ballots to be mailed to households or voters prior to each Primary and General Election. (It is now an alternative to publishing a sample ballot in a general circulation newspaper.)
- (3) The Division of Elections should provide a list of cost-effective voter education programs used by counties so that all counties can benefit from these ideas. (Pursuant to Section 98.255(3), *Florida Statutes*, the Division has posted its Report on Voter Education Programs during the 2002 and 2004 election cycles on its website. The Reports list the effectiveness ratings for individual voter education activities as calculated by individual county Supervisors of Elections.)

A 2006 Auditor General Report (2006-194) reported that the Department of State needed to monitor the voter education plans of counties more closely. In response to the Auditor General’s findings, the Department of State agreed to examine with more care each county’s voter education activities so that the Standards for Nonpartisan Voter Education



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 54

(Rule 1S-2.033, F.A.C.) are properly executed. In addition, the Department agreed to monitor in more detail each county's annual voter education expenditure reports to ensure voter education plans are implemented properly and that HAVA funds are reported separately from other county election funds.

- Sample Ballot Recommendation

The 2002 Governor's Select Task Force on Election Procedures, Standards, and Technology report of December 30, 2002 also recommended improving "voter education by requiring all Supervisors of Elections to mail generic sample ballots to each household with registered voters." Now under Section 101.20, *Florida Statutes*, county Supervisors of Elections may mail, rather than publishing a newspaper of general circulation, a sample ballot to each registered elector or to each household in which there is a registered voter if done at least seven days prior to any election,. A high percentage of county supervisors have chosen to use their state voter education funds and local matching funds to publish *and* mail out sample ballots to registered voters. The same law requires two sample ballots be placed at each polling place, along with reduced-size sample ballots to give to any voter desiring one. Some Supervisors of Elections are using their voter education monies to pay for sample ballots to be made available at each precinct.

In its "Report on Voter Education Programs During the 2004 Election Cycle" (January 31, 2005), the Division of Elections concluded that "counties have increased the voter education services being provided and have broadened the types of activities being conducted to include several creative and innovative approaches to generating public interest in the elections process." It further concluded that "during the 2004 general election...a number of anticipated problems at the polls were averted through voter education efforts conducted by the counties, especially through local advertising campaigns that provided general election information to voters." The report also analyzed the effectiveness of fourteen broad categories of voter education: sample ballots, school outreach programs, web sites, public appearances/media events, banners, billboards, and public transportation advertisements, newspapers and mailers, miscellaneous promotional materials, voting systems demonstrations, outreach to minority, disabled, and senior communities, voter registration drives, publications, staff education, special voting programs, and other activities. The majority of the voter education programs were given an effectiveness rating of 4 or 5 indicating that the programs are considered useful and are well-received by the voters." The report did note that while "the programs are considered to be very effective by the supervisors...critical funding is still needed, particularly for smaller counties." The report is posted on the Division of Elections' website at: <http://election.dos.state.fl.us/reports/electreports.shtml>.

- Tracking Over- And Under-Votes

Section 101.595, *Florida Statutes*, also requires Supervisors of Elections to submit a report to the Department of State no later than December 15 of each general election year



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 55

detailing “[t]he total number of overvotes and undervotes in the Presidential or gubernatorial race or if neither is present, the first race appearing on the ballot pursuant to Section 101.151(2), *Florida Statutes*. The report must include the likely reasons for such overvotes and undervotes and other information as may be useful in evaluating the performance of the voting system and identifying problems with ballot design and instructions which may have contributed to voter confusion.” The Department of State must prepare a report analyzing that information and submit it to the Governor, the President of the Senate, and the Speaker of the House by January 31 of the year following a general election. The report is to include recommendations for correcting any problems with ballot design or instructions to voters.

This procedure was first used in the 2002 election cycle. “Analysis and Report of Overvotes and Undervotes for the 2002 General Election Pursuant to Section 101.595, *Florida Statutes*” found a substantial reduction in the level of overvotes and undervotes in 2002 (compared to 2000) and concluded that new technology and the counties’ voter education efforts were major factors contributing to the reduction in voter error. The report is posted on the Division of Elections’ website at: <http://election.dos.state.fl.us/reports/electreports.shtml>. The report’s recommendations were:

- (1) The Division of Elections must continue to monitor the overvotes and undervotes from each general election. (Required under *Florida Statutes*.)
- (2) The Florida Legislature should provide funding, contingent upon appropriations from Congress through the Help America Vote Act, to the counties for voter education efforts. The Legislature did this in its FY 2003-04, FY 2004-05, FY 2005-06 and FY 2006-07 appropriations bills.
- (3) The Division of Elections should review the recommendations for ballot instructions for incorporation into the uniform ballot rule. During the 2003 session, the Legislature passed a law delineating the content of separate printed instructions to accompany each absentee ballot (Section 101.65, *Florida Statutes*). Rule 1S-2.030 *F.A.C.* standardizes the basic form of instructions to be sent to all overseas voters.
- (4) All voting system vendors should continue to improve the design of their voting systems in order to better meet the needs of Florida voters.

The procedure was used again following the 2004 election cycle. The “Analysis and Report of Overvotes and Undervotes for the 2004 General Election” study (January 31, 2005) examined “factors relating to no valid votes being cast.” It found that the under- and over-vote percentage dropped to an historically low 0.4116% and attributed the drop to “an unprecedented statewide, nonpartisan voter education campaign combined with the



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 56

fact that voters continued to become more accustomed to using new technologies.” The report’s recommendations were:

(1) The Department of State should continue to monitor overvotes and undervotes from each General Election in order to detect any future fluctuations in these rates.

(2) The Legislature should expand the data required as part of the official canvass report to include the data required for this report, for any reports required by the federal government, and give the Department of State rule-making authority to specify the content and format of the data. The report is posted on the Division of Elections’ website at: <http://election.dos.state.fl.us/reports/electreports.shtml>.

A number of Supervisors of Elections have implemented their own feedback systems through comment cards distributed at registration sites, workshops, and polling places. Some also allow citizens to make suggestions and complaints via their websites. Several counties have used some of their state voter education funds to solicit voter feedback and suggestions.

Florida’s system for constant evaluation of the effectiveness of voter education by both the county Supervisors of Elections and the Department of State is in place and operating.

3. Election Official Education and Training: *Section 254(a)(3): How will the State of Florida provide for programs for election official education and training which will assist the State in meeting the requirements of Title III?*

The State has assigned responsibility for education and training of election officials to the Secretary of State. The Secretary of State is the State’s chief election officer whose responsibilities are spelled out in Section 97.012, *Florida Statutes*. Among those responsibilities are explicit requirements to: “provide technical assistance to the Supervisors of Elections on voter education and election personnel training services;” “provide technical assistance to the Supervisors of Elections on voting systems;” “provide training to all affected state agencies on the necessary procedures for proper implementation of [Chapter 97 of the *Florida Statutes*];” and “coordinate with the United States Department of Defense so that armed forces recruitment offices administer voter education in a manner consistent with the procedures set forth in [Florida election] code for voter registration agencies.”

The HAVA Planning Committee (2003) recommended that the Division of Elections also conduct training courses for the continuing education of city election officials in conjunction with meetings of the Florida Association of City Clerks. The Division of Elections routinely



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 57

invites city clerks and Supervisors of Elections to attend its statewide training meetings held in conjunction with FSASE meetings.

The Division of Elections performs a number of activities on behalf of the Secretary and the Department (See Office of Policy Analysis and Government Responsibility, *Justification Review*, Report No. 02-55, October 2002):

- Issues advisory opinions that provide statewide coordination and direction for interpreting and enforcing election law provisions,
- Provides technical advice on voting systems and equipment and state and federal election laws, certifies voting equipment,
- Provides written election information to candidates
- Oversees and approves training courses for continuing education and certification for Supervisors of Elections through which supervisors obtain credits to maintain job proficiency.
- Prepares and distributes educational materials for, and conducts the training of, Supervisors of Elections and election personnel and staff.
- Coordinates, on an annual basis, two statewide workshops for the Supervisors of Elections by reviewing and providing updates on the election laws to ensure uniformity statewide in the interpretation of election laws. These are generally held in conjunction with the Florida State Association of Supervisors of Elections' Conferences held twice a year.
- Conducts occasionally or upon request regional workshops for supervisors and staff, universities, community colleges and State agencies
- Provides administrative and technical assistance to select task forces that may be created by the Governor, Secretary of State, or other State officials, (Florida Department of State, Division of Elections Annual Reports).

All Division of Elections' forms, rules, handbooks, opinions, etc. are available on the Internet via the Division's website—an award-winning site (<http://election.dos.state.fl.us/>). Section 97.026, *Florida Statutes*, states "It is the intent of the Legislature that all forms required to be used in chapters 97-106 [the Florida Election Code], shall be made available upon request, in alternative formats" including the Internet (with the exception of absentee ballots).

The Florida State Association of Supervisors of Elections, through activities of its Get Out The Vote Foundation, Inc., also plays a major role in educating and training election officials (and voters). On May 25, 2004, the Foundation launched its voter education plan. Through it, all 67 county Supervisors of Elections have access to professionally prepared public media advertising materials. The Foundation has its own website (www.govtflorida.com) which allows election officials—elected and staff— (and voters) to access easily comprehended materials on a wide range of timely topics, including Absentee Voting, Early Voting, Registering to Vote, Election Reform in Florida, Touch screen Voting Systems and Voter Verifiable Paper Ballots, Voter Identification, Restoration of Felon's Voting Rights, and Information on Direct Recording Equipment Voting Systems, along with posters, ads, and public service announcements.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 58

4. Poll Worker Training: *Section 254(a)(3). How will the State of Florida provide for programs for poll worker training which will assist the State in meeting the requirements of Title III?*

Florida has adopted extensive poll worker recruitment and training requirements and funded county poll worker training (as part of the \$6 million voter education appropriation in 2001). Specifically, the State has adopted minimum-hours-of-training requirements, spelled out training content requirements, and mandated a statewide and uniform program for training poll workers on issues of etiquette and sensitivity with respect to disabled voters. The Department of State, Division of Elections established a polling place procedures manual, Form DS-DE 11 (Rule 1S-2.034, F.A.C.). This manual is used as guidance for elections' officials, elections' personnel including poll workers at the polls and deputy sheriffs in the proper implementation of the election procedures and laws. State law permits inspectors, clerks, and deputy sheriffs attending poll worker training to receive compensation and travel expenses—Section 102.021(2), *Florida Statutes*.

The HAVA Planning Committee (2003) recommended state funding for poll worker training and recruitment but the Florida Legislature in 2004 did not appropriate funds for either activity. For the fiscal year 2005-06, the Legislature appropriated \$4 million of HAVA Title II funds for poll worker recruitment and training. Of this \$4 million, the Department of State distributed \$3 million to Supervisors of Elections to assist with poll worker recruitment and training. The Legislature provided \$1 million for the Department of State to develop a statewide poll worker training curriculum.

For the fiscal year 2006-07, the Legislature appropriated \$1.5 million for poll worker recruitment and training activities. Of this amount, \$1 million will be distributed to Supervisors of Elections to assist with recruiting and training individuals to serve as poll workers. The Legislature authorized an additional \$500,000 for the Department of State to use for necessary updates and revisions to poll worker training curriculum that was developed with funds appropriated in the fiscal year 2005-06.

a. Joint Responsibility of Department of State and County Supervisors of Elections

The county Supervisors of Elections and the Department of State share statutory responsibility for poll worker training. Specifically, section 102.014(1), *Florida Statutes*, requires Supervisors of Elections to conduct training for inspectors, clerks, and deputy sheriffs prior to each primary, general, and special election “for the purpose of instructing such persons in their duties and responsibilities as election officials.” Training is mandatory to work at the polls.

Section 102.014(5), *Florida Statutes*, directs the Department of State to “create a uniform polling place procedures manual and adopt the manual by rule” and to revise it “as necessary to address new procedures in law or problems encountered by voters and poll workers at the precincts.”



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 59

Rule 1S-2.034, *F.A.C.*, Polling Place Procedures Manual (Form DS-DE 11). The manual, to be available in either hard copy or electronic form at every precinct on Election Day, must be “indexed by subject, and written in plain, clear, unambiguous language.” The Department recently revised the manual in January 2006 to comply with HAVA provisions and state election law changes. In accordance with Section 5 of the Voting Rights Act, it was recently re-submitted as revised and pre-cleared by the Department of Justice.

Under Section 102.014(7), *Florida Statutes*, the Department is also assigned responsibility for developing “a mandatory, statewide, and uniform program for training poll workers on issues of etiquette and sensitivity with respect to voters having a disability.” But county Supervisors of Elections are responsible for conducting such training. They are required to “contract with a recognized disability-related organization, such as a center for independent living, family network on disabilities, deaf service bureau, or other such organization, to develop and assist with training the trainers in disability sensitivity programs.”

b. Poll Worker Training Content

The content of poll worker training is detailed in state law. Clerks (poll workers) must demonstrate “a working knowledge of the laws and procedures relating to voter registration, voting system operation, balloting and polling place procedures, and problem-solving and conflict-resolution skills”—Section 102.014(1), *Florida Statutes*. In addition, the “Polling Place Procedures Manual” (DS-DE 11, Rule 1S-2.034, *F.A.C.*), must include: regulations governing solicitation by individuals and groups at the polling place; procedures to be followed with respect to voters whose names are not on the precinct register; proper operation of the voting system; ballot handling procedures; procedures governing spoiled ballots; procedures to be followed after the polls close; rights of voters at the polls; procedures for handling emergency situations; procedures for dealing with irate voters; the handling and processing of provisional ballots; and security procedures—Section 102.014(5)(a-k), *Florida Statutes*. The manual “shall provide specific examples of common problems encountered at the polls on Election Day, and detail specific procedures for resolving those problems.” This manual is to be made available in hard copy or in electronic format at the polling place.

Poll worker training on issues of etiquette and sensitivity for disabled voters “must include actual demonstrations of obstacles confronted by disabled persons during the voting process, including obtaining access to the polling place, traveling through the polling area, and using the voting system”—Section 102.014(7), *Florida Statutes*.

Section 102.014, *Florida Statutes*, directs the Division of Elections to “develop a statewide uniform training curriculum for poll workers” and dictates that “each supervisor shall use such curriculum in training poll workers” (effective January 1, 2006). The Florida State Poll Workers Training Manual “contains the basic information that a poll worker will need to legally and effectively discharge his or her statutory duties” including “instruction on the needs of voters who have disabilities and those who may assist them, helping non-English-proficient voters,



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 60

managing disruptive voters or ‘precinct crashers,’ handling medical emergencies involving poll workers and voters, handling power and equipment failures, and dealing with spoiled ballots, and many other topics.” It is organized in an easy-to-follow format, written in plain language, and it informs poll workers “why things must be done in a specific way and why certain decisions must be made.”

c. Poll Worker Minimum Hours of Training

Section 102.014(4), *Florida Statutes*, specifies that clerks must have had a minimum of three hours of training prior to each election to be eligible to work at the polls. For inspectors, there is a minimum of two hours of training. Section 102.014(7), *Florida Statutes*, requires one hour involving training related to etiquette and sensitivity with regard to voters with disabilities.

d. Poll Worker Recruitment

Supervisors of elections are required to “work with the business and local community to develop public-private programs to ensure the recruitment of skilled inspectors and clerks”—Section 102.014(6), *Florida Statutes*.

The 2002 Governor’s Select Task Force on Election Procedures, Standards, and Technology report of December 30, 2002, recommended “establishing minimum standards for poll worker performance” and “improving poll worker recruitment and training by launching a statewide “Be a Poll Worker” campaign. The HAVA Planning Committee (2003) also recommended that the Division of Elections establish a procedure to evaluate the effectiveness of poll worker recruitment and training in all 67 counties. There are still no established procedures for evaluating the effectiveness of poll worker training or recruitment as there is for voter education.

However, in an effort to increase poll worker recruitment, the Department has initiated a "Be a Poll Worker" campaign which includes airing public service announcements and distributing "Be a Poll Worker" handouts at Department presentations. Some counties are using their voter education funds to recruit high school and college students as poll workers as well as the public at-large through publication and dissemination of new brochures and videos.



Element 4. Voting System Guidelines and Process

Section 254(a)(4): How the State will adopt voting system guidelines and processes which are consistent with the requirements of Section 301.

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

There are several governmental bodies and agencies that participate in the adoption of voting systems in Florida. The Florida Legislature has great authority to set voting system requirements and does so in Chapter 101, *Florida Statutes*. The Legislature also delegates rule making and certification authority to the Bureau of Voting Systems Certification in the Division of Elections under the Secretary of State.

After voting systems are tested and certified for use in Florida, Section 101.5604, *Florida Statutes*, provides that the Board of County Commissioners “at any regular or special meeting called for the purpose, may, upon consultation with the Supervisor of Elections, adopt, purchase or otherwise procure, and provide for the use of any electronic or electromechanical voting system approved by the Department of State in all or a portion of the election precincts of that county.”

Florida’s laws and regulations for adopting voting systems that are consistent with the requirements of Section 301 are clearly outlined in *Florida Statutes* and the Florida Voting Systems Standards under Rule 1S-5.001, *Fla. Admin. Code*:

- Section 101.015, *Florida Statutes*, authorizes the Department of State to adopt rules which establish minimum standards for hardware and software for electronic and electromechanical voting systems and certification of voting systems. To keep Florida’s voting systems standards up-to-date, Section 101.015(2), *Florida Statutes*, also requires the Department of State to conduct bi-ennial review of these rules governing standards and certification to determine the adequacy and effectiveness of such rules in assuring that elections are fair and impartial.”
- Section 101.017, *Florida Statutes*, creates the Bureau of Voting Systems Certification which provides technical support to the Supervisors of Elections and is responsible for voting system standards and certification.
- Section 101.5605, *Florida Statutes*, authorizes the Department of State to examine and approve voting systems through a public process to ensure that the voting systems meet the standards outlined in Section 101.5606, *Florida Statutes*, and similar standards outlined in the Help America Vote Act of 2002 (HAVA) requirements outlined in Section 301 of Title III.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 62

- Section 101.5604, *Florida Statutes*, authorizes the Board of County Commissioners to adopt voting systems.
- Sections 101.293-101.295, *Florida Statutes*, outline the public bidding process that counties should follow in purchasing voting systems.
- Section 101.56062, *Florida Statutes*, provides accessibility standards that exceeds those accessibility standards of HAVA Section 301 "Accessibility for Individuals With Disabilities."

The HAVA Planning Committee (2003) had recommended that the Florida Legislature take advantage of federal funding and bring Florida into compliance and make Section 101.56062, *Florida Statutes*, effective by January 1, 2006 or one year after general appropriations are made, whichever is earlier. Currently, Florida is in compliance with HAVA requirements for accessibility equipment. As of 2004, all three vendors (Diebold Election Systems, Inc., Elections Systems and Software, Inc., and Sequoia Voting Systems, Inc.) had certified accessible voting equipment with audio ballot capability. By 2005, two of the three vendors being used in Florida had certified accessible voting equipment with the electronic provisional ballot capability. By January 2006, the third vendor obtained certification for their system with the electronic provisional ballot capability.

In 2005, the Florida Legislature amended Section 101.56062(2), *Florida Statutes*, to require accessible voting systems to include at least one accessible voter interface device installed in each polling place (rather than in each precinct). This change conformed with HAVA requirements.



Element 5. Florida's Help America Vote Act of 2002 Election Fund

Section 254(a)(5): How the State will establish a fund described in subsection (b) for purposes of administering the State's activities under this part, including information on fund management.

No update for 2009.

The Florida Department of State has established a trust fund in which all HAVA monies are maintained. Within this trust fund, monies received for HAVA Sections 101, 102 and Title II are set up into four accounts: 101-Election Administration, 102-Replace Punch Card and Lever Voting Systems, 251-Requirements Payment, and 261-Access for Individuals with Disabilities. To clarify, Section 254(b) states that a fund described in this subsection with respect to a State is a fund which is established in the treasury of the State government, which is used in accordance with paragraph (2), and which consists of the following amounts:

- (A) Amounts appropriated or otherwise made available by the State for carrying out the activities for which the requirements payment is made to the State under this part.
- (B) The requirements payment made to the State under this part.
- (C) Such other amounts as may be appropriated under law.
- (D) Interest earned on deposits of the fund.

Any HAVA funds received by the State are used exclusively for activities authorized by HAVA. The Division of Elections is responsible for tracking and monitoring the use of funds in accordance with established State procedures. The Director of the Division of Elections has final signing authority for HAVA expenditures. Any interest earned on this trust fund is returned to the principal amount of the trust.

The State uses standard auditing procedures for monitoring the use of federal HAVA funds as received and distributed. These procedures include random program audits by the Department of State Inspector General as well as an annual audit by the Florida Auditor General.

The Governor and Secretary of State are responsible under HAVA for ensuring compliance with these requirements. The HAVA Planning Committee (2003, 2004 and 2006) each recommended that the Governor and the Secretary of State maintain contact with the Senate President and the Speaker of the House of Representatives to ensure they remain aware of the strict requirements set in law for the use of HAVA monies placed in this trust fund.

The Auditor General conducted an operational audit on the Department of State's administration of the federal Help America Vote Act of 2002 during the period July 1, 2004 through February



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 64

28, 2006. In the Report 2006-194 entitled "Help America Vote Act (HAVA) and the Florida Voter Registration System (FVRS) – Operational", the Auditor General made the following findings pertaining to monitoring of federal funds and the Department's responses are included:

- *Finding No. 5:* Salary certifications required for employees who worked solely on the HAVA Program were not maintained. Also, personnel activity reports were not always maintained to support personnel costs charged to the HAVA Program.

Department staff stated, "After the Department of State became aware of the requirement for individuals filling HAVA-funded positions to complete certifications regarding work performed, a form was developed that could be customized for each employee. The certifications will be prepared on a semi-annual basis to coincide with the first and last six months of the state fiscal year. The first work certification forms that the department completed cover the period from July 2005 through December 2005." Currently, all Department staff filling HAVA-funded positions are spending 100% of their time on HAVA.

- *Finding No. 6:* Contrary to Federal cost principles, payment for unused leave to a terminating employee was charged as a direct cost to the Program instead of being allocated as a general administrative expense to all activities of the governmental unit. The Auditor General's tests of salary expenditures disclosed that the Department did not allocate as a general administrative expense an unused leave payment, contrary to Federal cost principles.

In response to audit inquiry, the Department transferred the leave payment in question from HAVA funds to General Revenue. Additionally, Department staff indicated that this payment was made in compliance with Department of Management Services Rule 60L-34.0041(6)(b), Florida Administrative Code. Department staff further indicated that Federal cost principles supported this unused leave payment. The Department has contacted the Elections Assistance Committee for guidance on disposition of unused leave payments and is awaiting their response.

- *Finding No. 8:* HAVA Program expenditures were not always properly supported. The Division of Elections is responsible for tracking and monitoring the use of HAVA funds in accordance with established State procedures and the Director of the Division of Elections has final signature authority for HAVA expenditures.

In response to the audit inquiry, the Department staff indicated that the designated contract manager will review and certify that the request for payment is properly supported and contract requirements, milestones and deliverables have been met prior to submitting the request to Budget and Financial Services. The accounts payable supervisor in Budget and Financial Services will verify the contract manager has certified that the request for payment is properly supported and the required milestones or deliverables have been met prior to issuing payment.



Element 6 – Florida’s Budget for Implementing the Help America Vote Act of 2002 (HAVA)

Section 254(a)(6): The State’s proposed budget for activities under this part, based on the State’s best estimates of the costs of such activities and the amount of funds to be made available, including specific information on –

- (A) the costs of the activities required to be carried out to meet the requirements of Title III;*
- (B) the portion of the requirements payment which will be used to carry out activities to meet such requirements; and*
- (C) the portion of the requirements payment which will be used to carry out other activities.*

For update, refer to 2009 HAVA State Plan Update-[Element 6](#) and Table 12.1 in [Element 12](#).

1. Introduction

The HAVA Planning Committee clearly recognizes its advisory role in election reform and acknowledges the authority of the Florida Legislature to make funding decisions for Florida. This budget reflects the HAVA Planning Committee’s best efforts to divide the funds that may be available during the three years identified in HAVA. If Florida receives more funds than are included in this budget, the HAVA Planning Committee will revise the budget to reflect this change.

2. Reimbursement for replacement of punch card and lever machines.

Following the 2000 General Election, the State of Florida assisted counties by investing approximately \$24 million to replace outdated voting machines. In order to recoup some of this expense, Section 102 federal funds in the amount of \$11,581,377 were returned to the State of Florida as reimbursement.

3. Statewide Voter Registration System.

In 2003, the Florida Legislature directed the Department of State to begin development of a statewide voter registration system that would meet the requirements of HAVA. Accordingly, the 2003 Legislature provided \$1.6 million to begin implementation of the system. Federal funds included \$1 million for the Needs Assessment Phase along with nine positions to support design, development and implementation of the HAVA requirements. Of the nine positions, five reside in the Department of State and two each in the Department of Highway Safety and Motor Vehicles and the Florida Department of Law Enforcement.

Phase 2, “Prototyping & Validation of Design,” began in March 2004 and included the following:

- Installation of prototyping equipment and environment



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 66

- Prototype the core system configuration and architecture
- Data conversion/migration testing (data & images)
- Prototype remote access to the core system

For the fiscal year 2005-06, estimated expenditures for the development and implementation of the Florida Voter Registration System were \$10,770,103. There are 35 HAVA funded positions. Sixteen positions are assigned to the Florida Voter Registration System--twelve in Department of State and two each in the Department of Highway Safety and Motor Vehicles and the Florida Department of Law Enforcement. In addition, there are eighteen HAVA funded positions in the Bureau of Voter Registration Services and one in Legal. Proposed budget figures through FY 2010-11 are shown in the table below.

	FY 2006-07 BUDGET	FY 2007-08 PROPOSED BUDGET	FY 2008-09 PROPOSED BUDGET	FY 2009-10 PROPOSED BUDGET	FY 2010-11 PROPOSED BUDGET
<i>FVRS - Systems</i>					
Includes positions plus costs for software license fees and on-going maintenance costs.	3,571,028	3,678,039	3,788,260	3,901,788	4,018,721
<i>FVRS - Bureau of Voter Registration Services</i>					
Includes positions and regular operating expenses	1,391,434	1,421,567	1,452,604	1,484,571	1,517,498

4. Section 301 Accessible Voting Systems

The HAVA Planning Committee (2003) recommended the purchase of Direct Recording Equipment (DRE) accessible to persons with disabilities to ensure that each county has one accessible voting system for each polling place. The cost was \$11.6 million during the 2004-05 fiscal year. In addition, the HAVA Planning Committee (2003) recommended reimbursing counties that have already purchased voting systems that meet the HAVA accessibility for voters with disabilities requirements. For the fiscal year 2004-05 the Legislature appropriated \$11.6 million to assist Supervisors of Elections (SOEs) with purchasing DREs in order to provide one accessible voting system at each polling place. Funds appropriated in FY 2004-05 were distributed to SOEs that had not acquired accessible voting systems by July 1, 2004. There were 51 counties that did not have accessible voting systems at that time. The Division of Elections distributed the funds to fifty-one (51) Supervisors of Elections for this purpose pursuant to the terms of a memorandum of agreement.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 67

For the fiscal year 2005-06 the Legislature appropriated funds to reimburse counties that acquired accessible voting systems prior to July 1, 2004. Funds in the amount of \$13,406,163 were distributed to the sixteen counties that purchased accessible voting systems prior to July 1, 2004. The appropriation was included in the fiscal year 2005-06 General Appropriations Act, specific appropriation 2931. In addition, there were eight counties that received a total of \$63,215 as reimbursement for existing DREs that were not included in the FY 2004-05 appropriations.

5. Voter Education

The HAVA Planning Committee (2003) recommended using HAVA funds for the development and implementation of a comprehensive statewide voter education program. For the fiscal year 2003-04, \$2,976,755 was appropriated and available to Florida counties for voter education programs. For each fiscal year 2004-05 and 2005-06, local governments received \$3 million for comprehensive voter education efforts. In the fiscal year 2006-07, the Legislature appropriated \$2 million to distribute to Supervisors of Elections to assist with voter education activities. Each county was required to provide matching funds of 15%.

Activities relating to voter education include mailing or publishing sample ballots; conducting activities pursuant to the Standards for Nonpartisan Voter Education as provided in Rule 1S-2.033, F.A.C.; print, radio, or television advertising to voters; and other innovative voter education programs, as approved by the Department of State. No Supervisor of Elections was to receive any funds until the county Supervisor of Elections provided to the Department of State a detailed description of the voter-education programs, such as those described above, to be implemented.

6. Poll Worker Training

The HAVA Planning Committee (2003) recommended using HAVA federal funds in the amount of \$250,000 for each fiscal year 2003-04, 2004-05 and 2005-06 for poll worker training. These funds were intended to supplement each county's existing poll worker training budget. The 2004 Legislature did not appropriate federal funds for conducting a poll worker recruitment campaign.

The HAVA Planning Committee (2004) once again recommended using HAVA federal funds in the amount of \$500,000, beginning with FY 2005-06, for poll worker training and recruitment, with a 15% match required of each county. The Legislature appropriated \$4 million for poll worker recruitment and training in FY 2005-06. Of this \$4 million, the Department of State distributed \$3 million to Supervisors of Elections to assist with poll worker recruitment and training. The Legislature provided \$1 million for the Department of State to develop a statewide poll worker training curriculum. Each county was required to provide matching funds of 15%.

As provided for in HAVA, Section 251(b)(2)(B), States may use a portion of the requirements payment to carry out other activities to improve the administration of elections for Federal office



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 68

if the State certifies to the EAC that the amount expended does not exceed the minimum payment amount. Florida's minimum payment amount is \$11,596,803.

In March 2006 the Department of State notified the EAC of its intent to use part of the requirements payment to assist county Supervisors of Elections with recruiting and training poll workers.

In FY 2006-07 the Legislature appropriated \$1.5 million for poll worker recruitment and training activities. Of this amount, \$1 million will be distributed to Supervisors of Elections to assist with recruiting and training individuals to serve as poll workers. The Legislature authorized an additional \$500,000 for the Department of State to use for necessary updates and revisions to poll worker training curriculum that was developed with funds appropriated in FY 2005-06.

7. Statewide Poll Worker Recruitment Campaign

The HAVA Planning Committee (2003) recommended that HAVA federal funds be used to implement, through the Division of Elections, a statewide campaign to help recruit qualified poll workers. The increase in the complexity of voting systems and procedures has resulted in a need for more computer literate individuals to staff the polling places and help ensure error-free elections. The 2004 Legislature did not appropriate federal funds for conducting a statewide poll worker recruitment campaign. As indicated under the Poll Worker Training section, the Legislature did appropriate funds in the fiscal years 2005-06 and 2006-07 for poll worker training and recruitment programs.

8. HAVA Oversight and Reporting

The HAVA Planning Committee (2003) recommended that the Department of State create three full time positions to manage HAVA implementation:

- HAVA administrator
- Grants specialist
- Administrative assistant
-

The Florida Legislature authorized three positions within the Division of Elections for HAVA Oversight and Reporting. For the fiscal year 2003-04, \$206,079 was appropriated for salaries and benefits, expenses and operating capital outlay. The three position titles are:

- Senior Management Analyst Supervisor
- Operations and Management Consultant II
- Administrative Assistant II

The estimated cost for HAVA oversight and reporting was \$196,485 for the 2004-05 fiscal year and \$200,719 for the 2005-06 fiscal year. Budgeted and proposed costs for the three positions assigned to HAVA oversight are included under Other Election Administration Activities in the tables that appear at the end of this section.



9. State Management (HAVA Planning Committee)

The HAVA Planning Committee (2003) recommended that the Secretary of State require it to meet twice each year in 2003-04 and in 2004-05 to make recommendations and to resubmit the HAVA State Plan to ensure that Florida is meeting the requirements of the Help America Vote Act. The HAVA Planning Committee convened twice in the 2003-04 fiscal year at an estimated cost of \$30,000. The HAVA Planning Committee (2004) further recommended that it meet twice in the 2004-05 fiscal year at an estimated cost of \$30,000 and twice in the 2005-06 fiscal year at an estimated cost of \$30,000. The HAVA Planning Committee (2006) convened twice in Fiscal Year 2006-07 at an estimated cost of \$25,000.

10. Performance Goals and Measures Adoptions

The HAVA Planning Committee (2003) recommended the Secretary of State utilize the HAVA Planning Committee to determine performance goals and measures.

The HAVA Planning Committee (2004) determined HAVA performance goals and measures during the meetings that were held to update the HAVA State Plan in 2004. Two meetings were held on May 24, 2004 and June 4, 2004. The only costs associated with developing the Performance Goals and Measures were costs related to conducting the HAVA State Planning Committee (2004) meetings.

During the HAVA meetings held in 2006 for the second update of the HAVA plan, the Committee Members updated the performance goals and measures.

11. Election Administration

The HAVA Planning Committee (2006) recommends using HAVA funds as needed for election administration activities such as printing new voter registration application forms, translating election materials, printing documents and publications, preparing training videos or other election administration activities. Estimated expenditures for these activities may vary each year and will be dependent upon annual legislative appropriations.

12. Complaint Procedures

Section 402(a) of HAVA requires each state to establish state-based administrative complaint procedures for any person who believes that there is or will be a violation of any of HAVA's Title III requirements. In 2003, the Florida Legislature enacted Section 97.028, *Florida Statutes*, which provides the administrative complaint procedures for reporting potential violations of HAVA requirements. The process was developed and implemented without utilizing any HAVA funds. However, the HAVA Planning Committee (2006) recommends continued funding in the amount of \$50,000 each year in the event expenditures are necessary to process complaints in the future.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 70

13. Other Election Administration Activities

The HAVA Planning Committee (2004) recommended that the remaining HAVA funds be reserved for future expenses related to the following items:

1. the continued development and implementation of the Florida Voter Registration System
2. future improvements in voting technology
3. continued funds to local counties for voter education programs
4. accessibility for polling places
5. poll worker recruitment and training

Information on the State's best estimates of the costs of activities required to meet the requirements of Title III of HAVA are displayed in charts on pages 72-74. Pursuant to Section 251(b)(2)(A), States may use the requirements payment to carry out other activities to improve administration of elections for Federal office after the state has provided a certification to the EAC that it has implemented the requirements of Title III.

In March 2006, Florida notified the Elections Assistance Commission of its intent to use Title II funds to use \$4,000,000.00 of the requirements payment to complete major poll worker recruitment and training efforts statewide that primarily begin in June 2006 and end by August 2006, before the primary election scheduled for September 5, 2006. Since the State had not yet met all the requirements of Title III, the State certified that the amount did not exceed the amount equal to the total minimum requirements payment amount applicable to Florida under section 252(c) of Title II of HAVA which has been determined to be \$11,596,803.00. In August 2006 Florida certified to the Elections Assistance Commission (EAC) that it had fully implemented all the requirements of Title III which has allowed Florida to use HAVA requirements funds for other activities to improve the administration of elections for Federal office.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 71

	Election Reform Revenues 2003-2005 Fiscal Years				
	HAVA 101	HAVA 102	HAVA 251	Total Federal Funds	State Matching Funds
2003	\$ 14,447,580	\$ 11,581,377	\$ 47,416,833	\$ 73,445,790	\$ 525,000
2004	0	0	\$ 85,085,258	\$ 85,085,258	\$ 6,103,018
2005	0	0			
Total	\$14,447,580.00	\$11,581,377.00	132,502,091	158,531,048	\$ 6,628,018



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 72

**HAVA BUDGET FUNDING BY FISCAL YEAR
2006 STATE PLAN UPDATE**

	FY 2004-05 APPROPRIATION	EXPENDITURES THRU 6-30-05	BALANCE
Title III Requirements			
Sec. 303 Statewide Voter Registration System			
Section 101 and Section 251 HAVA funds			
Development/Implementation - FVRS	12,799,182	11,599,329	1,199,853
Sec. 301 Voting System Standards			
Section 251 HAVA funds			
Funding to counties/purchase disability compliant voting systems	11,600,000	11,600,000	0
Other Election Administration Activities	3,498,492	3,426,604	71,888
Section 101 and Section 251 HAVA funds			
Includes voter education, oversight and other election administration activities			
TOTAL	27,897,674	26,625,933	1,271,741



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 73

**HAVA BUDGET FUNDING BY FISCAL YEAR
2006 STATE PLAN UPDATE**

	FY 2005-06 APPROPRIATION	ESTIMATED EXPENDITURES THRU 6-30-06	BALANCE
Title III Requirements			
Sec. 303 Statewide Voter Registration System			
Section 101 and Section 251 HAVA funds			
FVRS - Development/Implementation - FVRS	11,396,747	10,770,103	626,644
Sec. 301 Voting System Standards			
Section 251 HAVA funds			
Reimburse counties for disability compliant voting systems	17,000,000	13,469,378	3,530,622
Other Election Administration Activities	7,195,000	6,549,599	645,401
Section 101 and Section 251 HAVA funds			
Includes voter education, poll worker recruitment and training, oversight and other election administration			
TOTAL	35,591,747	30,789,080	4,802,667



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 74

**HAVA BUDGET FUNDING BY FISCAL YEAR
 2006 STATE PLAN UPDATE**

	FY 2006-07 BUDGET	FY 2007-08 PROPOSED BUDGET	FY 2008-09 PROPOSED BUDGET	FY 2009-10 PROPOSED BUDGET	FY 2010-11 PROPOSED BUDGET
Title III Requirements					
Sec. 303 Statewide Voter Registration System					
Section 251 and Section 101 HAVA funds					
<i>FVRS – Systems</i>	3,571,028	3,678,039	3,788,260	3,901,788	4,018,721
Includes positions plus costs for software license fees and on- going maintenance costs					
<i>FVRS - Bureau of Voter Registration Services</i>	1,391,434	1,421,567	1,452,604	1,484,571	1,517,498
Includes positions and regular operating expenses					
Sec. 301 Voting System Standards					
Section 251 HAVA funds					
Reimburse counties for disability compliant voting systems	591,515	0	0	0	0
Other Election Administration Activities	5,461,621	5,817,610	5,823,778	5,830,131	5,836,675
Section 101 and Section 251 HAVA funds					
Includes voter education, poll worker recruitment and training, over-sight (including positions) and other election administration activities.					
TOTAL	11,015,598	10,917,216	11,064,642	11,216,490	11,372,894



Element 7. Maintenance of Effort

Section 254(a)(7): How the State, in using the requirements payment, will maintain the expenditures of the State for activities funded by the payment at a level that is not less than the level of such expenditures maintained by the State for the fiscal year ending prior to November 2000.

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

The funding provided under the Help America Vote Act of 2002 (HAVA) is intended to pay for new or enhanced election efforts and is not intended to supplant existing funding at the State or county level. The projected HAVA budget is based on the assumption that the State of Florida and counties will maintain the foundation of election operating expenditures for the fiscal year ending prior to November 2000.

The Florida Division of Elections provides statewide coordination and direction for the interpretation and enforcement of election laws. The Division's budget supports year-round staff that provides election-related assistance to Florida's 67 county Supervisors of Elections and their staff, municipalities, special districts, county and city attorneys, candidates, political committees, committees of continuous existence, elected officials, media, the public and other election officials throughout the United States.

2. Maintenance of Effort Expenditure

In determining Florida's maintenance of effort expenditures, the Division of Elections calculated 1999-2000 fiscal year expenditures which included salaries and benefits, operating capital outlay and voter fraud programs for the Division of Elections Director's office and the portion of Bureau of Election Records' expenditures pertaining to election administration. Florida's expenditures for these activities for 1999-2000 fiscal year was initially determined to be \$3,082,224. Pursuant to a review of the maintenance of effort during the audit conducted during the fiscal year 2005-06, Florida's required level of expenditures has since been revised to \$3,570,408.

For the fiscal year 2004-05 the Department failed to meet the required maintenance of effort by \$7,630. Year-end expenditures for the fiscal year 2005-06 have been finalized by the Department, and exceeded the maintenance of effort by \$207,186, more than compensating for the \$7,630 shortfall for the fiscal year 2004-05. In future years, the Department expects the state effort not only to meet but exceed the required maintenance of effort. In order to comply with Section 254(a)(7) of HAVA, the Florida Department of State will maintain expenditures on similar activities at a level equal to the 1999-2000 fiscal year budget or \$3,570,408.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 76

The HAVA Planning Committee (2003) recommended that the Secretary of State communicate to the Senate President and the Speaker of the House of Representatives the importance of maintaining this maintenance of effort figure, as a minimum level of expenditures, to ensure the required level of spending is appropriated by the Florida Legislature. In response, the Department of State's budget staff and legislative affairs staff has maintained and continues to maintain close contact with House and Senate staff to convey the importance of continuing the Maintenance of Effort figure as a minimum level of funding.



Element 8. Performance Goals and Measures

Section 254(a)(8): How will Florida adopt performance goals and measures that will be used by the State to determine its success and the success of local government in carrying out the plan, including—

- *Timetables for meeting the elements of the plan*
- *Descriptions of the criteria the State will use to measure performance*
- *The process used to develop such criteria*
- *A description of which official is to be held responsible for ensuring that each performance goal is met?*

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

Florida has a very decentralized election governance and administrative system. The legal Chief Election Official in Florida is the Secretary of State who is appointed by the Governor. At the county level, there are 67 independent Supervisors of Elections who receive their authority from the Florida Constitution and conduct elections through state law and rule. However, the Secretary of State does not supervise the day-to-day operations of the 67 local Supervisors of Elections. The Secretary of State provides guidance through technical assistance, rules, advisory opinions, voting system certification, and production of standardized election forms.

The supervisors are elected to 4-year terms by the registered voters of their respective counties (except for Miami-Dade's appointed supervisor) and have broad authority to conduct the day-to-day election operations by appointing local election officials, administering voter registration, preparing ballots, administering absentee voting, conducting poll worker training, and developing voter education programs.

2. Performance Tables

The Help America Vote Act of 2002 (HAVA) requires the State and not the local Supervisors of Elections to adopt performance goals and measures for determining statewide and local election reform success. The following tables contain the performance measures adopted by the HAVA Planning Committee (2004 and 2006) for these key elements of the plan:

1. Voting Systems
2. Voting systems guidelines
3. Absentee instructions
4. Voting systems for voters with disabilities
5. Provisional voting
6. Voter registration system
7. Voter education
8. Administrative complaint process



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 78

Planning Element:	Element #1, Section 301 – Voting Systems Element # 4, Section 254(a)(4) – Voting System Guidelines
HAVA Deadline:	January 1, 2006
Goal:	Document the performance of Florida’s voting systems to continually improve the voting experience for Florida voters.
Performance Measures:	<ul style="list-style-type: none">• Record and report to the Florida Legislature the number of overvotes and undervotes appearing in the first race for each General Election• List the likely reasons for such overvotes and undervotes by counties, by voting systems, and by appropriate election races• Suggest improvements to the voting process addressing such issues as voting system performance, ballot design, ballot instructions, election official training, poll worker training, voter education, and policy changes• Review rules and governing standards and certification of voting systems to determine the adequacy and effectiveness of such rules in assuring that elections are fair and impartial
Timetable (if applicable):	On-going
Process used to develop criteria:	Florida Legislature (Section 101.595, Section 101.015, <i>Florida Statutes</i>) 2001 Governor’s Select Task Force Report on Election Procedures, Standards and Technology HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Chief, Bureau of Voting Systems Certification Supervisors of Elections



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 79

Planning Element:	Element #1, Section 301 – Absentee Ballot Instructions
HAVA Deadline:	January 1, 2006
Goal:	Ensure voters have sufficient absentee ballot instructions on how to make corrections by requesting a replacement ballot and the consequences of casting multiple ballots.
Performance Measures:	With receipt of absentee ballots following an election, each county will gather the following information: <ul style="list-style-type: none">• Number of absentee/mail-in ballots requested• Number of replacement absentee/mail-in ballots requested• The number of returned absentee ballots not counted because of<ul style="list-style-type: none">a) no signatureb) non-matching signature
Timetable (if applicable):	On-going
Process used to develop criteria:	<ul style="list-style-type: none">• Department of State, (Rule 1S-2.032, F.A.C.)• HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Supervisors of Elections



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 80

Planning Element:	Element #1, Section 301 – Certified Voting Systems for Voters with Disabilities
HAVA Deadline:	January 1, 2006
Goal:	Provide one accessible voting system for every polling place including non-visual accessibility for the blind and visually impaired that provides the same opportunity for access and participation as other voters.
Performance Measures:	Goal has been achieved and accessible voting machines including non-visual accessibility for the blind and visually impaired are in each polling place.
Timetable (if applicable):	Completed
Process used to develop criteria:	Florida Legislature, Sections 101.5602 and 101.56063 <i>Florida Statutes</i> Division of Elections certified voting systems HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Supervisors of Elections



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 81

Planning Element:	Element #1, Section 302 – Provisional Voting
HAVA Deadline:	January 1, 2004
Goal:	Ensure that all voters whose eligibility to vote is questioned be permitted to cast a provisional ballot and notified of outcome.
Performance Measures:	<p>With respect to the voter registration of each county, the following information will be collected to measure compliance performance:</p> <p>County Level</p> <ul style="list-style-type: none"> • The number of provisional ballots cast in each precinct • The number of registered voters in each precinct • The number of provisional ballots that were verified and counted in each precinct • The number of provisional ballots not counted in each precinct and the reason for not counting • The reason why the person voted a provisional ballot <p>State Level</p> <ul style="list-style-type: none"> • The number of provisional ballots cast in each county • The number of registered voters in each county • The number of provisional ballots that were verified and counted in each county • The number of provisional ballots not counted in each county and the reason for not counting • The reason why the person voted a provisional ballot
Timetable (if applicable):	On-going
Process used to develop criteria:	Florida Legislature (Section 101.048, <i>Florida Statutes</i>) HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Supervisors of Elections



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 82

Planning Element:	Element #1, Section 303 – Voter Registration System
HAVA Deadline:	January 1, 2006
Goal:	Establish a single, uniform, official centralized, interactive, computerized, statewide voter registration list which shall be the single system for storing and managing the list of registered voters throughout the state for the conduct of all federal elections.
Performance Measures:	<ul style="list-style-type: none">• Goal has been achieved. The Florida Voter Registration System (FVRS) became operational in January 2006 and complies with HAVA.• Continue to monitor list maintenance functions for compliance with HAVA.• Continue to monitor security policies and operations for compliance with HAVA.
Timetable (if applicable):	On going.
Process used to develop criteria:	<ul style="list-style-type: none">• Public meetings hosted by the Bureau of Voting Systems Certification in consultation with Supervisors of Elections and other involved state and federal agencies
Accountable official(s):	Secretary of State Assistant Secretary of State Deputy Secretary of State Director, Division of Elections Chief, Bureau of Voter Registration Services Supervisors of Elections



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 83

Planning Element:	Element #3, Section 254(a)(3) – Voter Education
HAVA Deadline:	NA
Goal:	Promote a more educated electorate by providing comprehensive and varied voter education programs throughout each of Florida's 67 counties.
Performance Measures:	<ul style="list-style-type: none"> • County Supervisors of Elections will update and publish a Voter Guide including the information defined in Rule 1S-2.033, F.A.C. • Each Supervisor of Elections will continue to file voter education plans • The Department of State will continue to prepare a report on the effectiveness of these programs • Each county will document, where applicable: <ul style="list-style-type: none"> ○ the number and types of locations in which voter guides are distributed ○ the number and types of mediums for posting election related information (banners, billboards, etc.) ○ the number of sample ballots mailed and/or publications where they were published ○ voter education and registration programs for high school students ○ college registration/education programs on each college campus in the county ○ voting equipment demonstrations ○ where voters rights and responsibilities are posted ○ registration workshops held ○ the number and locations of radio, television and print interviews ○ methods used to reach non-English speaking and citizens with disabilities ○ number of overvotes and undervotes that occur during an election ○ the number of provisional ballots cast during an election
Timetable (if applicable):	<ul style="list-style-type: none"> • Ongoing • Supervisors of elections are required to file a report by December 15th of each general election year with the Dept. of State describing voter education programs implemented. • Department of State is required to review information submitted by Supervisors of Elections and prepare a public report, to be submitted to Governor, Senate President and Speaker of the House of Representatives, on effectiveness of voter education programs by January 31st of each year following a general election.
Process used to develop criteria:	The Florida Legislature (Sections 98.255 and 101.65, <i>Florida Statutes</i>) Department of State (Rule 1S-2.033, F.A.C.) Supervisors of Elections HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Supervisors of Elections



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 84

Planning Element:	Element #3, Section 254(a)(3) – Election Official and Poll Worker Training
HAVA Deadline:	Immediate and Ongoing
Goal:	Provide a simple, friendly voting experience for Florida voters by training election officials and poll workers through professional and frequent instruction.
Performance Measures:	<ul style="list-style-type: none">• Document the number of training classes offered at the state and local levels• Document the number of Supervisors of Elections who receive certification• Document the number of election officials who receive training• Document the number of poll workers who attend the training sessions• Document and report voter satisfaction with the voting process through various methods• Report to the Florida Legislature after each election cycle the effectiveness of election official and poll worker training programs
Timetable (if applicable):	On-going
Process used to develop criteria:	HAVA Planning Committee
Accountable official(s):	Supervisors of Elections Director, Division of Elections



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 85

Planning Element:	Element #9, Section 254(a)(9) – State-Based Administrative Complaint Procedures to Remedy Grievances
HAVA Deadline:	NA
Goal:	Establish and maintain a state-based administrative complaint procedure for any individual who believes that there has been a violation of any of HAVA's Title III requirements.
Performance Measures:	The following information will be collected to subjectively measure performance: <ul style="list-style-type: none">• Number of complaints received• Number of complaints resolved<ul style="list-style-type: none">· Number of complaints resolved in 30 days or less· Number complaints resolved in 60 days· Number of complaints resolved in 90 days• Number of complaints unresolved<ul style="list-style-type: none">· Description of reason complaint is left unresolved
Timetable (if applicable):	Ongoing
Process used to develop criteria:	Florida Legislature (Section 97.028, <i>Florida Statutes</i>) HAVA Planning Committee
Accountable official(s):	Director, Division of Elections Supervisors of Elections



ELEMENT 9. STATE-BASED ADMINISTRATIVE COMPLAINT PROCEDURES TO REMEDY GRIEVANCES

Section 254(a)(9): Whether Florida has complied with the requirements of HAVA Section 402(a) to establish uniform, nondiscriminatory State-based administrative complaint procedures to remedy grievances under HAVA Section 402(a) and to provide a description of those procedures

No update for 2009.

Yes, and no further actions are required.

To receive any requirements payment pursuant to the Help America Vote Act of 2002 (HAVA), the State of Florida must establish and maintain State-based administrative complaint procedures that meet HAVA's requirements to:

- (1) be uniform and nondiscriminatory;
- (2) provide that any person who believes that there is or will be a violation of any of HAVA's Title III requirements may file a complaint;
- (3) require the complaint to be in writing, sworn and notarized;
- (4) permit complaints to be consolidated;
- (5) hold a hearing on the record at the request of the complainant;
- (6) provide an appropriate remedy if the State determines that there is a violation of any Title III provision;
- (7) if the State determines there is no violation, dismiss the complaint and publish the results of procedures;
- (8) make a final determination on a complaint within 90 days after filing unless the complainant consents to a longer period; and,
- (9) use alternative dispute resolution procedures to resolve the complaint if the State fails to resolve it within 90 days.

Appropriate administrative complaint procedures were included in Chapter 2003-415, *Laws of Florida*. Language in the legislation tracked HAVA's language closely. These procedures are similar to administrative procedures in Section 97.023, *Florida Statutes*, for resolving complaints generated by alleged violations of the National Voter Registration Act of 1993 or a voter registration or removal procedure under the Florida Election Code. In addition to tracking HAVA's minimum requirements, section 97.0535, *Florida Statutes*, included the following additional requirements not specified by HAVA:

- (1) the Department of State would have sole jurisdiction for these purposes and the procedures would be the sole avenue of redress for alleged Title III violations;



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 87

- (2) a complaint would have to state the alleged violation and the person or entity responsible for the violation;
- (3) the Department of State would be required to inform a complainant in writing if a complaint was legally insufficient;
- (4) proceedings would be exempt from Chapter 120, *Florida Statutes*, (Administrative Procedures Act);
- (5) a hearing would be held by a hearing officer whether or not a complainant requested a hearing and specific procedures for a hearing were included in the legislation;
- (6) the hearing officer would direct an appropriate remedy that then would be enforced by the Department of State;
- (7) mediation would be the alternative dispute resolution method used if a final determination on a complaint was not made within 90 days of filing.



ELEMENT 10. EFFECT OF TITLE I PAYMENTS

Section 254(a)(10): If the State received any payment under Title I, a description of how such payment will affect the activities proposed to be carried out under the plan, including the amount of funds available for such activities.

For update, refer to 2009 HAVA State Plan Update-Table 12.1 in [Element 12](#).

1. Introduction

Title I of the Help America Vote Act of 2002 (HAVA) is an “early out” money program for use in two areas—improving election administration and the replacement of punch card and lever voting systems. Florida received \$26,028,957 under this “early out” program. The HAVA Planning Committee (2003) recommended using Section 101 federal HAVA funds for 2003-04 activities and a combination of Section 101 and Section 251 HAVA federal funds for activities beginning in the 2004-05 fiscal year and beyond.

Section 101 funds are to be used to improve election administration. Approved use of funds under this section includes:

- (1) Complying with the requirements under Title III.
- (2) Improving the administration of elections for Federal office.
- (3) Educating voters concerning voting procedures, voting rights, and voting technology.
- (4) Training election officials, poll workers, and election volunteers.
- (5) Developing the HAVA State Plan for requirements payments.
- (6) Improving, acquiring, leasing, modifying, or replacing voting systems.
- (7) Improving polling place accessibility for voters with disabilities or with limited English.
- (8) Establishing toll-free telephone hotlines for voters to access voting information, report voting fraud, or report voting rights violations.

Section 102 federal funds are to be used to replace punch card and lever voting systems. Following the 2000 General Election, the State of Florida assisted counties by investing approximately \$24 million to replace outdated voting machines. In order to recoup some of this expense, Section 102 funds in the amount of \$11,581,377 were returned to the state as reimbursement.

The HAVA Planning Committee clearly recognizes its advisory role in election reform and acknowledges the authority of the Florida Legislature to make funding decisions for Florida. The following recommendations are based on the HAVA Planning Committee (2003, 2004 and 2006) meetings held to develop the HAVA State Plan.



2. Section 101. How Title I payments to Florida will be used for activities to improve administration of elections?

The State of Florida is using Title I and Title II funds for election reform activities necessary to ensure Florida complies with all HAVA requirements. The following list describes the major areas in which funds are used.

a. Complying with Title III requirements for statewide voter registration database

In 2005, the Division of Elections implemented a statewide voter registration system to comply with HAVA Title III. The Division of Elections used \$1 million appropriated from Section 101 federal funds for Phase One development of the new Statewide Voter Registration system. Expenditures for Phase One included:

- Consulting fees for conducting a detailed analysis of connectivity infrastructure available in the 67 Supervisor of Elections' offices and within all affected offices of the departments of State, Law Enforcement and Highway Safety and Motor Vehicles; working with the counties, the three agencies and the advisory board to create minimum and optimum sets of system requirements; assessing infrastructure needs of all stakeholders to serve the system requirements; conducting "gap" analysis; outlining the physical design of the system; estimating costs and implementation plans for each version for the system to be presented to the 2004 Legislature; and developing and publishing the January 2004 report and recommendations for the 2004 Legislature.
- The purchase of hardware and software for project management and system development.
- Expenses incurred by Division of Elections' staff.
- Travel expenses for visits to every Supervisor of Elections' office and local driver license office.

In addition, Section 101 HAVA funds were used to create nine full time positions necessary for the design, development and implementation of the Statewide Voter Registration system. HAVA Title II, Section 251 funds were then used to complete the design and implementation of the Florida Voter Registration System and to fund 35 full time positions.

b. Improving the administration of elections for Federal office.

The HAVA Planning Committee (2006) recommends using HAVA funds as needed for election administration activities such as printing new voter registration application forms, translating election materials, printing documents and publications, preparing training



videos or other election administration activities. Estimated expenditures for these activities may vary each year and will be dependent upon annual legislative appropriations.

State-based complaint procedure has been established for anyone who believes that a violation of Title III of the Help America Vote Act has occurred, is occurring or is about to occur. Funds may need to be expended depending on the number and type of complaints filed.

c. Educating voters concerning voting procedures, voting rights, and voting technology.

For each fiscal year 2004-05 and 2005-06, local governments received \$3 million for comprehensive voter education efforts. In FY 2006-07, the Legislature appropriated \$2 million to distribute to Supervisors of Elections to assist with voter education activities. However, the Division used Title II funds to distribute these funds. No Supervisor of Elections received any funds until they provided to the Department of State a detailed description of the voter-education programs to be implemented.

d. Training election officials, poll workers, and election volunteers.

In the original HAVA plan, the HAVA Planning Committee (2003) recommended using HAVA funds in the amount of \$250,000 for poll worker training in each fiscal year 2003-04, 2004-05 and 2005-06. The Florida Legislature, however, did not appropriate HAVA funds for this use in FY 2003-04 or FY 2004-05.

The HAVA Planning Committee (2004) revived the recommendation to use HAVA funds in the amount of \$500,000, beginning with FY 2005-06, for poll worker training and recruitment, with a 15% match required of each county. The Legislature appropriated \$4 million for poll worker recruitment and training in FY 2005-06. Of this \$4 million, the Department of State distributed \$3 million from Title II funds to Supervisors of Elections to assist with poll worker recruitment and training. The Legislature provided \$1 million for the Department of State to develop a statewide poll worker training curriculum. To date, the Department has expended \$ 213,956.

In FY 2006-07, the Legislature appropriated \$1.5 million for poll worker recruitment and training activities. Once again, these funds were drawn from Title II in lieu of Title I funds. Of this amount, \$1 million will be distributed to Supervisors of Elections to assist with recruiting and training individuals to serve as poll workers. The Legislature authorized an additional \$500,000 for the Department of State to use for necessary updates and revisions to poll worker training curriculum that was developed with funds appropriated in FY 2005-06.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 91

e. Developing the HAVA State Plan for requirements payments to be submitted under part 1 of subtitle D of Title II.

Title I funds were used to revise the HAVA State Plan in FY 2003-04. General Revenue funds were used to revise the Plan again in the FY 2006-07. As the State of Florida modifies its plans in future years, HAVA funds may be used.

f. Improving, acquiring, leasing, modifying, or replacing voting systems.

Florida has already replaced its punch card and lever voting systems. Following the 2000 General Election, the State of Florida assisted counties by investing approximately \$24 million to replace outdated voting machines. In order to recoup some of this expense, Section 102 funds in the amount of \$11,581,377 were returned to the state as reimbursement.

The HAVA Planning Committee (2003) recommended that the State of Florida utilize some HAVA funds to help counties meet the accessibility requirements under Title III by the January 1, 2006 deadline.

In addition, the HAVA Planning Committee (2004) recommended reimbursing counties who had already purchased voting systems that met the HAVA accessibility for voters with disabilities requirements. In FY 2004-05 the Legislature appropriated \$11.6 million to assist Supervisors of Elections (SOEs) with purchasing DREs in order to provide one accessible voting system at each polling place. Funds appropriated in FY 2004-05 were distributed to SOEs that had not acquired accessible voting systems by July 11, 2004. There were 51 counties that did not have accessible voting systems at that time. The Division of Elections distributed the funds to fifty-one (51) Supervisors of Elections for this purpose pursuant to the terms of a memorandum of agreement.

For the fiscal year 2005-06 the Florida Legislature appropriated funds to reimburse counties that acquired accessible voting systems prior to July 1, 2004. Funds in the amount of \$13,406,163 were distributed to the sixteen counties that purchased accessible voting systems prior to July 1, 2004. The appropriation is included in the FY 2005-06 General Appropriations Act, specific appropriation 2931. As anticipated, HAVA Section 251 funds were used. In addition, there were eight counties that received a total of \$63,215 as reimbursement for existing DREs that were not included in the FY 2004-05 appropriations.

g. Improving polling place accessibility for voters with disabilities or with limited English.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 92

Under Section 261, HAVA states the Secretary of Health and Human Services shall make a payment to eligible States to be used for making polling places accessible to individuals with disabilities and providing information on this accessibility. The HAVA Planning Committee (2004) recommended that these funds be distributed to each county to ensure that individuals with disabilities are provided the same opportunity for access and participation as for other voters.

During FY 2003-04, the State of Florida applied for and received a grant from Health & Human Services (HHS) in the amount of \$687,278. The Division distributed a survey to all Supervisors of Elections requesting information regarding the number of polling places that were utilized in the 2004 Presidential Preference Primary. This information was used to determine the formula for distributing the grant funds to the counties.

To date, the Department has received four grants from HHS for a total amount of \$2,203,909. Grant contracts have been awarded and Supervisors of Elections have begun to request funds.

h. Establishing toll-free telephone hotlines for voters to access voting information, report voting fraud, or report voting rights violations.

The Division of Elections has already established a voter fraud hotline for individuals who believe they may have witnessed election fraud. In addition, the Division has established a hotline for voters to request voting information. There are no plans to use HAVA funds to establish an additional free voting information hotline. If this type of voting information system is desired, it will be the responsibility of each county.

3. Section 102. How payments to Florida will be used for the replacement of punch card or lever voting machines?

Following the 2000 General Election, the State of Florida assisted counties by investing approximately \$24 million to replace outdated voting machines. In order to recoup some of this expense, Section 102 federal funds in the amount of \$11,581,377 were returned to the state as reimbursement.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 93

ELEMENT 11. HELP AMERICA VOTE ACT OF 2002 (HAVA) STATE PLAN MANAGEMENT

Section 254(a)(11): How the State will conduct ongoing management of the plan, except the State may not make any material change in the administration of the plan unless the change—

(A) is developed and published in the Federal Register in accordance with section 255 in the same manner as the State plan;

(B) is subject to public notice and comment in accordance with section 256 in the same manner as the State plan; and

(C) takes effect only after the expiration of the 30-day period which begins on the date the change is published in the Federal Register in accordance with subparagraph (A).

No update for 2009.

1. Introduction

This element of the HAVA State Plan requires Florida to explain how the State of Florida will manage the implementation of the HAVA State Plan and whether it will utilize the same public notice process if any “material change” is made to the administration of the HAVA State Plan.

2. Management of State Plan--Section 254(a)(11): How will Florida conduct ongoing management of the HAVA State Plan?

As explained in previous sections of this Plan, the administration of elections in Florida occurs at the State and local levels. The Secretary of State is the Chief Election Officer under Florida law and is responsible for the coordination of the State’s responsibilities under HAVA Section 253. The Director of the Division of Elections reports to the Secretary of State and will be responsible for the day-to-day monitoring and managing of Florida’s HAVA State Plan.

Also at the State level, the Secretary of State directs the HAVA Planning Committee to update the HAVA State Plan as required in Section 255. Under Florida’s HAVA State Plan, the HAVA Planning Committee is responsible for conducting its business in an open, public forum and for suggesting revisions and updates to the HAVA State Plan.

At the local level, Florida’s 67 Supervisors of Elections are encouraged to play an active role in the successful implementation of the HAVA State Plan. The Division of Elections continues to work on a regular basis with local Supervisors of Elections to develop performance goals and measures, new voter registration improvements, new voting systems certification upgrades,



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 94

statewide voter education programs, election official training, and other activities outlined in Florida's HAVA State Plan.

3. Material Changes to State Plan

The State of Florida understands and agrees to comply with the HAVA requirements related to ongoing management of the HAVA State Plan. No material changes in the administration of the plan will be made unless:

- the material change is developed and published in the Federal Register in accordance with Section 255 in the same manner as the HAVA State Plan;
- the material change is subject to public notice and comment in accordance with Section 256 in the same manner as the HAVA State Plan; and
- the material change takes effect only after the expiration of the 30-day period which begins on the date the change is published in the Federal Register in accordance with subparagraph (A).



ELEMENT 12. CHANGES TO STATE PLAN FOR PREVIOUS FISCAL YEAR

Section 254(a)(12): *In the case of a State with a State plan in effect under this subtitle during the previous fiscal year, a description of how the plan reflects changes from the State plan for the previous fiscal year and of how the State succeeded in carrying out the State plan for such previous fiscal year.*

For update, refer to 2009 HAVA State Plan Update- [Element 12](#).

1. Introduction

In order to proceed with the most recent update of the HAVA State Plan (June 2004), then Secretary of State Sue M. Cobb appointed a new HAVA Planning Committee for 2006. The names of the committee members are listed under Element 13 of this plan. The Collins Center for Public Policy, Inc. was selected in a public competitive process to staff the update process. The HAVA Planning Committee (2006) held two public meetings—one in Pensacola, Florida on September 21, 2006, and one in Miami, Florida on October 12, 2006.

The HAVA Planning Committee (2006) focused on three types of changes:

- a. Substantive changes made by the State of Florida that bring the State into further compliance with HAVA
- b. Minor updates that will not affect the State's compliance with HAVA
- c. Issues that have arisen that might affect the State's future compliance with HAVA

The HAVA Planning Committee (2006) received copies of the original plan and the Help America Vote Act of 2002. All updates and changes to the original plan from the previous fiscal year were noted as follows:

- a. Sections of the previous plan were deleted but were first shown in a strike-through font and approved by the committee.
- b. Sections of the plan that were new were shown in an underlined font.
- c. After the HAVA Planning Committee reviewed and approved the updates, the underline and strike-through fonts were removed.

Florida has updated its original HAVA State Plan to bring it into further compliance through legislative action, rule change and updated information.



2. HAVA State Plan’s Substantive Changes from Previous Fiscal Year

The following chart is a summary of how the HAVA State Plan has substantively changed since 2004 and how the State succeeded in carrying out the HAVA State Plan for the previous fiscal year.

Element 1-Voting Systems

Florida meets all HAVA voting system requirements.

Changes	Successes
<p>New certified voting systems were added to the plan and decertified voting systems were deleted from the plan.</p> <p>Voting systems for voters with disabilities have been certified for use in each polling place.</p>	<p>The new certified voting systems performed as designed during the 2006 statewide Primary and General Elections.</p>

Element 1- Provisional Voting and Voting Information

Changes	Successes
<p>Florida’s requirement for a voter to cast a provisional ballot only in the precinct in which the voter is registered was settled under Florida law, <i>AFL-CIO v. Hood</i>, 885 So.2d 373 (Fla. 2004). Under state law, persons casting provisional ballots have until 5:00 p.m. on the 3rd day following an election to present written evidence supporting their eligibility to vote.</p>	

Element 1- Voter Registration System

Changes	Successes
<p>Florida developed and implemented the new Florida Voter Registration System (FVRS) that meets the requirements of HAVA.</p> <p>The FVRS is a single, uniform, official, centralized, interactive, computerized statewide voter registration system.</p> <p>The FVRS became fully operational in January 2006 and complies with all of HAVA’s operational requirements</p>	<p>The new Florida Voter Registration System performed as designed during the 2006 statewide Primary and General Elections.</p> <p>The Secretary of State created the Bureau of Voter Registration Services to direct and facilitate the operations of the FVRS.</p>



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 97

such as maintenance, accuracy, and security.

Element 2- Local Government Payments and Activities

Changes	Successes
<p>In FY 2004-05, the State of Florida distributed \$11.6 million to local Supervisors of Elections to purchase one accessible voting system for each polling place.</p> <p>In FY 2005-06, the State of Florida distributed \$13,406,193 to reimburse 16 counties that acquired accessible voting systems prior to July 1, 2004.</p> <p>In FY 2005-06, the State of Florida distributed an additional \$63,215 to reimburse 8 other counties that acquired accessible voting systems prior to July 2004 and were not included in funding provided in FY 2004-05.</p> <p>In FYs 2004-05 and 2005-06, the State of Florida distributed to local governments \$3,000,000 each fiscal year to fund comprehensive voter education efforts.</p> <p>In FY 2005-06, the State of Florida distributed \$3,000,000 to local Supervisors of Elections to conduct poll worker recruitment and training.</p>	<p>The accessible voting machines performed as designed during the 2006 statewide Primary and General Elections.</p>



Element 3- Voter Education

Changes	Successes
<p>The HAVA Planning Committee (2004) recommended and the Legislature approved an additional \$3 million for voter education in FY 2005-06.</p> <p>The 2004 Voter Education Program Report to the Florida Legislature and Governor concluded that county voter education efforts were considered useful or well-received by voters.</p> <p>An analysis of 2006 voter education programs throughout Florida indicated a variety of programs being used including sample ballots, nonpartisan voter education, media advertising, and innovative programs.</p> <p>In response to findings from the 2006 Auditor General Report (2006-194), the Department of State has taken measures to closely monitor county voter education reports to ensure compliance with HAVA.</p> <p>The Florida Legislature directed the Division of Elections to develop a statewide uniform training curriculum for poll workers in 2006.</p>	

Element 4- Voting System Guidelines and Processes

Changes	Successes
<p>The State of Florida certified three accessible voting systems vendors that provide audio ballot capability. Each accessible voting system includes at least one accessible voter interface device installed in each polling place.</p>	<p>The State of Florida met the January 1, 2006 deadline for this HAVA planning element.</p> <p>The accessible voting systems performed as designed during the 2006 statewide Primary and General Elections.</p>



Element 5- HAVA Election Fund

Changes	Successes
There were no structural changes to the HAVA trust fund.	

Element 6- HAVA Budget

Changes	Successes
<p>Florida's FY 2006-07 budget is \$11,015,598. The two largest budget items for this fiscal year are approximately \$5.5 million for Election Administration and \$4.9 million for the new Florida Voter Registration system.</p> <p>The HAVA Planning Committee (2006) reviewed and recommended the following proposed HAVA budget for the next four fiscal years with all funding supporting the FVRS and election administration activities:</p> <p>FY 2007-08 \$10,917,216 FY 2008-09 \$11,064,642 FY 2009-10 \$11,216,490 FY 2010-11 \$11,372,894</p>	

Element 7- Maintenance of Effort

Changes	Successes
<p>A 2006 Auditor General Report (2006-194) determined that Florida's Maintenance of Effort is \$3,570,408. The audit also revealed that in FY 2004-05, Florida did not meet the required maintenance of effort by \$ Year-end expenditures for the fiscal year 2005-06 have been finalized by the Department, and exceeded the maintenance of effort by \$207,186, more than compensating for the \$7,630 shortfall for the fiscal year 2004-05. In future years, the Department is expected to exceed the required maintenance of effort compensating for the \$7,630 shortfall.</p>	



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 100

Element 8- Performance Measures

Changes	Successes
<p>The HAVA Planning Committee (2006) approved the following changes to the performance measures:</p> <p>Certified voting systems for voters with disabilities goal has been achieved and accessible voting machines including non-visual accessibility for the blind and visually impaired are in each polling place.</p> <p>The Florida Voter Registration System (FVRS) is operational. The Department of State will continue to monitor list maintenance activities performed by the Supervisors of Elections and FVRS security operations for compliance with HAVA.</p> <p>The Department of State will collect from each county the reason why a person voted a provisional ballot in order to improve the registration process.</p>	

Element 9-Administrative Complaint Process

Changes	Successes
There were no changes for this element of the HAVA State Plan.	



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 101

Element 10- Effect of Title One Payments

Changes	Successes
<p>Florida received \$26,028,957 in Title I funds.</p> <p>These Title I funds have been used since 2003 to improve Florida election administration including replacing voting systems, educating voters, and improving access for voters with disabilities.</p> <p>The HAVA Planning Committee (2006) recommended using the Title I funds as needed for election administration activities such as printing new voter registration application forms, translating election materials, printing documents and publications, preparing training videos or other election administration activities.</p> <p>In FY 2004-05 and 2005-06, local governments received \$3 million each year for comprehensive voter education efforts.</p> <p>In FY 2004-05, the Legislature appropriated \$11.6 million to assist local governments with purchasing one accessible voting system for each polling place. However, these funds were distributed from Title II.</p>	



Element 11- HAVA State Plan Management Section

Changes	Successes
There were no substantive changes to the HAVA State Plan Management Section.	

Element 12- HAVA Changes in State Plan for Previous Fiscal Year

Changes	Successes
The HAVA State Plan was updated to reflect changes from FY 2004-05.	

Element 13- HAVA State Plan Development and Planning Committee

Changes	Successes
<p>The HAVA Planning Committee met once in Pensacola and once in Miami during Fall 2006 to update the HAVA State Plan.</p> <p>The HAVA Planning Committee welcomed eight new members:</p> <ol style="list-style-type: none">1. The Honorable Lester Sola, Supervisor of Elections, Miami-Dade County2. The Honorable Terry Vaughn, Supervisor of Elections, Bradford County3. The Honorable Bill Posey, State Senator, District 24, Rockledge, FL4. The Honorable Ron Reagan, State Representative, District 67, Sarasota, FL5. Mr. Richard Perez, Attorney, Holland and Knight, Miami, FL6. Dr. Alec Yasinsac, Professor, Florida State University, Tallahassee, FL7. Mr. Reggie Mitchell, Counsel for the People for the American Way Foundation, Tallahassee, FL8. Ms. Sallie Parks, former Pinellas County Commissioner, Palm Harbor FL	



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 103

Element 13. State Plan Development and HAVA Planning Committee

Section 254(a)(13): A description of the committee which participated in the development of the State plan in accordance with section 255 and the procedures followed by the committee under such section and section 256.

For update, refer to 2009 HAVA State Plan Update-[Element 13](#) and Table 12.1 in [Element 12](#).

1. Introduction

To comply with the requirements of the Help America Vote Act of 2002 (HAVA), the HAVA State Plan must be developed by the chief State election official through a committee of appropriate individuals. After a preliminary plan is developed, it must be published for public inspection and comment. State officials must take public comments into account in preparing the HAVA State Plan submitted to the Elections Assistance Commission.

2. Compliance: Designation and Meetings of HAVA State Planning Committee

Yes, and no further actions are required.

Florida's Secretary of State is the Chief State Election Official and has the responsibility under HAVA to develop the HAVA State Plan with the assistance of the statewide HAVA Planning Committee. Section 255(a) of HAVA requires that "The chief State election official shall develop the HAVA State Plan under this subtitle through a committee of appropriate individuals, including the chief election officials of the two most populous jurisdictions within the State, other local election officials, stakeholders (including representatives of groups of individuals with disabilities), and other citizens, appointed for such purpose by the chief State election official."

Members of the 2006 HAVA Planning Committee for the State of Florida (appointed by then Secretary of State, Sue M. Cobb) included:

Chairman:

Jim Smith of Leon County, former Secretary of State and former Attorney General

Chief Election Officials of the Two Most Populous Jurisdictions within the State:

Brenda Snipes, Supervisor of Elections for Broward County

Lester Sola, Supervisor of Elections for Miami-Dade County



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 104

Other Local Election Officials:

Kurt Browning, Supervisor of Elections for Pasco County
Terry Vaughan, Supervisor of Elections for Bradford County

Stakeholders/Representatives of Groups of Individuals with Disabilities:

Jim Kracht, Assistant County Attorney for Miami-Dade County and member of the American Association of Visually Impaired Attorneys, American Council of the Blind and the Florida Council of the Blind
Richard LaBelle, Executive Director of the Family Network on Disabilities of Florida, Inc.

Other Stakeholders and Citizens:

Reggie Mitchell, Florida Legal Counsel, People for the American Way Foundation
Sallie Parks, former member Pinellas County Commission
Bill Posey, State Senator, District 24
Ron Reagan, Representative, District 67
Richard Perez, Esq., Holland & Knight LLP
Dr. Alec Yasinsac, Florida State University

Florida's HAVA compliance process has involved three separate committees over the years, comprised of the following members:

2003 HAVA Committee

Jim Smith, Chairman
Smith, Ballard and Logan

Kurt Browning
Supv. of Elections, Pasco County

Joe Celestin
Mayor, City of North Miami

Anna Cowin
State Senator --District 20

Dave Evans
National Federation of the Blind

Susan Gill
Supv. of Elections, Citrus County

Jane Gross
Florida League of Women Voters

Lindsay Harrington
State Representative --District 72

2004 HAVA Committee

Jim Smith, Chairman
Smith Ballard and Logan

Kurt Browning
Supv. of Elections, Pasco County

Anna Cowin
State Senate

Jennifer Carroll
House of Representatives

Joe Celestin
Mayor, City of North Miami

David Evans
National Federation of the Blind

Susan Gill
Supv. of Elections, Citrus County

Jane Gross
Florida League of Women Voters

2006 HAVA Committee

Jim Smith, Chairman
Smith and Ballard

Kurt Browning
Supv. of Elections, Pasco County

Jim Kracht
Miami, Florida

Richard La Belle
Family Network on Disabilities of Florida, Inc.

Reggie Mitchell
People For the American Way Foundation

Bill Posey
State Senator, District 24

Richard Perez
Holland and Knight



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 105

Arthur Hernandez
Arthur Hernandez, Esq.

Shirley Green Knight
Supv. of Elections, Gadsden County

Jim Kracht
Miami-Dade County

Richard LaBelle
Fla. Coalition on Disability Rights

David Leahy
Supv. of Elections, Miami-Dade
County

Percy Luney
Florida A & M University

Reggie McGill
City of Orlando

Miriam Oliphant
Supv. of Elections, Broward County

Isis Segarra
Tampa, Florida

Lori Stelzer
Florida Association of City Clerks

Raiza Tamayo
US Hispanic Chamber of Commerce

Arthur Hernandez
Attorney at Law

Constance Kaplan
Supv. of Elections, Miami-Dade
County

Shirley Knight
Supv. of Elections, Gadsden County

Jim Kracht
Florida Council of the Blind
American Council of the Blind

Richard LaBelle
Attorney at Law

Percy Luney
FAMU Law School

Reggie McGill
City of Orlando

Brenda Snipes
Supv. of Elections, Broward County

Lori Stelzer
Florida Association of City Clerks

Isis Segarra
Tampa, Florida

Raiza Tamayo
U.S. Hispanic Chamber of Orlando

Sallie Parks
Former Pinellas County
Commissioner

Ron Reagan
Representative, District 67

Lester Sola
Supv. of Elections, Miami-Dade
County

Brenda Snipes
Supv. of Elections, Broward County

Terry Vaughan
Supv. of Elections, Bradford
County

Alec Yasinsac
Florida State University

Each HAVA Planning Committee has operated in an open process with public deliberations, systematic procedures in accordance with *Robert's Rules of Order*, and majority vote of members who were present when votes were taken. The Collins Center for Public Policy, Inc. a non-profit, non-partisan organization (selected in a public bidding process) and the Florida Department of State's Division of Elections have served as staff for each committee.

The HAVA Planning Committee (2006) convened two publicly noticed meetings to update the June 2004 version of the State Plan—Pensacola, Florida, on September 21, 2006, and Miami, Florida, on October 12, 2006. A majority quorum of HAVA Planning Committee



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 106

members was present for both meetings. Members of the public and press were welcomed at the meeting and public comments received.

All meetings were held in accessible facilities and were compliant with the Americans with Disabilities Act. Closed captioning service was available at all meetings. Agendas were printed in Braille as well as Spanish and Creole.

The Collins Center prepared written materials for the meetings, made presentations to focus the 2006 HAVA Planning Committee on decisions that needed to be made, and took notes of proceedings at the Pensacola meeting. At the bequest of the committee, a transcript of the Miami public meeting was prepared. All agendas and other materials for the meetings were made available at the meetings. The website of the State Division of Elections also included much of this material in advance of the meetings

The HAVA Planning Committee received a draft of the plan before voting to approve the preliminary version. The Committee then forwarded it to the Division of Elections for public notice and commentary period. Staff for the Division of Elections made authorized edits to ensure consistency and accuracy of text and format of the final draft.

3. Compliance: Public Notice and Comments for State Plan

Yes, and no further actions are required.

Section 256 of HAVA requires that the HAVA State Plan meet the following public notice and comment requirements:

- (1) not later than 30 days prior to the submission of the plan, the State shall make a preliminary version of the plan available for public inspection and comment;
- (2) the State shall publish notice that the preliminary version of the plan is so available; and
- (3) the State shall take the public comments made regarding the preliminary version of the plan into account in preparing the plan which will be filed with the Election Assistance Commission.

After notice was given in the *Florida Administrative Weekly*, the preliminary version of the 2006 HAVA State Plan was posted on the Department of State's and the Governor's websites. A link was made available on the Department's website for receiving public comments. No comments were received. The work of the HAVA Planning Committee and its consultants was completed when a preliminary version of the HAVA State Plan was prepared, approved by the HAVA Planning Committee, and submitted to the Secretary of State.



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 107

After the final updated 2006 HAVA State Plan is submitted to the Election Assistance Commission, that Commission is responsible for publishing the HAVA State Plan in the Federal Register in accordance with Section 255(b).



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 108

Help America Vote Act of 2002 State Plan Chart

Help America Vote Requirement	Status: 2006 HAVA State Plan	Status: As of 10/31/06
Voting Systems--Section 301 Compliance January 1, 2006)	Meets	
Verify Ballot	X	Meets
Change or Correct Ballot	X	Meets
Prevent Overvotes	X	Meets
Absentee instructions	X	Meets
Absentee privacy and confidentiality	X	Meets
Paper record for audits	X	Meets
Systems for voters with disabilities	X	Meets
Future voting systems purchases comply with HAVA	X	Meets
Alternative language accessibility	X	Meets
Comply with FEC error rates	X	Meets
Define what constitutes a vote	X	Meets
Provisional Voting and Voter Information--Section 302 (Compliance January 1, 2004)	Meets	
Laws require notification to cast provisional ballot	X	Meets
Provisional ballots permitted with written affirmation of voter eligibility	X	Meets
Provisional ballots given to election officials for determination	X	Meets
Provisional ballots counted if voter is determined to be eligible	X	Meets
Voters provided information to ascertain if provisional ballot counted	X	Meets
"Free access system" provided to ascertain if provisional ballot counted	X	Meets
Sample ballots are posted for election	X	Meets
Date of election and polling place hours are posted	X	Meets
Voting instructions and provisional voting instructions are posted on election day	X	Meets
Voting instructions for mail-in registrants and first-time voters on election day	X	Meets
Voting rights information and provisional ballot information posted	X	Meets
Contact information posted for voters whose rights have been violated	X	Meets
Information posted on prohibition of fraud and misrepresentation	X	Meets
Provisional ballots segregated for those who vote after special extended poll hours	X	Meets



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 109

	Status: 2006 HAVA State Plan	Status: As of 10/31/06
Help America Vote Requirement		
Voter Registration--Section 303 (Compliance January 1, 2004 or extension January 1, 2006)	Meets	
Single, uniform, official centralized, interactive computer statewide, voter registration list	X	Meets
Can Florida meet January 1, 2004 deadline? Need to apply for January 1, 2006 waiver	X	Meets
HAVA's ID requirements for voters who register by mail and not previously voted	X	Meets
HAVA's requirement for voter registration language in mail registration forms	X	Meets
Local Government Payments and Activities [Section 254(a)(2)]	Meets	
Describe criteria for funding	X	Updated
Describe methods to monitor performance	X	Updated
Voter Education [Section 254(a)(3)]	Meets	
Describe voter education programs to support Title III	X	Updated
Describe election official education and training to support Title III	X	Updated
Describe poll worker training to support Title III	X	Updated
Voting System Guidelines and Processes [Section 254(a)(4)]	Meets	
Describe Florida's voting system guidelines and processes consistent with Section 301	X	Meets
HAVA Election Fund [Section 254(a)(5)]	Meets	
Describe how Florida will establish a HAVA fund	X	Updated
Describe how Florida will manage the HAVA fund	X	Updated
Florida's HAVA Budget [Section 254(a)(6)]	Meets	
Describe costs of activities to meet Title III	X	Updated
Describe portion of requirements payment to carry out requirements activities	X	Updated
Describe portion of requirements payment to carry out other activities	X	Updated
Florida's Maintenance of Effort [Section 254(a)(7)]	Meets	
Describe how Florida will maintain election expenditures at the 1999-2000 FY	X	Updated



KURT S. BROWNING
 SECRETARY OF STATE
 STATE OF FLORIDA

STATE OF FLORIDA
 HAVA PLAN 2006 UPDATE / PAGE 110

Help America Vote Requirement	Status: 2006 HAVA State Plan	Status: As of 10/31/06
Florida's Performance Goals and Measures [Section 254(a)(8)]	Meets	
Describe how Florida will adopt performance goals measures to determine HAVA success	X	Updated
Administrative complaint process [Section 254(a)(9)]	Meets	
Established a state-based administrative complaint process to remedy grievances	X	Meets
Effect of Title I Payments [Section 254(a)(10)]	Meets	
Describe how Title I payments will affect activities of HAVA plan	X	Updated
HAVA State Plan Management [Section 254(a)(11)]	Meets	
Describe how Florida will manage plan and make material changes to plan	X	Updated
HAVA State Plan for Previous Fiscal Year [Section 254(a)(12)]	Meets	
Describe how this year's plan changed from the previous fiscal year	X	Updated
HAVA State Plan Development and Planning Committee [Section 254(a)(13)]	Meets	
Describe the committee and procedures used to develop the HAVA plan	X	Updated



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 111

Appendix A

INSTRUCTIONS TO VOTERS

1. Polls open at 7 a.m. and close at 7 p.m. Anyone in line at 7 p.m. will be allowed to vote.
2. Sample ballots will be posted in the polling room for your information.
3. When you enter the polling room and before being permitted to vote, you are required to present a photo ID with signature. If you do not have the proper ID, you will be allowed to vote a provisional ballot.
4. If you need instructions on how to use the voting equipment, ask a poll worker to assist you. After you have been given instructions, the officer assisting you will leave so that you can cast your vote in secret.
5. You are required to occupy the voting booth alone, unless you requested assistance at the time of registration or when you signed in at the polls.
- 6.a. For **OPTICAL SCAN** voting, when you are finished marking your ballot, take your ballot and put it into the precinct tabulator.
- b. For **TOUCH SCREEN** voting, when you are finished voting your ballot, be sure to press **VOTE** or **CAST BALLOT** button to cast your vote.
7. After you cast your vote, you are required to leave the polling room and you will not be allowed to re-enter.
8. If your eligibility is questioned or you do not have a photo ID, you will be allowed to vote a provisional ballot. Please review carefully and follow the instructions provided with your provisional ballot. Your ballot will be presented to the County Canvassing Board for a determination as to whether your ballot will be counted.
9. The poll workers possess full authority to maintain order in the polling area.

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STATE OF FLORIDA



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 112

Appendix B

INSTRUCCIONES PARA LOS VOTANTES

1. Las urnas abren a las 7:00 a.m. y cierran a las 7:00 p.m. A todo el que se encuentre en línea a las 7:00 p.m. se le permitirá votar.
2. Se desplegarán boletas de muestra en el salón de votación para su información.
3. Cuando usted entre el salón de votación y antes de que se le permita votar, a usted se le requiere presentar una identificación con fotografía y firma. Si usted no tiene la identificación apropiada, a usted se le permitirá votar una boleta provisional.
4. Si usted necesita instrucciones de cómo usar el equipo de votación, pídale a un trabajador de las urnas que le ayude. Después que a usted se le han dado instrucciones, el oficial que le ayuda se irá, para que usted pueda echar su voto en secreto.
5. A usted se le requiere ocupar la caseta de votación solo, a menos que usted haya pedido ayuda al momento del registro o cuando usted registró su llegada en las urnas.
- 6.a. Para la votación por ESCANEÓ ÓPTICO, cuando usted haya terminado de marcar su boleta, tome su boleta y póngala en el tabulador del precinto.
 - b. Para la votación por PANTALLA AL TACTO, cuando usted haya terminado de marcar su boleta, asegúrese de oprimir VOTE (Votar) o CAST BALLOT (Echar Boleta) para echar su voto.
7. Después que usted eche su voto, a usted se le requiere que abandone el salón de votación y a usted no se le permitirá volver a entrar.
8. Si su elegibilidad es cuestionada o usted no tiene una identificación con fotografía, a usted se le permitirá votar una boleta provisional. Por favor, revise cuidadosamente y siga las instrucciones provistas con su boleta provisional. Su boleta será presentada a la Junta Escudriñadora del Condado para una determinación respecto a si su boleta será contada.
9. Los trabajadores de las urnas poseen plena autoridad para mantener el orden en el área de votación.

DS-DE 69
1/06



ESTADO DE LA FLORIDA



KURT S. BROWNING
SECRETARY OF STATE
STATE OF FLORIDA

STATE OF FLORIDA
HAVA PLAN 2006 UPDATE / PAGE 113

Appendix C

VOTER'S BILL OF RIGHTS

Each registered voter in this state has the right to:

1. Vote and have his or her vote accurately counted.
2. Cast a vote if he or she is in line at the official closing of the polls in that county.
3. Ask for and receive assistance in voting.
4. Receive up to two replacement ballots if he or she makes a mistake prior to the ballot being cast.
5. An explanation if his or her registration or identity is in question.
6. If his or her registration or identity is in question, cast a provisional ballot.
7. Written instructions to use when voting, and, upon request, oral instructions in voting from elections officers.
8. Vote free from coercion or intimidation by elections officers or any other person.
9. Vote on a voting system that is in working condition and that will allow votes to be accurately cast.

You may have other voting rights under state and federal laws. If you believe your voting rights have been violated, please contact Florida Department of State, Division of Elections, 1-877-868-3737



Appendix D

La Carta de Derechos del Votante

Cada votante registrado en este estado tiene el derecho a:

1. Votar y hacer que su voto se cuente con precisión.
2. Echar un voto si él o ella está en línea al cierre oficial de las urnas en ese condado.
3. Pedir y recibir ayuda al votar.
4. Recibir hasta dos boletas de reemplazo si él o ella comete un error antes de echar la boleta.
5. Una explicación si es que su registro o identidad se cuestiona.
6. Si su registro o identidad se cuestiona, a echar una boleta provisional.
7. Instrucciones escritas para usar al votar y, si así se pide, instrucciones verbales al votar de parte de los oficiales electorales.
8. Votar libre de coerción o intimidación de parte de los oficiales electorales o cualquier otra persona.
9. Votar en un sistema de votación que se encuentre en condiciones operantes y que permita que los votos sean echados con precisión.

Usted puede tener otros derechos electorales bajo las leyes estatales y federales. Si usted cree que sus derechos electorales han sido violados, por favor, comuníquese con el Florida *Department of State, Division of Elections* (Departamento de Estado de la Florida, División de Elecciones) al 1-877-868-3737.