

Report By the Military and Overseas Voting Assistance Task Force to the Governor, President of the Florida Senate, and the Speaker of the Florida House of Representatives

Prepared by the Department of State pursuant to section 9 of Chapter 2016-242, *Laws of Florida*

June 2017



FLORIDA DEPARTMENT *of* STATE

Table of Contents

I.	EXECUTIVE SUMMARY.....	5
II.	BACKGROUND	6
	Military and Overseas Voters	6
	Florida Statutory Overview.....	6
	Statistical Data	7
	Chapter 2016-242, Laws of Florida.....	8
III.	THE MILITARY AND OVERSEAS VOTING ASSISTANCE TASK FORCE	8
	Responsibilities	8
	Membership	9
	Public Meetings	9
	Public Input.....	11
	Recommendation	12
IV.	BIBLIOGRAPHY	13
V.	APPENDICES	14
	Appendix A: Chapter 2016-242, <i>Florida Statutes</i>	15
	Appendix B: Electronic Ballot Return Methods by State	24
	Appendix C: Statistical Data – UOCAVA Voting vs. Domestic Voting	26
	Appendix D: Meeting Agenda.....	28
	Appendix E: Meeting Sign-In Sheet	30
	Appendix F: Presentations.....	31

Executive Summary

The Florida Department of State submits this report on behalf of the Military and Overseas Voting Assistance Task Force (Task Force). The Florida Legislature established the eleven-member Task Force during the 2016 Legislative Session. On April 15, 2016, Governor Rick Scott signed the bill into law. (See Appendix A for Chapter 2016-242, *Laws of Florida; House Bill 429/Senate Bill 184*).

The Task Force is charged with studying the issues involving the development and implementation of an online voting system that would allow absent uniformed services voters who are overseas to electronically submit voted ballots. More specifically, the Task Force is to study, at a minimum:

- *Any factor that limits the ability of absent uniformed services voters who are overseas to request, receive, and return [vote-by-mail] ballots within the current statutory time period for [vote-by-mail] ballots.*
- *The costs associated with the development and implementation of an online voting system.*
- *The feasibility of absent uniformed services voters who are overseas using an online voting system to electronically submit a voted ballot.*
- *The security of electronically submitting a voted ballot through an online voting system.*
- *Procedures adopted by other states to facilitate greater electoral participation among absent uniformed services voters who are overseas.*

The law requires the Task Force to submit a report, including its recommendations, to the Governor, the Senate President, and the Speaker of the House of Representatives by July 1, 2017. The recommendations must address whether the state should pursue the development and implementation of an online voting system for overseas uniformed services voters and if so, the recommended steps for developing and implementing such a system.

The Task Force convened a full-day, publicly noticed, open meeting in Tallahassee, Florida, on June 5, 2017, to discuss its charge and the specified issues, and formalize its recommendations. No public comments were received prior to or at the meeting. The Task Force expires upon submission of its report.

The Task Force recognizes that overseas uniformed services voters encounter unique obstacles while exercising their right to vote, particularly with the return of the voted ballot. However, the Task Force does not recommend, at this time, that the State of Florida develop and implement an online voting system due to the formidable challenges associated with establishing this new type of system, such as ballot integrity, security, technology, privacy, and cost. Nevertheless, a number of opportunities are available to leverage existing technological infrastructures, including the military's secure email service and strong authentication using military-issued Common Access Cards, and to enhance and expand upon current procedures to facilitate voting for overseas uniformed services voters. The Task Force recommends exploring these opportunities through working groups, rulemaking, and/or pilot programs. Additionally, the Task Force recommends forging a new partnership with state and local election officials, state technology officials, military advisors, Department of Defense personnel and other stakeholders. This partnership will be key to realizing these and other opportunities to enhance voting access for overseas uniformed services members.

Background

Military and Overseas Voters

Voting-by-mail (formerly referred to as absentee voting) arose historically from the needs of military and overseas voters. The first widespread use of voting-by-mail in the United States occurred during the Civil War. By 1917, Florida enacted its first voting-by-mail laws to enable soldiers serving overseas in the First World War to cast ballots. To ensure equal opportunity and uniformity across the United States, Congress enacted the Uniformed and Overseas Citizens Absentee Voting Act of 1986 (UOCAVA). UOCAVA required all states to allow military and overseas citizens to vote-by-mail in federal elections.

A 2009 study produced by the Pew Center for the States, *No Time to Vote – Challenges Facing America’s Overseas Military Voters*, concluded that despite the provisions of UOCAVA, one third of states still did not provide enough time for absent military and overseas civilian voters to receive, vote, and return a ballot to be counted in an election.¹ In response, Congress passed the Military and Overseas Voter Empowerment Act of 2009 (MOVE Act), a part of which amended UOCAVA and required states to send vote-by-mail ballots to UOCAVA voters at least 45 days before an election.²

In recent decades, an increasing number of states have expanded their voting options, providing more voters with the option to vote-by-mail, as well as removing requirements such as having a written witness to the signature on the ballot and having an excuse for being away from the poll on Election Day to be able to vote-by-mail. Under UOCAVA, all states must provide blank ballots to UOCAVA voters by some sort of electronic means, such as fax, email, or other online delivery system. Furthermore, thirty-two states and the District of Columbia provide UOCAVA voters with the option to return vote-by-mail ballots by electronic means, such as fax, email, or web-portal. (See Appendix B, *Electronic Ballot Return Methods by State*, National Council of State Legislatures). The web-portals allow a voter to print, scan, and upload a voted ballot image to the portal, transmitting the completed ballot to the local election official.

Florida Statutory Overview

Voting-by-mail refers to voting a ballot received by mail or picked up by a voter or designee for a voter who is unable or unwilling to go to the polls to vote during early voting or on Election Day. Since 2002, a voter does not have to be absent from the county of residence or otherwise have an excuse in order to request and obtain a vote-by-mail ballot (except on Election Day itself). A request covers all elections through the end of the calendar year for the second ensuing regularly scheduled general election. To receive a vote-by-mail ballot, the voter or authorized person must contact his or her county Supervisor of Elections.

¹ Florida was not one of those states.

² Florida was already statutorily complying with state law to send ballots by the 45-day deadline to absent stateside and overseas military and overseas civilians.

For UOCAVA voters who have ballot requests on file, both federal and state law requires the ballots to be sent out no later than 45 days prior to an election. Federal and state law also include several other provisions that facilitate the receipt and return of ballots from UOCAVA voters:

- UOCAVA voters can register to vote and request a vote-by-mail ballot at the same time using a Federal Post Card Application. Non-UOCAVA voters can request a vote-by-mail ballot only after having become registered to vote, and must do so in two separate steps.
- The Department has adopted Rule 1S.2.030, Florida Administrative Code³, which allows for ballots to be sent to UOCAVA voters via fax or email. The rule allows for the return of a voted ballot by mail or via fax from overseas voters. Section 101.697, Florida Statutes, authorizes the Department of State to determine whether secure electronic means can be established for receiving ballots from overseas voters.
- If UOCAVA voters have requested but have not received their vote-by-mail ballots, they can use the Federal Write-In Absentee Ballot (FWAB), a generic emergency back-up ballot available online through a number of websites, including those of the Department of State and the U.S. Department of Defense's Federal Voting Assistance Program. This ballot can also be similarly returned via fax by overseas voters only.
- For a ballot request not previously submitted in time for the UOCAVA mail out, a request to mail the ballot must be received no later than 6 days before an election. However, the UOCAVA voter, unlike the domestic voter, can request a blank ballot to be emailed or faxed up to and including on election day. In presidential preference primary, special primary, general, and special elections, an overseas voter's vote-by-mail ballot postmarked or dated by Election Day is counted if returned and received up to 10 days after Election Day. Absent this exception, the deadline for return and receipt is 7:00 pm on Election Day in the county jurisdiction in which the voter is registered.

For domestic vote-by-mail voters, the Supervisors of Elections mail out ballots to domestic voters (who have requests on file) during a 7-day window (35th through the 28th day before an election). For a domestic voter's ballot request not previously submitted in time, the request must be received no later than 6 days before an election. Requested ballots can be mailed out up to the 4th day before an election. In order for a vote-by-mail ballot to be counted, it must be returned and received by the Supervisor of Elections office by 7:00 pm on Election Day in the county jurisdiction in which the voter is registered.

Statistical Data

A review of statistical data indicates that in comparison to domestic vote-by-mail voters, UOCAVA voters have a lower participation rate. For the 2014 and 2016 general elections, participation rates for all registered voters averaged 62.91 percent compared to an average of 33.82 percent for UOCAVA voters, regardless of age.

Additionally, for those UOCAVA voters who did cast a ballot, the rejection rate was slightly more than for domestic voters. For the 2014 and 2016 general elections the ballot rejection rate for UOCAVA voters averaged a little more than three percent while domestic vote-by-mail ballots were rejected

³ Section 101.697, Florida Statutes, authorizes the Department of State to determine whether secure electronic means can be established for receiving ballots from overseas voters.

slightly less than one percent of the time. The most commonly reported reasons for UOCAVA ballot rejection are that the ballot was received after the deadline, or that there were issues with the voter's signature on the voter's certificate accompanying the ballot. Although these issues also affect domestic voters, UOCAVA voters face greater challenges due to long distance, geography, local postal and communications infrastructures, and access to technology, especially for overseas uniformed services voters in remote locations that may be impeded by timely receipt and return of the ballot or correction of issues such as missing or mismatched signatures. The Task Force acknowledged the need for further studies that can capture more specific data and allow more comparative analysis. (See Appendix C, Statistical Data – UOCAVA Voting vs. Domestic Voting - Extracted data from *U.S. Election Assistance Commission's Election Administration and Voting Surveys* for 2014 and 2016.)

Chapter 2016-242, Laws of Florida

The Florida Legislature established the Military and Overseas Voting Assistance Task Force (Task Force) during the 2016 Legislative Session. On April 15, 2016, Governor Rick Scott signed the bill into law. (See Appendix A for Chapter 2016-242, *Laws of Florida*). Section 9 of the law specifically created and solely pertained to the Task Force. The Task Force's charge was to study issues involving the development and implementation of an online voting system that would allow absent uniformed services voters who are overseas to electronically submit voted ballots.

The following sections will describe in greater detail the responsibilities and composition of the Task Force as provided by the law, the process followed by the Task Force members to reach their recommendations, and the recommendations themselves.

The Military and Overseas Voting Assistance Task Force

Responsibilities

Pursuant to section 9 of Chapter 2016-242, Laws of Florida, the Task Force was charged with studying and reporting on the following issues, at a minimum:

- Any factor that limits the ability of absent uniformed services voters who are overseas to request, receive, and return [vote-by-mail] ballots within the current statutory time period for casting [vote-by-mail] ballots.
- The costs associated with the development and implementation of an online voting system.
- The feasibility of absent uniformed services voters who are overseas using an online voting system to electronically submit a voted ballot.
- The security of electronically submitting a voted ballot through an online voting system.
- Procedures adopted by other states to facilitate greater electoral participation among absent uniformed services voters who are overseas.

Membership

The Task Force was composed of eleven members. Each member was designated or appointed by an authority prescribed by the law. Task Force members and their appointing officials included:

Member	Description	Appointing Official/Organization
Ms. Maria Matthews, Esq.	Director, Florida Department of State, Division of Elections; Task Force Chair	Designee of Secretary of State Ken Detzner
Lt. Col. William Stanton	83 rd Troop Command, Florida National Guard	Designee of Adjutant General Michael Calhoun
Mr. Eric Larson	Executive Director, Agency for State Technology; Interim State Chief Information Officer;	Designee of Executive Director of the Agency for State Technology Eric Larson
Undesignated	Florida Senator	Appointee of Senate President Joe Negron
Undesignated	Florida Representative	Appointee of House of Representatives Speaker Richard Corcoran
Hon. Paul Lux	Supervisor of Elections, Okaloosa County	Appointee of Florida State Association of Supervisors of Elections President Chris Chambless
Hon. Mike Hogan	Supervisor of Elections, Duval County	Appointee of Florida State Association of Supervisors of Elections President Chris Chambless
Hon. David Stafford	Supervisor of Elections, Escambia County	Appointee of Florida State Association of Supervisors of Elections President Chris Chambless
Mr. Jared Marcotte	Custom Web Developer, Interface Designer and IT strategist	Appointee of Secretary of State Ken Detzner
Ms. Samantha Walker	Technical, Research, and Management Expert	Appointee of Secretary of State Ken Detzner
Ms. Linda Hastings-Ard	Chief, Florida Department of State, Division of Elections, Bureau of Voting Systems Certification	Appointee of Secretary of State Ken Detzner

Public Meetings

The Department of State, Division of Elections staff facilitated one full-day, publicly noticed, open meeting in Tallahassee, Florida on June 5, 2017 where Maria Matthews, Director of the Department of

State's Division of Elections, served as the designated chair for the meeting. (See Appendix D for Task Force Meeting Agenda and Appendix E for Task Force Meeting Sign-in Sheets). A packet of materials was provided for review advance of the meeting.

At the meeting, Department of State staff provided a presentation before the Task Force to include:

- A brief history of vote-by-mail voting,
- An overview of federal and Florida laws regarding voting-by-mail for absent uniformed services and overseas voters,
- A statistical analysis of data extracted from 2014 and 2016 U.S. Election Assistance Commission's Election Administration and Voting Surveys as specifically related to the issue of vote-by-mail ballots for absent uniformed services and overseas voters, and
- A summary of electronic ballot availability and return options in other states.

Further presentations were provided on the topics of the *2008 Okaloosa County Distance Balloting Project*; *2014 Virginia Department of Elections SB 11 Workgroup Report*; *2015 Review of the Federal Voting Assistance Program's Work Related to Electronic Voting*; and *2016 Council of State Government's Overseas Voting – Strategies for Engaging Every Voter, Overseas Voting Initiative Policy Recommendations Report*. (See Appendix F for Presentations).

During and after the presentations, Task Force members discussed the various issues they were mandated to study. The following key points were identified:

- **Challenges in the return of the voted ballot.** While Florida provides overseas uniformed services voters with multiple options for requesting and receiving a vote-by-mail ballot, either in a physical or electronic format, the primary challenge is the return of the voted ballot. Contributing factors include, distance, geography, communications and postal infrastructures, and access to necessary technology or equipment. It was also noted that overseas uniformed services voters tend to be considerably younger than the average population and lower voter turnout has been correlated with younger voters overall.
- **Technical and procedural challenges to online voting.** The public is increasingly accustomed to advanced technologies and use of the Internet to communicate and conduct everyday social, personal and professional activities, including sensitive or personal matters such as online banking. The seamless and real-time access facilitates participation. However, the act of voting presents a unique set of challenges. The Task Force identified three key factors that amplify the complexity of developing and implementing an online voting system in comparison to other online systems and activities:
 - Secrecy of the ballot
 - Authentication of the voter
 - Security

Section 101.041, Florida Statutes,⁴ (and Art. VI, § 1, Florida Constitution) requires a vote by secret ballot. Current procedures and infrastructure are designed to preserve and maintain this secrecy. Any online voting system would have to be able to authenticate the voter to ensure he or she is eligible to vote in the election, capture the voter's vote, record the voter's voting history, and prevent duplicate voting. To ensure the secrecy of the ballot, the system must be able to disassociate who the voter is from how the voter voted on a ballot. Once a voter votes and casts his or her ballot, the act of voting is complete and cannot be undone unlike many online transactions. Additionally, while users of the Internet such as financial institutions, inherently share an interest in preventing or mitigating fraud, the mere perception of a threat or fraud in the electoral process can seriously undermine or erode public confidence. General consensus is that significant security concerns still underlay current technologies. Any online system would have to incorporate complex layers of authentication and voting protocols to ensure security but not at the cost of accessibility and participation.

- **Costs of an online voting system.** Limited information is available on the cost for the development, implementation, and maintenance of an online voting system and would depend on the functionalities of the system. In 2015, based on a similar study and task force, the Virginia Department of Elections estimated the cost to develop a fully online voting system for total stand-up solution at \$2,249,977.08 and an annual cost of \$849,977.08 for maintaining the system. The first year cost per voted ballot was estimated to be \$1,549.98 with a reduction to \$424.99 per voter for each year thereafter.
- **Opportunities to leverage existing infrastructures and methodologies.** Opportunities outside of an online voting system exist for improved voting access by using advanced technologies, available resources and current infrastructures. Florida currently allows UOCAVA voters overseas to return a voted ballot via fax. Building on this existing framework, it may be possible to provide additional electronic return options of a similar nature, such as email return or upload to a web portal. Additionally, the military uses numerous safeguards to control access to sensitive information and to authenticate users. Secure .mil email addresses and servers or Common Access Cards may prove to be a viable way to facilitate enhanced electronic return options for ballots from overseas uniformed services voters with significantly less risks than are associated with online voting.

Public Input

The Task Force meeting was publicly noticed in the Florida Administrative Register, and open to the public. Members of the public wishing to speak to or provide recommendations to the Military and Overseas Voting Assistance Task Force had two methods by which to do so. First, the public could send written communications to the Task Force, by either email or traditional letter; no written public

⁴ Although overseas uniformed services voters can return a voted ballot via fax, a voter waives his or her right to secrecy to do so.

comments were received. Second, members of the public were given the opportunity to speak directly to the Task Force at its June 5th meeting; no members of the public elected to do so.

Recommendation

The Military and Overseas Voting Assistance Task Force recognizes that overseas uniformed services voters encounter unique obstacles when exercising their right to vote particularly with the return of the voted ballot. However, the Task Force does not recommend, at this time, that the State of Florida develop and implement an online voting system due to the formidable challenges associated with establishing this new type of system, such as ballot integrity, security, technology, privacy, and cost. Nevertheless, a number of opportunities are available to leverage existing technological infrastructures, including the military's secure email service and strong authentication using military-issued Common Access Cards, and to enhance and expand upon current procedures to facilitate voting for overseas uniformed services voters. The Task Force recommends exploring these opportunities through working groups, rulemaking, and/or pilot programs. Additionally, the Task Force recommends forging a new partnership with state and local election officials, state technology officials, military advisors, Department of Defense personnel and other stakeholders. This partnership will be key to realizing these and other opportunities to enhance voting access for overseas uniformed services members.

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Appendices

Appendix A: Chapter 2016-242, *Florida Statutes*

CHAPTER 2016-242

Committee Substitute for Senate Bill No. 184

An act relating to military and veterans affairs; creating s. 83.683, F.S.; requiring a landlord, a condominium association, a cooperative association, or a homeowners' association to complete the processing of a rental application submitted by a servicemember within a specified timeframe; providing applicability; amending s. 322.08, F.S.; requiring the application form for an original, renewal, or replacement driver license or identification card to include a voluntary checkoff authorizing veterans to request written or electronic information on federal, state, and local benefits and services for veterans; requiring the requested information to be delivered by a third-party provider; requiring the Department of Highway Safety and Motor Vehicles to report monthly to the Department of Veterans' Affairs the names and mailing or e-mail addresses of veterans who request information; requiring the Department of Veterans' Affairs to disseminate veteran contact information to the third-party provider; requiring that the third-party provider be a nonprofit organization; defining the term "nonprofit organization"; requiring that the Department of Veterans' Affairs provide veteran contact information to the appropriate county or city veteran service officer; specifying that a third-party provider may use veteran contact information only as authorized; prohibiting a third-party provider from selling veteran contact information; requiring a third-party provider to maintain confidentiality of veteran contact information under specified provisions; providing a penalty; amending s. 265.003, F.S.; defining the term "veteran" or "military veteran" for purposes of determining persons the Florida Veterans' Hall of Fame Council may consider as nominees for the Florida Veterans' Hall of Fame; creating s. 489.1131, F.S.; directing the Department of Business and Professional Regulation to provide a method by which honorably discharged veterans may apply for construction contracting licensure; authorizing the Construction Industry Licensing Board to adopt rules; directing the department, in conjunction with the board, to annually prepare and submit a specified report to the Governor and Legislature; amending s. 489.511, F.S.; revising eligibility criteria for taking the electrical or alarm system contractor certification examination; creating s. 489.5161, F.S.; directing the Department of Business and Professional Regulation to provide a method by which honorably discharged veterans may apply for electrical or alarm system contracting licensure; authorizing the Electrical Contractors' Licensing Board to adopt rules; directing the department, in conjunction with the board, to annually prepare and submit a specified report to the Governor and Legislature; creating s. 493.61035, F.S.; directing the Department of Agriculture and Consumer Services to provide a method by which honorably discharged veterans may apply for private investigative, private security, and repossession services licensure; authorizing the department to adopt rules; directing the department to annually prepare and submit a specified report to the

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Governor and Legislature; directing the Department of Highway Safety and Motor Vehicles and the Department of Military Affairs to conduct a commercial motor vehicle driver license testing pilot program; specifying testing locations and funding; requiring the departments to submit a report to the Legislature by a specified date; providing for repeal of the program; creating the Military and Overseas Voting Assistance Task Force within the Department of State; specifying membership of the task force; authorizing reimbursement for per diem and travel expenses; prescribing duties of the task force; requiring submission of a report to the Governor and the Legislature by a specified date; providing for expiration of the task force; providing for staffing; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Section 83.683, Florida Statutes, is created to read:

83.683 Rental application by a servicemember.—

(1) If a landlord requires a prospective tenant to complete a rental application before residing in a rental unit, the landlord must complete processing of a rental application submitted by a prospective tenant who is a servicemember, as defined in s. 250.01, within 7 days after submission and must, within that 7-day period, notify the servicemember in writing of an application approval or denial and, if denied, the reason for denial. Absent a timely denial of the rental application, the landlord must lease the rental unit to the servicemember if all other terms of the application and lease are complied with.

(2) If a condominium association, as defined in chapter 718, a cooperative association, as defined in chapter 719, or a homeowners' association, as defined in chapter 720, requires a prospective tenant of a condominium unit, cooperative unit, or parcel within the association's control to complete a rental application before residing in a rental unit or parcel, the association must complete processing of a rental application submitted by a prospective tenant who is a servicemember, as defined in s. 250.01, within 7 days after submission and must, within that 7-day period, notify the servicemember in writing of an application approval or denial and, if denied, the reason for denial. Absent a timely denial of the rental application, the association must allow the unit or parcel owner to lease the rental unit or parcel to the servicemember and the landlord must lease the rental unit or parcel to the servicemember if all other terms of the application and lease are complied with.

(3) The provisions of this section may not be waived or modified by the agreement of the parties under any circumstances.

Section 2. Present subsection (9) of section 822.08, Florida Statutes, is renumbered as subsection (10), and a new subsection (9) is added to that section, to read:

322.08 Application for license; requirements for license and identification card forms.—

(9)(a) To support the carrying out of the duties of the Department of Veterans' Affairs prescribed in s. 292.05 and to facilitate its outreach to veterans residing in this state, the application form for an original, a renewal, or a replacement driver license or identification card must include a voluntary checkoff authorizing a veteran of the United States Armed Forces to request written or electronic information on federal, state, and local benefits and services available to veterans. The veteran may elect to receive requested information through United States mail or by e-mail. The requested information shall be delivered to the veteran by any third-party provider selected by the Department of Veterans' Affairs to act on its behalf.

(b) The department shall collaborate with the Department of Veterans' Affairs to administer this subsection. The department shall report monthly to the Department of Veterans' Affairs the name and mailing address or e-mail address of each veteran who requests information as provided in paragraph (a). Following receipt of the monthly report, the Department of Veterans' Affairs shall disseminate the contact information for each such veteran to the third-party provider acting on its behalf. The third-party provider must be a nonprofit organization with sufficient ability to communicate with veterans residing throughout this state. For purposes of this paragraph, the term "nonprofit organization" means an organization exempt from the federal income tax under s. 501 of the Internal Revenue Code of 1986 or any federal, state, or local governmental entity.

(c) In addition to the requirements of paragraph (b), the Department of Veterans' Affairs shall disseminate the contact information for a veteran who selects the voluntary checkoff to the appropriate county or city veteran service officer in order to facilitate further outreach to veterans.

(d)1. The contact information of a veteran which is obtained by a third-party provider pursuant to this subsection may be used only as authorized by this subsection. The third-party provider may not sell such contact information. Except as otherwise provided, the third-party provider must maintain the confidentiality of the contact information in accordance with chapter 119 and the federal Driver's Privacy Protection Act of 1994, 18 U.S.C. ss. 2721 et seq.

2. A person who willfully and knowingly violates this paragraph commits a misdemeanor of the first degree, punishable as provided in s. 775.082 or s. 775.083.

Section 3. Subsection (4) of section 265.003, Florida Statutes, is amended to read:

265.003 Florida Veterans' Hall of Fame.—

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(4)(a) The Florida Veterans' Hall of Fame Council shall annually accept nominations of persons to be considered for induction into the Florida Veterans' Hall of Fame and shall transmit a list of up to 20 nominees to the Department of Veterans' Affairs for submission to the Governor and the Cabinet who will select the nominees to be inducted.

(b) In selecting its nominees for submission to the Governor and the Cabinet, the ~~Florida Veterans' Hall of Fame~~ council shall give preference to veterans who were born in Florida or adopted Florida as their home state or base of operation and who have made a significant contribution to the state in civic, business, public service, or other pursuits.

(c) For purposes of this section, the term "veteran" or "military veteran" means a person who meets the definition of the term in s. 1.01(14) or a former member of the Florida National Guard.

Section 4. Section 489.1131, Florida Statutes, is created to read:

489.1131 Credit for relevant military training and education.—

(1) The department shall provide a method by which honorably discharged veterans may apply for licensure. The method must include a veteran-specific application and provide:

(a) To the fullest extent possible, credit toward the requirements for licensure for military experience, training, and education received and completed during service in the United States Armed Forces if the military experience, training, or education is substantially similar to the experience, training, or education required for licensure.

(b) Acceptance of up to 3 years of active duty service in the United States Armed Forces, regardless of duty or training, to meet the experience requirements of s. 489.111(2)(c). At least 1 additional year of active experience as a foreman in the trade, either civilian or military, is required to fulfill the experience requirement of s. 489.111(2)(c).

The board may adopt rules pursuant to s. 120.536(1) and s. 120.54 to implement this subsection.

(2) Notwithstanding any other provision of law, beginning October 1, 2017, and annually thereafter, the department, in conjunction with the board, is directed to prepare and submit a report titled "Construction and Electrical Contracting Veteran Applicant Statistics" to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report must include statistics and information relating to this section and s. 489.5161 which detail:

(a) The number of applicants who identified themselves as veterans.

(b) The number of veterans whose application for a license was approved.

(c) The number of veterans whose application for a license was denied, including the reasons for denial.

(d) Data on the application processing times for veterans.

(e) Recommendations on ways to improve the department's ability to meet the needs of veterans which would effectively address the challenges that veterans face when separating from military service and seeking a license regulated by the department pursuant to part I of chapter 489.

Section 5. Paragraph (b) of subsection (1) of section 489.511, Florida Statutes, is amended to read:

489.511 Certification; application; examinations; endorsement.—

(1)

(b) Any person desiring to be certified as a contractor shall apply to the department in writing and must meet the following criteria:

1. Be of good moral character;
2. Pass the certification examination, achieving a passing grade as established by board rule; and
3. Meet eligibility requirements according to one of the following criteria:
 - a. Has, within the 6 years immediately preceding the filing of the application, at least ~~3 years of years'~~ proven management experience in the trade or education equivalent thereto, or a combination thereof, but not more than one-half of such experience may be educational equivalent;
 - b. Has, within the 8 years immediately preceding the filing of the application, at least ~~4 years of years'~~ experience as a supervisor or contractor in the trade for which he or she is making application, or at least 4 years of experience as a supervisor in electrical or alarm system work with the United States Armed Forces;
 - c. Has, within the 12 years immediately preceding the filing of the application, at least 6 years of comprehensive training, technical education, or supervisory experience associated with an electrical or alarm system contracting business, or at least 6 years of technical experience, education, or training in electrical or alarm system work with the United States Armed Forces or a governmental entity;
 - d. Has, within the 12 years immediately preceding the filing of the application, been licensed for 3 years as a professional engineer who is qualified by education, training, or experience to practice electrical engineering; or
 - e. Has any combination of qualifications under sub-subparagraphs a.-c. totaling 6 years of experience.

Section 6. Section 489.5161, Florida Statutes, is created to read:

489.5161 Credit for relevant military training and education.—

(1) The department shall provide a method by which honorably discharged veterans may apply for licensure. The method must include a veteran-specific application and provide, to the fullest extent possible, credit toward the requirements for licensure for military experience, training, and education received and completed during service in the United States Armed Forces if the military experience, training, or education is substantially similar to the experience, training, or education required for licensure. The board may adopt rules pursuant to s. 120.536(1) and s. 120.54 to implement this subsection.

(2) Notwithstanding any other provision of law, beginning October 1, 2017, and annually thereafter, the department, in conjunction with the board, is directed to prepare and submit a report titled "Construction and Electrical Contracting Veteran Applicant Statistics" to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report shall include statistics and information relating to this section and s. 489.1131 which detail:

(a) The number of applicants who identified themselves as veterans.

(b) The number of veterans whose application for a license was approved.

(c) The number of veterans whose application for a license was denied, including data on the reasons for denial.

(d) Data on the application processing times for veterans.

(e) Recommendations on ways to improve the department's ability to meet the needs of veterans which would effectively address the challenges that veterans face when separating from military service and seeking a license regulated by the department pursuant to part II of chapter 489.

Section 7. Section 493.61035, Florida Statutes, is created to read:

493.61035 Credit for relevant military training and education.—

(1) The department shall provide a method by which honorably discharged veterans may apply for licensure. The method must include:

(a) To the fullest extent possible, credit toward the requirements for licensure for military training and education received and completed during service in the United States Armed Forces if the military training or education is substantially similar to the training or education required for licensure.

(b) Identification of overlaps and gaps between the requirements for licensure and the military training or education received and completed by

the veteran, and subsequent notification to the veteran of the overlaps and gaps.

(c) Assistance in identifying programs that offer training and education needed to meet the requirements for licensure.

(2) Notwithstanding any other provision of law, beginning October 1, 2017, and annually thereafter, the department is directed to prepare and submit a report to the Governor, the President of the Senate, and the Speaker of the House of Representatives. In addition to any other information that the Legislature may require, the report must include statistics and relevant information which detail:

(a) The number of applicants who identified themselves as veterans.

(b) The number of veterans whose application for a license was approved.

(c) The number of veterans whose application for a license was denied, including the reasons for denial.

(d) Data on the application processing times for veterans.

(e) The department's efforts to assist veterans in identifying programs that offer training and education needed to meet the requirements for licensure.

(f) The department's identification of the most common overlaps and gaps between the requirements for licensure and the military training and education received and completed by the veterans.

(g) Recommendations on ways to improve the department's ability to meet the needs of veterans which would effectively address the challenges that veterans face when separating from military service and seeking a license for a profession or occupation regulated by the department pursuant to chapter 493.

Section 8. (1) The Department of Highway Safety and Motor Vehicles and the Department of Military Affairs shall jointly conduct a pilot program to provide onsite commercial motor vehicle driver license testing opportunities to qualified members of the Florida National Guard pursuant to the Department of Highway Safety and Motor Vehicles commercial motor vehicle driver license skills test waiver under s. 322.12, Florida Statutes. Testing must be held at a Florida National Guard Armory, a Florida United States Armed Forces Reserve Center, or the Camp Blanding Joint Training Center. The pilot program shall be accomplished using existing funds appropriated to each department.

(2) By June 30, 2017, the Department of Highway Safety and Motor Vehicles and the Department of Military Affairs shall jointly submit a report on the results of the pilot program to the President of the Senate and the Speaker of the House of Representatives.

(3) This section is repealed October 1, 2017, and shall not be codified in the Florida Statutes.

Section 9. *Military and Overseas Voting Assistance Task Force.*—The *Military and Overseas Voting Assistance Task Force*, a task force as defined in *s. 20.09*, Florida Statutes, is created within the Department of State. The task force is created for the express purpose of studying issues involving the development and implementation of an online voting system that allows absent uniformed services voters who are overseas to electronically submit voted ballots.

(1) The task force is composed of 11 members, as follows:

(a) The Secretary of State or his or her designee, who shall serve as chair of the task force.

(b) The Adjutant General or his or her designee.

(c) The executive director of the Agency for State Technology or his or her designee.

(d) One member of the Senate appointed by the President of the Senate.

(e) One member of the House of Representatives appointed by the Speaker of the House of Representatives.

(f) Three supervisors of elections appointed by the Florida State Association of Supervisors of Elections.

(g) Three individuals appointed by the Secretary of State, with relevant expertise in computers, the Internet, or other associated technologies.

(2) Members of the task force shall serve without compensation, but are entitled to reimbursement for per diem and travel expenses pursuant to *s. 112.061*, Florida Statutes.

(3) The task force, at a minimum, shall study and report on the following issues:

(a) Any factor that limits the ability of absent uniformed services voters who are overseas to request, receive, and return absentee ballots within the current statutory time period for casting absentee ballots.

(b) The costs associated with the development and implementation of an online voting system.

(c) The feasibility of absent uniformed services voters who are overseas using an online voting system to electronically submit a voted ballot.

(d) The security of electronically submitting a voted ballot through an online voting system.

(e) Procedures adopted by other states to facilitate greater electoral participation among absent uniformed services voters who are overseas.

(4) The Secretary of State shall submit a report to the Governor, the President of the Senate, and the Speaker of the House of Representatives by July 1, 2017, containing the task force's recommendation concerning whether the state should pursue the development and implementation of an online voting system that allows absent uniformed services voters who are overseas to electronically submit voted ballots. If the task force favorably recommends an online voting system, the report must include recommended steps for developing and implementing such a system. Upon submission of the report, the task force shall expire.

(5) The Division of Elections of the Department of State shall provide support staff for the task force. The Agency for State Technology shall assist the task force upon request.

Section 10. This act shall take effect July 1, 2016.

Approved by the Governor April 15, 2016.

Filed in Office Secretary of State April 15, 2016.

Appendix B: Electronic Ballot Return Methods by State

(Source: National Council of State Legislatures)

STATE*	Return Method			Who Can Use?				
	EMAIL	FAX	WEB PORTAL**	All	UOCAVA	Emergency	UOCAVA Sub-Class	Voters with Disability
Alabama			•				•	
Alaska		•	•	•				
Arizona		•	•		•			
California		•			•			
Colorado	•	•				•		
Delaware	•	•			•			
D.C.	•	•			•			
Florida		•			•			
Hawaii	•				•	•		
Idaho	•	•			•	•		
Indiana	•	•			•			
Iowa	•	•					•	
Kansas	•	•			•			
Louisiana		•			•			
Maine	•	•			•			

Massachusetts	•	•			•			
Mississippi	•	•			•			
Missouri	•	•	•				•	
Montana	•	•			•			
Nebraska	•	•			•			
Nevada	•	•			•			
New Jersey	•	•			•			
New Mexico	•	•			•			
North Carolina	•	•			•			
North Dakota		•	•		•			
Oklahoma		•			•			
Oregon	•	•			•			
Rhode Island		•			•			
South Carolina	•	•			•			
Texas		•					•	
Utah	•	•			•		•	
Washington	•	•			•			
West Virginia	•	•			•			

* States not listed on this chart do not have any electronic return of vote-by-mail ballots

**Although some systems allow a voted ballot to be submitted entirely online, others require the voter to print the voted ballot and upload it back into the system as a PDF.

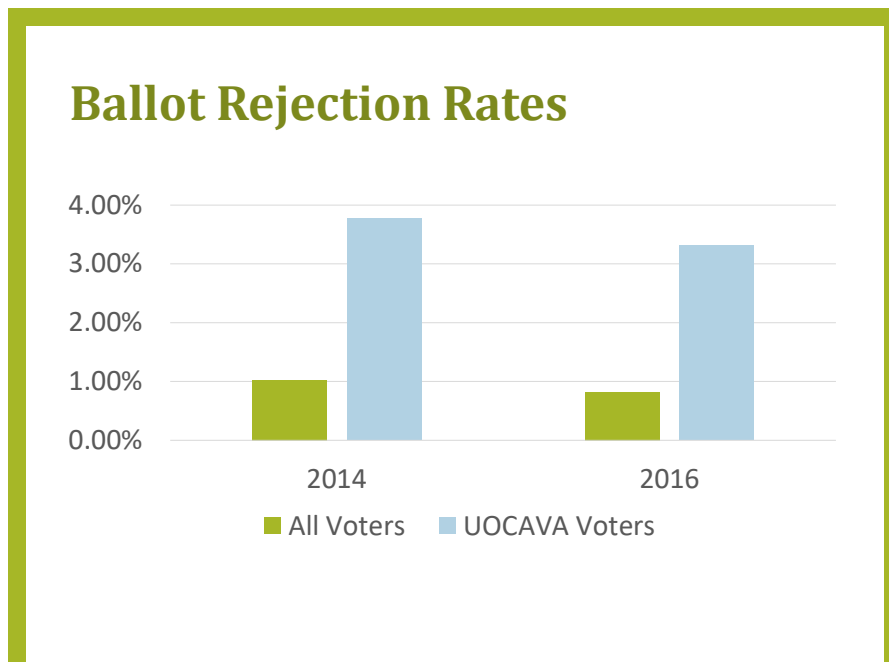
Chart adapted from National Conference of State Legislatures (1/16/2017)

Source: <http://www.ncsl.org/research/elections-and-campaigns/internet-voting.aspx>

Appendix C: Statistical Data – UOCAVA

Voting vs. Domestic Voting

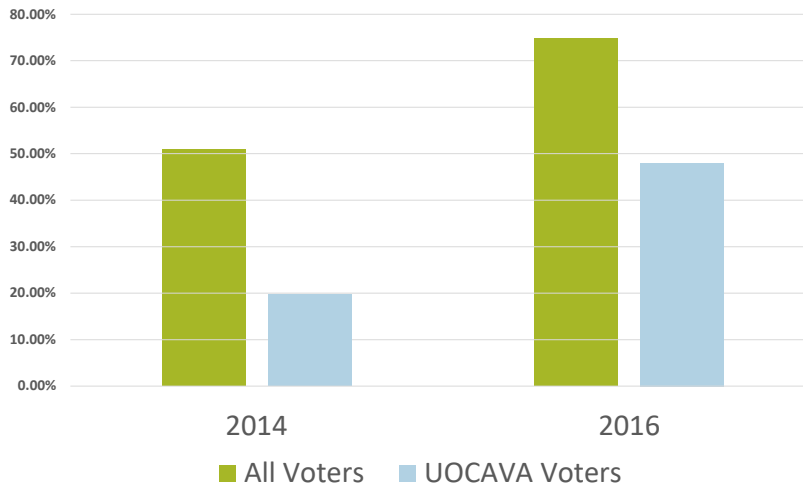
(Source: U.S. Elections Assistance Commission’s Election Administration and Voting Surveys 2014 and 2016)



Ballot Rejection for UOCAVA Ballots

	2014	2016
Domestic Vote-by-Mail	1,869,968	2,678,154
<i>Number rejected</i>	<i>19,016</i>	<i>21,973</i>
<i>% Rejected</i>	<i>1.02%</i>	<i>0.82%</i>
UOCAVA Vote-by-Mail	25,857	80,463
<i>Number rejected</i>	<i>976</i>	<i>2,661</i>
<i>% Rejected</i>	<i>3.77%</i>	<i>3.31%</i>

Voter Participation Rates



Registration and Voting for UOCAVA Voters

	2014	2016
Registered voters	11,869,224	12,853,866
<i>Total voter participation</i>	<i>6,055,157</i>	<i>9,613,669</i>
<i>% voter participation</i>	<i>51.02%</i>	<i>74.79%</i>
UOCAVA registered voters	131,790	167,549
<i>UOCAVA participation</i>	<i>25,857</i>	<i>80,463</i>
<i>% UOCAVA participation</i>	<i>19.62%</i>	<i>48.02%</i>

Appendix D: Meeting Agenda



FLORIDA DEPARTMENT OF STATE

RICK SCOTT
Governor

KEN DETZNER
Secretary of State

MILITARY AND OVERSEAS VOTING ASSISTANCE TASK FORCE MEETING

Monday, June 5, 2017 – 9:00 am Eastern Time to conclusion
Room 307, R.A. Gray Building
500 S. Bronough Street, Tallahassee, Florida 32399

Agenda	
9:00 am - 9:30 am	Opening Remarks – Florida Secretary of State
	Call to Order and Roll Call
	Introduction of Task Force Members
9:30 am - 9:45 am	Task Force Responsibilities/Purpose
	Goals of Meeting
9:45 am - 10:45 am	Presentations – Division of Elections
	History/Current Law, Statistics, and Other States
10:45 am - 11:00 am	<i>Break</i>
11:00 am - 12:00 pm	Presentations – Other Federal and State Studies
	1) 2008 UOCAVA Okaloosa County Distance Balloting Project
	2) 2014 Virginia Department of Elections SB 11 Workgroup Report – Building a Secure Electronic Return of Marked Ballots Solution for our Overseas Military Voters
	3) 2015 Review of FVAP's Work Related to Remote Electronic Voting for the UOCAVA Population
	4) 2016 Overseas Voting –Strategies for Engaging Every Voter – Council of State Governments, Overseas Voting Initiative Policy Recommendations Reports
12:00 pm - 1:00 pm	<i>Lunch</i>
1:00 pm - 2:00 pm	Public Comment

Division of Elections
R.A. Gray Building, Suite 316 • 500 South Bronough Street • Tallahassee, Florida 32399
850.245.6200 • 850.245.6217 (Fax) • DOS.MyFlorida.com/elections





FLORIDA DEPARTMENT of STATE

RICK SCOTT
Governor

KEN DETZNER
Secretary of State

2:00 pm - 2:15 pm	<i>Break</i>
2:15 pm – Until Concluded	Discussion on Options and Vote on Task Force Recommendations and Next Steps

To request copies of meeting materials associated with this agenda, but not included herein, contact Alexander Mosca with the Division of Elections at Alexander.Mosca@DOS.MyFlorida.com or 850-245-6200.

Members of the public who wish to provide comment on the Military and Overseas Voting Assistance Task Force can submit their recommendations to DivElections@DOS.MyFlorida.com.

Under Florida law, email addresses are public records. If you do not want your email addresses released in response to a public records request, do not send electronic mail to this entity. Instead, contact this office by phone or in writing.

Division of Elections
R.A. Gray Building, Suite 316 • 500 South Bronough Street • Tallahassee, Florida 32399
850.245.6200 • 850.245.6217 (Fax) • DOS.MyFlorida.com/elections



Appendix E: Meeting Sign-In Sheet

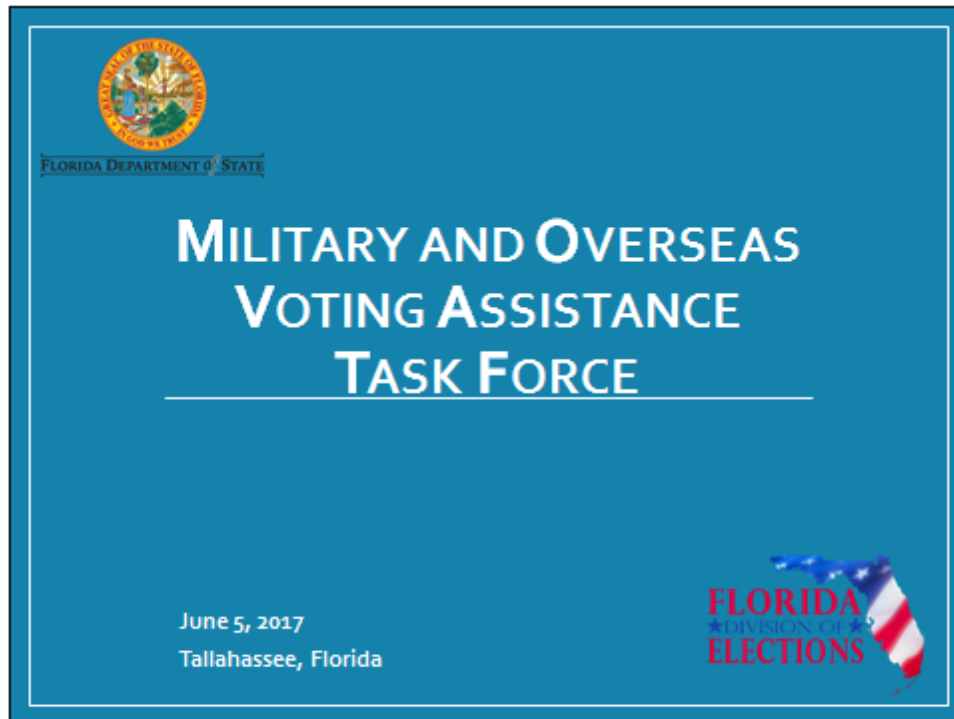
Florida Department of State Military and Overseas Voting Task Force Sign in Sheet

Date: June 5, 2017 Time: 9 a.m. (Eastern) until concluded
 Location: Room 307, R.A. Gray Building, Tallahassee, FL

Note: All information on this form is a public record.

	PRINT NAME	TITLE	NAME OF AGENCY/BUSINESS/ORG	CONTACT INFORMATION (optional)
1	Paul Lux	SOB	Okaloosa County	
2	Samatha Walk	PM	XTec Inc.	
3	MIKE HOGAN	SOE	Duval County	
4	William Stapp		FL AFD	
5	Jared Hovick		The Turnout	
6	Eric Larson	Director AST	Agency for State Tech.	
7	ALEX MOUCA	V/A	DEPT OF STATE, DIV ELECTIONS	
8	Maria Matthews	Director	Division of Elections	
9	DAVID STAFFORD	SOB	USUAMBITA COUNTY	
10	Linda H. Ard	B.Chief	Div. of Election ^{BRSC}	
11				
12				
13				
14				
15				
16				
17				

Appendix F: Presentations



Call to Order

Roll Call

Introduction of Task Force Members

Organization and Agenda

Membership

Member	Description	Appointing Official/Organization
Maria Matthews, Esq.	Director of Division of Elections; Task Force Chair	Designee of Secretary of State
Lt. Col. William Stanton	83 rd Troop Command	Designee of Adjutant General
Eric Larson	Executive Director, Agency for State Technology	Designee of Agency for State Technology
Undesignated	Florida Senator	Appointee of Senate President
Undesignated	Florida Representative	Appointee of House Speaker
Hon. Paul Lux	Supervisor of Elections, Okaloosa County	Appointee of Florida State Association of Supervisors of Elections President
Hon. Mike Hogan	Supervisor of Elections, Duval County	Appointee of Florida State Association of Supervisors of Elections President
Hon. David Stafford	Supervisor of Elections, Escambia County	Appointee of Florida State Association of Supervisors of Elections President
Jared Marcotte	Custom web developer, interface designer and IT strategist	Appointee of Secretary of State
Samantha Walker	Technical, Research and Management Expert	Appointee of Secretary of State
Linda Hastings-Ard	Chief, Bureau of Voting Systems Certification	Appointee of Secretary of State

Agenda

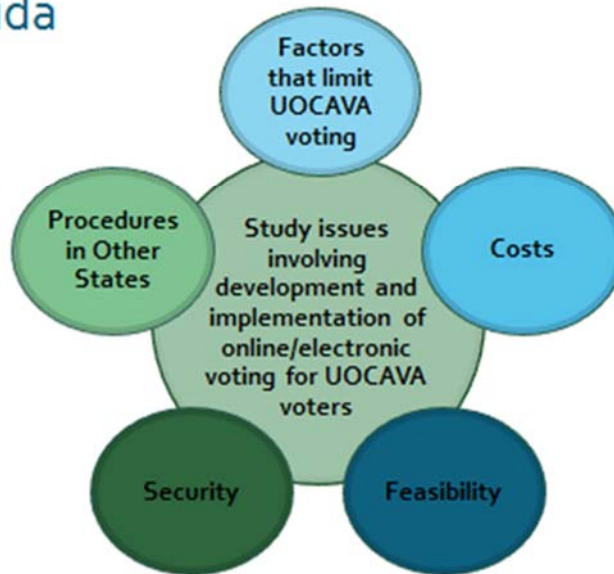
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11:00 am - 12:00 pm	Presentations – Other Federal and State Studies
12:00 pm - 1:00 pm	Lunch
1:00 pm - 2:00 pm	Public Comment
2:00 pm - 2:15 pm	Break
2:15 pm – Until Concluded	Discussion on Options and Vote on Task Force Recommendations and Next Steps

Task Force Purpose

Duty and Deliverables

Section 9, Chapter 2016-242, Laws of Florida

- Created the Military and Overseas Voting Assistance Task Force.



Task Force Deliverables

- **Issue recommendation**
 - Whether or not Florida should pursue development of online voting system for overseas uniformed services voters.
 - If task force recommends online voting system, report must include development and implementation steps.
- **Issue report**
 - Due July 1, 2017.
 - Task force expires upon submission of report.

Brief History and Current Law

History of Vote-By-Mail

- First widespread use for military needs in USA during Civil War.
- Florida's first use dates to First World War.
- **Uniformed and Overseas Citizens Absentee Voting Act of 1986 [P.L. 99-410]**
 - Requirement that all military and overseas citizens be able to vote-by-mail in federal elections.
 - Introduced equal opportunity and uniformity across USA for military/overseas voters.

Challenges

- In 2009, PEW reported in *No Time to Vote – Challenges Facing America's Overseas Military Voters* that 1/3 of states did not provide for timely receipt, vote, and return of voted ballots.
 - Florida was not one of those states.
- Congress enacts **Military and Overseas Voter Empowerment Act of 2009 (MOVE Act)**.
 - States must send vote-by-mail ballots to UOCAVA voters at least 45 days before an election.
 - Some form of electronic availability of blank ballots.

MOVE ACT (2009)

- Provide ballot in at least one electronic format:
 - Fax
 - Email
 - Online delivery system
- Send or make available at least 45 days before election.
- Allow for electronic communications and tracking of ballot request and ballot.
- Provide Federal Write-In Absentee Ballot (FWAB)–
 - Emergency back-up ballot for those who requested but did not get ballot.
 - Offered by Federal Voting Assistance Program (FVAP).
 - Can be marked electronically using FVAP's system, then printed, signed, and returned using methods allowed in state.
 - Accessible online.

Florida Vote-by-Mail for Non-UOCAVA Voters

- No excuse vote-by-mail ballot for all voters (except Election Day).
- 7-day window (35th – 28th day before an election) for domestic vote-by-mail voters with requests on file.
- Last day to mail a requested ballot- 4 days before election.
- In-person ballot pick-up.
- To count, vote-by-mail ballot must be received by 7 pm on Election Day in Supervisor of Elections' office.

Florida Vote-by-Mail for UOCAVA Voters

45-day advance send out

- Applicable to Presidential Preference Primary (PPP), General Election, and Special Elections.

Options to obtain ballot

- Person can register and request blank ballot at the same time using Federal Post Card Application.
- Blank ballots can be mailed, faxed, or emailed to UOCAVA voter.
- Federal Write-In Absentee Ballot (FWAB), a generic emergency back-up ballot available online and downloadable.

Ballot return

- By mail or fax for overseas voters only.
- 10-day extension after election for ballots for overseas voters only to be received by supervisor of elections (only in PPP, general, and special elections) –must be postmarked or dated by election day.

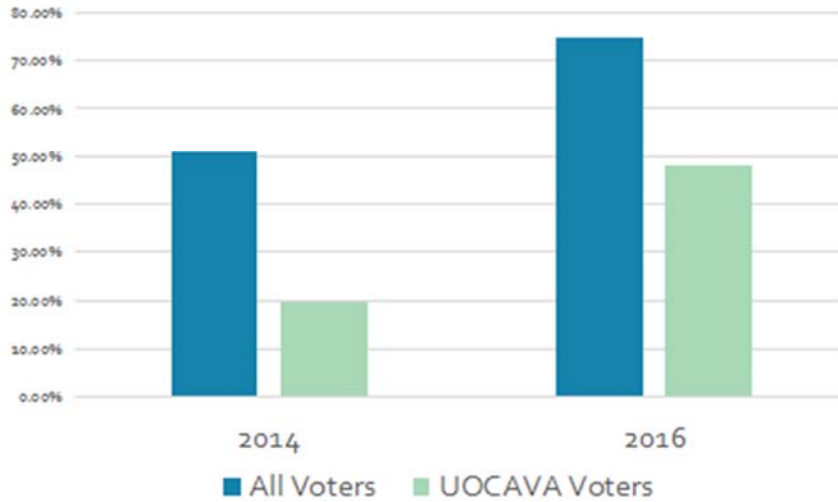
Florida Statistics

Analysis of U.S. Election Assistance
Commission Election Administration and
Voting Survey Data

Registration and Voting for UOCAVA Voters

	2014	2016
Registered voters	11,869,224	12,853,866
<i>Total voter participation</i>	<i>6,055,157</i>	<i>9,613,669</i>
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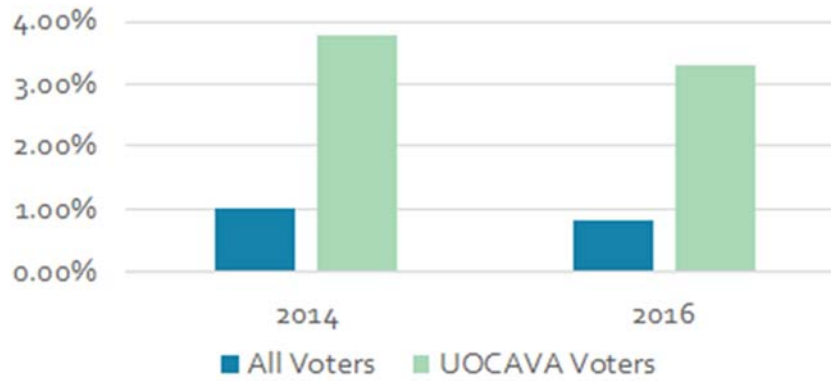
Voter Participation Rates



Ballot Rejection for UOCAVA Ballots

	2014	2016
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<i>% Rejected</i>	<i>3.77%</i>	<i>3.31%</i>

Ballot Rejection Rates



Takeaways

- UOCAVA voters are less likely to attempt to vote.
- Returned voted ballots from UOCAVA votes are more likely to be rejected.
- Primary reasons for rejected UOCAVA ballots are:
 - Ballot received after the deadline due to remote location and/or timing of return.
 - Mismatched or no signature on the voter's certificate which cannot be cured in time.

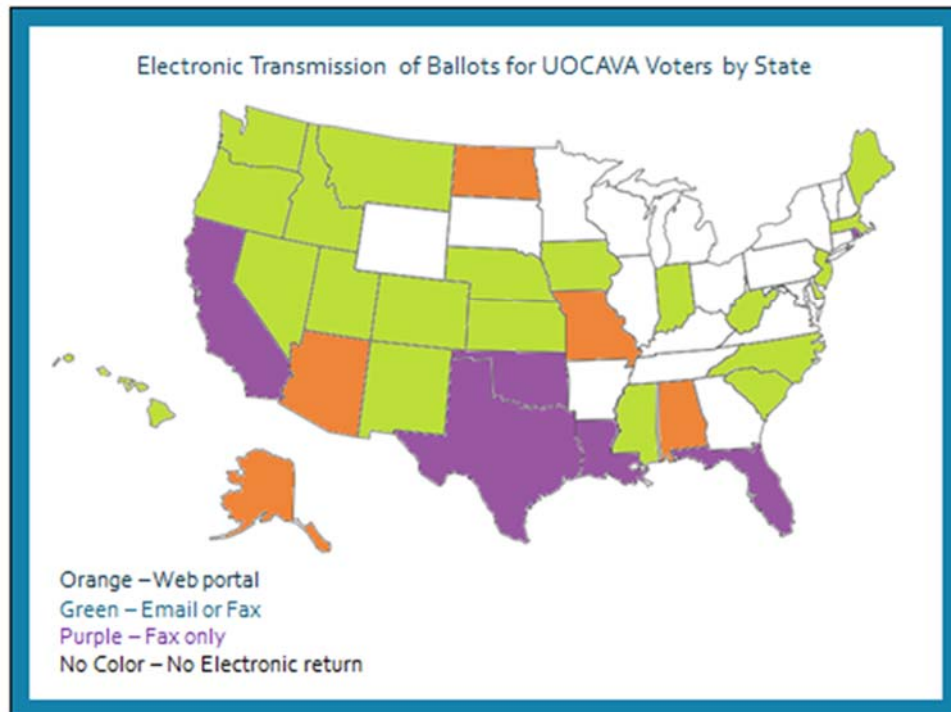
STATE SOLUTIONS

Military and Overseas Voting Options Across US

State	Return Method			Who Can Use?				State	Return Method			Who Can Use?					
	Email	Fax	Portal	All	UOCAVA	Emergency	UOCAVA Sub-Class		Voter w/ Disability	Email	Fax	Portal	All	UOCAVA	Emergency	UOCAVA Sub-Class	Voter w/ Disability
Alabama		*									*						
Alaska		*	*	*							*	*	*				
Arizona		*	*								*	*					
California		*	*								*	*					
Colorado	*	*				*					*	*					
Delaware	*	*				*					*	*					
D.C.	*	*				*					*	*					
Florida		*			*						*	*					
Hawaii	*	*			*	*					*	*					
Idaho	*	*	*		*	*					*	*	*				
Indiana	*	*			*						*	*					
Iowa	*	*			*			*			*	*					
Kansas	*	*			*						*	*					
Louisiana	*	*			*						*	*					
Maine	*	*			*						*	*					
Mass.	*	*			*						*	*					
Miss.	*	*			*						*	*					
Missouri	*	*	*								*	*	*				*
Montana	*	*									*	*		*			
Nebraska	*	*									*	*		*			
Nevada	*	*									*	*		*			
New Jersey	*	*									*	*		*			
New Mexico	*	*									*	*		*			
N. Carolina	*	*									*	*		*			
N. Dakota	*	*	*								*	*		*			
Oklahoma	*	*			*	*					*	*		*			
Oregon	*	*	*		*	*					*	*	*				
Rhode Island	*	*			*						*	*		*			
S. Carolina	*	*			*						*	*		*			
Texas	*	*			*						*	*		*			
Utah	*	*			*						*	*		*			*
Washington	*	*	*		*	*					*	*	*				
W. Virginia	*	*	*		*	*					*	*	*				

States not listed on this chart do not have any electronic return of vote-by-mail ballots

* Source: Chart adapted from National Conference of State Legislatures (1/16/2017)



Returning Voted Ballots

- Returning by mail is default.
 - Federal law does not require electronic return for UOCAVA.
 - Federal law is floor, not ceiling.
 - States can offer other options.
- Mail only: 18 states.
- Fax: 6 states (including Florida).
- Email: 1 state.
- Email or fax: 22 states and DC.
- Web-portal: 5 states (may also allow fax and/or email).

Web-Portals

- Web-portals allow voters to access blank ballots and return a completed ballot.
- Voter must print and sign ballot/certificate, then scan/photograph it, and upload it to portal.
- States:
 - Alabama: Pilot program in 2016 Primary for UOCAVA voters outside US territory.
 - Alaska: Open to all voters.
 - Arizona: Open to UOCAVA voters.
 - Missouri: Open to UOCAVA voters serving in hostile area.
 - North Dakota: Open to UOCAVA voters.

Alaska Case Study

- Voter can apply for electronic ballot 15 days before Election Day.
 - UOCAVA voters can apply at any time.
- Voter can obtain ballot via fax or web portal.
- Voter can return ballot via fax, email, or portal.
 - Requires fax machine or computer with printer and scanner.
 - Must print, complete, sign, scan, and upload/email/transmit ballot.
- If returned electronically, voter waives right to secret ballot.
- Election officials must transcribe ballot onto official paper.

Public Comment
Period

Discussion on Options
and Vote on
Recommendations

The End



MILITARY AND OVERSEAS VOTING ASSISTANCE

Florida Department of State Task Force

Topic: 2015 Review of FVAP's Work Related to Remote
Electronic Voting for the *UOCAVA* Population



OVERVIEW

- Remote electronic voting was driven by congressional requirements within the National Defense Authorization Act (NDAA) for Fiscal Year 2002
 - FVAP to conduct an electronic voting demonstration project for a statistically relevant population of absent Uniformed Service personnel
- NDAA FY 2005, Congress maintained the requirement for FVAP to conduct this initiative, but offered authority for FVAP to wait for the adoption of standards by the newly formed United States Election Assistance Commission (EAC) prior to conducting the "electronic voting demonstration project" (i.e., remote Internet voting) for UOCAVA citizens
- 2010, EAC adopted the *UOCAVA* Pilot Program Testing Requirements (UPPTR) which addressed the standards for the conduct of a pilot program consisting of kiosks (e.g., polling stations) at various locations around the world with the ability to provide a paper audit record of each vote cast.
- August 2010, a joint meeting conducted by the EAC, FVAP and the National Institute of Standards and Technology (NIST) yielded a series of broad consensus topics



RESEARCH TOPICS

- System Integrity and Security
 - Conformance Testing to accredit systems against *UOCAVA* Pilot Program Testing Requirements (UPPTR)
 - Level of resistance existing systems possess against penetrations
 - Software assurance tools value for identifying defects in software source code review
- System Environment - DoD assets
 - Using the Defense Information Systems Network (DISN) as part of the overall architecture
 - Role of the Department's Common Access Card (CAC) for system authentication purposes and the potential for its use as part of the voter authentication process
 - Statutory and legal framework for the States to participate in a remote kiosk-based pilot; based on UPPTR criteria
 - Kiosks (e.g., polling stations) at various locations around the world with the ability to provide a paper audit record of each vote cast. Quantifiable Comparative Risk
- Quantifying comparative level of risk between the existing postal-based system and that of a remote electronic voting system



RESEARCH DELIVERABLES

- Project yielded multiple deliverable documents supporting the requirement:
 - Recommendations for the *UOCAVA* Pilot Program Testing Requirements (UPPTR)
 - Voting System Testing Laboratory Functionality and Security Testing
 - Penetration Testing of a Simulated Election
 - Investigation of the use of Software Assurance Tools on Internet Voting Software Applications
 - Voting Over the DISN-CAC Analysis Feasibility Evaluation
 - The 2008 Okaloosa Distance Balloting Pilot Project
 - Comparative Risk Analysis of the Current *UOCAVA* Voting System and an Electronic Alternative



CLOSING

- Not enough time allotted or political support to continue to explore this research project
 - Eliminated from FVAP's requirement in the NDAA (FY 2015)
- FVAP believes that the research, associated tools, and identification of the outstanding questions are valuable and should be shared with the *UOCAVA* stakeholder community.
- If a State wants to explore this project further, these deliverables are useful to consider when developing a proof of concept
- Other Working Groups exploring the use of the CAC/PIV for everything except electronic return of a voted ballot



Okaloosa Distance Balloting Pilot (ODBP) Outline and Results

Military and Overseas Voting
Assistance Task Force
June 5, 2017



www.govote-okaloosa.com

Okaloosa Distance Balloting Pilot

Objective: Evaluate the effectiveness of remote voting kiosks to improve overseas voting access

- Conducted by the Supervisor of Elections, Okaloosa County, Florida
- Authorized by Florida Administrative Rule 1S-2.030 Electronic Transmission of Absentee Ballots
- Project management by Operation BRAVO Foundation



1

What's the Problem?

- There are an estimated 6 million overseas military and civilian voters
- 16.5% requested absentee ballot for 2006 election; only 1/3 returned and counted
- Ballots received too late for voters to return on time or not received at all
- Current process too slow and cumbersome



2

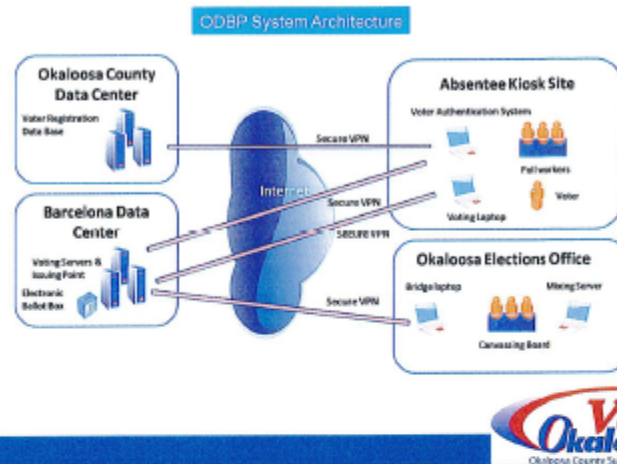
ODBP Snapshot

- Voting kiosks staffed by election officials at three sites in England, Germany, Japan
- Kiosk sites operated for 10 day voting period
- Voter identity and eligibility verified by kiosk officials
- Voters cast ballots using secure laptops
- Encrypted voted ballots transmitted by Virtual Private Network to a secure server
- Voted ballots stored with multiple layers of encryption
- Okaloosa Canvassing Board validated, decrypted, and tabulated ballots



3

System Architecture



4

Walkthrough of Voting Process

- Daily setup of voting kiosk
- Positive identification of voter
- Correct ballot style matched to voter
- Ballot selection, confirmation, and casting
- Protecting integrity of voted ballot
- Only one ballot counted per voter
- Correct tabulation of votes

5



Germany Kiosk



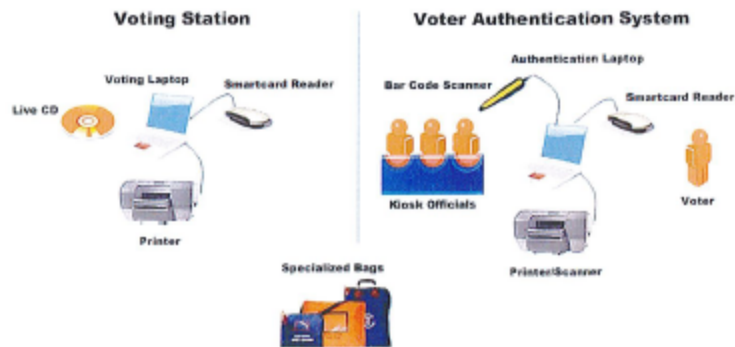
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UK Kiosk



7

Absentee Voting Kiosk



8



Daily Setup of Voting Kiosk

- Kiosk worker retrieves voting CD, smartcards and other controlled items from secure storage
- Verifies authenticity of voting CD
- Connects to Okaloosa VRDB and remote voting server
- Verifies connections and correct operation of voting laptop
- Leaves voting laptop in ready state for voting

9



Positive Identification of Voter

- Voter presents identification credential
- Kiosk worker looks up voter using authentication laptop with on-line connection to Okaloosa VRDB
- Voter Certificate is printed from VRDB
- Voter signs Voter Certificate
- Kiosk worker compares signature and authenticates voter

10



Ballot Style Matched to Voter

- Kiosk worker scans bar code on Voter Certificate to record ballot style, voter ID, and PIN data on a smartcard
- Smartcard used to initiate voting process at voting station
- Smartcard data communicated to voting service on remote secure server
- Correct ballot style and voter digital signature delivered to voting laptop

11



Verify Correct Ballot Style

Issuing Point

The Voter ID has been found. You may update the Ballot Style and Precinct before writing the Voter Card.

Voter ID: 106060013

Ballot Style: D29 - Precinct: 15.1 -

Write Voter Card Print Receipt

12



Select, Confirm, and Cast Ballot

- Voter uses touchscreen to make ballot selections
- Confirmation screen activates printing of Voter's Choice Record
- Voter confirms ballot selections
- Voter casts ballot and deposits Voter's Choice Record in secure receptacle
- Voting station prints Counted as Cast receipt that voter retains

13



Voting Screen Sample

Vote OKLAHOMA

PRESIDENT AND VICE PRESIDENT
PRESIDENT AND VICE PRESIDENT
PRESIDENT AND VICE PRESIDENT

Voting Instructions	George W. Bush Dick Cheney	SENATOR	Barack Obama Mitt Romney	SENATOR
Voting 1 of 25	John F. Kerry John Edwards	SENATOR	Ralph Nader Pat Buchanan	SENATOR
Presidential Instructions	Michael S. Pence Chuck Schumer	SENATOR	Scott Brown Marianne Williamson	SENATOR
Presidential	Michael Badenoch Richard S. Coats	SENATOR	Scott Brown Marianne Williamson	SENATOR
Presidential	David C. Bonior Patricia LaHood	SENATOR	Scott Brown Marianne Williamson	SENATOR
Presidential	James H. Jones Margaret Taylor	SENATOR	Scott Brown Marianne Williamson	SENATOR

Back Help/Instructions Home Exit



Confirmation Screen

Vote OKLAHOMA

Review Instructions

Presidential Instructions - RED has been underlined in all items

Thank the race you are voting for and return to the home screen

You may need to press RETURN (ENTER) to view a screen

If you are satisfied with your choices, press the YES button

<p>PRESIDENT AND VICE PRESIDENT Vote for One</p> <p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 1 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 2 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 3 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 4 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 5 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 6 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 7 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>
<p>SENATOR Vote for One</p>	<p>DISTRICT COURT OF OKLAHOMA Vote for One</p>	<p>COUNTY JUDGE GROUP 8 Vote for One</p>	<p>OKLAHOMA COUNTY BOARD OF COMMISSIONERS Vote for One</p>

Back Help/Instructions Home Exit



Protecting Voted Ballot Integrity

- Voter's digital signature applied when ballot cast
- Cast ballot and voter digital signature encrypted with Canvassing Board key
- Encrypted ballot transmitted via secure VPN to secure server
- Ballots stored with multiple layers of encryption

16



One Ballot Counted per Voter

- Kiosk worker updates VRDB to indicate that voter cast a ballot
- Elections office staff hold aside unopened mail ballots returned by kiosk voters
- Canvassing Board reviews list of kiosk voters and reconciles with mail ballot information
- Canvassing Board selects electronic ballots to be counted

17



Correct Tabulation of Votes

- Election definition 'imported' from GEMS to ODBP tabulation server
- Canvassing Board authorizes download of encrypted ballots from server to bridge laptop
- Encrypted ballots transferred from bridge laptop to standalone mixing server for tabulation
- Canvassing Board enters key to initiate mixing and decryption of ballots
- Votes electronically tabulated
- Electronic tabulation verified against manual count of Voter's Choice Records

18



Results

- 94 voters participated, 93 ballots cast
 - England: 40
 - Germany: 33
 - Japan: 21
- 23 ballot styles
- System performance validated by comparing manual count of Voter's Choice Records with electronic tally
- Project evaluation report (Fors-Marsh Group)

19



Outcome Achieved

- Demonstrated effectiveness of a secure solution
- 100% Audit conducted against paper Voter's Choice records
- Extreme satisfaction of the voters
- Can be scaled up for use by any jurisdiction
- Easily adapted to support election practices in other states

20



Some Lessons Learned

- Kiosk system easy to set up and operate with minimal training
- Only technology issue was setting up network connection in hotels where kiosks were located
- System easy for voters to use; would like to continue voting this way; experienced greater sense of participation and confidence that ballot would be counted
- Researching question of lower than expected turnout—perhaps due to short voting period immediately before election day?
- But 8 voters traveled from 50 to 100 miles
- Some government coordination issues

21



Answering the Critics

- Florida law permits secure electronic transmission of ballots for overseas citizens (FL Statutes 101.697, Administrative Rule 1S-2.030)
- Voters decide if they want to vote this way
- Entire system, including security features, tested and certified by the Division of Elections
(Certificate # 080926-SCY issued on September 26, 2008)
- Independent source code review by team of nationally recognized experts
- 100% audit of election results

22



Questions?



23



Final Thought

Military and Overseas Voting Problem?





Florida Department of State

Overview -Virginia SB 11 Workgroup Report (11/2015)

Presenter: Alexander Mosca, Program Administrator
Military and Overseas Voting Task Force
June 5, 2017

Florida Secretary of State Ken Detzner
Maria Matthews, Esq., Director
Division of Elections



Legislation

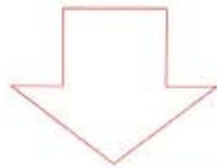
- Virginia General Assembly created a workgroup in 2014
 - Investigate the issue of the secure return by electronic means of voted absentee ballots from uniformed-service voters outside of the United States.
 - Issue report
 - ✓ *Building a Secure Electronic Return of Marked Ballots Solution for our Overseas Military Voters (11/2015)*



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2

National and State Issue



Virginia military
more likely to have
returned absentee
ballots rejected

Virginia military
less likely to return
absentee ballots



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Risk

- Any electronic solution will create a variety of risk factors:
 - Denial of Service
 - Interception of the Ballot
 - Corruption of Software
 - Phishing, Identity Theft, and Social Engineering
 - Observing Contents of Ballots and Voter Coercion
 - Ballot Box Stuffing
 - Ballot Spoofing
- What level of risk is acceptable?



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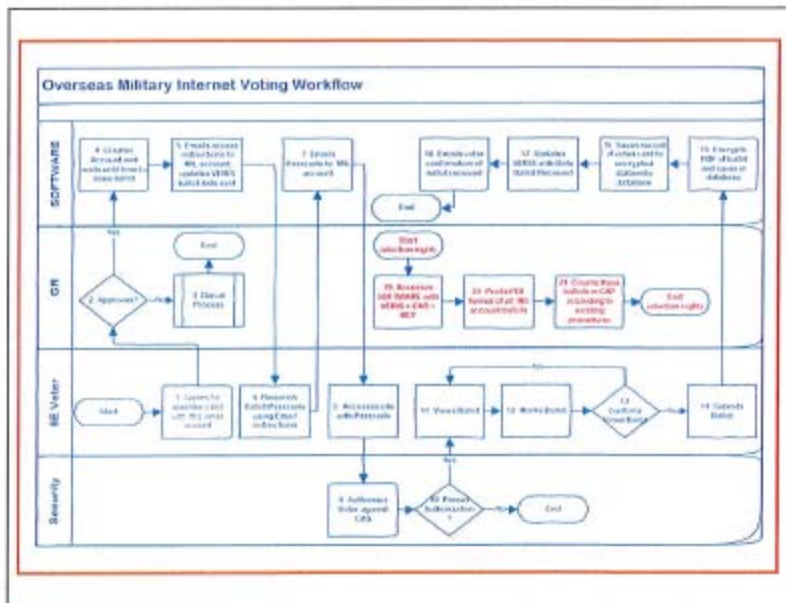
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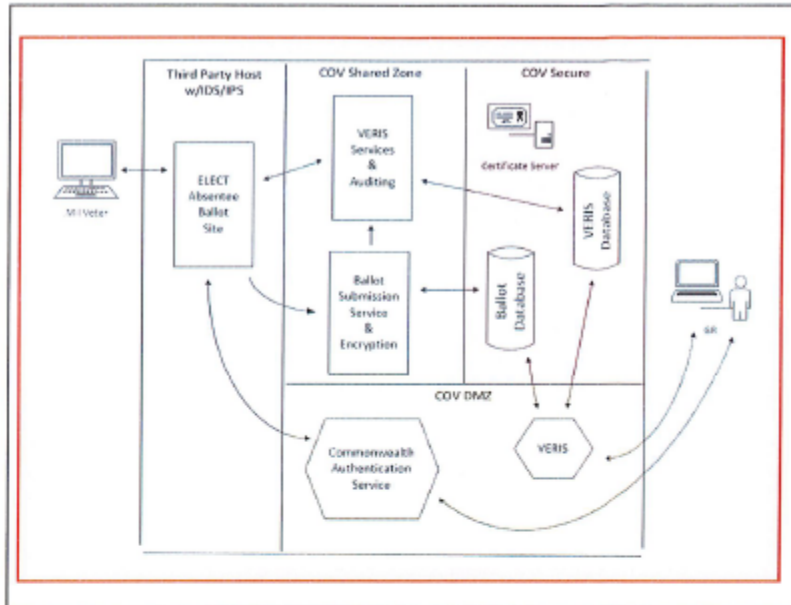
Proposed Solution

- 16 step process:
 - Utilize a secure portal and .mil email addresses
 - Voter would mark electronic ballot in the browser
 - Portal would convert marked ballot into PDF and encrypt
 - Local election officials would access the portal to obtain PDFs for all the electronic ballots in their jurisdiction



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Implementation Costs

- One-time development cost: \$1,400,000.00
- Annual maintenance cost: \$729,977.08
- Total first year cost: \$2,249,977.08
- Estimated cost per vote:
 - First year: \$1,549.98
 - Subsequent years: \$424.99



Final Action Taken

- SB 11 subsequently repealed by Virginia General Assembly
- No implementation of SB 11 report at this time



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11



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dos.myflorida.com/elections/



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12



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